

Date: 2022-07-30

Subject: Budget Amendment Report: CAA Master Plan and Multipurpose Cricket Facility Development Framework

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Report Number: Planning, Bld & Ec Dev-2022-793

Recommendations:

1. That the report titled “Budget Amendment Report: CAA Master Plan and Multipurpose Cricket Facility Development Framework” to the Council Meeting of August 10, 2022 be received;
2. That Council approve in principle the conceptual CAA Master Plan attached as Appendix A;
3. That staff proceed with issuing an Expression of Interest (EOI) in Q4 2022 for the development of the CAA Lands, including a Multipurpose Cricket Facility to be prioritized as part of Phase 1 development;
4. That staff commence the public and stakeholder engagement process for the development of the CAA Lands and Multipurpose Cricket Facility in Q4 of 2022;
5. That a Terms of Reference for a “CAA Lands Development Task Force” with representation from Council and management staff from various divisions of the organization, be presented in Q1 of 2023 to Council for approval;
6. That staff return to Council in Q2 2023 with an updated CAA Master Plan based on the EOI and public engagement process to determine next steps in terms of the sale/lease of lands and/or procurement options;
7. That a budget amendment be approved, and a new capital project be established in the amount of \$400,000 for consulting services to assist with public engagement, an updated market/land appraisal, development and infrastructure phasing of the CAA Lands, the evaluation of delivery and partnership models, and the scoping of the EOI and the RFP, with funding of \$340,000 transferred from Reserve #130 – Growth Studies and Other, and \$60,000 transferred from Reserve #134 - Recreation Development Charges.

Overview:

- **Brampton's 2040 Vision (2018) identified Uptown Brampton East, concentrated around the CAA lands, as Brampton's new urban centre with a transit-oriented work/live civic core for business, commerce, leisure, arts, and tourism. Key elements in the Vision included an Eco-Park network feature along the Etobicoke Creek, a large performance venue for arts and multicultural festivals, convention facilities, and a transit system along Kennedy Road and Steeles Avenue with east-west and northerly connections to future LRT, BRT, and GO lines. The Vision identified the need for a coordinated approach to the development of the lands through an Uptown Management Group, a Central City Design Studio, and a Brampton Uptown Authority.**
- **At the December 8, 2021 Special Council meeting, staff were directed to report back to Council with a proposed framework and public-private-partnership options for development of the multi-purpose cricket facility at the CAA lands.**
- **The Multipurpose Cricket Facility is being driven by community demand, the Global T20 Canada tournament, the Commonwealth Games bid along with the potential broader sports tourism and economic benefits.**
- **At the June 8, 2022 Council meeting, staff prepared a report regarding "Budget Amendment and Development Framework for the Multipurpose Cricket Facility" with several P3 procurement models. A delegation was made by a development consortium requesting a 60 day period to explore a sole source development of the CAA lands, including the Multipurpose Cricket Stadium. Council directed staff to outline the Master Plan framework for the CAA lands and incorporate this within a Request for Pre-Qualifications (RFPQ) process.**
- **The development of the conceptual CAA Master Plan was a multi-year interdepartmental effort completed in May 2020 and included a general Market Analysis, Real Estate Analysis, and a Transportation and Infrastructure Capacity Analysis and Functional Servicing Reports.**
- **Public engagement has not yet taken place on the conceptual CAA Master Plan and staff are proposing this work commence in the fourth quarter of 2022 to gain input from residents, stakeholders and the development sector. A robust public engagement framework is proposed, consisting of a questionnaire survey, an Expression of Interest (EOI), the establishment of the "CAA Lands Development Task Force", and a design charrette with stakeholders and EOI proponents.**

- **The EOI process serves as a flexible tool to assess the knowledge and interests of potential development proponents. It can be issued in the fourth quarter of 2022 to align market and investment opportunities from the private sector with the City’s public interests in relation to developing a Multipurpose Cricket Facility and the recreational and institutional aspects of the CAA Lands.**
- **Subsequent to the EOI, and updating of the CAA Master Plan, a determination will be made as to the process for the sale or lease of the lands for development and whether this entails a Request for Proposal or other procurement option. This can take place in the second quarter of 2023 based on a scope and vision that is broadly supported by the community and Council.**
- **This project has significant complexity and will require the cooperation and coordination of all City Departments. A project charter and management structure will be established to coordinate this work. Staff will assess whether additional staff resources are required as part of the 2023 budget deliberations.**

Background:

In 2018, City Council endorsed the “Brampton 2040 Vision”, identifying the CAA lands as the “east anchor” of “Uptown Brampton”. The CAA site has the potential to be a catalyst for the transformation of this area into a walkable, transit-oriented, and sustainable community, centred on an integrated mixed-use sports complex. To unlock the potential of this iconic site, a conceptual Master Plan for Uptown East CAA was completed in May of 2020 (Appendix A). The Master Plan envisions the creation of a high density sustainable mixed-use community that takes advantage of the locational attributes of the site.

Within the CAA lands, the Multipurpose Cricket Facility is envisioned to be a major development anchor, and is being driven by increasing demand for cricket field use by the Brampton community where the growth of the sport has outpaced the fields available for rent. The Global T20 Canada tournament and the Commonwealth Games bid further accelerated the desire to construct the facility. The Multipurpose Cricket Facility will put Brampton on the world stage as a sports and entertainment host, and bring broader sporting tourism and economic development to the city.

Although mainly reserved for cricket, the facility is envisioned to have the ability to be converted for other uses such as sports tournaments and special events. The multiuse capability will maximize utilization and diversify revenue streams, as exemplified by those in the U.K., Australia and the U.S. The facility will be able to accommodate additional adult and youth cricket programming to service the residents and expand

development opportunities for the sport. This type of facility is often programmed to accommodate a variety of other outdoor community uses such as the following:

- seasonal events (festivals, holiday shops, ice skating);
- educational uses (graduation ceremonies, sports and events);
- concerts and performances;
- fitness competitions;
- movie screenings; and
- public art installations.

On December 6, 2021, Council directed staff to report back on a framework and public-private-partnership (P3) option for a multi-purpose cricket facility at the CAA lands, where the City retains ownership of all or most of the CAA lands, provides options for possible private sector facility development and/or management and includes a possible request to begin procurement process for Council approval.

On June 8, 2022, staff presented to Council a report recommending proceeding with issuing a RFPQ for the development of the Multi-purpose Cricket Facility. At this meeting, a public delegation was made from a development consortium for the development of the CAA lands, including the Multipurpose Cricket Facility. Council directed staff to return back to Council with the Master Plan framework of the CAA lands that would allow for the sale and development of the CAA lands along with the Multipurpose Cricket Facility as part of the P3 development.

The June 8, 2022 report to Council proposed that the Multipurpose Cricket Facility be delivered through a traditional procurement method. The total estimated costs including Design and Contract Administration totaled \$50 million. Based on the current direction, there is greater opportunity to expand the partnership opportunities and scope of the Facility to rapidly realize its full potential.

The recommendations of this report assume a partnership model can be reached with a proponent involving the development of a portion of the CAA lands. Earlier market value estimates for the 101 developable acres of the CAA Lands were in the range of \$1.6 million per acre for a total of \$161 million. This land value is now a multiple of that given Brampton's strong current market conditions, and consequently an updated appraisal will be warranted. This appraisal would be done after the Master Plan is updated based on the public and stakeholder engagement to accurately reflect the validated land use, density and general design provisions.

The design and construction costs of the Multipurpose Cricket Facility may vary based on its size (i.e. 5,000 to 20,000 permanent seats) and design. The inclusion of the CAA Lands into the development framework at this stage offers significantly greater opportunities for partnership with more costs borne by private proponent(s). The next step of the proposed process will refine and clarify the CAA Master Plan for a streamlined approach that leverages the available partnership models and opportunities.

The development of the CAA Lands is a multi-billion dollar project that can serve as an exemplary model for developing a major urban sports, recreation and entertainment district. The project's significant complexity will require the cooperation and coordination of all City Departments. A project charter and management structure will be established to coordinate this work and staff will assess whether additional staff resources are required as part of the 2023 budget deliberations.

Current Situation:

Based on the direction from Council on June 8th, 2022, staff have outlined a process which expands the scope for partnership options to develop the Multipurpose Cricket Facility by including options for the sale and/or lease of a portion of the surrounding multiuse CAA Lands in alignment with the Master Plan. The conceptual CAA Master Plan attached as Appendix A, covers some 101 acres of developable land including a sports and entertainment centre with a mix of supportive land uses consisting of:

- A sports and recreation area with a 5,000 to 20,000 permanent seat Multipurpose Cricket Facility, 8 indoor tennis courts, baseball diamond(s), and the CAA Centre (4 icepads);
- Education, health and medical facilities;
- Anchor and multi-tenant office space including innovative co-working options;
- High-rise, mid-rise and townhome residential (condo and rental);
- Hotel(s) and a conference centre; and
- Retail shops, restaurants, and entertainment.

Guiding principles for developing this iconic sports and entertainment district include attracting significant developer interest and investment; the integration and synergy of recreational, entertainment, commercial, residential, and institutional uses; the enhancement of public parkland and the Etobicoke Creek valley; transit and active transportation infrastructure; high quality design; and a sustainable business and operational model.

A robust public and stakeholder engagement framework is proposed to commence in Q4 of 2022. The public and stakeholder engagement framework will seek input from residents, stakeholders, developers and project proponents on the Multipurpose Cricket Facility and the CAA lands. Stakeholders in the development of these lands includes, but is not limited to:

- First Nations;
- Residents (youth to elderly);
- Adjacent property owners;
- Local businesses;
- Developers;
- The Brampton Board of Trade;
- Building Industry and Land Development Association;
- Recreational, arts and culture groups;

- School boards;
- Housing and non-profit groups;
- Post-secondary institutions,
- Brampton Urban Design Review Panel;
- Brampton Heritage Board;
- The Toronto and Region Conservation Authority,
- Region of Peel; and
- Metrolinx.

The public engagement framework is included in the project timeline as illustrated in Appendix B. A project charter will be established in Q3 of this year, which will identify staff project leads and an interdepartmental working group to guide the project.

A questionnaire survey is proposed for Q4 of this year concurrent to the Expression of Interest (EOI) posting. The survey will be advertised on social media and be made available to all members of the public to provide general input on the development of the CAA Lands and Multipurpose Cricket Facility as envisioned by the Master Plan. It will raise public awareness and support for the project by touching on issues such as recreational activities and amenities, arts and culture, economic development, land use and density, mobility, and urban design.

The release of the EOI in Q4 of this year will weigh interest and perspectives from developers. Submissions will assist in aligning market conditions and private investment to the City's development expectations. The EOI will assist in deriving viable partnership models to support timely construction of the Multipurpose Cricket Facility and the development phasing of the CAA lands. This work will identify gaps in understanding that will be bridged prior to determining next steps which may consist of the direct sale or lease of lands and/or a Request for Proposal for development. All EOI proponents will be invited to the design charrette in early 2023.

Given the high community profile of the CAA Lands and the vision to transform it into an exemplary sports, recreation and entertainment district open to residents and visitors of all ages and cultures, public oversight is recommended. A CAA Lands Task Force consisting of the Mayor and designated Councillors, and management staff from various divisions in the organization is recommended to be established early in 2023. This Task Force would continue in an advisory capacity and may continue with future development proponents.

A multi-day CAA Lands and Multipurpose Cricket Facility Design Charrette can be coordinated with key stakeholders including the EOI proponents in Q1 of 2023. The invitational charrette will update the Master Plan to ensure it aligns with market conditions and assist in establishing the structure of the RFP in terms of phasing options, market valuations, partnership models, and design and performance expectations relating to buildings, land uses, densities, and infrastructure. Staff will provide a follow-up virtual open house after the charrette and seek Council approval to confirm the Master Plan

direction before proceeding with the next steps of land sale or lease and/or development procurement.

The CAA Lands are part of the “Highway 410 and Steeles Avenue Secondary Plan – Schedule 5” (See Appendix C). Under the new Official Plan – Brampton Plan - Steeles Avenue is proposed as a Frequent Transit Corridor and a Primary Urban Boulevard. This implies the transformation of Steeles Avenue into a mixed-use corridor with eventual residential use. The development of the CAA lands needs to be orchestrated in a manner which optimizes and aligns with the broader Secondary Plan area in terms of compatible land use, transit and active transportation, and infrastructure servicing. This regional perspective will need to consider significant planning issues relating to Kennedy Road and Steeles Avenue.

Corporate Implications:

Financial Implications:

A budget amendment will be required and a new capital project will need to be established in the amount of \$400,000, with funding of \$340,000 transferred from Reserve #130 – Growth Studies and Other and \$60,000 transferred from Reserve #134 - Recreation Development Charges, pending Council approval. The funds will be used for undertaking public engagement, the EOI, and the RFP will require additional professional consulting services. Allocation of the funding source was based on the intended use of the developable lands as per the Conceptual CAA Master Plan

All additional resources and budget required for the development of the CAA lands will be identified as part of the future operating and capital budget submission, pending Council approval.

Legal Implications

Legal Services will review and advise on any agreements entered into, regardless of the implementation model chosen. Legal Services will also be consulted on any impact that proposed development could have on existing contractual agreements relating to the CAA Centre.

Procurement

To be determined in 2023.

Term of Council Priorities:

The development of the CAA lands and the Multipurpose Cricket Facility will be a key project in reflecting all of the **Term of Council Priorities** and the City’s **Strategic Plan** as it will support and achieve:

A City of **Opportunities** by unlocking the potential of Uptown and developing a coordinated implementation framework for this strategic City asset that will attract investment and employment;

A **Mosaic**, by promoting cultural diversity and inclusivity in the planning of community spaces and the Multipurpose Cricket Facility;

A **Green City**, by promoting transit and a pedestrian-scaled neighbourhood with high standards of sustainability and innovation, and protecting and integrating Etobicoke Creek as a significant natural heritage (Eco-Park) feature;

A **Healthy and Safe City**, by creating a development framework which fosters community partnerships, healthy neighbourhoods, and by enhancing the recreation and sports opportunities for residents; and

A **Well-Run City**, by leveraging partnerships for collaboration, advocacy, and dynamic expansion in activities to bring national and international events to the City.

Living the Mosaic – 2040 Vision

This report has been prepared in full consideration of the overall vision that the people of Brampton will ‘Live the Mosaic.’

Conclusion:

Staff have explored a number of P3 delivery models and industry practices on the assessment and procurement processes for P3 projects for the construction of the Multipurpose Cricket Facility. Based on Council’s direction staff have provided a framework for prioritizing the development of the Multipurpose Cricket Facility as part of the conceptual CAA Master Plan. Staff recommend proceeding with a robust public engagement plan and a multi-stage procurement process consisting of an Expression of Interest and a Request for Proposal. These steps will add value to the project by building community and interdepartmental support, ensuring proper due diligence, and allowing for an open and competitive process in the development of the Multipurpose Cricket Facility and the CAA lands.

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Attachments: Appendix A: Conceptual CAA Master Plan
Appendix B: CAA Lands Project Timeline
Appendix C: Hwy 410 and Steeles Secondary Plan