

## **FINANCE AND ADMINISTRATION COMMITTEE – JANUARY 16, 2012**

### **DRAFT 2012 CAPITAL BUDGET AND 2013 CAPITAL BUDGET PLAN CONSIDERATION OF DEMOLITION/USE OF FORMER CIVIC CENTRE**

#### **Recommendation**

The Commissioner of Community Services recommends:

1. That the following report be received for information.

#### **Contribution to Sustainability**

This report is consistent with the priorities previously set by Council in the Green Directions, Vaughan, Community Sustainability Environmental Master Plan, Goal 6, Objective 6.1:

- To fully support the implementation of Green Directions at all levels of City operations.

#### **Economic Impact**

There is no economic impact associated with this report.

#### **Communications Plan**

N/A.

#### **Purpose**

The purpose of this report is to provide information on the cost and feasibility of retrofitting the old city hall for other purposes.

#### **Background - Analysis and Options**

At the Finance and Administration Committee meeting of December 13, 2011, Council directed staff bring forward a report on issues relating to the cost of retrofitting the old city hall for other purposes such as a resource library, and include any other relevant information relating to the decision to demolish the old city hall. Staff have reviewed related information on file, including current relevant updates and provide the following:

On May 13, 2002, Council directed that qualified external assistance be retained to prepare a detailed cost-benefit analysis in respect of the two options identified in the "City Hall Location Study" (April 2002), prepared by Sorenson Gravely Lowes Planning Associates Inc. The two options identified were demolition of the existing building and replacing it with a new building; and redevelop the existing building with a major addition to the south.

In July of 2002, a team led by the management consultant KPMG LLP was retained to conduct the cost-benefit analysis. Assisting KPMG were the firms the Ventin Group (architecture), the McCormick Rankin Corporation (transportation) and Forhan Rogers (planning).

The Ventin Group Architects were directed to examine the potential of the current civic centre site to accommodate the City's long-term needs, prepare a study and report back to Council in January 2003. The focus of this study was the reuse of the existing building including a 200,000 sq.ft. addition, or building a new building for a Civic Centre. The study included estimates of the associated costs of building a new structure vs. addition and renovations of the existing building. The addition and renovation option considered retention of the basic structure of the existing building, with a major addition to the south, (Option 1). The new and old buildings would form a court which would provide an opportunity to create an indoor public space (atrium) and an

outdoor public space (plaza). The renovations to the building would have to be extensive to ensure serviceability of the systems.

The Ventin Group Architects retained the services of Pelican Woodcliff Inc. for the quantity surveying and cost estimate. The Mitchell Partnership Inc. and Carinci Burt Rogers Engineering Inc. were respectively retained for the Mechanical condition assessment and for the Electrical condition assessment of the existing facilities.

The Ventin Group Architects and the Consultants team on behalf of the City of Vaughan carried out a series of inspections of the old city hall in January 2003. In addition, the following documentation was available at the time of the inspection:

- Aerial photo of the area
- Legal survey of the property
- Building floor plans of the existing facility
- Maple Streetscape and Urban Design Guidelines

Option 1 assumed that the existing approximately 89,000 square feet of the existing building would not only have interior systems completely upgraded, but also a complete retrofit of building enclosure and cladding. Total Cost Estimate in 2003 for the retrofit without the addition was \$11,100,000.

On April 14, 2003, after consideration of the alternatives, Vaughan Council adopted a resolution to maintain the City Hall at its current location at 2141 Major Mackenzie Drive and proceed with a completely new building with a minimum LEED Silver standard.

On May 12, 2003, Vaughan Council resolved that the redevelopment of the Vaughan Civic Centre would proceed on the basis of a design competition which included the requirement for both an architectural treatment for a new City Hall building and a Master Plan for the entire Civic Centre site. The Master Plan would include the construction phasing of other uses. Other potential uses included a municipal park, a public library, a mixed use office building, a retirement home and underground parking. Therefore, the Master Plan for the site will be as important as the City Hall design itself.

There was public consultation throughout the design competition including a three day open house for the public to view and comment on the Master Plan and design. On February 9, 2004, Council ratified the recommendation of the competition Jury, approved the Master Plan (refer to attachment #1) and selected KPMB (Kuwabara Payne McKenna Blumberg) Architects as the project architect.

#### Master Plan and Phasing of Construction

The approved Master Plan included phasing of construction for the long term development of the site. Attachment 1 shows the end state concept that provides for all of the potential buildings with reliance on below grade parking. The large amount of underground parking provides the optimal use and aesthetic treatment of the site.

Phase 1 of the project entails the design and construction of the new City Hall, Civic Square, surface parking and a Neighbourhood Park of at least 2.4 ha. Phase 1 will also include the demolition and/or removal of all existing structures associated with the city hall (main building, annex and portables) and site remediation, (attachments 2 and 3). The site remediation included the widening of the main entry drive. This was one of the recommendations of the traffic performed. The driveway had to also be of sufficient length to provide the required queuing for safe and efficient site operations especially with the increased office space. The study confirmed that current main signalized entry drive had to be further developed as the original entrance is very restricted and does not provide line of sight with in-coming traffic and internal vehicle movement. This main entry drive needed to be widened as it is the primary public and ceremonial

access into the site from Major Mackenzie Drive. This would be problematic and create a safety concern if the current building is maintained.

### Resource Library

Staff have reviewed the feasibility of repurposing the existing building into a resource library. The last major work on the existing building occurred circa 1980 when the complete redevelopment and addition to the building was undertaken. Since then, parts of the building have undergone upgrades, such as the roof and some mechanical components, but there has not been a comprehensive renovation of the building.

The renovation would include but not limited to the replacement of the cladding of the building to match the new building, (reflecting an improved civic image of the campus). The building systems, such as mechanical and electrical, have been maintained, but are at or nearing the end of their service life, and would need to be replaced.

The live load of the existing City Hall is only **2.39 KN/m sq.**, (for office occupancy). This is noted on the structural drawing S-3 note 2, designed by John Stephenson Consulting (Structural Engineer), under the Architects Allen, Sherriff. The Ontario Building Code for Library requires a minimum live load of **7.2 KPa**. Therefore, the existing building second floor cannot be used for Library stacking shelves, only for offices and perhaps reading rooms.

In addition, the building would also be subject to major demolition to facilitate the widening of Major Mackenzie drive and the city hall entry drive. This will be explained further in this report under road widening.

The cost estimate for this retrofit is \$13,100,000, which assumes a Leed Silver certification and includes electrical/ mechanical systems, exterior cladding, interior finishes and fire and life safety systems.

This estimate does not include consulting and design fees, partial demolition/remedial structural works, permits, testing and inspections, elevator(s), interior furnishings, exterior pavements or site features. The LEED Silver certification would require further analysis to determine the actual costs.

### Road widening

The widening of the main entry drive into the site was included in phase 1. If the existing building is maintained, approximately 20 meters of the existing building needs to be removed. This demolition would include cutting the building at mid span between columns. It would also require a design new footing walls, column, floor slab and roof. Since partial demolition is costly and problematic, it might be better to remove the original building that was constructed during the 1950's and leave the west portion of the building that was added during the 1980. This would also require a Structural retaining wall, removal of all the existing mechanical and electrical component of the old building (1980) and redesign new mechanical and electrical services. Roof structure would also need to be modified and re-designed.

In 2008, the Region of York requested conveyance of land for road widening of Major Mackenzie Drive. In June 2009, Council enacted By Law #132-2009 to authorize the conveyance of land to the Region of York. If the current building was retained, the conveyance would mean that the northern portion of the council chamber would have to be demolished, (attachment 4). With demolition require for both entry and road widening, the structural integrity of the building maybe compromised, (attachment 5). All major components of the remaining portions of the building would have to be re-designed, including new electrical and mechanical systems. In addition, the main Civic square proposed to be constructed in Phase 2 will be impacted as part of the existing building extrudes into current design/location of the square. If the current building remains, a decision regarding the Civic Square will have to be made as it will require a re-design if it is to be

maintained as part of the re-development of the site. The relocation and re-design may not have the original visual impact or functionality as originally intended in the Master Plan.

### **Relationship to Vaughan Vision 2020/Strategic Plan**

In consideration of the strategic priorities related to Vaughan Vision 2020, the report will provide:

- **STRATEGIC GOAL:**  
Service Excellence – Providing service excellence to citizens.
- **STRATEGIC OBJECTIVES:**  
Pursue Excellence in Service Delivery.

This report is consistent with the priorities previously set by Council and the necessary resources have been allocated and approved.

### **Regional Implications**

If the existing structure remains, it will impact the road widening of Major Mackenzie Drive and the conveyance of land to the Region of York.

### **Conclusion**

The concept and Master Plan approved by Council responds to the long term vision of the City of Vaughan by creating a civic campus of buildings and public spaces assembled within a flexible infrastructure that anticipates continual growth and change. It provides a detailed concept for the development of the site and future buildings. It also sets the tone for the development of Vaughan in the 21<sup>st</sup> century as the City is in transition from its rural past to urban future.

The approved plan also meets the City's goal for future flexibility and a strategy for over 900 surface parking spaces. Surface parking and/or an above-grade parking structure directly contradicted the City's civic vision by symbolic image and environmental statement of the Civic Centre. The strategy combines select short-term surface parking with substantial underground parking which negotiates the limitations of site capacity while maximizing site quality.

The competition jury strongly noted that for the campus design to be successful it must be completed to its final phase to create an urban character of a welcoming Civic Square and fully achieve the ambience and goals described in the competition and included in the Master Plan.

### **Attachments**

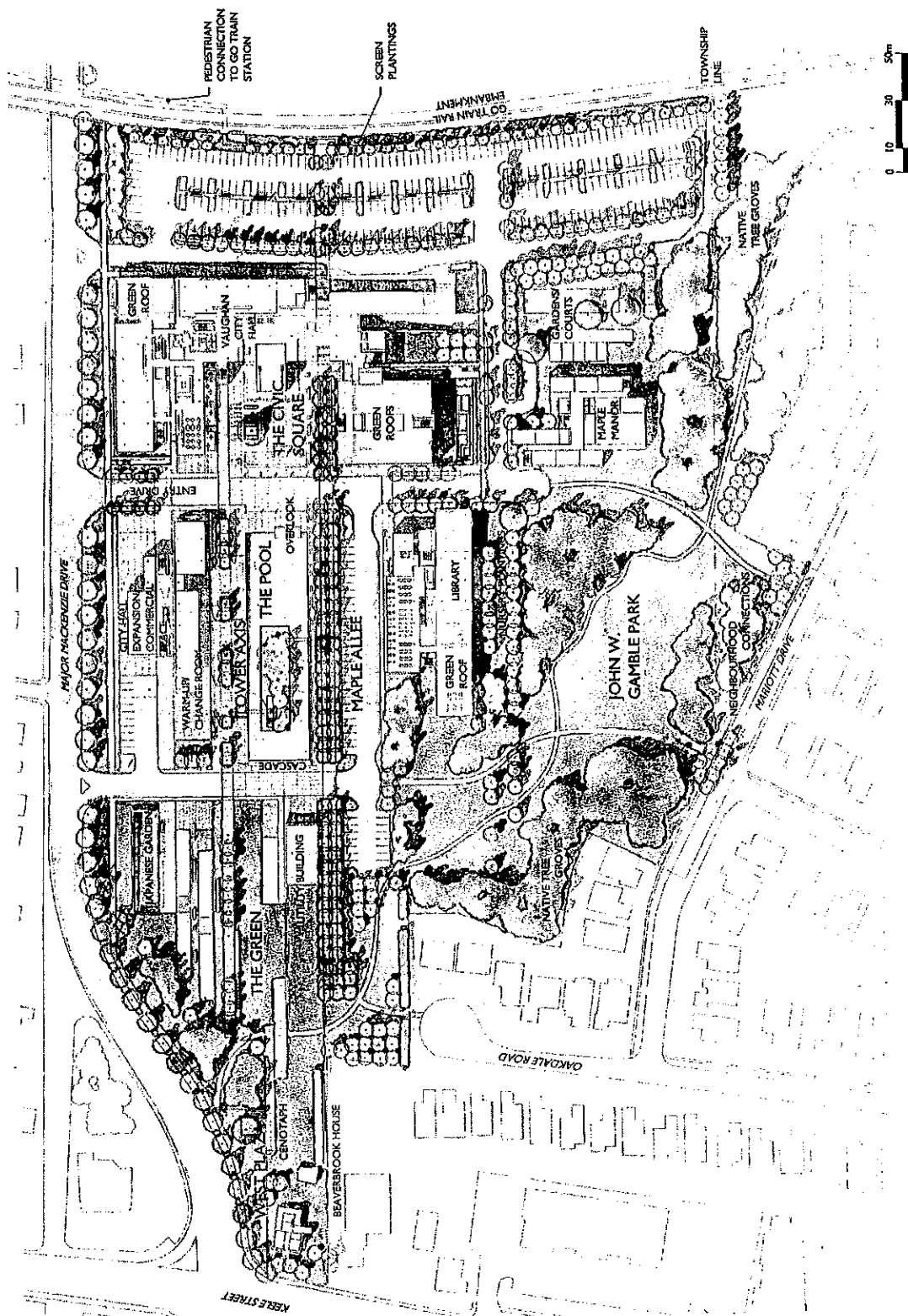
1. Master Plan
2. Phasing
3. Phasing
4. Road Widening
5. Partial Demolition

### **Report Prepared By**

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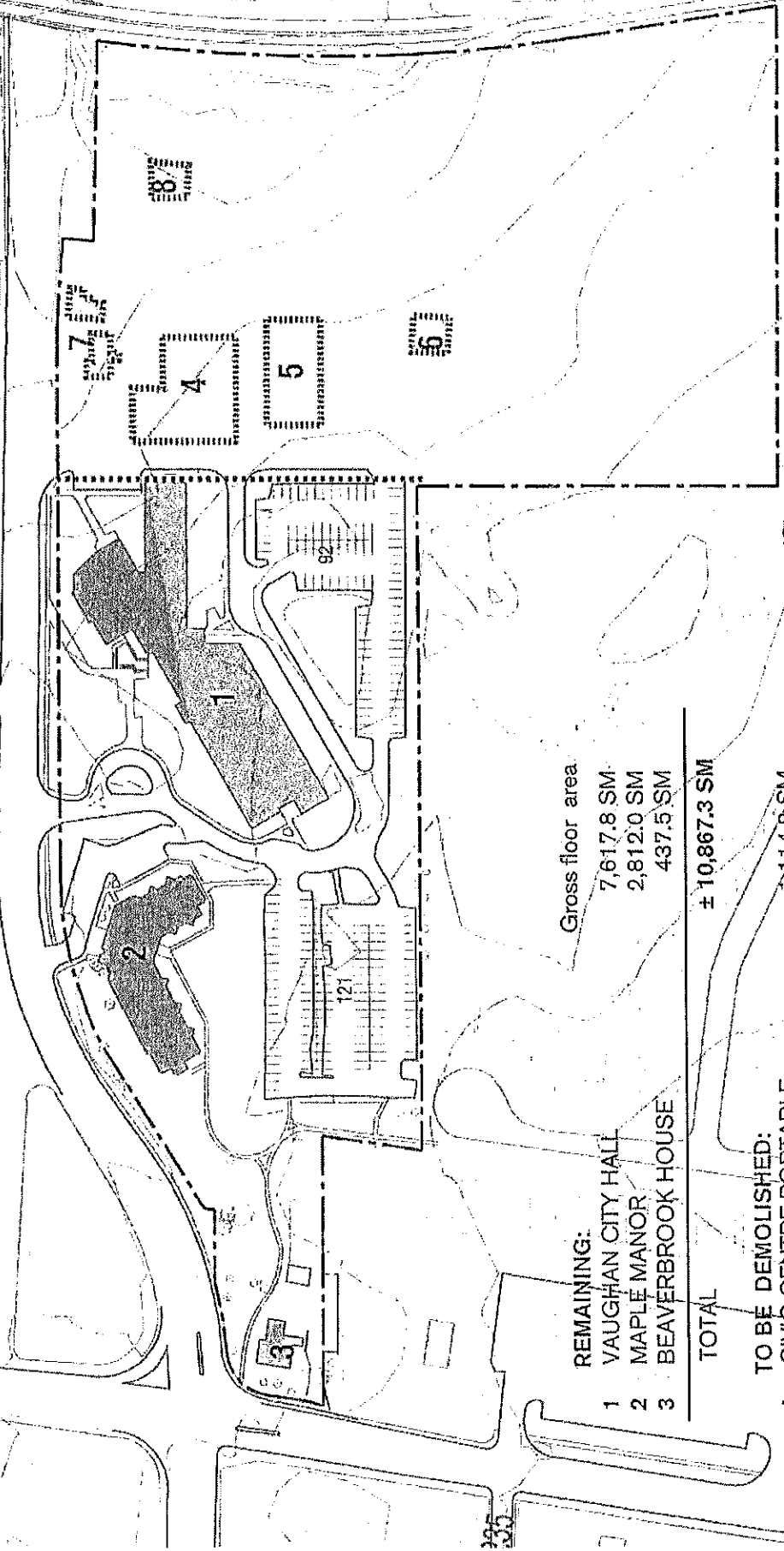
Respectfully submitted,

Marlon Kallideen  
Commissioner of Community Services



MASTER PLAN : SCHEMATIC LANDSCAPE PLAN

213 EXISTING PARKING SPACES



Gross floor area

- 1 VAUGHAN CITY HALL 7,617.8 SM
- 2 MAPLE MANOR 2,812.0 SM
- 3 BEAVERBROOK HOUSE 437.5 SM

TOTAL ± 10,867.3 SM

TO BE DEMOLISHED:

- 4 CIVIC CENTRE PORTABLE 1,114.8 SM
- 5 ANNEX WORK'S BUILDING 929.0 SM
- 6 METAL STORAGE SHED 158.0 SM
- 7 TRANSPORTATION & LE-MOINE HOUSE 625.0 SM
- 8 HYDRO TRANSFORMER STATION fenced, not energized

