

COMMITTEE OF THE WHOLE MAY 5, 2003

VAUGHAN CIVIC CENTRE NEXT STEPS IN PROCEEDING TO THE DESIGN AND CONSTRUCTION OF A NEW CITY HALL

Recommendation

The City Manager in consultation with the Senior Management Team recommends that:

1. The design for the Vaughan Civic Centre proceed on the basis of an Architectural Design Competition, as described in this report, and that the conditions of the competition include the requirement for both an architectural treatment for the new City Hall building and a Master Plan for the entire Civic Centre site, including the municipal park to the south of the existing building;
2. The process to initiate the Architectural Design Competition commence immediately and The Ventin Group Architects, be retained as the City's Professional Advisor, consistent with the "Canadian Rules for the Conduct of Architectural Competitions";
3. The process to retain a Project Manager, on a contract or consulting basis, be initiated at a time deemed appropriate, with the aim of having the Project Manager in place concurrent with the retention of the winner of the Architectural Design Competition;
4. Site documentation and studies be commenced immediately and such work may include, but not be limited to, the preparation of a legal survey and an "as-built" site plan, Phase 1 and 2 environmental studies, soil tests and a traffic study focusing on optimizing access and egress to the civic centre site; and that a funding envelope of \$200,000.00 be allocated to the undertaking of these studies from the City Hall Reserve Fund;
5. An amendment to the Civic Centre's current zoning under By-law 1-88 be initiated at first opportunity, with the intention that such rezoning reflect the institutional/public use function of the site;
6. The Administrative Structure for the project set out in Attachment No. 1 be adopted as the framework for managing the construction of the new City Hall;
7. The proposed Work Plan and Timeline set out in Attachment No. 2 be adopted as the schedule for the completion of the tasks leading to the selection of the architectural design for the new City Hall and for a Master Plan for the Civic Centre site.

Purpose

The purpose of this report is to:

- Identify for Council the alternative methods of proceeding to the design and construction phase for the new city hall, outlining their advantages and disadvantages;
- Obtain direction on the recommended alternative;
- Retain the required resources to implement the recommended alternative;
- Obtain direction to proceed with on-site documentation and studies;
- Obtain direction to initiate an amendment to By-law 1-88 for the current Civic Centre site;

- Recommend an administrative structure to manage the construction process; and
- Provide a work plan and timeline, focusing on the steps leading to the selection of the required design.

Background - Analysis and Options

Background

On April 14, 2003 Council adopted a resolution that had the effect of select the existing civic centre site at 2141 Major Mackenzie Drive as the location for the new City Hall. The resolution also provided direction on the management of the design and construction process, a target date for the commencement of construction and direction to Staff to report to this Committee of the Whole meeting (May 5, 2003) with respect to the new Civic Centre facility. The resolution states, in part, that:

WHEREAS Vaughan's City Hall building, located at the Vaughan Civic Centre site, 2141 Major Mackenzie Drive in the Maple Community, was opened in 1982;

AND WHEREAS the City of Vaughan has experienced substantial population and employment growth since 1982 resulting in increasing demands on the civic administration;

AND WHEREAS the current building now has insufficient space to provide for efficient and convenient service to the public and to create a supportive working environment for city staff;

AND WHEREAS there is a pressing need to consolidate services and functions in a larger and more efficient city hall, which will meet the long-term needs of the municipality and its residents;

AND WHEREAS Council has undertaken a review of alternative locations for a new civic centre;

AND WHEREAS the review initially examined a number of alternative locations throughout the city, continually narrowing the focus to an area (the Major Mackenzie Drive Corridor, from Weston Road to Dufferin Street) and to three sites within this corridor, being the current site (2141 Major Mackenzie Drive), the Weston Road (Vellore) site (Northwest corner of Major Mackenzie Drive and Highway No. 400) and the McNaughton site (Northwest corner of Major Mackenzie Drive and the planned extension of McNaughton Road);

AND WHEREAS it is the decision of Council that the current site of the Vaughan City Hall, which has been the location of Vaughan's Civic Administration for over 40 years, is the alternative that will best serve the future needs of the residents of the City of Vaughan;

AND WHEREAS it is now timely and appropriate to begin the process of designing and constructing the required facility.

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE CITY OF VAUGHAN HEREBY RESOLVES:

THAT Vaughan City Hall shall remain at the current Civic Centre site located at 2141 Major Mackenzie Drive in the Maple Community;

THAT the process to initiate the planning, design and construction of the new City Hall commence immediately under the direction of the Civic Centre Task Force, composed of the Mayor, Regional Councillors and the Ward 1 Councillor, and the City Manager and the Senior Management Team with the objective of commencing construction in 2004;

AND THAT Staff be directed to report to the Committee of the Whole meeting on May 5, 2003 with respect to the new Civic Centre facility.

This report has been prepared in response to Council's direction of April 14, 2003. All of the registered Ratepayers' Organizations in the City of Vaughan and the Vaughan Chamber of Commerce have been advised of this meeting. Notice was also published on the "City Page" in The Liberal, on April 24, 2003.

1. Alternative Methods of Proceeding to Design and Construction – Advantages and Disadvantages

There are a number of methods that the City may employ in proceeding to the design and construction phase of the new city hall. Each has its strengths and weaknesses. The three most commonly used approaches are set out below. In each it has been assumed that the City has previously retained a project manager to assist Staff in the conduct of the project and that the existing building will be replaced by a new building.

a) Retain an Architect and a General Contractor

This is an approach that has been taken by the City in the construction of a number of major buildings. Under this alternative, the City would contract for the services of an architect and design team to design the building and for a general contractor to build it. Typically, the City would issue a Request for a Statement of Interest to develop a short-list of prospective architectural firms. The submissions would be evaluated and the short-listed firms would then be sent a formal Request for Proposal to provide the required services to design the new City Hall. The City would then choose its architect on the basis of the proposals.

The architect would then complete its design work, with input from the City. Once a design is approved by Council, the tender documents and drawings would be prepared. The City would then issue a public tender for the construction of the building. Upon evaluation of the bids, the preferred contractor would be selected.

Advantages and Disadvantages

- This is a more typical client – architect – builder relationship;
- It is flexible, especially in the context where there is the need to maintain existing operations on the site. The City in conjunction with the project manager and architect could work through the process of evaluating which alternative is best and how best to phase construction in order to minimize the disruption on existing operations;
- Has the potential to be the quickest of the three processes in that it involves two straight-forward procurements, one for architectural services and one for a general contractor;
- Participating firms will not have to be compensated for their involvement in the selection processes.

- The City retains the greatest level of design control;
- Would better facilitate public input in that the City retains control throughout; and
- May not obtain the lowest bid for construction of the building because the design and construction services are not combined.

b) Architectural Design Competition

i. Purpose and Rules of Competition

The purpose of Architectural Design Competitions is to solicit design solutions, have them judged impartially and to award the winner the commission for the project. Competitions are often used for important public buildings. They can be useful in that they can attract publicity, create interest in the community, enhance the civic image and possibly result in a landmark building. Some notable examples include the Mississauga and Toronto City Halls.

Architectural Design Competitions are subject to the “Canadian Rules for the Conduct of Architectural Competitions”, which were established by the Committee of Canadian Architectural Councils. Before a competition is held, the sponsor (i.e. the City) must receive permission to proceed from the Ontario Association of Architects (OAA). Architects are not allowed to compete if the competition is not sanctioned and if the rules are not followed. (See Attachment No. 3)

ii. Major Process Elements

To get started the City would have to detail its requirements for a new city hall, to a level sufficient to provide the competing firms with an understanding of the City’s needs. A Professional Advisor (an architect) would be retained to assist in developing the conditions and program for the competition. Providing the proponents with an understanding of the needs of the City is perhaps the most important element of the competition. This will shape the submissions and will serve to minimize any future misunderstandings over such matters as cost and the nature of the building. As such this will require substantial up-front work.

The Professional Advisor would report to the Senior Management Team during the competition process. However, he will have access to the Staff Review/Advisory Teams that are shown on Attachment No. 1. Staff input will be critical to establishing the City’s requirements, which will ultimately form part of the competition conditions.

The next step would be to identify the architectural firms that would be interested in participating. The City could conduct an “open competition” or alternatively, undertake a “limited competition”, where an invitation to compete is extended to two or more firms. It is required that each proponent be compensated to offset the cost of preparing their submissions. The cost depends on the size of the project and the amount would represent the cost to the competitors of preparing their entries, which would be based on the architects’ tariffs of fees. For this reason, an open competition would not be recommended.

A standard approach would be for the City to issue a Request for a Statement of Interest to identify interested parties. The Statements would be reviewed and a number of candidates (approximately three to five) would be selected to participate in the competition. The selection would be based on a set of criteria designed to ensure that the candidates have the capabilities and experience necessary to undertake this project.

iii. The Jury

A jury would then be selected to judge the designs and select the winner. The jury is selected by the Professional Advisor and the Sponsor (The City) and this selection must be ratified by the Architect's Association Competition Committee.

The jury shall be composed of an odd number of people, with a minimum of three. Generally architects shall be in the majority, but may be reduced to not less than one in three, two in five, 3 in seven or four in nine. Similarly, jurors appointed by the sponsor (i.e. the City) may not exceed the minimum ratio for the architects. The architectural representatives on the jury shall be paid their equivalent hourly rates for professional services and all jurors shall be reimbursed for their costs and expenses, in addition to any fees. The juries' decision is binding.

The competition submissions have limited technical detail; therefore the winning architect and the design team would then have to complete the plans and specifications for the building and the site, in order to allow for the construction tenders to be issued. It is important to note that the City would engage in a due diligence process to ensure that the designs received in the competition could be constructed within the required budget.

iv. Costs and Timing

A design competition will add time to the process, in comparison to the alternative where the City retains an architect and a general contractor. The "Canadian Rules for the Conduct of Architectural Competitions" estimates competitions generally require from three to twelve months to hold, depending on the size of the project. In this instance, it would be possible to select the winning design by the end of 2003 or the beginning of 2004. This would still allow for a start to construction in 2004.

The Canadian Rules for the Conduct of Architectural Competitions indicate that the total cost of holding a competition ranges from 0.5% to 1.5% of the construction budget, including sponsor overhead. Costs accruing to the City would include retaining the professional advisor, publicity, compensation of jurors, compensation of participants and publication of results. It is noted that the fee paid to the winner may be credited against the resulting fee if the project proceeds.

Advantages and Disadvantages

- Has the potential to produce a landmark building;
- Both the competition and the resulting project can assist in raising the City's profile in the GTA and beyond;
- The process will add to the time it would take to get to the construction stage, but a 2004 construction start is still possible;
- Need to retain a "Professional Advisor" (architect) to prepare the conditions of the competition. The conditions will be a critical element. It will allow the City to define its needs and interests. Well prepared conditions will result in a smoothly run competition and will serve to minimize any risk that the outcome of the competition will not meet the City's needs;
- The City would lose some degree of design control in that it would be relying on the decision of the jury;

- The City would have to compensate the participants in the design competition for the work undertaken in their submission;
- There is the risk that the chosen design may be considered controversial;
- Would be a standard construction tender after the completion of the design work, therefore there would be no expected savings on the normal bidding process.

c) Design-Build Process

The design – build process can be defined as: A method of project delivery in which one entity forges a single contract with an Owner to provide for architectural/engineering design services and construction.

The design - build process would allow the City to do a single proposal call for the services of an architect, an engineer and a general contractor to design and build the new City Hall. To initiate the process, the City would have to develop a detailed Request for Proposal for a design – build consortium to undertake the project. The Request for Proposal would be preceded by a Request for an Expression of Interest, which would allow for the preparation of a shortlist of qualified proponents.

The Requests for Proposal under this system are more complicated because they must include submission standards and information requirements for all building systems. For this reason a consultant must be retained to prepare the required documentation. This entails a separate procurement process to retain a consulting team to prepare the RFI/RFP and assist in its evaluation.

Proposals for design-build projects are also expensive to prepare because they involve both the design and construction of the building. They are also time-consuming to evaluate. Therefore, it is better to have a manageable number of qualified firms submit proposals. Given the cost of preparing the proposals, an honorarium is paid to the firms that submit proposals. Therefore, it is better to shortlist a number of firms through a Request for an Expression of Interest

Recently, the Region of Durham, in its design-build process for a new Regional Headquarters provided short listed proponents with an honorarium of approximately \$50,000 each to support the preparation of their submissions. The Durham Centre is of comparable size to Vaughan's proposed city hall.

Retaining a design – build consortium can be time consuming. The experience in the Region of Durham is illustrative. In September 2001, Durham directed that the Request for an Expression of Interest be issued. Subsequently, it was issued on November 29, 2001 with the closing date specified as January 17, 2002. Fifteen responses were received. These were evaluated and five proponents were selected to provide proposals. The Request for Proposal was issued on September 10, 2002 with a closing date of November 18, 2002. The proposals were evaluated and the recommended consortium was approved in February of 2003.

To choose the preferred submission, the City would assess the proposals on the basis of matters like the quality of the architectural and functional design, the capability of the firms and the overall cost of the project. Once the consortium is selected, the final design work would be completed and construction would proceed.

The architect would then complete its design work, with input from the City. Once a design is approved, the tender documents and drawings would be prepared. The City

would then issue a public tender for the construction of the building. Upon evaluation of the bids, the preferred contractor would be selected.

Advantages and Disadvantages

- Method is better suited to a “Greenfield” situation without the complications of maintaining an existing operation during the construction phase;
- The Request for Proposal is detailed. Therefore it is expensive and time-consuming to prepare, requiring the services of experts in a number of fields;
- Would need to hire a consultant to prepare the RFP, which implies another competitive selection process;
- Respondents to the Requests for Proposals will expect to be compensated;
- Only a limited window for public and staff consultation, which would probably have to be reflected in the RFP and not gained first-hand;
- Provides for a better chance of a seamless transition between the design and construction phases;
- Will probably attract competitive bids, with savings coming from the combining of the design and construction services;
- It is unlikely that innovative architecture will result. It is possible that the architectural treatment may be sacrificed to lower the cost of the bids;
- Once the RFP goes out, the City has limited control over the design of the building. Any changes requested by Council after acceptance of a bid may be expensive.

d) The Recommended Alternative

Staff is recommending that the City proceed with an Architectural Design Competition, as described above, as the means of procuring the optimal design for the Vaughan Civic Centre. This would include the architectural treatment for a new City Hall building and a Master Plan for the entire Civic Centre site, including the park to the south.

The City is embarking on a process, which municipalities only undertake once in a generation or once in several generations. It will result in a Civic Centre that will serve the municipality for decades to come. This is both functionally and symbolically important. The City will need to ensure that the Civic Centre site and new City Hall building function efficiently for the benefit of both the public and staff. Symbolically, it can provide the City with an opportunity to use the treatment of the new building and the surrounding site as a way of raising Vaughan’s profile in the Greater Toronto Area and beyond.

The construction of a major civic building can be seen as a “branding” opportunity for the municipality. Landmark buildings have the potential to become icons, which come to represent an area or a municipality. One example in the Greater Toronto Area is the Toronto City Hall, which is internationally associated with Toronto. A new civic building, tailored to Vaughan’s needs, may fulfill a similar function. Perhaps the best way to take advantage of this opportunity is through an Architectural Design Competition.

It is always recognized that there will be the need to balance function and efficiency with the potential cost of quality design. However, good design can also pay in terms of image and profile. Mediocre design is as enduring as good design, but to negative effect. Therefore, every effort should be made to ensure that the Civic Centre design is memorable for positive reasons. Good design is not necessarily expensive. A competition allows the municipality to bring the design problem to a number of talented professionals and ask for them for their solution in a context and under criteria established by the City.

The process for holding an Architectural Design Competition is outlined above. It is governed by rigorous regulations and must be professionally managed. One of the most important aspects of the competition, is the conditions that will guide the participants. These will allow the City to specify its requirements for the competition, in terms of budget, building program and site development. In this way the City can ensure that its functional requirements are met and the design is aesthetically pleasing without being extravagant. The rules require that the "Sponsor" (i.e. the City) retain a Professional Advisor (a licensed architect) to oversee the competition on behalf of the City.

It is recommended that the The Ventin Group Architects be retained to act as the City's Professional Advisor in the conduct of the design competition. The Ventin Group is familiar with the Civic Centre site by virtue of its previous work for the City. It was part of the team led by KPMG LLP that prepared the "City of Vaughan Civic Centre Benefit Cost Analysis of Alternative Locations". In addition, it prepared an analysis of the current Civic Centre site for the City, entitled, "Vaughan Civic Centre Existing Site Feasibility Study, 2141 Major Mackenzie Drive, Vaughan, Ontario". This experience will allow the Ventin Group to step in immediately and work with Staff to ensure that the competition will get underway in a timely fashion.

Attachment No. 2 sets out the proposed work plan and timelines for the competition. It reveals that the process can be conducted efficiently and would allow for a design to be selected by late in 2003 or early 2004.

There would be a small premium on cost as a result of running the design competition. However, the competition can also provide collateral benefits, as it will be an opportunity to increase awareness of the City. If it proceeds, it would be appropriate to develop a corresponding publicity campaign to ensure that the process is widely covered.

Architectural Design Competitions are usually reserved for an organization's most prominent buildings. In the municipal context, that would be the City Hall. Such buildings are rarely built and when they are, they are expected to last for decades. A design competition increases the probability of attracting new ideas and innovative approaches that would serve to develop the "people place" identified in Vaughan Vision 2007.

For these reasons, Staff is recommending that the process to redevelop the Civic Centre site and build a new City Hall proceed by way of an Architectural Design Competition.

Retention of a Project Manager

This project will be a major multi-year commitment by the City. There are currently insufficient resources available in-house to oversee a project of this magnitude, while still maintaining current and planned work commitments. Therefore, one of the steps the City should take is to retain a Project Manager. Depending on the needs of the City, the Project Manager could be retained either on a contract or consulting basis.

The Project Manager would take the lead on the day-to-day work of administering the construction phase of the project. The Project Manager would report to a Technical Steering

Committee chaired by the Executive Director of Buildings, Facilities and Parks. This would allow Staff to be major participants, at a supervisory level, but not to the exclusion of other duties. This will help to ensure the efficient allocation of staff time and the implementation of sound management procedures and effective cost controls. The Steering Committee would ensure a seamless working relationship between all levels of Staff and the project manager.

The Project Manager's main duties would commence after the City has entered into an agreement with the winning architect/design team to complete the project. This will not be until later this year or early next year. Therefore it is recommended that Staff be authorized to initiate the process to retain the Project Manager at the appropriate time.

Zoning Amendment

The current Civic Centre site is composed of a number of properties that have been acquired continually over the years. Each of these parcels has historical zonings attached to them. The result is that the Civic Centre site is now subject to a mix of zonings under By-law 1-88. These include: A Agricultural Zone for the original site; M1 Restricted Industrial Zone for the former Regional Works Yard; R1 Residential Zone for the converted dwellings and Beaverbrook House; C1 Restricted Commercial Zone for the Seniors' building; R2 Residential Zone immediately north of Oakdale Road; and OS2 Open Space Park Zone for the park to the south.

While By-law 1-88 grants certain relief to the municipality to allow for public uses in all zones, it does not exempt lot coverage and yard requirements. This may present problems depending on the placement of any new structures. While largely a "housekeeping" matter it will be important to replace the historic zonings with one that reflects both the intent of the official plan and the function of the site.

It is noted that OPA No. 350 (Maple Community Plan) designates the site as "Institutional". The rezoning would be done in a manner consistent with the policies of this designation and the policies of OPA No. 350. Therefore it is recommended that the City initiate an amendment to By-law 1-88 to bring the Civic Centre site under a consistent zoning.

Administrative Structure: Managing the Construction of the New City Hall

Attachment No. 1 sets out the recommended administrative structure for managing the construction of the new city hall. The plan identifies the key players and roles that they will play in the process. The objective is to establish clear lines of responsibility. The role of each is set out below.

COUNCIL:

- Provides strategic direction;
- Makes critical milestone decisions, such as confirmation of the content of competition conditions and budget.

CITY MANAGER AND THE SENIOR MANAGEMENT TEAM:

- Approves implementation strategies;
- Project oversight and monitoring;
- Resource prioritization and allocation, e.g. Staff Review/Advisory Committees
- Reporting to Council on a planned basis (i.e. monthly or as required).

TECHNICAL ADVISORY COMMITTEE:

- Composed of the Executive Director of Buildings, Facilities and Parks (Committee Chair), relevant Staff and the Project Manager;
- Small team with the Project Manager responsible for the day-to-day running of the project, with City Staff in a supervisory role;
- Ensures compliance with budgets, project milestones and contracts;
- Manages external resources, i.e. the architect and builder;
- Manages information flow between Staff Review/Advisory Teams and the architect and builder;
- Provides reports to Senior Management Team on project status.

EXTERNAL RESOURCES:

- Three main components: The architect/design team, the general contractor and any other consultants retained to conduct supporting work;
- The architect/design team would be retained through the Architectural Design Competition;
- The general contractor would be retained through a competitive bid process.

STAFF REVIEW AND ADVISORY TEAMS:

- Will vary in size depending on the function;
- Purpose is to deal with specific aspects of the project;
- Some will be required throughout, others will only be needed to accomplish specific tasks at specific times;
- Teams may be composed of single departments or may be cross-departmental;
- Focus is on providing any required input to the Professional Advisor (at the Design Competition Stage) and the Technical Steering Committee, the Project Architect, the General Contractor (during construction);
- Will be coordinated through the Technical Steering Committee, but reporting relationships will be sufficiently flexible to ensure the efficient transfer of information;
- Given the size and significance of the project, the review and advisory committees will play an important role in ensuring that the new building meets the needs of the City, the public and staff;
- Disciplines and functions covered by the teams would include:
 - Finance, providing budget and expenditure reports;
 - Purchasing, such as requests for proposal and construction tenders;
 - Space Needs and Allocation, to establish departmental requirements;
 - Facilities Needs and Technical Standards, to ensure that the building will meet the requirements of the City;
 - Parking, Access, Traffic and Servicing, to provide advice on City standards and to ensure that the solutions meets the needs of the City;
 - Telecommunications and Information Technology, to ensure that the new building has the infrastructure for e-government;
 - Parks, Urban Design and Amenities, to refine the City's needs for the designers;
 - Legal Services, for the review of process issues, contracts and agreements; and
 - Communications, Publicity, public and staff relations and consultation.

It is intended that the structure be flexible and adaptable, while cementing the important reporting relationships.

It is recommended that this administrative structure be adopted.

Work Plan and Timelines – Architectural Design Competition (Attachment No.2)

It is feasible to target December 2003 – January 2004 for a decision on the winning entry in the Architectural Design Competition. Once selected the design team can move-ahead with the preparation of the detailed building plans, for the purpose of issuing the construction tender. Once the design is confirmed, a future report will outline the process and timelines leading to the construction of the building.

If this plan is to be achieved, there are a number of tasks that will have to be completed during the May – December time horizon, as set out in Attachment No. 2. This work includes:

- Conducting site studies, including the preparation of a site survey, an as-built plan, soil tests, Phase 1 and 2 environmental studies and conducting the necessary access-egress studies (end of July);
- Retaining the Professional Advisor for the design competition (mid-May);
- Selection process for participants, including preparation of the Request for Expression of Interest, completing the shortlist, the approval of the competition conditions and project budget by Council and the issuance of the Requests for Proposal (by the end of August);
- Preparation of submissions by proponents (September to end of November);
- Appointment of Jury (by mid-October);
- Judging and selection of winner (December 2003 – January 2004).

This is an aggressive timeline, which is shaped to some degree by Council's summer hiatus and the November 2003 municipal election. These targets will be refined and adjusted as the process proceeds with the intent of maintaining, at minimum, a December 2003 – January 2004 design selection.

Conclusion

It is recommended that the City proceed with an Architectural Design Competition to secure the design for the New City Hall and for a Master Plan of the Civic Centre site. Staff has concluded that this process will provide the City with the following opportunities:

- It will allow the City to pursue the highest quality design for its most significant building;
- Good design pays, in terms of corporate image, efficiency, functionality and longevity;
- The competition provides alternatives sourced from a greater range of experts than would normally be obtained by relying on a single architect;
- Results in the potential for superior quality designs;
- The competition raises the municipal profile and a landmark building resulting from the competition would offer Vaughan a “branding” opportunity;
- No substantial loss of time compared to other processes;
- Costs are somewhat greater, but not excessive;
- Any risks can be managed through well prepared competition conditions included in the Request for Proposal, covering areas such as the City's budget, its building program, site development and space needs; and

- An opportunity to develop a Civic Centre occurs only once in a generation or once in several generations. Each opportunity should be pursued to its utmost.

If this project is to proceed expeditiously, a number of tasks must be completed in the near future. These are provided for in the "Recommendation" section of this report. The Proposed Work Plan and Timeline (Attachment No. 2), provides targets for the completion of the tasks required to take the project from its initiation to the selection of an architectural design by December 2003 – January 2004. The key to maintaining this schedule will be getting underway as quickly as possible and maintaining this work as a high priority throughout the Corporation.

As such, Staff should proceed immediately with the Architectural Design Competition through the retention of the recommended Professional Advisor (The Ventin Group). In addition a number of on-site studies and investigations should also proceed as they are required as input for the competition. Therefore, it is recommended that the Work Plan and Timeline set out in Attachment No. 2 be adopted.

A plan for an Administrative Structure (Attachment No. 1), which outlines roles and tasks for the various players, is also recommended. It is designed to be flexible and adaptable, while providing a reporting structure that will ensure sound management, accountability and cost control during the construction period. It is also recommended that it be adopted.

Should Council concur with the recommendations set out above, it is recommended that they be adopted.

Attachments

1. Administrative Structure – Managing the Construction of the New City Hall
2. Proposed Work Plan and Timeline – Architectural Design Competition
3. Canadian Rules for the Conduct of Architectural Competitions

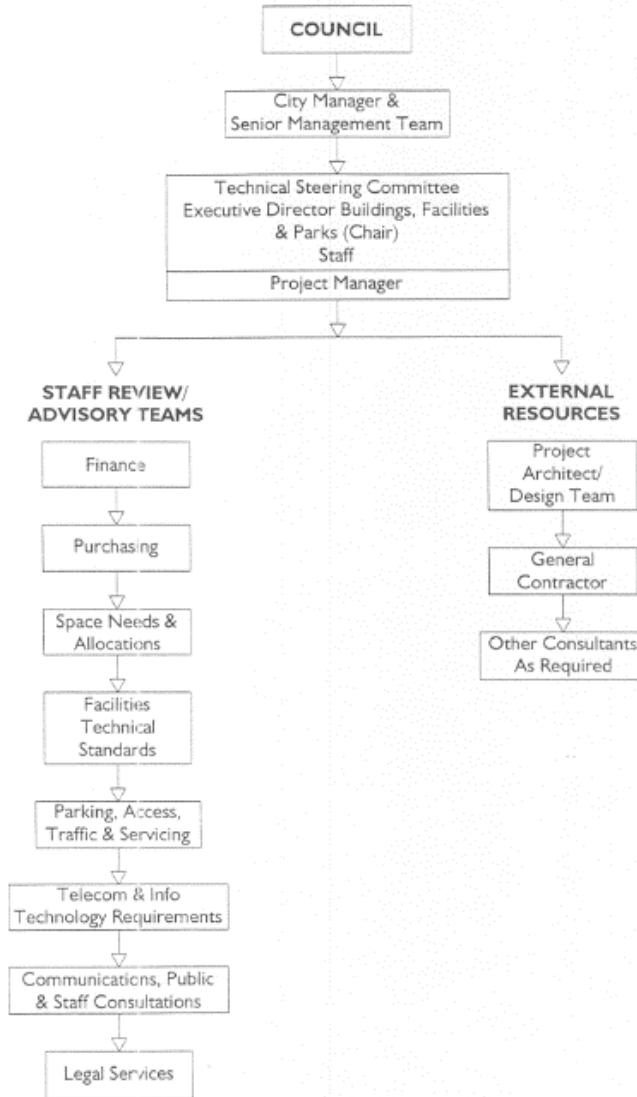
Report prepared by:

Roy McQuillin, Manager of Corporate Policy

Respectfully submitted,

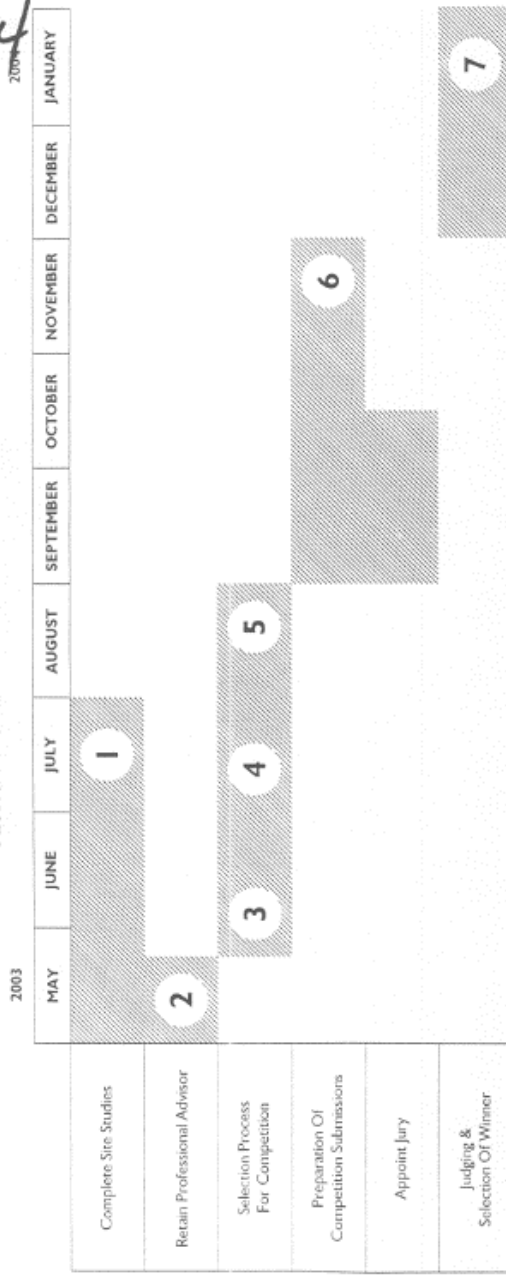
Michael DeAngelis
City Manager

ADMINISTRATIVE STRUCTURE MANAGING THE CONSTRUCTION OF THE NEW CITY HALL



PROPOSED WORK PLAN & TIMELINE
ARCHITECTURAL DESIGN COMPETITION

3.14
2004



1. Includes survey, as-built plan, environmental studies & access and egress study.
2. As per Staff report.
3. Issue Request For Expression Of Interest.
4. Evaluate submissions & short list 3-5 proponents.
5. Council approval of Competition Conditions, Budget & Issue Requests For Proposals to short listed proponents.
6. Submission of Design Proposals.
7. Deliberation of Jury, Selection & Public Announcement.

3.15

Canadian Rules for the Conduct of Architectural Competitions

Document Five

In Canada and of Provincial,
Interprovincial, National
and International Scope

January 1988 Revised 1990
Committee of Canadian Architectural Councils

Attachment # 3
Canadian Rules for the Conduct of
Architectural Competitions

3.16

Canadian Rules for the Conduct of Architectural Competitions

This document has been endorsed by the following member associations of the Committee of Canadian Architectural Councils (CCAC):

Architectural Institute of British Columbia
Alberta Association of Architects
Saskatchewan Association of Architects
Manitoba Association of Architects
Ontario Association of Architects
Ordre des architectes de Québec
Association des architectes en pratique privée du Québec
Architect's Association of New Brunswick
Nova Scotia Association of Architects
Architects Association of Prince Edward Island
Newfoundland Association of Architects
Royal Architectural Institute of Canada

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January 1988 Edition Revised 1990

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Preface

These mandatory Rules for the conduct of architectural competitions are established under the Committee of Canadian Architectural Councils (CCAC), through the authority vested in that body by the various architectural associations in Canada.

An **Architectural Association** which does not have a **Provincial Competitions Committee** shall refer to the **Interprovincial Competitions Committee**.

Definitions

In this document, the following terms are given the meaning which follows:

1. **Architectural Association:** the Architectural licensing body, association or institute of
 - a) the Province of the project site when a built project is contemplated, or
 - b) the Province of the sponsor's offices when the contemplated project is outside Canada or in the case of an **Ideas Competition**.
2. **Ideas Competitions:** one that is intended to explore or to conduct research into possibilities of specific types of buildings, materials and construction methods.
3. **International Competition:** an invitation to compete is extended to Architects licensed by any recognized architectural licensing body who are licensed or eligible for licence or temporary licence by the **Architectural Association**.
4. **Interprovincial Competition:** an invitation to compete is extended to Architects licensed in at least one of the two or more specified provincial architectural licensing bodies; and licensed or eligible for license by the **Architectural Association**.
5. **Interprovincial Competitions Committee:** the committee given authority to review competitions on behalf of one or more Provincial **Architectural Association (s)**.
6. **Limited Competition:** an invitation to compete is extended to a restricted number of Architects who comply with the pertinent licensing requirements for an architectural practice (where applicable), for a competition otherwise satisfying definitions 3, 4, 7 or 9, or when restrictions as to qualifications or other limitations as to those eligible to compete are imposed by the Sponsor.
7. **National Competition:** an invitation to compete is extended to Architects licensed by any of the Provincial architectural licensing bodies, and licensed or
8. **Open Competition:** an invitation to compete is extended to all Architects for a competition otherwise satisfying definitions 3, 4, 7 or 9.
9. **Provincial Competition:** an invitation to compete is extended to Architects licensed by one specific provincial architectural licensing body.
10. **Provincial Competitions Committee:** the committee given authority to review competition on behalf of the **Architectural Association**.

3.19

1.0 Intent of Rules

These rules are to regulate the conduct of architectural competitions under the following circumstances:

- (a) The contemplated project is to be
 - (i) designed and built within Canada, or
 - (ii) sponsored and designed in Canada, but built outside the country, and
- (b) Members of one or more architectural licensing bodies are eligible to compete.
- (c) Eligibility is not limited to pre-selected or invited

- architects in the case of **Open Competitions**
- (d) Eligibility is limited to pre-selected or invited architects in the case of **Limited Competitions**.

A two-stage competition may be held in accordance with these Rules, in which case the entire competition and each stage shall be consistent as to classification, intent and in compliance with these Rules.

2.0 Objective of the Competition

The objective of the competition may be for one of the following purposes:

- (a) Selection of a design and its architect for a project which is intended to be carried out.
- (b) Selection of a design intended to explore or to conduct research into the possibilities of specific

- types of buildings, materials and construction methods (an **Ideas Competition**).
- (c) Selection of an architect for a project which is intended to be carried out.

3.0 Eligibility of Entrants

- (a) At the time of entry in the competition, an entrant must be licensed, eligible to be licensed and /or meet the requirements for conducting an architectural practice, as applicable, in accordance with the appropriate requirements for the classification of competition as defined under "definitions", numbered 2, 3, 4, 6, 7, 8, and 9.
- (b) Multi-disciplinary and/or interprovincial teams may compete, provided there is no breach of

- applicable Provincial Regulations.
- (c) No sponsor of a competition, Professional Advisor, Technical Advisory Team, or Jury member engaged in the competition, nor any employee, partner or associate thereof, shall directly compete or assist a competitor.
- (d) In an **Ideas Competition**, students or others may be eligible as entrants when specific approval has been granted by the **Architectural Association**.

4.0 Approvals

The holding of any competition and the conditions thereof must be approved in writing by the **Provincial Competitions Committee** or by the **Interprovincial Competition Committee**. Proposed competitions that breach these Rules shall not be approved.

The Professional Advisor must be approved by the **Provincial Competitions Committee** or the **Interprovincial Competitions Committee** in advance of rendering service to the Sponsor. Jurors must be approved by the **Professional Competitions Com-**

mittee or by the **Interprovincial Competition Committee** prior to confirming and announcing their participation.

An Architect is forbidden to enter as a competitor or to participate as a Professional Advisor or Juror, or to provide technical assistance in any competition which has not received approval. An Architect who enters or participates in any role in a competition which has not received approval is subject to disciplinary action by the relevant architectural licensing body.

3.20

5.0 Conditions

The conditions of the competition shall be described in a published document drawn up by the Professional Advisor and issued to all competitors. The conditions and submissions in response thereof constitute a binding agreement between sponsor and competitors.

The conditions shall be specific as to the following items:

- (a) Sponsor: name, interest and responsibility.
- (b) Project: name, scope, location, site data, programme, budget and criteria.
- (c) Classification of Competition: International, National, Interprovincial or Provincial; open or limited; single or two-stage.
- (d) Eligibility of Entrants.
- (e) Approvals obtained.
- (f) Professional Advisor: name and qualifications; responsibilities.
- (g) Jury: names and qualifications, responsibilities, conduct, report.
- (h) Procedural Requirements: communications, questions and answers, schedule, delivery, receipt, holding, and return of submissions.
- (i) Submission Requirements: content, scale, size, format of drawings, models, media.
- (j) Considerations: registration requirements and costs; prizes and awards.
- (k) Consequential obligations and rights, publication, exhibition.
- (l) Anonymity of entries shall be maintained throughout the competition.
- (m) Non-complying or late entries shall be disqualified.
- (n) The Sponsor shall be bound by the Jury's decision.
- (o) The copyright of each design is to be retained by its entrant author who shall grant jointly to the Sponsor and the Professional Advisor the right to publish the entries with full accreditations in reports on the competition.
- (p) The Sponsor shall only make use of the winning submission for the intended project, and shall agree to engage the winning architect should the project proceed at any time within two years of the date of the award.
- (q) The Sponsor shall enter into a Client /Architect Agreement with the winner, which shall be described in the Competition Conditions and shall be in accordance with such terms and forms as are consistent with standard professional practice in Canada.
- (r) The Sponsor shall have the authority to award not only the prizes but also the commission. In the absence of the latter, the party on whose behalf the sponsor is acting shall provide a guarantee that they will be bound by the terms of the competition.
- (s) The conditions shall include a provision that should the Sponsor determine the winner to be lacking in experience or capability to carry out the commission, the winner may be required to associate with an architectural practice of recognized experience and capability, of the winner's choice, acceptable to the Sponsor. Such acceptance shall not be unreasonably withheld. The fee to be paid shall reasonably reflect added costs to the architect for this arrangement.
- (t) The winner shall comply with the governing legislation prescribing the requirements for licensing/ provision of professional services to the public of the **Architectural Association**.
- (u) Prizes and awards must be in the form of payment in Canadian currency to the entrant, and not any other form of "equivalent" consideration.

3.21

6.0 Professional Advisor

6.1 Requirements

The Professional Advisor

- (a) Shall be an architect registered/licensed to practise architecture in one or more Provinces of Canada.
- (b) Shall be approved by the appropriate **Architectural Association**.
- (c) Shall have no vested interest whatsoever in the competition.
- (d) Shall not participate in the execution of any subsequent or derivative commission.
- (e) Shall act impartially throughout the entire competition process.

6.2 Responsibilities

The Professional Advisor

- (a) Shall ensure that both the sponsor's and the competitors' interests are safeguarded in keeping with these Rules.
- (b) Shall review the feasibility of the proposed project and the appropriateness of the competition. Should the competition be determined to be clearly inappropriate, he/she shall so notify in writing the sponsor and the **Architectural Association**.
- (c) Shall obtain from the sponsor written confirmation that the sponsor or alternatively the party on whose behalf the Sponsor is acting has the appropriate authority and financial resources to carry out the competition.
- (d) Shall advise the Sponsor on the choice and number of competitors in a **Limited Competition**.
- (e) Shall ensure that all competitors are placed under uniform conditions throughout.
- (f) Shall ensure that the anonymity of entries is maintained throughout the competition.
- (g) Shall submit proposed draft conditions to the **Provincial and/or Interprovincial Competitions Committee** for review and final approval. No changes to the conditions shall be made after approval has been given. No publication or distribution of conditions is to be made to the competitors prior to final approval. Adequate time shall be allocated for this approval process.
- (h) Shall arrange the time schedule of the competition so that the competitors are allowed sufficient time to respond to deadlines.
- (i) Shall arrange for the advertisement of the sponsor's decision to hold a competition and make the

conditions and registration forms available. Immediately on the closing of registration, the names shall be checked for eligibility in the competition.

- (j) Shall arrange for the conditions to be published appropriately in English and/or French, indicating one as the legal document and the other a translation.
- (k) Shall arrange for questions and answers to be published appropriately and distributed promptly in English and/or French, indicating one as the legal document and the other a translation.
- (l) Shall acknowledge receipt of all submissions immediately.
- (m) Shall examine the submissions and ascertain whether they comply with the mandatory conditions. Submissions which do not comply with all the mandatory conditions shall be rejected by the Professional Advisor prior to presentation to the Jury, and the competitor so advised in writing. The Jury shall not see rejected submissions.
- (n) Shall draw up a checklist of mandatory requirements. Copies of this shall be attached to each prizeworthy submission and will be signed by the Professional Advisor. The certified checklist will be displayed with the designs receiving awards and honorable mentions.
- (o) Shall assist the Jury and instruct it in procedural matters.
- (p) The Professional Advisor shall review the Jury's decision on awards for compliance with the competition conditions. Should the decision on awards fail to comply with the conditions, the Professional Advisor shall return them to the Jury for a decision that complies with the conditions.
- (q) Shall advise the Sponsor, all competitors and the publicity media of the competition results in writing. The sponsor and the winners are to be notified in writing before notification of the media.
- (r) Shall take all reasonable steps to see that all materials are returned to the competitors promptly after the award. If a public exhibition of the submission is desired and so stated in the conditions, all material may be retained for a limited time for this purpose.
- (s) Shall secure a written report from the Jury containing its selection of the award-winning designs, with supporting reasons.
- (t) Shall endeavour to have the Sponsor promptly pay all awards to the competitors and all fees associated with the competition.

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Note: The Professional Adviser shall not be a Jury member; shall not have a vote; and shall not issue an opinion as to the Jury's report.

6.3 Technical Advisory Team

Where capital or life cycle costing, energy use or any other technical issue forms a requirement of the competition conditions, the Professional Adviser may commission a technical advisory team, on behalf of and to be paid for by the sponsor, reporting through the Professional Adviser, to evaluate and inform the jury on the compliance of the entries. Such advice shall be taken into account in the Jury's final judgement. No member of

the Technical Advisory Team may be an employee of the sponsor or of any of the competitors. No member of the Technical Advisory Team may be affiliated in any way with any of the competitors in regard to their submission in the competition.

6.4 Remuneration

The Professional Adviser shall be retained by the sponsor and be paid at least an amount equal to the prevailing hourly rate for consultation work as stipulated by the recommended tariff of fees of the **Architectural Association**. All costs and expenses shall be reimbursed.

7.0 Jury

7.1 Membership

- (a) The Professional Adviser and the sponsor will select a Jury comprising an odd number of persons (at least three), including at least one architect registered/licensed by the **Architectural Association**. The names and curriculum vitae of proposed Jurors shall be submitted for review and approval prior to confirming and announcing their participation.
- (b) There shall be a majority of architects on the Jury. (At the discretion of the **Architectural Association** the number of architects may be reduced, but to not less than 1 in 3, 2 in 5, 3 in 7 or 4 in 9).
- (c) The Sponsor may appoint one or more of its own representatives to the Jury, but not to exceed 1 in 3, 2 in 5, 3 in 7 or 4 in 9.
- (d) The Jury shall be approved by the **Provincial and/or Interprovincial Competitions Committee**.
- (e) The Professional Adviser is not a member of the Jury and shall have no vote. The Jury shall elect one member as its Chairman and this Chairman shall have full voting privileges.
- (f) The Jury shall review the competition conditions and state agreement that they will act in accordance with the conditions.

7.2 Responsibilities

- (a) The Jury shall act in accordance with the conditions of the competition to:
 - (i) Assess the designs.
 - (ii) Select a winner; a majority view is sufficient.
 - (iii) Select other award winners and honorable mentions.
 - (iv) Inform the Professional Adviser in writing of the results of (ii) and (iii) above.

- (b) The Jury shall base its judgement only on the information contained in the submissions; in the conditions of the competition; the questions and answers published; and, if applicable, the report of the Technical Advisory Team. They shall refuse to consider any other information.
- (c) The Jury shall write a critical report once the majority view prevails. This report shall be written by the Chairman in collaboration with the other members of the Jury immediately following the judging of the competition.
- (d) The Jury shall be advised that the Jury report is the official statement of all the Jury. If a jury member disagrees with the majority view of the Jury, a minority view may be included in the Jury report. A jury member should not issue differing views other than in the Jury report.

7.3 Procedure/Judging

- (a) The Jury shall convene at the outset to elect a chairman who will assume the responsibility for conducting the judging of the entries and preparing the reports.
- (b) Each Juror shall make a personal, individual examination of all submissions.
- (c) By process of progressive elimination, the Jury shall make its selection of a winner and other prizeworthy designs. These proceedings shall be carried out in seclusion with no one present except the Jury and the Professional Adviser.
- (d) The Jury, using stenographic services provided by the Professional Adviser, shall prepare a concise report summarizing its decisions on the awards, giving brief reasons for these decisions. This report shall be presented to the Professional Adviser immediately following the judging of the competition.

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- (e) The opening of the envelopes to determine the identity of the winners shall be done by the Professional Advisor in the presence of the Jury and the Sponsor.
- (f) The Jury shall meet with the Sponsor and the Professional Advisor immediately after the judging to disclose the results and make any explanations required.

8.0 Awards

- (a) The **Provincial and/or Interprovincial Competitions Committee** shall approve the number and value of the awards.
- (b) The first prize should approximate the fee for schematic design and the total value of prizes should approximate twice the fee for schematic design as defined in the Canadian Standard Form of Agreement Between Client and Architect and as calculated from the recommended minimum tariff of fees of the **Architectural Association**.
- (c) There shall be a winner and the winner shall receive the first prize which shall be considered as an advance on the fee for basic architectural services. The fee for the commission shall be in accordance with the recommended tariff of fees of the **Architectural Association**.
- (d) In a **Limited Competition** each of the invited competitors shall be paid equal remuneration by the Sponsor in an amount commensurate with the appropriate fees for the professional services

7.4 Remuneration

Architect members of the Jury shall be paid at least an amount equal to the prevailing hourly rates for professional services contained in the tariff of fees of the **Architectural Association**. All Jurors shall be reimbursed for all costs and expenses in addition to the fees paid to them.

rendered. Only the fee paid to the author of the winning entry may be credited against the resulting fee when the project proceeds. Fees paid to each invited competitor shall be the amount normally paid to an architect for the professional services rendered as though each were the only one commissioned.

- (e) In the event that within two years of the date of the award the winner has not received instructions to proceed with the commission, he shall be paid an additional sum which shall reasonably compensate him for any consequent costs or losses of potential revenue that he has incurred as a result of being named the winner or awarded the commission.
- (f) Honorable Mentions (with or without nominal monetary value as spelled out in the Conditions) may be awarded at the discretion of the Jury.
- (g) The sponsor shall guarantee that payment of cash prizes shall be made in a timely fashion coincident with the announcement of awards.

3.24

Appendix A: Planning a Competition

Competitions typically require from 3 to 12 months to hold, depending upon the size and complexity of the project. The Sponsor and Professional Advisor should calculate the amount of time required for the following steps. Note that several tasks can proceed simultaneously.

1. Architectural Association Liaison

- (a) Contact the **Architectural Association** and obtain information and guidance
- (b) Decision to consider proceeding with a competition
- (c) Advise the **Architectural Association** of the decision to consider a competition
- (d) Approval of **Architectural Association**

2. Preliminary Discussion and Formulation

- (a) In-house discussion by Sponsor
- (b) Fact finding
- (c) Interviewing and selecting a Professional Advisor
- (d) Approval of **Architectural Association**

3. Competition Planning

- (a) Program development
- (b) Competition documents preparation
- (c) Jury selection
- (d) **Architectural Association** approval of competition documents and Jury.

4. Competition Initiation

- (a) Announcement in professional press and other media
- (b) Receive inquiries and registrations
- (c) Log inquiries and registrations
- (d) Distribute program on a specified date

5. Competition Operation

- (a) Time interval for competitors to prepare designs
- (b) Receive "questions" from competitors
- (c) Prepare and distribute "answers"

6. Receipt of Entries

- (a) Receive all design entries
- (b) Unpack and arrange all entries for Jurors' examination.
- (c) Maintain security of designs
- (d) Arrange for public display if required
- (e) Examine designs for compliance
- (f) Photograph all designs for historical record

7. Jury Operation

- (a) Jury examines designs
- (b) Selects winner

8. Announcement of Winner

- (a) Notify competitors
- (b) Press release and conference
- (c) Public exhibition

9. Follow Through

- (a) Prepare competition publications
- (b) Pay all bills
- (c) Return or dispose of unsuccessful submissions.

Note: *When a two-stage competition is held, steps 5-7 are repeated.*

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Appendix B: Cost Estimating Guide

The cost of holding competitions has generally tended to fall in the range of 0.5% to 1.5% of the construction budget. The expense of holding a competition may be calculated by assigning costs to the following:

1. General Sponsor Overhead

- (a) Time and cost of organizational personnel involved in running the competition.

2. Professional Advisor

- (a) Fee (time Rate, contract fee, etc.)
- (b) Expenses (office, travel, hotel, telephones)
- (c) Clerical assistance

3. Publicity and Publications

- (a) Publicity costs
- (b) Publications, printing (Note A)
- (c) Mailing (can be contracted)
- (d) Printing and mailing questions and answers

4. Jurors and Technical Consultants

- (a) Fee or honorarium
- (b) Travel and subsistence
- (c) Communications allowance

5. Exhibit Space for Design Submissions

- (a) Receive designs
- (b) Storage space
- (c) Exhibit space (Note B)
- (d) Handling expenses
- (e) Jury assistance (can be done by students)

6. Prizes

- (a) Prize schedule = 1st, 2nd, 3rd
- (b) Honorable Mentions

7. Publications of Results

- (a) Press kit
- (b) Public exhibit
- (c) Competition publication – book or booklet

Note A: Entrants often pay an entrance fee, which can be applied to some costs. It should be minimal, only enough to discourage the idly curious, not to pay for the competition (e.g. \$25 to \$100).

Note B: Adjustments must be made for a two-stage competition.