

## **SPECIAL COMMITTEE OF THE WHOLE – FEBRUARY 3, 2004**

### **RECOMMENDATION OF THE COMPETITION JURY DIRECTION TO PROCEED WITH THE RECOMMENDATION OF THE JURY VAUGHAN CIVIC CENTRE DESIGN COMPETITION**

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#### **Recommendation**

The City Manager recommends:

1. That the Competition Jury's selection of Proposal "W" as the winner of the Vaughan Civic Centre Design Competition BE RATIFIED and that the Architect be awarded the winner's honorarium of \$100,000.00 plus GST; and that such funding be sourced from the City Hall Reserve Fund;
2. That the Architects responsible for Proposals "X", "Y" and "Z", having met the requirements of the Request for Proposal, each BE AWARDED the honorarium of \$30,000.00 plus GST; and that such funding be sourced from the City Hall Reserve Fund;
3. That prior to a City commitment to go ahead with the construction of the project, City Staff BE DIRECTED to work in a collaborative process with the successful proponent to further develop the design for the site and the building(s), with the objective of refining the project costs and developing the necessary phasing plan, to the satisfaction of Council;
4. That City Staff BE DIRECTED to commence negotiations with the successful proponent with the objective of entering into a Client/Architect agreement for the provision of professional services; and if an agreement with the successful proponent results, then \$70,000.00 plus GST of the \$100,000.00 plus GST award shall be treated as an advance against the ultimate fee;
5. That the City/Architect collaboration REQUIRE a public consultation process, which will allow for the public to provide the City and the Architect with input including, but not limited to such issues as the design of the building(s) and public amenities such as the park and civic space;
6. That Staff BE DIRECTED to prepare a financing plan for the project, for the approval of Council; and that in the interim the costs associated with the completion of the Design Competition process and the further refinement of the proposal be paid from the City Hall Reserve Fund.

#### **Purpose**

The purpose of this report is to:

- Provide a chronology of the events relating to the Vaughan Civic Centre Design Competition;
- Advise Committee of the Whole of the recommendation of the Competition Jury for the Vaughan Civic Centre Design; and
- Obtain direction to proceed with the recommendation of the Competition Jury and to set out the next steps in the process.

## **Background – Analysis and Options**

### 1. Chronology of Events Leading to the Jury Decision and Future Actions

The following is a chronology of events and pending actions pertaining to the Civic Centre site and the Design Competition.

**APRIL 14, 2003:** Council selects the current Civic Centre site as the location for the new City Hall;

**MAY 12, 2003:** Council makes the decision to hold a Design Competition for the new Civic Centre, including a new City Hall Building and a Master Plan for the entire Civic Centre site, including the park to the south. Council authorizes the retention of the Ventin Group Architects as the Professional Advisor in the conduct of the competition;

**JUNE 23, 2003:** Council approves the issuance of a Request for Expression of Interest for Architects wishing to participate in the Design Competition. From three to five Architects would be chosen to participate in the competition on the basis of their expressions of interest. The Architects on the short-list are to be issued a detailed Request for Proposal, stating the City's functional and aesthetic requirements and including the conditions for competition, design brief and building program for the new building and master plan;

**JUNE 26, 2003:** The City issues the Request for Expression of Interest. Closing date for the submissions is July 22, 2003. This date was later revised to July 24, 2003;

**JULY 9, 2003:** First Staff Open House;

**JULY 10, 2003:** Site Meeting for potential Proponents;

**JULY 17, 2003:** Second Staff Open House;

**JULY 23, 2003:** An evening Public Information Meeting on the Vaughan Civic Centre Design Competition was held in the Council Chambers on Wednesday, July 23, 2003. Property owners within 1000 metres were notified by mail. Notice of the meeting was published on the "City Page" in the Liberal on July 10 and July 17. Notices were delivered to residents of Maple Manor and mailed to all Vaughan Ratepayers' Associations and the Vaughan Chamber of Commerce. Input from the public was solicited, and September 8, 2003 was set as the deadline for written responses;

**JULY 24, 2003:** Closing date for the submission of Expressions of Interest (Revised from July 22). A total of seventy-six (76) RFI documents were issued. Twenty-four (24) Expressions of Interest were received;

**AUGUST, 2003:** The review of the Expressions of Interest by the Expression of Interest Evaluation Committee, composed of Staff from a cross-section of City Departments, is undertaken for the purpose of selecting the shortlist of from three to five Architects. The Evaluation Committee selects a total of four firms;

**SEPTEMBER 2, 2003:** Report on the Vaughan Civic Centre Design Competition is submitted to Committee of the Whole (Closed) Working Session. The report addresses, among other things, the content of the Request for Expression of Interest, direction to finalize and issue the RFP, the recommended shortlist of Architects and the recommended members of the Jury from the Architectural profession;

**SEPTEMBER 8, 2003:** Council confirms the professional members of the Competition Jury and the Architects to be short-listed to receive the Request for Proposal. This is the last date for public comment resulting from the July 27, 2003 Public Information Meeting;

**SEPTEMBER 22, 2003:** Council directs that the Requests for Proposal be issued to the short-listed Architects. Council also requires that the written submissions received from the Ratepayers' Organizations, as a result of the July 23, 2003 public meeting, be appended to the Request for Proposal;

**OCTOBER 2, 2003:** Issuance of the Request for Proposal, which includes among other things, the Conditions for Competition, the Design Brief and the Building Program. Closing date for the submissions is December 10, 2003;

**OCTOBER 27, 2003:** A second Public Information Meeting on the Vaughan Civic Centre Design Competition is held at the City Playhouse in Thornhill during the evening of October 27. Notice of the meeting was published on the "City Page" in the Liberal. Notices were hand delivered to residents of Maple Manor and mailed to all Vaughan Ratepayers' Associations and Vaughan Chamber of Commerce. Representatives from the short listed Architectural firms were in attendance to hear the input from the public;

**DECEMBER 10, 2003:** Closing date for design submissions. Submissions were received from each of the short listed firms;

**DECEMBER 11, 2003 – January 13, 2004:** Review of Submissions for compliance with Conditions for Competition by the Professional Advisor;

**JANUARY 14 – 15, 2004:** Jury review of submissions at the McMichael Gallery in Kleinburg and selection of successful proponent for recommendation to Council.

**JANUARY 20, 21, and 22, 2004:** A three-day Open House is held for the public viewing of the four submissions. Notice of the public viewing was published on the "City Page" in the Liberal on January 8 and on January 15. Notices were delivered to residents of Maple Manor and mailed to all Vaughan Ratepayers' Associations and Vaughan Chamber of Commerce. Residents in the vicinity of the Civic Centre site were notified by mail. The notices were mailed during the week of January 5, 2004;

**JANUARY 27, 2004:** Report to Committee of the Whole Closed Working Session on the decision of the Competition Jury and next steps;

**FEBRUARY 3, 2004:** Special Committee of the Whole Meeting for the purposes of considering the recommendation of the Competition Jury and the next steps in the process. The Staff Report was available to the public on Friday, January 30. This is the first public identification of the recommended design. The Professional Advisor notified the competitors of the Jury's recommendation. However, this report does not identify the firm responsible for the recommended design. This would not be done until Council approves the selection of the winning design. Notice of this Special Committee of the Whole Meeting was contained in the notice issued in early January for the public viewing of the design submissions;

**FEBRUARY 9, 2004:** Regular Council Meeting, which provides the opportunity to ratify the recommendation emerging from the February 3 Special Committee of the Whole Meeting and to identify the winning firm.

### The Competing Architectural Firms

The four architectural firms recommended by the Expression of Interest Evaluation Committee were:

- ZAS (Zawadzki Armin Stevens Architects) and the Zeidler Partnership;
- Adamson Associates Architects;
- Hotson Bakker + Montgomery Sisam Associated Architects Inc.; and
- KPMB (Kuwabara Payne McKenna Blumberg).

Council adopted the recommendation of the Evaluation Committee on September 8, 2003. On September 22, 2003, Council directed that the Requests for Proposals be issued to the firms cited above. The RFP's were issued on October 2, 2003 with a closing date of December 10, 2003.

The Request for Proposal required that the submissions not be attributable to the proponent. The names of the submitting Architects were placed in sealed envelopes provided by the City and attached to the proposal material. The Purchasing Services Department marked the four proposals "W", "X", "Y" and "Z". Therefore, the judging of the proposals was done on an anonymous basis. This report identifies the proposal selected by the Competition Jury by the letter assigned to it by the Purchasing Services. The City will not identify the proponent until Council has ratified a selection.

### The Competition Jury

On June 23, 2003, Council directed that the competition Jury be composed of:

- The Mayor;
- The three Regional Councillors;
- The City Manager; and
- Three representatives from the Architectural profession.

The following representatives of the Architectural profession were selected to join the Jury.

- Ms. Peggy Deamer, Deamer & Phillips Architects, New York City;
- Mr. Roger Du Toit, Roger Du Toit Architects Limited, Toronto; and
- Mr. Barry Sampson; Baird Sampson Neuert Architects Inc. Toronto.

Council confirmed these appointments on September 8, 2003.

The Jury sat to evaluate the submissions on Wednesday, January 14 and Thursday, January 15, 2004 at the McMichael Gallery in Kleinburg. Members of the Jury appointed Mr. Sampson as Chair. By the end of the day on Thursday, January 15, the Jury had reached a unanimous decision on the preferred design.

### The Jury Recommendation

The following is the report of the Competition Jury. A separate document will be prepared and be made available to the public.

***Vaughan Civic Centre Limited Design Competition  
Report of the Jury  
January 19, 2004***

## **Procedure**

*This is the report on the recommendations of the Jury for the Vaughan Civic Centre Limited Design Competition, for which judging took place at the McMichael Canadian Collection Art Gallery in Kleinburg, Ontario on January 14 and 15, 2004.*

*The judging of the four entries was carried out over the two days. The first day of deliberations was committed to gaining an understanding of the site, its context and the nature of each submission. On the following day each of the concepts was more rigorously scrutinized with a detailed group analysis of how well each submission responded to the Request for Proposal. These discussions resulted in a thorough analysis of the designs, with the objective of providing the basis for identifying the scheme that would best meet the needs of the city and its constituents.*

*Subsequent discussions were held to focus on which of the schemes the jury members favoured and the reasons why. This served to narrow the choices. Once discussions were completed a vote was taken and the verdict of the Jury was unanimous.*

## **Description of Successful Proposal**

*The successful proposal (identified by the letter "W") is based on a campus model, with a collection of low-rise buildings organized around a central Civic space. The central space is composed of public hard surface areas, a large reflecting pool/skating rink, landscaping and short-term parking. The proponent suggested several different options for parking and phasing of the project and has stated that other options can also be examined in the context of this design.*

*The Jury was of the opinion that this proposal best addressed both the needs and image of the City of Vaughan as a growing and evolving urban entity rather than as a fully urbanized city, near the end-state of its development.*

*The buildings are located in close proximity offering convenience of movement between structures. Future plans for underground parking offer the opportunity to enhance the connectivity between the buildings. They are arranged around a quadrangle, but are individually organic in both plan and section.*

*The Jury believed that this arrangement created an enclosed outdoor civic space or "room" conducive to holding Civic events and celebrations, while maintaining a human scale. It was felt that the design best integrated the buildings with their site and context and united both indoor and outdoor space in a pedestrian friendly manner.*

*The placement of the library along the north edge of the civic square also provides some relief from the noise and distraction caused by traffic conditions on Major Mackenzie Drive as well as from northwest winter winds. The square remains visually open to the main intersection of Keele Street and Major Mackenzie Drive and the plan creates a strong pedestrian connection between that intersection, the historic Beaverbrook House and the City Hall. A large public park to the south of the building provides separation from the neighbouring residential area while providing flexible open green space.*

*Short term visitor parking located along the south side of the civic square was seen as a positive amenity as it will provide both activity and convenience and serve to animate the space on a day to day basis, not unlike some European examples.*

*Access points to the site, save for the most easterly right in-right out connection to Major Mackenzie Drive, are consistent with the recommendations of the traffic study included in*

*the Request for Proposal. However, this access is not critical to the proper functioning of the site and may be deleted if necessary.*

*Internal vehicular movement is well organized. The driveway leading to and from the signalized intersection at Major Mackenzie Drive is of sufficient length to provide the required queuing for safe and efficient site operation. The placement of the City Hall building and the civic space responds in a positive manner to the presence of the driveway. The arrangement presents the opportunity for ceremonial arrivals at the square fronting the City Hall.*

*The building designs are flexible and efficient. Members of Council are provided with a direct connection from the parking area to their offices and Council Chambers. The jury felt that the placement of the Council Chamber as the centrepiece of the square provided a strong symbolic civic presence and openness. Access to public and community uses in the building are clear and coherent and the arrangement of circulation will allow for efficient public service delivery. The configuration of the office space will contribute to a positive work environment by promoting the availability of natural lighting.*

*As well as providing the most appropriate development in its final phase, this proposal also provides for the maximum amount of flexibility in the evolution of the site. The plan identifies the means whereby a majority of the parking may be placed underground either immediately at some time in the future. The full Civic Square may be phased in, and the library may be built following the construction of the new City Hall and the demolition of the old building.*

*The Jury commented that some areas required further refinement, such as the design development of the major public gathering space in the interior of the building. The Jury strongly noted that for the campus design to be successful it must be completed to its final phase to fully achieve the ambience and human scale of the Civic Space described above. In addition, further work on the design and function of the park space was considered to be important.*

*Overall the winning design concept was seen to have best addressed all of the constraints and opportunities inherent in the site including its functional elements, the building program, the park and the public image that the Civic Centre would establish for the City of Vaughan.*

#### Next Steps

a) Ratification of the Committee of the Whole Recommendation

Should Committee of the Whole approve the selection recommended by the Competition Jury at this meeting, the first opportunity for Council to ratify this decision will be at its regular meeting on February 9. The City will not announce the winning Architect until Council has confirmed the selected design.

b) Post-Selection Process

It is the normal practice in design competitions for adjustments to the chosen plan to take place following the confirmation of the winning design (i.e. by Council). This was explicitly recognized in the Request for Proposal, as follows:

It is expected that the winning design will change, based on input from the City of Vaughan, during the design process. The Architect must be prepared to engage in a collaborative process with the City of Vaughan, using the winning design as the basis for the project. (s. 8.1, p. 23)

The Architect shall be available to explain the project and allow for public comment throughout the finalization of the design. (s. 8.1, p. 23)

Subsequent to the selection of the successful proponent, there will be two charrettes or public information sessions to obtain public comment prior to the finalization of the plans for the City Hall and Civic Centre site. (s. 5.2.6, p. 10)

The post-selection refinement of the plan has two important roles. The first is to ensure that the concept plan has been developed sufficiently to demonstrate that the City's functional, programmatic and aesthetic needs have been met. The second is to ensure that there is sufficient information for Council to make a decision to go ahead with the project, particularly from a financial perspective.

It is important to recognize that changes to the selected plan would not constitute a major reworking of the concept, but will provide for incremental improvements in response to the City's needs. The basic components of the site design, identifying building envelopes and the location of functional elements such as access points; driveways; parking; and the civic square would remain largely in place.

This process gives Council greater certainty over the nature of the design prior to making a final decision to proceed with the project. It will provide a more solid foundation for the City's investment decision, with a better understanding of:

- The upset cost of the project based on a more detailed level of building and site design;
- The opportunities available to phase or consolidate various aspects of the development to maximize efficiency and minimize costs;
- To clearly define the first phase of the project and to determine its cost;
- The needs of the City and public through a consultation process with the successful proponent.

Therefore, Staff is not recommending that the City immediately commit to the construction of the project. An intermediate design process needs to be undertaken, which will provide the level of detail necessary to make the decision to proceed to final design and construction. This process would take place in conjunction with the successful proponent and public, as provided for in the RFP.

This period also gives the City time to confirm the means of financing the Civic Centre. It will provide an opportunity to fine tune the financing of the project with greater knowledge of its cost and any advantages that may result from such measures as the phasing of construction. It will be necessary to prepare a detailed financial plan for the approval of Council, prior to committing to the construction of the project.

This approach will allow the City to build on the winning design and move the process ahead, while ensuring that a number of critical issues have been examined more fully, with the benefit of further public input. More details would be available to Council on cost, functional and aesthetic design and financing. This information would inform Council's decision on whether to proceed with the preparation of building plans and the tendering of the project.

#### c) Illustration of Phasing Opportunities

Several of the attachments to this report illustrate some of the opportunities for the long-term development of the site, as suggested by the proponent. Attachment 1 shows an end-state Master Plan concept that provides for all of the potential buildings with a major

reliance on below-grade parking. Provision of large amounts of underground parking will provide the optimal aesthetic treatment, but it comes at a cost premium. The Master Plan also includes the opportunity for the relocation of Maple Manor and the construction of additional office space for civic use. Attachments 2 and 3 show concepts that place a greater reliance on surface parking. Maple Manor would remain in its present location until a new building has been constructed.

Attachments 1, 2 and 3 each provide for a common first phase of development that would include the City Hall, the Hydro Vaughan building, limited underground parking and the required site development. The second phase in each provides for the Library, the Chamber of Commerce and the remaining portion of the site development work. The Master Plan shown on Attachment 1 would have the underground parking constructed as part of the second phase.

These concepts are not definitive. They only illustrate opportunities for the Civic Centre to evolve. Therefore, in the refinement of the proposal it will be necessary to establish the phasing approach that would allow the Civic Centre to be constructed in the most timely, economical and efficient manner possible. Ultimately the chosen solution will have to meet both the immediate and long-term financial, functional and aesthetic needs of the City.

Attachment 4 provides an illustration of the Civic Square looking from the west toward the main entrance to City Hall on its western building elevation.

#### Proceeding with the Recommended Proposal

Should Council wish to proceed on the basis of the Jury's selection; there are a number of steps that will have to be taken. The following actions are recommended.

##### a) Ratification of Jury Recommendation

For the reasons set out above, the Jury selected Proposal "W" as the winner of the competition. Recommendation 1 provides for the ratification of the Jury's selection and for the disbursement of the winner's award of \$100,000 plus GST. Proponents that meet the minimum requirements of the Request for Proposal receive \$30,000.00 plus GST to help offset the cost of preparing their submissions. The winner of the competition, being the firm whose submission is selected by the Jury and ratified by Council receives an additional \$70,000.00 plus GST as an advance against its ultimate fee.

##### b) Awards to the Remaining Participants

The Professional Advisor has reviewed the submissions and determined that they all meet the minimum requirements of the Request for Proposal. Therefore, all are eligible for the \$30,000.00 plus GST honorarium. On this basis, Recommendation 2 provides for the disbursement of the awards to the Architects that submitted proposals "X", "Y" and "Z".

##### c) Direction to Proceed with the Post-Selection Process

Consistent with the Request for Proposal, there will be the need to further develop the recommended proposal with the objective of refining the project costs and establishing a phasing plan. Recommendation 3 provides Staff with direction to work in a collaborative process with the successful proponent to obtain the detail necessary to support the City's investment decision.



d) Direction to Proceed with Negotiations with the Successful Proponent

The City will need to enter into a Client/Architect agreement with the successful proponent for the provision of professional services. This is provided for in Recommendation 4.

e) Public Input into the Refining of the Design

The Request for Proposal specifically recognizes the need for public comment throughout the finalization of the design. Two charrettes or public information sessions are identified as the main vehicles for soliciting this input. On this basis, the public will be provided with the opportunity to be heard during the design development process of the Civic Centre. Therefore, Recommendation 5 requires the inclusion of a public consultation process in the refinement of the design.

f) Financing Plan

It will be necessary to prepare a financing plan for Council's approval, prior to committing to construction. This can be developed concurrently with the design development process, which will provide a greater level of certainty over the cost of the project. Recommendation 6 directs Staff to prepare the financing plan for the approval of Council. In the interim this recommendation authorizes the funding of any remaining elements of the design competition and the further refinement of the plan from the City Hall Reserve Fund.

The range of financing opportunities will need to be explored and optimized, including but not limited to: The City Hall Reserve Fund; sales of municipally owned land; development charges where applicable; infrastructure/environmental grants from senior level governments; other City resources; and if necessary, the issuance of debt.

**Relationship to Vaughan Vision 2007**

This report is consistent with the priorities previously set by Council. Section 4. "Planning and Managing Growth" of Vaughan Vision identifies the following priorities:

***4.2 Develop a new Vaughan Civic Centre that encourages a "people place"***

- 4.2.1 Undertake the necessary process to develop a new Vaughan Civic Centre.
- 4.2.2 Investigate funding options.
- 4.2.3 Design and build a new Vaughan Civic Centre.

This report provides for interim funding from the City Hall Reserve Fund, for the completion of the competition process and the refinement of the proposal, prior to the completion of a financing plan to take the project to completion.

**Conclusion**

The Competition Jury determined unanimously, for the reasons set out above, that Proposal "W" was the preferred design. It provides a detailed concept for the development of the site and the buildings. A number of action steps have been set out above, should the City wish to proceed on the basis of the Jury's recommendation.

Fundamental to the approach outlined in the action steps is the need to further refine the winning submission prior to committing to the project. Council will have to be satisfied that it can be constructed within a budget that is within the City's financial means. The City will also need to work with the successful proponent, in consultation with the public,

to ensure that the City's programmatic, functional and aesthetic needs have been fully met.

Should Council wish to proceed with the development of the Civic Centre on the basis of the proposal selected by the Competition Jury, then the recommendations set out in the "Recommendation" section of this report should be adopted.

**Attachments**

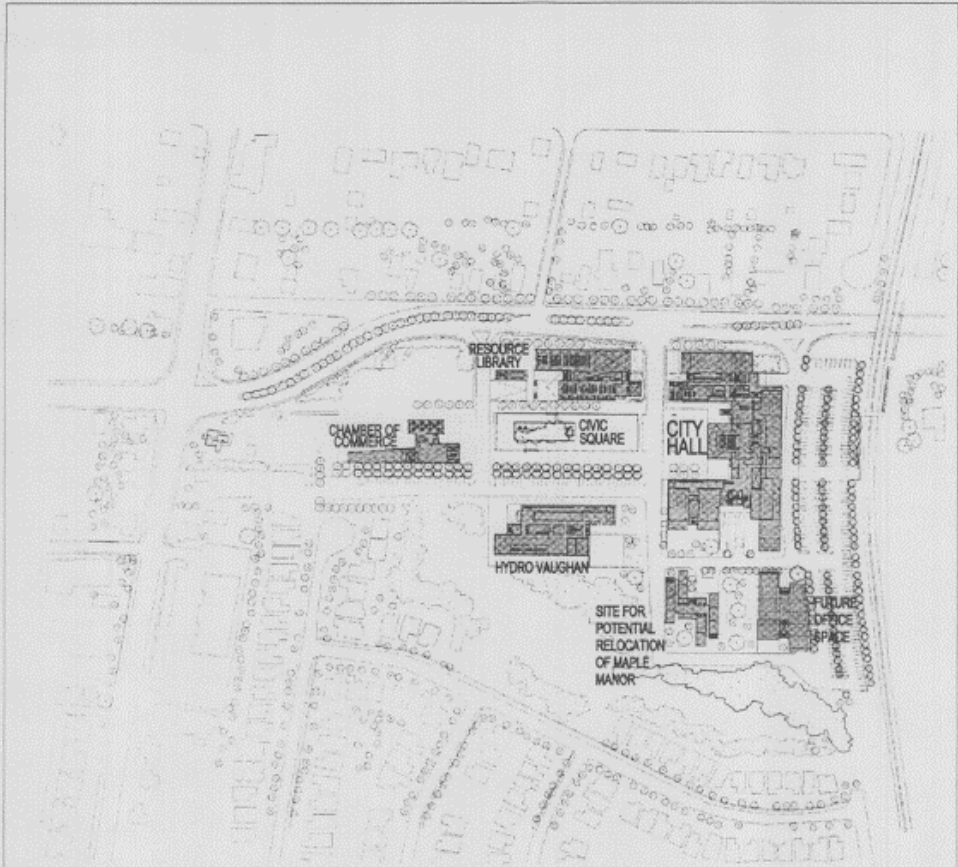
1. Long Term Master Plan
2. Phasing Alternative
3. Phasing Alternative
4. Civic Square-View from the West

**Report Prepared by:**

Roy McQuillin, Manager of Corporate Policy, ext. 8211

Respectfully submitted:

Michael DeAngelis  
City Manager



Site Plan  
Parking Option A

NTS

## Long Term Master Plan

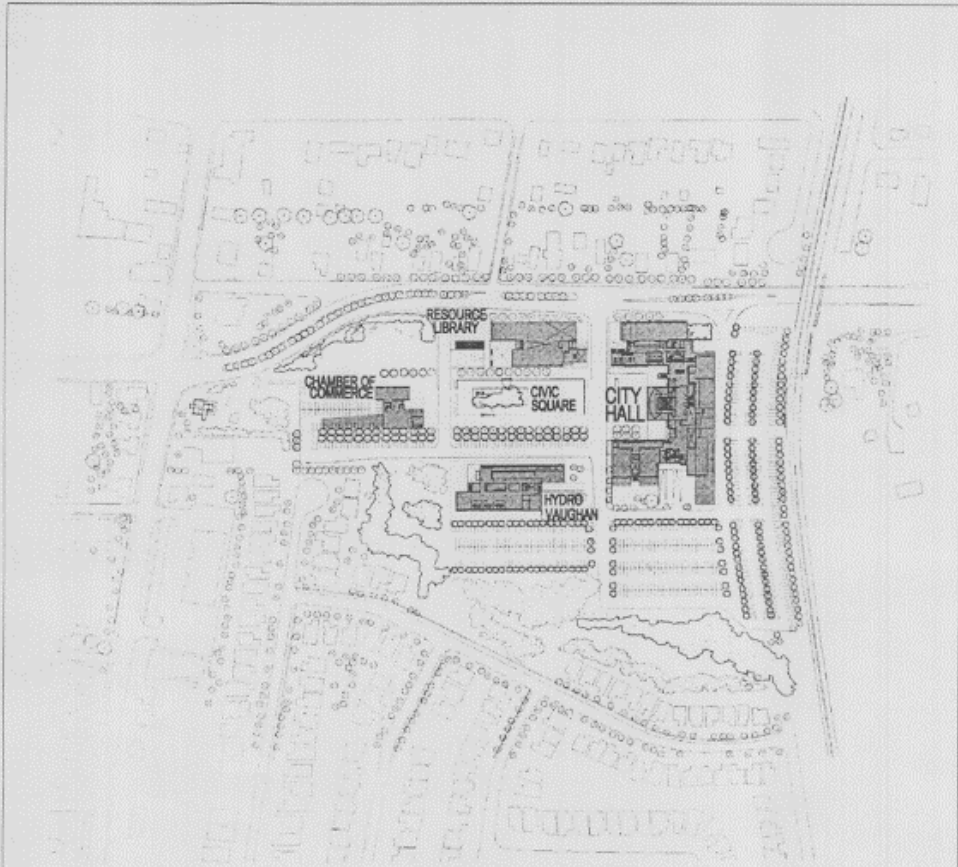
## Attachment

# 1

The City of Vaughan  
Vaughan Civic Centre Design Competition

Not to Scale  
January 30, 2004

SCALE: 1/8"=1'-0" (NOT TO SCALE)



Site Plan  
Parking Option B

NTS



## Phasing Alternative

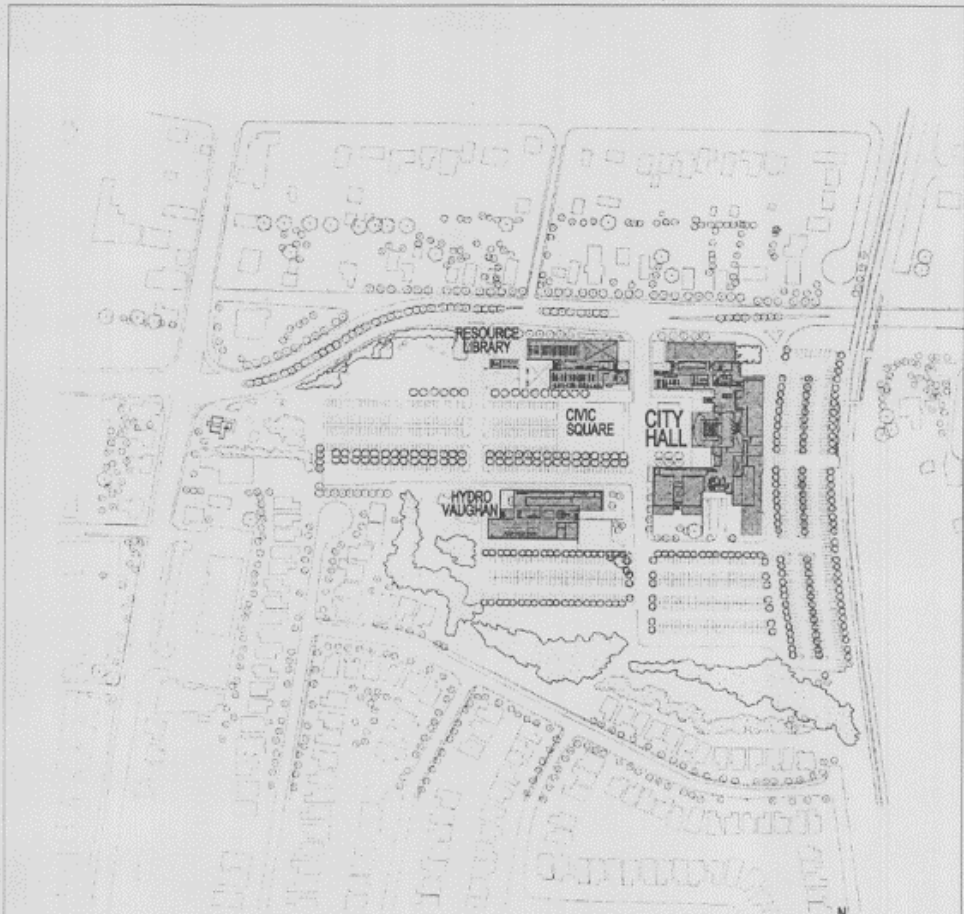
## Attachment

The City of Vaughan  
Vaughan Civic Centre Design Competition

Not to Scale  
January 30, 2004

# 2

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Site Plan  
Parking Option C

NTS

**Phasing Alternative**

**Attachment**

**3**

The City of Vaughan  
Vaughan Civic Centre Design Competition

Not to Scale  
January 30, 2004

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## Civic Square View From The West

The City of Vaughan  
Vaughan Civic Centre Design Competition

Attachment

# 4

Not to Scale  
January 31, 2004

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