

Corporate Report

NO: C012



COUNCIL DATE: December 1,

2003

COUNCIL-IN-COMMITTEE

TO:	Mayor & Council	DATE:	November 28 2003
FROM:	City Manager General Manager, Planning and Development	FILE:	0800-20 (City Hall)
SUBJECT:	Expansion to and Renovation of City Hall		

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to take all necessary actions to proceed to detailed design, tendering and construction of new office space and renovations of the existing Council Chambers and foyer, as generally described in Option 3, repairs and upgrades to the existing City Hall tower building and construction of new parking facilities all as generally described in this report, with a budget of \$9 million.

BACKGROUND

At its Regular Council meeting on July 21, 2003, Council considered a Corporate Report from the City Manager and authorized staff to proceed with preliminary studies to establish the best alternative for building new office space at City Hall, for establishing the best approach for improving the Council Chambers both in terms of seating capacity and technology, for repairs and upgrades to the existing tower building at City Hall, such that its usable life is extended by a minimum of 10 years and for providing related parking facility expansions.

In response to Council's authorization, staff undertook a process to select and retain a suitable architectural consulting firm to complete the necessary studies under the guidance of City staff. The selection process concluded with the City retaining the services of Stantec Architecture Ltd. ("Stantec") in late September, 2003.

Stantec was given direction to proceed with developing and evaluating alternatives that would provide for the following:

1. Additional office space of about 25,000 square feet which will allow repatriation of the following Departments/Divisions/Sections to City Hall:
 - Parks, Recreation and Culture main administration, currently housed at City Hall West on 132 Street, north of 72 Avenue,
 - Realty Services, currently housed at City Hall West,
 - Engineering Traffic Operations, currently housed at the Main City Works Yard on 148 Street, north of 66 Avenue,

- Engineering Inspections, currently housed in a temporary portable building to the west of City Hall, and
 - Library Administration, currently housed in a building to the immediate east of the Newton Wave Pool;
2. Repairs and upgrades to the existing "tower" building at City Hall, including building envelope, heating, ventilation and air conditioning systems (HVAC) so as to extend its usable life by at least 10 years;
 3. A new or renovated Council Chamber with capacity to seat 200 people and equipped with state-of-the-art A/V technology; and
 4. Additional parking spaces in support of the new and renovated City Hall space.

These elements were to be positioned such that future expansions to City Hall could be undertaken efficiently in the context of a reasonable master plan. The consultants were further advised that the total budget for the project, including all construction costs, consultant fees, other fees and charges, and furnishings and equipment was not to exceed \$9 million.

Stantec has now completed the process of studying the existing City Hall, developing and evaluating alternatives in conjunction with appropriate City staff and has submitted a draft final report. The remainder of this report will summarize the results of the Stantec study.

DISCUSSION

Expansion Options

The following provides a description of the alternatives for the Council Chamber and new office space expansion that were developed and evaluated by Stantec.

Option 1: Build a New East Wing Including a New Council Chamber and Office Space (Appendix "A")

Under this option, a new two storey wing would be added to the east side of City Hall to the south of the existing east (public) parking lot. A new public entrance and lobby would be established along the south side of the public parking lot which would be used to access the new Council Chamber, the new office space and would provide an enhanced entry to the existing Civic Street. The new Council Chamber would have seating capacity for 200 persons with additional flex-space for an additional 50. The additional flex-space could also be used as meeting space. The new office space in this new wing would have an area of about 16,900 square feet, which would be supplemented by the addition of about 4,100 square feet of office space made available through the conversion of the existing Council Chamber into office space. Another 2,000 square feet of office space would be achieved through modifications to the existing Civic Street space within the north wing, for a total new area of 23,000 square feet for office use.

Option 2: Add a Second Storey on the Existing North Wing and Renovate the Existing Council Chamber (Appendix "B")

Under this option, a new second storey would be added to the north wing of City Hall providing new office space with a total area of 22,400 square feet. The existing Council Chamber would be renovated with the walls of chamber moved out to the north, east and west so as to allow for a seating capacity of 200. Some additional office space, amounting to approximately 2,000 square feet, would be achieved through modifications to the existing Civic Street space within the north wing, for a total new area of 24,400 square feet for office use.

Option 3: Build a West Wing as New Office Space and Renovate the Existing Council Chamber (Appendix "C")

Under this option, a new three-storey office building with a floor area of 25,000 square feet would be constructed directly to the west of the existing tower building and the existing Council Chamber would be renovated in a manner as described under Option 2. Some additional office space, amounting to approximately 2,000 square feet, would be

achieved through modifications to the existing Civic Street space within the north wing, for a total new area of 27,000 square feet for office use.

Evaluation of Expansion Options

Option 1: Build a New East Wing Including a New Council Chamber and Office Space (Appendix "A")

Pros:

- Provides the best opportunity to establish a state-of-the-art Council Chamber;
- The lobby space outside the Council Chamber is larger than the other options and there is flex space available to expand the seating capacity of the Council Chamber by 50 seats for accommodating larger meetings;
- Provides the best opportunity to establish a new public image at City Hall both from the main public entrance to City Hall on the east side and from the perspective of motorists on Highway No. 10. The pond side gardens, considered a hidden gem at City Hall, would now be visible from the new Council Chambers that would be located at a higher level over looking the pond and gardens;
- The design life of the new Council Chamber is longer than the design life of the renovated Council Chambers being provided under the other options;
- Construction under this option will be less disruptive to the on-going operation of City Hall than under Option 2; and
- This option provides the advantage of separating the administration space at City Hall from Council Chambers, which is usually in use after business hours and, therefore, would facilitate enhanced security of the City Hall building.

Cons:

- Provides the least amount of additional office space (new plus renovated space) due to the higher cost per square foot for constructing the new lobby and new Council Chamber space.

Option 2: Add a Second Storey on the Existing North Wing and Renovate the Existing Council Chamber (Appendix "B")

Pros:

- Provides approximately 2,000 square feet more office space in comparison to Option 1; and
- Provides maximum flexibility to make future additions to City Hall in the future as demand warrants, since the current footprint of City Hall will not change.

Cons:

- Construction of the second storey over the existing north wing will be very disruptive to staff who work on the first storey of that section of the building and will almost certainly affect productivity and customer service during the construction period. There is no alternative space to house staff from this wing during the construction

period;

- Similar to Option 3, the design life of the renovated Council Chamber is not as long as the new Council Chamber provided under Option 1, the public space outside the Council Chamber is not as large as under Option 1 and there is no flex-space under this option to expand the Council Chamber for larger meetings as is available under Option 1;
- Does less to enhance the image of City Hall from the perspective of Highway No. 10 and is not as significant an enhancement from the perspective of citizens arriving at the main public parking lot to the east of the City Hall;
- Would require that Council meet in a temporary chamber for a period of time while the renovation is occurring to the existing Council Chamber; and
- More potential for unanticipated work due to large interface with the existing building.

Option 3: Build a New West Wing as New Office Space and Renovate the Existing Council Chamber (Appendix "C")

Pros:

- Provides more new office space than Option 1, by approximately 5,000 square feet;
- Leaves the existing east side of City Hall for a future expansion when demand and funding allows such an expansion. The east side is the most visible and, therefore, most significant with respect to its potential to enhance the character and image of City Hall from the public entry to the east and from the perspective of motorists on Highway No. 10; and
- Construction will be significantly less disruptive to the on-going operation of City Hall in comparison to Option 2 and somewhat less disruptive than Option 1.

Cons:

- Similar to Option 2, the design life of the renovated Council Chamber is not as long as the new Council Chamber provided under Option 1, the public space outside the Council Chamber is not as large as that provided under Option 1 and there is no flex-space under this option to expand the Council Chamber for larger meetings, as is available under Option 1;
- The project will provide a better enhancement to the character and image of City Hall in comparison to Option 2, but not as significant as Option 1; and
- Would require that Council meet in a temporary chamber for a period of time while the renovation is occurring to the existing Council Chamber.

Results of Evaluation

Based on the need for adequate new office space to accommodate the centralization of staff units at City Hall, that will bring with it enhanced efficiencies and improved customer service for the City's citizens, in consideration of the need to ensure that City Hall services continue to be delivered effectively during the construction period and in consideration of the fact that the renovated Council Chamber will provide accommodation for 200 persons and will include state-of-the-art technology so that the renovated Council Chamber will operate effectively for a minimum of 10 years into the future, **it is recommended that Council authorize staff to proceed with the City Hall expansion and renovation project on the basis of Option 3.**

Under all of the options, there is the potential to renovate part of the existing Civic Street lobby space as office space, amounting to approximately 2,000 square feet. Such a renovation will be further considered through the process of detailed design and will be included in the project, subject to confirmation of reasonable design and provided that the budget allows such renovation.

Consideration will be given to constructing the new building to a LEEDS standard, subject to budget considerations.

Repairs And Upgrades To The Existing Tower Building

Stantec, with the assistance of sub-consultants, analysed the existing tower building with a view to determining a program of cost-effective renovations and upgrades that would extend the useful life of the tower for 10 to 15 years. The final draft report identifies the following work as necessary:

- Recladding of the entire tower structure, except for concrete elements on the lower two floors;
- Seismic upgrading of the upper two floors, subject to detailed design;
- Consideration for adding windows to the Council Chamber; and
- Upgrading the mechanical systems.

Technology For The Council Chamber

The technology implemented in the renovated Council Chamber will include an audio component, a video component and a control system component. The systems that will be implemented will be similar to those that have been recently installed in the renovated GVRD Board Room. The audio system will ensure that the voices of Council members, staff and delegates before Council, as well as audio presentations, can be heard clearly by all people present in the Council Chamber and, as necessary, in areas adjacent to the Council Chamber.

The video system will ensure that Council members, the gallery and staff will be able to view support materials generated by a computer, on overhead transparencies, opaque drawings or documents, slides, video tape or DVD. These signals will be displayed for Council members, staff and the media on separate desk-mounted LCD monitors. Larger monitors will be available for viewing from all seats in the Council Chamber gallery.

The control system will integrate the operation of all of these functions and features. The system will use a touch screen for the purposes of controlling the functions from either the desk of support staff or from the Mayor's chair. The print/radio media will receive audio feeds and cable TV will receive audio and video feeds.

Parking Area

Regardless of the option chosen for the expansion of City Hall, approximately 60 additional parking spaces will need to be added to the City Hall parking facilities to accommodate the additional employees that will be housed in the expanded office space.

Budget

The budget estimate for the entire project, including the following components is \$9 million.

1. Construction of New West Wing
2. Renovations and Upgrade to Existing Tower
3. Renovation and Expansion of Council Chamber
4. Furnishings and Equipment
5. Parking Area

The budget amount includes, among other things, construction costs, professional fees, taxes and a small contingency.

Funding Sources

The funding for the proposed City Hall addition and repairs remains primarily through the re-allocation of the surplus/under expenditures in 2003 of various City Departments. The estimated surplus/under expenditure for 2003 is \$14 million, of which about \$6 million is in the RCMP contract.

The 2003 under expenditure in the RCMP contract can be re-allocated as follows:

- \$600,000 for RCMP vehicle and overtime needs in 2003 and \$3.5 million proposed for RCMP Capital Projects (i.e. Fraser Heights storefront, additions and renovations to the Surrey Detachment). It should be noted that the above projects have been approved by Council;

- \$1.2 million, which is the Police Budget's proportional share of the 2003 Council approved target of \$2.9 million budgeted transfer from surplus. This was part of the 2003 budget guidelines; and
- Remainder \$ 0.7 million towards proposed City Hall additions and repairs.

Given the above allocation of the 2003 RCMP contract under expenditure, the funding for the proposed City Hall additions and repairs of \$9 million is available as follows:

- \$7.3 million from the surplus of 2003 in various City Departments;
- \$1.0 million already set aside for City Hall/Works Yard from Utilities; and
- \$0.7 million from the 2003 RCMP contract under expenditures (this recommended modest contribution from the 2003 RCMP contract savings for City Hall is considered reasonable, in recognition of the role that Council, and City Hall's various Departments and their staff, play in support of Police Services delivery).

It should be noted that the needs for the proposed addition and repairs to the tower are critical and overdue.

NEXT STEPS

The following is a description of the next steps in the process of implementing the City Hall expansion and renovations, subject to Council approval of the recommendations of this report:

1. Select and retain the services of a design and construction administration consultant;
2. Proceed with detailed design of the project;
3. Make arrangements for Council meetings away from the existing Chamber;
4. Tender the project;
5. Proceed with construction and commissioning of the project; and
6. Move City staff into the new office space.

It is estimated that the entire project will take approximately 20 months to complete.

CONCLUSION

It is recommended that Council authorize staff to take all necessary actions to proceed to detailed design, tendering and construction of new office space and renovations to the existing Council Chamber and foyer, as generally described in Option 3; repairs and upgrades to the existing City Hall tower building; and construction of new parking facilities, all as generally described in this report, with a budget of \$9 million, as documented in this report.

Umendra Mital
City Manager

Murray Dinwoodie
General Manager,
Planning and Development

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Appendix "A"

Option 1
New East Wing With New Council Chamber



**Option 1
Upper Floor**



**Option 1
Lower Floor**

**Option 1
New East Wing With New Council Chamber**

Option 1
View from the east side



Option 1
Aerial View

Option 2
New Second Floor And Renovated Council Chamber

Appendix "B"

**Option 2
Lower Floor**

New Office Space



**Option 2
Second Floor**

**Option 2
New Second Floor And Renovated Council Chamber**

Option 2
View from the east side



Option 2
Aerial View

Appendix "C"

Option 3
New West Wing With Renovated Council Chamber

**Option 3
Second Floor**



**Option 3
Lower Floor**

**Option 3
New West Wing With Renovated Council Chamber**

Option 3
View from the south west side



Option 3
Aerial View

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