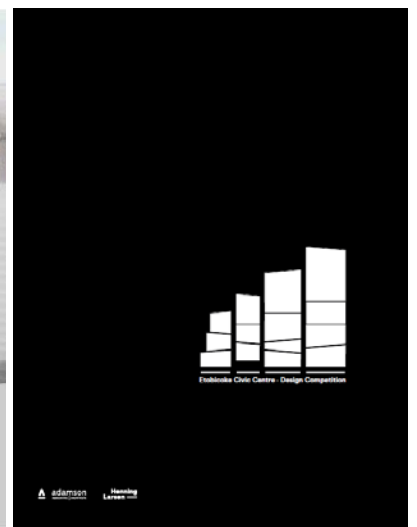


# THE ETOBICOKE CIVIC CENTRE – building a new vision



Adamson | Henning Larsen | PMA Landscape Architects Winning Submission, 2017

Submitted by  
Build Toronto  
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## EXECUTIVE SUMMARY

### Introduction

The current Etobicoke Civic Centre (“ECC”), located at 399 The West Mall and completed in 1958, has accommodated City of Toronto staff and served residents of Etobicoke for the past 59 years. The current ECC building has reached the end of its economic and physical life. The City is faced with a decision: invest in a major retrofit and modernization of the existing ECC to accommodate City staff and serve the Etobicoke community for the next 30 years, or construct a new ECC on a 3.4-acre development block at the intersection of Kipling Avenue and the reconfigured Dundas Street (Block 4), as part of the Westwood Theatre Lands (“WTL”), a 12.5-acre City-owned land parcel.

A business case analysis was undertaken to examine two options: Option 1: retain the current ECC at 399 The West Mall and complete a full life-cycle retrofit and office modernization to accommodate City staff for the next 30 years; and Option 2: relocate and construct a new ECC on Block 4 of the WTL.

The business case analysis undertaken supports advancing the relocation of a new ECC to Block 4 of the WTL and advancing program and concept designs on the path to defining and planning this significant City-building initiative.

### Background

The vision for a new Etobicoke Civic Centre Precinct is framed by a rigorous policy framework which has evolved over time and today is being realized by the Six Points Reconfiguration project, a \$77 million capital initiative with funding approved in the City’s *2016–2025 Capital Budget for Transportation*, with construction currently underway. The 2014 *Westwood Theatre Precinct Master Plan* (“the Master Plan”) defines a pattern of streets, blocks, development sites and open spaces, with the identification of the prominent Block 4 as the site for the new ECC, bounded by Bloor Street West, the reconfigured Dundas Street, Kipling Avenue and a new local street to the east.

In July 2016, Toronto City Council approved proceeding with a design competition for a new ECC on the WTL and the development of a business case. City Council’s direction can be found in Appendix 1.

### ECC International Design Competition

Following City Council’s direction, Build Toronto launched a design competition in the fall of 2016 and attracted 22 exceptional submissions from a group of high-calibre, award-winning and internationally recognized architectural and landscape architectural teams. A short list of four local and international teams submitted their design proposals, and in April 2017, a jury of professionals unanimously selected **Adamson Associates Architects | Henning Larsen Architects | PMA Landscape Architects** as the winning submission.



## Financial Analysis

A financial model was developed to compare two options based on capital costs and net present values (“NPV”) for both capital and operating costs over a 30-year time frame:

### Option 1: Retain the Existing ECC at 399 the West Mall (“Status Quo”)

- Retain the existing ECC at 399 The West Mall and complete a full life-cycle retrofit and office modernization plan.

### Option 2: Construct a New ECC on Block 4 of the WTL (“New ECC”)

- Relocate and construct on Block 4 of the WTL a new ECC office building with community, civic and support spaces, and a new recreation centre, library, childcare and underground parking for 430 spaces.

The model also examines potential revenue and funding sources generated from the sale of development blocks on the WTL, 3326 Bloor Street West (“Bloor|Islington Lands”) and 399 The West Mall. The City also has additional funding tools by way of development charges and Section 37 contributions. In regards to development charges, should it be determined that the community hub facilities (recreation centre, library, child care and civic square) are to benefit new development, the capital costs associated with these facilities can potentially be recovered through development charges. In regards to Section 37, the analysis has conservatively estimated the potential contribution based on new development in the immediate area of the WTL.

The findings of the financial model are summarized in two tables: Table 1: *Net Present Value Comparison* and Table 2: *Capital and Revenue Comparison*.

**Table 1: Net Present Value Comparison - Status Quo vs New ECC: Capital and Operating Costs over 30-years**

Option 1: Status Quo		Option 2: New ECC	
Base Building		Base Building	
Total Capital Costs	\$135	Total Capital Costs	\$207
Total Operating Costs	\$117	Total Operating Costs	\$64
Sale of Block 4 – New ECC	(\$26)	Sale of 399 The West Mall	(\$41)
<b>TOTAL Base Building</b>	<b>\$226</b>	<b>TOTAL Base Building</b>	<b>\$229</b>
Community Hub		Community Hub	
Recreation Centre	\$96	Recreation Centre	\$96
Toronto Public Library	\$24	Toronto Public Library	\$24
Civic Square	\$33	Civic Square	\$33
Civic Square Parking	\$4	Civic Square Parking <sup>1</sup>	
Loss of Block 1 Sale Revenue	(\$6)	Loss of Block 1 Sale Revenue	0
<b>TOTAL Community Hub</b>	<b>\$162</b>	<b>TOTAL Community Hub</b>	<b>\$153</b>
<b>TOTAL NPV Costs</b>	<b>\$388</b>	<b>TOTAL NPV Costs</b>	<b>\$382</b>

1. Underground parking included in the base building – capital and operating costs

The YMCA has expressed an interest in operating a recreation centre on the WTL. A YMCA facility requires two-thirds of the capital costs to be borne by the City, with the remaining one-third capital and all operating and maintenance costs to be assumed by the YMCA for a 30-year period. A YMCA-operated recreation centre has a NPV of \$28 million.

**Table 2: Revenue and Capital Cost Comparison – Status Quo vs New ECC**

Revenue and Cost Comparison	Option 1: Status Quo		Option 2: New ECC	
	Capital Cost <sup>1</sup>	Revenue   Funding	Capital Cost <sup>1</sup>	Revenue   Funding
<b>Base Building</b>	(\$197)		(\$194)	
<b>Additional components</b>				
Civic Square	(\$28)		(\$28)	
Parking			\$0	
<b>Development Sales<sup>2</sup></b>				
WTL (Blocks 1, 2B, 3, 5 + 6)		\$133		\$133
Bloor   Islington		\$54		\$54
399 The West Mall				\$40
WTL (Block 4)		\$25		
Sale proceeds from developable GFA		\$0		\$0
<b>Affordable Housing (20% of Residential Units)</b>		(\$20)		(\$25)
<b>Sub-Total Cost vs Revenue</b>	<b>(\$225)</b>	<b>\$193</b>	<b>(\$222)</b>	<b>\$202</b>
<b>Additional Funding Sources</b>				
Section 37 <sup>3</sup>		\$23		\$23
Toronto Parking Authority <sup>4</sup>				
ECC Parking Garage (132/430 spaces)	(\$10)	\$7	(\$28)	\$22
<b>Sub-Total Additional Funding Sources</b>	<b>(\$10)</b>	<b>\$30</b>	<b>(\$28)</b>	<b>\$44</b>
<b>Total</b>	<b>(\$235)</b>	<b>\$222</b>	<b>(\$250)</b>	<b>\$246</b>

1. Capital Costs 2017 Dollars

2. Revenue Discounted from Date of Land Purchase to 2017

3. Section 37 based on \$2,500/residential unit; based on 9,000 residential units in the area of the WTL

4. Toronto Parking Authority (TPA) to fund a portion of the underground costs assumed @ \$50,000 per stall

5. Development Charges offer an additional funding source should it be determined that the community hub facilities will be required to service new development; these eligible costs should be considered for inclusion in the City's development charge by-law currently being prepared.

## Conclusions

The financial analysis, as summarized in Tables 1 and 2, highlights the following conclusions:

- In NPV terms, the Options are approximately equal; Option 2 will have greater capital costs up front; however, over the 30-year time frame, it will be significantly less costly for the City to operate and maintain due to newer building technologies and sustainability measures that can only be achieved in a newly constructed building.
- The community hub components (recreation centre, library and civic square) are essentially equal in their NPV values, as both Options anticipate newly constructed facilities.
- Revenue generated by land sales under both options highlights a potential revenue stream to support a significant portion of the capital costs associated with either Option 1 or 2, should City Council elect to direct this revenue to a retrofit or newly constructed ECC.
- Additional funding sources, such as Section 37 contributions, can potentially fund the community hub component under both options.
- To the extent that the community hub facilities are determined to benefit new development, the costs can potentially be recovered through development charges for components such as the child care centre, the civic square, the recreation centre and library. Such eligible capital costs should be considered for inclusion in the updated development charge by-law currently underway by City staff.
- The Toronto Parking Authority offers an additional funding source in both capital and operating costs associated with the proposed underground parking garage contemplated for both Option 1 and 2.

Option 2 will deliver the following additional benefits:

- Support for the City's Official Plan and Secondary Plan policies which identifies the WTL as one of four centres to be developed as "vital mixed use communities" providing a range of institutional, residential and office uses.
- Development of a highly accessible Civic Centre, with direct transit access to subway, GO buses/trains and MiWay, that will improve accessibility for the City's residents and staff.
- Development of a workplace environment that fosters the health and well-being of its employees and visitors and serves to minimize absenteeism and promote productivity.
- Achieve a net zero energy and carbon foot print target, which the City has endorsed in its environmental sustainability targets and policies.
- Integrate civic facilities in a new community hub which will service the growth in this area of the City.
- Minimize disruption to City staff and services by permitting operations to continue while a new ECC is constructed; relocations are minimized to a single move.
- Create a new "heart" for the Etobicoke Civic Centre Precinct that can serve as a catalyst in an area where the City is making significant investment in infrastructure.
- Optimize the use and value of City owned assets while creating City building opportunities at each location.

In conclusion, the financial analysis and value-add opportunities presented support advancing the relocation and construction of a new ECC to Block 4 of the WTL and advancing program and concept designs on the path to defining and planning this significant City-building initiative.

## Recommendations

A successful design competition along with a comprehensive business case analysis, support moving forward with further project planning for the relocation and construction of a new ECC to Block 4 of the WTL. In order to advance the next phase of this significant City-building initiative, it is recommended that:

1. City Council accept The Adamson | Henning Larsen | PMA Landscape Architects winning submission and approve it as the conceptual design for a new ECC on the WTL.
2. Adamson | Henning Larsen | PMA Landscape Architects, and other consultants, be retained to proceed with:
  - a. Development of a detailed building program review in consultation with City stakeholders;
  - b. Completion of site investigation, schematic design and design development for a new ECC at the WTL;
  - c. Initiate the Site Plan Approval pre-application process;
  - d. Creation of a Class C Cost Estimate and project budget/schedule; and
  - e. Identification of a recommended project delivery methodology.
3. The City's Budget Committee allocate \$3.5 million in the 2018 Capital Budget Plan to complete the scope of work outlined in item 2.
4. The City include eligible components of the Etobicoke Civic Centre and Community Hub project costs in the City's development charges by-law review currently underway.
5. The Toronto Realty Agency lead the next phase of the new ECC relocation project, in collaboration with City staff, as set out in item 2 and report to City Council in Q1 2019.

## Introduction

In July 2016, Toronto City Council directed Build Toronto to lead, in collaboration with Real Estate Services and City Planning, a design competition for a new Etobicoke Civic Centre (“ECC”) that would include the relocation of the west civic offices and proposed public spaces and/community facilities from their current location at 399 The West Mall to within the new Etobicoke Civic Centre Precinct (formerly the Westwood Theatre Lands (“WTL”). In support of the ECC relocation, Build Toronto was directed to develop a business case which would examine the:

- Cost and feasibility of relocating the ECC to the WTL;
- Costs associated with other proposed public space and/or community spaces;
- Alternative delivery methods for the new ECC;
- Potential revenue/funding sources generated from the future development of 3326 Bloor Street West (“Bloor|Islington”) (5.2 acres), the WTL (9.1 acres) and 399 The West Mall (5.2 acres); and
- Opportunities for affordable housing.

The proposed location for the new ECC site is Block 4 in the Etobicoke Civic Centre Precinct (the “ECC Precinct”), the former 12.5 acre WTL, bounded by Kipling Avenue to the west, Bloor Street West to the north and the TTC/CPR rail corridor to the southeast. The ECC Precinct is one of four key mixed-use centres in the City of Toronto, defined as “vital mixed use communities” providing opportunities for mixed use neighbourhoods with institutional, employment, housing and community uses supported by excellent access to transit. The construction of the new street network, guided by the City’s *Complete Streets* initiative, is currently underway and planned for completion in the spring of 2020. The ECC is intended to be the heart of the new Etobicoke Civic Centre Precinct, providing the delivery of municipal services, community facilities and quality, vibrant civic spaces for all residents of the western part of the City, and incorporating municipal offices, civic gathering spaces, a community recreation centre, a public library and a childcare centre all on one development block. The establishment of the new ECC represents a major City-Building initiative that has been years in the making.



The Westwood Theatre Lands



## The Vision

### The Etobicoke Civic Centre Precinct

The vision for a new Etobicoke Civic Centre Precinct is based on thoughtful and purposeful policy frameworks that have developed and evolved over time. Key City policy documents – *The City of Toronto Official Plan*; *The Etobicoke Centre Secondary Plan*; *The Etobicoke Centre Urban Design Guidelines* (2004); *The West District Design Initiative: Westwood Theatre Lands Final Report* (2007); *The Etobicoke Centre Public Space and Streetscape Plan* (2011) and *The Six Points Interchange Reconfiguration Environmental Assessment* (2008) – have framed this vision.

The realization of this vision has been catalyzed by the Six Points Reconfiguration project, a \$77 million capital initiative with funding and construction contracts approved by City Council over the past year. In conjunction, City Council, in 2011, declared the WTL surplus for turnover to Build Toronto. Build Toronto worked with City Planning and other City divisions to prepare a master plan for the 12.5-acre WTL. The *Westwood Theatre Precinct Master Plan (the “Master Plan”)*, completed in 2014, defined a pattern of streets, blocks, development sites and open spaces designed to encourage significant growth in the area. Defined by a high-quality and sustainable public realm design and a reimagining of the street network, the Etobicoke Civic Centre Precinct will feature residential buildings containing market housing and an affordable housing component, a public square, parks, public art and safe, comfortable, attractive environments for pedestrians and cyclists. Each of the five development blocks created supports the mixed-use development, with active frontages on Bloor Street West, Kipling Avenues and Dundas Street West, and service entrances off smaller local streets, as described in the Master Plan. Block 2A, immediately southeast of the ECC site, is currently considered the optimal site for a new City of Toronto Park, to be developed by the City in a later phase of the work.



Westwood Theatre Precinct Master Plan – Concept (2014)

## A New Etobicoke Civic Centre

One of the key elements of the Master Plan was the identification of the prominent Block 4, bounded by Bloor Street West, the reconfigured Dundas Street, Kipling Avenue and a new private street to the east, currently known as Road B, as the site for the new ECC. The new ECC is to be composed of five primary programmatic elements:

- Municipal offices, including office, council chambers and other gathering and civic function areas;
- A community recreation centre;
- A Toronto Public Library (“TPL”), District Branch;
- A childcare centre; and
- An outdoor civic plaza to accommodate gatherings, markets and special events.

The primary programmatic components set out above will be supported by an underground parking garage and by retail and food establishments at grade, supporting the vision of the ECC in particular, and the Etobicoke Civic Centre Precinct more broadly, as a vibrant mixed-use district.

The design of a new ECC is to:

- Be a landmark within the Precinct;
- Include an outdoor civic space;
- Accommodate program requirements from all City divisions and community partners identified to co-locate on site;
- Provide easy access to the Kipling TTC station and the proposed Metrolinx Mobility Hub;
- Include pedestrian amenity features;
- Prioritize connectivity to the surrounding community; and
- Provide all parking below grade.



Overview of the Etobicoke Civic Centre Precinct

## Building and Open Space Program

The building program for a new ECC is to consist of five key programmatic elements:

- Municipal offices, including office, council chambers and other gathering and civic function areas;
- A community recreation centre;
- A TPL District Branch;
- A childcare centre; and
- An outdoor civic plaza to accommodate gatherings, markets and special events.

The primary programmatic components will be supported by an underground parking garage and at-grade retail.

Consultations were undertaken with each of the functional groups – ECC departments, Parks, Recreation and Forestry (PR&F), TPL, Children Services, Clerks Department and the Toronto Parking Authority – and a detailed building program, informed by consultations and the City's *Office Modernization Program*, was developed pertaining to each of the components. Table 1 provides a summary of the building program; the detailed building program, with functional requirements, can be found in Appendix 2.

Parts 1–4 of the following building program pertain to the municipal offices and the community gathering, civic ceremonial and service centre areas within the ECC.

Program Heading	Size Requirement (including net SF areas when available)
<b>Part 1:</b> Office Space	330,000 SF
<b>Part 2:</b> Community Service Space	
Public Counters and Support Functions	3500 SF
Employment and Social Services Centre	6000 SF
Toronto Public Health Clinics	(minimum) 4000 SF
Sick Room	500 SF
Prayer Room	200–250 SF
Food Vendor	500 SF
Retail Space	10,000 SF
<b>Part 3:</b> Civic Space	
Council Chambers and Members' Lounge	6000 SF
Constituency Offices	(minimum) 7300 SF
Public Meeting Rooms	(minimum) 6000 SF
Atrium	Scale to be determined by competitors
Art Display Area	Gallery Display minimum 250 running feet of wall space; 30 running feet for Etobicoke Hall of fame
<b>Part 4:</b> Support Space	
Copy Centre and Records Storage	2000 SF
Receiving	As pre zoning by-law requirements
Service Facilities	800 SF



### Part 5: Toronto Public Library

The TPL District Branch proposed as part of the ECC represents an important opportunity for the TPL to co-locate with other important community services at the heart of Etobicoke community. However, funding for a new district library branch has not been secured; therefore, competitors were instructed to plan and design the library component of the building program as one that can be constructed in a later phase.

Program Heading	Size Requirement (including net SF area when available)
TPL District Branch	25,000 SF

### Part 6: Community Recreation Centre

The community recreation centre proposed as part of the ECC includes programs relating to active recreation and sport, as well as multi-purpose rooms to accommodate a range of community-based programs.

Program Heading	Size Requirement (including net SF areas when available)
Community Recreation Centre	76,000 SF
Pools (Teaching and Leisure), Double Gymnasium, Change Rooms, Meeting Rooms, Kitchen, Storage, Control Areas, Reception, Staff Offices, Facility Office, Loading	

### Part 7: Daycare Centre

The daycare centre proposed for the ECC is intended to replace the existing Alderbuds Child Care Centre at the current ECC, and to include additional areas to allow an expansion of programming based on best practices.

Program Heading	Size Requirement (including net SF areas when available)
Daycare Centre	
Daycare Centre	8,500 SF
Playgrounds	3,000 SF

### Part 8: Civic Square

The civic square at the ECC is intended to be a prominent, bright, welcoming and well-used public open space, capable of accommodating a range of activities, gatherings and events that support an engaged community. Particular importance is placed on the animation of the square and the meaningful relationship between the square and the architecture of the civic centre.

Program Heading	Size Requirement (including net SF areas when available)
Civic Square	37,0000 SF

## Part 9: Underground Parking

Two levels of underground parking, with a target of +/- 500 spaces, will support the new ECC and the additional program components. Preliminary discussions with the Toronto Parking Authority (“TPA”) suggest that the underground parking should be designed to meet TPA Design Standards. Targets for interior and exterior bicycle parking were outlined at 65 short-term bike parking spaces and 62 long-term bike parking spaces. All vehicle and bicycle parking targets set out above are estimates and will be refined through the development approval process.

## Environmental Sustainability

Central to the vision of both the ECC Precinct and the building is the City’s demonstrated leadership in the disciplines of environmental sustainability. The City of Toronto has made substantial commitments to sustainability and has set ambitious goals for reduction in greenhouse gases (“GHG”) and energy consumption. City Council unanimously adopted a GHG reductions target of 80% by 2025 (relative to 1990 levels), and net zero buildings and net zero communities are the cornerstone of the City’s strategy, as set out in the report endorsed by City Council in November 2016.

The Etobicoke Civic Centre Precinct is being planned as a net zero community and will set the path and be the precedent that demonstrates how bold energy goals can be achieved in a cost-effective manner. As part of the City’s commitment to this initiative, a competitive process is underway to select a thermal energy supplier for the ECC Precinct, who will employ the most effective renewable energy technologies, including geothermal, to provide hot and chilled water to the ECC Precinct and the proposed new ECC via a district energy system. A portion of the below-grade infrastructure to support this system has been included in the tender drawings for the Six Points Interchange reconfiguration now under construction. In regards to a new ECC, the design will be required to adhere to minimum sustainability requirements consisting of:

- Inclusion of a 5% on-site renewal energy;
- Compliance with Tier 2 (Version 3) of *Toronto Green Standard* (“TGS”); and
- Compliance with the City’s Green Roof policy for municipal buildings.

The City is striving to pursue more aggressive sustainability objectives, contained in the *TGS, Tier 4, Version 3*, which are achievable. Collaborative efforts with the City’s Community Energy Planning & District Energy System are under way to work towards achieving as close to a net zero building (energy and carbon emissions) on an operating basis as is reasonable and practical using the following:

- Conservation First: achieve the lowest energy use intensity, better than TGS Tier 4 (Version 3);
- Renewable Energy: achieve the highest on-site thermal renewable energy supply, as well as generating the highest amount of electricity required on site through the use of solar PV; and
- Resilience: use of future weather, not past weather, as the basis for development design, drawing from the City’s reports on *Toronto’s Future Weather and Resilient City Initiative*, endorsed by City Council.

In addition to environmental sustainability, the City has also chosen to show leadership in area of workspace environments. Consideration of human health and wellness as they relate to the built environment is at the forefront in current sustainable design thinking, and the creation of a healthy work environment in a new ECC is a key ambition of the City of Toronto. Beyond achieving low carbon and energy usage targets, a new ECC will draw on the WELL Building Standard™ and examine how the building design considers air, water, nourishment, light, fitness, comfort and mind to create a healthy environment for the occupants.

### A New ECC Building Cost Estimate

Build Toronto retained an independent cost consultant company, Finnegan | Marshall, to develop estimates for construction costs by component. A Class D cost estimate was established using the building and open space program, along with supporting documents in the Stage 2 Request For Proposal (“Stage 2 RFP”) described below, as well as comparable costs in the marketplace, to determine appropriate square-foot budgets for each component. The cost estimates were intended to inform the competitors as to the assumed construction budget for the project, so that designs submitted as part of the competition could factor in and reflect the proposed budget. This costing exercise was a first-stage estimate used for budget planning and evaluation purposes in the early stages of concept development and assessing the feasibility of a project. Further valuations of the construction budgets are verified as part of the financial analysis later in the report, which support the estimates provided through the design competition process. It is intended the budgets will be updated at the milestone stages, as set out in the City’s *Major Capital Major Project Approval Process*.

Based on the cost estimates prepared by Finnegan | Marshall, a construction budget of **\$214 million (\$432.91/square foot)** for a 495,300 square-foot building program and a 37,000 square-foot civic square was included in the Stage 2 RFP.

### An International Design Completion

In the fall of 2016, Build Toronto, in collaboration with the City of Toronto, launched an international design competition. An open and transparent process was initiated supported by an Architectural Advisor, DTAH Architects, and a Technical Working Committee, which included representatives from the City’s Real Estate Services, Planning Department, Community Energy Planning & District Energy Systems, Finnegan | Marshall Cost Consultants and Ted Kesik, a sustainability consultant and professor at the University of Toronto. During the fall months, efforts focused on the preparation of:

- Guiding design principles;
- A building and open space program;
- Environmental sustainability ambitions and targets;
- Construction budget;
- The competition process;
- Submission packages; and
- Evaluation criteria and selection.

The competition process was undertaken in two stages. Stage 1, a *Request for Suppliers Qualifications* (“RFSQ”), was distributed to the local and international design community. The RFSQ required submissions to include the team composition (led by an architect registered as a member of the Ontario Association of Architects, a landscape architect and engineers from the mechanical, electrical and structural disciplines). Submissions were to provide a team composition, letter of interest, professional qualifications for each team member, relevant project experience and references. The response to the

RFSQ was overwhelming. Build Toronto received 22 exceptional submissions from a group of high-calibre, award-winning, internationally recognized architects and landscape architects who demonstrated their passion and commitment to City-building.

A jury for Stage 1, composed of members from Build Toronto, the City's Real Estate Services, Planning, Urban Design and the Architectural Advisor, reviewed the RFSQ. Based on the merits of the letters of interest, team composition, resumés and previous work experience, the jury short-listed five design teams to qualify for Stage 2, *Request for Proposals ("RFP")*, as part of the Etobicoke Civic Centre Competition.

The five short-listed design teams were:

- Adamson Associates Architects | Henning Larsen Architects | PMA Landscape Architects
- Diamond Schmitt Architects | Michael Van Valkenburgh Associates
- KPMB Architects | West 8 Urban Design & Landscape Architecture
- Montgomery Sisam Architects | Adjaye Associates | OLIN
- Moriyama & Teshima Architects | MacLennan Jaunkalns Miller Architects | FORREC Ltd.

On February 7, 2017, shortly following announcement of the five short-listed teams, Montgomery Sisam Architects | Adjaye Associates | OLIN notified Build Toronto that their team was unable to proceed to Stage 2 of the completion process.

On February 10, 2017, Stage 2, a RFP was launched, and the finalist teams were invited to develop a concept based on a detailed project design brief, which included the building program, a construction budget, sustainability targets, submission requirements, evaluation criteria and schedule, as described above and set out in the RFP document.

The finalists were each given a \$40,000 honorarium, to defray some of the costs for their submission which was to include:

- A **Design Statement**: an overall description of the project, including a summary of how the design reflects the vision of the ECC Precinct;
- A prescribed list of design drawings | renderings;
- A **Sustainability Statement**: an overall description of sustainability features within the project and details as to what extent the submitted design is in compliance with the sustainability requirements and ambitions set out in the RFP, along with a demonstration of their design's ability to meet the sustainable design performance targets identified;
- A **Cost Report**: a comprehensive construction cost estimate to ensure their concept proposal could be built within the identified overall budget.

A jury and a Technical Advisory Panel were assembled to adjudicate the Stage 2 submissions. The jury was composed of design professionals from the private sector in the fields of architecture, landscape architecture and urban design, and a community member active in and aware of local civic issues. The Technical Advisory Panel, composed of Build Toronto and City of Toronto staff and complemented by outside expertise, including the Architectural Advisor, the cost consultant and the sustainability consultant, was responsible for reviewing planning and urban design considerations, construction cost estimation and sustainability measure prior to the adjudication. The technical summaries for each of the submissions were provided to the jury for review. The composition of the jury and the list of technical specialists can be found in Appendix 3.

Presentations of the finalists' proposals were made at a public meeting held on April 26, 2017, at the ECC at 399 The West Mall. The meeting was well attended by community members, councillors and members of the jury and Technical Advisory Panel. On April 27, 2017, the jury members deliberated to evaluate the short-listed submissions and select a winning submission. The jury based its selection on the following criteria:

- Demonstration of a creative, imaginative and innovative response to the opportunities of the site, the building and the landscape open-space programs;
- Innovations demonstrated and identified for sustainable design, including how close the design comes to achieving net zero (energy and emissions) on an operating basis; and
- Interpretation of the Vision of the ECC Precinct and the policy and guideline framework that shaped the Vision, along with adherence to budget restrictions and completeness of the submission, as reviewed by the Technical Advisory Panel.

Following a full day of deliberations, the jury came to a unanimous selection of **Adamson Associates Architects | Henning Larsen Architects | PMA Landscape Architects** as the winning submission (Appendix 4). In addition to the selection criteria set out in the RFP, the jury cited the following strengths of the Adamson|Larsen proposal:

- *This submission has best acknowledged and taken its inspiration from the context of the Etobicoke community and reimagined it in built form; it speaks most clearly to the community's heritage and also its future.*
- *It presents the strongest storytelling and compelling, coherent follow-through to an iconic design concept that possesses great potential.*
- *The design is at the same time humble, civic, communal, iconic and reflective of our climate and our multicultural city.*
- *There is something inherently Canadian about this concept ... a design of many houses that speaks very specifically to this site and context, and couldn't be just anywhere.*
- *It reflects an innate understanding of Canada's distinctive climate and presents unique settings for the community's benefit through all four seasons.*
- *The design's sustainability strategy hits the leading edge of resiliency, not just sustainability, advocating for and supporting a net zero neighbourhood. This sustainability is not just applied; it is deep within the DNA of the design.*



Adamson | Henning Larsen | PMA Landscape Architects Winning Submission

## Financial Analysis

The conclusion of the design competition and the selection of the winning Adamson | Henning Larsen submission set the stage for the next phase, a comparative financial analysis. A financial model was developed to compare two options based on the net present value (“NPV”) for operating and capital costs over a 30-year time frame:

Option 1: Retain the existing ECC at 399 The West Mall (“**Status Quo**”)

- Retain the existing ECC at 399 The West Mall and complete a full life-cycle retrofit and office modernization plan and include an expanded child care centre and a civic square
- Construct a City operated recreation centre and library as part of the development of Block 1 at the WTL

Option 2: Construct a new ECC on Block 4 of the WTL as designed by Adamson | Henning Larsen (“**New ECC**”)

- Relocate and construct on Block 4 of the WTL a new ECC office building with community, civic and support spaces, and a new recreation centre, library, childcare and underground parking for 430 spaces.

The financial model examines potential revenues from the sale of City-owned land in the west district area, which offers a potential revenue stream should City Council elect to direct this revenue to the ECC capital project. The development lands include:

- WTL development blocks;
- Bloor | Islington Lands; and
- 399 The West Mall.

The City has additional funding tools to support the community hub facilities by way of development charges (“DC”) and Section 37 contributions imposed on new developments. Proposed developments in the area along Dundas Street West and Bloor Street West from Islington to Highway 427 contain a large number of new residential units. Four developments in the immediate area of the WTL propose 9,000 units. Both PF&R and the TPL have or will be preparing ten-year Facility Master Plans to support the upcoming revisions to the Development Charge By-law.

The analysis provides a conservative estimate of potential Section 37 funds from key developments surrounding the WTL. These tools offer potential funding sources for the community hub facilities.

In regard to affordable housing, the analysis provides 20% affordable housing based on the total residential yield from the three key City assets:

- The WTL;
- Bloor | Islington; and
- 399 The West Mall.

A 20% affordable housing allocation equates to approximately 1,000 units, with a contribution ranging from \$20 million for Option 1 to \$25 million for Option 2 in addition to the subsidies provided by the City’s Affordable Housing Office.

Lastly, the analysis provides an overview of potential delivery models that will be explored in further detail in the planning stage of the City’s *Major Capital Projects Process*.

## Status Quo versus a New ECC

In order to compare the two Options, financial models and assumptions were developed to guide the analysis. A general overview of the assumptions is outlined below:

### Option 1: Status Quo

#### 1. Building Statistics

The total building area of the existing ECC is **229,799 square feet**. The square footage is made up of the following:

- 170,589 square feet accommodated at 399 The West Mall, 390 The West Mall and 2 Civic Centre Court.
- 59,210 square feet of leased space that accommodates employees who cannot be accommodated at the existing ECC.
- The 229,799 square feet accommodate 1,100 employees.

#### 2. Operating Cost

- Average operating costs were established using five-year historical operating cost averages 2012–16, after consultation with the City’s Facility Management Staff.

#### 3. Capital Cost

- As the existing ECC has a substantial deferred maintenance cost backlog (\$46.2 million, as per *Building Audit Condition Reports*, prepared for the 399 The West Mall, 390 The West Mall and 2 Civic Centre Court), and is in very poor condition, the entire building will require a complete life-cycle retrofit and office modernization program to upgrade the facility to current City standards, the cost of which (including both hard and soft costs) is estimated at \$118 million including a 25% premium to deal with the heritage aspects of the building and a 15% contingency.
- The retrofit/modernization program would be undertaken during 2022–2023, with a scheduled completion in 2024.

#### 4. Leasing Costs for Third-Party Leases

- The City leases 54,473 square feet in four different locations at an annual cost of \$1.4 million, based on 2016 leased rates.
- A portion of the third-party leases will be terminated due to the additional employees being accommodated through the office modernization program.

#### 5. City Leasing Revenue Generated at 399 The West Mall

- The City leases 4,700 square feet at 399 The West Mall and 2 Civic Centre Court for a total annual revenue of \$84,500, based on 2016 leased rates.

## 6. Revenue Generated through Land Sales

- Key assets for consideration include:
  - Block 1, 2B, 3, 4 (lands currently designated as the new ECC site, which would not be required if the current ECC is retained), 5 and 6 of the WTL; and
  - 3326 Bloor Street West.

## 7. Community Hub

- The construction of a civic square over the existing surface parking lot of 132 spaces has the same costs as those in Option 2.
- Due to the substantial number of units planned in the Kipling and Bloor area, a new City recreation centre and library and expanded child care are assumed to be built as part of Build Toronto's first phase of development (Block 1) of the WTL to the same size and cost as set out in Option 2.
- Option 1 includes a loss in land sale revenue to reflect the floor area (100,000 square feet) occupied by these facilities.

A net present value of the 30-year cash-flow projection (operating and capital costs) for Option 1 are provided in Table 1. A complete list of key assumptions for Option 1 are set out in Appendix 5.

**TABLE 1: Option 1 – Net Present Value – Capital and Operating Costs over 30 years**

Option 1: Status Quo	
Base Building	
Total Capital Costs	(\$135)
Total Operating Costs	(\$117)
Sale of Block 4 New ECC	\$26
<b>TOTAL Base Building</b>	<b>(\$226)</b>
Community Hub (Capital and Operating Costs)	
Recreation Centre	(\$96)
Toronto Public Library	(\$24)
Civic Square	(\$33)
Civic Square Parking	(\$4)
Loss of Block 1 Sale Revenue	\$6
<b>TOTAL Community Hub</b>	<b>(\$162)</b>
<b>TOTAL NPV Costs</b>	<b>(\$388)</b>

Note: Underground parking is included in the base building capital and operating costs.



## Option 2: A New ECC

### 1. Office Building and Civic Space Statistics

- At the time of the design competition, the building program allowed for municipal offices of 330,000 square feet. This space allowed for a base building of 230,000 square feet, plus 100,000 square feet of future expansion. Upon further analysis of current staff space needs, staff complements (FTE) and space to accommodate future growth, the office building program for a newly constructed ECC was adjusted to provide a base building of 195,000 square feet and 65,000 square feet for future expansion (based on a 1 % annual growth over a 30-year period), for a revised office building program of 260,000 square feet.
- The office space requirements, plus future expansions, were established by applying the *Office Modernization Standard* of 160 square feet per employee to current and future FTEs.
- The Civic Space includes a multi-use community council chamber, public counter and access space for Building, Planning, Clerks, Committee of Adjustment and Health Departments, councillor offices and other civic support spaces which amounts to 126,000 square feet. This is an increase in approximately 82,000 square feet and reflects the tremendous growth in Toronto's west end since the construction of the original ECC over the last 60 years ago.

### 2. Community Hub Building Statistics | Program

- Based on the winning design submission of Adamson | Henning Larsen | PMA Landscape Architects, the building programs for the new ECC contemplating a community hub were revised to include a community recreation centre of 70,008 square feet; a TPL District Library of 22,647 square feet and a childcare centre of 8,611 square feet.
- The revised building program for the New ECC and a comparison to the building program for the Status Quo can be found in Appendix 6.
- Community recreation centre
  - PF&R staff confirm that their ten-year Facility Master Plan 2019–2029, which will be before City Council in the fall of 2017, has identified the WTL as one of five growth areas with a demonstrated need for a future community centre. The timing for providing a new community recreation centre in the ECC Precinct is in line with a proposed completion of a new ECC, should it proceed.
  - The YMCA has expressed an interest in operating a recreation centre on the WTL. The YMCA model requires two-thirds of the capital costs to be borne by the City, with the remaining one-third capital and all operating and maintenance costs assumed by the YMCA for a 30-year period. Both a City-operated and a YMCA-operated recreation centre are modelled in the financial analysis.
  - Notwithstanding the above, PF&R are the preferred operator to deliver services needed in this growth area, through a City-operated community recreation centre.
- TPL District Library
  - TPL staff have expressed an interest in being part of a community hub at a new ECC, which offers opportunities for program synergies with the recreation centre. Such a model has recently been implemented at the new Bessarion Community Centre and Library.
  - The TPL is also underway with a facility master plan review in which it will examine facility needs against service delivery and growth areas. Currently it is operating under a direction from its Board that TPL cannot increase the number of branches beyond its current 100 facilities.

- TPL staff is aware of the growth pressures in south Etobicoke, given the pace of development, and intends to address these and other City growth needs through the Facility Master Plan review. Timing for completion of the TPL report is not yet determined; however, a district library has been included in the analysis as an option, and the design allows for the library to be phased in at a later date should it be required.
- Childcare centre
  - The expanded daycare centre proposed for the new ECC may be operated by the existing Alderbuds Child Care Centre at the current ECC or by an alternative City approved provider.

### 3. Capital Analysis

- The capital analysis focuses on costs associated with the construction of a new ECC, and include site preparation, servicing costs, and hard and soft construction costs. The Class D Cost Estimate report prepared by Finnegan | Marshall provides the first benchmark for budgeting the costs of a new ECC. Following the winning Adamson | Henning Larsen | PMA Landscape Architects submission, Finnegan | Marshall reviewed the cost estimate prepared by Altus for the winning submission, which was in line with the Finnegan | Marshall cost estimate
- A third cost review was undertaken by EllisDon Corporation, a leading contractor that has designed, financed, constructed, operated and maintained key private and institutional projects in the City. EllisDon completed an order-of-magnitude cost estimate based on the Adamson | Henning Larsen design package. The estimate is based on comparisons to similar buildings currently in the development and construction phase, as well as escalated costs from similar past projects.
- The EllisDon exercise confirms earlier costs estimates and a projected base building budget of **\$167,918,856** for the municipal building program, excluding the recreation centre, the district library and the childcare centre.
- Discussions with PF&R and TPL staff confirmed hard and soft construction costs per square foot for recently completed projects of similar scale and size; these costs also are in line with the cost estimated provided by Finnegan | Marshall and EllisDon. The addition of these three building programs would cost **\$52,931,300**, increasing the building budget to **\$220,850,156**.

### 4. Operating Costs

- Third-party sources have provided operating expenses for Class A office buildings to inform estimated operating costs for the municipal offices of the ECC.
- Operating costs for recently constructed community recreation centres and TPL facilities have informed the estimated operating costs for each building component of the ECC.
- PF&R have suggested \$2 million as the annual net cost for operating a City recreation centre after deducting program revenues.
- The YMCA facilities are operated on a break-even basis

A net present value of the 30-year cash flow projection for operating and capital costs for Option 2 are provided in Table 2. A complete list of key assumptions are set out in Appendix 7.

**TABLE 2: Option 2 - Net Present Value – Capital and Operating Costs over 30 Years**

Option 2: New ECC	
Base Building	
Total Capital Costs	(\$207)
Total Operating Costs	(\$64)
Sale of 399 The West Mall	\$41
<b>TOTAL Base Building</b>	<b>(\$229)</b>
Community Hub (Capital and Operating Costs)	
Recreation Centre	(\$96)
Toronto Public Library	(\$24)
Civic Square	(\$33)
Civic Square Parking	0
<b>TOTAL Community Hub</b>	<b>(\$153)</b>
<b>TOTAL NPV Costs</b>	<b>(\$382)</b>

Note: Underground parking included in the base building capital and operating costs.

## Revenue and Funding Sources

### Revenue – Land Sales

Build Toronto was directed to examine potential revenue streams generated from development and land sales of three key assets:

- The WTL ( Blocks 1, 2B, 3, 5 & 6);
- Bloor | Islington; and
- 399 The West Mall/2 Civic Court.

A development concept was undertaken for each of the key assets in consultation with City Planning, the local Councillor and stakeholders to identify realistic and supportable development uses for these assets. The development concepts generate site statistics which then informed a financial pro forma and residual land value (“RLV”) analysis. The RLV is an effective tool in determining land value, as it examines value based on what developers are willing to pay once they factor in:

- All costs to improve the property, including developer’s profit;
- Trends in the end-use markets to determine the future sales proceeds; and
- Developer’s risk to bring the property to market.

Unlike the appraisal process, which determines land value based on land with similar characteristics that has recently been sold, and which assumes the land should sell a similar price, the RLV determines land value based on what developers will pay for land once they factor in costs, (including those specific to the property in question) revenues (based on the most current information for the sale of finished residential units) and the risk in bringing the land to the market.

N. Barry Lyons Consultants, a leader in evaluating land based on RLV, was retained to provide this analysis for the key assets. Build Toronto supplemented the analysis with data generated by due diligence undertaken for each asset. The RLV for each asset is presented at three periods in time:

1. Future discounted dollars (at the time of project completion);
2. The time of sale, when land is discounted back from project completion to the time at which Build Toronto anticipated disposing of each property; and
3. Present 2017 dollars, representing the discounted value of the asset if it were to be acquired by a developer today, but developed in the future according to the anticipated development timelines.

The asset values are summarized in Table 3.

**Table 3: Summary – Site Statistics and Total RLV**

Summary of Financial Pro Forma and RLV by Asset				
Land Asset	Site Area	Residential Units	Total GFA (residential and commercial)	TOTAL RLV (millions)
WTL <sup>1</sup> (Blocks 1, 2B, 3, 5 and 6)	9.1	2,723	2,341,553	\$133
WTL <sup>1</sup> - Blocks 4	3.4	318	675,230	\$25
Bloor   Islington <sup>1</sup>	5.2	1,371	1,372,896	\$54
399 The West Mall/2 Civic Court <sup>2</sup>	5.2	1,376	1,327,739	\$40
<b>TOTAL</b>	<b>22.9</b>	<b>5,470</b>	<b>5,042,188</b>	<b>\$252</b>

1. Total GFA includes residential and commercial GFA.
2. Total GFA consists of only residential GFA.

### Funding Sources

The area surrounding the new Dundas Street and Kipling Avenue will be experiencing significant growth, based on the scale of both proposed and future development in this area. N. Barry Lyons Consultants have estimated that the unsold inventory and future unreleased supply at four (4) competitive developments in the nearby area (including Build Toronto's Bloor | Islington and WTL properties), is likely to represent in the range of 9,000–10,000 units of future development.

Based on this growth in the immediate there is a potential Section 37 funding source in the order of \$22.5 million to support the community hub components of this project. This value has been conservatively estimated based on the projected 9,000 future residential units and an estimated Section 37 funding of \$2,500 per residential unit.

In regards to development charges, to the extent that the community hub facilities (the child care centre, the recreation centre, library and the civic square) are determined to benefit new development, the capital costs for these facilities can potentially be recovered through development charges. As the City is currently engaged in updating their development charges by-law, considerations should be given to including those eligible ECC community hub capital costs in the development charges by-law review.

### Toronto Parking Authority (“TPA”)

During the design and financial review process, TPA was engaged regarding its potential interest in operating and maintaining the proposed underground parking structure. TPA has advised that it could potentially fund a portion of the capital for the underground garage to a value of \$50,000/parking stall. Given the proposed parking count of 430 spaces, TPA’s capital contribution is \$22 million, against a capital cost to construct the underground garage of \$28 million for Option 2 and a \$7 million capital contribution against a \$10 million capital cost for Option 1. The model has factored in the TPAs capital contribution under both Options and has assumed the parking revenue would flow to the TPA.

### Potential Delivery Models

Key to any delivery model is identifying, as the very first step, a very detailed building program and list of requirements through a comprehensive review with all affected users and then “locking down” this information so that users cannot add scope after the project goes to design and construction. Typically changes in scope after the fact cost substantially more and delay the project and are a major reason why projects go over budget and schedule. Therefore, in any next phase it is very important that substantial time be spent defining these requirements as a very first step.

Once the user building program and requirements are established, the degree to which a design is developed before tendering to a contract will be based on the delivery method chosen. Three alternatives have been identified for delivery of Option 2 (Design-Bid-Build, Design-Build, and Design-Bid-Finance-Maintain) for more detailed consideration in the next phase of this project.

#### Design-Bid-Build

This is the traditional model in which an architect, engineers and other design consultants are hired to design the facility, produce working drawings and technical specifications and tender and contract documents. This package of information is then sent out to prequalified contractors to provide a stipulated (or fixed) price bid. The contractor awarded the work is then supervised by a City Project Manager and the architect and its design team. While the advantage of this model is the clarity and control of the end product, issues which lead to cost overrun are:

- Identifying pertinent site conditions in the tender documents;
- Coordinating the drawings and specifications between the various design disciplines so as to avoid conflicts in construction;
- Ensuring the drawings are complete in all detail;
- Ensuring all regulatory requirements are addressed in the design documents; and
- Having sufficient expertise to ensure that the design can be constructed within the budget.

The last issue is very significant in projects such as this as the design of a civic centre is somewhat unique and ensuring that every facet and component of the design has been evaluated not only from an aesthetic and functional standpoint, which designers do well, but from a value engineering point of view is very difficult. Costing a project as the design progresses is very difficult. The City has tried to address this issue with its *Major Capital Project Approval Process* but contractors and cost consultants price what they see and until the full drawings are prepared, the many minor details are not included in the cost estimate until the design is complete.

### Design-Build

In the design-build model, an architect and design team is hired to prepare the first and some of the second step in the design process which steps are referred to as schematic design (where the detailed dimensions, exterior cladding and common areas are identified as to approximate type of material) and design development (where more detail on the material, colour and type of material of the interior common areas and exterior cladding are specified). The design team then prepares specifications which are performance based to guide the contractor's designers in completing the design, working drawings and constructions specifications. These specifications are important because while this model gives the contractor the option to choose materials and equipment it is important that they have guidance on quality, longevity and other performance measures so as to ensure that the contractor does not automatically select the lowest price option. This model requires the City team to identify what elements of the design are important from an aesthetic and functional point of view and is a very different approach from the typical design-bid-build model. The design work completed and performance specifications along with a tender and contract are sent out to prequalified contractors to bid a fixed price for the design and construction of the project. The designs produced by the contractor's team will be reviewed and approved by the City and its design team for conformity with the specified design.

The design-build model can transfer to the design-build contractor the risks of site conditions, drawing coordination and detail and governmental approvals and reduces the potential for cost overruns. However in adopting this model the City loses control of the design of details in the building not included in the tender documents.

### Design-Build-Finance-Maintain

This model differs from the design-build model in that it better aligns the design-build contractor with the City. Because the contractor has to maintain and replace building components and equipment (e.g. roofs, parking structures, chillers, boilers, windows etc.) over the 30 year maintenance period, the quality of the design is improved to minimize such costs. The typical design-build-finance-maintain project is financed 100% by the design-build contractor until completion of construction when the City would pay 50% to 75% of the cost and finance the balance over the 30 year period. While the interest costs are higher than those that would be incurred by the City, experience from other government agencies indicates that there may be offsetting savings in maintenance costs.

## Conclusions

A comprehensive financial analysis was undertaken to assess the merits of relocating and constructing a new ECC versus retaining and retrofitting the existing facility, which has surpassed its physical and economic life. The analysis examined two key variables: capital costs (new construction and retrofit) and operating costs for two building components:

- Base municipal office building, including the underground parking and childcare centre; and
- Community hub (recreation centre, library, civic square).

The capital and operating costs were projected for 30 years and net present value ("NPV") assessed in 2018 dollars in order to provide a comparison of both options. The NPV analysis highlights the following key conclusions:

- Option 2, a new ECC, will require greater capital costs to construct; however, over the 30-year time frame, it will be significantly less costly for the City to operate and maintain.
- Operating and maintenance costs for Option 2 will be significantly lower, due to greater efficiencies in purpose-built space designed to today's standards, and to energy efficiencies achieved through new technologies and targets that cannot be accommodated in a retrofit exercise.
- The NPVs for the community hub components (recreation centre, library, civic square) are essentially equal, as both options anticipate newly constructed facilities to meet the needs of growth in this area of the City.
- Two capital/operating models exist for the provision of community centre in this project: a City- or a YMCA-operated recreation centre. Given the difference in capital and operating funding, a City-operated recreation centre will require an additional \$68 million expenditure over the 30-year time frame, in comparison with a centre partially funded and fully operated by the YMCA.

A financial analysis also examined revenue and funding sources. Three key City assets were examined, and development concepts and residual land values were completed to identify a potential revenue stream which, if supported by City Council, could be directed as recoverable debit in this City-Building initiative. In addition, the analyses also provided an order of magnitude for the City's development charges and Section 37 funding tools. The analysis highlights the following:

The financial analysis, as summarized in Tables 1 and 2, highlights the following conclusions:

- In NPV terms, the Options are approximately equal; Option 2 will have greater capital costs up front; however, over the 30-year time frame, it will be significantly less costly for the City to operate and maintain due to newer building technologies and sustainability measures that can only be achieved in a newly constructed building.
- The community hub components (recreation centre, library and civic square) are essentially equal in their NPV values, as both Options anticipate newly constructed facilities.
- Revenue generated by land sales under both options highlights a potential revenue stream to support a significant portion of the capital costs associated with either Option 1 or 2, should City Council elect to direct this revenue to a retrofit or newly constructed ECC.
- Additional funding sources, such as Section 37 contributions, can potentially fund the community hub component under both options.
- To the extent that the community hub facilities are determined to benefit new development, the costs can potentially be recovered through development charges for components such as the child care centre, the civic square, the recreation centre and library. Such eligible capital costs should be considered for inclusion in the updated development charge by-law currently underway by City staff.
- The Toronto Parking Authority offers an additional funding source in both capital and operating costs associated with the proposed underground parking garage contemplated for both Option 1 and 2.

Notwithstanding the financial analysis, advancing the relocation of a new ECC will create value for the City in the following areas:

Option 2 will deliver the following additional benefits:

- Support for the City's Official Plan and Secondary Plan policies which identifies the WTL as one of four centres to be developed as "vital mixed use communities" providing a range of institutional, residential and office uses.
- Development of a highly accessible Civic Centre, with direct transit access to subway, GO buses/trains and MiWay, that will improve accessibility for the City's residents and staff.
- Development of a workplace environment that fosters the health and well-being of its employees and visitors and serves to minimize absenteeism and promote productivity.
- Achieve a net zero energy and carbon foot print target, which the City has endorsed in its environmental sustainability targets and policies.
- Integrate civic facilities in a new community hub which will service the growth in this area of the City.
- Minimize disruption to City staff and services by permitting operations to continue while a new ECC is constructed; relocations are minimized to a single move.
- Create a new "heart" for the Etobicoke Civic Centre Precinct that can serve as a catalyst in an area where the City is making significant investment in infrastructure.
- Optimize the use and value of City owned assets while creating City building opportunities at each location.

In conclusion, the financial analysis and value-add opportunities presented support advancing the relocation and construction of a new ECC to Block 4 of the WTL and advancing program and concept designs on the path to defining and planning this significant City-building initiative.

## Recommendations

A successful design competition along with a comprehensive business case analysis, support moving forward with further project planning for the relocation and construction of a new ECC to Block 4 of the WTL. In order to advance the next phase of this significant City-building initiative, it is recommended that:

1. City Council accept The Adamson | Henning Larsen | PMA Landscape Architects winning submission and approve it as the conceptual design for a new ECC on the WTL.
2. Adamson | Henning Larsen | PMA Landscape Architects, and other consultants, be retained to proceed with:
  - a. Development of a detailed building program review in consultation with City stakeholders;
  - b. Completion of site investigation, schematic design and design development for a new ECC at the WTL;
  - c. Initiate the Site Plan Approval pre-application process;
  - d. Creation of a Class C Cost Estimate and project budget/schedule; and
  - e. Identification of a recommended project delivery methodology.
3. The City's Budget Committee allocate \$3.5 million in the 2018 Capital Budget Plan to complete the scope of work outlined in item 2.
4. The City include eligible components of the Etobicoke Civic Centre and Community Hub project costs in the City's development charges by-law review currently underway.
5. The Toronto Realty Agency lead the next phase of the new ECC relocation project, in collaboration with City staff, as set out in item 2 and report to City Council in Q1 2019.



## Appendices

- Appendix 1: City Council Direction, July 16, 2016
- Appendix 2: New Etobicoke Civic Centre Building Program
- Appendix 3: Jury Members and Technical Advisory Specialists
- Appendix 4: Etobicoke Civic Centre Design Competition Winning Submission – Adamson|Henning  
Larsen|PMA Landscape Architects
- Appendix 5: Option 1: Status Quo Project Assumptions
- Appendix 6: Building Program Comparison – Status Quo vs New ECC
- Appendix 7: Option 2: New Etobicoke Civic Centre Project Assumptions

## Tracking Status

- [City Council](#) adopted this item on July 12, 2016 without amendments.
- This item was considered by the [Executive Committee](#) on June 28, 2016 and adopted without amendment. It will be considered by City Council on July 12, 2016.

## City Council consideration on July 12, 2016

EX16.22	ACTION	Adopted		Ward: 1, 2, 3, 4, 5, 6, 7, 11, 12, 13, 17
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## Etobicoke Civic Centre Relocation

### City Council Decision

City Council on July 12, 13, 14 and 15, 2016, adopted the following:

1. City Council direct City Planning and request Build Toronto, in consultation with Real Estate Services, to lead a site planning and massing exercise for the current Etobicoke Civic Centre Complex lands and to advance the current site planning and massing exercise established by Build Toronto for the Bloor/Islington lands, to an extent sufficient to inform the business case for each site, and to report back to City Council in the third quarter of 2017 with the results.
2. City Council request Build Toronto to lead a design competition for the Westwood Theatre Lands, limited to establishing a new Etobicoke Civic Centre Complex and developing potential recommendations to the existing Build Toronto concept plans, and direct City Planning and Real Estate Services to provide advice and support to Build Toronto, and to report back to City Council in the third quarter of 2017 with:
  - a. results of the design competition; and
  - b. a draft building program for a new Etobicoke Civic Centre.
3. City Council direct the Chief Corporate Officer, in consultation with Build Toronto and City Planning, to establish a business case that considers the costs and revenues associated with the proposed plans for the Westwood Theatre Lands, Bloor/Islington, and current Etobicoke Civic Centre Complex lands, and to report back to City Council in the third quarter of 2017 with:
  - a. the cost and feasibility of relocating the Etobicoke Civic Centre Complex to the Westwood Theatre Lands;
  - b. the cost associated with other proposed public spaces and/or community facilities; and

c. potential revenues and/or funding sources, including revenue estimates from the sale of City-owned lands at the current Etobicoke Civic Centre Complex, Bloor/Islington and surplus properties near the Westwood Theatre Lands.

4. City Council direct the Chief Corporate Officer, City Planning and the Affordable Housing Office, in consultation with Build Toronto, to determine opportunities for affordable housing at the Westwood Theatre Lands, Bloor/Islington lands, and current Etobicoke Civic Centre Complex Lands through the business case and site planning process, and to report back on such opportunities to City Council in the third quarter of 2017.

### **Background Information (Committee)**

(June 14, 2016) Report from the Chief Corporate Officer and the Chief Planner and Executive Director, City Planning on Etobicoke Civic Centre Relocation

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-94277.pdf>)

Appendix A - Location Map

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-94278.pdf>)

Appendix B - Property Outlines

(<http://www.toronto.ca/legdocs/mmis/2016/ex/bgrd/backgroundfile-94279.pdf>)

### **Motions (City Council)**

*Motion to Adopt Item (Carried)*

### **Executive Committee consideration on June 28, 2016**

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Source: Toronto City Clerk at [www.toronto.ca/council](http://www.toronto.ca/council)

## Appendix 2: Building and Open Space Program

Parts 1-4 of the following building program pertain to the municipal offices, community gathering, civic ceremonial and service centre areas within the Etobicoke Civic Centre. Area and functional requirements are noted as appropriate for each component of the program, including requirements for access and security where necessary.

### Part 1: Office Space

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Office Space	330,000 SF	<ul style="list-style-type: none"><li>• All office space will follow OMP guidelines (High level outline provided in the Reference Documents)</li><li>• No minimum/optimal footprint size listed. The competitors should recommend an optimal size and shape of floorplate. Floorplate size and footprint must be practical, flexible and efficient for the City's office needs.</li></ul>

## Appendix 2: Building and Open Space Program

### Part 2: Community Service Space

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Public Counters and Support Functions	3,500 SF	<p>Counter Strategy Team Divisions: Revenue Services, Transportation Services, City Clerks, PF&amp;R, Toronto Buildings, MLS, Toronto Water, EDC, City Planning, Court Services</p> <ul style="list-style-type: none"> <li>• Flexible space as we move towards automation and online services; requirement for both counter / wicket as well as both / small meeting space for longer interactions</li> <li>• Easily visible/accessible space for the public; preference would be for ground floor</li> <li>• Barrier free; fully accessible (AODA) Including accessible wicket for wheel chair</li> <li>• Clear signage and wayfinding</li> <li>• Open concept &amp; natural light</li> <li>• Welcoming waiting area with fixed seating, TV and queuing system</li> <li>• Triage / greeting desk or counter up front to welcome customers and offer assisted service on self-serve terminals</li> </ul> <p>The space design may include the following components:</p> <ul style="list-style-type: none"> <li>• Self-serve terminal area</li> <li>• A waiting area</li> <li>• Counters and wickets (# between 5 and 15)</li> <li>• A triage / greeter desk / counter</li> <li>• Meeting booths</li> <li>• Interactive Directory and information screen</li> <li>• Signage and banners</li> <li>• Brochure stands</li> <li>• Counter surface area for customers use</li> <li>• Back office space for 10/15 staff</li> </ul>
	6,000 SF	<p>Employment and Social Services Centre:</p> <ul style="list-style-type: none"> <li>• Includes the reception counter, interview booths and employment centre (optional can be included in the podium or office tower)</li> </ul>

## Appendix 2: Building and Open Space Program

### Part 2: Community Service Space (continued)

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
<b>Toronto Public Health Clinics</b>	min. 4,000 SF	<p>Clinics do not have to be adjacent.</p> <p>Dental Clinic (60%)</p> <ul style="list-style-type: none"> <li>Easily accessible/visible to the public, preferably ground floor</li> <li>Barrier free; fully accessible (AODA)</li> <li>Sterile environment, easy to sterilize (linoleum floors etc.)</li> <li>Space for sterilization equipment, dental chairs, waiting area</li> <li>Special requirements for ventilation, walls etc.</li> </ul> <p>Breast Feeding Clinic (40%)</p> <ul style="list-style-type: none"> <li>Warm welcoming environment with soft seating</li> <li>Access to natural light is critical</li> <li>Easily accessible/visible to the public, preferably ground floor</li> <li>Barrier free; fully accessible (AODA)</li> <li>Private rooms for breast feeding, reception area, front counter, space for equipment</li> </ul>
<b>Sick Room</b>	500 SF	<ul style="list-style-type: none"> <li>Health and safety room for staff. Should fit approximately 5 cots and have an adjacent first aid room with 1 cot and sink.</li> </ul>
<b>Prayer Room</b>	200-250 SF	<ul style="list-style-type: none"> <li>Room should be positioned in a publicly accessible space, with a window facing east. The room should also have a supplementary space that is designed to facilitate persons washing their feet prior to prayer. If this supplementary space could only be accessible from inside the prayer room, that would be preferable.</li> </ul>
<b>Food Vendor</b>	500 SF	<ul style="list-style-type: none"> <li>Ground floor Café space/pop-up space. To be leased out. Potential for a variety of tenants depending on the season.</li> </ul>
<b>Retail Space</b>	10,000 SF	<ul style="list-style-type: none"> <li>Leasable grade-related space for retail, likely will include a restaurant and service retail uses.</li> </ul>

## Appendix 2: Building and Open Space Program

### Part 3: Civic Space

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
<b>Council Chambers and Members Lounge</b>	Member seating for 13; Public gallery for minimum 100 people; 6,000 SF	<ul style="list-style-type: none"> <li>Easily visible/accessible space for the public; within the podium of the building</li> <li>Barrier free; fully accessible (AODA)</li> <li>A modern Council Chamber with built in flexibility to be converted to community space when needed</li> <li>Tiered floor, while still allowing for flexibility</li> <li>In order to hold meetings which meet the legal test for being open to the public, the chamber must be generally accessible to the public within the context of the facility and be free of barriers or impediments that might give rise to a complaint under the closed meeting rules (s. 190 COTA)</li> <li>There are separate entrances to the meeting room for Members of Council and the public.</li> <li>There is a secure evacuation route for Members and Officials.</li> <li>The facility can be configured to establish security check points for members of the public entering the meeting room.</li> <li>The Member's seating area and the public areas can be adequately separated by permanent or temporary fixtures or measures.</li> <li>There should be an adjacent, private retiring area for the Members (Member's Lounge) and City officials (should be multi-purpose, community use when not used for council)</li> <li>There should be an adjacent, private work area for visiting City officials to work while on call to answer questions during community council meetings</li> <li>The meeting room can be closed to the public and secured for closed sessions of meetings (including sound-proofing)</li> <li>There is a sufficiently large waiting area outside the Chamber for the public and media to wait during closed sessions.</li> </ul>
<b>Constituency Offices</b>	min. 7,300 SF	<ul style="list-style-type: none"> <li>Build in flexibility, currently 11 Councillor office, but may change in the future depending on Ward Boundary review. This area should be secured by a reception desk (staffed by clerks).</li> <li>660 SF per councillor office</li> </ul>
<b>Public Meeting Rooms</b>	min. 6,000 SF	<ul style="list-style-type: none"> <li>Multi-purpose public meeting rooms that can be converted into boardrooms, theatre style rooms, training space etc.</li> <li>Easily visible/accessible space for the public; within the podium</li> <li>Barrier free; fully accessible (AODA)</li> <li>Natural light</li> <li>One large meeting room will be utilized as a wedding chapel with occupancy between 25-35 people. Flexible space that can be both a simple wedding chamber as well as community space.</li> </ul>

## Appendix 2: Building and Open Space Program

### Part 3: Civic Space (continued)

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Atrium	scale TBD by competitors	<ul style="list-style-type: none"><li>• Prominent public entrances, public washrooms, Barrier free; fully accessible (AODA), open transparent design, flexible atrium space, clear wayfinding, exposure to natural light. Security desk by the entrance.</li></ul>
Art Display Area	<p>Gallery Display: min 250 running feet of wall space</p> <p>Additional wall space for the Etobicoke Hall of Fame (approx 30 running feet)</p>	<ul style="list-style-type: none"><li>• Ground floor, easily accessible public space. The exhibitions are enjoyed not only by dedicated art visitors but also by many casual users who are at the ECC for other purposes.</li><li>• Increased gallery space that allows for display of more modern art forms, including multi-media (power required).</li><li>• Preference for alcoves within hallway foyer areas for sculptures/3D art, finding the balance between easily accessible space, but space that is not frequently in use for other purposes</li><li>• Monthly art receptions space near the artwork (should be multi-purpose space, not dedicated) for example the new council chamber or the atrium.</li></ul>



## Appendix 2: Building and Open Space Program

### Part 4: Support Space

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Copy Centre and Records Storage	2,000 SF	<ul style="list-style-type: none"><li>• Can be below grade</li></ul>
Storage	14,000 SF	<ul style="list-style-type: none"><li>• Can be below grade - EDC(150), TPH (200), FM emergency preparedness (12,000), FM storage (1,000), FM workshop (600), FM office (200)</li><li>• (Civic Centres are often short on storage space - FM suggests using 5-10% of the total SF to determine building storage space - includes floor and basement storage)</li></ul>
Receiving	As per zoning by-law requirements	<ul style="list-style-type: none"><li>• Custodial equipment loading area, standard size. Some secured storage should be located near the receiving dock.</li></ul>
Service Facilities	800 SF	<ul style="list-style-type: none"><li>• Custodial storage/slop rooms/ staff rooms/lockers throughout the building.</li></ul>

## Appendix 2: Building and Open Space Program

### Part 5: Toronto Public Library District Branch

The Toronto Public Library (TPL) District Branch proposed as part of the Etobicoke Civic Centre represents an important opportunity for the TPL to co-locate with other important community services at the heart of the Etobicoke community. At this point in time, funding for this proposed new district branch has not been secured, so competitors are to plan and design the Library component of the building program as a component that can be constructed in a later phase.

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
<b>TPL District Branch</b>	25,000 SF	<ul style="list-style-type: none"><li>• One storey facility is preferred and at grade or directly assessable from grade is preferred, with separate public entrance</li><li>• Barrier-free operation in compliance with Ontario Building Code (OBC) and Accessibility for Ontarians with Disabilities Act (AODA)</li><li>• Use of natural light</li><li>• Independent operation and metering of all HVAC, utilities, and security systems</li></ul>

## Appendix 2: Building and Open Space Program

### Part 6: Community Recreation Centre

The Community Recreation Centre proposed as part of the Etobicoke Civic Centre includes programming relating to active recreation and sport, as well as multi-purpose rooms to accommodate a range of community-based programs.

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
<b>Community Recreation Centre</b>	67,000 SF	<p>Pool (2 pools - Teaching Pool and Leisure Pool): - with multiple tanks to include the following:</p> <ul style="list-style-type: none"> <li>• Viewing area</li> <li>• Design pool to be air tight from the rest of the facility to ensure humidity remains in the pool area</li> <li>• Accessible filter room on the same floor as the pool for maintenance staff</li> <li>• High speed sand filter system</li> <li>• No hot tub or whirlpool</li> <li>• Total deck area 6858 sq ft</li> <li>• To meet the City of Toronto Indoor Pool Provision Strategy</li> <li>• Teaching Pool - 25 m 6 lane pool – 4,036 SF</li> </ul>
		<p>Double Gymnasium - 6,000 SF:</p> <ul style="list-style-type: none"> <li>• Sound proof and motorized dividers</li> <li>• Include a stage in the gym if not able to provide an auditorium</li> <li>• Spectators area</li> <li>• Indoor track above the gym</li> </ul>
		<p>Change Rooms:</p> <ul style="list-style-type: none"> <li>• Separate change rooms for the pool, health club and gym, and located on the same floor</li> <li>• Include family change rooms</li> </ul>
		<p>Multi-Purpose Rooms:</p> <ul style="list-style-type: none"> <li>• 3 to 4 separate rooms - a combination of large, medium and small size rooms</li> <li>• One room for 200 people (dividable)</li> <li>• One room for 100 people</li> <li>• Two rooms for 50 people</li> </ul>

## Appendix 2: Building and Open Space Program

### Part 6: Community Recreation Centre (continued)

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Community Recreation Centre (continued)		Kitchen: <ul style="list-style-type: none"> <li>• Could be a component of one of the larger size multi purpose rooms</li> <li>• 250 sq. ft.</li> <li>• To be used for programming and permits</li> </ul>
		Storage Space: <ul style="list-style-type: none"> <li>• Lots of storage space that is separate for each facility component with room to grow</li> <li>• Separate storage areas for facility maintenance staff</li> </ul>
		Control Areas: <ul style="list-style-type: none"> <li>• Separate functional control areas for each component of the centre – pool, gym, health club with a card swipe system</li> </ul>
		Reception: <ul style="list-style-type: none"> <li>• Welcoming reception area</li> </ul>
		Recreation Staff Offices: <ul style="list-style-type: none"> <li>• Offices for full time staff (2) to reception possibly as a hub – will depend upon facility design</li> <li>• Offices for part time staff (2) located in the appropriate program areas – aquatics part time offices to have windows to pool</li> </ul>
		Facility Staff Office: <ul style="list-style-type: none"> <li>• Separate office for custodian staff</li> </ul>
		Loading Area: <ul style="list-style-type: none"> <li>• To receive deliveries</li> </ul>

## Appendix 2: Building and Open Space Program

### Part 7: Daycare Centre

The Daycare Centre proposed as part of the Etobicoke Civic Centre is intended to replace the existing Alderbuds Child Care Centre at the current ECC, including additional areas representing an expansion of programming and based on current best practices in child care design. The daycare is to be designed in compliance with Ministry requirements as well as the City of Toronto's Child Care Design & Technical Guideline, and additional guidelines pertaining to rooftop play areas also apply, and have been included in the Reference Documents of the RFP.

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Daycare Centre	8,550 SF	Office Space: 144 SF
		Parent/Staff Resource Room: 200 SF
		Meeting Room / Second Office: 200 SF
		Laundry Room / Toy Washing Station: 150 SF
		Kitchen: 400 SF
		Staff Washrooms (2) – Barrier Free: 200 SF
		Stroller Storage Space – centre & parent: 240 SF
		Staff Room: 250 SF
		Gross Motor Space: 300 SF
		Front Lobby: 100 SF
		Janitorial Room: 25 SF
		Infant Playroom/Sleep Room (1): 850 SF
		Toddler Playrooms (2): 1080 SF
		Preschool Playrooms (2): 1600 SF
		Mechanical/Electrical Room: 150 SF
		Washrooms (3) - infant, toddler & preschool: adjacent to playrooms
	3,000 SF	Playgrounds (3) – infant, toddler, & preschool

## Appendix 2: Building and Open Space Program

### Part 8: Civic Square

The Civic Square at the Etobicoke Civic Centre is intended as a prominent, bright, welcoming and well-used public open space, capable of accommodating a range of activities, gatherings, and events that support an engaged community. Requirements around the scale of the square, its orientation and its design features are outlined in the following pages. The animation of the square, and the meaningful relationship between the square and the architecture of the civic centre, are of particular importance.

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Civic Square	min. 37,000 SF	<p>Pedestrian Connections / Connections at Street Level / Parking Access:</p> <p>Priority to pedestrian connections and accessible to all users</p> <ul style="list-style-type: none"><li>• widened/extended sidewalks</li><li>• use of different pavements to better identify pedestrian areas</li><li>• vehicle access, consideration of load requirements on the civic square (ie delivery, loading, temporary parking, emergency)</li><li>• must follow City of Toronto Accessibility Design Guidelines and the AODA</li><li>• Identify Civic Centre entry points</li><li>• Identify potential points for PATH access to the Kipling Subway Station</li><li>• Identify underground parking access points and servicing points located away from Bloor, Dundas and Kipling street frontages</li><li>• Identify bike parking facilities</li><li>• Identify loading zone</li></ul>

## Appendix 2: Building and Open Space Program

### Part 8: Civic Square (continued)

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Civic Square (continued)		<p>Multi-Purpose / Flexible Outdoor Event Space:</p> <ul style="list-style-type: none"> <li>A space to showcase Toronto's culture through art and events.</li> </ul> <p>Current ECC Events to be accommodated:</p> <ul style="list-style-type: none"> <li>Remembrance Day (800+ participants) - will increase in participants as more schools are participating</li> <li>Farmer's Market (50+ vendors, 20,000 SF)</li> </ul> <ul style="list-style-type: none"> <li>Medium sized permanent stage (AODA compliant)</li> <li>Include storage, lighting and A/V (can be below grade)</li> <li>Include barrier free public washrooms</li> <li>Potential for an outdoor eating area with a canopy (temporary structures require manpower for teardown)</li> </ul>
		<p>Streetscape Design / Street Furniture:</p> <ul style="list-style-type: none"> <li>Moveable tables/chairs, light fixtures, benches/seating, picnic tables, planters, waste/recycling bins</li> </ul>
		<p>Podium Roofscape:</p> <ul style="list-style-type: none"> <li>Competitors are encouraged to make proposals for the space</li> <li>Identify entry points</li> <li>Identify whether the space is outdoor amenity for staff or public</li> </ul>
		<p>Landscaping:</p> <ul style="list-style-type: none"> <li>Provide shaded areas without impeding event space (i.e located on the peripheral of the site)</li> <li>Use foliage/trees to provide visual interest and separation between areas</li> <li>Potential to provide outdoor lawn/garden/greenspace</li> <li>Consider the maintenance of landscaped spaces</li> </ul>

## Appendix 2: Building and Open Space Program

### Part 8: Civic Square (continued)

Program Heading	Size Requirement / Gross Area (SF)	Description (including Net SF Areas when available)
Civic Square (continued)		<p>Water Feature:</p> <ul style="list-style-type: none"> <li>• Include a water feature (to be consistent with other Civic Centres)</li> <li>• Prefer a simple water feature that takes into consideration maintenance and maintenance costs.</li> <li>• Consider a water feature like Metro Hall which is a recirculating loop</li> </ul>
		<p>Public Art:</p> <ul style="list-style-type: none"> <li>• Great location for public art, free to make proposals for public art installations</li> </ul>
		<p>Playground: Daycare</p> <ul style="list-style-type: none"> <li>• See Daycare program for requirements</li> </ul>
		<p>Other:</p> <ul style="list-style-type: none"> <li>• Priority: noise mitigation issues - please consider video walls (as they are now being set up at other Civic Centres)</li> <li>• Include Grey water disposal area and water sources</li> <li>• Include a lighting plan (consider pedestrian safety, location of fixtures, surface mount -flexibility to be moved for events)</li> <li>• Discreet waste containers (NYCC example of above grade containers)</li> <li>• For all civic square components, please consider future maintenance and maintenance costs</li> </ul>
		<p>Safety Considerations</p> <ul style="list-style-type: none"> <li>• A place with a safe and inviting atmosphere</li> <li>• Review CPTED principles (Crime Prevention Through Environmental Design)</li> </ul> <p>Details for consideration in the design from City of Toronto Corporate Security:</p> <ul style="list-style-type: none"> <li>• Perimeter security - bollards, access gates, access control; Lighting; Signage; Emergency Intercoms; CCTV; Limited 'hiding' locations; Projectiles- ensure items on square cannot be moved, thrown, etc.; Skateboarding- stops on curbs, design features to discourage it; Emergency egress- double check with Fire about ensuring proper emergency routes; By-Law enforcement; Parking for vendors; Stage Access- access control for green rooms, storage rooms, etc.; Garbage-garbage bins locations, removal, limited number, etc.; Keying</li> </ul>



## Appendix 2: Building and Open Space Program

### Part 9: Underground Parking

Two levels of underground parking are anticipated to support this project.

Competitors are to identify the number of parking spaces achievable in their design, appreciating an overall target parking count of +/-550 spaces. Ongoing discussions with the Toronto Parking Authority suggest that the underground parking is to be designed to meet TPA Design Standards, included in the Reference Documents of this RFP. However, contrary to TPA Standards, bike parking and storage/mechanical rooms will be permitted on these levels. Target spaces for both interior and exterior bicycle parking are as outlined below:

- 65 short term bike parking spaces
- 62 long term bike parking spaces

The vehicle and bicycle parking targets described above are an estimate and the parking counts will be refined further through the development approval process.

## Appendix 3: Jury Members and Technical Advisory Specialists

### Technical Advisory Specialists

City of Toronto Planning Department – West District Office

- Neil Cresswell
- Sipo Maphangoh

City of Toronto, Urban Design

- Emilia Floro
- Lorna Day

Environmental Sustainability

- Ted Kesik, Professor, University of Toronto, Daniels Faculty of Architecture, Landscape and Design
- Fernando Carou, City of Toronto, Facilities Management, Community Energy Planning and District Energy Systems

City of Toronto, Real Estate Services

- Joe Cassali,
- Nick Simos
- Esther Imm

City of Toronto, Facilities Management Office

- Sunil Sharma

City of Toronto, City-Wide Strategic Initiatives

- Jill Bada

Costing Consultants

- Niall Finnegan, Finnegan | Marshall
- Emma Hickely, Finnegan | Marshall

Build Toronto

- Don Logie
- Gabriella Sicheri
- Carlo Bonanni

Professional Advisors – DTAH

- Megan Torza
- Joe Lobko

## Appendix 3: Jury Members and Technical Advisory Specialists

### Jury

Gord Stratford, HoK - architect/Jury Chair  
<http://www.hok.com/people/gordon-stratford/>

Joost Baaker, Dialog - architect/urban design  
<http://www.dialogdesign.ca/principal/joost-bakker/>

Lisa Rapoport, PLANT - architect/landscape architect  
<http://www.branchplant.com/thestudio.html>

Renee Gomes, First Gulf, formerly of Waterfront Toronto – planner/urban Design  
<https://www.linkedin.com/in/reneegomes>

### Community Representative:

Denise Pinto, Jane's Walk – broad community issues  
<https://www.linkedin.com/in/denise-pinto-5006bb12>



"The new Etobicoke Civic Centre will significantly contribute to developing **community identity**, creating a comprehensive and **lively urban community** with an **enhanced sense of place**. The location, form and massing of new buildings will positively contribute to the area at the **pedestrian scale** and also at the scale of the **city skyline**".

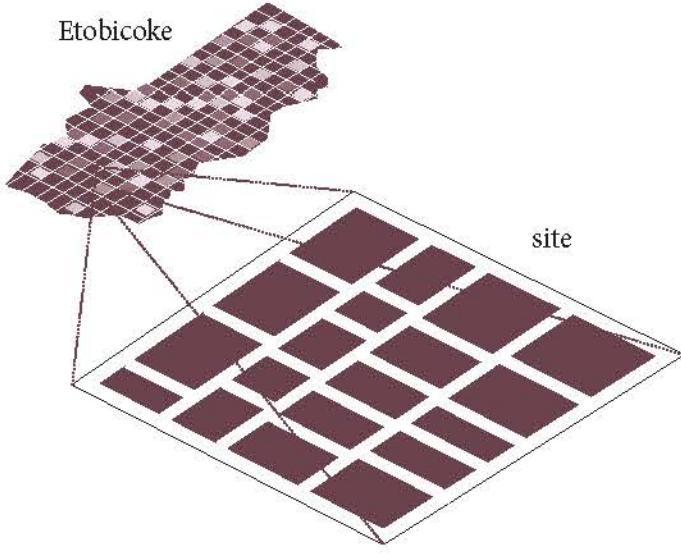
competition brief page 2

# Westwood Square Etobicoke Civic Centre

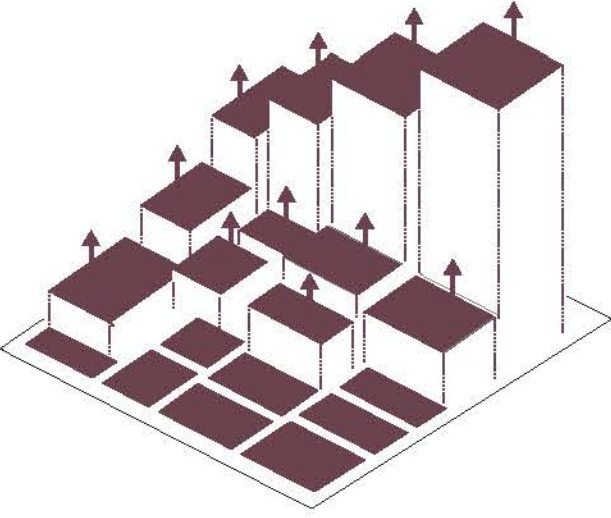
Winter view of Etobicoke Civic Centre and Westwood Square seen from Dundas Street

Etobicoke is a patchwork of diversity. The community has evolved from small villages to suburbs to becoming an integral part of the City of Toronto. While offering a dynamic Public Realm and working environment that mirrors the cultural complexity of Etobicoke, this Civic Centre encourages future neighbourhood growth. The new Civic Centre and Civic Square will support and engage all citizens of Etobicoke regardless of age, culture, ability and social standing by creating a sustainable, dynamic, inviting and friendly environment. The Civic Centre is designed to meet the myriad scales of its surroundings and provides a microclimate that encourages people to engage in the Public Realm. Through its architectural expression and inviting street presence, the Etobicoke Civic Centre will stand out as an innovative landmark in Toronto.

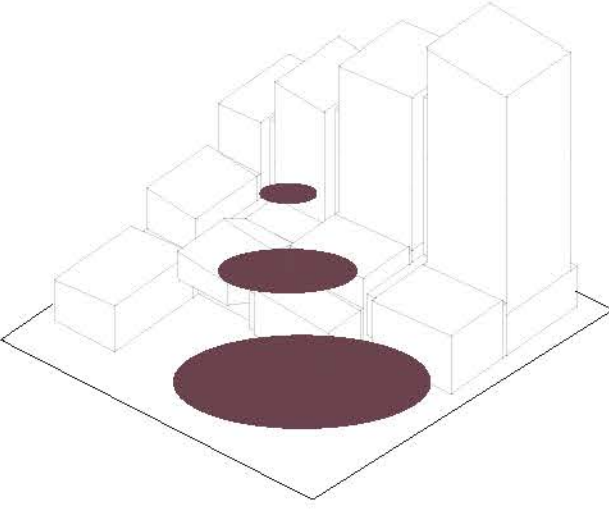
Welcome to Westwood Square - the new face of Etobicoke.



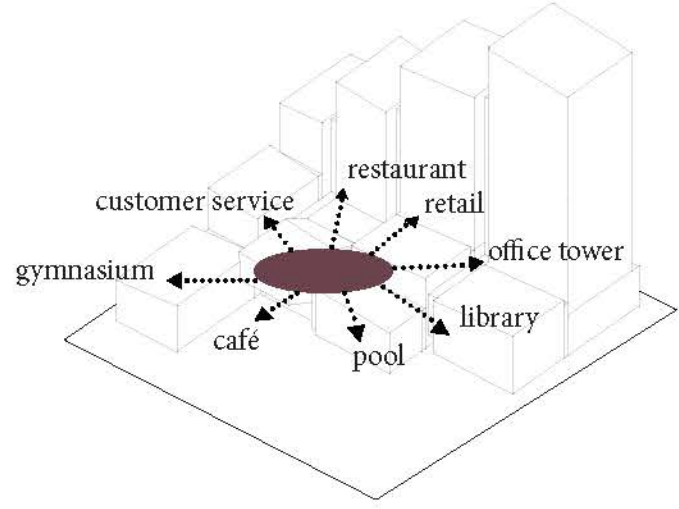
The site epitomises the diverse neighbourhoods and cultures of Etobicoke by replicating the fabric in a smaller scale.



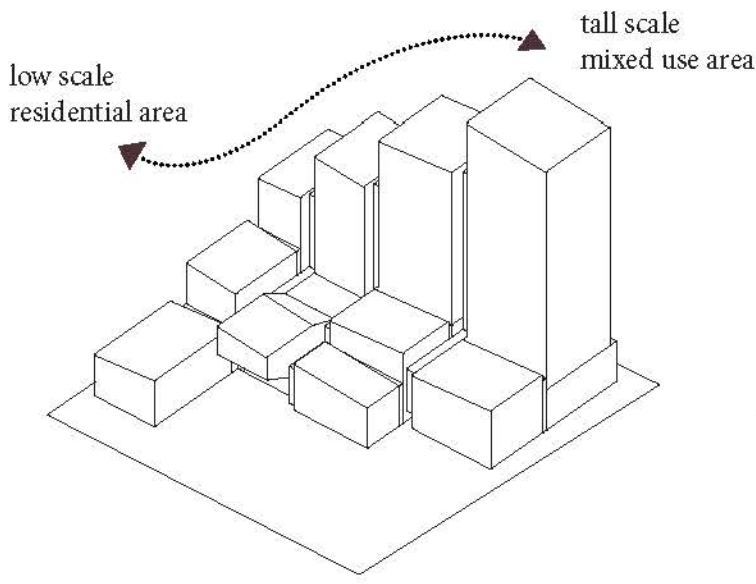
Instead of creating ONE building and ONE square we see the entire site as a patchwork of squares being elevated to allow space for the program while maintaining public access.



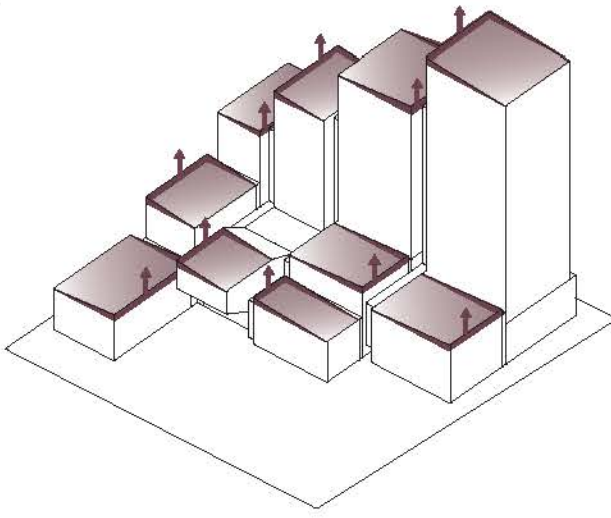
The site diagonal connects 3 ground level squares in a diagonal axis - from the covered main entrance to the central atrium and council chamber to the civic square.



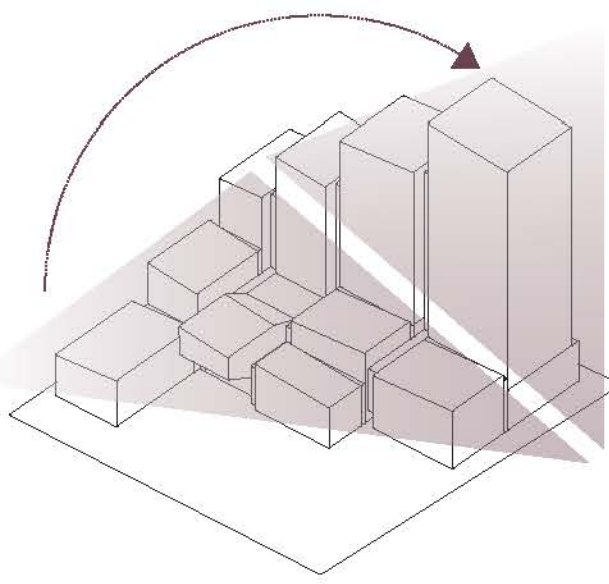
From the central atrium one has access to the various public programs in the base. This secures easy wayfinding for the visitor.



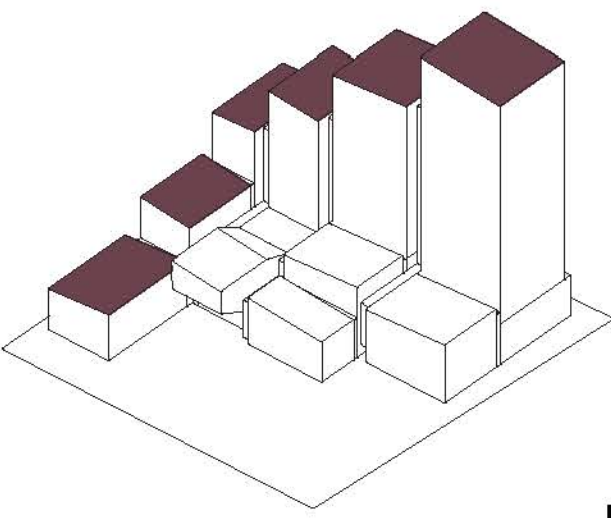
The massing of the Civic Centre bridges two different scales of the neighbourhood - the low residential area to the North West to the highrise mixed use developments of the East.



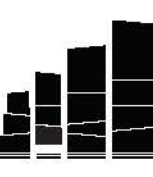
The roofs are angled to create pleasant microclimates on the raised terraces and to provide railings. The profile of the massing creates a distinctive landmark.



The public program is arranged in the lower triangle and the office program in the tower triangle.



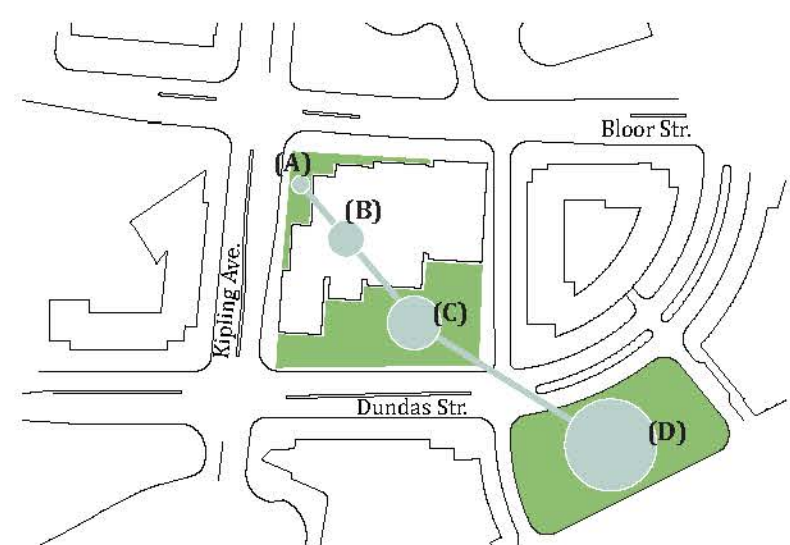
As an homage to the context the massing creates 'Six Points' which becomes an immediate local icon.



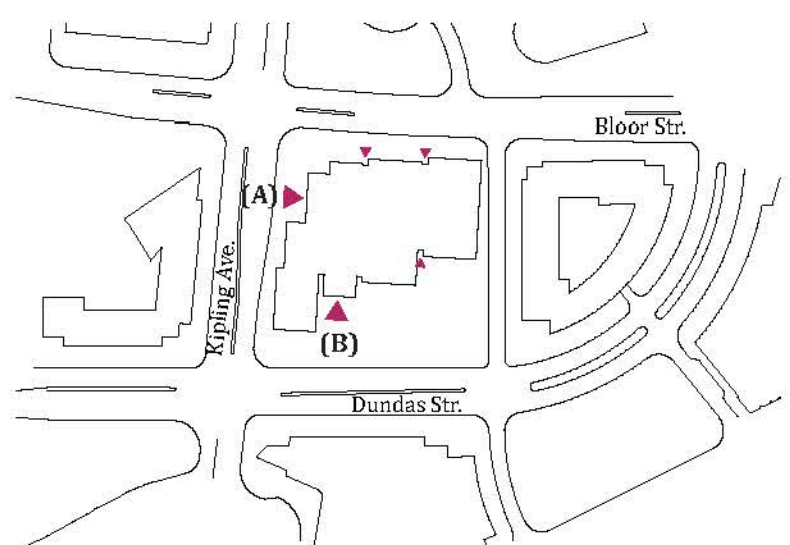




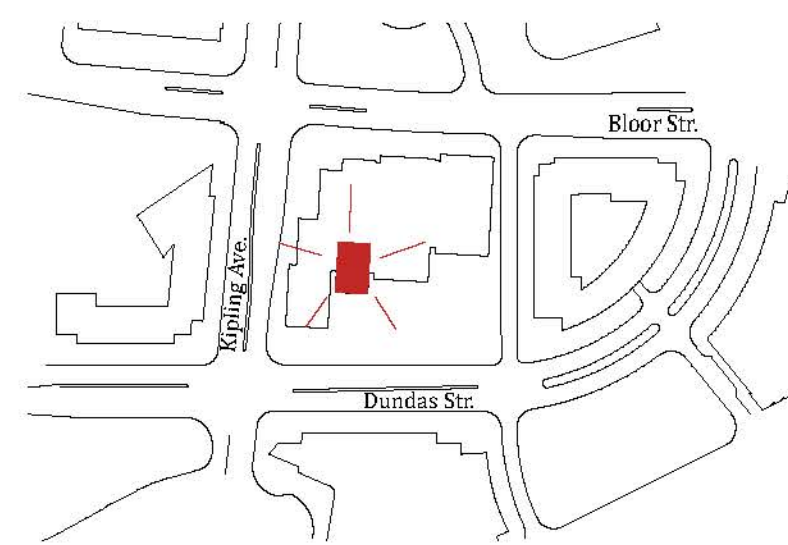
Siteplan 1:1000



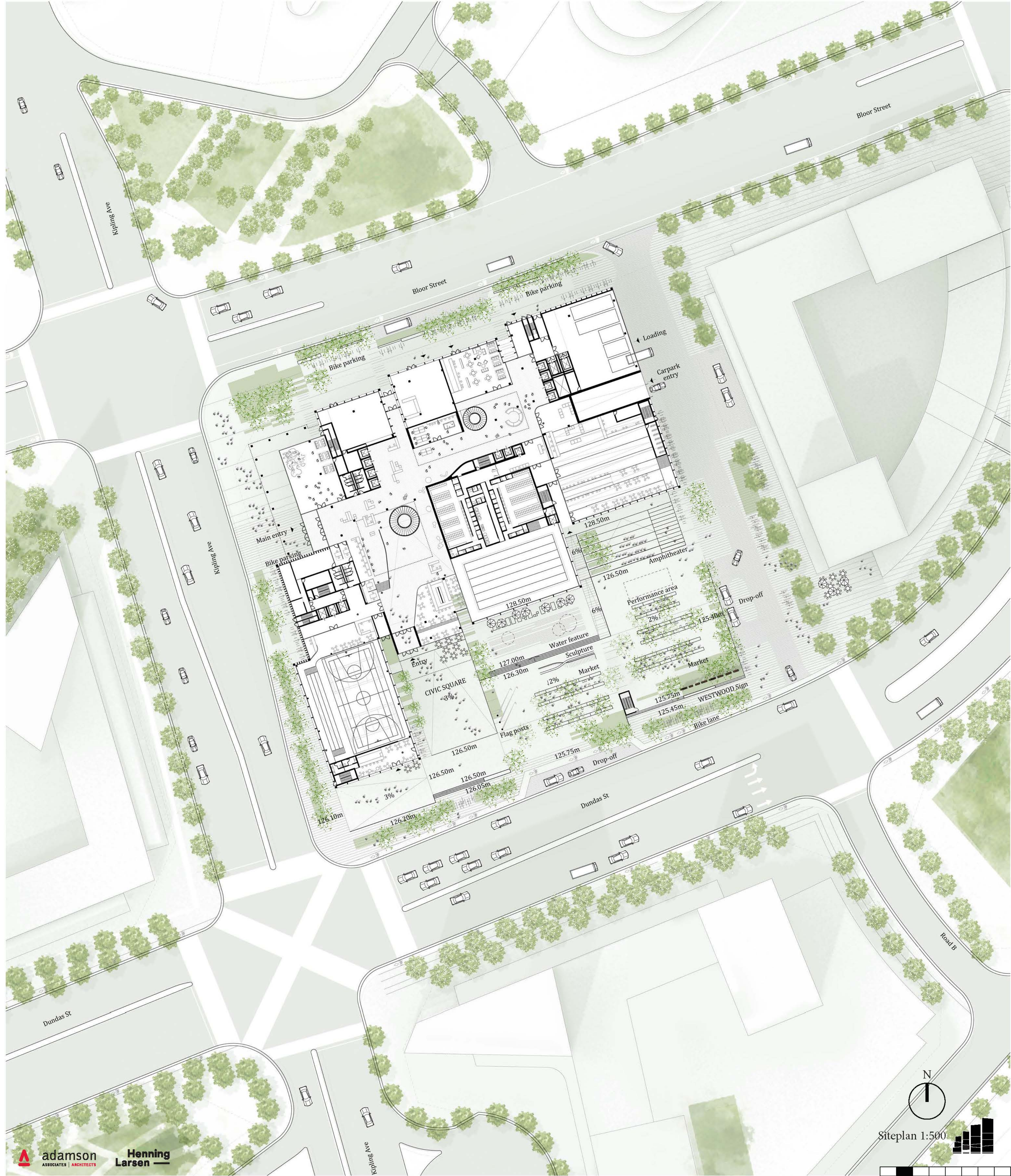
The entrance area towards the North (A) is animated by a Community Activity Centre. The Foyer is full of everyday life (B). The Civic Square (C) is host to varying activities throughout the year. The new area park (D) can host large scale events and festivals



Main entrances to the new Civic Centre are situated towards Kipling Ave.(A) and the new Civic Square(B). Secondary entrances are situated on Bloor Street and The Civic Square



The Council Chamber is situated above the entrance from the Civic Square. It is a volume that is visible from the Square and from the Foyer.



Siteplan 1:500

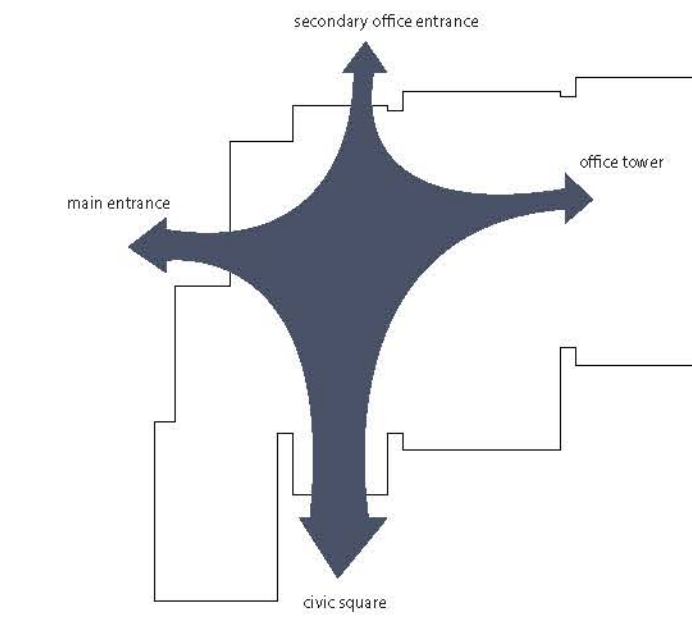




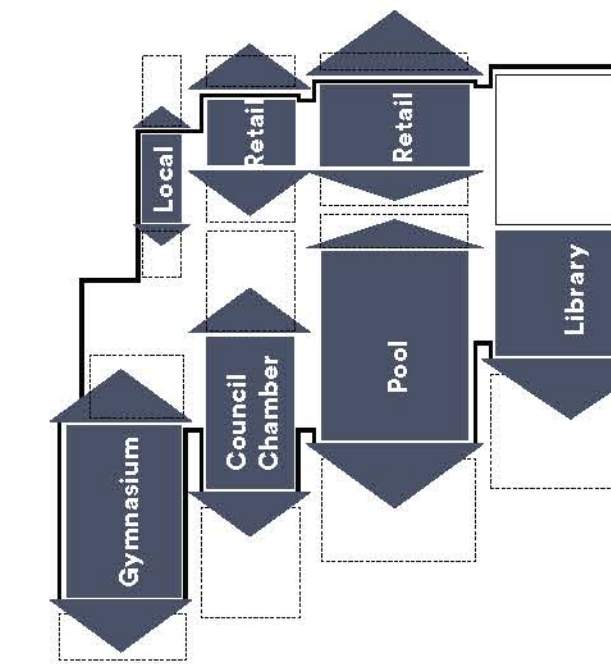
View from Main Entrance towards Atrium and Council Chamber

## Designing the Inclusive Environment

The Foyer creates equal and easy access for all users of the Civic Centre. The building complex is accessible from the new Civic Square, Kipling Avenue and Bloor Street.



The buildings programmes are used to activate the pedestrian level towards the Civic Square, the internal Foyer and Bloor Street



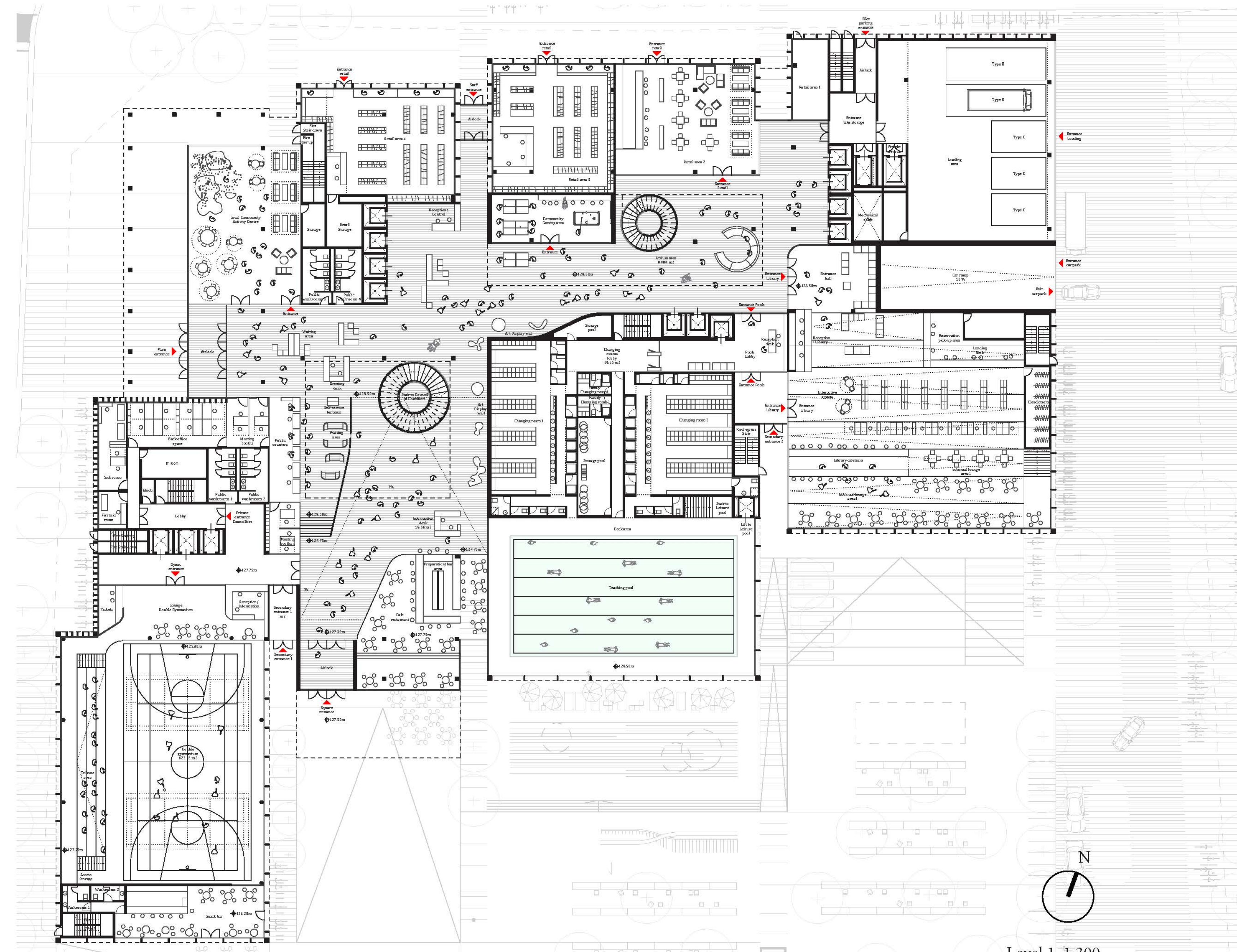
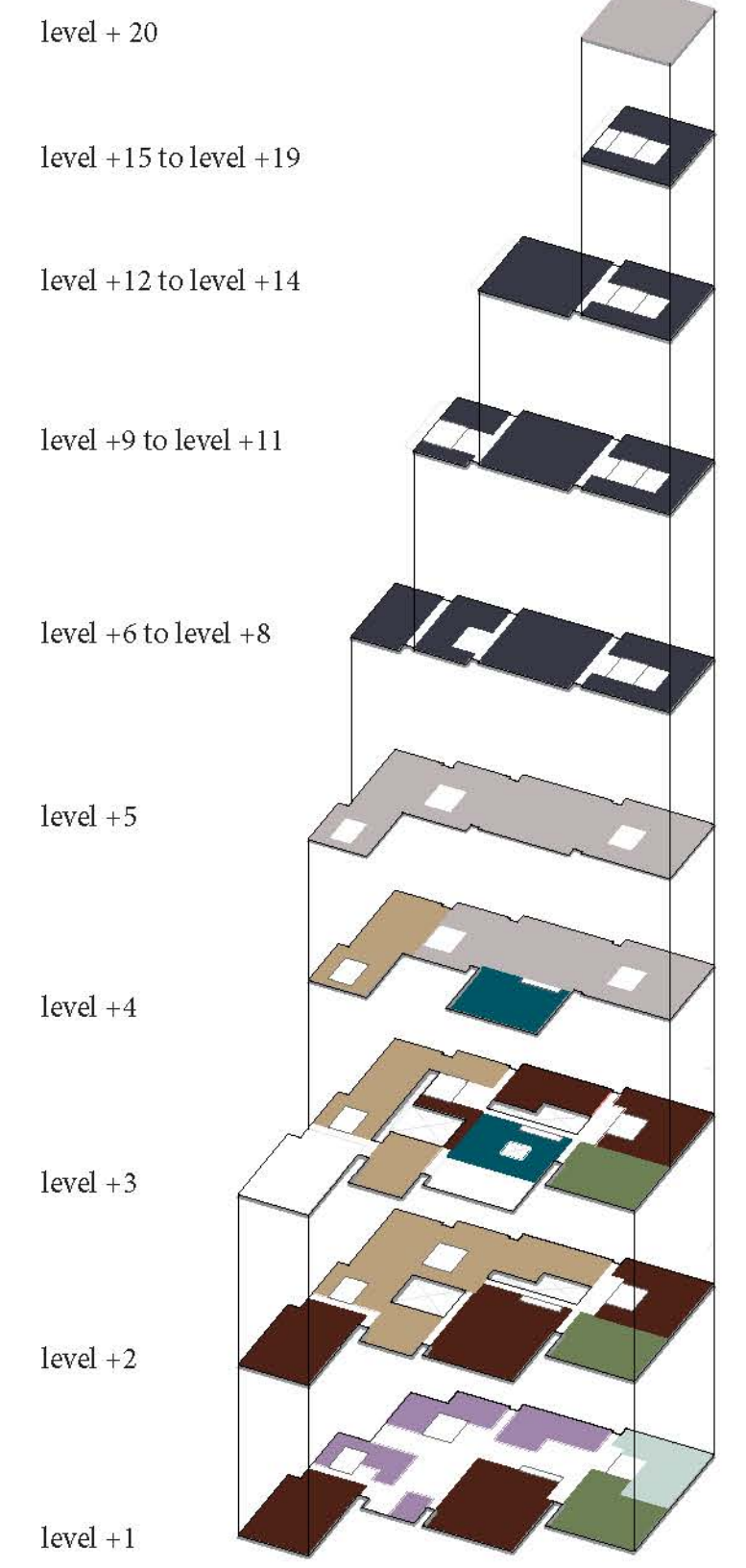
The Civic Space is designed as a low building structure in varying heights and volumes that contain all the functions of the Civic Centre not considered office space. The varying heights allow the rooftops to be accessible, activated as playgrounds and breakout spaces and the angled roofs provide integrated railing. The volumes of the Civic Centre are visually separated from one another, breaking down the grand scale of the building to meet the Civic Square, the Public Realm and the pedestrian scale.

The gymnasium, pool, library and main entrance are all located towards the Civic Square animating the façade and creating a backdrop that is full of life, throughout the day.

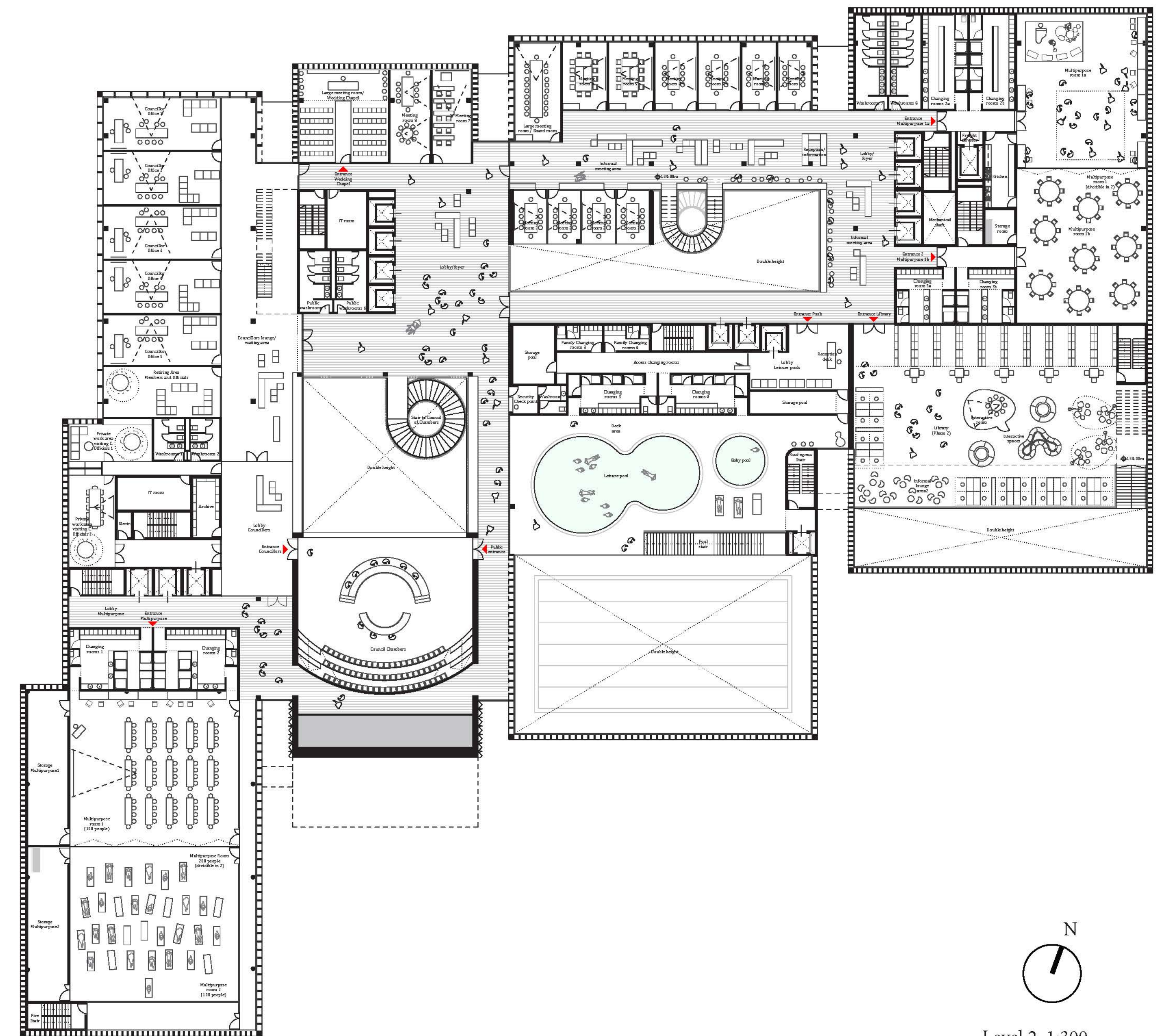
Situated on the first floor directly above the main entrance, the Council Chamber is highly visible from the Civic Square and the Foyer Space and is easily accessible for both the public and the Council Chamber members. From within the Council Chamber there is visual connection back to the Foyer and vice versa drawing on the connection between Civic duty and the community.

Axonometric View, highlighting the placement of functions in the building complex

- Community Recreation Centre
- Community Service Space
- Toronto Public Library District Branch
- Loading and Support Area
- Civic Space
- Daycare Centre
- Office Space
- Mechanical Space



Level 1, 1:300

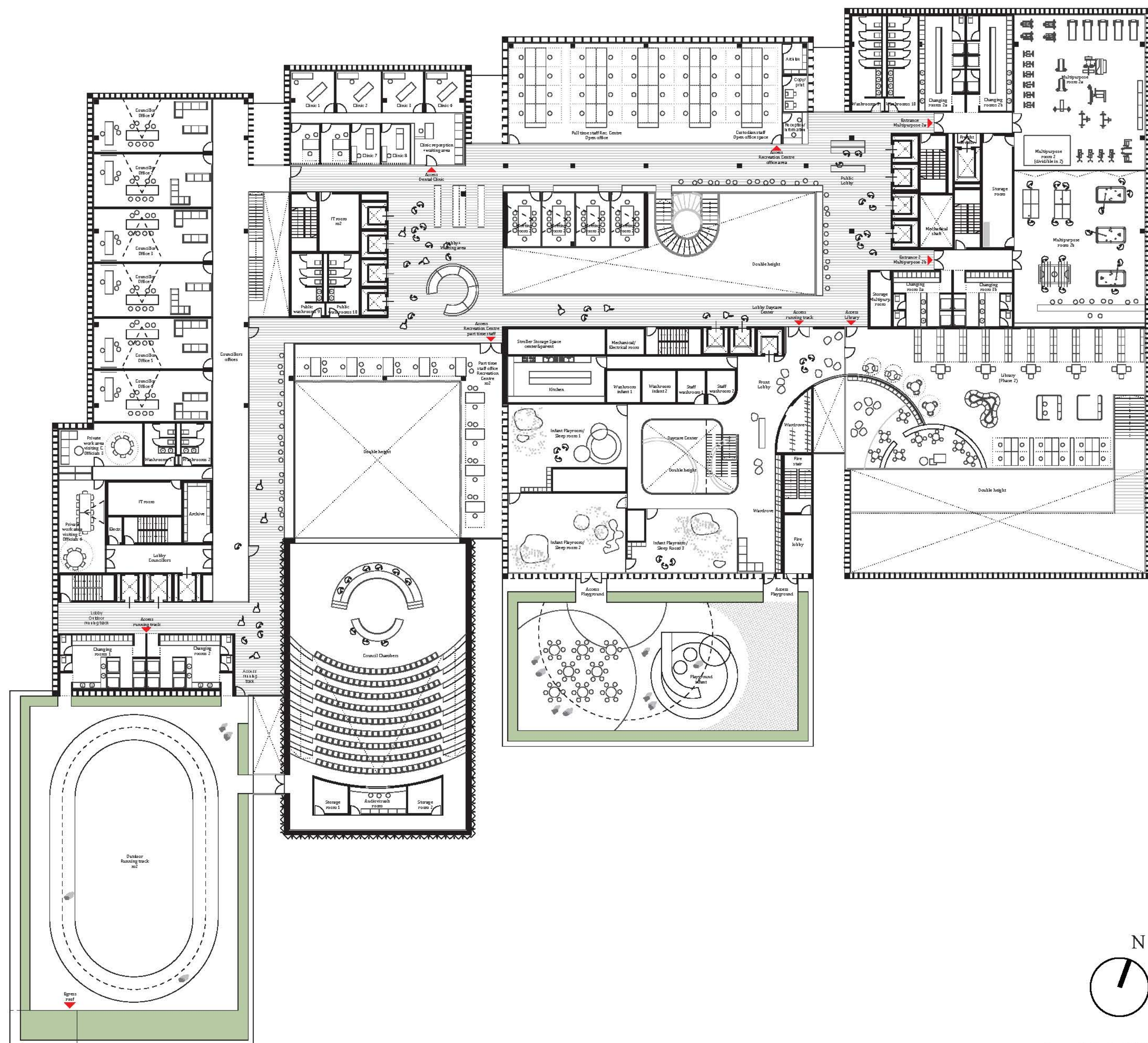
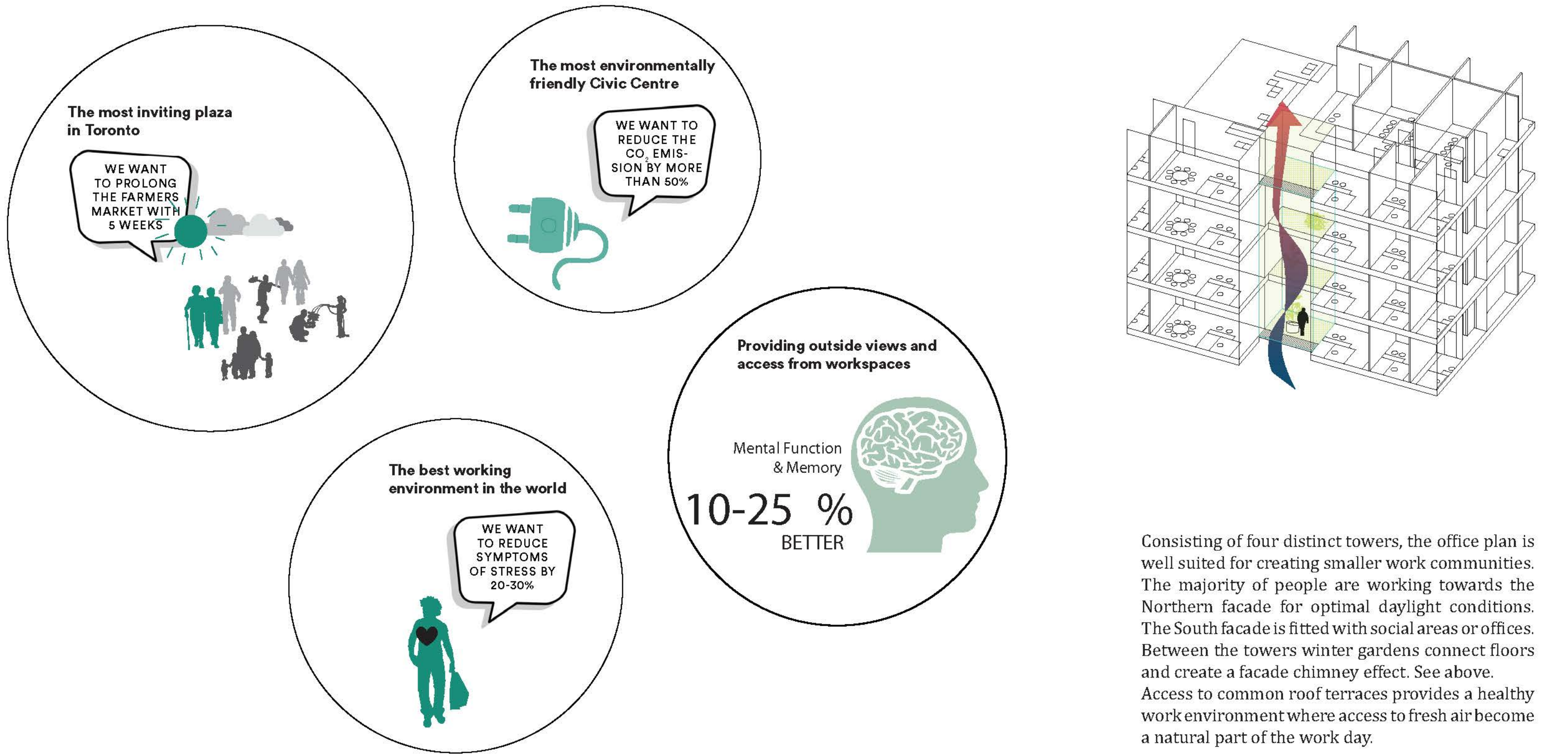


Level 2, 1:300





## Designing the Ideal Workplace



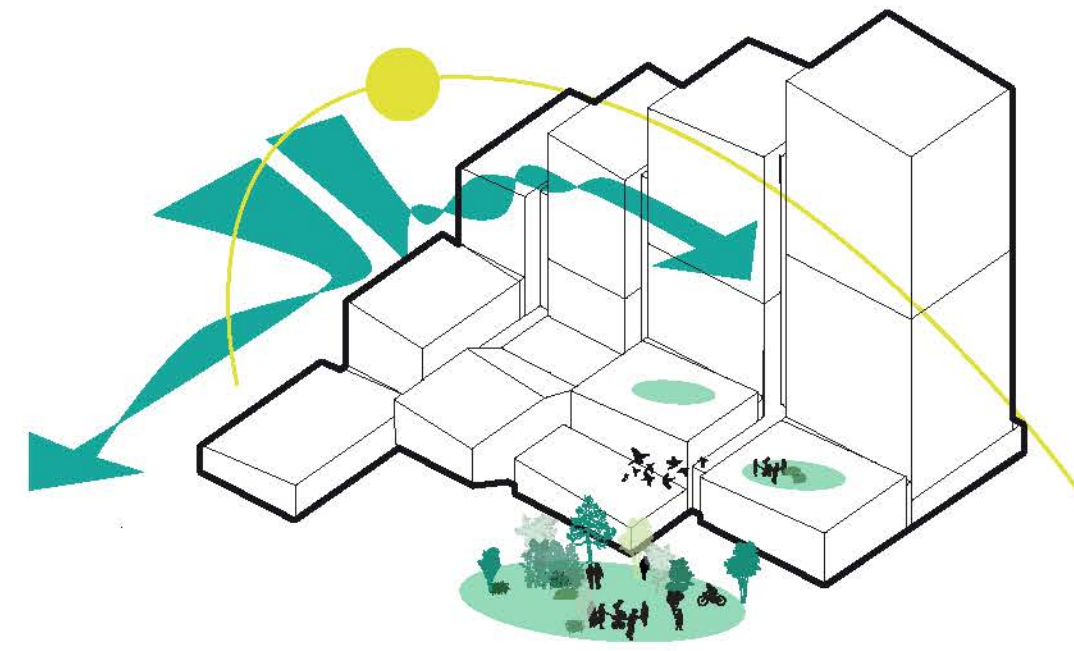
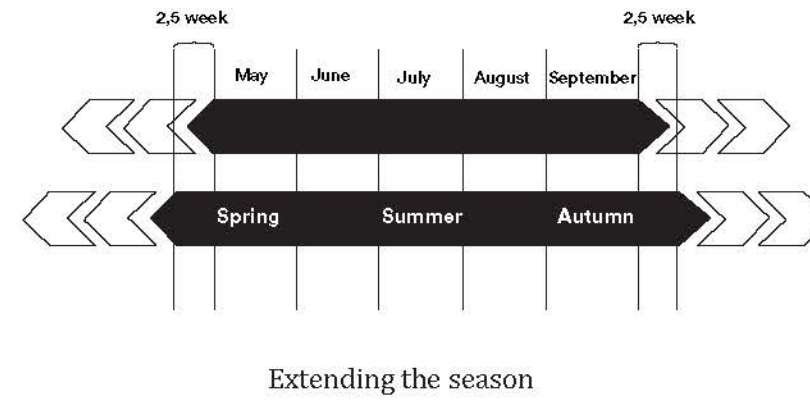




## Designing for Optimal Microclimates

A study from 9 European cities found that a 5 degree Celcius increase in air temperature led to an 14% increase in the number of pedestrians

De Montgby, 2012



Using massing to create comfortable microclimates



8 parameters of outdoor comfort

### We prolong the comfortable season by 5 weeks

The outdoor microclimate is as important as the indoor climate. We have utilized careful site analysis and local thermal studies to propose a dynamic and coherent design, with a streetscape designed for comfort, microclimate and the human scale. The towers are gradually rising to accommodate the wind flow (from north/west to south/east). The

structure will protect and gently guide the wind above the urban spaces.

Additionally the towers turn their backs against the wind flow. The strategy is to block the wind and guide it around the inner urban spaces creating sheltered areas on the plaza and the rooftops with very high comfort levels.

### Climate sensitive Urban Design

Thoughtful design of the public realm can create thermally comfortable, attractive and more healthy and sustainable urban environments- using architecture, planning and landscape design to enhance positive natural and man-made features.

The perceived human outdoor comfort is influenced by eight parameters, individually and as coupled effects. Working with these eight parameters, as instruments to adjust perceived outdoor temperatures, clever urban design can significantly increase the hours of comfortable outdoor conditions.







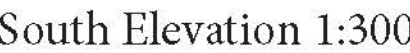




The Southern part of the site is designed as a playful, diverse and meandering Public Realm. The Civic Square is programmed to coincide with the activities within the building, enhancing the connection between inside and outside. An exterior water feature and play-art zone are located adjacent to the pool, a performance area and informal seating tribune are next to the library and a Civic Info Area is directly adjacent to the main entrance. In an effort of community outreach, the Civic Info Area is the first point of arrival from the Civic Square giving visitors access to Civic decision making by hosting events such as Meet your Councillor or Speakers Night.

The trees on the Civic Square are designed as anchor points creating a natural and green element on the plaza that will have a physical presence throughout the year. To buffer out the vehicular noise of Dundas Street, trees are denser towards the South. A Farmer's Market or Flea Market can be held under the canopy of the trees, giving a scale to the urban space that is continually interesting to inhabit and provides solar relief in the warm summer months.

**Holiday Market:** An annually returning event the whole Square is buzzing with life each December.



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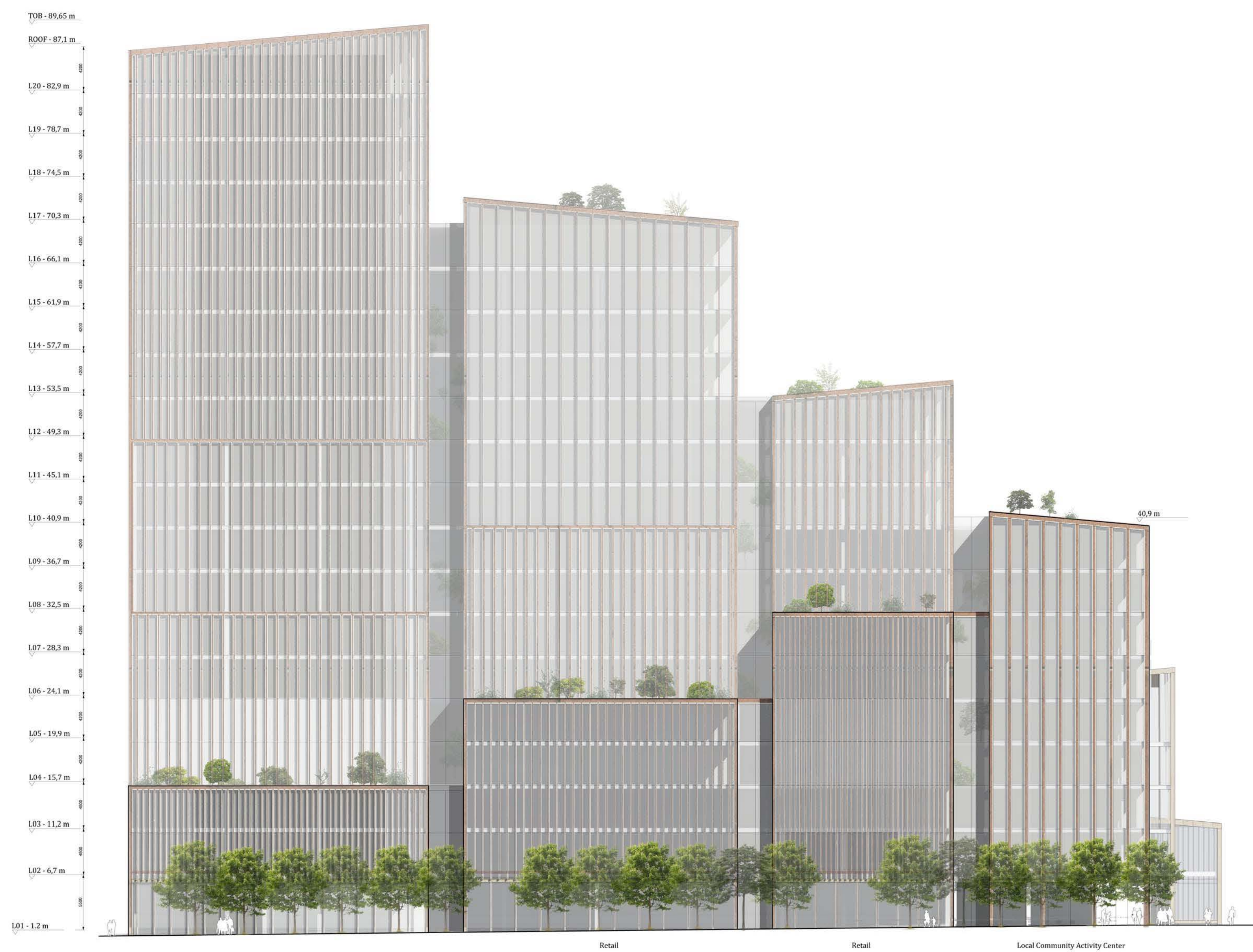




View from public roof terrace towards Toronto skyline



View from North West towards Main Entrance



North Elevation 1:300



East Elevation 1:300



## Appendix 5: Option 1: Status Quo Project Assumptions

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### General

1. Operating cost escalation 2.5% per year
2. Revenue escalation 2.0% per year
3. Energy cost escalation 5% per year
4. Construction cost escalation 3.5% for each of 2018 and 2019 and 2.5% per year thereafter
5. Capital Repair Cost escalation 2.5% per year
6. No development charges, cash in lieu of parkland, property taxes are payable
7. HST is 1.76%
8. All dollar amounts reported here are in 2017 dollars and will be inflated as required

### Status Quo

1. The current buildings consist of 399 the West Mall which has 145,369 square feet of GFA and serviced by chillers and boilers located across the street at 390 the West Mall; and 2 Civic Centre which has 72,135 square feet GFA including a one level underground parking garage.
2. Total number of employee FTE's at the existing ECC is 834 plus 9 at 390 West Mall and the total FTE's in four leased spaces intended to be relocated to the new ECC is 196 for a total of 1135 FTE's to be accommodated
3. Based on a 5 year historical average, the operating costs are \$15.79 per square foot of GFA including a 15% markup of costs to cover off-site employees involved in supporting property management. Once lifecycle retrofit is completed the operating costs will be reduced to \$14 per sq. ft. GFA
4. As the existing ECC has a substantial deferred maintenance backlog and is in very poor condition, the entire building will go through a lifecycle retrofit and office modernization to upgrade to current City standards the cost of which (including hard and soft costs) is estimated at \$81 million plus 25% premium to address heritage issues plus a 15% contingency for a total cost of \$116 million. The retrofit/modernization program will be undertaken over 2022 and 2023.
5. In addition we have included the construction of a civic square over the current visitor parking between the existing Civic building and the West Mall. The capital and operating cost of this square is the same as set out in the New Build option. Revenue from parking underneath the civic square is also included in the analysis
6. In order to complete the retrofit, employees will be temporarily relocated to swing space for two years at a cost of \$13 million
7. Annual lease costs of third party owned space totalling 54,473 square feet rentable (779 the Queensway, 789 Don Mills Road, 1243 Islington Avenue, 2300 Sheppard Avenue West ) is included until 2024 when the office modernization of the existing ECC is complete and more employees can be accommodated there at which time the leases for the first two spaces mentioned above will be terminated and then the amount of leased space will be increased every 5 years thereafter to accommodate growth of approximately 65,000 square feet over 30 years
8. Revenue from the existing tenants (Toronto Municipal Employees Credit Union and Alderbuds Childcare) is included for the entire period

## Appendix 5: Option 1: Status Quo Project Assumptions

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9. Assumed the sale of Westwood Block 4 (proposed new ECC lands) based on plan prepared with City Planning which provides for 263,000 square feet of residential GFA and 412,000 square feet of office GFA.
10. An annual structural reserve of \$410,000 for capital repairs is assumed based on 0.2% of initial capital cost starting in 2029, 5 years after completion
11. Due to the substantial number of units planned in the Kipling and Bloor area, a new City Recreation Centre and Library are assumed to be built as part of Build Toronto's first phase of development, the costs for construction a new Recreation Centre and Library are the same as those for the New Build option. In addition there will be a loss of land value realized by Build Toronto as a result of the approximately 100,000 square feet of GFA required for these uses

## Appendix 6: Building Program Comparison – Status Quo vs New ECC

Building Components	Option 1: Status Quo	Option 2: New ECC
	2054	2054
<b>Municipal Office GFA (sf)</b>	<b>205,061</b>	<b>195,000</b>
399 The West Mall	125,111	
2 Civic Centre Court	43,479	
390 The West Mall	2,000	
Third Party Leases	34,471	
Additional Office space accommodating growth	65,000	65,000
<b>Total Office Space</b>	<b>270,061</b>	<b>260,000</b>
<b>Community Civic Mechanical GFA</b>		
399 The West Mall (Mechanical Space)	4,522	0
Community Service		27,844
Civic Space		35,150
Support Space	44,079	28,556
Podium Level Cores and Mechanical		34,305
<b>Total Community Civic Mechanical GFA</b>	<b>48,601</b>	<b>125,855</b>
Daycare Centre	3,600	8,611
Toronto Municipal Employees Credit Union (Leased out space)	1,196	0
<b>Total Building GFA</b>	<b>323,457</b>	<b>394,466</b>
Toronto Public Library	NA	22,647
Community Recreation Centre	NA	70,008
<b>Total Community Hub GFA</b>	<b>NA</b>	<b>92,655</b>
<b>Total GFA (sf)</b>	<b>323,457</b>	<b>487,121</b>

## Appendix 7: Option 2: New ECC Project Assumptions

### General

1. Operating cost escalation 2.5% per year
2. Revenue escalation 2.0% per year
3. Energy cost escalation 5% per year
4. Construction cost escalation 3.5% for each of 2018 and 2019 and 2.5% per year thereafter
5. Capital Repair Cost escalation 2.5% per year
6. No development charges, cash in lieu of parkland, property taxes are payable
7. HST is 1.76%
8. All dollar amounts reported here are in 2017 dollars and will be inflated as required

### New Build

1. Building space program based on sizes confirmed by various City divisions and Toronto Library Board and the 195,000 square feet GFA office component based on 160 square feet rentable per employee for initial 1,135 employee FTE's currently located at the existing Civic Centre and in four locations to be relocated to the new ECC plus 65,000 square feet of gross floor area (GFA) expansion space based on 1% per annum growth in total employees over 30 years
2. The space program's gross floor areas were then modified to agree with the Henning Larsen/Adamson winning proposal
3. The office expansion space is initially leased out to third parties at \$20 per square foot net rent plus \$20 per square foot tenant inducement and \$5 per square foot commission and reduced every five years to accommodate increased City employment. The tenant inducement and commission are paid every 10 years
4. Retail space of 10,500 square feet is leased at \$35 per square foot net with a \$30 per square foot tenant inducement and a \$10 per square foot commission repeated every 10 years
5. Operating costs for the office and civic components is \$12 per square foot GFA per year
6. Daycare space will cover its share of operating costs through charges to families which reflects the current situation with Alderbuds at the existing ECC
7. A City operated Recreation Centre will cost \$2 million per year to cover staff and building operating and maintenance costs
8. The Library share of operating and maintenance cost will be \$271,000 per year (based on \$12 per square foot). Staffing and associated other costs are not included
9. A total of \$400,000 per year has been included for maintain and programming the Civic Square
10. The underground parking garage is designed to accommodate 430 spaces based on ratios provided by the Toronto Parking Authority (TPA) and have included net revenue of \$2,500 per space per annum which is still to be confirmed by the TPA

## Appendix 7: Option 2: New ECC Project Assumptions

11. Assumed sale of 399 The West Mall/2 Civic Court based on plan prepared with City Planning which retains approximately 60% of the existing Civic Centre as Heritage and provides for land to accommodate 1.3 million square feet of residential space GFA. We have assumed that the purchaser of the lands would renovate and lease out the office component of the retained Civic Centre and lease out or donate the Civic space to a non-profit to operate all at no cost or revenue to the City
12. Until relocation of employees to the new ECC in January 2024, have assumed will pay annual operating costs at \$15.79 per square foot GFA and \$6,765,000 in minimum deferred maintenance and health and safety costs for the existing ECC
13. An annual structural reserve for capital repairs is assumed based on 0.2% of initial capital cost starting in 2029, 5 years after completion of the new ECC
14. Assigned proportionate share of costs based on land area: \$1 million environmental remediation costs and \$7.6 million in utility servicing costs to be expended over the entire Westwood Theater Lands
15. \$3.2 million foundation premium for caisson wall
16. Construction costs are based on Henning Larsen/Adamson design and include fit out but exclude equipment and furniture and are based on industry average costs verified with Library Board and PF&R staff for their components and further verified with cost estimates by Finnegan Marshall Cost Consultants and Ellis Don Contractors
17. Construction and Soft Cost Contingencies of 15% are included
18. Soft costs include consulting fees, project management fees, insurance, public art, City Planning and Building permit fees; they do not include development charges or cash in lieu of parkland
19. New office furniture and equipment costs based on \$40 per square foot usable or \$34 per square foot GFA is included; the furniture costs for the recreational centre is \$1 million; and for the library is \$1.2 million
20. IT costs of \$840,000 and employee relocation costs of \$600,000 are included