

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF MARCH 19, 2013

Item 3, Report No. 12, of the Committee of the Whole (Working Session), which was adopted, as amended, by the Council of the City of Vaughan on March 19, 2013, as follows:

By receiving Communication C7, from the Commissioner of Community Services, dated March 19, 2013.

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VAUGHAN CIVIC CENTRE CAMPUS MASTER PLAN – WARD 1

The Committee of the Whole (Working Session) recommends that consideration of this matter be deferred to a future Committee of the Whole (Working Session) to take place prior to the April 23, 2013 Council meeting.

Recommendation

The Commissioner of Community Services, in consultation with the City Manager and the Senior Management Team, recommends:

1. That the Vaughan Civic Centre Campus Master Plan status update and the presentation by KPMB Architects, be received; and,
2. That Council approve the proposed revisions to the Civic Centre Master Plan as identified in this report that includes the relocation of the Vaughan Public Libraries Resource Library to the north-west quadrant of the civic square fronting onto Major Mackenzie Drive; and,
3. That the consulting architects/staff continue to refine the plan by exploring the following:
 - i. A reduction in the size of the outdoor skating rink/water feature to create a larger public events area for programs such as the City's Canada Day festival, concerts series, cultural events and other City and community events;
 - ii. A reduction in the stepping and ramping of the public square area in order to increase the accessibility of this area for the public; and,
4. That Council's decision with regards to the re-location of the Resource Library will be presented at the next Vaughan Public Libraries Board meeting; and,
5. That staff prepare budget estimates and funding options for the proposed revised Vaughan Civic Centre Campus Master Plan and present it at a future Finance and Administration Committee meeting.

Contribution to Sustainability

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

Goal 2, Objective 2.3:

- To create a City with sustainable built form; and,

Goal 6, Objective 6.1:

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

Economic Impact

The funding for the Resource Library has been approved in 2012 capital budget. Once staff prepare budget estimates and funding options for the balance of the Vaughan Civic Centre Campus Master Plan, they will be presented at a future Finance and Administration Committee meeting.

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Communications Plan

A communication strategy will be developed once the Vaughan Civic Centre Campus Master Plan is finalized that includes Council, administration and the public.

Purpose

The purpose of this report is to provide a status update of the Vaughan City Hall Campus Master Plan and propose recommended revisions to the Master Plan for Council's consideration and approval.

Background - Analysis

Council at the Finance and Administrative meeting of January 16, 2012 requested staff to provide a status update on the approved Civic Centre Campus Master Plan at a future working session.

At the Council Meeting of May 13, 2002, a City Hall Location Study prepared by Sorensen, Gravely, Lowes consultants (dated April 2002) was approved by Council that recommended that the Civic Centre precinct be planned to include the following:

- Vaughan City Hall
- Performing Arts Centre / Cultural Centre/Theatre
- Library
- Public/private recreation
- Other government offices / facilities (i.e. health/medical)

Following an extensive site evaluation process, Council at their April 14, 2003, meeting approved the selection of the existing Civic Centre site, at 2141 Major Mackenzie Drive, as the location for the new Vaughan City Hall. Furthermore it directed staff to initiate the planning and design process of a completely new City Hall building, designed to meet a minimum LEED Silver Standard.

Design Competition

On May 12, 2003, Council directed that the design for the Vaughan City Hall proceed on the basis of an Architectural Design Competition. The competition included the new City Hall building, a Master Plan for the entire Civic Centre site and a municipal park. The Master Plan was to include the construction and phasing of other facilities at the site. Other potential uses identified included a resource library, a mixed-use office building, a retirement home and underground parking.

The Request for Proposal for the Design Competition identified the required components of a Civic Centre Master Plan. The Civic Centre Campus Master Plan would have to consider a phasing in of site components: Phase 1 was to outline the overall design principles of the Civic Centre campus site. This included the need for a 325,000 square foot facility that would accommodate the City's administration (239,000 square feet), a resource library (36,000 square feet) and space for the Hydro Vaughan Distribution Inc. offices (50,000 square feet). Phase 2 would provide the ultimate vision and future evolution of the Civic Centre campus of buildings and site components. It would also identify the potential for the expansion of the City Hall facility by up to 50,000 square feet and include opportunities for the development of other public use facilities such as a theatre, gallery, living arts centre, and/or a local museum.

As part of Architectural Design Competition for the City Hall site, an extensive public consultation process took place that included a three day open house for the public to view and comment on the proposals for the Civic Centre campus master plan and overall design.

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On February 9, 2004, Council approved, as recommended by the competition's jury panel, awarding the Civic Centre project to the firm Kuwabara Payne McKenna Blumberg (KPMB) Architects and the hiring of the firm as the project architect. KPMB Architect's winning design accommodated the required uses in a campus-style design that provided the opportunity to adopt a more flexible phased in strategy.

Phase 1 of the project entailed the design and construction of the new Vaughan City Hall (including the civic administration, daycare, and public library and Vaughan Hydro administration), Civic Square, surface parking and a neighbourhood park of at least 2.4 ha. Phase I also included the demolition and/or removal of all existing structures associated with the City Hall (main building, annex and portables) and the site remediation that may be required pending the recommendations of the Environmental Site Assessment.

This first phase of the project proceeded on a reduced scale, with only the construction of the City Hall. This was a the result of postponing the construction of the Resource Library (36,000 square feet) and the space originally intended for Hydro Vaughan Distribution Inc. to a later phase.

Further refinement of the site Master Plan was to be determined as the phasing in of the future site development would take place.

Early Revisions to Civic Centre Campus Master Plan -2005

Under the original KPMB Master Plan, the City Hall anchored the east end of the site. To the west was the new resource library along Major Mackenzie Drive; and an office building, potentially for the use of Hydro Vaughan Distribution Inc. was located adjacent to the park to the south.

The location and massing of the buildings was critical to the character and function of the site. The buildings created a well-defined and sheltered civic square, under which would be located the majority of the site's future underground parking. The buildings were massed to complement City Hall, in particularly along Major Mackenzie Drive. The library was proposed to continue the City Hall's four story height along Major Mackenzie, with the intention that the consistent height and massing of the two buildings, read as a single unit.

The Master Plan was revised after further discussions with Hydro Vaughan as the company requested that its office building be relocated along the Major Mackenzie Drive frontage with an increase in size to the building (50,000 square feet). Council approved this revision and as a result the library building was relocated to the south of the public square area, just west of the City Hall. Hydro Vaughan head office, however, was later relocated to another site and the resource library location remained south of the public square area, west of City Hall.

Phasing of Construction

The approved Master Plan as found as **Attachment 1** of this report included the phasing of construction in the long -term development of the site. The end state concept that identifies all of the potential buildings with a reliance on below grade parking. The large amount of underground parking provides the optimal use and the increase of public spaces within the civic centre campus.

The phasing of the Master Plan incorporates an east to west progression of build-out working with the site topography and extension of circulation and services. The general approach is that each phase builds on the previous, each provides immediate benefit, and anticipates the phase to follow. The massing and scale of the proposed buildings work sympathetically with the adjacent land use. The new buildings follow the massing principles of the City Hall with higher portions of the buildings being associated with the more urban areas of the site. The lower portions are located adjacent to parkland and residential fabric.

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Phase 1 of the project entailed the design and construction of the new City Hall, Civic Square, surface parking and a neighbourhood park of at least 2.4 ha. Phase 1 would also include the demolition and/or removal of all existing structures associated with the old civic centre (main building, annex and portables) and site remediation.

The site remediation included the widening of the main entry drive. This was one of the recommendations of the traffic study performed. The driveway had to also be designed of sufficient length to provide the required queuing for safe and efficient site operations, especially with the increased office space. The study confirmed that the current main signalized entry drive had to be further developed as the original entrance as it was very restricted and did not provide a line of sight with in-coming traffic and internal vehicle movement. This main entry drive, therefore, needed to be widened as it is the primary public and ceremonial access into the site from Major Mackenzie Drive.

The staging of development, post Phase I, was reassessed as it was originally thought that the office and library were the most likely candidates for the next phase of development. However, with funding being made available from the Province, the construction on the new residential senior's building occurred roughly the same time as the construction of the new City Hall. This timing necessitated the need for interim parking solutions and had an impact on how and when the library and office building would proceed to construction.

The final build out and combination of the varied uses reinforces the civic square as the central piazza which becomes a destination for various activities. The movement across the civic square from east to west is by a series of steps and stepped terraces which can also function as seating areas overlooking the water feature. The configuration of the transition from east to west works closely with the grading as it slopes down from the City Hall to Keele Street. Incorporated into this movement and in the change in grade, are handicapped ramps and the necessary transitions are worked into the overall hard landscape design.

Comparison Analysis of the Approved Master Plan and Proposed Revised Master Plan

The KPMB currently approved revised Vaughan Civic Centre Master Plan as found in Attachment 1 identifies the phasing and location of the proposed buildings of the campus as originally decided on. The resource library is found on the south side of the campus as a Phase 2 to the site. It also incorporate the increased building area for the proposed office building along Major Mackenzie Drive as a Phase 3 and the addition of a living arts centre as a Phase 4 to the campus along Major Mackenzie Drive.

Approved Civic Centre Campus Master Plan

The approved Master Plan is configured as follows:

Phase 1 – City Hall (completed); Senior's Residence – Maple Glen (completed); demolition of the old civic centre and senior's residence – Maple Manor (currently underway).

Phase 2 - The resource library is located to the west of City Hall and to the south of the civic square/ water feature and north of the park. The massing is that of a lower block appropriate for its adjacency to the park and residential area.

Phase 3 – Forming the north edge of the civic square/ water feature is the office block along Major Mackenzie Drive. The office block would ultimately become the necessary expansion space to the City Hall as the City of Vaughan continues to grow.

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Phase 4 - Extending west from the office block is the Living Arts / Theatre building also forming the north edge of the civic square/water feature area. Within the civic square precinct there is the flexibility to accommodate a farmers market or other outdoor activities. A possible auxiliary pavilion could be paired with a City service building which could house operational and maintenance equipment related to the civic square and the water /skating rink feature.

Analysis of this Option

Advantages

- Library connects to water feature to the north and the park to the south.
- Scale of resource library is appropriate for the park to the south.
- A larger building capacity is now able to fit along the Major Mackenzie Drive frontage.

Disadvantages

- Concrete ramp at the civic square creates and physically separates the west portion of the civic square.
- Ramp and grading of the entry road creates problems for circulation at library during interim phase.
- Costs associated with temporary grading and paving to accommodate the library do not bring added value.
- Library site is not utilized effectively as it could accommodate a larger building envelope.
- The future construction sequence of the water feature could create access issues for the library.
- Location of the Living Arts / Theatre building site is tight.
- Grade changes/stepping around the public square area creates accessibility issues.

Proposed Revisions to the Civic Centre Campus Master Plan -2013

The KPMB proposed revised Master Plan outlines a new updated Campus Master Plan and is found as **Attachment 2** of this report.

The proposed 2013 revised Master Plan is configured as follows:

Phase 1 – City Hall (completed); Seniors Residence- Maple Glen (completed); demolition of old City Hall and senior's residence –Maple Manor (currently underway).

Phase 2 - The library has been relocated at the north-west extent of the civic square and water feature. It is located at a point of prominence from Major Mackenzie and is visible from the Keele and Major Mackenzie intersection. This new location provides better visibility and pedestrian and public transportation access to the building by the public.

Phase 3 - Forming the north edge of the civic square and water feature is the office block along Major Mackenzie Drive. The office block would ultimately become the necessary expansion space to the City Hall as the City of Vaughan continues to grow. Within the civic square precinct there is the flexibility to accommodate a farmers market or other outdoor structured activities. A possible auxiliary pavilion is paired with a City service building which would house operational and maintenance equipment related to the civic square and the water /skating rink feature.

Phase 4- The Living Arts Centre/ Theatre building is located to the west of the City Hall and to the south of the civic square/water feature and park. This proposal now creates an intermediate size building that would occupy the full extent of the area along the length of the water feature and civic square. The public areas would front onto the civic square.

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Analysis of this Option

Advantages

- Concrete ramp and parking can remain during Phase 2 (Library).
- Minimal additional infrastructure and costs to execute library.
- Better visibility and pedestrian and public transportation access to the library building by the public.
- More exposure of the library facility along Major Mackenzie Drive for residents.
- Interim parking will be to the east of the library.
- Maximized footprints on larger parcels of land.
- Cost-effective phasing.
- Optimal grading connections.
- Links to underground parking from larger buildings.
- Cultural programming can be accommodated in the park.
- Activated Maple allee (walkway extending across campus to Keele Street).
- Larger Theatre/Living Arts Site.
- Better library visibility with a connection to Major Mackenzie.

Disadvantages

- Centre of site would remain as is for a longer period of time.

The new proposed Master Plan as a number of advantages and as such is the preferred option. These advantages which include the better utilization of the site, better grading connections and a greater potential to realize cost savings.

It is recommended that the architect further refine the plan by exploring the possibility of reducing the size of the outdoor skating rink /water feature to create a larger public events area and a reduction in the stepping and ramping of the public area in order to increase the accessibility of the public square area. Any additional comments from Council from the discussion at the working session will also be explored by the architect.

These proposed modifications will create a public square area that can accommodate larger public gathering for City and community events such as Canada Day festival, concert series, cultural celebrations, etc. By modifying the stepping and ramping of the site, the public square will be more accessible and easier for the City and public to utilize as a public gathering place. Additional landscape and design considerations will be considered after discussions with the City's Design Review Panel and Planning Department staff.

Preliminary discussions have already taken place with the Vaughan Public Library Board as it relates to the proposed re-location of the resource library. All comments received have been positive, however, Council's decision will be formally presented to the Library Board at their next meeting.

Should Council agree with staff's recommendation, budget estimates and funding options for the proposed updated 2013 Master Plan, will be finalized and presented at a future Finance and Administration Committee meeting for consideration.

Relationship to Vaughan Vision 2020/Strategic Plan

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

- **STRATEGIC GOAL:**
Service Excellence – Providing service excellence to citizens.

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- **STRATEGIC OBJECTIVES:**
Pursue Excellence in Service Delivery; and Enhance and Ensure Community Safety, Health and Wellness and Lead and Promote Environmental Sustainability.

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

Regional Implications

Coordination with the Region as it relates to the timing of the widening of Major Mackenzie Drive will be required. Opportunities to strengthen connections from the site to the Maple Go Secondary Plan area will be explored with the Region, Metrolinx and as part of the future redevelopment along Major Mackenzie Drive.

Conclusion

The Vaughan Civic Centre Campus Master Plan vision largely remains that of the original Master Plan which formed part of the 2003 competition for the Vaughan City Hall. The principle vision was to create a civic campus of buildings arranged around the edges of a civic plaza composed of buildings and activities of varying uses. The Civic Centre as such becomes a destination for the citizens of Vaughan for a range of interests and activities including work, commerce, play, events, culture and market. This combination of diverse but complementary uses serves to enliven the precinct during a wider range of times during the day and days of the week than what would normally be associated with solely civic administrative activities and business. The general massing and distribution of buildings is shaped to work with the adjacent urban fabric, arterial roads and streetscape to the north, park and residential to the south, berm and GO Rail line to the east and main historic main street to the west.

Attachments

Attachment 1 – Current Approved Civic Centre Campus Master Plan

Attachment 2 – Proposed Revisions to the Vaughan Civic Centre Campus Master Plan (2013)

Report prepared by:

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(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)