

**THE CORPORATION OF THE CITY OF WINDSOR  
OFFICE OF THE CITY ENGINEER- Engineering**

**MISSION STATEMENT:**

*"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together."*

<b>LiveLink REPORT #: 17168 APM/9120</b>	<b>Report Date: June 16, 2014</b> PW#3833/lp-06/18/14:eb)
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**To: Mayor and Members of City Council**

**Subject: New City Hall Project - Parking Options and Civic Square Campus Development**

**1. RECOMMENDATION: City Wide: X Ward(s):**

- I. That Council **APPROVE** a new capital project to construct a Multi-storey (+/-300 spaces) parking facility on Lot #11 for parking at an estimated cost of \$7.2 million, to be funded from the \$8 million remaining balance of the original funds earmarked for a potential tenant within the New City Hall facility; and
- II. That Administration **BE AUTHORIZED** to pursue negotiations with possible tenant(s) for parking within City owned facilities including the possible option to expand the proposed new parking facility in I (above), and that Administration report back with a business case based on the results of negotiations; and
- III. That the proposed Civic Square Campus Conceptual Site Plan (Schedule "A") **BE ADOPTED IN PRINCIPLE** for the purposes of providing a definable direction for the ongoing development of the Civic Square Campus; and
- IV. That the 20 metre (66 feet) wide right-of-way, known as City Hall Square East, between City Hall Square South and University Avenue, shown on Drawing No. CC-1656 attached hereto as Schedule "E", **BE CLOSED** for municipal purposes at the appropriate time as determined by the Project Steering Committee; and at which time that:
  - a. The City Planner **BE REQUESTED** to supply the appropriate legal description, in accordance with Drawing No. CC-1656, attached hereto as Schedule "E";

- b. The City Planner, or designate, **BE AUTHORIZED** to publish the required legal notice;
  - c. That the City Solicitor **BE REQUESTED** to prepare the necessary by-laws; That the Chief Administrative Officer and City Clerk **BE AUTHORIZED** to sign all necessary documents, satisfactory in form and content to the City Solicitor, or designate; and that the transaction **BE COMPLETED** electronically pursuant to bylaw 366-2003; and,
- V. That Council **APPROVE** \$800,000 for the proposed closure of City Hall Square East and improvements/linkage of the Civic Square Corridor to the New City Hall facility as part of the New City Hall Project (ID#7115001), to be funded from the \$8 million remaining balance of the original funds earmarked for a potential tenant within the New City Hall facility; and,
- VI. That administration **BE AUTHORIZED** to enter into discussions and/or negotiations with the Province of Ontario- Tourism Bureau officials regarding the matters pertaining to parking and/or their interest in any potential partnerships with respect this project; and,
- VII. That administration **BE DIRECTED** as part of an overall communication plan to consult with officials of All Saints Church and St. Alphonsus Church to determine and minimize impacts on their membership and programs.

### **EXECUTIVE SUMMARY:**

The New City Hall design should reflect its role and status as a vital component to enhancing the existing civic campus. It should contribute to a sense of place that serves and symbolizes the institutional values and purpose of the City Hall Campus.

Administration has prepared a high level concept (see **Schedule "F"**) that incorporates the direction established by the Civic Square Urban Design Study and Master Plan and subsequent investments. It is also a concept that firmly entrenches the idea that although the Civic Square may be comprised of separate buildings, it will still look and function like one unified campus.

The construction, and subsequent demolition of the current City Hall, presents an obvious opportunity to enhance and extend the existing Civic Esplanade southward. The chosen architect and design team will be expected to further develop this concept during the design of the New City Hall Facility.

Consistent with one of the ideas first presented in the Civic Square Urban Design Study and Master Plan is the idea of closing the current City Hall Square East. It is the road that currently separates the existing City Hall from the 400 City Hall Square building. Closing City Hall Square East would allow for a pedestrian friendly campus that eliminates the need to cross between traffic when going from one building to the other.

All of the conceptual site plan elements described in the report will contribute to the Civic Square functioning as a unified (and attractive) government campus that enhances the delivery of service to the residents. However, one of the key elements that requires further discussion is parking. It is something that is necessary to provide to all of the users of the Civic Square

campus, and depending on how the parking demand is accommodated can have a defining impact of how the campus looks and functions.

The New City Hall project budget includes design and construction of 65 spaces surface parking lot within the overall Civic Square site near the current Council parking area (referenced in **Schedule B** as “Status Quo”).

As a result of Council direction, Administration provides discussion on alternatives to the surface parking included within the Status Quo of the New City Hall project. The report discusses how to meet the City’s needs and reviews the parking needs for the larger (public and institutional) demand for parking in the downtown core. The following provides a summary of options that address City Needs Only;

Option	Description	Estimated Additional Capital	Capital Cost per parking space	Estimated Incremental Overall City Annual Operating Cost	Pros(+) / Cons(-)
1	<b>Status Quo</b>  Surface Lot on City Hall Site  65 +/-	\$0	\$6,400	\$0	<ul style="list-style-type: none"> <li>+ No incremental Capital or Operating costs</li> <li>+ Lot can be shifted to the west to minimize impact to Civic Square</li> <li>+ Allows for other Council funding priorities</li> <li>- Only addresses displaced (lots 1&amp;17) parking from the new construction.</li> <li>- Aesthetics of another surface lot</li> <li>- Not ideal for the broader economic development of the downtown</li> <li>- Does not increase parking availability in downtown arising from existing 3<sup>rd</sup> party demands or new development in the area</li> <li>- May result in additional surface lots in downtown core as a result of unmet demand</li> <li>- The loss of future property assessment/development opportunities with having surface parking lots developed in the downtown core</li> </ul>
2	<b>Underground</b>  1-level (+/-80 spaces)  2-levels (+/-160 spaces)	\$2.9 M  \$6.5 M	\$36,000  \$40,000	\$30,000  \$9,000	<ul style="list-style-type: none"> <li>+ Eliminates surface lot and improves aesthetic</li> <li>+ In case of 2-levels, frees up spaces at the Goyeau garage for more lucrative hourly parking</li> <li>+ Additional capital funding fits within current 5 year plan</li> <li>- 1-level largely only addresses displaced parking from new construction</li> <li>- May result in additional surface lots as a result of unmet demands</li> <li>- Additional Capital cost</li> <li>- Does not solve long term downtown parking needs which may prove</li> </ul>

					detrimental to the ongoing revitalization of the downtown - More expensive than Option 1 for both capital and operating
3	<b>Parking Structure</b>  2-storey (+/-300 spaces)	\$7.2 M	\$26,000	\$3,000	+ Will consolidate or reduce the potential of surface lots + Addresses some of the City staff long term parking needs + Frees up spaces in other parking facility to accommodate more lucrative hourly parking + May contribute to economic development initiatives + Has the potential to increase property tax assessment in the downtown by providing an option that may encourage property development of existing downtown surface parking lots. + Operating costs are lower than Option 2 + More cost effective (per space) than underground parking + Funding requirements fits within available 5 year plan + Provide the opportunity to rebalance the municipal parking system to increase revenues and meet demand where it is most needed - Additional Capital Cost

As a result, Administration recommends:

1. Council adopt the conceptual site plan in principle for the purposes of providing a definable direction for the ongoing development of the Civic Square Campus including a placeholder of funds to complete the physical construction. This plan will be used to guide the design team for the New City Hall to understand what Council's vision is for the Civic Square Campus and design the building accordingly.
2. Council approve the direction for the construction of a multi-storey (+/-300 spaces) above grade parking structure (Option 3).
3. Additionally, since there are 3 potential external tenants, (two of whom have expressed written interest – See P&C Memo), further negotiations should be pursued to determine if a business case can be developed for additional storeys on the recommended parking structure that would be tabled at Council during the 2015 Capital Budget expected in January 2015.

## **2. BACKGROUND:**

On January 27, 2014, City Council approved the design and construction of the New City Hall facility (CR22/2014). The proposed location for the new facility is just south of the existing 350 CHS Building bounded by City Hall Sq East, West and South.

### **Civic Square Urban Design Study and Master Plan**

On March 8, 1993, Council adopted the Civic Square Urban Design Study and Master Plan that was prepared to recommend a preferred Master Plan that would set a physical and planning framework for the coordinated development of the "Civic Square" area of downtown. It envisioned the Civic Square developing over time as a unified governmental precinct (i.e. a campus) that acknowledges the rich context of the past and present conditions. Some of the main features and concepts of the Civic Square Urban Design Study and Master Plan include:

- The tree lined pedestrian Esplanade that runs north/south on what was the former Windsor Ave. right-of-way north of City Hall;
- A civic plaza and park as the forecourt to City Hall;
- The closure of the northerly extensions of City Hall Square East and West;
- A block pattern for the buildings and structures that allows access from all directions; and,
- A formal garden and water feature adjacent to All Saints Church.

Subsequently, on October 31, 1994, Council adopted the Windsor City Centre Revitalization & Design Study "as a guide for the revitalization of the City Centre" (MI03-94). The Windsor City Centre Revitalization & Design Study is a comprehensive study that was commissioned by the City and Province "to present a comprehensive plan for managing growth and change which will maximize the positive economic and social impact of the casino in rejuvenating the heart of the City." The Windsor City Centre Revitalization & Design Study reaffirmed the vision and urban design direction first proposed by the Civic Square Urban Design Study and Master Plan.

On July 7, 1998, Council awarded a +/- \$1.4 million tender to carry out improvements to Civic Square to incorporate the majority of the originally recommended elements from the Civic Square Urban Design Study and Master Plan. The work consisted of the following items:

- construction of local storm sewers and watermains;
- reconstruction of existing parking lots;
- total reconstruction of the City Hall Square East roadway;
- construction of various decorative walkways and pathways including the first phase of the Riverfront Esplanade;
- installation of decorative street, pedestrian and parking lot lighting, including electrical work consistent with recent work on Park street and McDougall Avenue;
- landscaping of site including various gardens, water feature and streetscaping; and,
- completion of Park Street Extension (City Hall Square South) streetscaping from Windsor to McDougall

The above described work resulted in a number of the readily identifiable features of Civic Square as it stands today. Most noteworthy are the Civic Esplanade and Heritage Garden. Windsor's Civic Esplanade consists of the grounds surrounding City Hall and the pedestrian corridor area north to Riverside Drive (along the former Windsor Avenue) which includes

Charles Clark Square, the open space east of the Joint Justice Facility, and Windsor Civic Green. This open space is the pedestrian "spine" connecting existing and future development described in the Civic Square Urban Design Study and Master Plan.

The Civic Square Urban Design Study and Master Plan originally envisioned a formal garden and water feature that would be located separately in the heart of Civic Square. The Heritage Garden is a colourful tribute to the area's history that incorporates both elements into one area. It is comprised of a formal garden with diagonal walkways that surround four individual fountains that each represents a different era in the area's history.

### **New City Hall Request for Proposals (RFP)**

On April 25, 2014, RFP 50-14 for "New City Hall Architectural Services" was issued with a closing date of May 21, 2014 seeking the services of a qualified architect and engineering Team to design the New City Hall Facility. On June 9, 2014, the City Solicitor communicated through a memorandum to the Mayor and Members of City Council that the successful proponent is a joint venture between the Toronto architectural firm, Moriyama & Teshima Architects and Windsor's own Architectura Inc.

### **Parking Issues**

The construction of the New City Hall as part of the Civic Square campus will require the elimination of 65 public parking spaces that are currently allocated in municipal parking lots #17 and #1 both located on the south side of the current City Hall (see **Schedule B**). The nearby municipal parking lot #10 (located on Park & Goyeau) currently accommodates 78 spaces for staff parking during normal business hours and pay & display public parking after hours and on weekends. However, during construction, lot #10 will be used for public parking with staff being temporarily relocated to other city parking facilities.

The New City Hall project budget includes design and construction of 65 spaces surface parking lot within the overall Civic Square site, with preliminary discussions about locating near the current Council parking area (**Schedule B**). This will replace the spaces lost as a result of the new facility.

On January 27, 2014, City Council directed:

*CR23/2014*

*"That with regards to the proposed New City Hall Facility, that Administration BE DIRECTED to prepare a business case dealing with underground parking, and to report back to Council."*

Subsequent to the above direction, Administration has received two separate inquiries for possible tenancy lease agreement within a municipal parking facility. This report also explores the option of constructing 1 or 2 levels of underground parking within the New City Hall facility or a separate stand alone parking facility to meet the City's needs with consideration of the expressed interest in tenancy within current or new parking structures.

In addition, it should be noted that there are a number of recent and pending redevelopments that have occurred (or will be occurring) in downtown Windsor that are contributing to Council's strategic goal of a "vibrant downtown". These projects also have the effect of increasing demand for parking in the downtown core. Although not an exhaustive list, the projects listed below are

significant projects that have impacted the supply and demand of parking in the downtown core, particularly the east side of downtown:

- The redevelopment of the Palace Cinemas and relocation of the Windsor Star to the building;
- The Windsor-Essex Catholic District School Board's (WECDSB) pending redevelopment of the existing Windsor Arena (and adjacent properties) as a secondary school;
- The construction of the Windsor Family Aquatic Centre that displaced all of the monthly permits from what was then a number of surface parking lots. Many of these monthly permit parkers have been accommodated in the Goyeau St. parking garage; and,
- The upcoming adaptive reuse of the Windsor Armouries and former Greyhound Bus Depot by the University of Windsor for a number of art and music related programs.

Most recently, it was reported on May 2, 2014 that the University of Windsor purchased the property that is owned and currently occupied by the Tunnel BBQ restaurant for \$4 million, with the intention of constructing an \$8.5 million building that will become the new home for the University's School for Arts and Creative Innovation.

### **3. DISCUSSION:**

#### **CIVIC SQUARE / CITY HALL CAMPUS**

As mentioned in the Background section, the RFP for "New City Hall Architectural Services" has been issued and awarded. The RFP included instructions to the architects to consider the surrounding context for the New City Hall building, including the following statement:

*The design of the building should reflect its role and status as a vital component to enhancing the existing civic campus. Furthermore, it should contribute to a sense of place that serves and symbolizes the institutional values and purpose of the City Hall Campus.*

However, their primary focus will be on the design of the new building. With the Civic Square Urban Design Study and Master Plan providing conceptual direction for the overall development of the Civic Square Campus, it is ultimately up to Council to determine how they would like to see the Civic Square Campus develop.

Accordingly, a high level concept has been attached (see **Schedule "A"**) that incorporates the direction established by the Civic Square Urban Design Study and Master Plan and subsequent investments. It is also a concept that firmly entrenches the idea that although the Civic Square may be comprised of separate buildings, it will still look and function like one unified campus. The intent of the conceptual site plan is to define spaces (i.e. where things can go) and opportunities for connectivity, not dictate the level and quality of the final product. Some of the individual elements of the attached conceptual site plan will require specific Council direction and will be described in more detail below. However, the following sections describe the elements, their intent and opportunities that are presented by the conceptual site plan.

### **Extending the Civic Esplanade**

The construction, and subsequent demolition of the current City Hall, presents an obvious opportunity to enhance and extend the existing Civic Esplanade southward. Although, the chosen architect will ultimately design the new building, this allows for the possibility of aligning the main entrance of the new building with the esplanade, with a secondary main entrance off of City Hall Square South (similar to the McDougall entrance of 400 CHS). Figuratively, (and almost literally) the Civic Esplanade will provide a direct connection from the Detroit River to City Hall's front door (see **Schedule "A"**).

### **Enhanced East/West Connection**

The existing east/west pedestrian path between 400 CHS and downtown is currently heavily used. Although the existing path is likely to fall in the path of the City Hall demolition, reinstating it presents an opportunity to include a defining pedestrian entrance feature for people accessing the campus from the west (i.e. downtown). The bisecting point between this path and the Civic Esplanade also presents an opportunity to incorporate public art or other feature that will help define the campus, and/or a venue for civic gatherings, ceremonies, and outdoor press conferences.

### **Senator Croll / Tourism Bureau Linkage**

Opportunities exist that would enable a stronger east/west connection by integrating the existing Ontario Tourism Bureau parking lot and building site with the proposed enhancements at the City Hall campus. In addition, the University of Windsor proposal for the former TBQ site indicates a pedestrian and view corridor/linkage extending east from the former Armouries site through to Senator Croll Park along an east/west alignment where the former Nut House business/building is now located on Goyeau (between Tim Horton's and Burger King properties). Linking and enhancing the physical and visual connections between the University of Windsor properties on the west side of Goyeau with Senator Croll Park, and determining whether the Province would be interested in relocating the tourism function and/or integrating its property with City Hall campus should be further explored (see **Schedule "F"**).

### **Closing City Hall Square East Roadway**

Consistent with one of the ideas first presented in the Civic Square Urban Design Study and Master Plan is the idea of closing the current City Hall Square East road. It is the road that currently separates the existing City Hall from the 400 City Hall Square building. The road currently provides vehicular access to the 400 CHS public parking lot #1 (which will be eliminated), and the public parking north of 400 CHS, as well as access to the parking garage under 400 CHS. The road also functions as a drop off and lay by parking for people that are accessing services in 400 CHS on a short-term basis.

Closing City Hall Square East would be followed by the existing road being removed and replaced with a combination of landscaping and a pedestrian pathway that will provide access to the west entrance of 400 CHS. These changes will further contribute to a pedestrian friendly campus that eliminates the need to cross between traffic when going from one building to the other. The lay by function can be accommodated for the New City Hall and 400 CHS on City Hall Square South and McDougall Ave respectively (see **Schedule "A"**). Access to the parking north of 400 CHS and to the employee parking garage will continue to be from University Avenue.

Emergency Services have been consulted and have indicated that they are not opposed to the closure. Fire can access the site from McDougall Ave., and the 400 Buildings fire connections



are also located on the McDougall side of the building. Officials of All Saints Church would be consulted as well to minimise impacts on their programs.

Accordingly, Council is being asked to adopt the conceptual site plan (with all of these described elements as shown in **Schedule "A"**) in principle for the purposes of providing a definable direction for the ongoing development of the Civic Square Campus. This plan will be provided to the architects selected for the New City Hall to allow them to understand what Council's vision is for the Civic Square Campus so that they can design the building and its immediate surroundings accordingly. In order to proceed with the road closure and the linkage of the Esplanade, administration estimates approximately \$800,000 is required. A more detailed explanation about the next steps, any applicable closure processes and estimated costs for implementing the attached Conceptual Site Plan will be the subject of a future report to Council.

## **PARKING OPTIONS**

All of the conceptual site plan elements described above will contribute to the Civic Square functioning as a unified (and attractive) government campus. However, one of the key elements that requires further discussion is parking. This is necessary to provide to all of the users of the Civic Square campus, and depending on how the parking demand is accommodated can have a defining impact of how the campus looks and functions.

This report presents Council with two over-arching options in order to provide direction to administration: **1)** to meeting the demand for City parking needs, and **2)** if it is deemed desirable, to meet the needs for the larger (public and institutional) demand for parking in the downtown core through recommended negotiations with interested parties.

Surface lots are viewed as unattractive and are known to compromise the opportunity for "linkages" between developments. They also have a negative impact on the vibrancy and comfort of the street, and the economic performance of the surrounding retail. The City Centre Revitalization and Design Study provides recommendations regarding the design of parking facilities. These recommendations have influenced the following Official Plan policies with regards to parking facilities. Section 6.11.2.7 of the Official Plan states that "Council will encourage long term parking areas to be incorporated within new development either above or below grade for the purpose of minimizing the amount of surface parking in the Downtown core."

Parking structures come with a higher capital cost than surface lots and therefore opportunities (e.g. cost-sharing, strong market demand, long term leases/agreements with increased parking rates, etc.) to help offset the construction and operational costs are important considerations.

Pursuant to Council's direction to explore possibilities other than surface parking, Administration has prepared the following options for consideration.

### **Meeting the City's Needs**

#### **Option 1** – Surface Lot "Status Quo"

The current New City Hall project scope includes the construction of a surface parking lot to accommodate approximately 65 parking spaces lost due to the new location for the New City Hall. The new surface lot is proposed to be on the existing City Hall Site by

Council parking. **Schedule "B"** illustrates the estimated cost and proposed location. This provides 65+/- parking spaces. No land purchase required. Total estimated cost is approximately \$420,000 which is already included within the project budget.

It should be noted that only properties wholly owned by the City of Windsor were considered in the parking options.

**Option 2** – One or Two level(s) of underground parking (within the New City Hall)

This would be constructed as part of the New City Hall project and would require additional funding. **Schedule "C"** illustrates the estimated cost and proposed location. The one level provides 80+/- spaces and is estimated at approximately \$2.9 million. Two levels are estimated to provide 160+/- spaces and are estimated at approximately \$6.5 million.

It should be noted that an above grade parking facility is more cost effective than a below grade and therefore should be considered to meet City needs.

As a result, notwithstanding the resolution directing a review of an underground parking garage, Administration introduced and analyzed the possibility of constructing a parking structure that would meet City needs. Consideration was given to locating such a structure on both City owned parking lots #10 and #11. Parking lot #10 (located at the corner of Park St E. and Goyeau St) was found to be too small to accommodate an efficient design for an above grade parking facility; however, in its current state, would meet the needs/replacement of a short term surface lot for the public accessing the current and future City Hall. It was found that an efficiently designed structure could be constructed on the city municipal parking lot #11 (located on McDougall Ave across from Windsor Arena). It would require temporarily relocating up to 172 city staff during construction and further provisions to accommodate these staff within the new parking facility. This would eliminate the need for a surface lot and /or the underground parking mentioned earlier.

When considering the size of a new structure, the minimum number of spaces required to accommodate the displaced staff (65 spaces as a result of the New City Hall and 172 spaces currently on lot 11) totals 237 spaces.

Additionally, consideration should be given to the parking capacity/needs of other City owned surface lots and parking structures in the area which are summarized below;

	Capacity (Spaces)	City Staff	Monthly Parkers	Waiting List	Hourly Public Parking/ Open Spaces	Total Demand/ Potential Demand
Pelissier Garage	346	101	88	0	157	346
Goyeau Garage	561	20	522	180	39	761
Lot #1 (City Hall Sq East & South)	16	0	0	0	16	16
Lot #17 ( City Hall Sq South & West	49	0	0	0	49	49

Lot #10 (Park & Goyeau)	78	72	0	0	0	72
Lot #11 (McDougall)	169	172	0	0	0	172
Lot #13 Wyandotte & Windsor	37	10	21	0	0	31
Potential Tenant(s)				550		550
Totals	1256	375	631	730	261	1997

As noted, the Goyeau garage currently has 20 staff parking at that location. Since there are 180 full market monthly parkers on a waiting list, transferring these 20 staff to a new garage would free up spaces within the high demand area. Further opportunities may exist to offer additional monthly parking within a new facility.

For the basis of this comparison, it is recommended that at a minimum, a new structure should accommodate 257 spaces (237 displaced by both New City Hall and spaces currently on Lot 11 plus 20 staff currently parking within the Goyeau garage that can be replaced by full market monthly leases). When evaluating such a structure, there must be a balance between an effective design and number of spaces. With the size of Lot 11, it has been determined that an effective multi level design (using a 'double-threaded helix' design) could accommodate a maximum of 150 spaces per level. However, only detailed design/evaluation could determine the ideal footprint that provides the most cost effective layout of the minimum required 256 spaces. A smaller footprint with additional storeys may be more cost effective. This determination would be made during the detailed design phase. For purposes of this comparison, a two level garage would meet this need and has been used for the evaluation. This option is summarized below;

**Option 3** – Two-level above grade parking facility on Lot #11

This would be constructed as a separate project and would require additional funding. **Schedule "D"** illustrates the estimated cost and proposed location. This would provide +/-300 spaces. Total estimated cost for this option is approximately \$7.2 million.

The following table provides a summary of features and capital requirements for each of the options discussed above.

Option	Description	Estimated Additional Capital	Capital Cost per parking space
1	<b>Status Quo</b> Surface Lot on City Hall Site (+/-65)	\$0	\$6,400
2	<b>Underground within New City Hall</b>  1-level (+/-80 spaces)  2-levels (+/-160 spaces)	\$2.9 M  \$6.5 M	\$36,000  \$40,000
3	<b>Parking Structure</b> 2-storey (+/-300 spaces)	\$7.2 M	\$26,000

## Meeting the City's and Other Parties' Needs

In addition to the known City needs, Administration has received two separate requests (see P&C Memo) from interested parties to enter into a long term lease agreement for an estimated 380 spaces (24/7 demand) and another 200 spaces (after regular business hours). Accordingly, the City should explore a business case to provide an additional 580 spaces to meet the current expressed demand for parking located on the east side of the downtown core.

There may be a business case that warrants the construction of a multi-storey parking structure that could accommodate more City staff (through relocation of parking assignment) that would open opportunities for tenants at other City garages.

High level costing indicate that a 4-5 storey parking structure (600-750 spaces) is estimated to be in the range of approximately \$15.6–19.3 million gross costs. **Schedule "D"** illustrates the proposed location.

When determining the best alternative (i.e., surface parking lots vs. a parking structure) to provide parking, both the following initial and long term costs, savings and functional qualities should be considered:

- The parking structure option provides the opportunity for the City to reallocate some of the existing parking supply to increase overall parking revenues and the efficiency of the existing parking system by providing the right balance of fee structures (i.e. hourly vs. monthly permits) in the locations that have the most demand for each type. The existing Goyeau Avenue parking structure is currently at full capacity (with approximately an 18 month waiting period/list) with a majority of the parking being allocated to monthly permits. When there is parking demand, hourly parking is known to result in higher revenues than monthly permits – as much as three times higher.
- A number of recent and upcoming developments in the downtown core have been driving (or will drive) additional demand for parking. The Goyeau Street Parking Garage is strategically located on the east side of downtown and it provides a realistic possibility for meeting the increasing demand for short term (i.e. hourly) parking in the downtown area. Therefore, it may be beneficial to reassign some of the existing monthly permits to the new structure (where demand for hourly is less) in order to free up additional hourly spaces in the Goyeau Street garage. As indicated in the table under Option 3 there are 180 people on the waiting list for the Goyeau parking garage.
- The opportunity costs associated with surface parking lots in the downtown core. Surface parking is rarely considered the high and best use of a property, in some cases resulting in a much lower property assessment and municipal property taxes collected than a site that has an occupied building. There is a real risk of having more surface lots emerge in the downtown area if the entities that are currently expressing a need for parking have no other alternatives to meet their demand. This is further compounded with an anticipated increase in demand as some of the projects cited in this report are completed.
- The vitality of the downtown core is heavily dependent on readily available parking for visitors and customers. The City is under increasing pressure (as demonstrated by the current requests for parking and long waiting list for monthly parking in the existing

public facilities) to provide more parking to support development and revitalization initiatives for the downtown. Unmet parking demand has the potential to derail the positive development momentum occurring downtown and the popularity that has been gained by the recent redevelopments (e.g. Adventure Bay Family Water Park) and future campus and hospitality development plans. A large infusion of parking supply into the downtown parking system could go a long way towards preventing parking from becoming a major development hurdle to overcome, and/or a reason to not develop or visit events and facilities in the downtown core.

**Consequently, Option 3; the multi-storey parking structure (300+/- spaces) is recommended at a minimum for the following reasons:**

1. Provides the flexibility to accommodate current and limited future demand for parking on the east side of downtown;
2. Allow for greater flexibility in the overall municipal parking system, whereby limited monthly permits can be moved to the new structure to provide additional more lucrative hourly parking in other parking facilities where the demand for such is greater;
3. Is more consistent with every planning document (including the Official Plan) and vision for the downtown core;
4. Parking demand in the downtown core could result in additional third party surface parking lots that are known to compromise the opportunity for “linkages” between developments and have a negative impact on the vibrancy and comfort of the street, and the economic performance of the surrounding retail, which the proposed structure will help to avoid; and,
5. Additional surface lots also have an opportunity cost of lost or reduced assessments (vs. higher order uses).
6. Even if there are no tenants, a separate above grade parking structure is considered more cost efficient than an underground structure.
7. The closure of City Hall Square East will accommodate the expansion of the surface visitor parking lot north of the 400 CHS building.

***Additionally, further negotiations should be pursued with potential tenants to determine if a business case can be developed for additional storeys on the recommended structure.***

### **Timing**

The construction of a new parking structure for City needs alone (approximately 300 spaces) is estimated to take 12-18 months from start to finish (RFP design services, design, tender and construction). However, there are a few considerations that need to be taken into account in determining the timelines;

1. The recommendations above include negotiations with interested parties with a report back to Council which will take additional time. 3-4 months could be incorporate for this at the beginning of the project.
2. Inauguration of a new Council will be in December and will impact the timelines to report back to Council.
3. The design fees for such a structure will be relative to the size of the facility and thus will need a clear direction on the size of the facility.

4. In order to ensure the most efficient design layout, it is not recommended to begin the design process without a clear direction on the number of required parking spaces which may or may not increase pending the outcome of the negotiations.

Therefore, the following high level schedule is proposed;

<b>Milestones</b>	<b>Schedule</b>
1. Negotiate with interested parties	July-November 2014
2. Report to Council on negotiations	Tabled January 2015
3. Prepare and issue RFP to retain Designer and Award	Feb - March 2015
4. Design Phase	April – August 2015
5. Tender Phase	September 2015
6. Award	October 2015
7. Construction	Nov 2015 – April 2017

It should be noted that the construction of the New City Hall is anticipated to begin around the same time as the construction of the new parking garage noted above however the parking garage is expected to be completed well in advance of the completion of the New City Hall. The overlap will require the relocation of an additional 167 spaces for staff that currently park within Lot 11. These are expected to be accommodated within other city facilities and/or through temporary parking arrangements for the duration of the construction (approximately 1.5 years).

#### **4. RISK ANALYSIS:**

##### **Civic Square/ City Hall Campus**

The following risks have been identified for the recommendations associated with the Civic Square Campus:

**Resource Risks:** Implementation of the proposed Civic Square Campus Conceptual Site Plan will require additional staff and financial resources dedicated to planning and managing to the design, procurement and construction of each element discussed in this report. This is considered likely with medium impact.

**Timing Risks:** The design and subsequent construction of the New City Hall building is an opportune time to provide direction and begin planning for how the Civic Square Campus should look and function following the completion of the New City Hall building. Not moving forward at this time might be seen as an opportunity missed. This is considered possible with potentially medium to high impact in the future.

**Cross-Corporate Impact Risks:** The closing of City Hall Square East would limit vehicular access to the exterior edges of the Civic Square Campus, which could create minor delays in deliveries that currently use it for such. Pedestrian/vehicle interaction would reduce if the road is closed. This is considered to be likely/almost certain to occur, but of low impact. Emergency access would not be negatively impacted.

**Community Impact Risks:** Although architects are trained to design aesthetically pleasing and highly functional buildings that fit within their surrounding landscapes, there is the risk that the architect may design the building (and its immediate surroundings) in a way that is not complimentary to rest of the Civic Square Campus if Council does not provide specific direction on the development of the Civic Square Campus. This is considered unlikely with medium impact.

**Political Risks:** There always potential for criticism. There is potential criticism in that the City is increasing the costs of the overall project by making enhancements. However, this risk is minimal given that the Civic Square Campus will have to be returned to a useable state once construction of the New City Hall is completed and the recommendations included in this report are for elements that already exist. This is considered unlikely to occur and of low impact. Alternatively, if Council decides not to proceed with the parking structure, the public perception may be that the City is not leveraging or building on the historical investments already made (i.e. Civic Esplanade, Heritage Garden, and Cenotaph) in the Civic Square. This risk varies depending on how much of the existing campus elements are integrated into the future Civic Square Campus. This is considered unlikely with medium impact.

**Financial / Other Risks:** There is the potential financial risk of the work costing more than what is estimated because of the passing of time. Most of the site related work associated with implementing the Civic Square Campus Conceptual Site Plan will occur after the construction the New City Hall building, resulting in the work not being done for at least a couple of years. This is considered possible with medium impact.

In addition, the current campus layout sees a road running between the two facilities. Eliminating the interaction between pedestrians and vehicles by closing the roadway is an overall way to reduce the risk potential to staff and the public, which risk is possible, but with high impact.

### **Parking Options**

#### ***Option 1 – “Status Quo” – surface parking within the City Hall Site***

It should be noted that there remains the option to proceed with the status quo, being new surface parking within existing City Hall Site near current Council parking, and within the existing New City Hall budget. This option may not fully address various parking issues in the downtown and specifically as in the vicinity of the City Hall Campus / Civic Square.

#### ***Option 2 – One or Two level(s) of underground parking (within the New City Hall)***

**Resource Risks:** It is believed that there are sufficient personnel resources available to address the increased scope of the New City Hall Project, subject to the resolution of the timing risk. This is considered unlikely with medium impact.

**Timing Risks:** If proceeding with this option, a decision needs to be made at this time so that it can be included with the procurement packages and agreements for the construction of the New City Hall. This is considered possible with high impact.

**Cross-Corporate Impact Risks:** Whatever option is selected has cross-corporate impact risks. City staff parking will have to be relocated affecting both the relocated persons specifically and the City resources responsible for the allocation of parking. This is considered likely with low impact.

**Community Impact Risks:** Community Impact Risks are limited to the time of construction and inherently reduced by combining with the New City Hall construction. This is considered unlikely and of low impact.

**Political Risks:** There always potential for criticism. In the current case, there is potential criticism in that the City is increasing the scope of the New City Hall project. In the alternative, to not proceed creates the potential criticism that the City is not addressing the necessary parking issues. This is considered possible with low impact.

**Financial / Other Risks:** Additional risks include a potential significant increase in costs if two or more levels of underground parking are considered as it will most-likely require a change to a more complex footing including thicker walls for lateral support. The excavations in this case would likely be an engineered system as defined by the soil consultant and the design team. The costs would be more accurately estimated when the design is complete, however, a high level estimate indicate the costs are estimated to add a premium of approximately \$800,000 in addition to the cost per space if an additional level is added. It is likely to occur with a high impact.

***Option 3 – Multi-Storey garage structure (with or without tenants)***

**Resource Risks:** It is believed that there are sufficient personnel resources available to address the increased scope of the New City Hall Project, subject to the resolution of the timing risk. This is considered unlikely with medium impact.

**Timing Risks:** If proceeding with this option, a decision will have to be made regarding whether to proceed with the construction concurrently with the construction of the New City Hall. To proceed concurrently may affect resource risks. It is also possible that the potential lease agreements will not be finalized in time to proceed concurrently. To not proceed concurrently will affect the length of construction time in the City Hall Campus area. This is considered possible with low impact. This is expected to be handled as a separate project.

**Cross-Corporate Impact Risks:** Whatever option is selected has cross-corporate impact risks. City staff parking will have to be relocated affecting both the relocated persons specifically and the City resources responsible for the allocation of parking. This is considered likely but with low impact.

**Community Impact Risks:** Community Impact Risks are limited to the time of construction. This is considered likely but of low impact.

**Political Risks:** There always potential for criticism. In the current case, there is potential criticism in that the City is using additional land to support the New City Hall project and



increasing the costs of the overall project. In the alternative, to not proceed creates the potential criticism that the City is not addressing the necessary parking issues. This is considered possible with low impact.

**Environmental Risks:** The lot #11 is confirmed to have previously been a coal gasification site. As the contaminants are capped with impermeable material, a parking lot and or parking structure is appropriate and the most likely use. It is highly probable that any excavation on the site will require the removal and proper disposal of contaminated soil. The construction estimate includes funds to address the anticipated environmental disposal. This is considered probable with low impact.

**Financial / Other Risks:** There have not been any negotiations with the possible tenants regarding the nature or terms of any such agreements. There have only been preliminary conversations regarding their needs. It is not known whether agreements can be finalized which are mutually satisfactory. Failure to finalize such negotiations and agreements bears obvious risks to the Project. In addition, the timing of the construction of the parking structure will have an impact on the temporary internal financing costs of the project. This is considered to be possible with significant risks. Additionally, all lease agreements bear some risk as it relates to maintenance, repairs, monitoring and enforcement, as applicable. But the proposed transaction bears no risk in excess of such standard agreements. This is considered possible and of medium impact.

## **5. FINANCIAL MATTERS:**

### **Civic Square/ City Hall Campus**

A high level estimate has been identified as approximately \$800,000 for the required design and construction of a Civic Square linkage including the closure of City Hall Square East (between City Hall Square South and University Ave). This work is proposed to be funded from the \$8 million remaining balance of the original funds earmarked for a potential tenant within the New City Hall facility.

### **Parking Options**

The following table summarizes the key issues relative to parking solutions for City Needs analyzed including an estimate of the City's overall incremental operating costs for each option;

<b>Options</b>	<b>Description</b>	<b>Estimated # of spaces</b>	<b>Estimated Additional Capital</b>	<b>Estimated Overall Incremental Operating Cost **</b>
1.	Status Quo - Surface Lot	65 +/-	\$0*	\$0
2. a)	1 - Level	80 +/-	\$2.9 M	\$30,000
b)	2-Levels	160 +/-	\$6.5 M	\$9,000

3.	Above Ground Parking Structure on Lot #11 2-Storey	300 +/-	\$7.2M	\$3,000
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\* The New City Hall project budgeted \$420,000 for parking

\*\* Based on current rates

As previously noted Option 1 (Status Quo) surface lot does not require any incremental capital funding as \$420,000 cost has already been included within the approved New City Hall project.

Incremental capital funding requirements for either Options 2 or 3 can be accommodated within the remaining unallocated \$8 million balance available from the original funding allocated for a potential tenant within the New City Hall facility.

Additional funding which may be required, should Council wish to pursue a larger parking facility in partnership with interested parties, would be addressed as part of a future report dealing with the outcome of the proposed negotiations.

Short term internal financing costs have already been included in the project cost. Though it is believed that the interim financing can be accommodated from internal cash flows, limited short term external financing could be required depending on actual cash flows and other future budgetary decisions.

#### **Operating Budget Impacts**

The annual operating budget incremental impacts has been developed based on current monthly parking rates, estimated operational costs consistent with the three current parking structures, and input from the Public Works Operations department. Option 2 includes the addition of ¼ of a Full Time Equivalent with Option 3 incorporating the addition of ½ of a Full Time Equivalent staff base on open to the elements and public use. Based on the schedule above, the annual estimated incremental operating budget impacts included in the table above are estimated to take effect in March 2017.

Should additional floors be added (as a result of negotiations), it is anticipated that operating costs would increase as would the revenues. It is difficult to estimate these costs as they will depend on the negotiations and will be provided as part of the report back to Council.

## **6. CONSULTATIONS:**

Tony Ardovini - Deputy Treasurer / Financial Planning  
David Soave - Manager of Operating Budget Development  
John Miceli - Executive Director of Parks & Facilities  
Tom Graziano - Manager of Facility Operations  
Adam Coates - Planner II - Urban Design  
John Revell - Site Plan Approval Officer  
Cheryl Glassford - Legal Counsel  
John Wolf - Manager Traffic Operations

## 7. CONCLUSION:

The Civic Square Urban Design Study and Master Plan envisioned the Civic Square developing over time as a unified governmental precinct (i.e. a campus) that acknowledges the rich context of the past and present conditions. Many of the readily identifiable features of the Civic Square as we know it today are the direct result of implementing the Civic Square Urban Design Study and Master Plan. The development of a New City Hall presents an opportunity to continue to implement and refine this plan.

As such, Administration is recommending that Council adopt the conceptual site plan in principle for the purposes of providing a definable direction for the ongoing development of the Civic Square Campus. This plan is consistent with the Civic Square Urban Design Study and Master Plan, and will be used to guide the design team for the New City Hall to understand what Council's vision is for the Civic Square Campus and design the building accordingly. As part of the New City Hall project, subsequent report will be brought back to Council in August of 2014 presenting three different preliminary design renderings (for Council decision) that should be contextually compatible with the conceptual site plan.

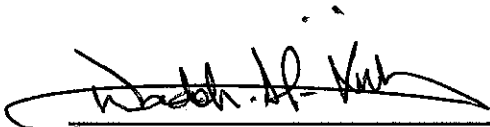
The construction of the New City Hall will necessitate the removal of 65 public parking spaces that are currently located where the New City hall is to be located. In addition to the documented City needs, Administration has received two separate requests (see P&C Memo) from interested parties to enter into a long term parking lease agreements. Accordingly, this report presented Council with options for addressing the City's needs for parking, as well as ones that help to meet the parking needs of the downtown core. Consideration was given to the business case and financial ramifications of that each option, as well as the harder to quantify implications (i.e. risks and rewards) associated with the decision to pursue one option over another.

Upon conclusion of this thorough review, Administration is recommending the construction of a multi-storey above grade parking structure that will accommodate the City's needs (approximately 300 spaces) located on the current Lot #11. In addition to the fact that there is a business case that supports the construction of a multi-storey parking structure, there are numerous benefits to pursuing this option including:

- Allow for the rebalancing of the overall municipal parking system, which will allow for a number of the current monthly permits and city staff to be moved to the new structure (from where they are now), in turn providing additional spaces for the more lucrative hourly parking in facilities where the demand for such is greater (i.e. the Goyeau and Pelissier garages);
- Contributing to the economic vitality and revitalization of the downtown core by providing more readily available parking for visitors and customers that are depending on it being available. A large infusion of parking supply into the system could go a long way towards preventing parking from becoming a reason to not locate or come downtown;
- Avoiding the detrimental aesthetic impacts of surface parking lots on the Civic Square Campus;

- Providing the flexibility to meet the City's current and future parking needs, with the possibility of expansion to accommodate increased demand and/or requests for long-term parking leases;
- Having lower operating costs for spaces that also have a lower capital cost per space versus the underground parking option;
- Lessening the parking demand in the downtown core, which should result in the establishment of fewer third party surface parking lots that are known to compromise the opportunity for "linkages" between developments and have a negative impact on the vibrancy and comfort of the street, and the economic performance of the surrounding retail; and,
- Over the long run, lowering the opportunity costs of lower property assessments and municipal property taxes collected associated with surface parking lots in the downtown core.

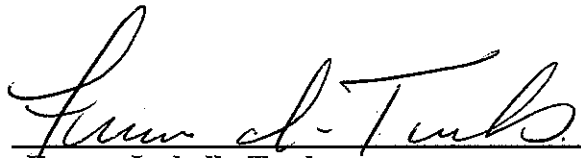
To accommodate the two requests for parking made by third parties, Administration is further recommending that the City enter into negotiation with the interested parties to evaluate possible long-term lease for parking that may include options to expand the size of the parking structure being recommended in this report. Following the negotiations, a business case for an expanded parking facility can then be developed and will be the subject of a future report to Council.



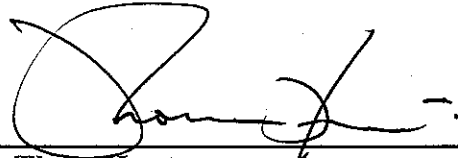
**Wadah Al-Yassiri**  
Project Administrator



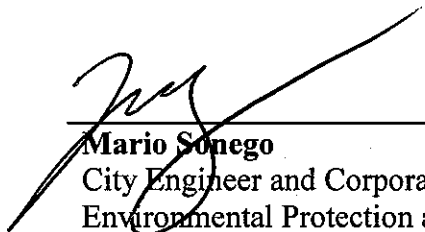
**Neil Robertson**  
Manager of Urban Design



**France Isabelle-Tunks**  
Senior Manager of Development & Geomatics



**Thom Hunt**  
City Planner and Executive Director



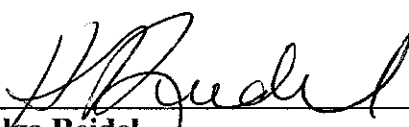
**Mario Sonogo**  
City Engineer and Corporate Leader  
Environmental Protection and Transportation



**Onorio Colucci**  
Chief Financial Officer/City Treasurer and  
Corporate Leader Finance and Technology



**Shelby Askin Hager**  
City Solicitor



**Helga Reidel**  
Chief Administrative Officer

**APPENDICES:****Schedule "A"** – Civic Square Campus Conceptual Site Plan**Schedule "B"** – Option 1 Status Quo - Surface Lot**Schedule "C"** – Option 2 One/Two Level Underground Parking**Schedule "D"** – Option 3 Multi-Storey Above Grade Parking Structure on Lot 11**Schedule "E"** – Drawing No. CC-1656**Schedule "F"** – Overall Conceptual Site Plan

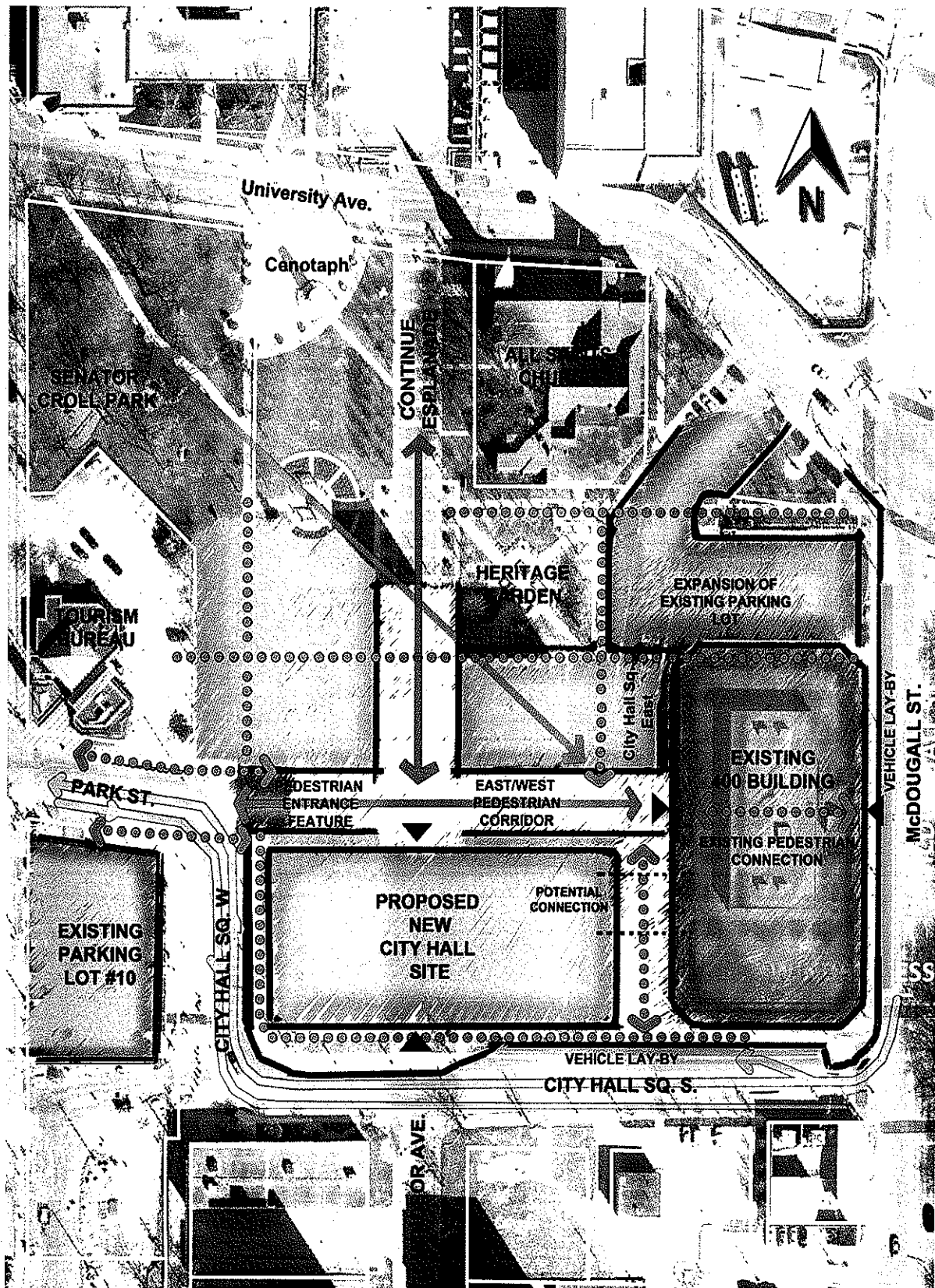
Private &amp; Confidential Memo (Mayor &amp; Council)

**DEPARTMENTS/OTHERS CONSULTED:****Name:****Phone #: 519                      ext.****NOTIFICATION :**

Name	Address	Email Address	Telephone	FAX

## Schedule "A"

### Civic Square Campus Conceptual Site Plan

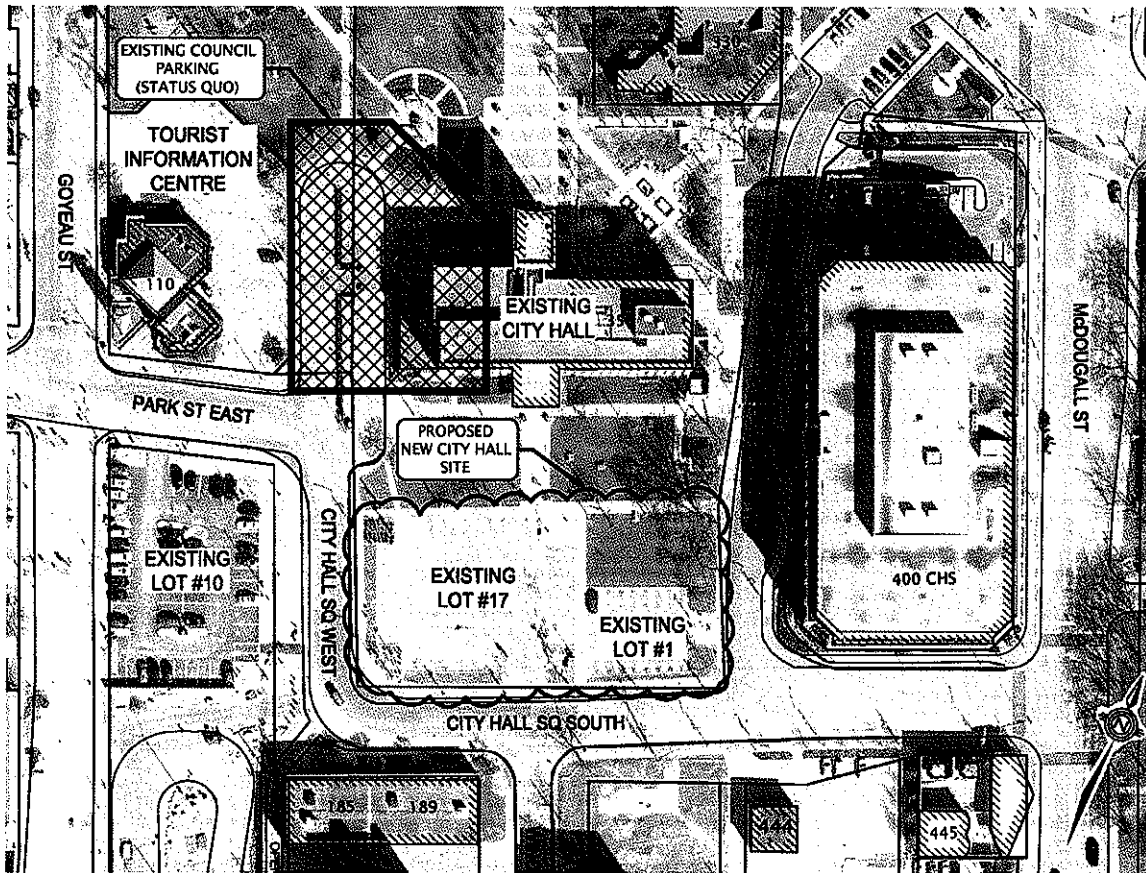


## Schedule "B"

### Option 1 – Surface Lot (Status Quo)

Improvement Type:	At-Grade Parking Lot
Location:	Existing Council Lot
Desired Pavement Type:	Asphalt
# of parking spaces:	+/- 65

<u>Total Estimated Costs</u>	<u>\$420,000</u>
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## Schedule "C"

### Option 2 – One/Two level(s) Underground Parking within the New City Hall

Improvement Type:

Under Ground Parking

Location:

New 350 CHS Building

Desired Pavement Type:

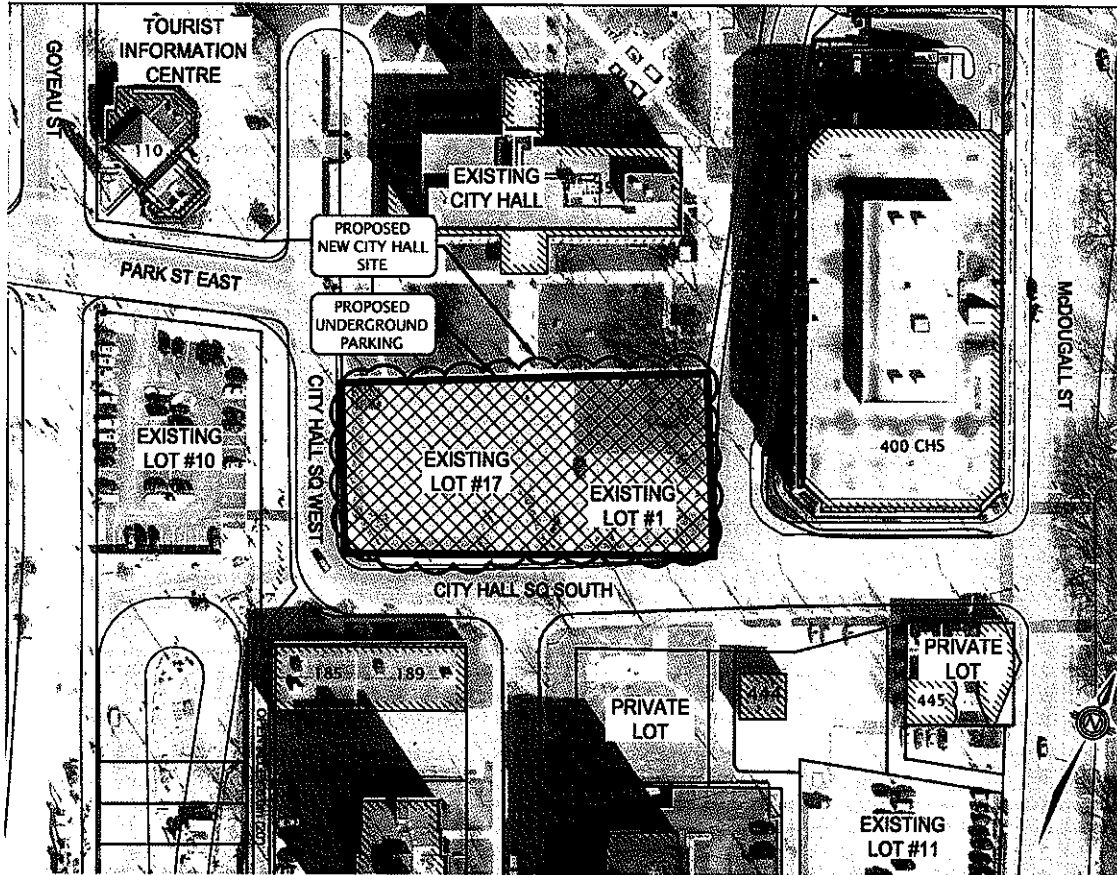
Concrete

# of parking spaces:

+/- 80 / 160 (one / two levels)

Total Estimated Costs

\$2,900,000 / \$6,500,000 (one / two levels)





## Schedule "D"

### Option 3 – Multi-Storey Above Grade Parking structure on City Lot 11 (with or without Tenants )

**Improvement Type:**

Above Ground Multi-Level Parking Garage

**Location:**

Existing City Lot 11

**Desired Building & Pavement Type:**

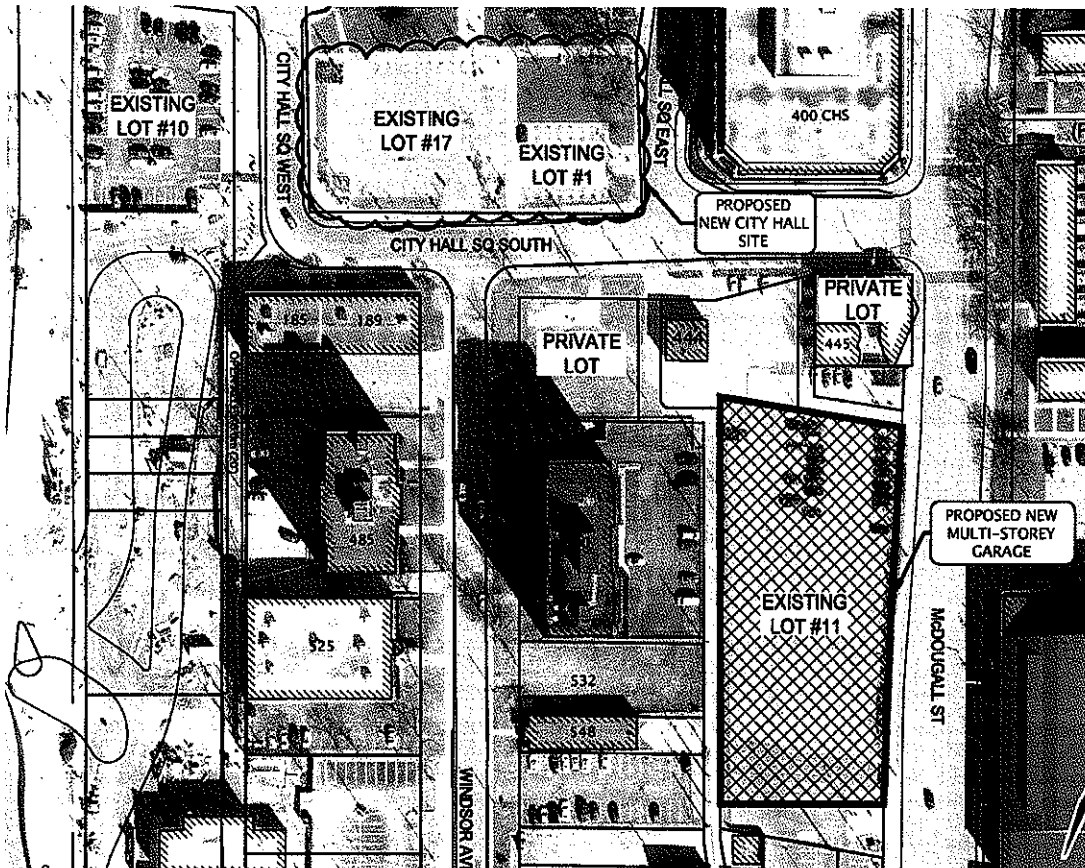
Concrete Structure & Concrete Deck

**# of parking spaces:**

+/- 300 or +/-600-750 (2 or 4 or 5 levels)

**Total Estimated Costs**

**\$7.2 million or \$15.6-19.3 million**



**City Hall Square East requested closure - Drawing No. CC- 1656**



## Schedule "F"

### Overall Conceptual Site Plan

