



# CITY OF BARRIE

# CITY HALL

## CONCEPTUALIZATION STUDY



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# 01

# EXECUTIVE SUMMARY

A summary and review of the New City Hall Conceptualization Study produced for the City of Barrie by Lett Architects Inc.

The City of Barrie retained Lett Architects Inc. to validate the *Barrie City Hall Space Analysis and Building Feasibility Preliminary Studies Report* presented by GH3 in May 2016. The Space Analysis and Building report focused on the common cost factors, site massing, and the interrelated costs of a new City Hall building. The purpose of this validation report is to expand on the previous report by establishing a schedule, budget, and the function and performance of a proposed facility to inform the City's business case for the future need of a New City Hall of Barrie. Three options are proposed in this report with all three options being evaluated using the same criteria to determine an overall score of feasibility.

# EVALUATED OPTIONS

The City of Barrie retained Lett Architects Inc. to complete a New City Hall Conceptualization Study to establish goals regarding a schedule, budget, and the function and performance of a proposed facility to inform the City's business case for the future need of a New City Hall of Barrie. The design process involved an understanding of stakeholder needs and requirements to find the most efficient and cost-effective solution. Of the more than ten options reviewed, three options were chosen for further review and in-depth feasibility analysis.

## OPTION A

This option offers a complicated and disruptive phasing approach to a new City Hall. In this option, the existing office tower would be renovated to accommodate staff currently occupying the space. However, the newly renovated office tower would still be unable to accommodate all City Hall staff, requiring the City of Barrie to lease 70,000 square feet of additional space off-site from a third party. In addition, the County of Simcoe would require approximately 70,000 square feet of additional space to accommodate their future growth, which would include new construction or a lease from a third party. The phasing of this option would include purchasing long-term swing space, which will need to be renovated and fit-up before any staff can relocate from the existing tower. To allow for renovations to begin on the tower, each floor would be renovated at a separate time to allow an entire floor to be relocated to temporary space before returning. City departments would be located between two different buildings, making it difficult for visitors and staff to access all resources and public services at one time.

## OPTION B

This option offers a simple but expensive phasing approach. In this option, the existing office tower would be sold 'as is' to a third party, without renovations taking place. Although the tower would be sold, the existing Council Chambers would remain and a new 225,000 square foot building would be constructed on site once 55 Mulcaster Street was demolished. The new building would be able to accommodate current and future staffing requirements for both the City of Barrie and the County of Simcoe. The phasing of this option would include the construction of a new facility on-site, making accessibility and way-finding difficult during construction. Once completed, staff from the City of Barrie and County of Simcoe would relocate to the new building and begin the sale of the existing office tower. This option could result in the City of Barrie owning two buildings if the existing office tower did not sell quickly.

## OPTION C

This option offers a simplified phasing approach that allows for renovation and new construction to occur at the same time. In this option, the existing office tower would be renovated for use primarily as shared meeting and training space and private offices by both the City of Barrie and the County of Simcoe. To accommodate the desired open-office floor plate, a new 140,000 square foot addition would be constructed onto the north face of the existing office tower. This new construction would utilize the existing core and structure of the existing office tower, while adding accessibility to the existing Council Chambers. The phasing of this option would include relocating staff to short-term, temporary swing space to accommodate the renovation of each floor of the existing tower. Each floor would be renovated separately, with new construction occurring at the same time as renovations. All service departments would be relocated to a temporary swing space to allow for easy navigation and way-finding for the public. This phasing approach offers the opportunity for departments to continue occupying the renovated tower while construction of the new addition takes place.

# EVALUATION CRITERIA

The evaluation criteria for this Conceptualization Study was determined in consultation with all stakeholders through out the design process. The three options in this report were evaluated based on project costs, phasing strategies, response to site, floor plate analysis and efficiency, and circulation. All options were evaluated using the same contingencies for cost per square foot, site improvements, and any required leasing costs to ensure equal comparisons were made throughout the scoring. Refer to Section 02 - Project Overview for a further breakdown of the evaluation criteria.

## PROJECT COSTS

In determining the total project costs for the purpose of evaluations, the cost includes new build costs, renovation costs, fit-up costs, parking, and any lease costs associated with the option. For the purposes of this report, costs have been represented as \$350 per square foot for new build construction, \$150 per square foot for interior renovations, \$100 per square foot for exterior improvements, and \$150 per square foot for fit-up. All costs are represented in 2017 dollars with escalation at 3% per annum.

## PHASING STRATEGY

Scheduling and phasing is a key component to the successful delivery of a new Barrie City Hall project. With the current building remaining occupied during construction, many staff and departments may have to be relocated temporarily. The evaluation of each option is based on the most cost-effective, efficient and least disruptive phasing strategy to ensure the continued occupancy of City Hall, which includes the relocation of staff and departments to any required swing-space.

## RESPONSE TO SITE

The response to site evaluation includes on-site parking requirements and civic square space for the visitors. Each option was evaluated based on how the new City Hall proposal would accommodate existing underground and surface parking, any new parking space requirements, and the opportunity for a civic square which was identified as a high priority by all stakeholders. In addition, the evaluation of this category is based on the ability of each option to contribute and add to the overall vitality of the city's downtown.

## FLOOR PLATE ANALYSIS + EFFICIENCY

Through consultation with stakeholders, the current floor plate of the existing office tower is inefficient and unable to accommodate all staff and user requirements. Many spaces within the existing office tower are over capacity. The evaluation of the floor plate and its efficiency is based on how each option would increase the net usable area of the current floor plates and square footage per person.

## CIRCULATION + ACCESSIBILITY

Priority must be given to pedestrian circulation and the safe and convenient movement of all staff and visitors within and around the site. Of prime importance is the public square and main entrance of the building, as this will be a hub of staff and public movement on the site. In order to accommodate accessibility and ease of way-finding on-site, the site must be accessible from all areas including parking lots and civic space. The evaluation of this category is based on the ability of each option to provide access to all facilities, considering ease of navigation and way-finding when on-site and in the building.

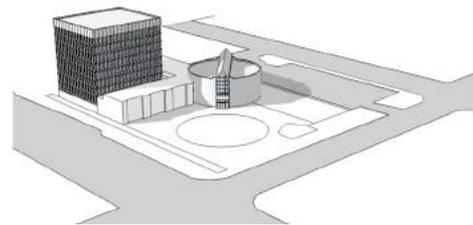
# OPTIONS ANALYSIS

Throughout the process, stakeholders were involved in determining the most feasible and cost effective option based on the evaluation criteria. Each option was given a grade as to how effectively it managed to achieve the specific criteria after extensive consultation with all parties. The grades were based on a moving scale of how the option responded to the evaluation criteria, requiring a more fluid approach to its evaluation. The project costs associated with each option are presented in 2018 dollars and escalation has been carried at a rate of 3% per annum. Refer to Section 04 - Options Analysis for a further breakdown of the evaluation criteria.

## OPTION A

In this option, the existing office tower would be renovated to accommodate staff currently occupying the space. However, the newly renovated office tower would still be unable to accommodate all City Hall staff, so the City of Barrie would be required to lease additional space from a third party off-site.

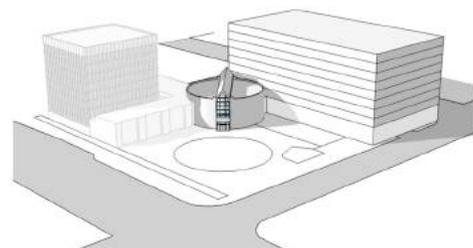
<b>Total Project Costs</b>	<b>\$51,319,750</b>
<b>New City Hall (score)</b>	<b>D+</b>
<b>Total Floor Plate</b>	<b>7,800 sq.ft.</b>
<b>Net Usable Area</b>	<b>6,222 sq.ft.</b>



## OPTION B

In this option, the existing office tower would be sold 'as is' to a third party, without renovations taking place. Although the tower would be sold, the existing Council Chambers would remain and a new 225,000 square foot building would be constructed on site once 55 Mulcaster Street was demolished. The new building would be able to accommodate current and future staffing requirements for both the City of Barrie and the County of Simcoe.

<b>Total Project Costs</b>	<b>\$86,840,000</b>
<b>New City Hall (score)</b>	<b>C</b>
<b>Total Floor Plate</b>	<b>26,000 sq.ft.</b>
<b>Net Usable Area</b>	<b>23,500 sq.ft.</b>



## OPTION C

In this option, the existing office tower would be renovated for use primarily as shared meeting space and private office space by both the City of Barrie and the County of Simcoe. To accommodate the desired open-office floor plate, a new 140,000 square foot addition would be constructed onto the north face of the existing office tower. This new construction would utilize the existing core and structure of the existing office tower, while adding accessibility to the existing Council Chambers.

<b>Total Project Costs</b>	<b>\$73,640,500</b>
<b>New City Hall (score)</b>	<b>A</b>
<b>Total Floor Plate</b>	<b>25,835 sq.ft.</b>
<b>Net Usable Area</b>	<b>21,899 sq.ft.</b>



# BENEFITS + CHALLENGES

## OPTION A

### Benefits

- Ease of phase-ability -- Staff and departments currently in City Hall could be moved to the leased space when needed based on space requirements, which includes the ability to move departments to swing space during the renovation of their floor.

### Challenges

- High lease costs -- Leasing 70,000 square feet of space is expensive with rates often increasing on a yearly basis. In addition, any leased space will require a costly fit-up to accommodate the City of Barrie's needs and requirements for the space.
- Separation of departments -- Departments would likely be split up and divided because of two separate locations needed to accommodate future staff growth making it difficult for communication and collaboration.
- Public confusion -- The splitting up of departments to multiple locations would mean the public could not access all services at one location, making it difficult for them to receive the services they require.
- Way-finding issues -- This option would pose significant way-finding concerns due to the multiple entrances of the existing City Hall, the separation of services to two sites, and the lack of on-site parking.
- No opportunity for partnership -- The City of Barrie would require lease space and costs associated with fit-up of those spaces and the County of Simcoe would construct a new build or lease space from a third party.
- Ownership -- The City of Barrie would not have ownership of any additional space required for staff, but would be responsible for the costs associated with fit-up.
- Accessibility -- No accessibility to the second level of the existing Council Chambers is included in this option.

## OPTION B

### Benefits

- Ease of phase-ability -- Staff and departments currently in City Hall could remain in the existing office tower as they would only have to relocate once the new building construction was completed.
- Efficient floor plate -- By constructing a new building, the floor plate would be designed to accommodate the needs and requirements of its users. This would allow for a flexible, open workspace that increases collaboration between departments and staff, and increasing the usable floor area.
- Revenue -- This option would involve the sale of the existing City Hall tower, which could allow for some or all of the revenue being used to offset part of the construction costs of the new build.

### Challenges

- High cost of construction -- This option would require the highest square footage of new construction including a new circulation core and parking facilities, resulting in the highest total project cost.
- Parking -- The location of the proposed new building would eliminate the existing underground and surface parking spaces currently on-site, making access to the city hall difficult for staff and visitors with vehicles.
- Shared site -- The sale of the existing city hall tower would result in the civic square and site amenities being shared and used by multiple tenants, which could pose way-finding issues for visitors.
- Site severance -- Increased costs for the demolition or construction involved with having to accommodate proper severance of the building and site.
- Way-finding issues -- Some way-finding concerns would be present on-site due to the existing city hall entrance, site severance and lack of on-site parking.
- Building ownership -- There is a potential risk in holding ownership over two buildings for a prolonged period of time if there are no buyers for the existing city hall tower.

## OPTION C

### Benefits

- Office tower phase-ability -- Staff and departments currently in existing office tower could be moved to a leased space when needed based on space requirements and renovations taking place on their floor.
- Efficient floor plate -- By constructing a new building, the floor plate would be designed to accommodate the needs and requirements of its users. This would allow for a flexible, open workspace that increases collaboration between departments and staff, and increasing the usable floor area.
- Ease of way-finding -- This option provides a main public entrance for visitors to the building, including those accessing public services on the main floor. In addition, all shared meeting spaces are located within the existing office tower, making it easy for guests to navigate to meeting or conference spaces with city staff.
- Parking -- Increased parking capacity on-site including underground parking and surface parking, in addition to the opportunity for future growth space on the northeast portion of the site.
- Accessibility -- The new addition adds an accessibility core to the existing Council Chambers, where the second level was previously inaccessible.
- Opportunity for partnership -- The City of Barrie and County of Simcoe would be able to partner on this option.
- Low cost of construction -- This option offers the lowest cost of new construction, due to the efficiencies and smaller floor plate required in comparison to Option B.
- Public square -- This option builds to the north of the existing city hall tower, allowing the public and civic square to remain while offering the opportunity for future growth to the square.

### Challenges

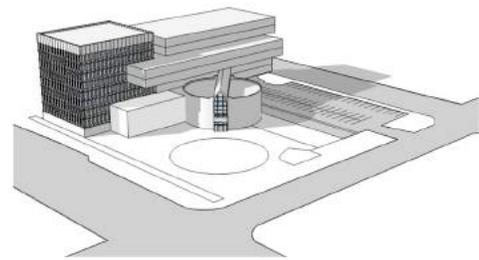
- Phase-ability of service departments -- The departments within the existing podium will have to be relocated during construction of the new addition, to allow for the new accessibility core and main floor entrance to be renovated and constructed.
- Fit-up costs -- The City of Barrie would be responsible for potentially having to fit-up leased swing space, during the renovations and construction for the relocated service departments.

# PREFERRED OPTION

In order to facilitate the vision of a new City Hall, Lett Architects Inc. and The Osbourne Group worked closely with the City of Barrie, County of Simcoe, and key stakeholders to review, analyze, and recommend a preferred option. With the City of Barrie seeking to establish a schedule, a budget, and the function and performance of a proposed facility for a new City Hall, several options were created, discussed, and evaluated at a preliminary level to determine their feasibility.

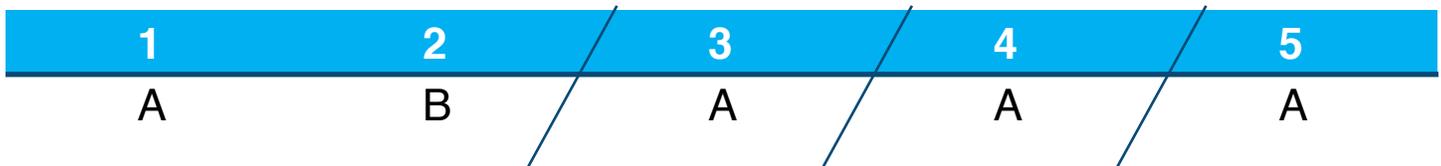
After many consultations between the City of Barrie and County of Simcoe, it was concluded that the following option was the preferred option to present to Council. A simplified phasing approach involving the temporary relocation of some City Hall staff and departments to temporary swing-space and the construction of a 140,000 square foot addition to the existing tower. This option was evaluated in greater detail for the purposes of this report and informing stakeholders of the feasibility of a new City Hall.

<b>Total Project Costs</b>	<b>\$73,640,500</b>
<b>New City Hall (score)</b>	<b>A</b>
<b>Total Floor Plate</b>	<b>25,835 sq.ft.</b>
<b>Net Usable Area</b>	<b>21,899 sq.ft.</b>



SCORE

GRADE: **A**



Using the evaluation criteria established through consultation with the City of Barrie, County of Simcoe, and all involved stakeholders, the recommended approach belongs to the option with the highest score. Option C is the recommended approach because it has met or exceeded the criteria by offering a simple, efficient, and cost effective approach to realizing a new City Hall.

In conclusion, the recommended option satisfies the requirements outlined by the City of Barrie and its stakeholders while offering the lowest estimated project cost of all options presented in this report.



*Architectural Concept Rendering*

# 02 PROJECT OVERVIEW

The current City Hall will exceed its capacity in less than ten years.

The New City Hall Conceptualization Study was established to create a schedule, budget, and to review the function and performance of a proposed facility to inform the City's business case for the future need of a New City Hall of Barrie. The design process involved an understanding of stakeholder needs and requirements to find the most efficient and cost-effective solution.

The following material is presented within this section:

## **Existing Concerns + Constraints**

A summary of the conditions currently existing within the office tower and its site as identified by the City of Barrie in their Facility Condition Assessment Report.

## **City Hall Expansion**

A summary of the current facilities impact on the future growth of City Hall and its staffing requirements, including the costs associated with addressing the existing concerns and constraints currently facing city staff.

## **Project Requirements**

Identifying and summarizing the evaluation criteria established through out the design process involving the City of Barrie, the County of Simcoe, and other stakeholders.

# EXISTING CONCERNS + CONSTRAINTS

The City of Barrie drafted a Facility Condition Assessment Report which identified the need for significant renewal work required in the current building. The assessment reported on the condition, remaining useful life components, and all systems within the building. The report identified significant renewal work was required for: mechanical and electrical infrastructure, the building envelope, and site infrastructure to ensure a safe, accessible public facility.

The following concerns and constraints must be addressed to ensure the success of this project:

## INEFFICIENT FLOOR PLATE

- 105,000 total square feet of space at City Hall with 90,003 total square feet of space within the office tower
- As of 2017, there are 376 staff members with less than 225 square feet per person of usable office space
- Office tower floor layout is inefficient -- The current floor layout of the office tower does not allow for the relocation of core elements and does not provide a large floor area for workspace renovations
- Varying age and condition of the current office spaces -- Due to limited funding and low prioritization, renovations have occurred sporadically over the years with several floors being untouched since the building was first purchased
- Many single-user office spaces are being used to accommodate three or four employees due to lack of open floor space
- Decreased staff productivity and collaboration due to overcrowding and a lack of purpose-built meeting, breakout and touchdown spaces

## PUBLIC + CIVIC SQUARE

- Lack of welcoming public space in the downtown core
- Significant renewal work is required on site and in civic square to make it safe and accessible to the public
- Site infrastructure -- Over 40 years old with poor rainwater mitigation and drainage
- Site elements -- Over 30 years old with unsafe grade changes from heaving, pavers spalling and retaining walls
- Lack of identity for the city or the public
- Little economic benefit for the city due to a lack of foot traffic within the square
- No environmental benefits to surrounding neighbourhoods
- Lack of foot traffic on site with many visitors accessing City Hall via the Collier Street entrance

## INACCESSIBLE

- Way-finding is difficult upon entrance to City Hall due to ad hoc additions and renovations to existing tower and ground floor with two main entrances (South – Collier) & (North – Rear Parking Lot) and third entrance from courtyard
- Many visitors to City Hall are using the Collier Street side entrance rather than the main entrance off the public square
- Unsafe grade changes are unlikely to meet current accessibility requirements
- Flow is difficult due to the small size and inefficient layout of the current building
- Public Services counter on each floor takes up valuable space
- Departments separated between floors
- Divisions separated between floors / buildings



# WHY EXPAND CITY HALL?

## CITY EXPANSION

The City of Barrie has ten wards within its city limits and has been designated an Urban Growth Centre by the Province of Ontario. Its growth is responsible for the city's successful annexation of over 2,200 hectares of land from the Town of Innisfil in early 2010.

With a population of over 140,000 residents, the City of Barrie continues to grow at a rate of almost 5%, out-pacing the national growth average of Canada since 2011. By 2041, the city population is expected to have increased to over 250,000 residents. The city's continued growth makes it the largest centre in the Simcoe County area.

A revitalization of the downtown core is currently underway. Projects such as the Meridian Place Development are poised to draw additional events, culture, and people to the downtown area.

## PROJECTED GROWTH

With an increase in population, it is likely that additional staff will soon be needed to accommodate this growth and provide an appropriate level of service to the public. Based on this level of growth, it is likely the City Hall will be over capacity in less than ten years.

As of 2017, there are 376 staff members at City Hall. In order to accommodate the increasing number of staff, some offices intended for use by one person are currently housing three or four staff members. This overcrowding has led to a lack of purpose-built meeting spaces, staff breakout spaces, and touchdown spaces.

## UNAVOIDABLE COSTS

The existing 90,003-square-foot Barrie City Hall building was built in 1972 and purchased by the City of Barrie in the early 1980s. An addition was completed a few years later to house the Council Chambers, public spaces and more office space, bringing the total area of City Hall to 105,000 sq.ft. Since this time, renovations have been given low prioritization and limited funding and so have been completed on a sporadic basis, with limited renewal of major building systems and asset components. Although there have been a number of emergency repairs completed to date, there is currently a backlog of \$23.6 million in deferred maintenance, and therefore a high probability of more emergency repairs being required in the near future. As the majority of the building systems and their elements have exceeded their anticipated lifespan, failures – and the costs associated with them – are imminent.

Some floors of the office tower have not been renovated since the city first purchased the building, and there is original mechanical and electrical infrastructure still in use after over forty years. Renewal would require the replacement and repairs of the perimeter heating system, and plumbing and drainage system in the office tower and the HVAC system in 56 Mulcaster, as well as the replacement of the main electrical transformer, main distribution panel, and lighting panels. The building itself is also showing its age, such as: inadequate insulation, contributing to higher energy costs due to a limited ability to effectively control heat loss and heat gain, and the aging glass and sealants have led to water damage and mold. There are also significant concerns with foundation, roofing, and building services at 56 Mulcaster. In addition, significant improvements to the data infrastructure and data centre are required.

The site elements and infrastructure are showing a similar amount of wear. There is little to no effective management of storm-water on the site as well as poor drainage. Some areas of pavers show signs of spalling or heaving, creating trip hazards and other unsafe, sudden grade changes.

Years of limited funding and low prioritization of renovations and ongoing maintenance at City Hall have resulted in a situation where it is no longer possible to do nothing, and every route forward will incur costs.

## EFFICIENCY + ACCESSIBILITY

Required renovations to the office spaces would cost an estimated \$10 million in addition to the \$23.6 million required for renewal, and would not solve the problems that are inherent to the design. The small floor plates and immovable core elements of the office tower offer limited potential for improvement even with renovations. Current accessibility requirements increase the amount of space needed for such things as corridors, washrooms, and meeting rooms, which reduces the amount of program that can be placed on each floor. Because of the small floor plates, city departments are already often spread over multiple floors, making collaboration difficult for staff, even those working within the same department, and way-finding difficult for the public.

Good accessibility requires efficient layouts and clear way-finding, both of which are currently lacking at City Hall. Renovations completed over the years on an as-needed basis have created an inefficient layout with a confusing maze of corridors on the ground floor in particular, making it excessively difficult to navigate. Although there is a public service counter on the ground floor, there are also public service counters on each floor for every department. These take up valuable space and make way-finding confusing for the public. There are also some areas within City Hall that are not wheelchair accessible, such as the second floor of the Council Chambers.

The requirement for efficiency and accessibility extends to the site. There are three entrances into City Hall, and despite a grand main entrance off of a public square, many visitors to City Hall are using the Collier Street side entrance. While market days bring plenty of pedestrian traffic through the site, there is not much activity during the remainder of the week that would bring people to the main entrance. With the possibility of the market being relocated to a market precinct, the current activity on the site could drop. The main entrance being so far from the sidewalk or parking areas may also pose an accessibility challenge, as people who are unable to walk far may be forced to use one of the side entrances. Way-finding is one challenge, but there are other accessibility concerns with the site. Although the public square itself is level, there are some significant grade changes on the site. Many of these have a slope greater than 5%, which by current standards would require them to be designed as ramps. In addition, the poor condition of some of the pavers on the site creates trip hazards for those who are blind or visually impaired.

# EVALUATION CRITERIA

The evaluation criteria for this Conceptualization Study was determined in consultation with all stakeholders through out the design process. The three options in this report were evaluated based on project costs, phasing strategies, response to site, floor plate analysis and efficiency, and circulation. All options were evaluated using the same contingencies for cost per square foot, site improvements, and any required leasing costs to ensure equal comparisons were made throughout the scoring.

## PROJECT COSTS

In determining the total project costs for the purpose of evaluations, the cost includes new build costs, renovation costs, fit-up costs, parking, and any lease costs associated with the option. For the purposes of this report, costs have been represented as \$350 per square foot for new build construction, \$150 per square foot for interior renovations, \$100 per square foot for exterior improvements, and \$150 per square foot for fit-up. The cost of new underground parking has been included at \$40,000 per space, as this is an important program for stakeholders. In addition, cost allowances have been added to each option at \$3,000,000 for civic improvements and \$150,000 for demolition of 56 Mulcaster St. All costs are represented in 2018 dollars with escalation at 3% per annum, for an expected project start date of 2021. Each option was evaluated based on its total project costs, while considering the impact of short-term and long-term lease costs, parking construction costs, and associated risks of ownership.

## PHASING STRATEGY

Scheduling and phasing is a key component to the successful delivery of a new Barrie City Hall project. With the current building remaining occupied during construction, many staff and departments may have to be relocated temporarily. The evaluation of each option is based on the most cost-effective, efficient and least disruptive phasing strategy to ensure the continued occupancy of City Hall, including the relocation of staff and departments to any required swing-space. It was determined through consultation with stakeholders that for the purposes of this report, the project would begin the validation and design phase in 2021 with construction beginning in 2022. The construction phase for a project of this scope would take approximately eighteen months, with potential building occupancy in 2024.

## RESPONSE TO SITE

The new City Hall's response to its downtown location was identified as a high priority by all stakeholders throughout the design process as it contributes and adds to the overall vitality of the city's downtown. The evaluation of each option was based on its ability to accommodate a greater number of on-site parking and its improvements to the existing civic square, including the skating rink. Each option was evaluated based on how the new City Hall proposal would accommodate existing underground and surface parking, new underground parking requirements, and the opportunity for a civic square. The current City Hall site has 161 total parking spaces, including surface and underground parking, which currently does not meet requirements for visitors or staff. The existing civic square contains the buildings main entrance and a public space with a winter skating rink, which was identified as a major feature to the city's downtown.

## FLOOR PLATE ANALYSIS + EFFICIENCY

The evaluation of each option is based on its ability to increase the net usable area of each floor plate, provide more purpose-built meeting and touchdown spaces, and provide more open workspaces for staff, in comparison to the existing office tower floor plate. Through consultation with stakeholders, the current floor plate of the existing office tower is inefficient and unable to accommodate all staff and user requirements. In its original design and layout, the floor plate was 80% in measuring total gross area versus total usable area; however, this percentage is much lower now due to increased staffing requirements and its inability to alter the current layout. The floor plate of the existing office tower is much better suited for small or large meeting and training rooms, and private office spaces.

## CIRCULATION + ACCESSIBILITY

Priority must be given to pedestrian circulation and the safe and convenient movement of all staff and visitors within and around the site. Of prime importance is the public square and main entrance of the building, as this will be a hub for public and staff on the site. In order to accommodate accessibility and ease of way-finding on-site, the site must be accessible from all areas including the parking lots and civic spaces. The evaluation of this category is based on the ability of each option to provide access to all facilities, considering ease of navigation, and way-finding when on-site and in the building.

# 03 PARTNERSHIP

The County of Simcoe has expressed interest in a joint ownership model with the City of Barrie.

The County of Simcoe expressed an interest in partnering with the City of Barrie on a joint-venture to construct a new facility to accommodate both parties as they prepare for future growth. The County of Simcoe is looking to move from its leased space to ownership and will require approximately 70,000 square feet of space. There are many benefits and advantages to a partnership.

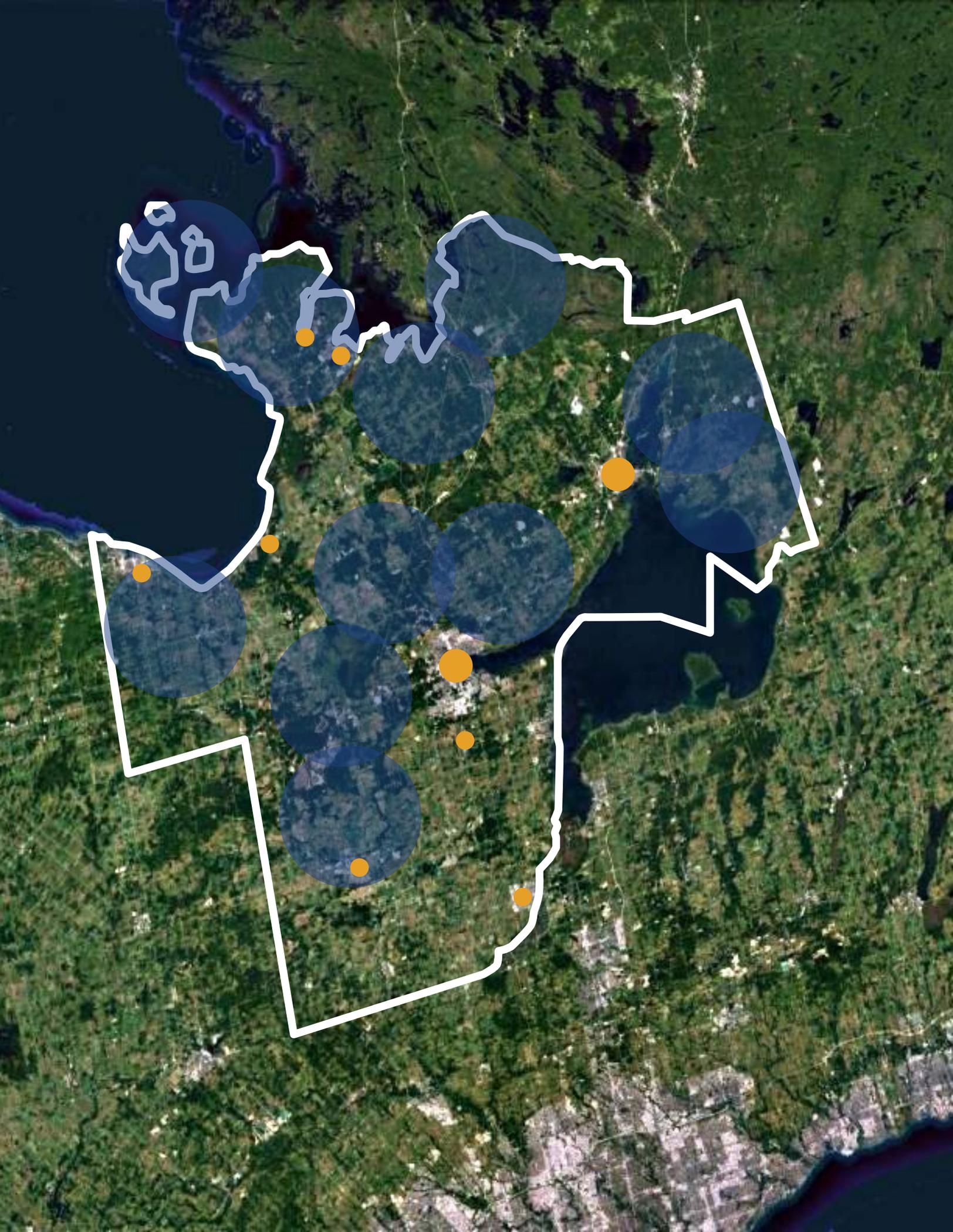
The following material is presented within this section:

## **County of Simcoe**

A summary of the Corporation of the County of Simcoe and its needs and requirements for a facility within downtown Barrie.

## **Benefits of Partnership**

A summary of the benefits, advantages, and potential cost savings associated with the combining of operations between the two agencies within the downtown.



# COUNTY OF SIMCOE

The Corporation of the County of Simcoe delivers a wide variety of programs and services to local residents and businesses ensuring residents' needs. The County of Simcoe is a dynamic community that continues to experience tremendous growth. With growth, the County is faced with delivering core services to an expanding demand, enhancing programs and services to address community feedback, while balancing the financial burden on the taxpayers, as there are only limited sources of funding available to support the services used by residents every day. As such the County has an ongoing effort underway to minimize costs and make operations more efficient.

## BUILDING PARTNER

In addition to the Midhurst Administration Centre, County of Simcoe Social and Community Services operates out of 7 satellite offices located across the County, all of which are located in a downtown area or are easily accessible by local transit.

The largest of the County's Social Services satellite offices occupies 32,000 square feet, serves the City of Barrie, and has been operating out of leased facilities at 136 Bayfield Street for over 20 years.

Since 2009, at the direction of Council, the County staff have been moving towards owning operational facilities, as opposed to leasing. Examples of this successful transition plan exist in the Paramedic Services operations where the County now owns or shares in the ownership of several Paramedic Services facilities with more of these projects on the horizon.

County of Simcoe Social and Community Services would seek to occupy 32,000 square feet immediately in any new facility, and would plan to partner with other community social service agencies in an "under one roof" approach to act as landlord and lease out an additional two to three thousand square feet of space to these groups, in line with the Province's "service hub" philosophy. This owned space could be taken over by the County over time if required.

The County of Simcoe leases a significant amount of space in downtown Barrie for the provision of social and community services. As such, the opportunity to partner with the City of Barrie on a co-owned facility is of interest to the County. This would provide a significant opportunity to provide better access to serve clients and own rather than lease space in the prime downtown core.

The County is interested in exploring a partnership with the City of Barrie, wherein they contribute to and own seventy-thousand square feet of such a facility, allowing them to accommodate future growth well into the 2030s. Space not used by the County Social Services, community partner agencies or other County department operations in the meantime, can be used as corporate meeting space, could be leased to the City of Barrie as required or be leased at market rate to private tenants recouping capital and operational costs. Timing within two years would be optimal to coordinate with lease expirations.

# BENEFITS OF PARTNERSHIP

There are many operational, community and cost saving benefits to bringing Barrie and the County together into a shared downtown setting. Each partner gains access to more meeting spaces and better staff amenities than would be feasible if each building was built separately in its own location. Provisions for robust systems redundancy, and the re-use of existing mechanical and structural elements ensures greater efficiency within the building. The County of Simcoe is highly interested in a strong, viable partnership with the City of Barrie.

## BENEFITS + ADVANTAGES

- Access to more meeting rooms, breakout rooms, touchdown spaces, and training rooms that would not be possible or affordable under standalone scenarios
- More efficient use of parking spaces -- Instead of providing parking to meet the peak needs of each partner separately, having a shared/ common area allows the provision of fewer designated spaces under this scenario compared to separate units
- Leverage shared components of the facility to avoid individual operating expenses
- Shared data centre (server room) -- By locating the data centre and servers for each partner in secured areas of a combined space, a single cooling system, fire suppression system and UPS bank can be used instead of multiple separate units
- Timing for new build with space requirements are aligned for both parties pending funding approval
- Better way-finding and clearer direction as to what services and amenities are being provided
- Additional green space

## COST SAVINGS

- Sharing of upfront construction costs and renovation costs
- Construction costs -- building a shared facility will reduce individual general condition and resource costs that would have to be carried in each construction contract. Cost efficiencies will also be found due to the scale of the construction and sheer amount of materials required
- Project design, administration and project management costs -- The costs to engage design and other consultants, and to administer and manage the project will be less for a single construction contract than separate contracts
- Building space savings through sharing -- The total area required under a combined building scenario is less than that required for individuals buildings for each partner. Reduction in common spaces such as halls, corridors, service rooms, Public Space, meeting space, etc. will reduce overall costs but provide more amenities through sharing; each partner has access to spaces that would be costly to provide in individual buildings
- Both parties are looking to own -- The County of Simcoe currently leases space and is looking toward long term ownership opportunities to reduce costs of leasing more space
- The City of Barrie is also in need of space. Trying to maximize space while minimizing capital spending lends itself to an ownership model rather than leasing where additional costs for fit-out and eventually demolition increase overall expenses

# 04 OPTIONS ANALYSIS

A summary of the top three options chosen by stakeholders during the design process.

In order to facilitate the vision of a new City Hall, Lett Architects Inc. and The Osbourne Group worked closely with the City of Barrie, County of Simcoe, and key stakeholders to review, analyze, and recommend a preferred option.

With the City of Barrie seeking to establish a schedule, a budget, and the function and performance of a proposed facility for a new City Hall, several options were created, discussed, and evaluated at a preliminary level to determine their feasibility. After many consultations between the City of Barrie and County of Simcoe, it was concluded that the following three options would be reviewed, with the goal of offering a preferred option as determined by the evaluation criteria established in this report.

The following options were evaluated within this section:

## **Option A**

A disruptive phasing approach involving the relocation of City Hall staff and departments to a leased space, with no opportunity for partnership with the County of Simcoe.

## **Option B**

A simplified and expensive phasing approach involving the sale of the existing office tower and the construction of a new 230,000 square foot building on-site.

## **Option C**

A simplified phasing approach involving the temporary relocation of some City Hall staff and departments to temporary swing-space and the construction of a 140,000 square foot addition to the existing tower.

# EVALUATED OPTIONS

The City of Barrie retained Lett Architects Inc. to complete a New City Hall Conceptualization Study to establish goals regarding a schedule, budget, and the function and performance of a proposed facility to inform the City's business case for the future need of a New City Hall of Barrie. The design process involved an understanding of stakeholder needs and requirements to find the most efficient and cost-effective solution. Of the more than ten options reviewed, three options were chosen for further review and in-depth feasibility analysis.

## OPTION A

This option offers a complicated and disruptive phasing approach to a new City Hall. In this option, the existing office tower would be renovated to accommodate staff currently occupying the space. However, the newly renovated office tower would still be unable to accommodate all City Hall staff, requiring the City of Barrie to lease additional space off-site from a third party. In addition, the County of Simcoe would require additional space to accommodate their future growth, which would include new construction or a lease from a third party. The phasing of this option would include purchasing long-term swing space, which will need to be renovated and fit-up before any staff can relocate from the existing tower. To allow for renovations to begin on the tower, each floor would be renovated at a separate time to allow an entire floor to be relocated to temporary space before returning. City departments would be located between two different buildings, making it difficult for visitors and staff to access all resources and public services at one time.

## OPTION B

This option offers a simple but expensive phasing approach. In this option, the existing office tower would be sold 'as is' to a third party, without renovations taking place. Although the tower would be sold, the existing Council Chambers would remain and a new 225,000 square foot building would be constructed on site once 55 Mulcaster Street was demolished. The new building would be able to accommodate current and future staffing requirements for both the City of Barrie and the County of Simcoe. The phasing of this option would include the construction of a new facility on-site, making accessibility and way-finding difficult during construction. Once completed, staff from the City of Barrie and County of Simcoe would relocate to the new building and begin the sale of the existing office tower. This option could result in the City of Barrie owning two buildings if the existing office tower did not sell quickly.

## OPTION C - PREFERRED OPTION

This option offers a simplified phasing approach that allows for renovation and new construction to occur at the same time. In this option, the existing office tower would be renovated for use primarily as shared meeting and training space and private offices by both the City of Barrie and the County of Simcoe. To accommodate the desired open-office floor plate, a new 140,000 square foot addition would be constructed onto the north face of the existing office tower. This new construction would utilize the existing core and structure of the existing office tower, while adding accessibility to the existing Council Chambers. The phasing of this option would include relocating staff to short-term, temporary swing space to accommodate the renovation of each floor of the existing tower. Each floor would be renovated separately, with new construction occurring at the same time as renovations. All service departments would be relocated to a temporary swing space to allow for easy navigation and way-finding for the public. This phasing approach offers the opportunity for departments to continue occupying the renovated tower while construction of the new addition takes place.

# A OPTION

A complicated and disruptive phasing approach involving the relocation of City Hall staff and departments to a leased space, with no opportunity for partnership with the County of Simcoe.

This option offers a disruptive phasing approach to a new City Hall. In this option, the existing office tower would be renovated to accommodate staff currently occupying the space. However, the newly renovated office tower would still be unable to accommodate all City Hall staff, requiring the City of Barrie to additional space off-site from a third party. In addition, the County of Simcoe would require additional space to accommodate their future growth, which would be in the form of a new construction or a lease from a third party.

The disruption in this option is because City departments would be located between two different buildings. This makes collaboration and communication between departments difficult, as staff would have to travel to another facility. In addition, visitors and the public wanting to access city services or resources would likely have to travel between to facilities depending on which departments they need to visit.

## PHASE ONE

In order for Phase One to begin, the City of Barrie would have to source and sign a lease agreement for a long-term swing space. This space is required to relocate city staff and departments, such as Facilities Planning and Development, while renovations occur to the existing office tower. Once swing-space was acquired, the City of Barrie would be responsible for fit-up to accommodate the needs of City staff for an extended period of time. As a result, the City of Barrie is paying to fit-up a space they do not own.

## PHASE TWO

The existing tower would be renovated one floor at a time, relocating staff to the swing-space upon fit-up. Upon relocation of all staff on that floor to the swing space, the renovation would begin. Upon completion, staff would return to their newly renovated floor allowing the swing-space to be used for staff on the next floor to be renovated. There would be constant relocation of staff between the two spaces, adding relocation costs through out the project.

# BENEFITS + CHALLENGES

## BENEFITS

- Ease of phase-ability -- Staff and departments currently in City Hall could be moved to the leased space when needed based on space requirements, which includes the ability to move departments to swing space during the renovation of their floor.

## CHALLENGES

- High lease costs -- Leasing 70,000 square feet of space is expensive with rates often increasing on a yearly basis. In addition, any leased space will require a costly fit-up to accommodate the City of Barrie's needs and requirements for the space.
- Separation of departments -- Departments would likely be split up and divided because of two separate locations needed to accommodate future staff growth making it difficult for communication and collaboration.
- Public confusion -- The splitting up of departments to multiple locations would mean the public could not access all services at one location, making it difficult for them to receive the services they require.
- Way-finding issues -- This option would pose significant way-finding concerns due to the multiple entrances of the existing City Hall, the separation of services to two sites, and the lack of on-site parking.
- No opportunity for partnership -- The City of Barrie would require lease space and costs associated with fit-up of those spaces and the County of Simcoe would construct a new build or lease space from a third party.
- Ownership -- The City of Barrie would not have ownership of any additional space required for staff, but would be responsible for the costs associated with fit-up.
- Accessibility -- No accessibility to the second level of the existing Council Chambers is included in this option.
- Other tenants -- The City of Barrie will be acquiring space that could be used by other businesses or corporations within the city who are looking for a downtown space. The city will be putting itself in competition with others, which could have negative social and political implications.

## LEASE - COLLIER CENTRE

The Collier Centre is a largely vacant building in the city's downtown, that could be leased by the City of Barrie and fit-up to achieve their space requirements and needs. It was presented as a potential lease option to City Council in the past and was approved for one floor. This option was again revisited in early 2017, expanding the lease space to include other vacant floors within the building. The Collier Centre's location across from City Hall makes it an attractive lease option for the city.

# EVALUATION

The evaluation criteria for this Conceptualization Study was determined in consultation with all stakeholders throughout the design process.

## 1. PROJECT COSTS

This option is completed in two phases, with a phase needed to find a permanent space to be leased and a single phase of renovations to the existing office tower. Once a leased space is found, the expected renovation of the existing tower could begin. Each floor would be renovated one at a time, to ensure staff could be temporary relocated from that floor to a temporary swing space. The project costs associated with this option are much lower than the other options in this report. However, it does not allow for the city to own property, but instead act as a tenant.

It is important to note that in this option the City of Barrie does not own the property they are using for future growth. As a tenant, they will be subjected to changing lease rates and negotiations regarding their tenancy. This could result in higher costs over time, without the benefit of having an city-owned asset. The total project costs associated with this option are subject to change and highly dependent on the current market in the City of Barrie.

	Area	Cost per sq.ft.	Capital Cost
<b>Site Preparation + Construction</b>			
Demolition	5,000	\$150	\$150,000
Civic Improvements	10,000	\$300	\$3,000,000
<b>Existing City Hall Construction</b>			
Interior Renovations	90,000	\$150	\$13,500,000
Exterior Improvements	40,000	\$100	\$4,000,000
<b>New City Hall Construction</b>			
New Build Construction	0	\$350	\$0
Parking	0	\$40,000	\$0
<b>Leasing, Swing Space + Fit-Up</b>			
Lease Rate (per year)	70,000	\$15	\$15,750,000 (15 year term)
Fit-Up	70,000	\$15	\$14,000,000
Swing Space	10,500	\$23	\$362,250 (18 month term)
Swing Space Fit-Up	10,500	\$15	\$157,500
<b>Phasing Expenses</b>			
Relocation costs			\$400,000
<b>TOTAL</b>			<b>\$51,319,750</b>
Soft costs (20%)			\$10,263,950

The estimated project costs do not include soft costs or contingencies (approximately 20% of construction costs) and is meant for the comparison of new construction, renovation, and fit-up costs only.

## 2. PHASING STRATEGY

Staff and departments currently in City Hall would be moved to the leased space when needed based on space requirements, which includes the ability to move departments to swing space during the renovation of their floor. Until the renovation occurred, all staff would continue to operate from the current location downtown, although there would be potential issues with way-finding that would have to be addressed.

## 3. RESPONSE TO SITE

This option requires the City of Barrie to lease space from another party. As a result, many departments would be split up between the existing office tower and the leased space. This division would make it difficult for staff and departments to communicate and collaborate with one another. The current downtown site would remain, but would require significant site improvements to ensure it is accessible for the public. However, the leased space required by the city may not have a civic presence or a public place for visitors to use.

## 4. FLOOR PLATE ANALYSIS + EFFICIENCY

The constraints of the existing office tower would remain, even after renovations took place. The existing floor plate is efficient in terms of gross floor area to usable floor area. However, it is not efficient for the needs of the staff and departments using the spaces. The leased space needed by the city would also require fit-up to ensure it met the requirements of city staff. The floor plate of the leased space could not be designed to ensure it meets all requirements of staff and departments, like other options in this report. As a result, there will continue to be constraints placed on staff and departments attempting to best utilize the spaces.

## 5. CIRCULATION + ACCESSIBILITY

With the staff and departments having to be split, this would add confusion for the public and visitors trying to access public services they require. The public may have to visit two different sites, whereas currently they only need to visit one. In addition to the confusion, there may be potential parking constraints, depending on where the leased space is located and the ability for visitors to park in the downtown.

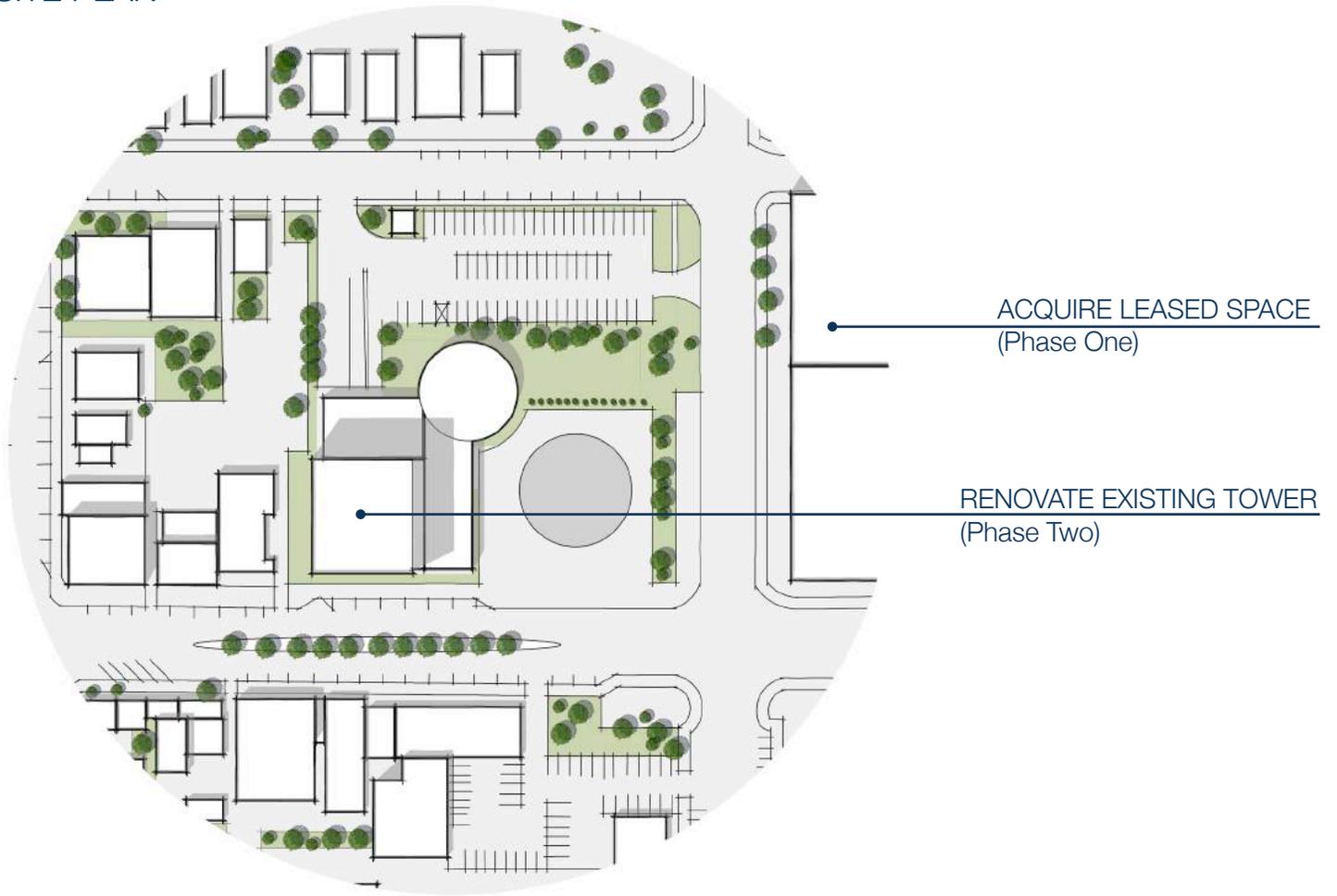
# SCORE

OPTION A - RENOVATION + LEASE

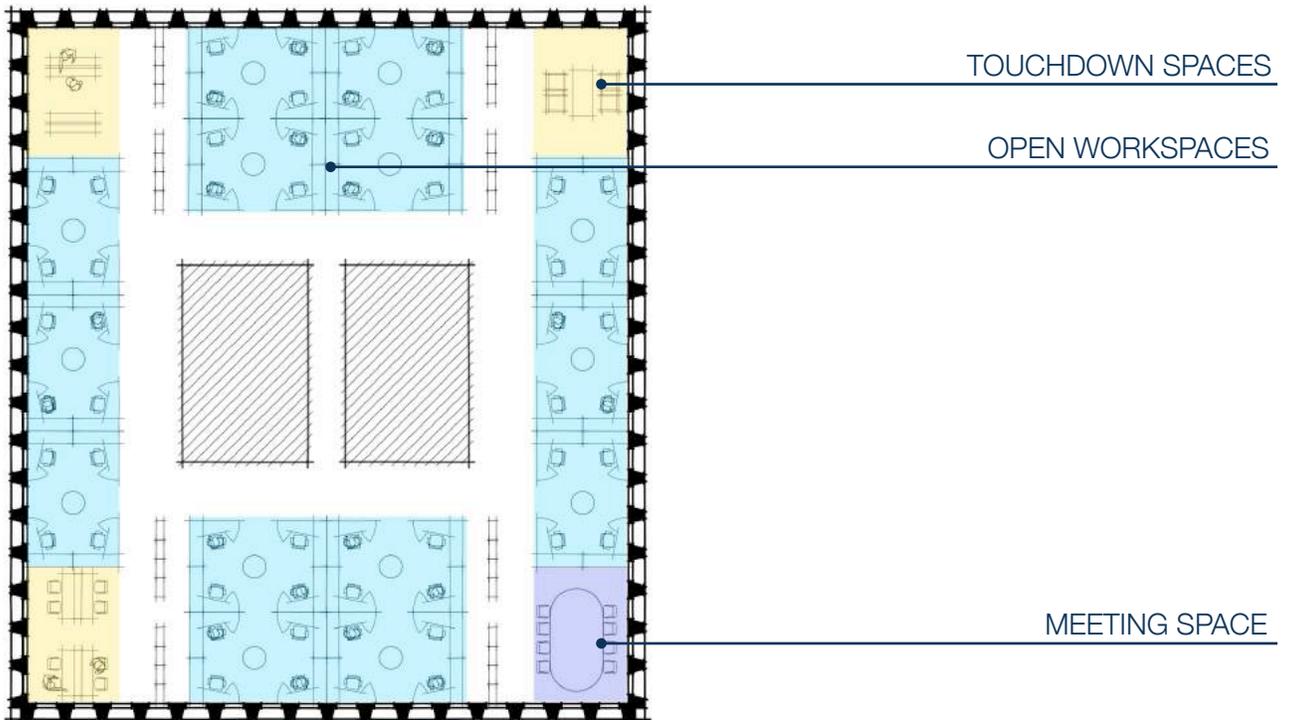
GRADE: **D+**



# SITE PLAN



# FLOOR PLAN



# OPTION

A simplified, expensive phasing approach involving the sale of the existing office tower and the construction of a new 230,000 square foot building on-site.

This option offers a simple, but expensive phasing approach. The existing office tower would be sold 'as is' to a third party, without renovations taking place. Although the tower would be sold, the existing Council Chambers would remain and a new 225,000 square foot building would be constructed on site once 56 Mulcaster Street was demolished. The new building would be able to accommodate current and future staffing requirements for both the City of Barrie and the County of Simcoe.

The phasing of this option would include the construction of a new facility on-site, making accessibility and way-finding difficult during construction. Once completed, staff from the City of Barrie and County of Simcoe would relocate to the new building and begin the sale of the existing office tower. This option could result in the City of Barrie owning two buildings if the existing office tower did not sell quickly.

## PHASE ONE

In this phase, the City of Barrie and County of Simcoe would have to demolish the existing building at 56 Mulcaster St. before construction could begin on the new City Hall building. Once demolished, construction site trailers and facility requirements would have to mobilize on-site. After mobilization the construction would begin on the new facility while the existing office tower continued to be operational by staff and departments, with public continuing to access the site.

## PHASE TWO

Once construction was completed, all City of Barrie and County of Simcoe staff would be relocated to the new facility. However, the City of Barrie is responsible for the sale of the existing office tower to a third party once it is no longer operational. Until its sale, the existing tower will remain under city ownership adding to the potential risk of financing two buildings for a prolonged period of time. In addition, the longer the existing tower sits unused, the more likely it is to require further improvements which may impact its overall value. Once sold, the owners of the office tower would require space on-site, making it difficult for navigation and way-finding by the public.

# BENEFITS + CHALLENGES

## BENEFITS

- Ease of phase-ability -- Staff and departments currently in City Hall could remain in the existing office tower as they would only have to relocate once the new building construction was completed.
- Efficient floor plate -- By constructing a new building, the floor plate would be designed to accommodate the needs and requirements of its users. This would allow for a flexible, open workspace that increases collaboration between departments and staff, and increasing the usable floor area.
- Revenue -- This option would involve the sale of the existing City Hall tower, which could allow for some or all of the revenue being used to offset part of the construction costs of the new build. However, there could be risk involved in carrying the costs of two buildings.

## CHALLENGES

- High cost of construction -- This option would require the highest square footage of new construction including a new circulation core and parking facilities, resulting in the highest total project cost.
- Parking -- The location of the proposed new building would eliminate the existing underground and surface parking spaces currently on-site, making access to the city hall difficult for staff and visitors with vehicles.
- Shared site -- The sale of the existing city hall tower would result in the civic square and site amenities being shared and used by multiple tenants, which could pose way-finding issues for visitors.
- Site severance -- Increased costs for the demolition or construction involved with having to accommodate proper severance of the building and site.
- Way-finding issues -- Some way-finding concerns would be present on-site due to the existing city hall entrance, site severance and lack of on-site parking.
- Building ownership -- There is a potential risk in holding ownership over two buildings for a prolonged period of time if there are no buyers for the existing city hall tower.
- Construction on-site -- There would be significant impacts to way-finding and public safety on-site with the added construction and facilities required through out the project.

# EVALUATION

The evaluation criteria for this Conceptualization Study was determined in consultation with all stakeholders throughout the design process.

## A. PROJECT COSTS

This option is completed in two phases, with a single phase of construction. The construction of the new, 230,000 square foot City Hall building must be completed before any staff and departments would relocate from the existing office tower. The expected construction of the new City Hall building would only be able to begin once the building at 56 Mulcaster St. was demolished. With this option involving the construction of all 230,000 square feet of required space, it is the highest estimated project cost of all options in this report.

	Area	Cost per sq.ft.	Capital Cost
<b>Site Preparation + Construction</b>			
Demolition	5,000	\$150	\$150,000
Civic Improvements	10,000	\$300	\$3,000,000
<b>Existing City Hall Construction</b>			
Interior Renovations	0	\$150	\$0
Exterior Improvements	0	\$100	\$0
<b>New City Hall Construction</b>			
New Build Construction	225,000	\$350	\$78,750,000
Parking	116	\$40,000	\$4,640,000
<b>Leasing, Swing Space + Fit-Up</b>			
Lease Rate (per year)	0	\$15	\$0 (15 year term)
Fit-Up	0	\$15	\$0
Swing Space	0	\$23	\$0 (18 month term)
Swing Space Fit-Up	0	\$15	\$0
<b>Phasing Expenses</b>			
Relocation costs			\$300,000
<b>TOTAL</b>			<b>\$86,840,000</b>
Soft costs (20%)			\$17,368,000

The estimated project costs do not include soft costs or contingencies (approximately 20% of construction costs) and is meant for the comparison of new construction, renovation, and fit-up costs only.

## B. PHASING STRATEGY

The staff and departments currently in the existing City Hall tower would fully relocate to the new building once their new facility was completed at 56 Mulcaster St. Until then, all staff would continue to operate from the current location downtown, although there would be potential issues with way-finding and public safety that would have to be addressed during construction. With relocation only occurring after the construction is complete and no requirement for renovations to the existing tower, the phasing of staff and departments is simple and effective.

## C. RESPONSE TO SITE

With the sale of the existing office tower to a third party, there would be increased costs for the demolition or construction involved with having to accommodate proper severance of the building and site. As a result of this site severance, there would be some way-finding concerns on-site due to the existing city hall entrance, site severance and lack of on-site parking. The location of the proposed new building would eliminate the existing underground and surface parking spaces currently on-site, making access to the city hall difficult for staff and visitors with vehicles. As a result, new underground parking would have to be constructed -- adding significant costs -- and staff or the public would have to share parking with other users on-site or find parking off-site.

## D. FLOOR PLATE ANALYSIS + EFFICIENCY

This option allows the construction of a new building, without the need to renovate the existing office tower. By constructing a new building, the floor plate would be designed to accommodate the needs and requirements of its users. This would allow for a flexible, open workspace that increases collaboration between departments and staff, and increasing the usable floor area well beyond the current capacity of today's City Hall.

## E. CIRCULATION + ACCESSIBILITY

The location of the proposed new building would eliminate the existing underground and surface parking spaces currently on-site, making access to the city hall difficult for staff and visitors with vehicles. There would be significant impacts to way-finding and public safety on-site with the added construction and facilities required through out the project. Although the phase-ability of this option results in less public confusion, it does add some way-finding concerns due to the site severance and lack of on-site parking.

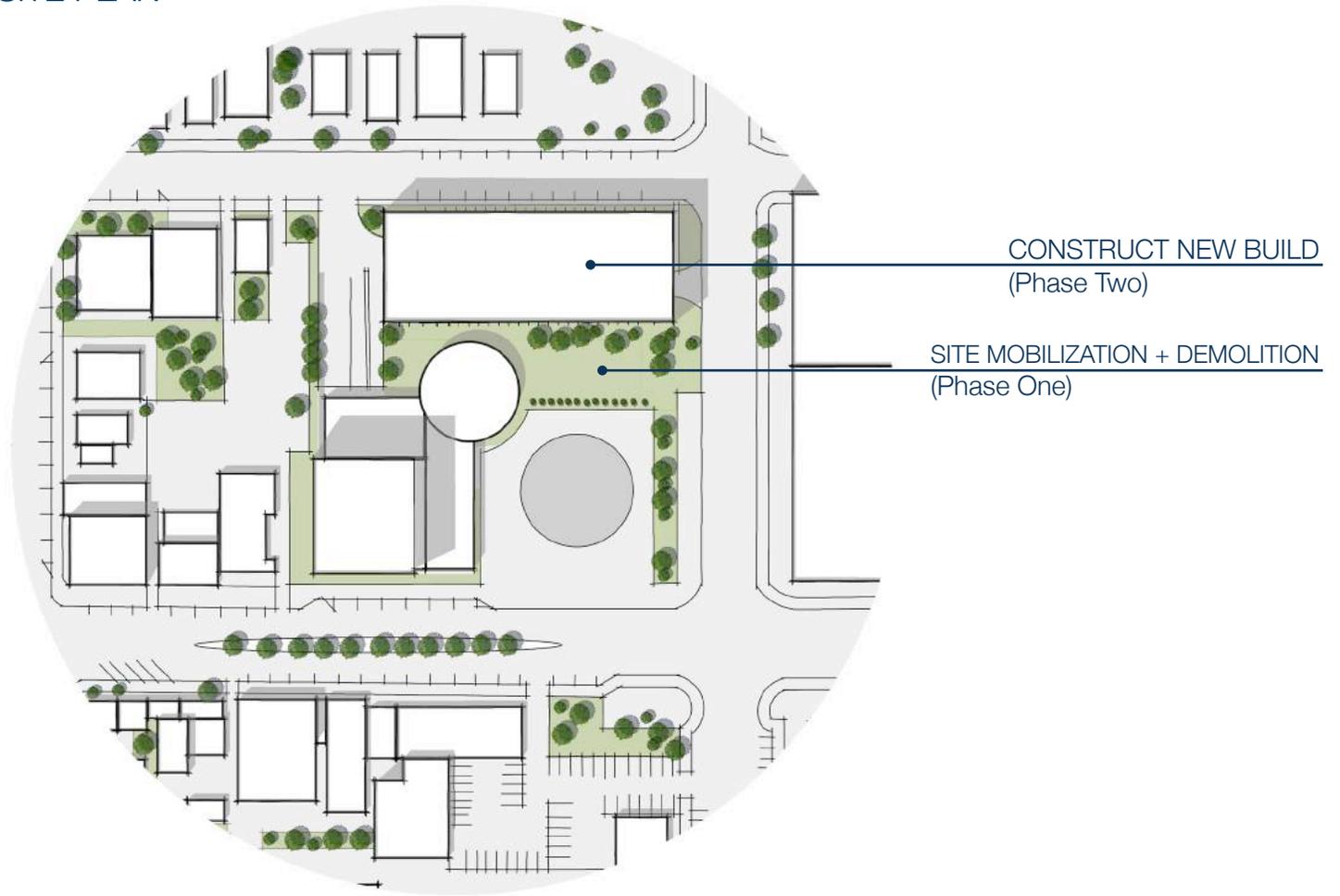
# SCORE

OPTION B - NEW BUILD

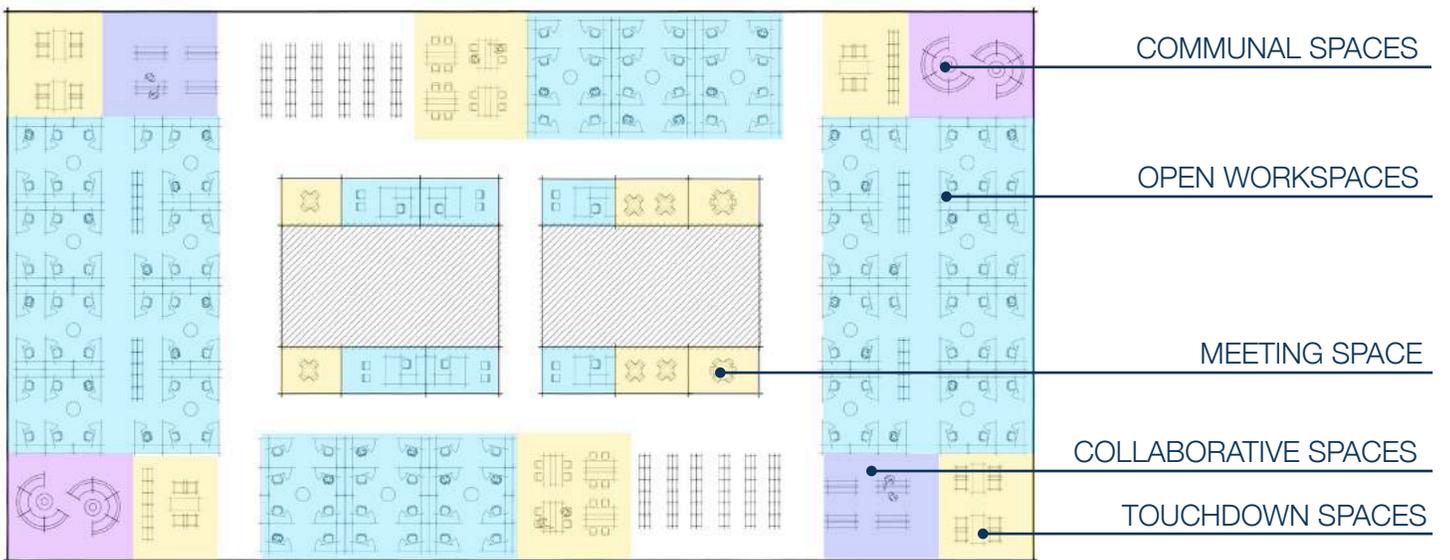
GRADE: **C**



# SITE PLAN



# FLOOR PLAN



# 05

# PREFERRED OPTION

A summary of the most efficient and cost-effective option to realizing a new City Hall.

In order to facilitate the vision of a new City Hall, Lett Architects Inc. and The Osbourne Group worked closely with the City of Barrie, County of Simcoe, and key stakeholders to review, analyze, and recommend a preferred option. With the City of Barrie seeking to establish a schedule, a budget, and the function and performance of a proposed facility for a new City Hall, several options were created, discussed, and evaluated at a preliminary level to determine their feasibility.

After many consultations between the City of Barrie and County of Simcoe, it was concluded that the following option was the preferred option to present to Council. A simplified phasing approach involving the temporary relocation of some City Hall staff and departments to temporary swing-space and the construction of a 140,000 square foot addition to the existing tower. This option was evaluated in greater detail for the purposes of this report and informing stakeholders of the feasibility of a new City Hall.



*Architectural Concept Rendering*

# OPTION

A simplified phasing approach involving the temporary relocation of some City Hall staff and departments to temporary swing-space and the construction of a 140,000 square foot addition to the existing tower.

This option offers a simplified phasing approach that allows for renovation and new construction to occur at the same time. In this option, the existing office tower would be renovated for use primarily as shared meeting and training space and private offices by both the City of Barrie and the County of Simcoe. To accommodate the desired open-office floor plate, a new 140,000 square foot addition would be constructed onto the north face of the existing office tower. This new construction would utilize the existing core and structure of the existing office tower, while adding accessibility to the existing Council Chambers.

## PHASE ONE

The phasing of this option would include relocating staff to short-term, temporary swing space to accommodate the renovation of each floor of the existing tower. Each floor would be renovated separately, with new construction occurring at the same time as renovations. All service departments would be relocated to a temporary swing space to allow for easy navigation and way-finding for the public. This phasing approach offers the opportunity for departments to continue occupying the renovated tower while construction of the new addition takes place. While the existing city hall tower is being renovated, construction could begin on the addition to the north face of the tower. The phasing would be possible if the existing tower was renovated as the new build was constructed on the same level. The exterior facade of the existing tower would have to be replaced, so ensuring the addition ties into the structure could occur at this time to expedite the construction process. This would ensure an efficient construction schedule and completion of the project.

# BENEFITS + CHALLENGES

## BENEFITS

- Office tower phase-ability -- Staff and departments currently in existing office tower could be moved to a leased space when needed based on space requirements and renovations taking place on their floor.
- Efficient floor plate -- By constructing a new building, the floor plate would be designed to accommodate the needs and requirements of its users. This would allow for a flexible, open workspace that increases collaboration between departments and staff, and increasing the usable floor area.
- Ease of way-finding -- This option provides a main public entrance for visitors to the building, including those accessing public services on the main floor. In addition, all shared meeting spaces are located within the existing office tower, making it easy for guests to navigate to meeting or conference spaces with city staff.
- Parking -- Increased parking capacity on-site including underground parking and surface parking, in addition to the opportunity for future growth space on the northeast portion of the site.
- Accessibility -- The new addition adds an accessibility core to the existing Council Chambers, where the second level was previously inaccessible.
- Opportunity for partnership -- The City of Barrie and County of Simcoe would be able to partner on this option.
- Low cost of construction -- This option offers the lowest cost of new construction, due to the efficiencies and smaller floor plate required in comparison to Option B.
- Public square -- This option builds to the north of the existing city hall tower, allowing the public and civic square to remain while offering the opportunity for future growth to the square.

## CHALLENGES

- Phase-ability of service departments -- The departments within the existing podium will have to be relocated during construction of the new addition, to allow for the new accessibility core and main floor entrance to be renovated and constructed.
- Fit-up costs -- The City of Barrie would be responsible for potentially having to fit-up leased swing space, during the renovations and construction for the relocated service departments.



EAST ELEVATION



SOUTH ELEVATION

# ARCHITECTURAL OVERVIEW

## EXISTING CITY HALL

The existing City Hall consists of a nine-storey (ten level), 90,000-square-foot concrete building, a two-storey (three level) podium, and a two-storey (three level) rotunda on the south-west corner of the site. City Hall houses a number of shared programs and office spaces, including the Mayor's Office and Council Chambers.

The existing tower envelope is replaced with new concrete panels to increase the aesthetic and efficiency of the buildings exterior. Its envelope design is emphasized by a series of strong vertical cuts in a randomized pattern to emphasize window openings. The vertical fins act as solar shading and are designed to increase the efficiency of the building.

The interior of the building will be renovated around the existing central core to increase the usable floor area within the new addition. The renovated space will be programmed to provide shared meeting spaces, private offices, and reception as required for each floor. All existing tower floor plates will have direct access to the new addition, allowing departments to flow between shared program and floor plates. This design will increase accessibility and provide easier way-finding for staff and visitors to City Hall.

The exterior finishes are kept similar to the current facade by replacing the current pre-cast concrete facade with new, modern panels. The existing tower will have new pre-fabricated concrete panels for ease of installation and construction phasing which will prevent major disruptions to the currently occupied spaces. The existing podium will be refinished to match the aesthetic of the office tower and provide greater efficiencies. These design choices are intended to avoid significant building modifications to the existing tower.

## NEW ADDITION

The new addition to the existing City Hall is an eight-storey (nine level), 140,000 square foot building that will be constructed abutting the north face of the existing office tower. It houses a number of shared programs, including open office spaces, touchdown and group meeting spaces, and staff lounge spaces. The majority of the building is comprised of the administrative, services, and departments for the City of Barrie and the County of Simcoe.

The new addition includes a new circulation core which will act as the new entrance and atrium space for City Hall. This space will provide accessibility to the existing office tower and addition, as well as the second floor of the council chambers which is currently inaccessible. This circulation core is also the new face of the building, standing high above the rest of the tower to act as a beacon and point of orientation within the downtown core. It signifies a shared public space for all visitors and citizens of the City of Barrie.

The new addition has been purposely designed as a simple, rectangular volume oriented along the north face of the existing office tower. Its envelope design is characterized by a series of strong vertical fins that emphasize window openings and provide solar shading -- resulting in a highly efficient building envelope. The building is long and narrow to ensure natural daylight can penetrate into the center of the floor plate, and a clearly defined circulation corridor can easily accommodate densification, future growth and phasing. A portion of the facade borrows from the new envelope on the existing office tower to blend the old with the new and link the spaces together from their exterior.

The interior of the building is centered around a shared circulation core to the east of the office tower. The existing office tower provides a shared core for the new addition, allowing users to access both spaces within the same floor plate and provide easy navigation and way-finding between all departments within City Hall. The office areas have been designed with an open flexible grid, so that the layout of the office areas can adapt and change without any fundamental reconfiguration of the building over time.

Finishes within the building are purposely kept simple and durable with concrete and tile flooring in heavy circulation areas, and carpet tile flooring in office areas. The exterior finishes include vertical pre-cast concrete fins to provide ease of installation and durability to the building. The vertical glazing panel will be constructed of the same pre-cast concrete panels as the office tower for ease of installation.

# CIRCULATION + ACCESSIBILITY

A shared downtown facility creates a lot of efficiencies in terms of shared space, however, it creates a number of challenges in terms of security and access requirements. The use of the existing core within the office tower and the flow of circulation for each user to the new addition is paramount in ensuring a safe and successful project.

## EXISTING CITY HALL

From the civic square, the public can access the main lobby of the Barrie City Hall and County of Simcoe Social Services through the newly renovated podium. Guests will have direct access to all public service departments for both the City of Barrie and County of Simcoe, without having to navigate through various corridors. The public entrance lobby also contains a service core to allow direct access to the second floor of the Council Chambers, providing an accessible entrance to the space for users and guests. From the main entrance on Level One, all visitors can access required service departments without needing a stair or elevator, providing easy way-finding and navigation for the public. In addition, by placing all public services on Level One, it creates more secure office and internal spaces for city staff and departments.

The existing office tower will contain the central core of the building, providing visitors and staff with access to the main entrance and atrium including the additional circulation core. This central core is secured from the public lobby, however, the design is configured to allow invited guests access to the main core within the existing office tower. This main core would lead invited visitors to other programs within the building.

The main circulation core for staff located on Level One in the existing office tower provides access to all building levels, which includes shared spaces and interconnected floor space. The separation of the staff core from the additional public core allows for more secure movement and access throughout the building. All dedicated staff spaces are secured from the public spaces and shared circulation routes. All amenities on Level One such as washrooms, meeting spaces, and service departments are shared and accessed off the main circulation core.

## NEW ADDITION

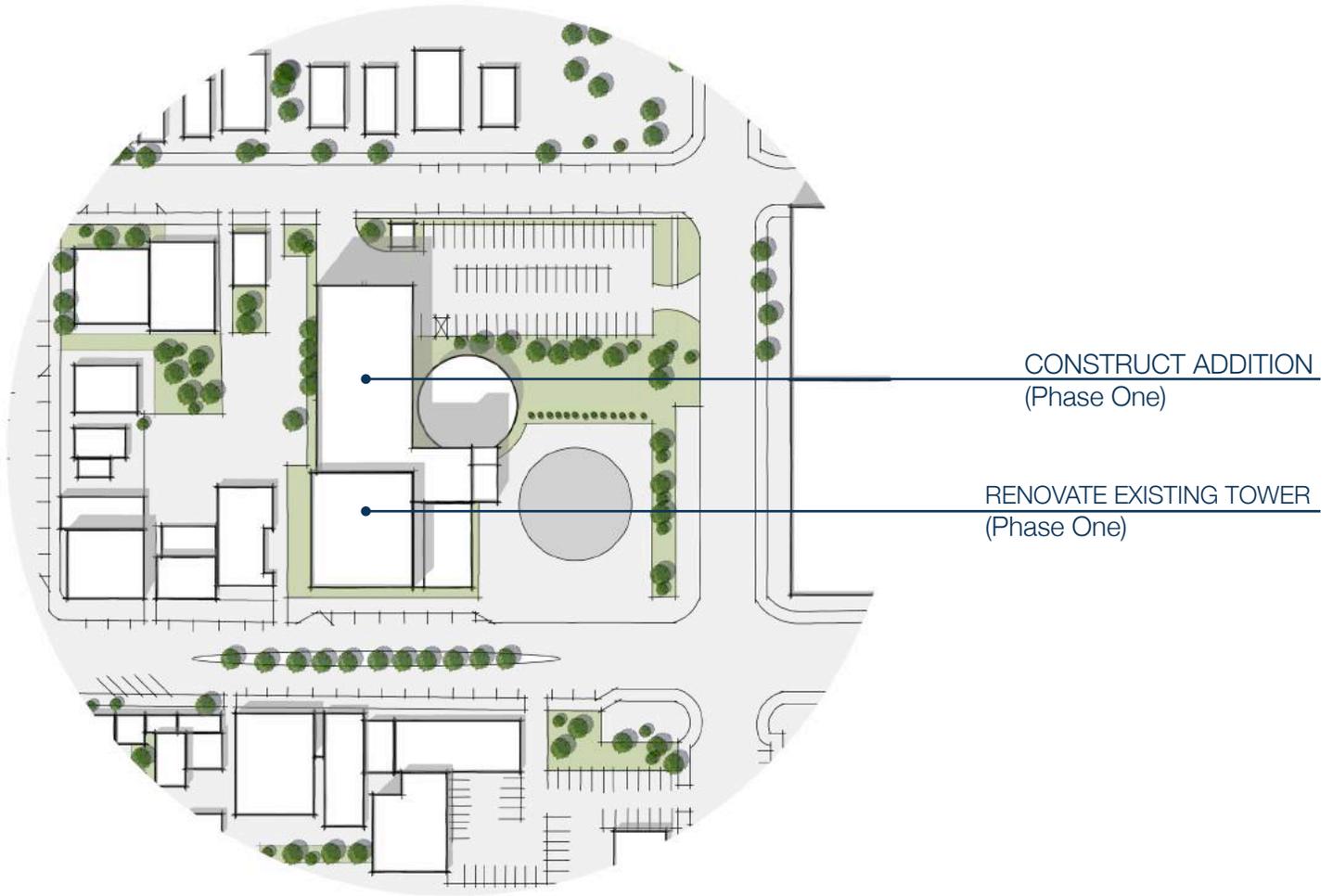
All staff users -- the City of Barrie and County of Simcoe Social Services -- enter the site through the main lobby. From this entrance, users are guided to the existing core which gains them access to the shared offices and programmed spaces. It is through this core that users are able to access the new addition.

The new addition to the north of the office tower is dedicated solely to open floor space. Levels Two through Level Eight are inaccessible by the public, creating secured space for staff in City and County departments. The open floor plate is accessed through the existing core in the office tower, allowing for an increase in usable floor space within the addition.

All circulation occurs around a small washroom, storage and utilities core, placing the shared office spaces on the perimeter of the floor plate. This will allow for generous amounts of glazing to bring in natural daylight that can penetrate all areas of the space.

A new public circulation core will provide access to all levels of the Council Chambers and provide easy navigation for visitors to the building. In addition, it separates the staff circulation from the public and provides a more secure space for internal operations.

# SITE PLAN



# RESPONSE TO SITE

The new addition to the existing City Hall will occupy the northwest corner of the site as it offers a better public square and increased parking capacity underground and on the surface.

Priority is given to pedestrian circulation and the safe and convenient movement of all staff and visitors within and around the site. Of prime importance is the public square and main entrance of the building, as this will be a hub of staff and public movement on the site. Occupied exterior spaces will also be provided in the form of patios, walkways and seating areas.

The City Hall site will incorporate natural environments within the boundaries of the site using native species and species that require low maintenance and are hardy given site conditions. Plantings will serve four basic functions within the site design: screening, ornament, temporary cover, and storm-water management.

## PUBLIC + CIVIC SQUARE

Careful consideration has been given in locating the new addition and site elements to allow for a greater public square and civic presence in the city's downtown. As a space that is used for farmer's markets, public gatherings and winter skating, it is important that the new addition not disrupt this well-used and highly regarded public space.

The position of the addition ensures the existing public square will remain in use during and after construction. Its strong community and street presence will continue to be the highlight of the site, inviting visitors and staff to occupy the space. The desirable views of Lake Simcoe from the site are maintained as the building is set back from the street.

By situating the entrance to the building at the center of the site, users are taken on a journey through the public square before entering. The public square's natural elements, seating, and walkways make this the hub for public movement on site.

## PARKING

The existing City Hall underground parking will remain largely untouched in terms of number of spaces to ensure adequate parking is available on site for visitors and staff. The existing ramp to access underground parking will be reconstructed to accommodate the new addition and ensure additional parking spaces can be accessed easily.

The existing surface parking will remain, allowing visitors access to parking on site. By positioning the addition to the northwest of the site, it presents the opportunity for future growth to surface parking and minimizes future site disturbance and costs.

The safe and convenient movement of service and delivery vehicles to the site is important and is accomplished by reducing movement through high-traffic pedestrian corridors. The loading zone is to be located to the west of the underground parking ramp to limit unnecessary vehicular-pedestrian conflicts. All parking areas and drive aisles will contain crosswalks where pedestrians are required to cross vehicular routes.

Existing City Hall: 161 spaces  
Addition to City Hall : +210 spaces

# FLOOR PLATE ANALYSIS

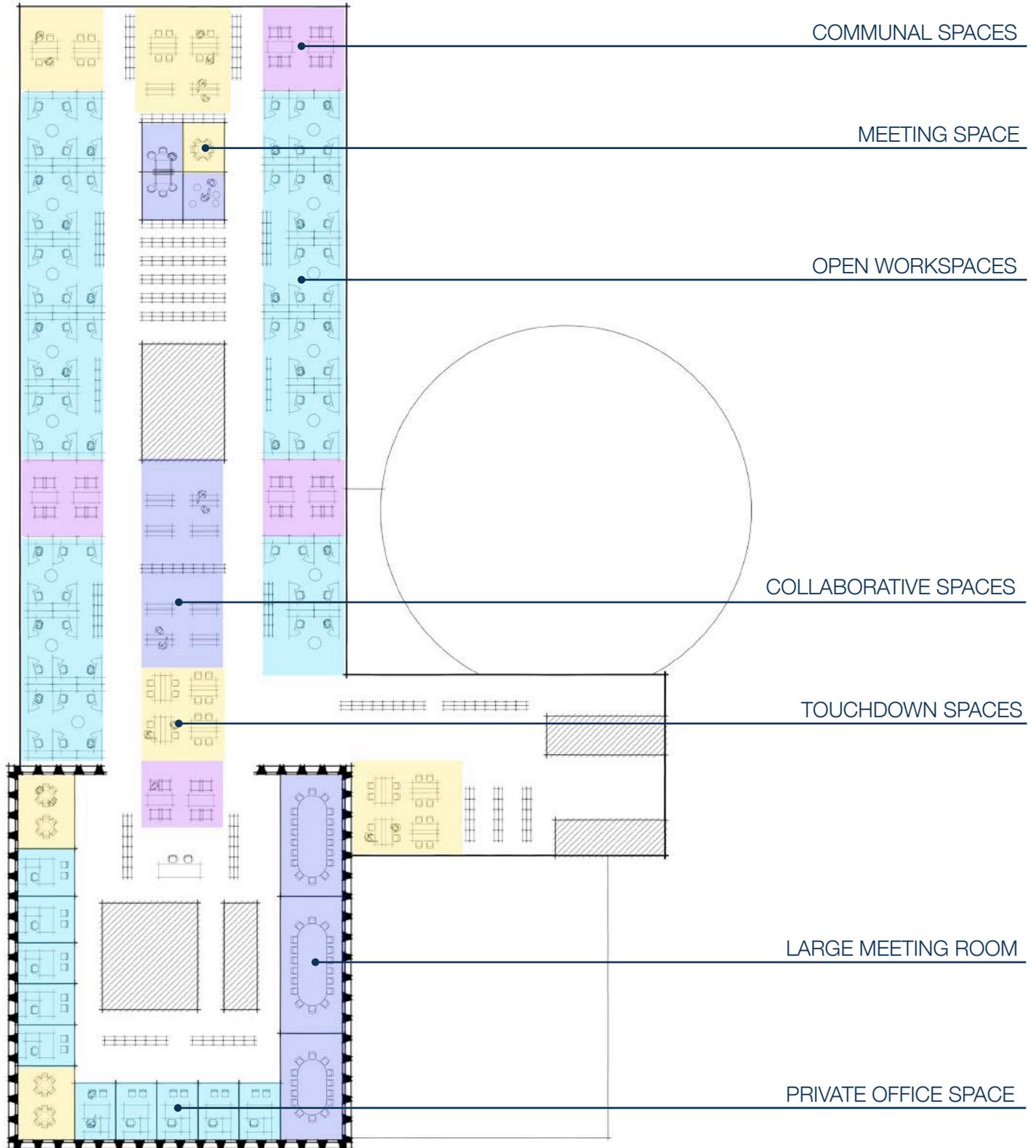
## EXISTING CITY HALL

- The existing floor plate is 80% efficient, however this number is likely lower due to an increase in staff per floor and the inability to change the floor layout
- Office tower floor layout is inefficient -- The current floor layout of the office tower does not allow for the relocation of core elements and does not provide a large floor area for workspace renovations
- Many office spaces are being used to accommodate over four employees due to lack of open floor space
- Decreased staff productivity and collaboration due to overcrowding
- Lack of purpose-built meeting and touchdown spaces

## NEW ADDITION

- Increase floor plate efficiency by 7%
- Increase in floor plate total usable net area by over 250%
- Ability to reuse existing core to ensure highest efficiency and most cost-effective option to the new addition
- The new open workspaces provide greater collaboration and sharing among departments on each floor
- The existing office tower is used as private office and meeting space as the floor plate is better suited for this type of program
- Provides purpose-built meeting and touchdown spaces for staff
- Allows staff their own workspace
- Circulation around the central core allows all workspaces access to direct natural daylighting

# PROPOSED FLOOR PLAN



# SCORE

OPTION A - RENOVATION + ADDITION

GRADE: **A**



After many consultations between the City of Barrie and County of Simcoe, it was concluded that the following option was the preferred option to present to Council. A simplified phasing approach involving the temporary relocation of some City Hall staff and departments to temporary swing-space and the construction of a 140,000 square foot addition to the existing tower.

This option was evaluated and compared using the same criteria as Option A and B, having scored the highest grade amongst all options. It met or exceeded all criteria used in the evaluation as outlined in this section. The following section, evaluates the project costs associated with this preferred option.

# 06

# PROJECT COSTS

A summary of the projects costs for the preferred option as presented in this report.

The County of Simcoe expressed an interest in partnering with the City of Barrie on a joint-venture to construct a new facility to accommodate both parties as they prepare for future growth. This section outlines the costs associated with a project of this scope with both parties would sharing the costs of construction.

The following material is presented within this section:

## **Order of Magnitude**

In determining the total project costs for the purpose of evaluations, the cost includes new build costs, renovation costs, fit-up costs, parking, and any lease costs associated with the option.

## **Phasing Strategy**

Scheduling and phasing is a key component to the successful delivery of a new Barrie City Hall project.

## **Deferral of Construction**

An overview of possible impacts associated with delaying construction, including added costs, escalation, and the potential risk of losing the partnership with the County of Simcoe.

# ORDER OF MAGNITUDE

Construction estimates and budgets carry contingency amounts appropriate to the stage of project development. Specific recommendations will vary from project to project and should be considered by the City of Barrie.

## COST BREAKDOWN

The project costs are represented a cost per square foot of \$150 for all interior renovations to the existing City Hall office tower and remaining podium space and a cost per square foot of \$350 for all new-build construction. All costs are represented in 2018 dollars. The analysis includes the costs associated with the relocation of City Hall staff to the temporary swing space and includes cost associated with leasing temporary space during renovations.

	Area	Cost per sq.ft.	Capital Cost
<b>Site Preparation + Construction</b>			
Demolition	5,000	\$150	\$150,000
Civic Improvements	10,000	\$300	\$3,000,000
<b>Existing City Hall Construction</b>			
Interior Renovations	90,000	\$150	\$13,500,000
Exterior Improvements	40,000	\$100	\$4,000,000
<b>New City Hall Construction</b>			
New Build Construction	140,000	\$350	\$49,000,000
Parking	75	\$40,000	\$3,000,000
<b>Leasing, Swing Space + Fit-Up</b>			
Lease Rate (per year)	0	\$15	\$0
Fit-Up	0	\$15	\$0
Swing Space	14,000	\$23	\$483,000 (18 month term)
Swing Space Fit-Up	14,000	\$15	\$157,500
<b>Phasing Expenses</b>			
Relocation costs			\$350,000
<b>TOTAL</b>			<b>\$73,640,500</b>
Soft costs (20%)			\$14,728,100

The estimated project costs do not include soft costs or contingencies (approximately 20% of construction costs) and is meant for the comparison of new construction, renovation, and fit-up costs only.

The estimated cost is within the average range for public government projects in the Province of Ontario.

# PHASING STRATEGY

Scheduling and phasing is a key component to the successful delivery of the new Barrie City Hall project. The project team has successfully strategized the most cost-effective, efficient and least disruptive phasing strategy to ensure the continued occupancy of City Hall. The accessibility of the public to all relocated departments is of utmost importance and has been considered through out the phasing process.

The design and construction process have been implemented to ensure the most efficient methods to maintain partial occupancy of the current City Hall facilities. The project team has also considered all benefits in terms of schedule impact and completing validation below budget, while supporting several design concepts.

## IMPLEMENTATION

The renovation of City Hall will occurred by floor, ensuring the least amount of swing space will be required to accommodate staff. This process will cycle through all nine floors of the existing tower until all tower renovations are completed. The exterior facade of the City Hall tower will be replaced per floor in conjunction with interior renovations. This overlapping will ensure all interior and exterior construction will be completed while the space is temporarily unoccupied ensuring the most efficient, cost-effective phasing strategy.

During the renovation to the existing Podium, the current departments including Service Barrie will require relocation. Swing space will be acquired to accommodate all departments and ensure easy public access and way-finding to the temporary location.

Construction is expected to start in 2019 and will last approximately eighteen months to ensure successful delivery of the project by 2021.

The validation and initial design process will begin quickly, starting in 2018 to ensure pre-construction can be completed by end of 2019. At the same time, site-preparation and mobilization will begin before construction starts in early 2019. The client will be able to start moving into the new addition by January 2021.

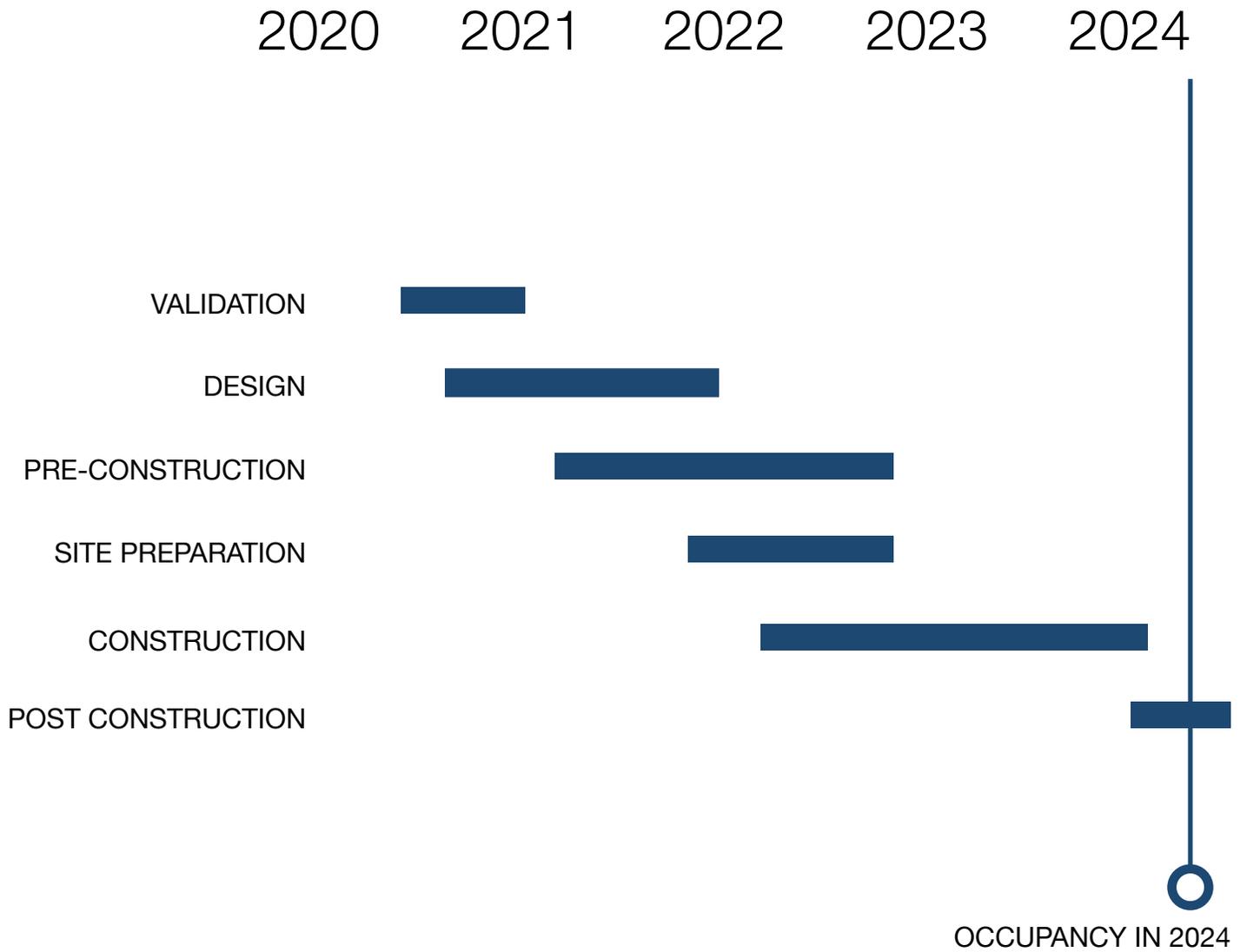
## PARKING

A parking strategy will be required to accommodate the construction of underground parking to ensure current staff have adequate space. In addition, the public and visitors will require surface parking as this space will likely be used as a staging area for construction. There is potential for parking at 'H' Block and the Collier Street Parkade to accommodate staff and visitors during construction.

'H' Block: 175 total spaces

Collier Street Parkade: 305 total spaces

# PROPOSED SCHEDULE



# DEFERRAL OF CONSTRUCTION

Construction estimates and budgets carry contingency amounts appropriate to the stage of project development. Specific recommendations will vary from project to project and should be considered by the City of Barrie.

## ESCALATION

With a project start date in 2018, the initial construction cost is estimated at \$74,400,000. With a delay of the project to 2021, the initial construction cost balloons to an estimated \$81,100,000. With an inflation rate of approximately 3% per year over three years, the project will increase in cost by almost \$6,700,000, increasing annually by over \$2,200,000.

## DELAYED CAPITAL EXPENDITURES

City Council has already approved funding to replace the ramp leading to sections of the existing underground parking lot. There are also 2018 requests to replace the electric heating system which currently keeps the ramp clear during the winter months. The total budgeted capital cost is anticipated to be \$2,295,000 through 2018. These funds could be redirected toward the capital expense of a new City Hall.

Capital expenditure projects will continue to add to the construction cost of the new City Hall with any further delay. To date, there have been many capital expenditures that have received funding, but were paused temporarily. These costs will continue to add up, increasing their initial cost and adding to the total cost.

Civic Square + Site Improvements: \$4,000,000

Envelope Improvements: \$250,000

Space Renovations: \$500,000

Collier Centre Space Design: \$3,500,000

## PARTNERSHIP

With any delay beyond a project start date of 2019, the County of Simcoe will not be available to provide additional funding as they will need space to accommodate future staff requirements. The opportunity for a financial partnership between both agencies is an integral part to ensuring this project is financially feasible and prevent any wasted costs on the existing City Hall building.

# 07 CONCLUSION

A summary of the New City Hall Conceptualization Study as presented in this report.

This report considers the option put forward by GH3, but adds to the analysis to include the cost for relocating staff and departments, required swing space during construction, and any lease costs required. In addition, this report outlines the preferred options site response, efficiencies, circulation, and offers an architectural response to the proposed project.

Of the more than ten options reviewed, three options were chosen for further review and in-depth feasibility analysis as presented in this report. All options were evaluated using the same criteria as described under the project requirements section, ensuring that all options were compared equally to reach a preferred option. In this case, Option C is presented as the most feasible option for the purposes of realizing a new City Hall in the City of Barrie to ensure they and the County of Simcoe can accommodate their future growth in a facility that best suits their needs and requirements. Finally, this section includes the recommendation put forth by consultants and stakeholders based on the information and analysis provided in this report.

# OPTIONS REVIEW

## OPTION A

This option offers a complicated and disruptive phasing approach to a new City Hall. In this option, the existing office tower would be renovated to accommodate staff currently occupying the space. However, the newly renovated office tower would still be unable to accommodate all City Hall staff, requiring the City of Barrie to lease 70,000 square feet of additional space off-site from a third party. In addition, the County of Simcoe would require approximately 70,000 square feet of additional space to accommodate their future growth, which would include new construction or a lease from a third party. The phasing of this option would include purchasing long-term swing space, which will need to be renovated and fit-up before any staff can relocate from the existing tower. To allow for renovations to begin on the tower, each floor would be renovated at a separate time to allow an entire floor to be relocated to temporary space before returning. City departments would be located between two different buildings, making it difficult for visitors and staff to access all resources and public services at one time.

<b>Total Project Costs</b>	<b>\$51,319,750</b>
<b>New City Hall (score)</b>	<b>D+</b>
<b>Total Floor Plate</b>	<b>7,800 sq.ft.</b>
<b>Net Usable Area</b>	<b>6,222 sq.ft.</b>



SCORE

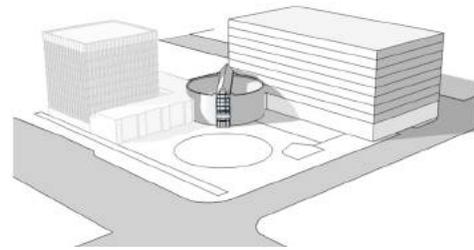
GRADE: **D+**



## OPTION B

This option offers a simple but expensive phasing approach. In this option, the existing office tower would be sold 'as is' to a third party, without renovations taking place. Although the tower would be sold, the existing Council Chambers would remain and a new 225,000 square foot building would be constructed on site once 55 Mulcaster Street was demolished. The new building would be able to accommodate current and future staffing requirements for both the City of Barrie and the County of Simcoe. The phasing of this option would include the construction of a new facility on-site, making accessibility and way-finding difficult during construction. Once completed, staff from the City of Barrie and County of Simcoe would relocate to the new building and begin the sale of the existing office tower. This option could result in the City of Barrie owning two buildings if the existing office tower did not sell quickly.

<b>Total Project Costs</b>	<b>\$86,840,000</b>
<b>New City Hall (score)</b>	<b>C</b>
<b>Total Floor Plate</b>	<b>26,000 sq.ft.</b>
<b>Net Usable Area</b>	<b>23,500 sq.ft.</b>



SCORE

GRADE: **C**

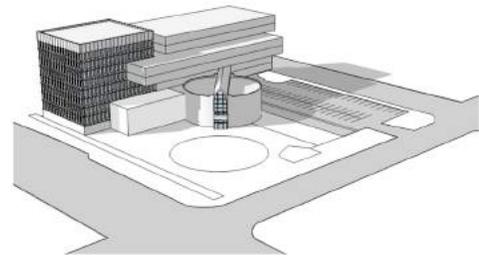


# PREFERRED OPTION

## OPTION C

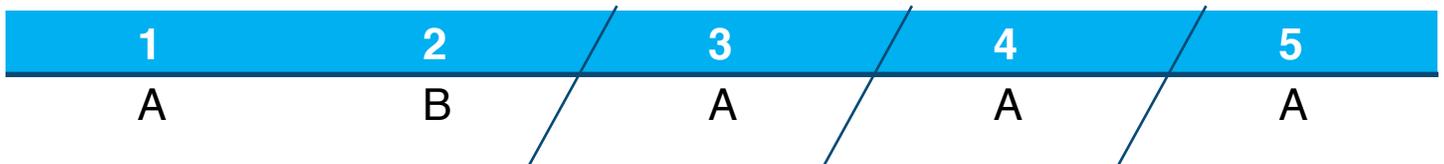
This option offers a simplified phasing approach that allows for renovation and new construction to occur at the same time. In this option, the existing office tower would be renovated for use primarily as shared meeting and training space and private offices by both the City of Barrie and the County of Simcoe. To accommodate the desired open-office floor plate, a new 140,000 square foot addition would be constructed onto the north face of the existing office tower. This new construction would utilize the existing core and structure of the existing office tower, while adding accessibility to the existing Council Chambers. The phasing of this option would include relocating staff to short-term, temporary swing space to accommodate the renovation of each floor of the existing tower. Each floor would be renovated separately, with new construction occurring at the same time as renovations. All service departments would be relocated to a temporary swing space to allow for easy navigation and way-finding for the public. This phasing approach offers the opportunity for departments to continue occupying the renovated tower while construction of the new addition takes place.

<b>Total Project Costs</b>	<b>\$73,640,500</b>
<b>New City Hall (score)</b>	<b>A</b>
<b>Total Floor Plate</b>	<b>25,835 sq.ft.</b>
<b>Net Usable Area</b>	<b>21,899 sq.ft.</b>



SCORE

GRADE: **A**



# COST COMPARISON

The cost estimate presented by GH3 in their *Space Analysis and Building Feasibility Preliminary Studies* report did not include costs associated with the relocation of staff and departments after the new building was constructed. In addition, the cost estimate was based on a building size of 188,000 square feet in comparison to the 230,000 square foot building in the preferred option. In addition, the construction costs per square foot provided by GH3 are higher than the average cost of construction. As the costs in the Space Analysis and Building Feasibility report were estimated in 2016 dollars, this report has presented a comparative costing analysis for the project if it were to be completed in 2018 using the preferred option.

The analysis has included the same costs as the Space Analysis and Building Feasibility cost estimate, but has added the necessary interior renovation costs, exterior improvement costs, and all costs associated with required swing space and relocation. The estimate has updated construction material costs per square foot to better reflect a project of this scope in 2018 dollars. Due to the high cost of construction and civic improvements in the estimate by GH3, the cost estimate for the preferred option is a more cost-effective solution. The City of Barrie would receive a larger building footprint, continue to utilize their existing structure, and ensure adequate parking for a lower cost than the option presented in the Space Analysis and Building Feasibility Report. In addition, by adding escalation costs of 3% per annum to the cost estimate by GH3, the total cost would be approximately \$6,000,000 more in 2018 dollars.

Below is a comparison between the cost estimate presented by GH3 in 2016 dollars and the preferred option cost estimate in 2018 dollars, which includes required costs such as swing space and relocation of staff.

	Previous Cost Estimate (2016)		Order of Magnitude Cost Estimate (2018)	
	Cost per sq.ft.	Capital Cost	Cost per sq.ft.	Capital Cost
<b>Site Preparation + Construction</b>				
Demolition	\$100	\$450,000	\$150	\$150,000
Civic Improvements	\$400	\$8,700,000	\$300	\$3,000,000
<b>Existing City Hall Construction</b>				
Interior Renovations	N/A	N/A	\$150	\$13,500,000
Exterior Improvements	N/A	N/A	\$100	\$4,000,000
<b>New City Hall Construction</b>				
New Build Construction	\$240	\$40,100,000	\$350	\$49,000,000
Parking	\$42,500	\$25,000,000	\$40,000	\$3,000,000
<b>Leasing, Swing Space + Fit-Up</b>				
Lease Rate (per year)	N/A	N/A	\$15	\$0
Fit-Up	N/A	N/A	\$15	\$0
Swing Space	N/A	N/A	\$23	\$483,000 (18 month term)
Swing Space Fit-Up	N/A	N/A	\$15	\$210,000
<b>Phasing Expenses</b>				
Relocation costs		N/A		\$350,000
<b>TOTAL</b>		<b>\$74,250,000</b> (\$393/sq.ft.)		<b>\$73,640,500</b> (\$320/sq.ft.)
Escalation cost (2018)		\$80,190,000 (\$426/sq.ft.)		
Soft costs (20%)		\$96,228,000 (\$500/sq.ft.)		\$88,368,600 (\$384/sq.ft.)

Using the evaluation criteria established through consultation with the City of Barrie, County of Simcoe, and all involves stakeholders, the recommended approach belongs to the option with the highest score. Option C is the recommended approach because it has met or exceeded the criteria by offering a simple, efficient, and cost effective approach to realizing a new City Hall.

In conclusion, the recommended option satisfies the requirements outlined by the City of Barrie and its stakeholders while offering the lowest estimated project cost of all options presented in this report.



*Architectural Concept Rendering*





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