

HERITAGE SECTION COMMENTS

NEW CITY HALL REVIEW: SUBMISSION B

Of the five submissions, this one is the least successful at maintaining a formal address on Sussex Drive, and creating a stronger identity for City Hall, because it is the only scheme which does not retain the formal entrance in the centre of the existing City Hall. Instead, the main entrance is in a large offset cube near the west corner of the Island and Sussex Drive. This pyramid-topped cube competes with the monumentality of the existing building and creates a conflict as to where the real entrance is (one soon determines this, as there is no drop off link to the existing City Hall). This entrance pavilion does not increase the building's sense of welcome because it is too far from the existing building and does not appear to lead directly to the new complex. This change of entrance provides an ambiguous design relationship, confuses pedestrians and detracts from the existing City Hall's formal and unified appearance.

If one isolates the existing City Hall from the remainder of the proposed complex for discussion purposes, Submission B is the most respectful of the five toward the architecture of the existing building because little of the existing building is touched by the new addition. The glass ceremonial promenade on the west side of the Island abuts the west side of the existing City Hall, as does a small glass link on the rear wall. Otherwise the exterior of the existing building is virtually untouched in terms of physical alterations to its fabric.

On the interior of the ground floor of City Hall, this submission is also the most successful, as the circular staircase is retained in place, as are the elevators, the front entrance vestibule, and all the glass perimeter walls. The interior of this all glass, ground floor is also the most open of all five submissions. It is not clear if the gold-leaf Memorial Wall is there, but the space exists on the wall of the elevator core to have it, if it is not elsewhere in the new complex.

However, the respect for the heritage significance of the existing City Hall cannot be measured by the building alone in isolation from Green Island. The spirit of the existing International Style building is also in the concept of a pedestal in a park: a building as a work of art, resting on a podium, set in pastoral surroundings.

Submission B opposes this concept by placing the existing City Hall within an urban complex of lower-scale buildings which cover a large percentage of the site, a complex which orients inward toward the proposed new canal and lift-lock-like bridge. Unlike the existing City Hall, very few occupants of the new complex will have a view of the pastoral setting. This is due in part to the ceremonial glass covered promenade separating the west side of the complex from the shoreline, and in part to the fact that on the east side of the complex, there is no shoreline at all. On the east bank the landscape has been usurped in favour of a wall having three round bays reminiscent of mediterranean fortresses which protect Green Island from New Edinburgh. Any remaining pastoral quality will be on the opposing sides of the river.

The pastoral setting of the west side of the Island fares much better, but the high entry pavilion at Sussex, the cafeteria pavilion, and the glass promenade which stretches the length of the Island to the Council chamber pavilion, all combine to help obscure the existing City Hall from the Minto bridges, Sussex Drive, and that portion of King Edward Avenue between them.

Although this submission has a number of interesting aspects, and, in an isolated sense, is very respectful of the existing building, Ottawa City Hall deserves more than a clone of the National Galleries Ceremonial Promenade with its glassed roof pavilions and massive appearing stone walls. The miniature lift-locks, bridges and canals are real remainders of our heritage but in this submission are presented as competing images or symbols confusing the identity of City Hall.

CITY OF OTTAWA DESIGN COMMITTEE COMMENTS FOR PROPOSAL "B"

Positive Features

Segregation of public and office areas.
Low rise scale of addition respects the existing building.
The building sloping into the water on the east bank is exciting and innovative.
Layering effect created by the multi-level structures.
Sense of arrival.
Proposal creates a 'campus' atmosphere.
Atrium environment creates a pleasant work space.
Treatment of west river bank respects the existing urban setting.
Interior water court is attractive.

Unsatisfactory Features

Some elements emulate the new National Gallery, but this site plan is more sensitively scaled to the pedestrian.
Entrance pavilion obscures the existing building from Sussex Drive eastbound approach.
Different geometry creates too many focal points.
The tower and east elevation facade have a heavy impact on the neighbouring community.
Tower is too predominant.
Expanse of glazing on the southwest elevations could be challenging to the interior environment during the summer months but attractive during the winter.
Combination entry/exit for vehicles.
Too many vertical connections from garage area may be confusing to the public.
Introduction of interior water court and cascade may not be cost effective or necessary on an island setting.

Summary

The proposal creates a multi-focus campus atmosphere at the expense of occupying a lot of the island. The Committee recognized a need to review the tower and some of the architectural elements and to rework the landscaping treatment to the level and standard of proposal "E". This proposal is one of the two recommended proposals worthy of final consideration.

THE CITY OF OTTAWA / LA VILLE D'OTTAWA
INTER-DEPARTMENTAL CORRESPONDENCE / CORRESPONDANCE INTERNE

TO/DEST.:	DATE:	OF/ND
Director New City Hall Project Department of Engineering and Works	September 6, 1988	CONFIDENTIAL
		YF/VD

FROM/EXP.:	SUBJECT/OBJET:
A/Secretary City of Ottawa Design Committee	New City Hall Project Design Committee Evaluation

The City of Ottawa Design Committee deliberated on all five submissions for the new City Hall on August 31, 1988 at the former Bank of Nova Scotia building at 125 Sparks Street from 9:00 a.m. to 3:30 p.m.

The following members were present for all or part of that time:

Chairman:	Derek Crain,	Canadian Institute of Planners
Members:	Robert Gordon,	National Capital Commission
	Cecelia Paine,	Ontario Association of Landscape Architects
	Anthony Pearson,	Ottawa Regional Society of Architects
	Peter Pivko,	Ottawa Regional Society of Architects
	Richard Raymond,	Ottawa Construction Association
	Barbara Urbanowicz,	Local Architectural Conservation Advisory Committee
Secretary:	David Amor,	Department of Planning and Development
Recording		
Secretary:	Marilyn Brousseau	Department of Planning and Development

METHODOLOGY

Upon arrival, the members individually reviewed the proposals. Mr. Des Underhill, Director, New City Hall Project, then gave a brief introduction of the project and walked the Committee through each of the five proposed schemes. The Committee reviewed and discussed the material submitted and Mr. Underhill clarified and responded to the members' questions. In order to see the schemes in better context, the Committee asked that each of the

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five proposed schemes be placed on the master presentation board and the members discussed the proposals with each member providing an individual critique. The Committee then reviewed the comments and discussed what each member considered to be the important elements for the project.

CRITERIA

From the discussions, it was developed that the building should be multifunctional as a place of work, a business place, a people place, and a public space. The following criteria was deemed to be important:

1. Symbolism (geometry and form)
2. Appropriateness of Civic Design (character)
3. Relationship of the new to the existing building
4. Relationship of building to the site
5. Clarity of arrival and public circulation
6. Internal circulation and public space
7. Public exterior spaces.

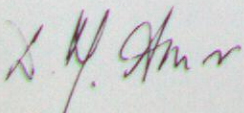
RECOMMENDATIONS

In the final analysis, the Committee ranked the schemes and indicated that only schemes "B" and "C" meet the criteria for a high quality civic complex for Ottawa.

The Committee also wishes to encourage the City of Ottawa to negotiate with the National Capital Commission to permit vehicle traffic under Sussex Drive with ramp access into the westbound lanes to improve egress from the building.

In conclusion, the Design Committee recognizes the importance of this project and wishes to express its appreciation for the opportunity to review and comment on the proposals. The Committee applauds the generally high standard of all the architectural submissions, but expresses its concerns over the poor quality of the site development solutions, with the exception of proposal "E".

I trust that the attached synopsis of the Design Committee's comments relating to each of the proposals is helpful in the final evaluation.



D.M. Amor

DMA:fc

c.c. Design Committee Members (in attendance)

CITY OF OTTAWA

New City Hall

Scheme 'B'

Submitted with building components broken down as follows:

1. Parking - Elemental summary
2. Work to Existing Building - Schedule of items
3. Entrance, Galleria and Cafeteria - Elemental Summary
4. Council Chamber - Elemental summary
5. Office Building - Elemental summary
6. Site Development - Schedule of items

The submission was in the format required with considerably more information than had been requested.

The gross and elemental areas were checked and found to be within acceptable limits.

The design contingency was adjusted to make the scheme comparable and agree with the amount included in the budget.

The amount for this scheme in 1988 dollars is therefore \$ 54,897,000 after adjustments, which is 3.38% over budget.

Included in the above figure is approximately \$ 9,745,000 for work to the existing building which is acceptable when compared with other schemes.

Providing the consultant can show where savings can be made. It is recommended that this scheme be considered.

Elemental check estimate for new building work only enclosed.

HELYAR & ASSOCIATES
Chartered Quantity Surveyors

PROJECT - New City Hall - Scheme 'B'
ARCHITECT - City of Ottawa
GROSS FLOOR AREA 593,414 sf

Project - 884303
Date - August 1988
Estimate - Scheme 'B'

ELEMENT	RATIO	QUANTITY	UNIT RATE	AMOUNT	COST PER SF	GROSS	TOTAL
1. SUBSTRUCTURE							
a) Normal Foundations	0.30	176,711 sf	\$3.79	\$669,700	\$1.13		
b) Basement Excavation & Backfill	1.48	880,703 cf	\$0.09	\$78,189	\$0.13		
c) Special Foundations	0.32	188,272 sf	\$5.19	\$977,566	\$1.65		
						\$2.91	\$1,725,455
2. STRUCTURE							
a) Lowest Floor Construction	0.34	202,157 sf	\$3.19	\$644,180	\$1.09		
b) Upper Floor Construction	0.66	392,754 sf	\$12.55	\$4,929,710	\$8.31		
c) Roof Construction	0.39	230,886 sf	\$13.71	\$3,166,537	\$5.34		
						\$14.73	\$8,740,427
3. EXTERIOR CLADDING							
a) Roof Finish	0.36	212,415 sf	\$11.25	\$2,389,496	\$4.03		
b) Walls Below Ground Floor	0.06	32,668 sf	\$12.48	\$407,599	\$0.69		
c) Walls Above Ground Floor	0.17	102,526 sf	\$24.86	\$2,549,160	\$4.30		
d) Windows	0.12	71,354 sf	\$36.71	\$2,619,308	\$4.41		
e) Exterior Doors & Screens	0.00	710 no	\$127.46	\$90,550	\$0.15		
f) Projections	0.36	215,257 sf	\$10.97	\$2,361,590	\$3.98		
						\$17.56	\$10,417,703
4. INTERIOR PARTITIONS AND DOORS							
a) Permanent Partitions & Doors	0.35	209,304 sf	\$7.28	\$1,523,200	\$2.57		
b) Movable Partitions & Doors	0.00	2,852 sf	\$22.73	\$64,850	\$0.11		
c) Glazed Partitions & Doors	0.01	6,265 lvs	\$51.75	\$324,200	\$0.55		
						\$3.22	\$1,912,250
5. VERTICAL MOVEMENT							
a) Stairs	0.00	43 flts	\$1,846.51	\$79,400	\$0.13		
b) Elevators and Escalators	0.00	11 No	\$80,364	\$884,000	\$1.49		
						\$1.62	\$963,400
6. INTERIOR FINISHES							
a) Floor Finishes	1.02	604,071 sf	\$2.55	\$1,539,311	\$2.59		
b) Ceiling Finishes	0.52	310,625 sf	\$2.28	\$708,574	\$1.19		
c) Wall Finishes	0.56	332,874 sf	\$3.05	\$1,016,682	\$1.71		
						\$5.50	\$3,264,567
						c/f	\$27,023,802

HELVAR & ASSOCIATES
Chartered Quantity Surveyors

PROJECT - New City Hall - Scheme 'B'
ARCHITECT - City of Ottawa
GROSS FLOOR AREA 593,414 sf

Project - 884303
Date - August 1988
Estimate - Scheme 'B'

ELEMENT	RATIO	QUANTITY	UNIT RATE	AMOUNT	COST PER SF	GROSS	TOTAL
						b/f	\$27,023,802
7. FITTINGS AND EQUIPMENT							
a) Fittings and Fixtures	1.00	593,414 sf	\$1.23	\$728,150	\$1.23		
b) Equipment	0.58	342,637 sf	\$0.16	\$53,600	\$0.09		
						\$1.32	\$781,750
8. SERVICES							
a) Electrical							
i) Service & Distribution	1.00	593,414 sf	\$6.05	\$3,587,983	\$6.05		
ii) Lighting & Power	1.00	593,414 sf	\$0.00	\$0	\$0.00		
iii) Systems	1.00	593,414 sf	\$0.07	\$41,400	\$0.07		
						\$6.12	\$3,629,383
b) Mechanical							
i) Plumbing & Drainage	1.00	593,414 sf	\$1.75	\$1,038,646	\$1.75		
ii) Fire Protection	1.00	593,414 sf	\$1.35	\$802,920	\$1.35		
iii) HVAC	1.00	593,414 sf	\$8.56	\$5,082,002	\$8.56		
						\$11.67	\$6,923,568
9. SITE DEVELOPMENT							
a) General				\$0	\$0.00		
b) Services				\$0	\$0.00		
c) Alterations				\$0	\$0.00		
d) Demolition				\$0	\$0.00		
						\$0.00	\$0
10. OVERHEAD AND PROFIT							
a) Site Overhead				\$2,917,746	\$4.92		
b) Head Office Overhead and Profit				\$0	\$0.00		
						\$4.92	\$2,917,746
11. CONTINGENCIES							
a) Design Contingency				\$0	\$0.00		
b) Escalation Contingency				\$0	\$0.00		
c) Post Contract Contingency				\$1,047,208	\$1.76		
						\$1.76	\$1,047,208
						\$71.32 Per sf	\$42,323,457

CITY OF OTTAWA

New City Hall

1. INTRODUCTION

It is understood that each competitor is responsible for his submission and the statement concerning it's estimated cost. As the City of Ottawa's cost consultant we have accepted this fact but understand that should our examination of the estimates prove that they are not reasonably realistic and the proposed designs could not meet the budget it would be our responsibility to advise the client of this conclusion.

We have set out below and on the attached pages the means by which we arrived at our conclusion.

The first impression, before our studies were made, was one of sceptism that all the projects were so close to the budget. After examination we are generally satisfied that with on-going cost control the proposed schemes may be realized within the budget. See separate reports.

We have not in our analyses of the estimates made and adjustment for materials selected to be used or the workability of the design.

Out of the five submissions received two did not use the requested format. This necessitated greater input by our firm to check these estimates. This was especially true of Scheme 'E'.

2. DESCRIPTION OF ESTIMATES RECEIVED

The description of the estimates received covering the proposed schemes are summarized as follows:

Scheme 'A'

One elemental summary covering the total building, site development and existing building.

Scheme 'B'

This is broken down as summarized below:

1. Parking - Elemental summary
2. Work to Existing Building - Schedule of items
3. Entrance, Galleria and Cafeteria - Elemental summary
4. Council Chamber - Elemental summary
5. Office Building - Elemental summary
6. Site Development - Schedule of items

2. DESCRIPTION OF ESTIMATES RECEIVED (cont'd)

Scheme 'C'

This is broken down as summarized below:

1. Parking - Elemental summary
2. Work to Existing Building - Schedule of items
3. Council Chamber - Elemental summary
4. Office Building - Elemental summary
5. Site Development - Schedule of items

In addition to the elemental summaries detailed quantities and prices were submitted to indicate how the amounts included in the summaries were calculated.

Scheme 'D'

This is broken down into the following sections:

1. Parking and Other Below Grade Uses
2. Council Chamber
3. Existing Building
4. New Office Building
5. New City Room
6. Civic Tower
7. Fitness & Day Care
8. Site Work

Each one of the above is summarized into the building elements on a cost per square foot basis. The summary format requested was not used and there were no elemental quantities or rates.

Scheme 'E'

This estimate has been developed using costs per square foot for building elements for the total project. No elemental summary as requested was used.

2. DESCRIPTION OF ESTIMATES RECEIVED (cont'd)

It can be seen from the above that the means of submitting estimates has varied from a simple allocation of square foot costs in one summary as Scheme 'E' to detailed analyses and full elemental summaries as Scheme 'C'.

3. METHOD OF ANALYSES

To analyse each scheme on the same basis and be able to make a fair comment, the proposals had to be reduced to comparable formats.

This was accomplished by:

1. Checking the gross areas of new structure
2. Measuring the elemental areas of new structure
3. Adjusting costs for the design contingency or other discrepancies
4. Work to the existing building

3.1 Gross Areas

Our calculation of the gross areas, did not totally agree with the figures given but came within acceptable limits, i.e. plus or minus 5%.

It is noted that the schemes which were accompanied by elemental summaries as requested had the highest gross floor areas for the new structure whilst the two submissions based on costs per square foot had the lowest areas. See below.

S.F. New Structure

Scheme 'A'	- 585,204	- with elemental summary
Scheme 'B'	- 593,414	- with elemental summary
Scheme 'C'	- 559,350	- with elemental summary
Scheme 'D'	- 473,502	- in cost per square foot
Scheme 'E'	- 482,983	- in cost per square foot

3.2 Elemental Areas & Costs

The total elemental areas of the new structures were measured and checked against the schemes which furnished this information and used to check the costs of the two schemes which omitted to submit them with their summaries of cost. See comment on Scheme 'E' summarized account.

3. METHOD OF ANALYSES (cont'd)

3.2 Elemental Areas & Costs (cont'd)

It is realized that each competitor had limited time to compile their total submission. It is also realized that the cost, whilst an important factor, has to wait for design solutions to be established before measurement and prices can be applied.

It is noticeable, due to the detail given, that parts of schemes 'A', 'B' & 'C' were high in some areas and low in others. It is further noticeable that the overall cost per square foot cost for these schemes varied from a low of \$ 70.14 for Scheme 'A' to \$ 72.87 for Scheme 'C'.

We have not substituted our own areas for these schemes or the costs used as this would not be responsible without discussion with the consultants.

For Schemes 'D' & 'E' we used our own elemental areas.

In the case of Scheme 'D' whilst our own areas were used the unit costs were derived from the sum of the total amounts given in their summary.

Scheme 'E' was the most difficult to assess as it neither followed the prescribed format nor gave any breakdown on how the square foot cost were derived except by "experience".

From our examination there were no elemental costs which were unacceptable.

3.3 Budget, Estimated Costs & Adjustment of Cost for Design Contingency

The total budget in 1988 dollars is \$ 53,100,000.

The estimates in 1988 dollars as presented are as follows:

		<u>Difference</u> <u>\$</u>	<u>Difference</u> <u>%</u>
Scheme 'A'	\$ 53,176,000	\$ 76,000	0.14
Scheme 'B'	\$ 54,247,000	\$ 1,147,000	2.16
Scheme 'C'	\$ 53,740,000	\$ 640,000	1.21
Scheme 'D'	\$ 52,559,000	\$ (541,000)	(1.02)
Scheme 'E'	\$ 53,060,000	\$ (40,000)	(0.08)

3. METHOD OF ANALYSES (cont'd)

3.3 Budget, Estimated Costs & Adjustment of Cost for Design Contingency (cont'd)

From the above it can be seen that each of the competitors state that their estimated cost for the project vary from the 1988 budget amount by no more than approximately 2%.

The greatest increase is Scheme 'B' at 2.16% over and Scheme 'D' is 1.02% under.

The amounts shown below allow a 3% design contingency and have been adjusted to reflect the increase or decrease. This gives a truer comparable figure. Scheme 'E' includes other adjustments to its cost.

		Difference \$	Difference %
Scheme 'A'	\$ 53,435,000	\$ 335,000	0.63
Scheme 'B'	\$ 54,897,000	\$ 1,797,000	3.38
Scheme 'C'	\$ 51,490,000	\$ (1,610,000)	(3.03)
Scheme 'D'	\$ 52,559,000	\$ (541,000)	(1.02)
Scheme 'E'			
& On Cost	\$ 55,425,000	\$ 2,325,000	4.38

4. WORK TO EXISTING BUILDING

Competitor's Estimated Cost

Scheme 'A'	\$ 9,500,000	- Lump sum amount Includes 2½% contingency
Scheme 'B'	\$ 9,745,000	- Detailed breakdown Includes 3% contingency
Scheme 'C'	\$ 10,484,000	- Detailed breakdown Includes 7½% contingency
Scheme 'D'	\$ 9,892,000	- Elemental breakdown Includes 3% contingency
Scheme 'E'	\$ 8,731,600	- Lump sum amount No contingency given

Examination of the detailed estimates prove a realistic approach had been made. Scheme 'C' however includes a higher contingency than the other schemes.

4. WORK IN EXISTING BUILDING (cont'd)

Adjusting the contingencies to comply with the overall scheme, i.e. 3%, the results would be as follows:

Scheme 'A'	\$ 9,546,000
Scheme 'B'	\$ 9,745,000
Scheme 'C'	\$ 10,045,000
Scheme 'D'	\$ 9,892,000
Scheme 'E'	\$ 8,994,000

The average cost of the detailed schemes ('B', 'C' & 'D') amounts to \$ 9,894,000. It is therefore difficult to accept the amount given in Scheme 'E' which is \$ 751,000 lower than the lowest of these three schemes and \$ 900,000 below the average.

There are some items in the work to the existing building which we cannot find addressed by the competitors. These are as follows:

- a) Finishing the existing basement parking area.
- b) Taking out and furnishing new blinds to the windows.
- c) Removal of not only the roof finish but the roof fill under including making good around the existing window washing equipment pedestals.

The approximate cost of this work could vary between \$ 300,000 to \$ 500,000 depending on the materials and methods used.

5. CONCLUSION

It can be seen that whilst in our introduction we have stated that the schemes can be realized within the budget that there are areas of concern which only with strict cost control can the budget be achieved and maintained.

Our analyses of the estimates are ranked in three parts.

- a) Format, detail and information given.
- b) Adjusted Estimates.
- c) Ability to check the figures submitted.

5. CONCLUSION (cont'd)

a) Format, Detail and Information

1. Scheme 'C' - followed required format, gave breakdowns of each building component and gave a detailed quantities to back up summaries.
2. Scheme 'B' - followed required format and gave a breakdown of each building component.
3. Scheme 'A' - followed required format and work to existing expressed as lump sum.
4. Scheme 'D' - did not use prescribed format (no elemental quantities given). Gave a breakdown of each building component.
5. Scheme 'E' - did not use prescribed format.

b) Adjusted Estimates

1. Scheme 'C' - \$ 51,490,000
2. Scheme 'D' - \$ 52,559,000
3. Scheme 'A' - \$ 53,435,000
4. Scheme 'B' - \$ 54,897,000
5. Scheme 'E' - \$ 55,425,000

c) Ability to Check Figures

1. Scheme 'C'
2. Scheme 'B'
3. Scheme 'A'
4. Scheme 'D'
5. Scheme 'E'

We have not adjusted the estimates for our observations concerning the existing building or for any other areas where there may be a discrepancy. This would not be responsible without being able to meet the consultant's concerned.

NEW CITY HALL
ACCOMMODATION ANALYSIS
DESIGN B

In summary, Design B has the following strengths and weaknesses:

- Strengths:
- exceeds requested Common Usable Areas by 5,000 square feet;
 - excellent imposing access from Sussex Drive for Council Chambers;
 - good public access to Media Room and Meeting Rooms; and
 - good large Cafeteria.
- Weaknesses:
- does not meet the total Net Usable Area requested, approximately 20,000 square feet short;
 - majority of departments' needs have not been met;
 - long-term growth is not provided;
 - Art Gallery's existing lighting problems has not been addressed;
 - Daycare Centre does not meet requirements;
 - Meeting Rooms layout does not meet the requirements of Committee and Council Services Branch;
 - concept of a Ceremonial Hall has not been achieved; and
 - planning of departments is well thought out yet given the design access to/from and between departments, may be difficult and confusing.