



**STAFF REPORT
ACTION REQUIRED**

**Outcome of Nathan Phillips Square Revitalization
Design Competition and Award of Contract to Winner**

Date:	May 28, 2007
To:	Government Management Committee
From:	Chief Corporate Officer and Chief Planner and Executive Director, City Planning Division
Wards:	All
Reference Number:	P:\2007\Internal Services\F&re\ Gm07049F&re - (AFS 3272)

SUMMARY

This report seeks City Council’s endorsement of the design submission from the team led by Plant Architect Inc. and Shore Tilbe Irwin & Partners, which the Competition Jury selected as the winning design for the Nathan Phillips Square Revitalization Design Competition. The report seeks City Council approval to award a contract to the winning team to provide architectural services to implement the winning design for the Nathan Phillips Square (NPS) revitalization initiative.

The report advises that City Staff are currently working with the Nathan Phillips Square Revitalization Public Advisory Group to develop a work plan to study a variety of governance models for public spaces in order to recommend a preferred governance structure and sustainable funding model for the Square.

As well, the report indicates that City staff will develop and implement a fundraising strategy to seek the additional \$24 million in contributions from other levels of government, the private sector and the business community, which is needed in addition to the City’s \$16 million financial commitment for Nathan Phillips Square’s revitalization and restoration.

RECOMMENDATIONS

The Chief Corporate Officer and the Chief Planner and Executive Director of City Planning recommend that:

1. City Council endorse the design for the revitalization of Nathan Phillips Square submitted by the team of Plant Architect Inc. and Shore Tilbe Irwin & Partners, which the Competition Jury selected as the winner of the Nathan Phillips Square Revitalization Design Competition.
2. the Executive Director of Facilities and Real Estate be authorized to enter into and execute a contract on behalf of the City with Plant Architect Inc. and Shore Tilbe Irwin & Partners to provide architectural and related design services for the revitalization of Nathan Phillips Square, in a form satisfactory to the City Solicitor and in an amount not to exceed \$4.1 million.
3. City Council authorize a future year commitment of \$2.707 million for 2008 for the Nathan Phillips Square project to provide a funding commitment totalling \$4.1 million to enable the award of the contract.

Implementation Points

The detailed design work for the project will commence in the third quarter of 2007. In order to minimize disruption to the numerous events and activities that take place on the Square each year, it is proposed that the construction activities will be implemented on the Square in phases, starting in the third quarter of 2008 and continuing until the end of 2010.

City staff will consult with internal and external stakeholders to provide input during the design development stage of the project and on scheduling the construction activities on the Square.

Financial Impact

Funding in the amount of \$16 million was approved by City Council in the 2006 Capital Budget and 2007-2010 Capital Plan. Funding in the amount of \$4.1 million is available in the 2007 Approved Capital Budget and the 2008 Capital Plan. Recommendation #3 provides the required commitment of funding in the 2008 Capital Plan in order to award the contract. The table below details the 2007-2011 cash flow and plan funding and the expenditures to date.

(\$000)	2007	2008	2009	2010	2011
Spent To Date	0.300				
Contract	1.393	2.707			
Future Year Plan		1.246	3.953	3.953	2.316
Total	1.693	3.953	3.953	3.953	2.316

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting on December 8th, 9th and 12th, 2005, City Council approved a comprehensive framework to launch an international design competition to revitalize NPS and requested the Chief Corporate Officer to report back on the outcome of the competition.

With the overall cost to implement the revitalization initiative estimated at \$40 million (\$33 million in construction costs and \$7 million in fees and other expenses), City Council approved multi-year capital funding of \$16 million towards implementation of the project. The \$16 million funding approval was based on cost estimates for ongoing repair, maintenance and rehabilitation work that would still need to be undertaken on the Square in the coming years, irrespective of holding a design competition. With respect to the remaining \$24 million needed for the project, Council requested the submission of a further staff report on other sources of funding to implement the project, including private/public partnerships or other orders of government. (For further details, see the staff report at http://www.toronto.ca/nps_competition/pdf/framework-for-nps-oct-26-2005.pdf)

In January 2006, City Council established the nine-member Nathan Phillips Square Revitalization Public Advisory Group (NPSRPAG), with the following mandate:

- uphold the design competition guiding principles for revitalizing NPS;
- act as a resource for the design competition jury;
- review, advise and make recommendations on current policies, plans and expenditures regarding management and operation of the Square; and
- advise on establishment of a long term governance structure for the Square to oversee management and implementation of the winning design.

The role of NPSRPAG in supporting the design competition and developing a new governance model for the Square, as well as assisting in the fundraising strategy is discussed in the comments section of this report.

ISSUE BACKGROUND

A design competition was held to develop a renewed vision and overall revitalization plan for Nathan Phillips Square. Revitalizing the Square is part of the City's effort to beautify and restore its public spaces. Major design attention is needed to areas of the Square, which have been underdeveloped and underutilized since the Square was originally opened in 1965. Many of the structures and facilities on the Square have fallen into a state of disrepair, some have been closed and some no longer meet the needs of today's users and programs.

The Facilities & Real Estate Division and City Planning Division under the direction of the Director, Business & Strategic Innovation and the Director, Urban Design administered the design competition. In addition, representatives from the City's Facilities & Real Estate, City Planning (including Urban Design and Heritage Preservation Services), Economic Development, Culture & Tourism (Special Events) and Parks, Forestry & Recreation divisions served on a Senior Project Steering Committee and an Interdivisional Project Working Group. These groups provided corporate-wide leadership for the competition and guided the preparation of the competition brief.

The City retained Peter Ortved of CS&P Architects Inc. to serve as the Professional Advisor for the competition. Key responsibilities for the professional advisor included administering the competition process, drafting the Competition Brief, and assisting the Competition Jury in its deliberations.

COMMENTS

The Two Stage Design Competition Process

The competition was structured as a two stage open process, inviting professional architects, landscape architects, urban planners, engineers and other design professionals to enter the competition. A competition brief, prepared by the Professional Advisor for the competition with input from City staff, identified the guiding principles for revitalizing the Square, the opportunities presented by the site and its current design, a detailed program description, technical requirements, the project implementation budget, and the requirements for submitting design proposals.

The competition brief, as well as other information pertaining to the design competition process, which were provided to the public and competitors are available on the competition website at <http://www.toronto.ca/npsquarecompetition>.

The Competition Jury used criteria stated in the brief to evaluate the Stage I and Stage II submissions. In Stage I, competitors were required to submit a Design and Experience Statement to be evaluated by the Competition Jury, who would then select a short list of not more than five submissions to proceed to Stage II. Stage II finalists were then

required to prepare detailed design submissions for the Jury's evaluation and selection of the winning design.

The Competition Outcome

The design competition was launched on October 3, 2006. At the end of Stage I in early December 2006, submissions were received from 48 teams with members from around the world, including Canada, Chile, China, England, Finland, France, Germany, Iran, Ireland, Italy, Netherlands, Spain and the United States.

The technical advisory committee composed of the Professional Advisor for the competition, staff members of the Nathan Phillips Square Design Competition Senior Project Steering Committee and Interdivisional Project Working Group, and consultants in the areas of heritage, outdoor performance facilities, food services, transportation services, structural, mechanical and electrical engineering and cost estimating reviewed all the Stage I submissions and provided comments to the Competition Jury.

The Competition Jury met in early December 2006 and short-listed four finalists to proceed to Stage II of the competition.

For Stage II, which began in early January, 2007 and ended on February 16, 2007, the four finalists submitted more detailed information about their designs, including:

a set of large panels featuring drawings to illustrate the designs proposals;
a three-dimensional, scaled model of the proposed design for the Square; and
a written report detailing the design concepts, outline specifications and budget breakdown.

On February 20, 2007, the Nathan Phillips Square Revitalization Public Advisory Group hosted the opening of a public exhibition of the four finalists' designs and presentations by each design team, which was well attended by over 400 people. During the week-long public exhibition that followed, the public was invited to submit written comments to NPSRPAG on the finalists' designs. Over 900 comments cards were received.

The Competition Jury met on March 7 and 8, 2007 to evaluate the final design submissions and select the winning design. NPSRPAG provided a written summary of the public comments on the designs and offered its own comments for the jury's consideration.

Competition Jury Report

As previously stated, the Competition Jury evaluated the Stage I and Stage II design submissions and selected the winning design. Attachment #1 provides a listing of the six-member Competition Jury, which was structured to include local and international experts in architecture, landscape architecture and heritage preservation and members with artistic experience and local community involvement.

On March 8th, 2007, the Competition Jury selected the team of Plant Architect Inc. and Shore Tilbe Irwin & Partners as the winner of the competition. The jury determined that this team's design best fulfilled the City Council-approved guiding principles and design opportunities for Nathan Phillips Square as set out in the NPS Competition Brief. The jury's report is attached as Attachment #2.

In addition to recommending the winning design, the Competition Jury's report offers advice on a variety of matters related to the implementation of the winning design, such as the treatment of built elements, a new governance model for NPS, and long-term funding. The jury indicated that it is committed to monitoring the development and implementation of the project and has offered to act in a peer review or advisory role during the detailed design stages of the project.

The jury's assessment of the winning submission was also summarized in remarks by Eric Haldenby, Jury Chair, at the March 8th announcement ceremony held in the Rotunda of City Hall. On behalf of the Competition Jury, he noted that the winning design:

- respects and restores the beauty and dignity of architect Viljo Revell's vision, while preserving and enhancing its unique heritage qualities;
- best supports and imaginatively enhances the public functions of the Square;
- best connects the Square to the surrounding public space;
- most directly engages the upper level into the life of the Square; and,
- best captures the potential to establish a benchmark for sustainability in the most important public space of the City.

Award of Contract for Design Services

At the conclusion of a rigorous design competition process, the Competition Jury announced the selection of the design by architectural firms of Plant Architect Inc. and Shore Tilbe Irwin & Partners as the winning design for the NPS revitalization initiative.

It is now recommended that City Council approve the awarding of the contract for design services to the winning design team. Facilities & Real Estate and Legal staff are currently meeting with members of the design team to negotiate the terms of the contract with fees not to exceed \$4.1 million.

The Design Team

The design team members and their roles are as follows:

- Plant Architect Inc., team coordinator, design collaborator
- Shore Tilbe Irwin & Partners, design collaborator, contract documents, administrative project support
- Peter Lindsay Schaudt Landscape Architecture, Inc., landscape design collaborator

- Adrian Blackwell, urban design collaborator and art consultant
- Blackwell Bowick Partnership Limited, structural engineering
- Blanche Lemko Van Ginkel, historical guidance
- Crossey Engineering Ltd., integrated mechanical and lighting systems design
- Endermodal Engineering Limited, environmental and sustainability design and integration
- Theatre Projects Consultants, theatre consultant
- Urban Trees + Soil (Jim Urban), soil and tree consultant
- Vermeulens Inc., quantity surveying

Description of Winning Design

The winning design illustrated in the drawings in Attachment #3 is based on the idea that Nathan Phillips Square has always acted as an agora, the ancient Athenian place of public and political exchange. The theme clearly defines the inner open space of theatre and square - a theatre for the city, where planned and unforeseen events are encouraged, and a square surrounded by a forested perimeter.

The winning scheme includes:

- A new public pavilion at the southwest corner of the Square with rink support facilities, a food concession, washrooms and a generous upper level roof terrace overlooking the Square;
- A two-level restaurant in the southwest portion of the Square with seasonal outdoor patio and terrace dining and elevator access to the overhead walkway and adjacent public roof terrace;
- A new glass pavilion at Queen and Bay Streets with a tourist information kiosk and elevator providing access to the overhead walkway and underground bicycle and car parking;
- A versatile new stage structure with an elegant roof canopy, wide stairs leading to the elevated walkways and performance support space connected below grade;
- Redesigned landscaping along the edges of the Square and the west side, by increasing the number of trees, planting mixed tree species and utilizing an innovative and improved soil planting medium;
- A wide variety of sustainable design achievements linked to Toronto's Green Standard such as: a soil regeneration strategy; improved tree planting conditions and increased biomass and number of trees; facilities for cyclists and promotion of cycling; improved pedestrian environment; controlling light pollution; energy efficient design; renewable energy features; opportunities for public education; attention to the on-site microclimate; and local sourcing of materials;
- A larger and enhanced Peace Garden with a birch grove and reflecting pool at a new location in the western landscaped area of the Square;
- Animating the podium roof of City Hall with a perimeter landscaped garden, a courtyard framing the Council Chamber and a café at the prow;
- Extending the paving from the Square to the newly landscaped Queen Street forecourt;

- A relocated and redesigned entry to the underground PATH system along Queen Street;
- Upgrading the overhead walkways with wood decking, seating, glass balustrades, light wells and improved access; and
- A seasonal disappearing water fountain feature in the centre of the Square.

The winning design imaginatively re-invents elements of the Square, enhances the experience of the public realm and integrates exemplary new sustainable design approaches. The plan respects and restores the beauty and dignity of architect Viljo Revell's vision, while preserving and enhancing the Square's unique heritage qualities.

Given the Square's significance as Toronto's premier public space, it is important that the revitalization initiative serve as a showcase for sustainability. The project will be developed using Toronto's Green Development Standard. It will also follow the Leadership in Energy and Environmental Design (LEED) rating system and will target achieving the LEED Gold Certification standard, exceeding the LEED Silver standard currently being used for City-owned facilities.

Support of Nathan Phillips Square Revitalization Public Advisory Group

In considering ways to effectively implement and fund the winning design, NPSRPAG discussed that the City needs to deal with both fundraising and governance/future financing at the same time, so that private contributors are assured that NPS will be properly managed and maintained in future.

To strengthen fundraising efforts, NPSRPAG is suggesting the development of a special strategy linked to the theme of the City's 175th anniversary in 2009. This timing would also coincide with major construction work to be underway on the Square in 2009.

NPSRPAG is working with City staff to examine alternative governance models for NPS. Research to be undertaken with the possible assistance of outside experts includes:

- history of the management of NPS;
- current NPS management practices, processes and funding;
- public space management and financing models: lessons learned in Toronto and other jurisdictions;
- principles and criteria for good governance and sustainable financing;
- evaluation of governance and sustainable financing models for NPS such as: status quo, NPS coordinator/curator, city agency, partnerships; and
- recommendations and next steps.

NPSRPAG, in consultation with City staff, plans to report in the fall of 2007 on a preferred governance structure and sustainable funding model for NPS.

Development of Fundraising Strategy for NPS Revitalization

Council approved a funding commitment of \$16 million for Nathan Phillips Square's \$40 million revitalization and restoration initiative. City staff are investigating other sources of funding, including private/public partnerships or other orders of government, for the remaining \$24 million needed for this project.

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ATTACHMENTS

1. List of Competition Jury Members for Nathan Phillips Square Revitalization Design Competition
2. Report of Competition Jury for Nathan Phillips Square Revitalization Design Competition
3. Drawings of Winning Design Concept for Revitalization of Nathan Phillips Square

ATTACHMENT 1

List of Competition Jury Members for Nathan Phillips Square Revitalization Design Competition

Dinu Bumbaru (Jury Vice-Chair)

Internationally recognized heritage architect, currently Policy Director for Heritage Montréal and Secretary General of the International Council for Monuments and Sites (ICOMOS).

David Crombie

Former Mayor of Toronto and Federal Cabinet Minister, Founding Chair of the Waterfront Regeneration Trust and currently President and CEO of The Canadian Urban Institute.

Eric Haldenby (Jury Chair)

Director of the University of Waterloo School of Architecture, a specialist in the design of cultural sites, involved in research in archaeology and architectural history, and currently co-director of a project on innovative research and design of core areas in mid-sized Canadian cities.

Frances Halsband (Jury Vice-Chair)

Architect practicing in New York as a partner in the firm of R.M. Kliment & Frances Halsband Architects that has received over fifty design awards, and a Visiting Distinguished Professor at a number of universities in the United States.

Cornelia Hahn Oberlander

Distinguished Landscape Architect, based in Vancouver, involved in a wide range of internationally acclaimed projects in Canada and the United States.

Michael Ondaatje

An author whose work encompasses fiction, memoir, poetry and film. He is well known for his novels *In the Skin of a Lion*, *The English Patient* and *Anil's Ghost*. He was born in Sri Lanka and came to Canada in 1962. He lives in Toronto.

ATTACHMENT 2

**NATHAN
PHILLIPS
SQUARE**
REVITALIZATION

Design Competition

Report of the Competition Jury

Date: May 24, 2007

Jury Members: Eric Haldenby, Jury Chair
Dinu Bumbaru, Vice Chair
Frances Halsband, Vice Chair
David Crombie
Cornelia Hahn Oberlander
Michael Ondaatje

Professional Advisor: Peter Ortved

Jury Meetings:

The Competition Jury met on March 7th and 8th, 2007. As part of the assessment process, the Jury received detailed information reports and met with representatives of the Technical Advisory Committee and the Nathan Phillips Square Revitalization Public Advisory Group. This information was well organized, succinct and useful in gaining a variety of perspectives on the qualities of the four proposals. Following the decision of the Jury, Eric Haldenby, Jury Chair, made a public announcement of the competition result at a reception in the City Hall Rotunda at 6 p.m. March 8th, 2007.

Winning Submission:

Plant Architect Inc. Shore Tilbe Irwin & Partners

Stage II Finalists:

Baird Sampson Neuert Architects
Rogers Marvel Architects, Ken Smith Landscape Architect, du Toit Allsopp Hillier
Zeidler Partnership Architects

Jury Comments:

The following comments are recommendations by the Jury on specific issues. They are intended as advice to the City on the implementation of the design and the future operations of the Square. The comments reflect the commitment of the Jury members and their high regard for Nathan Phillips Square as a preeminent public space.

1. **Quality of the Submissions**

The Jury was impressed with the quality of the designs, the respect for the guiding principles and requirements set out by the Competition Brief and the level of detail of all four of the submissions. The Jury wishes to commend all of the finalist teams.

2. **Project Implementation**

The Jury commends the City of Toronto for holding a design competition for this important civic space. During the Public Exhibition process, the public showed considerable enthusiasm and support for changes and improvements to the Square. It is important that the City's implementation of the winning submission be carried out with the commitment, and to the same high standards, that have been demonstrated in the competition process to date.

3. **Governance**

The City must consider carefully the future governance, stewardship and management of the Square. Rather than a number of different municipal departments, there should be a single administrative entity responsible to maintain a consistent high level of operations and maintenance for the Square. This entity should have a Director, Curator or Steward, to be responsible for overall management, design, maintenance and programming. There are other governance models that could be considered, however establishing a single, overall point of responsibility is essential.

The Nathan Phillips Square Revitalization Public Advisory Group (NPSRPAG) should continue in an advisory role when the construction is complete and new programming is in place. The management position would report on a regular basis to the NPSRPAG for guidance.

4. **Sustainable Design**

The vision of revitalizing the Square, which positions it as cleaner, greener and more sustainable, is both refreshing and exemplary. The sustainable design initiatives proposed by the winning submission should be incorporated and will require consistent and dedicated maintenance. The Square should be a demonstration of the City's commitment to environmental leadership. This commitment will be necessary, not only throughout the design and construction of the project, but also in the ongoing operations of the Square.

5. **Future Maintenance**

Revitalization initiatives and design improvements will not be successful if the City does not properly maintain and manage the Square. The City should establish an adequate funding allocation for future maintenance, landscape management and operating costs. There is considerable annual revenue generated by the parking garage on the site, and a portion of these funds could be dedicated to the annual maintenance costs for the Square.

6. **Public Recognition Elements**

The Square should be a truly and uncompromisingly public space. It should be free from corporate identities, franchises, images and statuary of political, religious and municipal figures (beyond what is currently present). A set of Design Guidelines should be established that would set out the criteria for accepting any future memorials or commemorative elements. If a sculpture garden is proposed as part of a redesign, it should only have temporary and not permanent exhibits.

7. **Public Access Enhancements**

Improvements in the Square's connections to the surrounding public spaces are important enhancements. These should include:

- Extending the pavements to surrounding street edges and perhaps across adjoining streets
- Consideration of the redesign of the east section of the elevated walkway to open the visual connection from Albert Street west into the Square
- Ensuring the pedestrian access and view from the Square west to the courthouse walkway is not blocked
- Removal of the existing bridge over Queen Street West

8. **Podium Roof**

All four of the Stage II submissions proposed some form of a green roof treatment to the Podium Roof area. This initiative should be pursued. Given its prominence and visibility, careful consideration should be given to the plant materials for this area. There is also the opportunity to use this demonstration as an ongoing resource for public education. The Jury members are interested in commenting on this in more detail at a future phase.

9. **Peace Garden**
The Square would function better if the Peace Garden was relocated from its present position. The new location proposed in the winning submission is appropriate. The Peace Garden should be carefully redesigned and rededicated in consultation with the various groups that have a stake in this highly symbolic space.
10. **Ramp to the Podium Roof**
The existing curved ramp to the Podium Roof is the main public access route to the upper level. Consideration should be given to integrating the ramp into the overall design approach.
11. **Food Concessions**
The provision of interesting and appropriate food services is a very important component of a successful public space. The City should take particular care to consult on available options and ensure the best possible providers for a variety of food service choices. Some popular and highly regarded food concession operators are presently serving the public at other City of Toronto public park locations.
12. **Public Street Furniture**
Movable chairs for public seating have proven to be an excellent solution in other similar outdoor public spaces. This type of furniture should be considered as part of the accommodation for seating in areas of the Square.
13. **Tour Buses**
Consideration should be given to proposals that would allow tour buses to park, after they have dropped off passengers, in a location where they would be less visible to the general public.
14. **Anniversary of Incorporation**
The 175th anniversary of the incorporation of the City of Toronto will be occurring in 2009. This event would be an appropriate occasion to formally mark the completion of the first phase of construction of the Square revitalization project.
15. **Future Jury Involvement**
Members of the Jury are committed to monitoring the development of the design and the implementation of the project. The Jury members are willing to act in a peer review or advisory role at future stages of the design development.
16. **Urban Landscaping**
The renewal of the soil medium and increased tree planting is a key design element of the winning submission. The firm of James R. Urban, Urban Trees + Soils is included as a subconsultant on the Plant Architect Inc. Shore Tilbe Irwin team. This firm is very experienced on urban soils and planting issues and the Jury encourages the City to ensure the continued involvement of a qualified consultant in the design development and implementation stages.
17. **Stage I Submissions**
The Stage I submissions by all entrants to the competition should be collected and made publicly available in an appropriate form.

ATTACHMENT 3

Drawings of Winning Design Concept for Revitalization of Nathan Phillips Square



DRAWING 1 – OVERALL CONCEPT

ATTACHMENT 3 (continued)



DRAWING 2 – QUEEN STREET AND BAY STREET ENTRY



DRAWING 3 – THEATRE



DRAWING 4 – RESTAURANT

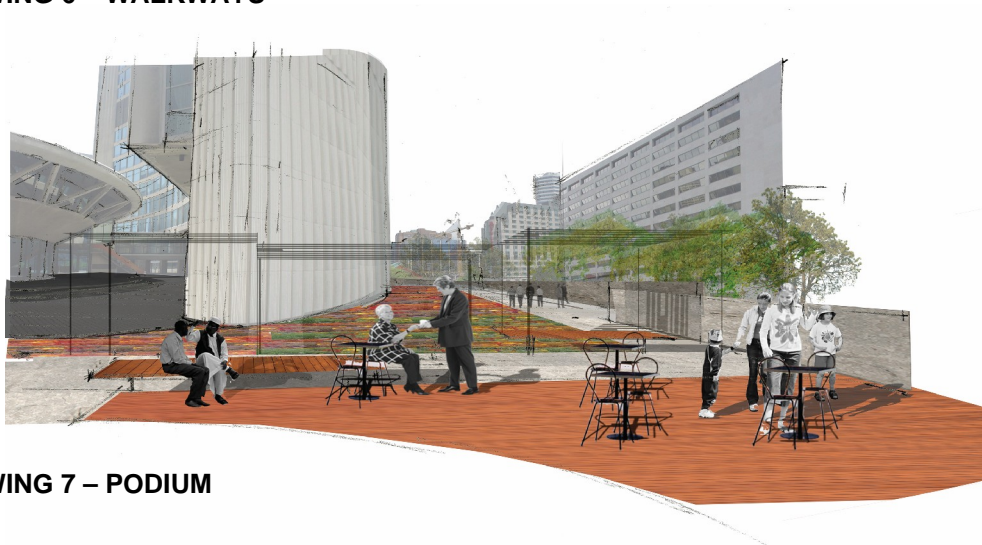
ATTACHMENT 3 (CONTINUED)



DRAWING 5 – PEACE GARDEN

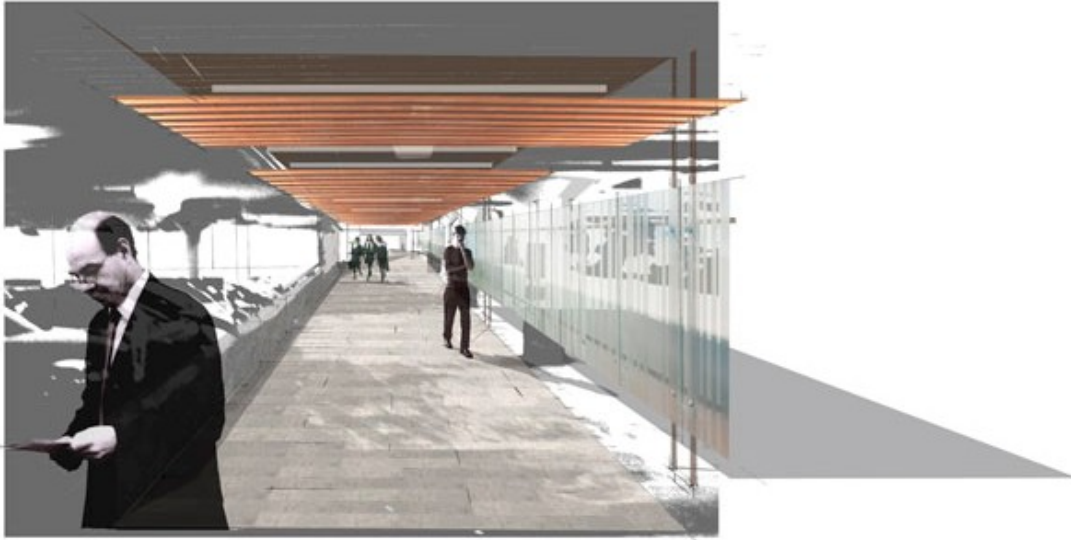


DRAWING 6 – WALKWAYS



DRAWING 7 – PODIUM

ATTACHMENT 3 (continued)



DRAWING 8 – PATH SYSTEM



DRAWING 9 – NATHAN PHILLIPS SQUARE AT NIGHT