



STAFF REPORT ACTION REQUIRED

Maintaining City Hall and Nathan Phillips Square

Date:	May 9, 2012
To:	Government Management Committee
From:	Chief Corporate Officer
Wards:	
Reference Number:	P:\2012\Internal Services\Fac\Gm12009Fac-(AFS 15395)

SUMMARY

This report responds to the Government Management Committee's request that the Chief Corporate Officer review the cleaning and maintenance practices at Toronto City Hall and Nathan Phillips Square (NPS) and identify steps to ensure the property is kept in a respectable state of cleanliness and repair. The report describes the cleaning and maintenance activities taking place at City Hall and NPS and types of standards used. It also highlights the State of Good Repair capital projects that have been implemented in the past, are currently underway, and are planned for the coming years. It further provides some recent surveys that were used to compare operations and maintenance practices in Toronto with other jurisdictions in Ontario and across Canada.

RECOMMENDATIONS

The Chief Corporate Officer recommends that:

1. The Government Management Committee receive this report for information.

Financial Impact

There are no financial implications arising from this report. The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

City Council, at its meeting held on March 5, 6 and 7, 2012, considered Motion MM19.1 on "Restoring Respect to City Hall and Nathan Phillips Square" and referred the matter to the Government Management Committee. The relevant links for this item can be found at: <http://www.toronto.ca/legdocs/mmis/2012/gm/bgrd/backgroundfile-45881.pdf> and <http://www.toronto.ca/legdocs/mmis/2012/gm/bgrd/backgroundfile-45961.pdf>.

At its meeting held on March 28, 2012, the Government Management Committee adopted the referral item (GM12.17) as amended to request "...the Chief Corporate Officer to undertake a review of all facilities and maintenance practices for Toronto City Hall and Nathan Phillips Square, and identify steps to ensure the property is kept in a respectable state of cleanliness and repair."

COMMENTS

1. Overview

Toronto City Hall and NPS were officially opened in 1965 and are now close to 47 years old. The complex was designated as a heritage property in 1991 for architectural and historical reasons under the provisions of the Ontario Heritage Act.

Nathan Phillips Square is Toronto's premier public space and civic gathering place, a leading tourist attraction for the City and a national and provincial landmark. It attracts over 1.5 million people a year.

Cleaning and maintenance services at City Hall and NPS have been modernized and are consistent with industry standards. Improvements are continually sought to enhance service and achieve greater efficiency.

Facilities Management maintains City Hall and NPS in accordance with the City Council endorsed "Maintenance Standards – City Facilities" document, dated April 2006. A summary of the document is attached in Attachment 1 and the full document can be accessed at: http://insideto.toronto.ca/fred/pdf/maintenance_standards.pdf. By standardizing maintenance services for City-owned facilities, the City is able to achieve a comprehensive approach to maintenance, which leads to maximizing the life cycle of building systems and infrastructure, while ensuring that legislative requirements are met as prescribed by various codes and acts.

2. Custodial and Maintenance Services

2.1 City Hall – Cleaning and Maintenance Programs

Facilities Management Custodial Services staff working at City Hall provides a clean, safe and healthy environment for City staff working in the building, City Council, and the public who visit it. Across the cleaning industry, the frequency of cleaning tasks is established based on the volume and usage of a facility and the facility's state of good repair. The significant number of building occupants and daily visitors at City Hall means a greater frequency of cleaning of the public areas, committee and meeting rooms, office floors, washrooms and other areas in the building is required, which is factored into the work routines of the building's cleaning staff.

In 2011, Facilities Management adopted the International Sanitary Supplies Association, Cleaning Industry Management Standards (ISSA-CIMS) which set out time standards for cleaning tasks. The ISSA standards ensure that the City follows a best practice approach that drives uniformity and quality assurance expectations. Furthermore, Facilities Management is implementing "Breeze" work loading software to automate and standardize cleaning work routines across the building portfolio. These improvements will ensure cleaning tasks and frequencies are further refined based on the post-construction demand placed upon City facilities. They will also provide for more frequent opportunities to conduct quality assurance inspections that are documented and readily available to City staff for decision-making purposes.

Ongoing building renovations such as the office tower window replacement project and parking garage renovations place an additional work demand on the cleaning staff due to the impact of construction dust and debris on the state of cleanliness in the building.

Individual work routines are assigned to cleaners based on square foot coverage, type of area (i.e. carpet or tile floor), type of tasks and task frequency. Work routines are generally applied to a specific zone or geographical area in the building. Each cleaner is equipped with cleaning supplies and cleaning equipment to complete tasks outlined in the work routines. The Custodial Supervisor and Forepersons oversee the cleaning staff by orientating them to the workplace, scheduling staff assignments, training and coaching staff, ordering supplies, and inspecting the workplace. The Forepersons are involved in managing staff shortages by providing front-line cleaning services.

Aesthetic maintenance at City Hall is completed on a regular basis seasonally and during breaks in the Council/committee meeting schedule. Examples of recent and ongoing minor maintenance projects are:

- replacement of the carpet in the Council Chamber and Members Lounge completed in 2011;
- ongoing interior painting in the basement (including the VIP garage), childcare centre, and the 2nd Floor that was completed in January 2012 and East Tower painting touch-ups undertaken in the first quarter of 2012;

- accessibility upgrades to the ramp from the underground staff parking to the taxi tunnel underway in summer 2012;
- upgrades to the interior main floor rotunda doors underway in 2011; and
- energy efficiency lighting upgrades at the loading dock undertaken in 2012.

With respect to the City Hall Main Floor, a review of signage, particularly for the public rotunda area has also been completed. Facilities Management is in the process of installing new way-finding and directory signage to support public access to information, services and facilities, as well as the public conducting business with the City. New way-finding and directional signage will also be installed on the City Hall 2nd Floor in the coming months.

Facilities Management, in consultation with other City staff is also reviewing the current Display Policy governing City Hall and the other civic centres to address the display of printed materials including free newspapers and tourism pamphlets. It is anticipated that work on the revised policy will be completed by the end of 2012 and the new policy will be applied to clean up the clutter of printed materials on the City Hall Main Floor.

Refurbishing and updating the Downtown Toronto model located in the Main Floor rotunda area will also be undertaken in 2012-2013 by City Planning working with Facilities Management. Also, the City Hall exterior, wooden main entrance doors are being rehabilitated in 2012, which will create a more welcoming look to the main entrance to City Hall.

In addition, the City Manager, in consultation with Facilities Management is proposing to undertake a review of the design and functionality of the City Hall Main Floor to examine opportunities to enhance the delivery of services to the public and the public's use of this space, and will bring forward any capital funding requirements through the 2013-2014 budget process.

2.2 Nathan Phillips Square – Cleaning and Maintenance Programs

Custodial Services staff focuses on cleaning and stocking the public washrooms in the Skate Pavilion and Concession building on NPS on an hourly basis, Monday to Friday between 7:30 AM to 11:00 PM, to address the high service demand from visitors and the homeless population on the Square. During the winter skating season, Custodial Services staff also regularly cleans the public skate change room.

The Square and the overhead walkways, along with the City Hall Podium roof garden and neighbouring Larry Sefton Park are bagged and broomed on an hourly basis, using standard waste management practices including the removal of garbage and recycling from garbage cans and food waste bins.

Public events on NPS draw large crowds, which require a concerted cleaning effort by Custodial Services staff. During many large events, there is a higher than usual demand for custodial services related to public washroom care and garbage collection and disposal services. Custodial Services staff increases public washroom care and garbage and food waste removal to provide a continuous, on-demand level of service.

Facilities Management staff checks NPS regularly during the day to ensure the health and safety of staff, users and visitors. Aesthetic maintenance is completed regularly on a seasonal basis. Regular minor maintenance projects include:

- painting of the wood, metal railings and garbage containers in the Spring;
- Cavalcade of Lights installation in the fall and dismantling in the winter annually;
- skating rink and reflecting pool start-up and shut-down on a seasonal basis annually; and
- washing of the concrete pavers and slab repairs in all seasons as required.

During the year from April 1st to October 31st, Parks, Forestry & Recreation (PR&R) staff is responsible for maintaining the soft landscaping surfaces on NPS, including the horticultural beds, grass and 60 ornamental vases located throughout the Square. Four on-site City gardeners maintain NPS, Larry Sefton Park, Trinity Square Labyrinth and Old City Hall. In addition, City plumbers maintain the irrigation system on NPS and the City Hall Podium Roof Garden. City foresters maintain the tree canopy on NPS to ensure the health of the trees and safety for NPS users. A crew of two parks handyworkers visit NPS daily for litter pick-up and grass cutting.

During the winter skating season, PF& R staff consisting of a rink attendant and a Zamboni operator maintains the ice rink. From November 1st to March 31st, a crew of three gardeners visit NPS two to three times a week to collect the litter.

The ongoing Nathan Phillips Square Revitalization initiative also places an additional demand on Facilities Management and PF&R staff to clean and maintain NPS, due to the impact of the construction activity on the state of cleanliness and general appearance of the Square.

3. State of Good Repair Projects at City Hall and Nathan Phillips Square

Over the last 10 years, the City has spent approximately \$80 million in approved capital funds to maintain City Hall and NPS in a state of good repair. State of Good Repair (SOGR) is defined as capital projects that allow for the major maintenance, repair or replacement of existing assets. This includes asset rehabilitation that extends the useful life of the asset by 10 year or more years before replacement is necessary. Asset replacement is considered, if rehabilitation is not feasible and delayed replacement could result in potential safety hazards.

Currently, the SOGR projects being undertaken at City Hall include:

- upgrading the interior signage on the City Hall Main Floor (\$50,000);
- installing a new accessible washroom (including a parent room) on the Main Floor across from the café (\$220,000);
- rehabilitating the exterior wooden doors at the City Hall main entrance (\$320,000);
- rehabilitating the Wedding Chamber (\$1.2 million);
- replacing the building's exterior caulking (\$170,000); and
- window replacement program (\$8 million).

Future SOGR projects planned for City Hall and NPS valued at approximately \$38.6 million include the following:

- City Hall building envelope rehabilitation at approximately \$6.3 million;
- City Hall interior finishes retrofit at approximately \$12.4 million, including the East and West Tower floors in 2015 to 2023 and the Sub-basement in 2015-2016;
- City Hall electrical upgrades at approximately \$3.9 million;
- City Hall mechanical system upgrades at approximately \$2.6 million; and
- NPS sitework retrofit at approximately \$5.0 million, consisting of the North Entrance slab-on-grade rebuilding in 2015-2016 and rehabilitating the elevated walkways in 2019-2020.

A high priority for the City is the NPS revitalization initiative that is currently underway. When the City launched an international design competition in 2006 to revitalize NPS, it was recognized that some areas of NPS were underdeveloped and underutilized. Also, over the years, many of its structures and facilities had fallen into a state of disrepair, some had been closed and some no longer met the needs of current users and programs. Modern-day modifications were needed to meet the new functional requirements of NPS and enable the hosting of a greater number and variety of public activities and special events on the Square.

The revitalized NPS will include a new Skate Pavilion and Concession building (now completed), a new northwest laneway, a permanent theatre stage, a disappearing jet fountain, the relocated Peace Garden, redesigned landscape around the Queen, Bay and Hagerman edges and western area of the Square, a new restaurant, and upgrading of the Queen/Bay Street elevator building.

To address some of the ongoing operational problems on NPS, the revitalization project will also include the following improvements:

- new sod at the southwest corner of NPS to replace the existing grass and mud surface until new hard and soft landscaping is installed in this area;
- new, well designed waste and recycling bins at strategic locations throughout NPS and a dual trash compactor in the northwest area of NPS to increase the capacity for waste collection and recycling;

- provision of enclosed storage areas in the skate pavilion and concession building, theatre and the Queen/Bay building to alleviate the shortage of storage space for equipment and barricades now stored on the Square; and
- new bicycle parking ring and post racks and free standing racks at various locations along the edges of NPS.

Attachment 2 provides a grade level plan illustrating the Nathan Phillips Square Revitalization initiative. Further information on the project is also available on the City's website at: www.toronto.ca/nps.

Facilities Management is also undertaking the Skating Rink/Reflecting Pool Rehabilitation Project concurrently with the NPS Revitalization Project. With an approved project budget of \$2 million, the scope of work entails removal and replacement of the concrete slab and embedded refrigerant lines, retrofitting the existing lighting for the Freedom Arches, and reconfiguration of the mechanical room to accommodate replacing the refrigeration equipment and associated electrical systems. Replacing the existing wire mesh surrounding the base of the Freedom Arches with another safety measure to prevent people from climbing on the arches will also be investigated.

Once the rehabilitation work is completed, the turnaround time to convert the facility from/to an ice rink in the winter and a reflecting pool in the warmer months of the year will be minimized. The work is scheduled to commence in June 2012 for completion in November 2012, in time for the start of the 2012-2013 winter skating season.

4. Cleaning and Maintenance Practices in Other Jurisdictions

4.1 City Halls and Office Building Portfolios

4.1.1 National Executive Forum on Public Property Survey

Using a national survey conducted by the National Executive Forum on Public Property (NEFPP) in 2011, Facilities Management staff extracted relevant survey information on cleaning and maintenance practices for city halls and other municipally-owned office buildings in order to compare Toronto with five other cities in Canada, namely Brampton, Calgary, Edmonton, Mississauga and Montreal.

All of the city halls and other owned buildings that are maintained by the six cities surveyed vary in building size and configuration, age of construction, staff occupancy rate, and the range and volume of services, programs, amenities and events offered to and used by the public. While these factors may not result in a difference in the types of cleaning and maintenance services provided, they do impact the amount and frequency of services provided because of the demands placed on these buildings.

For example, the age of a building is a major factor impacting the level of cleaning and maintenance provided and SOGR requirements, which makes comparisons among different cities difficult.

The NEFPP survey findings pertaining to cleaning, operations and maintenance of a municipal office buildings and asset management are summarized as follows:

A. Cleaning, Operations and Maintenance of Office Building Portfolio

- All six cities are members of the Building Owners and Managers Association (BOMA) of Canada and use 1996 BOMA measurement standards for office space.
- For cleaning, all the cities surveyed have costs associated with staffing, supplies and materials, window washing, trash removal and recycling and a variety of routine and specialized contracts. Toronto uses an in-house cleaning model with costs incurred for in-house cleaning staff, cleaning supplies and equipment and contracts for window washing, pest control, flood remediation, power washing, and trash removal and recycling. Other cities use various combinations of in-house staff and contracts to deliver these services.
- For building operations, repair and maintenance, all the cities surveyed incur costs for staffing and maintenance of elevators, HVAC system, electrical, structural/roofing, plumbing, fire/life safety, general building interior and exterior, and parking lots. Toronto uses a mixed model of in-house staffing and contracted services for minor maintenance work. Minor maintenance of HVAC systems, electrical, plumbing, fire/life safety and general building interior and exterior is done by a mix of in-house staff and external contracts. There are maintenance contracts for elevators, structural elements, roofing and parking lots.

B. Asset Management

- Toronto, along with Brampton, Calgary, Edmonton, Mississauga and Montreal consistently apply industry standards to estimate the useful life of building systems and components.
- In terms of best practices, Toronto is a leader in performing in-house building condition assessments of City-owned buildings, along with Edmonton. Toronto and all of the other cities perform these assessments every five years.
- All of the cities have a standardized approach to collecting building data. Toronto, Edmonton and Mississauga store the data in a database. Toronto had developed the Capital Asset Management System (CAMS) that tracks assets, prioritizes capital repairs, and runs sensitivity analysis for the asset base.
- Toronto, Brampton, Mississauga and Montreal use software and a database and/or spreadsheets to develop cost models and correction estimates.
- All the cities, including Toronto update deferred maintenance annually.

4.1.2 Ontario Municipal Benchmarking Initiative

Facilities Management reviewed 2007 to 2009 data from the Ontario Municipal Benchmarking Initiative (OMBI), which identified the facility operating cost per rentable square foot for office buildings managed by a municipality. The municipalities included in the survey were:

- the Cities of Barrie, Greater Sudbury, Hamilton, London, Ottawa, Thunder Bay, Toronto and Windsor; and
- the Regions of Durham, Peel and Waterloo, York, Halton and Niagara Regions, and the District of Muskoka.

Among the municipalities surveyed, Windsor had the lowest facility operating cost per rentable square foot at \$7.15, \$7.13 and \$7.15 for 2007, 2008 and 2009 respectively. The Region of Peel had the highest cost at \$17.53 and \$17.82 for 2007 and 2008 respectively, while the Region of York had the highest cost at \$16.57 for 2009.

Toronto's cost at \$12.47, \$13.42 and \$13.50 for 2007, 2008 and 2009 respectively, ranked in the middle among the municipalities surveyed. The Regions of Durham, Peel and York had higher costs than Toronto for all three years.

4.2 Civic and Public Squares

Civic and public squares across Canada and elsewhere are different in size, age, hard and soft surfaces, landscaping treatments, types and uses of permanent and temporary structures, the range of amenities, services, programs and events offered and amount of public use of the space. All these factors, particularly the amount of public use of the space are key drivers affecting the amount, frequency and type of cleaning and maintenance required. Thus, it is not feasible to compare the cleaning and maintenance of Nathan Phillips Square with civic squares in other cities.

It is important to acknowledge that with the NPS revitalization nearing completion, there is a need for the City to address the current deficiency in managing NPS in a coordinated manner. There is little doubt that the revitalized NPS will require more coordinated management and complex cleaning and maintenance services, as well as broader programming services to meet increased demand and higher expectations for the use of the Square.

CONCLUSION

As the seat of government for the City of Toronto, Toronto City Hall is heavily used by City staff, members of Council and members of the public coming to City Hall to do business and obtain City services. Visitors to Toronto also come to City Hall to see this iconic building. As Toronto's premier public space and civic gathering place, a leading tourist attraction for the city and a national and provincial landmark, Nathan Phillips Square is also heavily used, attracting more than 1.5 million people annually.

Both of these facilities require extensive daily cleaning, ongoing maintenance and regular, significant capital investment to keep them in a state of good repair. Every effort is made by Facilities Management staff to ensure these important City assets are properly maintained, applying benchmarked industry standards and practices to optimize use and maximize value for money.

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SIGNATURE

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Chief Corporate Officer

ATTACHMENTS

- Attachment 1: Summary of Maintenance Standards – City Facilities, Facilities and Real Estate Division, April 2006
- Attachment 2: Nathan Phillips Square Revitalization Project – Grade Level Plan

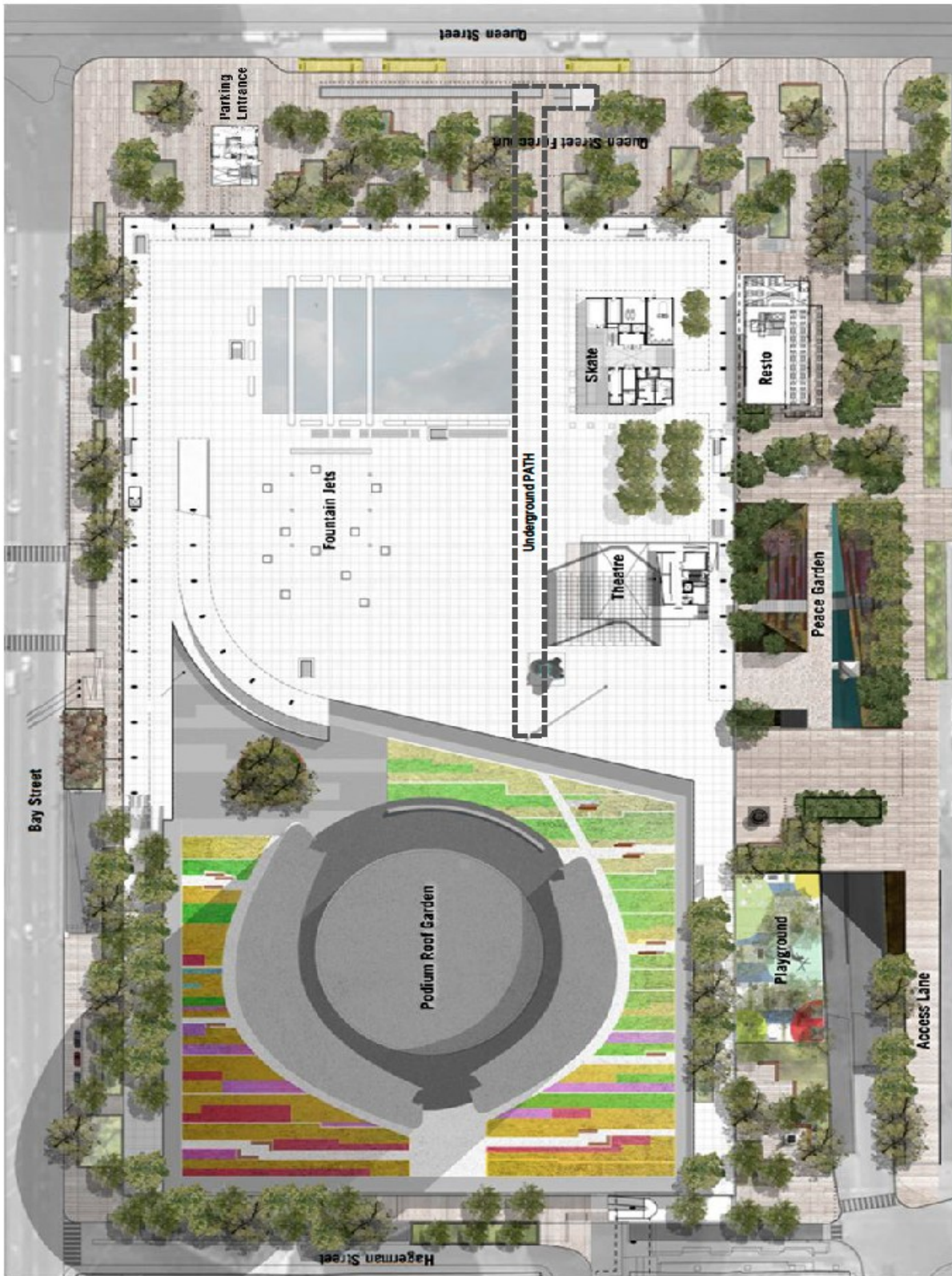
ATTACHMENT 1

Summary of Maintenance Standards - City Facilities, Facilities and Real Estate Division, April 2006

The document outlines maintenance standards that are adhered to at City Hall and the other City-owned buildings that are managed by Facilities Management, as well as those managed by various City divisions, agencies boards and commissions. The standards pertain to:

- detailed engineered condition inspections and audits (Building Condition Assessments) of facilities, to prepare capital investment plans that identify facility maintenance requirements for capital budget submissions;
- regulatory inspections and maintenance of various building systems as prescribed by: the fire, electrical, plumbing and building codes; and the acts governing elevating devices, boilers and pressure vessels, plant operations, fuel safety, environmental protection, airborne emissions and transportation of dangerous goods;
- recommended mechanical, electrical, plumbing, structural/architectural and security systems maintenance, with the scope and frequency (i.e. daily, weekly, monthly, quarterly, semi-annually, annually) of inspections based on best practices and recommended manufacturers specifications;
- demand maintenance, including emergency, non-emergency and client requests for alterations and renovations;
- management of facilities in an environmentally responsible manner and in compliance with applicable legislation, including undertaking inventories, inspections and monitoring/remediation of designated substances, asbestos, PCB's, CFC's, indoor air quality and mould); and
- compliance with the requirements of the Occupational Health and Safety Act and related City policies.

ATTACHMENT 2



NATHAN PHILLIPS SQUARE REVITALIZATION PROJECT

GRADE LEVEL PLAN