Committee of the Whole
REPORT 05-005
9:30 a.m.
May 9, 2005
Council Chambers
Hamilton City Hall
71 Main Street West, Hamilton

Present:
Mayor L. Dilanni
Councillors D. Braden, B. Bratina, P. Bruckler,
C. Collins, M. Ferguson, B. Kelly, T. Jackson,
M. McCarthy, B. McHattie, D. Mitchell, B. Morelli,
S. Merulla, M. Pearson, A. Samson, T. Whitehead

Also Present:
G. Peace, City Manager
S. Stewart, General Manager, Public Works
L. A. Coveyduck, General Manager, Planning and
Development
C. Graham, General Manager, Human Resources
J.A. Priel, General Manager, Community Services
and Public Health
J. Kay, General Manager/Fire Chief, HES
P. Barkwell, City Solicitor
K. Christenson, City Clerk
M. Gallagher, Co-ordinator

Mayor L. Dilanni called the meeting to order.

THE COMMITTEE OF THE WHOLE PRESENTS REPORT 05-005 AND
RESPECTFULLY RECOMMENDS:

1. Recommendation to Designate 71 Main Street West (Hamilton City
Hall Civic Complex), Hamilton, Under Part IV of the Ontario Heritage
Act (PD05036) (Ward 2) (Item 4.2)

   (a) That 71 Main Street West, Hamilton City Hall, be designated as a
   property of cultural heritage value pursuant to the provisions of Part
   IV of the Ontario Heritage Act.

   (b) That the Reasons for Designation contained in Appendix “A” to
   Report PD05036 be approved.
(c) That Council direct Corporate Counsel to take appropriate action to designate 71 Main Street West (Hamilton City Hall) under Part IV of the Ontario Heritage Act, 1990, in accordance with the Notice of Intention to Designate attached as Appendix "B" to Report PD05036.

Councillors Mitchell, McCarthy, Braden and Bruckler indicated that they wish to be recorded as OPPOSED to this item.

2. **City Hall Accommodations Project, City Hall Renovation Plan and Downtown Accommodations Strategy - City Wide (Item 4.1)**

(a) That the proposed comprehensive plan to renovate the existing City Hall building for the period between 2005 and 2009 be approved in accordance with the details set out in Staff Report PD05088/PW03010c/FCS03064c, subject to obtaining any heritage permits as designated under the Heritage Act;

(b) That staff proceed with the design and construction of the 2005 works identified in the City Hall renovation plan as identified in capital project 3540441442 in the 2005 Capital Budget FCS05001(a).

(c) That staff proceed with the proposed 2006 to 2009 works described in the City Hall renovation plan as identified in capital project 3540441442 in the 2005 Capital Budget FSC05001(a).

(d) That an accommodation strategy for move-in to the 2009 renovated City Hall be completed and presented to Council no later than spring 2006. Such strategy, coordinated through the Portfolio Management Committee, shall detail most appropriate Department locations and arrangement of corporate services to maximize efficiencies and synergies between various functions and enhance customer service delivery.

(e) That a short to mid-term accommodation strategy be approved incorporating the following directions and principles:

i) That consolidation of office space for all Departments be focused in the Downtown Core Area in as few building locations as practical and economically viable.

ii) That this consolidation include the relocation of staff from the Building & Licensing, Long Range Planning and Development & Real Estate Divisions of the Department of Planning and Development from the Stoney Creek City Hall, subject to securing an acceptable, mid to long term, market value lease of the building. Said lease to provide for the

*Council – May 9, 2005*
continued City/public use of the Library, Service Centre, Council Chambers and Saltfleet Room.

iii) That the Downtown Core consolidations be strategically chosen and linked to maximize efficiencies within and between Departments and to enhance customer service delivery, and that any associated financial enhancements be identified for the 2006 Budget.

iv) That leasing strategies include high priority consideration to redevelopment plans and adaptive re-use of key existing buildings that would contribute towards achieving the City’s Downtown revitalization goals.

v) That for purposes of integrating with the recommended long term accommodation strategy, new leases, generally be structured to not exceed a 15 year total term, beyond 2020.

(f) That a long term accommodation strategy be approved, in principle, providing for the construction of a second office tower of approximately 250,000 square feet, integrated with the existing renovated City Hall and including a new parking structure; this new facility to be targeted to start construction in 2018 and all subject to an acceptable capital financing plan.

Councillors McCarthy, Braden and Mitchell Opposed to subsection (a) as amended.

Councillors McCarthy, Mitchell and Braden Opposed to motion as amended.

The following motion was CARRIED on a recorded vote as follows:

Yeas: Mayor L. Dilanni, Councillors Bratina, Bruckler, Collins, Ferguson, Jackson, Kelly, McHattie, Merulla, Morelli, Pearson, Samson, Whitehead

Total: 13

Nays: Councillors Braden, McCarthy, Mitchell

Total: 3
CITY OF HAMILTON

PLANNING AND DEVELOPMENT DEPARTMENT
Development and Real Estate Division

Report to: Chairman and Members Planning and Economic Development Committee
Submitted by: Lee Ann Coveyduck
General Manager

Date: February 11, 2005
Prepared by: Tim McCabe - Ext. 4258
David Cuming - Ext. 1215

File: 71 Main Street West

SUBJECT: Recommendation to Designate 71 Main Street West (Hamilton City Hall Civic Complex), Hamilton, Under Part IV of the Ontario Heritage Act (PD05036) (Ward 2)

RECOMMENDATION:

That the following recommendations contained in Report PD05036, endorsed by the City’s Municipal Heritage Committee on December 16, 2004, be tabled by the Planning and Economic Development Committee, until such time as Council has concurrently received, and considered, the report from the Public Works Department (Fleet and Facilities Division) regarding the necessary renovations/repairs and cost implications for the Main Street City Hall building:

(a) That 71 Main Street West, Hamilton City Hall, be designated as a property of cultural heritage value pursuant to the provisions of Part IV of the Ontario Heritage Act.

(b) That the Reasons for Designation contained in Appendix “A” to Report PD05036 be approved.

(c) That Council direct Corporate Counsel to take appropriate action to designate 71 Main Street West (Hamilton City Hall) under Part IV of the Ontario Heritage Act, 1990, in accordance with the Notice of Intention to Designate attached as Appendix “B” to Report PD05036.

Lee Ann Coveyduck
General Manager
Planning and Development Department
SUBJECT: Recommendation to Designate 71 Main Street West (Hamilton City Hall Civic Complex), Hamilton, Under Part IV of the Ontario Heritage Act (PD05036) (Ward 2) – Page 2 of 5

EXECUTIVE SUMMARY:

At its meeting of August 28, 2003, the City of Hamilton LACAC (Municipal Heritage Committee) requested that staff prepare a cultural heritage assessment of the Hamilton City Hall (71 Main Street West, see Location Map in Appendix “C-1” to Report PD05036) and, if appropriate, prepare Reasons for Designation (See Appendix “A” to Report PD05036). This property possesses significant cultural heritage value, expressed in historical associations with the development of civic administration, the evolution of civic architecture in the City of Hamilton and downtown urban renewal of the 1950’s and 1960’s. Of particular note, are the architectural attributes of the City Hall and its association with Stanley Roscoe. Roscoe was the first staff architect to be employed by a municipality in Canada. City Hall now comprises his most significant municipal work and is an excellent example of post-war “modern architecture”, known as the International Style. City Hall has also been cited in contemporary heritage literature as “an exceptional example of mid-20th-century intact civic architecture”.

Other properties designated under the Ontario Heritage Act in close proximity to the civic complex are the former Hamilton Public Library, Whitehern, the MacNab-Charles heritage conservation district, Central Public School and St. Mark’s Church.

An update on the cultural heritage value of the City Hall complex and the matter of designation was provided to the Planning and Economic Development Committee on June 8, 2004, (Report PD04127) and received for information. Following Council’s recent decision to terminate consideration of new or expanded City Hall facilities (Report PW03010b/FCS03064b), the Hamilton LACAC (Municipal Heritage Committee) is now formally advising on the proactive designation of City Hall as a property of cultural heritage value under Part IV of the Ontario Heritage Act.

The City’s Corporate Management Team is recommending that Council’s consideration of the recommended Heritage Designation be tabled until the final report setting out the required repairs/renovations and cost implications for City Hall has been completed and concurrently submitted for Committee/Council’s consideration. This report is expected to be completed by April, 2005.

BACKGROUND:

Requests for Proposals for City Hall accommodations were initially the subject of deliberation by the Public Works, Infrastructure and Environment Committee (PW03010a/FCS03064a) and Council. The City of Hamilton LACAC (Municipal Heritage Committee), aware of the prospect of the potential loss of City Hall at that time, requested that staff undertake a cultural heritage assessment of the Hamilton City Hall and prepare Reasons for Designation if appropriate.
SUBJECT: Recommendation to Designate 71 Main Street West (Hamilton City Hall Civic Complex), Hamilton, Under Part IV of the Ontario Heritage Act (PD05036) (Ward 2) – Page 3 of 5

In prior deliberations on the matter of City Hall accommodations, it was determined by staff that a request for designation of City Hall should not precede Council's consideration of the Request for Proposals for new City Hall accommodations. Council has now finalized these deliberations and determined that the existing City Hall is to be retained (See Report PW03010b/FCS03064b; considered by the Public Works, Infrastructure and Environment Committee, October 18, 2004, and by Council, October 27, 2004).

An information update on the cultural heritage value of City Hall was provided to the Planning and Economic Development Committee on June 8, 2004, (Report PD04127). At that time, deliberations were still underway with respect to City Hall accommodations and Request for Proposals. Following Council's recent decision to terminate consideration of new or expanded City Hall facilities (Report PW03010b/FCS03064b), the Hamilton LACAC (Municipal Heritage Committee) is now formally advising on the proactive designation of City Hall as a property of cultural heritage value under Part IV of the Ontario Heritage Act.

Designation of property under the Ontario Heritage Act is intended to ensure the protection of defined heritage materials or features that are included in the Reasons for Designation. Where change is proposed that affects the Reasons for Designation, a heritage permit is required to be approved by Council pursuant to the Ontario Heritage Act. Under the Act, heritage permits may be approved, approved with conditions, or refused. A permit is also required for the demolition of a designated structure. The Act provides a right to demolish structures provided certain conditions are met, prior to the issuance of a demolition permit under the Act. Two options are available to the City of Hamilton, in this instance, and are described in the following Analysis of Alternatives.

ANALYSIS OF ALTERNATIVES:

Option 1: Decline to Designate

Assuming that the City Hall is to be retained and remain under municipal ownership and jurisdiction, the City of Hamilton, through "internal" recognition of the site as a property of cultural heritage value and interest, could manage any anticipated changes to building fabric and form through liaison with appropriate staff, committees and departments. A committee of identified interests of departmental staff/elected representatives could take on this management function. Given staff and time constraints, this is likely unworkable. An informal arrangement may also result in decisions being made or actions taken that are not necessarily beneficial to the conservation of valued architectural features. The absence of "process" may simply result in disjointed, incremental decision-making and result in a poor example of civic stewardship to the community.
SUBJECT: Recommendation to Designate 71 Main Street West (Hamilton City Hall Civic Complex), Hamilton, Under Part IV of the Ontario Heritage Act (PD05036) (Ward 2) – Page 4 of 5

Option 2: Agree to Designate

The designation of the City Hall complex would clearly establish the cultural heritage value of the property. Pro-active designation would also present, by way of example to a broader community, the City of Hamilton as a forward-thinking steward and custodian of its cultural heritage, including those structures of the recent past.

The designation of the property would also introduce a formal and appropriate means of managing anticipated changes affecting the cultural heritage attributes and associated features. Routine maintenance and minor repairs of designated heritage structures do not require a heritage permit or the formal approval of Council.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial – There are no direct or immediate financial implications related to the heritage designation. Designation under the Ontario Heritage Act imposes no requirement to either restore lost or damaged heritage elements, nor does it require a higher standard or level of maintenance or care. As noted previously, where any building alteration or addition is proposed that affects the Reasons for Designation, a heritage permit is required to be approved by Council pursuant to the Ontario Heritage Act. Under the Act, heritage permits may be approved, approved with conditions, or refused. A permit is also required for the demolition of a designated structure. Routine maintenance and minor repairs would not typically trigger the requirement for a heritage permit.

However, potentially substantial additional costs may be incurred related to any required repairs or renovations to any features or materials of the City Hall building where such features or materials are listed in the reasons for Designation. These are referenced in Appendix “A”, and the list is quite extensive.

Staffing – Not applicable.

Legal – The designation process will follow the requirements of the Ontario Heritage Act and provide for adequate notice of Council’s intention to designate the property. Formal objections may be made under the Ontario Heritage Act and heard before the Conservation Review Board.

POLICIES AFFECTING PROPOSAL:

Official Plan policies of the City of Hamilton support the conservation, protection and management of cultural heritage features. Designation of 71 Main Street West (Hamilton City Hall) would be in accordance with these policies.
SUBJECT: Recommendation to Designate 71 Main Street West (Hamilton City Hall Civic Complex), Hamilton, Under Part IV of the Ontario Heritage Act (PD05036) (Ward 2) – Page 5 of 5

CONSULTATION WITH RELEVANT DEPARTMENTS/AGENCIES:

The Inventory Subcommittee of the City of Hamilton LACAC (Municipal Heritage Committee) has reviewed the cultural heritage assessment report (See Appendices “C-2” and “C-3” to Report PD05036) together with the Reasons for Designation (See Appendix “A” to Report PD05036), and recommended that the designation of the Hamilton City Hall civic complex, under Part IV of the Ontario Heritage Act, be supported.

On October 28, 2004, the City of Hamilton LACAC (Municipal Heritage Committee) directed staff to report on the matter of designation with the intent of advising Council on an appropriate course of action. At its meeting of December 16, 2004, the City of Hamilton LACAC (Municipal Heritage Committee) considered a staff report, Reasons for Designation (See Appendix “A” to Report PD05036), the Notice of Intent to Designate (See Appendix “B” to Report PD05036) and the supporting cultural heritage assessment material (See Appendices “C-1”, “C-2” and “C-3” to Report PD05036). The Committee recommended that Council be advised that the City Hall complex be designated as a property of cultural heritage value pursuant to the provisions of Part IV of the Ontario Heritage Act.

CITY STRATEGIC COMMITMENT:

Designation of the property at 71 Main Street West (Hamilton City Hall) will contribute to the protection and enhancement of a valued cultural heritage resource and assist in meeting the Vision 2020 goal of preserving Hamilton’s built and natural heritage.

:DC
Attachs. (5)
71 Main Street West (Hamilton City Hall Complex)  
City of Hamilton  

REASONS FOR DESIGNATION

Cultural Heritage Value
The civic complex located at 71 Main Street West, comprising Hamilton City Hall and surrounding landscaped grounds, possesses cultural heritage value, expressed in historical associations with the development of municipal administration, the 1950s urban renewal movement, evolution of city hall architecture in the City of Hamilton, as well as its association with notable individuals including elected representatives of all levels of municipal, provincial and federal government, visiting dignitaries and celebrities. Hamilton City Hall was built in 1960 by Pigott Construction Co. to a design by Stanley Roscoe, Canada’s first municipally-employed architect and was Roscoe’s most significant work during his tenure as a city architect. City Hall is one of the few intact examples of modern civic architecture in Canada. The entire civic complex has value as a cultural heritage landscape.

The Reasons for Designation apply to the City Hall complex together with all elevations and the roof of the main administration building including all facades, entranceways and windows, together with construction materials of steel, aluminium, marble, Italian glass tile, wood, building techniques, specific interior features and features of the landscaped grounds as follows:

City Hall
North (Front Facade):
- Irregular, v-shaped rectilinear plan.
- Flat roof and roofline.
- Ramps and stairs approaching the front entrance.
- Glass curtain walls.
- All marble cladding.
- Council Chamber together with twelve marble-clad stilts, glass curtain wall, metal balustrade, geodesic dome skylight and Italian glass mosaic tiles on the underside of the Chamber.
- Spandrels with Italian glass mosaic tiles between the first and second stories.

- Front entrance with glass doors transoms and surrounds, and “IN” and “OUT” inlaid on the terrazzo floor in front of the doors.

West (Side) Elevation
- All marble cladding.
- Windows and metal mullions on the first and second stories.
- Spandrels with Italian glass mosaic tiles between the first and second stories.
- Connection between the main building and the Council Chamber together with glass and metal mullions.
- Clock and lettering spelling “City Hall” located at the upper right corner of the main office tower.

South (Rear) Elevation
- Irregular rectilinear plan.
- Service tower with marble cladding and glass curtain wall.
- Canopy over the rear entrance together with flat roof, three metal roof supports and Italian glass mosaic tile ceiling.
- Italian glass mosaic tiles above the ground floor entrance.
- All marble cladding.
- Glass curtain walls.
- Built-in canopies on the five-storey office tower.
- Elevated driveway and pedestrian bridge connecting Hunter Street and parking lot with the second level rear entrance of the building.
- First and second storey entrances with glass doors, transoms, surrounds and letters spelling “IN” and “OUT” inlaid on the floor in front of the doors.

East (Side) Elevation
- All marble cladding.
- Windows and metal mullions on the first and second stories.
- Spandrels with Italian glass mosaic tiles between the first and second stories.
- Clock and lettering spelling “City Hall” located at the upper right corner of the main office tower.

**Interior**

- Cantilevered staircase connecting the first and second floors together with aluminium treads and open risers, handrail, balustrade and teak wood finish underneath.
- Double-storey mezzanine with clerestory.
- Double-storey glass partitions and doors with hardware.
- Exposed stilts supporting the upper six stories.
- Domed skylight in the Council Chamber.
- Original continuous ceiling lighting on the second floor.
- Original metal lettering and clocks throughout the first and second floors.
- Italian glass mosaic tile walls throughout all eight floors of the building.
- Four murals in various locations throughout the second floor.
- Walnut and/or teak wood panelling and doors with hardware in various locations throughout the first and second floors.
- All Italian glass mosaic tile walls in the elevator area on all floors between the ground and eighth stories.
- Enclosed fire stairs with aluminium treads, risers and handrails.
- Continuous vertical balustrading from the ground floor to the eighth floor as well as each floor indicated with aluminium lettering.
- Terrazzo floors on the first and second stories and “IN” and “OUT” inlaid on the floor at each entrance.
- All metal lettering on washroom and janitor room doors on all floors between the ground and eighth floors.
**Landscaped Grounds**

Front (North)
- Forecourt together with former reflecting pool, walkways, existing multiple levels and topography, retaining walls, coniferous and deciduous trees.
- Grassed lawn and sycamore trees at the northwest corner of the property
- Public art installation at the northwest corner of the property.

Side (West)
- Existing multiple levels and topography together with all retaining walls, walkways, paved open spaces, grassed lawns, sycamore, willow and coniferous trees.
- All public art installations in situ.

Rear (South)
- Elevated vehicular and pedestrian bridge with metal railings supported by concrete piers, connecting Hunter Street and parking lot with the rear second level entrance of the city hall building.
- Staircases connecting the ground floor with the driveway and pedestrian bridge.
- Garage structure together with overhang, rubble granite and glazed yellow brick walls.
- Existing multiple levels and topography together with retaining walls of rubble granite.
- Grassed lawn with willow and coniferous trees at the southwest corner of the property.
- Landscaped area on the east side together with all walkways, paved and grassy open spaces, terraces and deciduous trees.
- Metal railings surrounding the second-level parking lot and from the parking lot down the hill to MacNab Street.

Side (East)
- Existing multiple levels and topography together with retaining walls and stairs.
- Paved open spaces together with walkways.
- Grassed lawns.
- All deciduous trees.
CITY OF HAMILTON

NOTICE OF INTENTION TO DESIGNATE

71 Main Street West (Hamilton City Hall Complex) City of Hamilton

IN THE MATTER OF THE ONTARIO HERITAGE ACT and the property in the City of Hamilton known municipally as 71 Main Street West (Hamilton City Hall Complex).

NOTICE IS HEREBY GIVEN that the City of Hamilton intends to designate the property as being of cultural heritage value. The civic complex located at 71 Main Street West, comprising Hamilton City Hall and surrounding landscaped grounds, possesses cultural heritage value, expressed in historical associations with the development of municipal administration, the 1950s urban renewal movement, evolution of city hall architecture in the City of Hamilton, as well as its association with notable individuals including elected representatives of all levels of municipal, provincial and federal government, visiting dignitaries and celebrities. Hamilton City Hall was built in 1960 by Pigott Construction Co. to a design by Stanley Roscoe, Canada’s first municipally-employed architect. The structure was Roscoe’s most significant work during his tenure as a city architect. City Hall is one of the few intact examples of modern civic architecture in Canada. The entire civic complex has value as a cultural heritage landscape.

The complete Reasons for Designation may be viewed in the Office of the City Clerk, 2nd Floor, City Hall, 71 Main Street West, during regular business hours.

Any person may, within 30 days after the date of publication of this Notice, serve written notice of his or her objection to the proposed designation together with a statement for the objection and all relevant facts.

Dated at Hamilton, this day of , 2005.

K. Christenson
City Clerk
Hamilton, Ontario
Augustus Jones Survey Map of 1791
Plan of the Town of Hamilton, District of Gore, Canada: 1842
Illustrated Historical Atlas of the County of Wentworth Ontario
Page and Smith, 1875
71 Main Street West

Bird's Eye View Map of Hamilton, 1876
71 Main Street West

Fire Insurance Atlas, Hamilton: 1898
CULTURAL HERITAGE ASSESSMENT REPORT

Hamilton City Hall Complex

71 Main Street West, Hamilton

City of Hamilton

Prepared by Stephanie Barber, Cultural Heritage Planner
and Joanne Leung, Urban Designer
Community Planning and Design Section
(Heritage and Urban Design)
Long Range Planning and Design Division
Planning and Development Department

for the City of Hamilton
Municipal Heritage Committee

February, 2004
CULTURAL HERITAGE ASSESSMENT REPORT: A READER’S GUIDE

This cultural heritage assessment report is prepared as part of a standard process that assists in determining the cultural heritage value of properties and their prospective merit for designation under the Ontario Heritage Act.

This report is divided into eight sections.

Section 1 comprises an introduction.

Section 2, Property Location, briefly describes the physical location, legal description and dimensions of the property.

Section 3, Physiographic Context, contains a description of the physiographic region in which the subject property is located.

Section 4, Settlement Context, contains a description of the broad historical development of the settlement in which the subject property is located as well as the development of the subject property itself. A range of secondary sources such as local histories and a variety of historical and topographical maps are used to describe settlement history the subject property’s key heritage characteristics. Primary sources such as oral histories are sometimes used.

Section 5, Property Description, describes the subject property’s key heritage characteristics that provide the base information to be used in Section 6.

Section 6, Cultural Heritage Evaluation, comprises a detailed evaluation of the subject property using the three sets of evaluation criteria: archaeology; built heritage; and, cultural heritage landscapes.

Section 7, Cultural Heritage Value: Conclusions and Recommendations, comprises a brief summary of the Cultural Heritage Evaluation and provides a list of those criteria that have been satisfied in determining cultural heritage value. It also contains a recommendation as to whether or not the subject property should be designated under the Ontario Heritage Act.

Section 8, Bibliography, comprises a list of sources used in the compilation of the report.
CULTURAL HERITAGE ASSESSMENT REPORT

Hamilton City Hall Complex

71 Main Street West, Hamilton

City of Hamilton

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1.0 INTRODUCTION

This cultural heritage assessment examines the heritage attributes of the property located at 71 Main Street West comprising a civic administration complex completed in 1960. The complex comprises a number of components, consisting of a main administrative building known as “City Hall”, a vehicular and pedestrian bridge, a municipal garage, parking areas and landscaped civic grounds.

City Hall is included in the City of Hamilton’s Inventory of Buildings of Architectural and/or Historical Interest and has been recognized as a significant example of modern architecture in the City of Hamilton by the Hamilton Region Branch of the Architectural Conservancy of Ontario.

The subject property has been evaluated according to a set of evaluation criteria, which was endorsed by the City of Hamilton Municipal Heritage Committee on June 19, 2003, and are used to identify the cultural heritage values of a property and assess their significance. This evaluation assists in determining a property’s merit for designation under the Ontario Heritage Act, R.S.O. 1990, c. 0.18, as amended by the Government Efficiency Act, 2002.

This cultural heritage assessment varies from those previously prepared as the subject property is unique in that it is a large, publicly-owned civic complex belonging to the City of Hamilton. The major component, City Hall, is an excellent example of International Style civic architecture and the property is being evaluated as a cultural heritage landscape. Two structures located on the perimeter of the property are owned by the City of Hamilton: the Canadian Football Hall of Fame (1972) and Whitehern (1848) and are not included in this cultural heritage assessment. Whitehern has been designated under the Ontario Heritage Act (By-law 77-239).

2.0 PROPERTY LOCATION

The Hamilton City Hall Complex, 71 Main Street West, is located within the block bounded by Bay Street South, Main Street West, Hunter Street West and MacNab Street South, in the City of Hamilton (see Location Map attached as Appendix C-1, page 1). The property comprises Lots 53 to 66 and 83 to 100 of the PH (Peter H. Hamilton) survey. The subject property has a frontage on Main Street West of 192.58 m. (631.81 feet) and a depth of 178.35 m. (585.15 feet), comprising a total of 2.60 hectares (6.42 acres).¹

The civic complex comprises an eight-storey administration building together with a vehicular and pedestrian bridge, municipal garage, parking areas and landscaped civic grounds, the subject of this cultural heritage assessment.

¹ City of Hamilton GISNet, Municipal property assessment rolls (as accessed on Dec. 24, 2003).
3.0 PHYSIOGRAPHIC CONTEXT

The subject property is located within the physiographic region known as the Iroquois Plain and is situated at the foot of the Iroquois Beach ridge or bar located immediately to the south. This elongated gravel ridge runs diagonally across the lower city on a northwest-southeast axis from Dundurn Castle to the foot of the Niagara Escarpment at John Street South. Both the flat Iroquois Plain and the Iroquois Bar are now densely settled and urbanized areas of the City of Hamilton.

4.0 SETTLEMENT CONTEXT

First Nation Settlement

With the favourable physiographic setting and ameliorating climate, the Iroquois Plain and Iroquois Beach Bar have attracted human settlement for over 12,000 years. Prehistoric Native settlement of this area occurs early with Paleo-Indian and Early Archaic Cultures (12,000-7,000 BP). Middle and Late Archaic (7,000-3,000 BP) population sizes increased, more substantially in the following Woodland period (3,000-500 BP), typified by large Native villages interspersed with seasonal cabin and hunting sites.

The intensity of the prehistoric occupation is partially represented by the density of archaeology in the immediate locale. There are four registered archaeological sites within three kilometres of the subject property, encompassing small campsites through to large villages, and spanning Early Paleo-Indian to late-Woodland Neutral and Iroquoian cultures, in addition to historic Euro-Canadian occupations. Typically, these occur close to watercourses or beside Cootes Paradise, with the closest site located adjacent to the subject property at Whitehearn.

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3 Both the Iroquois Plain and the Iroquois Beach Bar are related to the glacial waters of Lake Iroquois, the pre-cursor of present-day Lake Ontario. The beach ridge; formed approximately 12,000 years ago, marks the location of the Lake Iroquois shoreline and now constitutes a notable physiographic feature and prominent rise of land in the lower city.


5 Ontario Ministry of Culture. Archaeological Sites Database (current to January, 2004).

6 Ibid.
Additional unregistered but reported sites are present in areas not yet archaeologically assessed: the registered sites were identified during the survey for nearby infill developments, utility corridors, and research in Cootes Paradise.\(^7\) It is likely that sites in the immediate vicinity of the subject property were destroyed without being recorded during the historical settlement and modern redevelopment of the City of Hamilton.

**Euro-Canadian Settlement**

*Hamilton and the District of Gore: 1780s-1820s*

In 1786, less than five years after the end of the American Revolutionary War, the first Euro-Canadian settlers reached the Head-of-the-Lake, the future site of the City of Hamilton. Augustus Jones, one of the early Upper Canada land surveyors began work of the immediate lakehead area that had been assigned the name Barton Township\(^8\) by Lt. Governor John Graves Simcoe in 1791.\(^9\) The Crown Patent for the present-day city hall property was awarded to Caleb Reynolds in 1791. Many of the grants changed hands even before the patents established ownership and by 1800 William Wedge owned the enormous property that lay between Queen and James Streets, Main Street and the escarpment.\(^10\)

In 1815, Captain James Durand sold two parcels\(^11\) of land east of Wedge’s farm to Captain George Hamilton. Shortly after acquiring the property, Hamilton surveyed streets that would comprise the original townsite of the City of Hamilton. He subdivided the land lots according to a grid pattern and offered them for sale.\(^12\) On March 22, 1816, legislation was passed naming the small community the judicial centre of the District of Gore, comprising the Counties of Wentworth, Halton, Brant, Haldimand and the Township of Puslinch in the County of Wellington.

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\(^7\) Ibid.

\(^8\) Augustus Jones Survey Map, 1791.

\(^9\) Barton Township was laid out in eight concessions running east and west with a broken front bordering Burlington Bay. Between concessions, a chain of 66 feet was allowed for concession roads which lay five-eighths of a mile apart. Concession 1 lay between present-day Barton and Main Streets, Concession 2 between Main and Concession Streets (named Aberdeen Avenue below the escarpment). Dividing the concession roads were side roads running north and south. Freeman, Bill. *Hamilton: A People’s History*. p.19.

\(^10\) Campbell, Marjorie Freeman. *A Mountain and a City: The Story of Hamilton*. p. 27.

\(^11\) One parcel was bounded by present-day James and Mary Streets, Main Street and the escarpment, the second by Main and King Streets and Mary and James Streets. Freeman, Bill. *Hamilton: A People’s History*. p. 27.

\(^12\) Weaver, John C. *Hamilton: An Illustrated History*. p. 16.
The legislation also provided that the community would be named "Hamilton" after its leading citizen.\textsuperscript{13} The site of the present City Hall was within the survey known as the Peter H. Hamilton Survey, a name that was retained until the 1870s.\textsuperscript{14}

\textit{The Prospective Site of Hamilton City Hall: 1820s-1957}

The site of Hamilton’s current civic complex is located two lots west of the original town site, on land that belonged to Peter H. Hamilton.\textsuperscript{15} By 1842, there were five structures within the area of the present city hall site. Charles, Park and MacNab Streets terminated on the north side of Brougham (now Main) Street.\textsuperscript{16} \textit{Willow Bank} (later to be known as \textit{Whitehem}), a two-storey stone estate, was constructed on Tyburn Street (now Jackson Street) in 1848. In 1850-51, there were seventeen structures in the block bounded by Main Street West, Bowery (now Bay), Hunter and MacNab Streets. Also by this date, Maiden Lane (now Jackson Street) and Park and Charles Streets were through-streets, completing the grid pattern.\textsuperscript{17}

By 1876, the block was fully developed with row houses, two churches and a number of other structures.\textsuperscript{18} There were approximately sixty-six structures in the block in 1898, including multi-unit row and semi-detached dwellings. Four were constructed of stone, a six-unit rowhouse block was built of brick with stone ashlar applied to the front facades, three buildings were entirely of frame construction and the remainder of the buildings were constructed of brick. There were also a number of smaller ancillary structures.\textsuperscript{19}

In 1898, the block contained a number of notable buildings: \textit{D. Aitchison and Company’s} planing mill and lumberyard, a fire station, a Knights of Columbus Hall, \textit{C.H. Wray and Bros.} (undertakers); and a Synagogue.\textsuperscript{20} The area remained stable with little physical change from 1896 until 1957 when there was land clearance at the corner of Jackson and Charles streets.\textsuperscript{21} Structures within the block to remain were the Hamilton Public Library and \textit{Whitehem}, home of Calvin McQuesten.

\textsuperscript{13} Ibid. p. 28.
\textsuperscript{14} \textit{Illustrated Historical Atlas of the County of Wentworth Ontario}, 1875. Page and Smith, Toronto.
\textsuperscript{15} Weaver, John C. \textit{Hamilton: An Illustrated History}. p. 17.
\textsuperscript{16} Plan of the Town of Hamilton, District of Gore, Canada: 1842.
\textsuperscript{17} Marcus Smith Map of Hamilton, 1850-51.
\textsuperscript{18} Bird’s Eye View of the City of Hamilton, 1876.
\textsuperscript{19} City of Hamilton Fire Insurance Atlas, 1898.
\textsuperscript{20} Ibid.
\textsuperscript{21} Weaver, John C. \textit{Hamilton: An Illustrated History}. p. 192.
Hamilton’s Town and City Halls: 1833-1960

The establishment of Hamilton as the judicial centre of the District of Gore in 1816 was accompanied by courthouse construction: first a two-storey log building (1817), followed in 1827 by a more permanent structure designed in the Classical Revival style. On January 8, 1833, Hamilton was formally incorporated as a Town, complete with police force and public market.

The first town hall, located on King William Street, shared space with the firehouse (1835-39) and accommodated a variety of community groups and uses. In the latter half of 1837, a new town hall combined with a market was proposed for the corner of James and York streets. The selected architect was William Hardy and the new town hall, a stone Classical Revival style structure, was completed in 1839.\(^{22}\)

Rapid growth in the early 1840s resulted in Hamilton being incorporated as a City on June 9, 1846 with Colin Ferrie as the City’s first mayor.\(^{23}\) By the mid-1880s, the second town hall was showing signs of deterioration and plans were made to replace it. In 1886, architect James Balfour was chosen to design a new city hall on the same site as the 1839 structure. The 1839 town hall was demolished in 1887 and construction on the new building began in December of the same year, the cornerstone being laid on July 19, 1888.\(^{24}\) Hamilton’s third civic hall was a stone structure designed in the Romanesque Revival style which stood for over 70 years until its demolition in 1960.

The Planning, Design and Construction of Hamilton’s Fourth City Hall: 1942-1960

The planning, design and construction of Hamilton’s fourth civic hall spanned nearly two decades and represented major challenges. These include massive land assembly and clearance, the introduction of “modern architecture” into downtown Hamilton and the construction of, Stanley Roscoe’s (Canada’s first municipal staff architect), most notable work. These facets of the development of the civic complex are described more fully in the following sections.

Choosing a Location

By the early 1940s, the third city hall building was identified as obsolete with structural problems and a lack of office space. The location was also a challenge because it was an obstacle to road widening required to accommodate increasing volumes of automobile traffic.

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\(^{22}\) Houghton, Margaret. *In and Around Hamilton’s City Halls*. A speech given for Heritage Day, February 17, 1986, p. 2.

\(^{23}\) Freeman, Bill. *Hamilton: A People’s History*. p. 47.

The building also occupied land that would be, according to planner E.G. Faludi, better suited for modern commercial structures. E.G. Faludi was commissioned in 1946-47 by the City of Hamilton to write a *Master Plan for the Development of the City of Hamilton* and while Council adopted Faludi's plan, none of it was implemented.\(^{25}\)

Between 1947 and 1955, several proposals for locating a new city hall were deliberated. The Civic Sites Committee first recommended to the Board of Control that a new city hall be built on the existing site at James and York Streets.\(^{26}\) This idea was opposed by the city architect, Stanley Roscoe who believed that the new city hall should be incorporated in a general civic centre along the lines suggested by the International Congress for Modern Architecture. Roscoe wanted a new city hall that "...would not only provide room for the normal function of civic departments, but also accommodate a centre that would include every facility for the citizens."\(^{27}\)

Other alternatives considered were expropriation of the Lister Building, renting space in various buildings, relocating to the site of the old YMCA or old Central Collegiate,\(^{28}\) as well as building on the site of Macassa Lodge and on the brow of the Mountain.\(^{29}\) In 1954-55, the decision was finally made to locate a new city hall within a four-block area bounded by Main Street West, Hunter Street West, MacNab Street South and Park Street South. The chosen site would result in the removal of a lumberyard and substandard housing from the downtown area.\(^{30}\) It would also provide a western anchor for the downtown business section.\(^{31}\) By the spring of 1955, the process of land assembly began through expropriation.\(^{32}\)

*The Design Stages: 1956-1957*

In March 1956, city architect, Stanley Roscoe was directed to design the new city hall building, with the assistance of a consultant,\(^{33}\) University of Toronto professor and architect, Eric Arthur of Fleury and Arthur Architects.\(^{34}\)

In December 1956, Roscoe presented preliminary plans to the City Hall Building Committee. He had decided that the building should run from east to west, along

\(^{25}\) Ibid. p. 9-10.


\(^{27}\) Ibid.


\(^{29}\) "Is Market To Get Gate?," *Hamilton Review*. June 3, 1954.

\(^{30}\) Ibid.

\(^{31}\) Campbell, Marjorie Freeman. *A Mountain and a City*. p. 269.

\(^{32}\) "OMB Hears Testimony Into City Hall Bonds," *Hamilton Spectator*. February 15, 1956.


its longest dimension, the reason being that south light was to be preferred and the fullest advantage should be taken of such light.  

Interior lighting was a major consideration in deciding the shape of the structure. Building and design experts had decided over the years that there was a certain width (forty feet) in any large building that would make possible a naturally lit interior and natural lighting was preferred to facilitate the convenience and comfort of city office workers.

After deciding upon a building width of forty-three feet, the next step was to determine the plan of the base structure. Although the building could have taken the form of a rectangle, Roscoe was not satisfied with the prospect of having a perfectly flat front. He believed it would neither be pleasing nor would it be dramatically compelling.

Based on the architect’s belief that the city hall should welcome its visitors, Roscoe and consultant Eric Arthur decided to give “...the building a gentle curve, of a concave nature when viewed from above. The outer parts of the building’s length would be forward of the concavity and would thus ‘embrace’ the visitor...” Roscoe emphasized that it was important to create an impressive and dignified character for the city hall. Roscoe and Arthur agreed that this could be achieved by having the Council Chamber dominate the building as the main expression of civic administration and by the harmonic development of an attractive congregational area in front of the building for use of the citizens.

The City Engineer’s Department was identified as being the one most likely to need expanded facilities in the future and as such, this department governed the decisions regarding the entire layout of the office structure between the third and seventh stories. If additional building space was needed, the design allowed for a new wing that could extend southwards from the centre of the main building, possibly providing another 100,000 square feet.

Many, including Mayor Lloyd Jackson, were determined to have portions of the old city hall, including the entire council chamber, incorporated into the design of the new building. Aside from Roscoe’s objections, a massive fall of plaster in the old council chamber a few weeks later ended the debate. Further arguments ensued

36 Ibid.
37 Architect’s Plan of Penthouse and Roof.
39 Ibid.
40 Ibid.
41 Ibid.
over the type of stone to be used on the outside of the building. Some members of Council wanted to use Queenston limestone, a locally quarried stone, others preferred Cherokee white marble, a stone found in Georgia, United States.

The Board of Control voted for Queenston limestone, but Council ultimately voted for Cherokee white marble.\textsuperscript{44} Other disagreements arose when it was learnt that the wood proposed for the interior panelling could only be imported from the United States. As with the marble, imported wood was finally selected.\textsuperscript{45}

In March 1957, City Council approved a final design for the new city hall. The construction drawings were to be prepared by the end of the year with a projected completion date of January 1960.\textsuperscript{46} The approved building design, according to the consultant Eric Arthur, was "...of creative thinking and imaginative design and would be a modern building in modern times."\textsuperscript{47} The architect and consultant projected that the building would accommodate city hall departments for at least ten years.\textsuperscript{48}

\textit{Construction: 1958-1960}

All of the property and buildings within the Main-Bay-MacNab-Hunter Streets block were expropriated by January 1958. Property between Charles and MacNab Streets was also acquired in order to provide for the future expansion of the Hamilton Public Library. The final cost of acquiring all of the land required for the new city hall was $2,223,850.\textsuperscript{49} Demolition of the buildings commenced in June, 1958 and was completed a month later. The sod was turned for the start of construction on July 2, 1958,\textsuperscript{50} and a revised estimate placed the opening at early February, 1960.\textsuperscript{51}

In 1958, City Council also approved a recommendation by the Board of Control that the landscaping of the new civic centre would be overseen by a committee of four members: G.J. McNair, City Arboursist; Dr. Leslie Laking, Director of the Royal Botanical Gardens (RBG); James Redman, also of the RBG and James Waters, Superintendent of the Board of Park Management.\textsuperscript{52} The final landscaping design

\textsuperscript{44} Ibid. p. 12.
\textsuperscript{45} Ibid. p. 13.
\textsuperscript{46} "Design for New City Hall Approved By Hamilton," \textit{Hamilton Spectator}. March 27, 1957.
\textsuperscript{47} Ibid.
\textsuperscript{48} Ibid.
\textsuperscript{49} "Civic Centre Property Now All Expropriated," \textit{Hamilton Spectator}. January 16, 1958.
\textsuperscript{50} Houghton, Margaret. \textit{In and Around Hamilton's City Halls}. A speech given for Heritage Day, February 17, 1986. p. 13.
\textsuperscript{52} "Committee To Guide 'Hall' Landscaping," \textit{Hamilton Spectator}, January 24, 1958.
called for trees and shrubs, flower gardens and a large reflecting pool with fountains in the forecourt.

The civic complex was constructed by the noted Hamilton firm of Pigott Construction Co. and completed in 1960 at a total cost of $9,300,000, including the main administrative building, landscaping, garage, parking facilities and furnishings.\textsuperscript{53} City staff moved into the new city hall on October 31, 1960\textsuperscript{54} and the opening ceremonies were held on November 16, 1960 with Governor-General Georges P. Vanier present at the ribbon-cutting.\textsuperscript{55}

**Notable Associations and Events**

As a central place of city government and public gatherings, Hamilton City Hall has been associated with notable individuals including elected representatives of all levels of municipal, provincial and federal government, visiting dignitaries and celebrities.

Lloyd Douglas Jackson (1888-1973) served as Hamilton’s Mayor for thirteen years from 1950 to 1962, a record at the time for the longest term of office served. He initially sat on the Board of Education for five years from 1944 to 1949 and was elected Mayor in 1950. During his tenure urban renewal started to reshape the downtown core, the new City Hall was built and opened, capital works projects boomed and civic management was re-organized.\textsuperscript{56}

Victor Kennedy Copps (1919-1988) served as the Mayor of Hamilton from 1963 to 1976, setting a new record for service as Mayor. His first excursion into politics saw him elected senior controller on the Board of Control in 1960. He also served as Deputy Mayor until he was elected as Mayor in 1963. Copps continued implementing the work commenced by Jackson in the 1950s.\textsuperscript{57}

Hamilton City Hall has been host to numerous visiting dignitaries and celebrities since its opening in November, 1960. Besides Governor-General Georges P. Vanier, present for the ribbon cutting, other dignitaries to visit City Hall include Pierre Elliott Trudeau, members of the Dutch Royal family, members of the British Royal Family including H.R.H. Princess Anne, her husband Mark Phillips and H.R.H. Princess Margaret. Celebrities to visit City Hall include actress Jayne Mansfield and Liberace. The City Hall forecourt has also been a place of public

\textsuperscript{53} City Hall: Hamilton, Ontario, an information brochure, possibly distributed at the opening ceremonies in 1961, lists the total costs for construction.


\textsuperscript{55} "Vanier Will Open City Hall Nov. 16," Hamilton Spectator. July 8, 1960.

\textsuperscript{56} Hamilton Public Library, Special Collections. Digital collections: http://www.hpl.ca/local/spcoll/mayor47.shtml.

gatherings, celebration and commemoration, including the World Cycling Championships in 2003.

Present Context

Hamilton's present city hall is located in an area of the downtown that has experienced an evolution of the built environment. Construction of the present city hall resulted in the disruption of the original street pattern. Portions of Park and Charles Streets were eliminated between Hunter Street and Main Street. A section of Jackson Street West between Bay Street and MacNab Street was also severed in order to create a larger parcel of land that could be developed.

The area in which the subject civic complex is located comprises buildings of contemporary design including the Canadian Football Hall of Fame as well as nineteenth century heritage buildings such as Central School, Whitehern and St. Mark's Church. The area continues to serve largely as an administrative centre together with the Unified Family Court (housed in the former Hamilton Public Library) and the Hamilton-Wentworth District School Board Headquarters to the northwest.\(^{58}\)

5.0 PROPERTY DESCRIPTION

The civic complex is located in the block bounded by Bay Street South, Main Street West, Hunter Street West and MacNab Street South. The property contains a civic complex comprising an eight-storey administrative building with landscaped open space located to the north, east and west of the building, and two levels of parking and a garage, to the south (see Location Map attached as Appendix C-1, page 1). The administrative building was built to an irregular rectilinear plan and designed in the International Style by architect Stanley Roscoe. The surrounding landscaped grounds comprise multiple levels, together with grassed lawns, large mature trees, walkways and a large front forecourt, trees and a reflecting pool (now filled in with plantings). The following sections describe Hamilton's fourth civic building which was a completely new idea for architecture in downtown Hamilton.

The International Style and the Modern Movement

The International Style was formally named after an exhibit held in 1932 at the Museum of Modern Art in New York City called "The International Style: Architecture Since 1922" and featured the works from many different architects from Europe who had forward-thinking ideas.\(^{59}\) Originally inspired by a few leading European architects of the 1920s and the Bauhaus School of Design in Germany, the International Style may be considered a "high" phase of modern architecture that inspired architectural development for many decades to come. Modernism at

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the Bauhaus School sought to replace historicism and imitation of historical styles by the use of modern materials using modern construction techniques.\textsuperscript{60}

Famous architects to head the Modern movement were Walter Gropius and Mies van der Rohe.\textsuperscript{61} Le Corbusier, a French painter, architect and intellectual, was active during the 1920s as a proponent of modern architecture and the International Style. Le Corbusier taught that modern architectural design should reject all past architectural styles and should instead look to industrial production, structural engineering and the functionalism of automobile design for inspiration. Central to Le Corbusier's aims was a utopian belief that modern architecture and urban design could bring about social progress by creating a functional and humane environment.\textsuperscript{62}

The typical features of the International style are\textsuperscript{63}:

- Square or rectangular plan.
- Hard, angular edges.
- Point supports, known as pilottis (stilts) instead of supporting walls.
- Plain surfaces without ornament.
- Horizontally arranged windows.
- Glass curtain walls.
- Flat roofs.
- Exterior finishing materials of steel, concrete and marble.
- Free interior plans without boxed rooms.

\textit{The Philosophy of Modern Architecture}

The philosophical basis of modern architecture as defined by the motto: "form follows function" is a combination of the post-World War One utopian belief in social progress and faith in mechanical efficiency. Function in this sense not only refers to the physical arrangements of space and use, but also includes the spiritual (or symbolic) and social function that such a work embodies and inspires. Space planning in the International Style aims to be democratic, accessible, and multi-functional in order to achieve the ideal of social universality. Formal expressions of the International Style include clearly defined volumetric (a building's massing and form), pure geometric shapes with sculptural quality, free floating and flexible interior space, and the deliberate exposure of modern materials and construction technology.

\textsuperscript{60} Ibid. p. 205.
\textsuperscript{61} Ibid. p. 205.
\textsuperscript{62} Coit, Ken and Rob Hamilton. \textit{Modern Hamilton Architecture.}\n  \url{http://www.interlog.com/%7Eurbanism/moham.html}.
Modern architecture was deeply influenced by the art movement Cubism, both in terms of massing and space. Much like a Cubist painting, an interesting modernist building can be understood from different points of view yielding multiple-layers of experience and meaning. The International Style was popular for institutional and commercial buildings in Ontario between 1930 and 1965. It was less popular for civic buildings because of the hesitation by cost conscious and conservative politicians to embrace such a new modern design concept. The Canadian architect Stanley Roscoe, a Le Corbusier admirer, succeeded in capturing the spirit of high Modernism in the design of Hamilton City Hall.

In an article published in the *Hamilton Spectator*, Roscoe succinctly defined his design intent for City Hall as follows:

"Civic centres must provide for motorized transportation at the perimeter points, but the land inside these perimeters should be only for pedestrian use, screened from noise and fumes. Trees, plants, water, sun and shade, and all the natural elements friendly to man should be found in such centres, and these elements of nature should harmonize with the buildings and their architectural shapes, sculptural values and colour." (Stanley Roscoe, 1960)\(^{64}\)

It is against this cultural understanding that the Hamilton City Hall should be considered.

**Stanley Roscoe**

In 1951, the City of Hamilton became the first municipality in Canada to employ its own staff architect,\(^{65}\) Stanley Roscoe. He graduated in 1949 from the School of Architecture at the University of Manitoba and commenced his employment by assisting with the design of Winnipeg's new Maternity Hospital. Later in the year, he moved to Hamilton to work for the architectural firm of Kyles and Kyles before being offered a position with the City of Hamilton.\(^{66}\) As a municipal architect, spanning a mere decade, Stanley Roscoe worked on a variety of projects and eventually designed more than fifty municipal buildings in Hamilton ranging from a fire department training tower to hospital wards, all of which were designed in the International Style. Roscoe's notable works included:

- Fire station on Main Street West at Norfolk Street (1952).
- Chedoke Golf Club Pro Shop (1953).
- Hamilton Health Centre on Hunter Street East and Hughson Street South (1953).

\(^{64}\) S.M. Roscoe, "Architect Explains Planning of Hamilton's New City Hall," *Hamilton Spectator*, N/D.


\(^{66}\) Ibid. p. 26.
• Macassa Lodge on Upper Sherman Avenue (1956).
• Westdale Public Library on King Street West (1957).

Roscoe won a North American wide award from the Association of Librarians for his design of the Westdale Public Library.67

In 1961, he was the first recipient of the “design award” established by the Hamilton Chapter of the Ontario Association of Architects. The award was given in recognition of Roscoe’s design of Hamilton City Hall.68 Hamilton’s new city hall complex was the last and the largest projects of Stanley Roscoe’s career with the City of Hamilton.69 Roscoe was inducted into the Construction Hall of Fame in 2003 by the Hamilton-Halton Construction Association. As noted previously, Roscoe proved to be a driving force in overseeing the planning and implementation of the new civic complex.

Following his departure from the City of Hamilton in 1961, Roscoe established his own architectural firm based in Hamilton. He continued the practice until his retirement in 1998. Notable buildings designed by Stanley Roscoe’s firm include:

• No. 1 James Street South.
• IBM Building at Main and MacNab Streets.
• Fifty Point Marina.
• Strathcona School.

City Hall: General Description

Built to an irregular rectilinear plan, City Hall is Hamilton’s most significant example of the International Style as well as one of only a few intact examples of International Style civic architecture in Canada.70 The following section explains the core elements of the International Style found in the design of Hamilton City Hall.

Building Orientation

Roscoe folded the rectangular building at a gentle angle on axis with Park Street. The resulting geometry created the impression of open arms extending north towards the downtown core. The fold occurs at one third the length of the main

67 Hamilton-Halton Construction Association: Construction Hall of Fame. www.hhca.ca/HallOfFame/inductees/s.m.roscoe.html.
68 “Honor Stanley Roscoe With Award for Design,” Hamilton Spectator, N/D.
69 Ibid. p. 25.
block and oriented in a way that the pedestrian view of the building is enhanced.\textsuperscript{71}

The intention to make this building the centre for communities and pedestrians is also demonstrated in the design of the main entrance, the placement of the Council Chamber, and the first two levels as the place of exchange and gathering.

\textit{Massing and the Juxtaposition of Volumes}

The City Hall is a compact combination of distinct mass. The clarity of the forms reflects a clear understanding of functional program and each component is identified with specific function. There are one subordinate and three major volumes that make up the whole: a large double storey base on which the main office tower sits and where the elected officials and City Clerks offices are located, a raised V-shaped box with a domed sky light which houses the Council Chamber, and an 8 storey staff office tower. In a less visible manner a vertical volume is attached to the tower where services such as elevators, fire stair, and washrooms are located.

\textit{Geometrically Shaped Plan}

The building folds at an angle forming a V. This V-shape metamorphosed in several places in the design, and can be seen as one of the major design motifs for the City Hall. The fold is seen in the massing of the Council Chamber - a sculpture-like box that also acts as a canopy above the City Hall's main entrance; and as a V-motif, it is repeated at the south entrance: the canopy above the second level bridge, in the orientation of the vertical supports beneath that bridge, as well as the paving patterns on the ground. V-patterns are also formed in the domed skylight.

\textit{Structural Grid System and Curtain Walls}

Glass curtain walls are made possible by a grid structural system and demonstrate the exterior walls as envelopes to an independent structural system – a major departure from the load bearing wall construction of traditional architecture. In the office tower, the curtain wall allows greater light penetration for the offices. The steel post and beam structure system allows great spatial span, providing free floating and flexible work space on typical floors. On the lower levels where the public interacts with the City staff, the unobstructed open space promotes transparency for municipal functions. The flexible and free flowing space encourages democratic exchange.

\textit{Flat roof}

The double-storey base, the five-storey office tower and the eighth-floor penthouse each have a flat roof, typical of the International Style

\textsuperscript{71} Coit, Ken and Rob Hamilton. \textit{Modern Hamilton Architecture}. 
Ornament Versus Art

In the Modernist tradition, there is no three-dimensional ornamental embellishment in the building components. Stanley Roscoe, however, contrasted white geometric building mass against colourful two-dimensional art. Vibrant colour mosaic tiles are found in the building both as surface treatments (mezzanine floor and all floor elevator lobbies for the interior, the horizontal band dividing the curtain wall of the first two levels on the exterior), as well as major pieces of mural art located in the mezzanine level. Also note-worthy the integration of mosaic as part of the building directly expresses Roscoe's objective in "gathering together in pursuit of democratic ideals..." with the intention of achieving "harmony of form and space."

Design Intent: Symbolic and Social Functions

Roscoe explained that the social function of the City Hall is "...that of uniting people and facilitating direct contacts and exchange ideas..." and that such a building would be "...the centre that represents national culture and democratic ideals..." The Hamilton City Hall expresses its design intent by means of the following:

Arrival

The main entrance of the City Hall fronts on Main Street West, where pedestrians were given preference over traffic, and is accessible via public transportation. The geometry of the building is placed in axial relation to Park Street and the former Public Library. Although no further work was undertaken north of the City Hall, there had been considerations to complete the engaging geometry north of Main Street, where a civic plaza was envisioned.

The Double Storey Mezzanine Level

Flooded with natural light, the mezzanine is an expanse of interior space for public services, community gathering, and a reception space to the adjacent Council Chamber. The major element here is the free-standing, sculptural ceremonial stairs that arises from the ground level, directing citizens from the Main Street entrance to City Clerk's department. The materials used in this space are steel, wood, and terrazzo.

Massing

It is noteworthy that the two-storey Mezzanine which houses the elected and Clerks' offices is the physical and symbolic connection between staff, the community, and the Council Chamber.

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72 S.M. Roscoe, "Architect Explains Planning of Hamilton's New City Hall," Hamilton Spectator, N/D.

Other Special Building Features

The point support system is a significant feature of the building. The Council Chamber is supported by twelve stilts and the office tower is supported by stilts that can be seen on the interior of the first and second floors. Also of significance to the building are the electrical installations. Hamilton’s City Hall was the first public building in the world to have high frequency lighting in its offices, manufactured and installed by Canadian Westinghouse.

City Hall: Exterior

The Hamilton City Hall building was designed as an eight-storey structure with an irregular rectilinear plan. The building features glass curtain walls, framed with white marble on the front and rear elevations. The spandrels between the first and second stories, walls around the front and rear entrances and the underside of the Council Chamber are clad with Italian glass mosaic tiles.

A v-shaped extension to the front, housing the Council Chamber is elevated above the front entrance and supported by stilts. With the exception of the first two stories, the east and west ends of the main office tower are fully clad with white marble with a clock at each end of the seventh floor level.

Very few changes have been made to the exterior of the building. Two years after the opening of city hall, eighteen-inch letters spelling “City Hall” were added to the east and west ends of the building below the clocks. The narrow marble columns at the first two stories, on the front, and both side elevations were removed after 1970.

City Hall: Interior

First and Second Floors

The first and second stories of the interior comprise a double-storey mezzanine, an expanse of naturally-lit interior space for public services, community gathering and a reception space for the adjacent Council Chamber. A monumental cantilevered staircase between the ground floor and mezzanine directs citizens from the Treasury Department on the ground floor (accessed by the Main Street entrance) to the Clerk’s Department on the second level, accessible also by an entrance at the rear of the building. The interior walls of the first two stories are clad with a combination of materials including cherry and elm wood, marble and Italian glass mosaic tiles.

The first and second floor interiors retain significant architectural features and spaces as well as four permanent art installations as follows:

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A cantilevered staircase connecting the first and second floors with aluminium treads and open risers, handrail and balustrade, as well as teak wood on the underside of the staircases.

Terrazzo floors on the first and second stories, with “IN” and “OUT” inlaid at each entrance both inside and out (except for the outside ground floor entrance).

Double-storey mezzanine with clerestory, high ceilings and continuous lighting system.

Two-storey glass partitions and doors with hardware.

Exposed stilts that support the upper six stories.

Domed skylight in the Council Chamber.

Original metal lettering and clocks throughout the first and second floors.

Italian glass mosaic tile and marble walls on the first and second floors.

Walnut and/or teak wood panelling and doors and hardware in various locations throughout the first and second floors.

*Soul of the City* (mural) by George Franklin Arbuckle, in the second floor common area.

*Everyday Life in Hamilton* (mural) by William Lytle, in the General Manager’s Office.

*Central Market, Hamilton* (mural) by Frank S. Panabaker, in Room 233.

*History of Hamilton* (mural) by Karl and Lauretta Rix, in Room 219.

*Five-Storey Office Tower and Penthouse*

The five-storey office tower currently houses various city departments. In some cases, floor plans have been altered, eliminating the central corridors and blocking natural light from workspaces. Attached to the main office building is the service tower which houses the elevators, washrooms and fire stairs. The interior of the service tower possesses some of the most significant design features within the main office tower which are:

- Terrazzo flooring on each floor.
- Italian glass mosaic tile walls (including in the washrooms), with a different colour scheme on each floor.
- Aluminium lettering on the washroom and janitor doors on each floor.
- Enclosed fire stairs with aluminium treads, risers, handrails.
- Continuous vertical balustrading from the ground floor to the eighth floor as well as each floor indicated with aluminium lettering.
The eighth storey penthouse continues to house the cafeteria, accessible to staff and the public.

City Hall Complex Grounds

The city hall complex grounds were designed to facilitate complete pedestrian movement throughout the site using elevated walkways and ramps. Two levels of parking and a garage are located at the rear with a second level vehicular and pedestrian bridge connecting the rear entrance of the building with Hunter Street.

Varying grades permitted retaining walls, ramp approaches and terraces for public enjoyment. The landscape includes grassed lawns at the west end of the complex, providing a buffer between pedestrians and the street. There is an expansive front forecourt with a large former reflecting pool crossed over by two walkways.

Some alterations have been made to the landscaped grounds. The reflecting pool has been filled in with planting material and the fountains removed. Decorative open space pavers throughout the front and side elevations have been replaced, some with asphalt. At the front of the complex, some trees have been removed and replaced. The grounds have also been enhanced over a number of years with installations of public art throughout the west end of the complex.

6.0 CULTURAL HERITAGE EVALUATION

Since 1975, Part IV of the Ontario Heritage Act primarily concerned itself with the designation and hence protection and management of buildings of architectural or historic value or merit. Since amendment in 2002, the Ontario Heritage Act now enables municipalities to designate property of cultural heritage value or merit that is real property including buildings and structures.

On June 19, 2003, the City of Hamilton Municipal Heritage Committee endorsed a set of evaluation criteria for use in assessing cultural heritage resources. The application of these criteria assists in determining the cultural heritage value of a property and its prospective merit for designation under the Ontario Heritage Act. The subject property has been evaluated against three sets of criteria: Archaeology; Built Heritage; and Cultural Heritage Landscapes.

6.1 ARCHAEOLOGY

Identified or potential archaeological resources can be considered as values meriting inclusion into the reasons for designation of the property. A set of twelve criteria is used to evaluate an archaeological site or measure archaeological

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78 S.M. Roscoe, "Architect Explains Planning of Hamilton's New City Hall," Hamilton Spectator, N/D.
potential to determine what attributes, if any, warrant designation under Part IV of the Ontario Heritage Act.

The first eleven criteria for evaluating an archaeological site are predicated on the presence of an archaeological site. In the case of the subject property, there is a registered archaeological site under Borden number AhGx-224 that is directly related to 41 Jackson Street West (Whitehern), a property designated under Part IV of the Ontario Heritage Act, and also owned by the City of Hamilton. The extent of the archaeological site interest coincides with this designated property, and does not extend beyond the bounds of Whitehern.

As a result, only the archaeological potential criterion applies in this assessment, as noted below.

<table>
<thead>
<tr>
<th>Cultural Definition: N/A</th>
<th>Site Setting: N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Temporal Integrity: N/A</td>
<td>Site Socio-political Value: N/A</td>
</tr>
<tr>
<td>Site Size: N/A</td>
<td>Site Uniqueness: N/A</td>
</tr>
<tr>
<td>Site Type: N/A</td>
<td>Site Rarity: N/A</td>
</tr>
<tr>
<td>Site Integrity: N/A</td>
<td>Site Human Remains: N/A</td>
</tr>
<tr>
<td>Historical Association: N/A</td>
<td>Archaeological Potential: Applicable</td>
</tr>
</tbody>
</table>

The civic complex is located in an area of early and subsequent development activities, up to and including the construction of the current buildings and infrastructure on the property. With the degree of stratigraphic disturbance in the soil resulting from historical settlement, the subject property retains minor prehistoric archaeological potential, although prehistoric material has been recovered at the adjacent Whitehern site. There is substantial archaeological potential for Euro-Canadian sites. Based on the building density indicated by Fire Insurance maps (1898), it is probable that large portions of the subject property retain archaeological features representing numerous historic structures, while absent from localized areas of recent construction.

Accordingly, the subject property retains archaeological potential. The location of the property below the Iroquois Bar and the extent of historic and modern construction reduces the prehistoric archaeological potential in the immediate locale. These factors do not provide a measure warranting a description of the property as being of “very high archaeological potential” as specified in the designation criteria. Based on the above, archaeology is not considered a heritage value for the civic complex.
6.2 BUILT HERITAGE

A set of twelve criteria is used to identify and assess the built heritage values of property. All twelve of these criteria are considered to be applicable as follows:

<table>
<thead>
<tr>
<th>Historical Associations</th>
<th>Integrity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thematic: Applicable</td>
<td>Location Integrity: Applicable</td>
</tr>
<tr>
<td>Event: Applicable</td>
<td>Built Integrity: Applicable</td>
</tr>
<tr>
<td>Person and/or Group: Applicable</td>
<td>Environmental Context</td>
</tr>
<tr>
<td>Architecture and Design</td>
<td>Landmark: Applicable</td>
</tr>
<tr>
<td>Architectural Merit: Applicable</td>
<td>Character: Applicable</td>
</tr>
<tr>
<td>Functional Merit: Applicable</td>
<td>Setting: Applicable</td>
</tr>
<tr>
<td>Designer: Applicable</td>
<td>Social Value</td>
</tr>
<tr>
<td></td>
<td>Public Perception: Applicable</td>
</tr>
</tbody>
</table>

HISTORICAL ASSOCIATIONS

Thematic

71 Main Street West is associated with the themes of:

- The development of municipal administration in the City of Hamilton.
- The evolution of civic hall architecture in the City of Hamilton.
- The North American and European wave of urban renewal that dominated urban growth patterns in the 1950s and 60s.

Event

The Hamilton City Hall complex has been associated with events such as New Years celebrations, demonstrations, commemorations and other public gatherings such as the recent World Cycling Championships in 2003.

Person and/or Group

Hamilton City Hall is associated with significant civic leaders in the City of Hamilton including Mayors L.D. Jackson and V.K. Copps. It has also been the official place of welcome to notable visitors such as members of the British and Dutch Royal Families, Federal and Provincial government leaders and a variety of celebrities.

ARCHITECTURE AND DESIGN

Architectural Merit

The city hall building is an excellent example of the International Style and is also an intact example of modern civic architecture in Canada.
Functional Merit
The City Hall structure continues to function as a civic administration building with many of the original spaces functioning as originally planned.

Designer
- The city hall building was designed by Stanley Roscoe, the first municipally-employed architect in Canada and designer of many notable local buildings.
- The building was constructed by the local firm of Pigott Construction Co. which was responsible for many notable landmark buildings such as the Pigott Building.

Integrity
Location Integrity
The city hall building remains in its original location.

Built Integrity
Except for the removal of the original marble columns on the exterior of the first and second stories, the interior and exterior of the building are considered to possess good integrity.

Environmental Context
Landmark
The subject building is located at a key intersection and at a major entrance into the downtown. It is of a striking architectural design and is visually prominent. Accordingly, the building is considered to be a landmark.

Character
City Hall is located in an area of the downtown that has experienced an evolution of the built environment. This area comprises a variety of structures of contemporary design as well as nineteenth century heritage buildings. It is also part of a larger civic centre comprising the Board of Education Headquarters, Commonwealth Square and Hamilton Place. City Hall makes a significant contribution to the character of the area.

Setting
Since 1960, the original setting of Hamilton City Hall has been altered with construction of the Canadian Football Hall of Fame, to the east of City Hall in 1972. The setting is considered to possess fair integrity.
SOCIAL VALUE

Public Perception

City Hall is included in the City of Hamilton’s Inventory of Buildings of Architectural and/or Historical Interest. City Hall has been recognized as a significant example of modern architecture in the City of Hamilton by the Hamilton Region Branch of the Architectural Conservancy of Ontario. The work of Stanley Roscoe during his tenure as city architect, including City Hall, was the subject of an exhibition held at the Art Gallery of Hamilton in 2000. Material from the exhibition was subsequently published as an internet website called Modern Hamilton Architecture. Contemporary commentators on heritage conservation and civic buildings cite the City Hall as an intact example of modern architecture in Canada.77 Stanley Roscoe was also inducted into the Hamilton-Halton Construction Association’s Construction Hall of Fame in 2003.

6.3 CULTURAL HERITAGE LANDSCAPES

Cultural Heritage Landscapes can be considered as values meriting inclusion into the reasons for designation of property. A set of nine criteria is used to determine which cultural heritage landscape values and attributes, warrant designation under Part IV of the Ontario Heritage Act as a Cultural Heritage Landscape.

The City Hall complex has been evaluated against the following criteria as a Cultural Heritage Landscape:

<table>
<thead>
<tr>
<th>Historical Associations</th>
<th>Scenic Amenity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Theme: Applicable</td>
<td>Integrity: Applicable</td>
</tr>
<tr>
<td>Event: Applicable</td>
<td>Material Content: Applicable</td>
</tr>
<tr>
<td>Person and/or Group: Applicable</td>
<td>Design</td>
</tr>
<tr>
<td>Scenic Amenity</td>
<td>Design: Applicable</td>
</tr>
<tr>
<td>Sense of Place: Applicable</td>
<td>Social Value</td>
</tr>
<tr>
<td>Serial Vision: Applicable</td>
<td>Public perception: Applicable</td>
</tr>
</tbody>
</table>

HISTORICAL ASSOCIATIONS

Theme

The Hamilton City Hall complex is associated with the theme of modern civic centre landscape design.

77 City Hall has gained national attention through an article printed in Heritage, a magazine published by the Heritage Canada Foundation. The article, printed in the winter of 2003, recognized Hamilton City Hall as an intact example of modern civic architecture in Canada.
Event

The Hamilton City Hall complex has been associated with events such as New Years celebrations, demonstrations, commemorations and other public gatherings such as the recent World Cycling Championships in 2003.

Person and/or Group

The Hamilton City Hall complex is associated with significant civic leaders in the former City of Hamilton including Mayors L.D. Jackson and V.K. Copps. It has also been the official place of welcome to notable visitors such as members of the British and Dutch Royal Families, Federal and Provincial government leaders and a variety of celebrities.

SCENIC AMENITY

Sense of Place

The Hamilton City Hall complex provides a sense of place in the western end of downtown Hamilton.

Serial Vision

Vehicular and pedestrian pathways provide for serial vision through the shape and placement of the city hall building, multiple levels and terraces, trees, plantings, open spaces, walkways and grassed lawns.

Integrity

Alterations to the original city hall complex have included filling in the reflecting pool, and removal of the fountains and trees. Accordingly the city hall complex retains fair integrity.

Material Content

The city hall complex comprises a variety of natural and artificial materials. The exterior of the building comprises marble, steel and Italian glass mosaic tile. The surrounding landscape combines large mature sycamore trees, grassed lawns with coniferous and deciduous trees, stone retaining walls, decoratively paved open spaces, concrete walkways and public art.

Design

The landscaping for the city hall complex was designed by a City-appointed committee comprising four members, two of whom, were associated with the Royal Botanical Gardens including Director Dr. Leslie Laking.
SOCIAL VALUE

Public Perception

The city hall complex has been recognized as having cultural heritage value.

7.0 CULTURAL HERITAGE VALUE: CONCLUSIONS AND RECOMMENDATIONS

7.1 Conclusions

The civic complex located at 71 Main Street West (Hamilton City Hall) possesses cultural heritage value vested in its built heritage and cultural heritage landscape attributes. Archaeology is not considered to be a cultural heritage value.

Built Heritage

Historical Associations

Thematic: 71 Main Street West is associated with the themes of:

- The development of municipal administration in the City of Hamilton.
- The evolution of city hall architecture in the City of Hamilton.
- The North American and European wave of urban renewal that dominated urban growth patterns in the 1950s and 60s.

Event: Hamilton City Hall has been associated with many events.

Person and/or Group: The City Hall building is associated with significant civic leaders in the City of Hamilton including Mayors L.D. Jackson and V.K. Copps. It has also hosted notable visitors such as members of the Royal Family and celebrities.

Architecture and Design

Architectural Merit: The City Hall building is an excellent example of the International Style and an intact example of modern civic architecture in Canada.

Functional Merit: The City Hall structure continues to function as a civic administration building with many of the original spaces functioning as originally planned.

Designer: The City Hall building was designed by Stanley Roscoe, the first municipally-employed architect in Canada and was built by the locally renowned firm of Pigott Construction Company.

Location Integrity: The City Hall building remains in its original location.

Built Integrity: The City Hall building is considered to possess good integrity.
Environmental Context

Landmark: The City Hall building is considered to be a landmark.

Character: The City Hall building contributes to the character of the area.

Setting: The setting is considered to possess fair integrity.

Social Value

Public Perception: City Hall has been identified as a cultural heritage resource by the City of Hamilton, the Hamilton Chapter of the Architectural Conservancy of Ontario and the Heritage Canada Foundation. The architect, Stanley Roscoe, was inducted into the Construction Hall of Fame in 2003.

Cultural Heritage Landscapes

Historical Associations

Theme: The City Hall complex is associated with the theme of modern civic centre landscape design.

Event

The City Hall complex has been associated with events such as celebrations and commemorations, as well as the recent World Cycling Championships in 2003.

Scenic Amenity

Sense of Place: The City Hall complex facilitates a sense of place in the western end of downtown Hamilton.

Serial Vision: Vehicular and pedestrian pathways provide opportunities for serial vision.

Integrity: The City Hall complex retains fair integrity.

Material Content: The City Hall complex comprises a variety of natural and artificial materials.

Design

The landscaped grounds for the City Hall complex were designed by a City-appointed committee comprising four members, two of whom were associated with the Royal Botanical Gardens including Director Dr. Leslie Laking.

Social Value
Public Perception: The City Hall complex has been recognized as having cultural heritage value.

7.2 Recommendation

Accordingly, the Hamilton City Hall Complex located at 71 Main Street West, Hamilton, is concluded to be a property of significant cultural heritage value and is recommended for designation under Part IV of the Ontario Heritage Act.
8.0 Bibliography

Publications


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“OMB Hears Testimony Into City Hall Bonds,” Hamilton Spectator,
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Frank Oxley, “City Hall Designers Report,” Hamilton Spectator,
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“Civic Centre Property Now All Expropriated,” Hamilton Spectator,
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“Says Future Georgia Stone Shipments Will Be Better,”
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“Vanier Will Open City Hall Nov. 16,” Hamilton Spectator, July 8, 1960.
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*Hamilton Spectator*, November 12, 1960.

“Honor Stanley Roscoe With Award for Design,” *Hamilton Spectator*, N/D.

“High Frequency Lights Cause City Hall ‘Hum’,”


Brian Henley, “It was a long road to Hamilton’s new City Hall,’ *Hamilton Spectator*, November 21, 1992.

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**Miscellaneous**

*City Hall: Hamilton*, Ontario. City Hall information brochure, possibly from opening ceremonies.

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Hamilton-Halton Construction Association: Construction Hall of Fame.
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71 Main St. West: Hamilton City Hall under construction: July 19, 1960
(South Elevation)

71 Main St. West: Hamilton City Hall, shortly after completion: 1960
(North Elevation)
71 Main St. W. - Hamilton City Hall: West elevation, first and second floors

71 Main St. W. - Hamilton City Hall: East elevation
71 Main St. W.- Hamilton City Hall: Rear elevation at second level

71 Main St. W.- Hamilton City Hall: Interior between Council Chambers and second floor level
71 Main St. W.- Hamilton City Hall: Interior, main staircase

71 Main St. W.- Hamilton City Hall Interior:
Second floor, stairs to second level of Council Chambers

Second level entrance details
71 Main Street West: Interior, Metal Clock

71 Main Street West: Interior, Metal Lettering and Black Marble
71 Main Street West: Service Tower Interior, Mosaic Tile Walls and Metal Doors to Fire Stairs

71 Main Street West: Interior, Second Floor at Connection Between Lobby and Double-Storey Mezzanine
SUBJECT: City Hall Accommodations Project  
City Hall Renovation Plan and Downtown Accommodation Strategy  
(PD05088/PW03010c/FCS03064c)  
(Ward 2 with City Wide Implications)

RECOMMENDATION:

(a) That the proposed comprehensive plan to renovate the existing City Hall building for the period between 2005 and 2009 be approved in accordance with the details set out in Staff Report PD05088/PW03010c/FCS03064c.

(b) That staff proceed with the design and construction of the 2005 works identified in the City Hall renovation plan as identified in capital project 3540441442 in the 2005 Capital Budget FCS05001(a).

(c) That staff proceed with the proposed 2006 to 2009 works described in the City Hall renovation plan as identified in capital project 3540441442 in the 2005 Capital Budget FSC05001(a).
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(d) That an accommodation strategy for move-in to the 2009 renovated City Hall be completed and presented to Council no later than spring 2006. Such strategy, coordinated through the Portfolio Management Committee, shall detail most appropriate Department locations and arrangement of corporate services to maximize efficiencies and synergies between various functions and enhance customer service delivery.

(e) That a short to mid-term accommodation strategy be approved incorporating the following directions and principles:

i) That consolidation of office space for all Departments be focused in the Downtown Core Area in as few building locations as practical and economically viable.

ii) That this consolidation include the relocation of staff from the Building & Licensing, Long Range Planning and Development & Real Estate Divisions of the Department of Planning and Development from the Stoney Creek City Hall, subject to securing an acceptable, mid to long term, market value lease of the building. Said lease to provide for the continued City/public use of the Library, Service Centre, Council Chambers and Saltfleet Room.

iii) That the Downtown Core consolidations be strategically chosen and linked to maximize efficiencies within and between Departments and to enhance customer service delivery, and that any associated financial enhancements be identified for the 2006 Budget.

iv) That leasing strategies include high priority consideration to redevelopment plans and adaptive re-use of key existing buildings that would contribute towards achieving the City’s Downtown revitalization goals.

v) That for purposes of integrating with the recommended long term accommodation strategy, new leases, generally be structured to not exceed a 15 year total term, beyond 2020.

(f) That a long term accommodation strategy be approved, in principle, providing for the construction of a second office tower of approximately 250,000 square feet, integrated with the existing renovated City Hall and including a new parking structure; this new facility to be targeted to start construction in 2018 and all subject to an acceptable capital financing plan.
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EXECUTIVE SUMMARY:

In October 2004, Council decided that the existing City Hall building is to be retained and directed staff to prepare a plan to carry out a comprehensive renovation of the existing building. Staff was also directed to negotiate long term leases in the downtown core to accommodate departments that would not be located at City Hall. Future accommodation strategies were to promote synergies between departments, subject to the lease being economically viable and the location suiting the department needs. This report provides Council with the proposed City Hall building renovation plan and recommendations for both short and long term accommodation strategies.

City Hall Renovation Plan

The proposed City Hall Renovation Plan is summarized in Appendices “A” and “B”. This plan assumes that critical health and safety building concerns such as: the elevators, marble repair/shoring, and other miscellaneous work will be addressed in 2005, without relocating staff and prior to completion of the overall building renovation design. In late 2006 or early 2007, after the renovation design has been completed, staff proposes to temporarily relocate all staff and functions away from City Hall for a period of approximately 2 years to facilitate a comprehensive renovation of the existing City Hall building. This comprehensive renovation work would include removal and replacement of all existing interior finishes and exterior cladding. The new building would be designed to preserve the key, International Style, architectural features of the original Stanley Roscoe designed building in general conformance with Staff Report PD05036.

The comprehensive renovation work would also make the building compliant with the Ontario Building Code. This work would address and eliminate all of the current shortcomings of the existing City Hall building and would create an energy-efficient and modern building that would reduce current year annual operations, maintenance and emergency repair costs.

Accommodation Strategy

Recommendation (d) pertains to the accommodation strategy for the move back into the City Hall once renovated in 2009. The accommodation strategy is to be completed before May 2006 to ensure that the comprehensive renovation work is performed in accordance with this strategy. Approximately 400 of the 1,300 employees will be accommodated in the renovated City Hall building and a thorough analysis will be completed to determine which Departments, functions and physical arrangements are the best fit to return to City Hall from an effectiveness and customer service perspective.

The balance of the City’s core administrative workforce will be located in alternative downtown leased accommodations and Recommendation (e) deals with directions and principles for the short to mid-term accommodation and leasing strategy. The long term accommodation strategy set out in Recommendation (f) makes it clear that the construction of a new office tower integrated with the existing City Hall building should be planned for now in order to ultimately accommodate the entire 1,200-1,300 City workforce in one City-owned location.
BACKGROUND:

Approximately 400 City employees are located at the existing City Hall building. The existing building is 45 years old and requires renovation to address several shortcomings (Appendix “D”).

In addition to the 400 employees located at City Hall, approximately 800 to 900 employees are located in alternative downtown leased accommodations or other City-owned facilities outside of the downtown area (i.e. Stoney Creek City Hall).

The overall costs to accommodate the 1,300 City employees have been predicted to increase by more than 30% over the next 3 years based on projected City Hall capital repair costs, downtown lease renewals, and increased City Hall utility costs and facility management costs. Due to continued deterioration of the existing City Hall building, maintenance and emergency repair costs are expected to increase by almost 100% over the next 3-year period.

In 2002, staff presented a renovation plan to bring the existing City Hall building to a modern building standard. The renovation work would have addressed the shortcomings described in Appendix “C”. An initial capital investment of about $40 million was estimated in 2002 to temporarily relocate City Hall functions and complete the renovation work. Staff analysis at the time suggested that it would be less expensive from a long-term perspective to demolish the existing City Hall building and build a new building.

In 2003, Council directed staff to seek out design-build-finance-operate solutions from the private sector for a new consolidated facility that would accommodate all 1,300 employees in one building located in the downtown area. The new consolidated facility would require approximately 430,000 square feet of office space and could be located at the existing City Hall site or at an alternative downtown location. In October 2003, four pre-qualified proponents submitted proposals for a consolidated facility at the existing City Hall site.

In 2004, it became clear that the City’s debt financing limitations would not permit the construction of a new building to proceed in any time soon. Notwithstanding the long-term financial advantages of a consolidated facility, staff concluded that none of the consolidated facility proposals could be delivered within the financial target and that further evaluation of the proposals should be terminated. In October 2004, Council gave the following direction:

(a) That the Consolidated Facility Project C3-03-03, City Hall Accommodations, be terminated and the proponents be thanked for their efforts and participation to date.

(b) That the existing City Hall building be retained and staff be directed to prepare a plan to carry out a comprehensive renovation of City Hall.

(c) That based on a traditional design and construction method and the renovation plan, as per Recommendation (b), staff prepares a detailed project budget and construction implementation plan for inclusion and final approval in the 2005 Capital Budget, and future impacted capital budgets.
(d) That staff be authorized to carry out regular inspections of the existing City Hall building and immediately respond, as required, to maintain a safe building until the renovation work is complete, subject to Council approval.

(e) That the Real Estate Section of the Planning and Development Department be authorized to negotiate longer term leases or purchases in the downtown core with a goal to promote synergies between departments, subject to the lease or purchase being economically viable and the location suiting the needs of the Department.

(f) That the City Hall Political Steering Committee continue to oversee the processes outlined in (b) through (e).

City Hall Renovation Plan

Scope of Work

A brief description of the scope of the comprehensive renovation work is provided in Appendix “A”. In summary, the proposed comprehensive renovation work will:

- bring the existing City Hall building to a modern building standard, thereby improving the working quality of staff and public using the space.
- embrace sustainable development design practices that will reduce current year energy costs and significantly cut annual operations and maintenance costs.
- address all of the existing shortcomings and risks associated with the existing building (Appendix “C”).
- make the building compliant with the Ontario Building Code.

The total project cost to complete the renovation work for this option is estimated to be between $35 million and $46 million. In an attempt to reduce the total renovation costs, the following changes have been made to the scope of the renovation work:

- since it was recently renovated, interior renovation of Council Chambers will not be carried out.
- excluding work on the building, exterior work will be limited to structural repairs at the parking garage/wishbone. New landscaping will be deferred.
- there will be no interior work to the parking garage.
- the cafeteria will not be upgraded and it will remain in its current location.

The proposed renovation spend plan for this revised scope of work is provided in Appendix “B”. The associated Capital Budget project 3540441442, as per FSC05001(a) as submitted for Council approval is provided in Appendix “C”. It is proposed to carry out the renovation work over the next 5-year period. Due to the nature of the required renovation work, it is difficult, if not impossible, to carry out the renovation work in smaller work packages spread out over a longer period of time. For example, if the City elected to replace the exterior cladding of the building, health and safety constraints identify that the existing asbestos in the building must first be removed. In order to remove the asbestos, employees must first be relocated and the existing finishes...
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(ceiling, lighting, mechanical systems) removed. Because of the age of these finishes and the probable damage during asbestos abatement, new finishes would be installed after the asbestos is removed. Since employees would be relocated during this renovation work, it would be most efficient to complete all renovation work before returning employees to the building.

Single Swing Option

The main assumption associated with this proposed renovation plan is that all staff working at City Hall and all City Hall functions will be temporarily relocated to an alternate downtown leased accommodation space to facilitate a comprehensive renovation of the existing City Hall building (i.e. Single Swing Option). With the complete relocation of City Hall activities from the building, this comprehensive renovation work can be carried out without the health and safety impediment of working around staff and public City Hall functions. Not only does this eliminate the potential for labour relation problems related to employee safety, staff estimates that the total costs to renovate a vacant building can be reduced by more than 40% of the total costs to renovate an occupied or partially-occupied building. This does not include the additional soft costs associated with any labour disruptions.

The renovation work would be carried out in an organized and planned manner to minimize the relocation of City Hall functions and the impact to City employees. Prior to commencing the work, swing space would be established to accommodate the temporary relocation. The temporary relocation of the existing City Hall employees would be carried out in multiple swings that are scheduled in advance. With approval of these recommendations, City Real Estate staff will be required to immediately identify swing space alternatives and secure lease arrangements, subject to Council approval.

2005 Work – Immediate Repairs

Engineering studies recently performed at City Hall suggest that there are items of concern that must be renovated in 2005 before the renovation design is completed. The studies indicate that there are specific areas of the exterior marble on the building that have deteriorated over time and have caused localized spalling of the marble. It has been recommended that these sections of the exterior marble must be repaired and/or hoarded off to protect users of the building and to avoid more critical damage to the building. The proposed renovation plan has been prepared recognizing that the existing City Hall building requires repair to address critical health and safety building concerns including these sections of exterior marble; replacement of the existing elevators; exterior structural repairs; and other miscellaneous work. This work is planned to be carried out in 2005 and can be completed without the relocation of staff and with minor staff/public disruptions. Recognizing that a complete renovation will be carried out in less than 2 years, this 2005 work will be carried out to address the critical health and safety issues. In order to avoid throw-away costs, the use of hoarding and fencing outside of the building will be required for 2 years until all staff and functions can be temporarily relocated and the comprehensive renovation work can commence.
Preserving City Hall Cultural Heritage Value

The renovation work as described in Appendix “A” would be designed to ensure the key elements of the original Stanley Roscoe International Style exterior architectural design (e.g. irregular, v-shaped rectilinear plan, flat roof and roofline, pilotis (stilts) supports of Council Chambers and main tower, glass curtain wall enclosed within a white frame, exterior clocks) would be maintained.

It is proposed to replace the glass curtain wall and white marble cladding with new cladding materials. The existing wall systems lack the durability usually associated with heritage buildings, such as brick or limestone and have reached the end of their normally expected useful life. The existing marble wall system was insufficiently designed to deal with Hamilton’s climate. The main technical issues associated with the marble wall systems include:

- marble is a porous material affected by freeze-thaw cycles: it expands, warps, cracks and discoulours;
- the existing marble anchoring system was not sufficiently protected against corrosion, which resulted in premature failure and long term deterioration of the panels at specific locations;
- the existing wall system is not effective in managing water penetration and condensation within the wall assembly.

The new material that would replace the marble cladding would be designed to respect and support the original architectural features of the marble cladding.

In addition to maintaining the key exterior features of the existing City Hall, the interior renovation work would be designed to preserve the key features of the first and second floor lobbies (e.g. interior marble, cantilevered staircase, balustrades (metal railings), walnut and/or teak wood panelling, Italian glass mosaic tile, terrazzo floors, stainless steel lettering). The unique interior wall murals and other interior/exterior artwork on these floors would also be maintained.

In a companion report PD05036, the City’s Municipal Heritage Committee proposed that consideration be given to having the existing City Hall building designated as a property of cultural heritage value pursuant to the provisions of Part IV of the Ontario Heritage Act. Appendix “E” summarizes the Reasons For Designation that accompanied this recommendation. Staff has reviewed the Reasons For Designation and can confirm that the proposed renovation plan conserves and protects most of the heritage features listed in the document.

Should the proposed renovation plan as assumed in Appendix “B” be implemented, the following heritage features would be affected:

- an alternate product other than marble will likely be used to clad the building for reasons discussed above. Staff believe an alternate and possibly more durable cladding material will achieve the architectural features of new marble but will provide a better life-cycle and energy efficient cladding solution than replacing the
building with new marble. It may be possible to preserve the existing marble without a significant cost premium. Further studies are required to confirm this assumption.

- built-in canopies on the south side of the office tower would be removed and replaced with energy efficient glazing;
- the exterior Italian glass mosaic tiles on the exterior of the building, in particular the tiles located at the underside of Council Chamber, the canopy over the rear entrance and at the ground floor entrance would likely not be retained;
- existing interior finishes on all floors and staircases other than the first and second floor would be removed and replaced with new products.

Staff estimate that the capital cost premium to renovate the building and conserve all of items listed in the Reasons For Designation would be approximately $5-15 million. Staff believe that the proposed renovation plan has sufficiently conserved, protected, and maintained the key interior and exterior architectural features of the existing 1960 construction and that this premium is not required.

Should Council wish to proceed with the heritage designation of City Hall, it would be prudent to delay the formal designation until after the comprehensive renovation project is completed.

Future City Hall Expansion

The proposed renovation plan will be carried out to allow future expansion of the building should the City wish to reconsider a consolidated facility solution. A proposed office tower of approximately 200,000 to 300,000 square feet, with or without parkade, can be constructed at the south end of the existing building.

Leasing and Accommodation Strategy

Recommendation (d) deals with the accommodation strategy needed for the return of approximately 400 of the City’s 1300 administrative employees to the City Hall, once the renovation is completed. A thorough analysis and “re-thinking” should be undertaken related to which Departments, functions and physical arrangements should be part of the return to the existing building. The Portfolio Management Committee reporting to Corporate Management Team (CMT) will serve as the vehicle for developing and coordinating this accommodation strategy.

With Council’s support to proceed with the comprehensive renovation plan, this would undoubtedly make a commitment to maintain the existing City Hall for the long term and eliminate any option to demolish the existing building. However, over the long term, it would be financially unwise for the City to continue to incur extensive and continually increasing annual costs to lease private space for the 800-900 employees who are not accommodated in the existing 180,000 square feet City Hall. Current net leasing costs are in the $2.3 million per year range and can be expected to reach $3.3 million per year. Extended over a 15 year period, this amounts to net lease costs of approximately $49.5 million. The cost of a new 250,000 square feet office tower integrated with the
SUBJECT: City Hall Accommodations Project
City Hall Renovation Plan and Downtown Accommodation Strategy
(PD05088/PW03010c/FCS03064c)
(Ward 2 with City Wide Implications) - Page 9 of 13

existing building would require a capital financing commitment of approximately $104 million ($65 million (2005$) in principle and $39 million in associated debt charges$).

Recommendation (f) requests Council’s support, in principle, to begin construction of a new office tower expansion in 2018. An acceptable capital finance plan will be prepared by the Corporate Services Department for submission to Council at a later date.

In the interim years, leasing strategy will have to consider the directions and principles set out in Recommendation (e). These include:

- consolidation of office space be focused only in the Downtown Core;
- accommodation be in as few building locations as practical and economically viable;
- consolidation in the Downtown Core includes the relocation of the remaining Planning & Development staff from the Stoney Creek City Hall subject to securing an acceptable long term lease for the Stoney Creek Building;
- that downtown leasing strategies include high priority consideration for leased space that will contribute towards achieving the City’s goals for Downtown Revitalization, and;
- that new leases, generally, be structured at length of terms not to exceed 15 years, beyond 2020.

**ANALYSIS OF ALTERNATIVES:**

**Minimal Renovation Alternative**

Due to the current financial constraints, staff considered a minimal renovation alternative that could possibly defer the outlay of significant short-term capital costs. This alternative consists of a minimal renovation program that includes replacement of the elevators, cleaning of the existing mechanical systems, and general allowances for inspection and performing minor repairs. The total project cost to complete this work is estimated to about $10 million. The work plan for this option would be carried out within the next 3 years.

After review of this alternative, staff found that the health and safety risks associated with the minimal renovation were immediate in nature and, as such, could not be recommended by staff. The main risks associated with the selection of the minimal renovation alternative are:

- the existing asbestos in the building will remain, therefore, continuing the risk of future air quality and other environmental concerns;
- the existing mechanical systems will remain, thereby increasing the risks of future system failures, unplanned emergency repairs, increased maintenance costs, deterioration of temperature and humidification control, and further deterioration of air quality in the building;

---

1 Assumes a debt issue of 15 years and a borrowing rate of 6.5%.
other than marble repair at critical areas the exterior cladding (marble, curtain wall) will not be replaced and further aging could possibly create safety and temperature control concerns and continued water infiltration and pipe breakage problems;

although the existing building does not require compliance with the current Building Code, there is risk to not upgrading the building to meet the Ontario Building Code.

Although reducing short-term capital expenditures, the minimal renovation alternative will be more expensive in the long term compared to the proposed renovation plan. Given the age of the building and recent engineering studies conducted on the existing building, there is a risk that building components may fail and the ability to repair these aged components may be difficult as parts no longer become available. This would likely result in replacement costs becoming future throw-away costs in the future when the building is renovated. Staff estimate that a significant portion of this renovation investment would be throw-away costs. Since the risk of a future unplanned emergency repair is high with this alternative, the occurrence of such an event would trigger a comprehensive renovation similar to the proposed plan, but it would be more expensive since the work would not be carried out in a planned manner.

In this scenario, funds would be made available to perform only minor repairs based on regular inspections. In the event that major repair or renovation work was ultimately required due to failures, additional, unbudgeted funds would be required. Responding to any one issue, (i.e. heating and air conditioning failure), may result in additional costs being incurred (i.e. asbestos removal), which, in turn, may result in functional disruption and unplanned relocation of staff.

Staff could not support the Minimal Repair Alternative because of the risks associated with this option.

Multiple Swing Alternatives

As an alternative to a single swing option, staff considered the feasibility of performing the renovation in 2 or more swings. The 2-swing option (Option 2) would consider first moving the staff occupying floors 3 to 8. These floors would then be completely renovated, including asbestos abatement and exterior cladding (if possible). Upon completion, the relocated staff would be moved back to the renovated floors 3 to 8. Staff on floors 2 to basement would then be moved out and these floors renovated in a same manner. Staff would be moved back to the renovated floors 2 to basement, upon completion. The issues and challenges of the 2 –swing option, compared to the proposed single swing option, include:

- requires staff and public access to the site while construction is underway. Air quality, noise, disruption to mechanical/electrical services, and migrating dust and debris will be major challenges that create risk of construction shutdown and mitigation;
- during the second phase of work, staff will be requiring access through the construction zone on the lower levels to reach the newly-renovated floors;
- higher construction costs as a result of increased time, multiple contractor mobilizations, public protection, and other site constraints;
SUBJECT: City Hall Accommodations Project  
City Hall Renovation Plan and Downtown Accommodation Strategy  
(PD05088/PW03010c/FCS03064c)  
(Ward 2 with City Wide Implications) - Page 11 of 13

- increased staff disruption and downtime;
- risk that staff will not be relocated to final location resulting in 2 or more moves;
- two moves to and from swing space requires additional communication effort to staff and public;
- the cost of swing space will be similar to the proposed plan even though less swing space is required because the construction duration is longer.

A multi-swing option (Option 3) is based on the renovation work being carried out in smaller work packages. Staff considered relocating staff 2 floors at a time, commencing with floors 8 and 7, with other discreet interior and exterior work packages, such as air handling units and exterior work being completed separately. The disadvantages of this option are:

- highest total cost compared to single swing or 2-swing options (incremental capital costs of at least $15 million);
- highest staff disruption;
- greatest risk for construction shutdown due to air quality and/or health and safety labour relations issues;
- requires multiple staff relocations over time until the project is completed.

Staff’s review of the alternatives clearly identified that the single-swing option is the preferred approach from both a health and safety and cost perspective.

**Long Term Accommodation Alternatives**

The recommended long term accommodation strategy is to construct a new 250,000 square feet office tower addition to the existing City Hall in 2018. An alternative to this recommended long term strategy could be to demolish the existing building and construct an entire new 430,000 square feet building, or not proceed at all with a new office tower addition, or not proceed at all with a new tower addition.

With the $35-40 million invested on the comprehensive renovation plan, it would not be financially wise to “throw away” these costs with the demolition of the existing building in future years. As well, should the City approve the Municipal Heritage Committee’s recommendation for a heritage designation, demolition of the building would require a heritage permit pursuant to the Ontario Heritage Act. This would also entail seeking the advice of the Municipal Heritage Committee in this matter.

Regarding not proceeding at all with a new office tower addition, it would be financially unwise for the City to ultimately not own a consolidated City Hall for its workforce and citizens. Continuing to spend in excess of $3.5 million per year for net lease costs is not fiscally prudent in the long term. In addition to this throw away “rent” money, the cost of continued inefficiencies with staff and Departments being located in various locations should also be considered.
FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

The proposed renovation plan assumes that temporary relocation of City Hall would be for a period of about 2 years between 2006 and 2008. If started in 2005, the total renovation project, as defined in the proposed renovation plan, would be completed in 2009.

The 2005 Capital Budget (FCS05001(a) includes Capital Project 3540441442 (Hamilton City Hall upgrades) with an associated Gross Budget of $42 million (Net $40.6 million), as shown in Appendix “D”. If the single swing option is approved, there would likely be savings to the Hamilton City Hall operating and maintenance budget during the renovation period. In the long term, the renovation work will create a modern, energy-efficient building.

The comprehensive City Hall renovation would extend the lifecycle by more than 40 years assuming that appropriate preventative maintenance and ongoing capital renewal programs are initiated. As identified above, a Minimal Renovation alternative would be more expensive in the long-term compared to the proposed renovation plan. As well this minimal renovation alternative would likely result in replacement costs becoming future throw-away costs in the future when the building is renovated. Similarly, the Multiple Swing alternative has been identified to require more than $15 million of capital cost with higher health and safety risks and staff disruption.

POLICIES AFFECTING PROPOSALS

N/A.

CONSULTATION WITH RELEVANT DEPARTMENTS/AGENCIES:

The following have been involved in the preparation of this report:

- Councillors Bruckler, Ferguson, Mitchell, and Collins
- Corporate Management Team
- Public Works: Fleet and Facilities Division
- Planning and Development: Development Planning and Real Estate Division
- Corporate Services: Budgets and Fiscal Policy, Purchasing, Legal
- MHPM Project Managers Inc.
- Trow Associates Inc.
- Resource Environmental Associates

CITY STRATEGIC COMMITMENT:

The analysis presented in this report is consistent with the objectives of Vision 2020 and the approved document entitled “Putting People First: A New Land Use Plan for Downtown Hamilton.” This report is consistent with the following specific Vision 2020 goals.
Local Economy: To promote Hamilton’s environment as a desirable place to live and work.

Land Use in the Urban Area: To redevelop Hamilton’s central core as the regional centre.

Community Well Being and Capacity Building: To develop cultural institutions, public facilities, and parks and open spaces which inspire community pride and a sense of place.

Furthermore, in accordance with Council’s strategic plan, the goal of “A City that Spends Wisely and Invests Strategically” has been considered in the comprehensive renovation plan and the recommended short and long-term accommodation strategy.
## Option A: Comprehensive Renovation

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<th>Item</th>
<th>Building Component</th>
<th>Description</th>
<th>Minimum Cost</th>
<th>Maximum Cost</th>
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<tr>
<td>1</td>
<td>Elevators</td>
<td>Complete removal and replacement of existing passenger elevators with new 400fpm elevators. Complete removal and replacement of service elevator with new 4,500 lb. 400 fpm elevator.</td>
<td>$ 800,000</td>
<td>$ 1,000,000</td>
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<td>2</td>
<td>Exterior Walls</td>
<td>Complete replacement of the marble cladding, the existing curtain wall system and the glazed doors.</td>
<td>$ 8,300,000</td>
<td>$ 10,000,000</td>
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<tr>
<td>3</td>
<td>Asbestos &amp; Interior Building Finishes</td>
<td>Removal of all asbestos and other environmental hazards, install new finishes (carpet, ceiling tile, demising walls, painting) to replace materials demolished to access environmental hazards, create more efficient reception and work areas (assuming most offices will be open concept), restore key interior heritage features on the first and second floor lobbies and maintain existing artwork.</td>
<td>$ 7,500,000</td>
<td>$ 8,500,000</td>
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<tr>
<td>4</td>
<td>Mechanical</td>
<td>Complete replacement of all internal systems (perimeter induction units, air handling systems, ventilation, humidification, plumbing and drainage). The existing cooling tower, chiller, and steam boilers would remain. All other mechanical components are new. Excludes costs of Building Automation System.</td>
<td>$ 2,400,000</td>
<td>$ 3,000,000</td>
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<td>5</td>
<td>Electrical</td>
<td>Replacement of lead cable feed. Replacement of major electrical components (transformers, switch gear, etc.). Remove abandoned wiring. Upgrade existing floor distribution.</td>
<td>$ 2,900,000</td>
<td>$ 3,500,000</td>
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<td>6</td>
<td>Fire &amp; Life Safety</td>
<td>Complete work to address all known non-conformances as described in engineer's report.</td>
<td>$ 700,000</td>
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<td>7</td>
<td>Barrier Free</td>
<td>General allowance to provide barrier free upgrades.</td>
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<td>8</td>
<td>Parking Garage &amp; Wishbone</td>
<td>General allowance for a minimum program of repairs.</td>
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<td>9</td>
<td>Exterior Works</td>
<td>General allowance to carry out renovation of exterior site features in accordance with Master Plan.</td>
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<td>Engineering design, management, and inspection</td>
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<td>Swing space and moving costs</td>
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<td><strong>Total</strong></td>
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City Hall Renovation Plan
Single Swing Strategy

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<td><strong>TOTAL</strong></td>
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<td>$5,400</td>
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Notes:
1. Cost presented in $1,000
2. Cost identified as order of magnitude for references purposes only.
APPENDIX “C”

Current City Hall Repair Issues and Risks
A summary of the problems and risks associated with existing City Hall building is as follows:

- **Outdated Elevators** – the elevators at City Hall are antiquated, various parts and key components have become obsolete making it very difficult for the service provider to maintain the elevators in a timely fashion. There is a risk that parts will become scarce to a point where the elevators will be down for long periods of time if not permanently. Modern elevators are faster and require less maintenance resulting in decreased waiting time and less operations costs; including currently experienced regular down times.

- **Weathered Building Envelope** – the building exterior is architecturally tired; marble panels and fastenings are in severe distress, cracked panels and significant corrosion of the shelf support angles have resulted in the need for regular shoring audits to maintain safety; curtain wall assembly has broken down and lost functionality resulting in heating and cooling inefficiencies; water penetration; due to the progressing deterioration, a significant exterior wall rehabilitation project will be required eminently.

- **Asbestos Insulation Throughout** – requires regular audits to confirm air quality; any future renovation or new interior plan may require extreme measures to ensure asbestos does not become airborne during construction.

- **Outdated Mechanical Systems** – unable to provide modern fresh air requirements; together with a deteriorated building envelope the mechanical systems are unable to provide desired temperature control; unable to fully employ modern utility cost saving procedures; increased frequency of repair and more difficult to find suitable replacement parts.

- **Outdated Electrical Systems** – major electrical components are well beyond the normal service life of 30 years.

- **Life Safety and Fire Codes** – although the existing building is not non-compliant, it does not meet all modern codes for life safety and fire protection.

- **Universal Accessibility** – similarly the current building does not meet all modern codes for disabled access and the City of Hamilton’s Barrier Free Standards and the requirements of the Ontarions with Disabilities Act.

- **Outdated Building Security** – current building perimeter, building entrances, stairwells, elevator lobbies and department entrances are not meeting modern standards.

- **Inefficient Council Chambers** – limited security of Councillors and staff; poor disabled access.
CITY OF HAMILTON

2006-2024 CAPITAL BUDGET PROJECT SUBMISSION FORM

Dept/Div/Prog: Public Works - Fleet & Facilities  Project ID: 3540441442  Category: Maintenance
Project Name: Hamilton City Hall (Upgrades - 5 Year Forecast)

Objectives:
The deferral of major renovations at Hamilton City Hall for a period of years would result in the implementation of maintenance initiatives that were identified as a 5 year upgrade forecast to address immediate concerns.

Budget Summary (000's)

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<td>E.A. Consultant</td>
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Additional annualized net operating costs(savings) 2005 __________ 2006 __________ 2007 onward __________

Staffing Impacts (F.T.E.)

Project Rating Attributes

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<th>Project Justification:</th>
<th>Weight</th>
<th>Rating</th>
<th>Weighted Rating</th>
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<td>3.68</td>
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<td>Health and Safety</td>
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<td>0.72 (A - F)</td>
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STRATEGIC PRIORITY RATING 5.49 C
PROGRAM PRIORITY RATING (1, 2, 3, 4... etc.)

COMPLIES WITH PRE-APPROVAL POLICY: YES NO

Project:
Capital Budget Initiation 2005
Start Date 2005
Completion Date 2005

Project Manager: John Miller
Coordination with:
Water ____________________ Project Id ____________________
Wastewater ____________________
Storm ____________________
Roads ____________________
Other ____________________

WIP Funding Breakdown
3540441442 500
3540451415 421
3540141100 494
Total 1,386
Cultural Heritage Value

The civic complex located at 71 Main Street West, comprising Hamilton City Hall and surrounding landscaped grounds, possesses cultural heritage value, expressed in historical associations with the development of municipal administration, the 1950s urban renewal movement, evolution of city hall architecture in the City of Hamilton, as well as its association with notable individuals including elected representatives of all levels of municipal, provincial and federal government, visiting dignitaries and celebrities. Hamilton City Hall was built in 1960 by Pigott Construction Co. to a design by Stanley Roscoe, Canada’s first municipally-employed architect and was Roscoe’s most significant work during his tenure as a city architect. City Hall is one of the few intact examples of modern civic architecture in Canada. The entire civic complex has value as a cultural heritage landscape.

The Reasons for Designation apply to the City Hall complex together with all elevations and the roof of the main administration building including all facades, entranceways and windows, together with construction materials of steel, aluminium, marble, Italian glass tile, wood, building techniques, specific interior features and features of the landscaped grounds as follows:

City Hall

North (Front Facade):
- Irregular, v-shaped rectilinear plan.
- Flat roof and roofline.
- Ramps and stairs approaching the front entrance.
- Glass curtain walls.
- All marble cladding.
- Council Chamber together with twelve marble-clad stilts, glass curtain wall, metal balustrade, geodesic dome skylight and Italian glass mosaic tiles on the underside of the Chamber.
- Spandrels with Italian glass mosaic tiles between the first and second stories.
• Front entrance with glass doors transoms and surrounds, and “IN” and “OUT” inlaid on the terrazzo floor in front of the doors.

West (Side) Elevation
• All marble cladding.
• Windows and metal mullions on the first and second stories.
• Spandrels with Italian glass mosaic tiles between the first and second stories.
• Connection between the main building and the Council Chamber together with glass and metal mullions.
• Clock and lettering spelling “City Hall” located at the upper right corner of the main office tower.

South (Rear) Elevation
• Irregular rectilinear plan.
• Service tower with marble cladding and glass curtain wall.
• Canopy over the rear entrance together with flat roof, three metal roof supports and Italian glass mosaic tile ceiling.
• Italian glass mosaic tiles above the ground floor entrance.
• All marble cladding.
• Glass curtain walls.
• Built-in canopies on the five-storey office tower.
• Elevated driveway and pedestrian bridge connecting Hunter Street and parking lot with the second level rear entrance of the building.
• First and second storey entrances with glass doors, transoms, surrounds and letters spelling “IN” and “OUT” inlaid on the floor in front of the doors.

East (Side) Elevation
• All marble cladding.
• Windows and metal mullions on the first and second stories.
• Spandrels with Italian glass mosaic tiles between the first and second stories.
• Clock and lettering spelling “City Hall” located at the upper right corner of the main office tower.
Interior

- Cantilevered staircase connecting the first and second floors together with aluminium treads and open risers, handrail, balustrade and teak wood finish underneath.
- Double-storey mezzanine with clerestory.
- Double-storey glass partitions and doors with hardware.
- Exposed stilts supporting the upper six stories.
- Domed skylight in the Council Chamber.
- Original continuous ceiling lighting on the second floor.
- Original metal lettering and clocks throughout the first and second floors.
- Italian glass mosaic tile walls throughout all eight floors of the building.
- Four murals in various locations throughout the second floor.
- Walnut and/or teak wood panelling and doors with hardware in various locations throughout the first and second floors.
- All Italian glass mosaic tile walls in the elevator area on all floors between the ground and eighth stories.
- Enclosed fire stairs with aluminium treads, risers and handrails.
- Continuous vertical balustrading from the ground floor to the eighth floor as well as each floor indicated with aluminium lettering.
- Terrazzo floors on the first and second stories and “IN” and “OUT” inlaid on the floor at each entrance.
- All metal lettering on washroom and janitor room doors on all floors between the ground and eighth floors.

Landscaped Grounds

Front (North)

- Forecourt together with former reflecting pool, walkways, existing multiple levels and topography, retaining walls, coniferous and deciduous trees.
- Grassed lawn and sycamore trees at the northwest corner of the property
- Public art installation at the northwest corner of the property.
Side (West)

- Existing multiple levels and topography together with all retaining walls, walkways, paved open spaces, grassed lawns, sycamore, willow and coniferous trees.
- All public art installations in situ.

Rear (South)

- Elevated vehicular and pedestrian bridge with metal railings supported by concrete piers, connecting Hunter Street and parking lot with the rear second level entrance of the city hall building.
- Staircases connecting the ground floor with the driveway and pedestrian bridge.
- Garage structure together with overhang, rubble granite and glazed yellow brick walls.
- Existing multiple levels and topography together with retaining walls of rubble granite.
- Grassed lawn with willow and coniferous trees at the southwest corner of the property.
- Landscaped area on the east side together with all walkways, paved and grassy open spaces, terraces and deciduous trees.
- Metal railings surrounding the second-level parking lot and from the parking lot down the hill to MacNab Street.

Side (East)

- Existing multiple levels and topography together with retaining walls and stairs.
- Paved open spaces together with walkways.
- Grassed lawns.
- All deciduous trees.