



Corporate Report

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PDC NOV 14 2011

DATE: October 25, 2011

TO: Chair and Members of Planning and Development Committee
Meeting Date: November 14, 2011

FROM: Edward R. Sajecki
Commissioner of Planning and Building Department

SUBJECT: **International Design Competitions**

- RECOMMENDATION:**
1. That the Report dated October 25, 2011, from the Commissioner of Planning and Building titled "International Design Competitions" be received for information.
 2. That Planning and Development Committee appoint two (2) members of Council to participate in the International Design Competition Committee and they, with Planning and Building Department staff, select representatives from the building industry to participate in the Committee.
 3. That the Commissioner of Planning and Building report back to the Planning and Development Committee on the recommendations of the International Design Competition Committee for:
 - (a) the sites to be considered for international design competitions;
 - (b) the criteria used to determine the selection of the sites;
 - (c) and the processes to be followed by landowners for engaging in an international design competition.

BACKGROUND: Resolution 0049-2011 adopted by Council on February 23, 2011 (see Appendix 1) resolved that the International Design Competition Committee of Council be formed to identify key sites

in the City that are appropriate locations for iconic buildings, and that those sites be "designated for architectural excellence by means of international design competitions". Further Planning staff were directed to report back to Planning and Development Committee on the parameters of the *Planning Act*, the Downtown 21 team (see Appendix 1) and to include landowners in the process.

COMMENTS:**Parameters of the Planning Act**

Although the *Planning Act* ("Act") has undergone amendments to give a municipality additional power with respect to matters concerning the design of buildings, it neither gives a municipality authority to designate sites for iconic buildings nor authority to mandate that private landowners undertake a design competition.

Authority is given to City Council under Section 41 of the Act to designate areas under Site Plan Control. The Act specifies what information can be requested, such as the site and building attributes, and the conditions for site plan approval. The Site Plan Control By-law may be an appropriate mechanism to identify properties for urban design competitions. Without the authority of the *Planning Act* to require urban design competitions, a collaborative approach is recommended including engaging representatives from the building industry and landowners whose properties are being considered in a discussion about the City's objectives for iconic buildings.

New Mississauga Official Plan Policies

There are no specific policies in the current Official Plan which relate to design competitions. However, the new Mississauga Official Plan adopted by City Council on September 29, 2010 and granted partial approval by the Peel Regional Council on September 22, 2011, contains provisions in the Implementation section under Design Excellence, 19.16.1 b) "encouraging design competitions for sustainable practices; architecture; landscape and urban design". In addition, under the Site Plan section, 19.13.4

new provisions give the City authority to influence the exterior design of a building.

Downtown21 Master Plan

The Downtown21 Master Plan is intended to promote the continued evolution of a livable, compact, accessible, sustainable downtown centre. The goal is to create a new comprehensive plan and strategy for Mississauga's Downtown involving landowners, the development community and the public. The Master Plan takes the form of a long-term plan of action designed to achieve a particular set of place-making goals and urban objectives for Downtown Mississauga.

Although the Downtown21 Master Plan does not specifically identify sites for architectural competitions, it does indicate locations for Signature Architectural Features, in both civic-institutional and private built form.

In Section 6: Urban Design Guidelines, the document contains an illustration, "View Sheds and Key Sites" which identifies a number of sites designated for "Signature Architectural Features and Landmarks". The Master Plan defines the above as follows, "The envisioned urban form of streets and blocks is intentionally setup to frame special corners and terminating views to the future development sites. The architectural expression at these locations should consider articulation of built form that visually establishes these sites through towers, gateways, and special massing." This illustration identifies a number of potential sites throughout the City Centre for signature architectural features and landmarks (see Appendix 3).

The International Design Competition Committee should consult with the Downtown21 Landowners Group in the selection of potential sites for international design competitions.

A Developers Perspective

Given the recent success of the international design competition of the Cityzen Development Group and Fernbrook Homes - Absolute World No. 4 development, commonly known as the "Marilyn" building, the developer was consulted to gain their perspective. Cityzen Development Group indicated that there were a few important factors that led them to undertake the international design competition for the "Marilyn" building. One important reason given was the strong support and encouragement they received from the Mayor and the Commissioner of Planning and Building to undertake such an endeavor. To administer such a large international competition, it is vital to have the backing of Council and City staff.

Another important factor for the developer was the City Centre's zoning (i.e. unlimited height and density). Therefore, the building design would not be limited by regulatory restrictions. To undertake a competition, a developer must be committed to excellence in design. Cityzen and Fernbrook acknowledged that the site was at a prominent location in the City and that warranted an iconic building. They believed that the extra cost of undertaking the international competition and the higher construction cost would be absorbed/offset by the purchasers willing to live in an iconic building. The developers also believed that there is a segment of the residential market that would pay more to live in an iconic building.

Notwithstanding the benefits, there are risks associated with undertaking a design competition. Will the submissions be imaginative and meet technical and budgetary constraints? Can the building be constructed in an economical manner? Will the winning scheme be appreciated by the public and will individuals be interested in purchasing units in the building?

Appendix 2, Background Information includes important aspects to consider prior to undertaking a design competition. In the end, the competition was very successful as both Absolute World buildings

the "Marilyn" and "Absolute No. 5" were sold out very quickly and received international acclaim and recognition for the City.

Competition Types and Processes

There are basically two (2) types of competitions - idea competitions and project competitions. The type of a competition is often determined by the final product or objective. Idea competitions are developed to elicit visionary and conceptual initiatives which may or may not be built. Project competitions are typically used to construct a building, park, structure or art installation. There are also competitions that are hybrid in nature; that is, they combine the two basic types.

Within the two (2) basic competitions types, competitions can be formatted to be open or invited:

- an open competition refers to an open call for all individuals within a discipline (i.e. all architects) to submit for the competition;
- an invited competition refers to the selection of a few within a discipline (i.e. the selection of five (5) renown landscape architects) to submit.

The Mississauga Civic Centre, the Living Arts Centre Park and the "Marilyn" building competitions utilized the project type competition process and used an open-call format to construct the respective building and park. The Civic Centre competition was a one-stage process with the winner selected to construct the building and square. As this was a national competition, all entrants were required to be Canadian architects. The Living Arts Centre Park competition was a one-stage competition and used an open-call to all landscape architects in Canada.

The "Marilyn" building competition was international in scope and had a two-stage process. Stage One was to establish a short list of finalists from all the valid entrants. Stage Two was to select a winner from the short list. The winner of the "Marilyn" building competition was Yansong Ma, an architect from Beijing. The

international firm is then required to work in partnership with a local architectural firm to prepare construction drawings and to oversee construction of the building.

Development Issues

Prior to undertaking a design competition it is important to inform the community of the objectives and goals of the competition. Gathering background information will assist the competition entrants in understanding community and City-wide aspirations. The location of iconic buildings should be carefully considered and must have regard for many factors. Factors to consider could include:

- what is envisioned for the area or specific location;
- will the project conform to the official plan, zoning and design guidelines;
- identification of specific needs or desires from the community;
- heritage and/or environmental concerns;
- sustainable green technology, accessibility or crime prevention issues;
- studies, report and analysis by other City departments, agencies and other authorities for the development of the site.

These development objectives and parameters should be considered for the Competition's Brief or Terms of Reference.

Successful Competitions

For a successful competition, it is critical to ensure there is a clear mandate, a thorough and comprehensive Competition Brief (Terms of Reference) and to consider all aspects of the project. The important task of producing a Competition Brief can either be prepared by a consultant team hired by the developer or by having a dedicated team within the organization that has expertise in running competitions. The consultant or dedicated team would typically be required to undertake the following work:

- establish clear and concise objectives for the competition;

- prepare a Competition Brief (Terms of Reference);
- produce background information;
- establish the competition and project budget;
- hire a technical review and a cost consultant;
- employ a jury chair and several jury members;
- establish media releases and create a web portal to gather questions and disseminate information; issue addendums as necessary;
- establish timelines and dates for submissions and reviews;
- organize public exhibits of finalists and winning submission;
- run the logistics of the competition through the various stages;
- establish prizes for the finalists and for the competition winner;
- negotiate the final terms of the winning team; and
- ensure that the project can be constructed as envisioned.

The above noted tasks, including other possible tasks, should be considered for a successful competition.

Benchmarking with other Cities

North American cities such as, Toronto, Vancouver, Hamilton, Montreal, San Francisco, Boston, etc. were benchmarked to determine what their policies were on undertaking design competitions. Many of the North American cities have policies or have initiatives in place that require selected projects to undertake design competition for public facilities. The City of Montreal requires all significant public institutions to undertake design competitions (see Appendix 3). However, no cities were found to require private landowners to undertake a design competition.

Other international cities were benchmarked. Cities in the European nations have a European Union regulation that requires major public institutions under a procurement process to undertake design competitions. This process has been understood and accepted. The results are attractive and superior buildings. However, similar to North American cities, European cities generally, do not mandate design competitions on private lands.

FINANCIAL IMPACT: The formation of the International Design Competition Committee and the support needed from Planning and Building staff to address International Design Competitions will be handled through the 2012 operating budget. There will be no further financial impact to the City.

CONCLUSION: Design competitions can be a method to promote excellence in design; local and national interest; and social and economic stimulus through the creation of iconic buildings. Rather than mandate international design competitions, a collaborative approach is being recommended by Planning and Building Department. Engaging representatives from the building industry in a discussion about the City's objectives for iconic buildings is the preferred approach that should be taken.

The next steps in the process is to appoint the members of the International Design Competition Committee, establish a criteria for designating sites for international design competitions, consultation with selected groups or individuals, identify the sites, the recommended processes and then report back to the Planning and Development Committee.

ATTACHMENTS:

- Appendix 1: Resolution 0049-2011
- Appendix 2: Background Information
- Appendix 3: Downtown21 Master Plan, View Sheds and Key Sites

Edward R. Sajecki
Commissioner of Planning and Building

Prepared By: Edward Nicolucci, Urban Designer

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Resolution 0049-2011

Councillor Dale spoke to Resolution 0049-2011 and requested that the location be changed to throughout the City instead of just the City Centre. He also requested that the matter be referred to Planning and Development staff to report back on the parameters of the Planning Act, the Downtown 21 team, and include land owners in the process. Councillor Tovey agreed with the revision and spoke to the matter. Mayor McCallion and Councillor Mullin spoke to the matter.

0049-2011 Moved by: Jim Tovey

Seconded by: Chris Fonseca

WHEREAS Mississauga city centre has three internationally recognized, iconic buildings designed through international architecture competitions and the City of Mississauga is maturing from a suburban city to an exciting urban city of the future; and

AND WHEREAS every great city in the world has a cluster of unique architecture that defines and celebrates the culture and society of the citizens that reside within its boundaries; and

AND WHEREAS Mississauga will soon complete another iconic landmark, our magnificent city square; where citizens may gather and view the surrounding skyline; and

AND WHEREAS the City of Mississauga now has a narrow window of opportunity in the city centre to create a renaissance in built form by encouraging architectural excellence that earns the sky;

AND WHEREAS the Council of the City of Mississauga is committed to creating a world renowned city centre for the benefit and prosperity of future generations.

THEREFORE BE IT RESOLVED THAT the city of Mississauga form an ad hoc committee of Council to identify additional key sites within the city that are in the appropriate location for the placement of iconic buildings and further be it resolved, that the identified sites be designated for architectural excellence by means of international design competitions.

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Background Information

The following background information provides important information on Mississauga's successful design competitions, including Mississauga City Hall and Civic Square, the Living Arts Centre Park and the "Marilyn" building. A review of other cities in Canada indicates that no jurisdiction mandates design competitions on privately owned lands. The City of Montreal is a leader in design as a cultural and economic driver, and in this regard forms various partnerships to encourage excellence in design. Mississauga also encourages design excellence in urban design through the Mississauga Design Awards program and through the establishment of the Mississauga Urban Design Panel.

Mississauga's Design Competitions

The City of Mississauga has had three design competitions. National design competitions were held for the City Hall and Civic Square and the Living Arts Centre Park and an international competition was held for the Absolute Development Tower No. 4 (also known as the Marilyn building).

Mississauga City Hall and Civic Square

In April 1982, the City of Mississauga sponsored a national one-stage architectural competition to select a scheme and architect to design the new City Hall building and Civic Square. The competition resulted in 627 registrants with 246 entrants from various regions of the country. The process included a competition brief, urban design criteria, a building program, construction budget, selection of a professional advisor and jury chair and a 5 member jury, a technical review committee and a well attended public exhibition. The jury concluded that given the number and quality of the entries, and the unanimous decision on the winning submission, the competition was a success. It is important to note that the Mississauga City Hall and the Civic Square competition comes from a tradition of city hall competitions including Toronto City Hall (1958), Edmonton City Hall (1980) and Kitchener City Hall (1989).

Living Arts Centre (LAC) Park

In 1994, the City of Mississauga sponsored a national one-stage competition for the Living Arts Centre Park design. The competition had 26 entrants and was administered by City staff.

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Landscape architects in Canada were invited to give their ideas for the lands surrounding the LAC building. The competition concluded with the selection of 3 finalists. Prizes for the finalists were \$10,000 for third, \$15,000 for second and \$25,000 prize for the winner. Due to complications with the winning bid, the entrant for the second place finalist was used for the final park design.

The Absolute "Marilyn" Building

In December 2004, Cityzen Development Group and Fernbrook Homes sponsored an international two-phase ideas competition for a building to be located at the corner of Hurontario Street and Burnhamthorpe Road East. The sponsor of the competition retained the services of a consultant to manage the competition process. The process included a competition brief; terms of reference; consultation and involvement of City staff; selection of the jury members; extensive media releases and public exhibitions. Phase 1, Design Idea Competition was to attract international talent, and focus on new and innovative ideas. This phase concluded with a shortlist of 5 participants, a \$15,000 honorarium for each finalist to refine their designs and to compete in Phase 2. Phase 2, a Limited Architectural Design Competition included a well attended public exhibit of the 5 finalists in the Great Hall of the Civic Centre and the Atrium on Bay in Toronto. Phase 2 was a more rigorous process with the submission requirements asking the architects and design teams for more detailed information. The winner was announced at a celebration in the CN Tower and the winning designer received \$125,000 and an opportunity to design a landmark building.

The City of Montreal: UNESCO City of Design

Of the cities benchmarked, no city has requirements for design competitions on private lands. Many cities have policies or have initiatives in place that require selected projects to undertake a design competition on their own city facilities. The City of Montreal has the most advanced program to promote design competitions.

On May 12, 2006, the City of Montreal was appointed a UNESCO (United Nations Education, Science and Cultural Organization) City of Design. The City of Montreal believes that design is not simply for show, but important for the city's well-being. Design can be a powerful tool in promoting the inclusion and plurality of values. The city also involves its citizens, businesses, local, national and international design community to play a critical role in promoting design to inspire innovative thinking that enhances the quality of life. Through support and involvement from the general public, private and government sectors, the city displays economic and social

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development potential through the promotion of design. The office that administers city design competitions has five full-time staff. The office prepares the background information, the terms of reference, all media releases and other administrative duties to run a number of successful competitions. The City also partners with private industry, the design community and cultural and educational institutions in design competitions to foster excellence in design.

Mississauga Promoting Excellence in Urban Design

The Planning and Building Department established the Mississauga Urban Design Program 30 years ago. The very successful program aims to promote and acknowledge excellence in urban design. The program has encouraged the building industry and the design community to design attractive buildings and livable spaces that contribute to and enhance the quality of city life.

The Mississauga Urban Design Panel was established in 2007. The role of the Urban Design Panel is to provide professional and objective advice on matters of design that affect the public realm, architecture, context sensitivity and sustainability. The Panel is comprised of international recognized architects, planners, landscape architects and other design professionals who provide an independent peer review of prominent projects. In just a few years, the Panel has provided comments on key projects in City Centre and prominent locations.

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Downtown21 Master Plan, Illustration: View Sheds and Key Sites

