

The following is a copy of **Clause G1, Administrative Report No. 21-2009** which was **ADOPTED** by City Council at its meeting held on **November 30, 2009**:

**Section G – CITY MANAGER**

**G1) River Landing Destination Centre**  
**(File No. CK. 4129-15 and CC 4130-2)**

- RECOMMENDATION:**
- 1) that this report be forwarded to the Budget Committee of City Council for information as part of its deliberations on the 2010 Capital Budget;
  - 2) that City Council approve, in principle, the development of the Destination Centre with an expanded art gallery (Saskatoon Art Gallery and Conservatory Corporation) as the anchor attraction that will include:
    - a) The Art Gallery of Saskatchewan as the anchor attraction that integrates people, art, and creativity. Complementary to the Gallery's core function, additional program capacity will be provided as follows:
      - An adaptable community studio, lecture theatre, and dressing rooms.
      - An atrium that serves as a winter haven and gathering place for River Landing visitors and audiences and includes a gift shop, restaurant, accessible washrooms, elevators, reception and information kiosk, and a River Landing administration office.
    - b) Proposed expansion of Persephone Theatre's black box theatre, and enlargement of their office and carpentry shop (pending space availability) and subject to funding by Persephone Theatre and final approval by Persephone Theatre Board of Directors.
    - c) The construction of an underground parking garage to be funded from a reallocation of available funds from federal and provincial government grants.
  - 3) that City Council, subject to the approval of the 2010 Capital Budget Project 1788 River Landing Destination Centre, authorize Administration to expend up to \$150,000 to hire Lundholm Associates Architects to prepare a functional program plan for the Destination Centre;

- 4) that the Administration report back to City Council on the estimated cost and related financing for the Destination Centre at the completion of the functional program; and
- 5) that the City Solicitor be requested to prepare the consulting service contract with Lundholm Associates Architects, and that His Worship the Mayor and the City Clerk be authorized to execute the contract document under the Corporate Seal.

### **BACKGROUND**

The South Downtown Concept Plan (2004) identified the Destination Centre as a key development at River Landing that will be a unique blend of mixed-uses on one site that may involve multiple owners or leases. The potential uses identified in the South Downtown Concept Plan included: a live performance theatre (Persephone Theatre completed in 2007); retail shops; a public atrium designed to be a warm haven in the winter with public washrooms; a destination attraction; café; a visitor center; a landmark that is publicly accessible; and, underground parking. The Destination Centre is to be located adjacent to Persephone Theatre at River Landing (Attachment 1) facing south toward the South Saskatchewan River.

At its meeting of January 14, 2008, City Council approved a consultation process to facilitate the development of a potential preferred concept for the Destination Centre. A volunteer Steering Committee (Attachment 2) was appointed to oversee a four-stage process and recommend to City Council a preferred concept for the Destination Centre. Friggstad Downing Henry Architects provided advice to the Steering Committee on the building footprint and site layout as it related to the program space and to KDL Consulting on capital costs.

During its meeting of April 11, 2008, the Steering Committee developed a "creativity" theme to provide a vision to drive the Destination Centre. The Destination Centre will be the wellspring of creativity, demonstrate innovation, and celebrate imagination, discovery, and the sharing of knowledge. It will acknowledge the "creative spark" that delights, illuminates, and opens new doors.

The Steering Committee, during its first round of consideration, asked if there was interest from the Mendel Art Gallery and the Meewasin Valley Authority (MVA) in locating to the proposed Destination Centre. Both organizations indicated that they had no interest in relocating to the Destination Centre, but instead suggested that they preferred to renovate their existing spaces. However, the Art Gallery has reconsidered their earlier decision and approached the City in early 2009 regarding pursuit of construction of a new gallery at River Landing. The Mendel Art Gallery subsequently submitted a proposal to the Steering Committee for consideration.

The Steering Committee received several preliminary proposals from a variety of groups including: the Saskatchewan First Nations Keeping House; the Saskatoon Centre for Creativity; the Children's Discovery Museum; and, the Sky Tower. A letter was received from the University of Saskatchewan to work collaboratively with the Saskatoon Centre for Creativity and the Children's Discovery Museum in the development of display and exhibit space and multi-use classroom/laboratory space to provide community-based programming and provide retail space for University of Saskatchewan gifts and merchandise. In addition, a letter was received from the Saskatoon Sports Hall of Fame to develop a historical sport museum for memorabilia and artifacts including a hall of fame. Also, Persephone Theatre submitted a request, due to demand, to extend the backstage area to increase its black box theatre seating to 120 seats, including support space. The Committee also considered a 165-seat IMAX theatre; however, there was no proponent associated with the concept.

The Steering Committee, after review of the above proposals did not support inclusion of the Sky Tower, Sports Hall of Fame, IMAX, the University of Saskatchewan Gift Shop, the Saskatchewan First Nation Keeping House, Tourism Saskatoon Visitor Centre, Children's Discovery Museum, and the Music Hall of Fame for the Destination Centre.

The Meewasin Valley Authority (MVA) CEO confirmed that the MVA is interested in exploring, with the City, the opportunity to relocate the Meewasin Centre program to the Mendel Art Gallery location, should the space become available. The Administration, in a separate report, will identify for City Council resolution, the future use of the Mendel Art Gallery building and grounds.

## **REPORT**

The Steering Committee supports the development of the Destination Centre as a showcase to profile creativity in the arts. The Destination Centre provides an excellent opportunity to position Saskatoon as one of Canada's most Creative Cities, while meeting the arts and cultural aspirations of people who live, work, and play in Saskatoon's downtown core.

The Destination Centre will provide a creative synergy that connects performing art (Persephone Theatre) and visual art (Art Gallery of Saskatchewan). It is proposed that the Destination Centre will include:

- The Art Gallery of Saskatchewan as the anchor attraction that integrates people, art, and creativity. The functional program will include:
  - a) a permanent collection;
  - b) touring exhibition galleries;
  - c) collections and preparation space;
  - d) education and public programs space; and,
  - e) administration and operational space.

The Art Gallery of Saskatchewan will expand its physical capacities to nurture creativity through support for studio-based classes and programs. To provide our community of emerging visual, new media, performing and other artists, with a generative, creative studio space in which to develop, perform, record, and present new work, the addition of an adaptable community studio is envisioned. Additional program capacity will be provided through a lecture theatre and dressing rooms which will be located in the Gallery and accessible through the atrium. These program areas will support outdoor activities at the River Landing amphitheatre as well as performing arts programs, receptions, and other activities in the atrium.

The atrium will function primarily as the entrance to the Art Gallery of Saskatchewan. However, the atrium will also serve as a winter haven activity area and gathering place for River Landing visitors. The atrium will also provide visitor services that include a gift shop, restaurant, accessible washrooms, elevators, reception, information kiosk, and River Landing administration and office (pending space).

- Proposed expansion to Persephone Theatre's existing black box theatre (current configuration is up to 100 seats with expansion to 140 seats), enlargement of office and carpentry shop (property lines, and space availability to be determined as part of a collaborative design process with the gallery). The proposed expansion is approximately 2000 square feet and subject to funding by Persephone Theatre and final approval by Persephone Theatre Board of Directors.

With the addition of the Art Gallery of Saskatchewan, adjacent to Persephone Theatre and the River Landing outdoor stage, Saskatoon's south downtown will be transformed into a creative hub. This multi-disciplinary arts and culture destination may potentially draw upon a wide cross-section of the population seeking life-long learning opportunities associated with the creative arts. This inclusive and synergistic approach to the enhancement of arts and culture amenities in Saskatoon will elevate the city's quality of life, as well as contribute to making the city more attractive and competitive to businesses and individuals.

In order to proceed in an expeditious manner, your Administration has developed a timeline for the design and construction approval process for the Destination Centre (Attachment 4). The first step in the process is the development of a functional program plan for the destination centre gallery, parking structure, and visitor service area. The functional program plan identifies the conceptual plan/guidelines including: spatial, technical, and functional relationships and requirements; size of space; traffic flow and work flow of separate, but integrated components of the public space; the art gallery; Persephone Theatre; and, the underground parking garage. The functional program plan is developed through a shared and participatory process involving staff, users, visitors, and stakeholders. The functional program plan is essential as it provides a clear, well defined description of the design requirements and controls the project content throughout the duration of the project.

The Administration is recommending Lundholm Associates Architecture (LAA) be hired, as sole source contract, to prepare the functional program plan and provide professional advice to the owner team throughout the design and construction process. Mr. Lundholm is a recognized, professional architect in Canada that has a specialization in functional programming for public buildings such as: galleries; museums; and, archives. He services in a dual professional advisory capacity providing additional efficiencies that controls the project content through duration of the project. LAA was hired by the Saskatoon Art Gallery and Conservatory Corporation, through public tender, to complete the functional program for the Mendel Art Gallery renovation and expansion project. LAA brings knowledge of the Mendel Art Gallery collection and is familiar with the operational and program requirements of the Mendel Art Gallery. The approval of a sole source contract with LAA is economically cost and time effective allowing the functional program planning process to begin immediately (Attachment 4 Terms of Reference). Should a Request for Proposal be required, this could delay the project start by up to three months.

Your Administration has contacted other projects that LAA has been involved with including: the Morris and Helen Belkin Art Gallery in Vancouver, British Columbia; Peterborough Museum & Archives in Peterborough, Ontario; the Canadian War Museum Ottawa, Ontario; Kitchener-Waterloo Art Gallery Kitchener, Ontario; and, Sharon Temple Museum Society in Sharon, Ontario. The response was unanimous that LAA has strength and depth of experience in functional program planning. The common feedback was LAA has specialized expertise in functional program planning, listens and understands the needs of the client; is responsive to budget scope; available and responsive to the client; and, flexible in developing a collaborative process involving stakeholders, users, visitors and staff.

**FINANCIAL IMPACT**

An estimated cost for the facility, which includes the new art gallery and public space, is estimated at \$51 million. The financial contribution breakdown for the facility is estimated as follows:

<b>DESTINATION CENTRE</b>	
Government of Canada	\$13,020,000
Government of Saskatchewan	\$13,020,000
Saskatchewan Building Communities Program	\$ 4,093,000
City of Saskatoon	\$12,867,000
Fundraising	\$ 8,000,000
<b>Sub-total</b>	<b>\$51,000,000</b>
Parking Garage (Reallocation of Federal and Provincial funds)	\$ 7,000,000
<b>TOTAL</b>	<b>\$58,000,000</b>

Funding for the Destination Centre was helped immensely by the funding commitments made by the Federal and Provincial Governments. On September 23, 2009, the Government of Canada and the Government of Saskatchewan announced that they were providing just over \$13 million each in infrastructure funding for the construction of the Destination Centre. The City's contribution towards this project formed part of the Major Recreational and Cultural Facilities Borrowing Plan using future year's assessment growth revenues to fund the debt payments. Based on the City's contribution of \$12.9 million, an additional \$6 million in borrowing will be required. This can be accommodated within the existing borrowing plan by dedicating an additional year of assessment growth.

The Saskatoon Art Gallery and Conservatory Corporation has invested approximately \$1 million in renovation and expansion at their current site, as envisioned in a 2001 functional program plan. The functional program plan will help develop some aspects of the new art gallery building. The work will also be useful in redeveloping the existing building to a new community use. The architectural and engineering work completed by Kindrachuk Agrey Architecture and their sub-consultants is specific to the Mendel site and cannot be applied to the new project at the new location. There is an estimated \$3 million cost, that is avoided, that results from moving directly into a new gallery building as opposed to moving to a temporary gallery, as was envisioned during the renovation project.

A 250-stall underground parking garage will be built at the Destination Centre location estimated at a cost of \$7 million. The underground parking garage will provide on-site parking to support the Destination Centre, Persephone Theatre, and special events at River Landing. The parking garage will be fully funded by the City of Saskatoon through the reallocation of available funds resulting from senior government grant receipts. The reallocation comes from money received for the Water Reservoir and the Flood Control Programs. These projects have been funded through borrowing and repaid by utility rates.

The estimated cost of hiring LAA to complete the functional program plan is \$150,000, and is included in the 2010 Capital Budget Project 1788 River Landing Destination Centre. The Administration will report back to City Council at the completion of the functional program plan.

### **POLICY IMPLICATIONS**

City Council Policy No. C02-030 (The Purchase of Goods, Services and Work) requires the use of competitive bidding practices. For contracts in excess of \$100,000 the Policy requires public advertising. However, a sole source contract may be used where, in the opinion of the City, it is appropriate.

### **PUBLIC NOTICE**

The City's share of funding for this project will be through borrowing. As such, a Public Notice hearing will be required at the appropriate time.

## ATTACHMENTS

1. Destination Centre Site Location
2. Volunteer Steering Committee Members
3. Design and Construction Approval Process Timeline
4. Terms of Reference Functional Program Plan/Professional Advisor

*Items A7) and A8) of Communications to Council were brought forward:*

**A7) Dr. Art Knight, Chair, Board of Trustees, Mendel Art Gallery, dated November 23**

*Requesting permission to address Council regarding River Landing Destination Centre. (File No. CK. 4129-15)*

**A8) Douglas Richardson, Q.C., Chair of the Board  
Persephone Theatre, dated November 24, 2009**

*Requesting permission to address Council regarding the possible expansion of Persephone Theatre. (File No. CK. 4129-15)"*

*The City Clerk distributed copies of the following letters requesting permission to address Council regarding above matter:*

- *Lenore Swystun, dated November 27, 2009; and*
- *Jack Braidek, dated November 30, 2009.*

*The City Clerk distributed copies of the following letters submitting comments regarding the above matter:*

- *Bev Caldwell, dated November 27, 2009;*
- *Grace Boyle, undated, submitting a petition containing approximately 37 signatures to "keep the Mendel Art Gallery where it is.";*
- *James Loewen, dated November 28, 2009;*
- *Linda Brown, dated November 30, 2009;*
- *Carolyn Forbes, dated November 30, 2009;*
- *Charley Farrero, dated November 28, 2009;*
- *Paul Herrem, dated November 29, 2009;*
- *Ernie Back, dated November 29, 2009;*
- *Jean MacGregor, dated November 29, 2009;*
- *Rich Chapman, dated November 29, 2009;*
- *Terri Cherniack, dated November 29, 2009;*
- *Von Rae Wood, dated November 29, 2009;*

- *Scott Richardson, dated November 29, 2009;*
- *Cameron Melville, November 29, 2009;*
- *Tracey Plant, dated November 29, 2009;*
- *Herman Boerma, dated November 29, 2009;*
- *Cecilia Cote, dated November 27 and 29, 2009;*
- *Charles Mitchell, dated November 27, 2009;*
- *Josephine Frayne, dated November 28, 2009;*
- *Cody Binner, dated November 28, 2009;*
- *Doug Boomhower, dated November 28, 2009;*
- *Denis Attah, dated November 27, 2009;*
- *Rae Mitten, dated November 28, 2009;*
- *Cary Kaufman, dated November 28, 2009;*
- *Margi Corbett, dated November 28, 2009;*
- *Art Hindle, dated November 28, 2009;*
- *Hilda Noton, dated November 28, 2009;*
- *James Garrett, dated November 28, 2009;*
- *Nicola Cavendish, dated November 28, 2009;*
- *Susan Mermet, dated November 28, 2009;*
- *Jordan Kurtz, dated November 28, 2009;*
- *Michael Varady, dated November 28, 2009;*
- *Hazel Ostrander, dated November 27, 2009;*
- *Patricia Mayer, dated November 27, 2009;*
- *Irene Knott, dated November 27, 2009;*
- *Gordon Wensley, dated November 27, 2009;*
- *Gary Lund, dated November 27, 2009;*
- *Ann Harding, dated November 27, 2009;*
- *James O'Brien, dated November 27, 2009;*
- *Phillip Clarkson, dated November 27, 2009;*
- *Edward Goldman, dated November 27, 2009;*
- *Sarah Lono, dated November 27, 2009;*
- *Pamela O'Hagan, dated November 27, 2009;*
- *Melissa Kite, dated November 27, 2009;*
- *Valerie Belt, dated November 27, 2009;*
- *Susan Lewis, dated November 27, 2009;*
- *Ruth Nichol, dated November 27, 2009;*
- *Joanne Fife, dated November 27, 2009;*
- *Allan Gray, dated November 27, 2009;*
- *Bessie Weir, dated November 27, 2009;*
- *Camille Mitchell, dated November 27, 2009;*
- *Seamus Dever, dated November 27, 2009;*
- *Linda Wade, dated November 27, 2009;*



- *William Florian, dated November 27, 2009;*
- *Margot Rayburn, dated November 27, 2009;*
- *Anna Bekolay, dated November 30, 2009;*
- *Audrey Moore, dated November 27, 2009;*
- *David Jones, dated November 27, 2009;*
- *Gene Sm, dated November 27, 2009;*
- *Arthur Child, dated November 27, 2009;*
- *John Jones, dated November 27, 2009; and*
- *Erin Humphrey, dated November 27, 2009.*

*Moved by Councillor Hill, Seconded by Councillor Wyant,*

*THAT Dr. Art Knight, Douglas Richardson, Lenore Swystun and Jack Braidek be heard.*

*CARRIED.*

*Dr. Art Knight, Chair, Board of Trustees, Mendel Art Gallery, introduced Mr. Doug Hodson who provided information regarding funding for the Art Gallery of Saskatchewan. Dr. Knight reviewed the proposed project including funding sources and the vision of the gallery.*

*Mr. Doug Richardson, Chairman of the Persephone Theatre Board, spoke regarding the Persephone's business plan and a potential expansion of the black box theatre at the Persephone. He provided Council with a brochure containing frequently asked questions regarding the Persephone's project.*

*Ms. Lenore Swystun spoke regarding process of best practices in cultural planning and asked for more public engagement and transparency.*

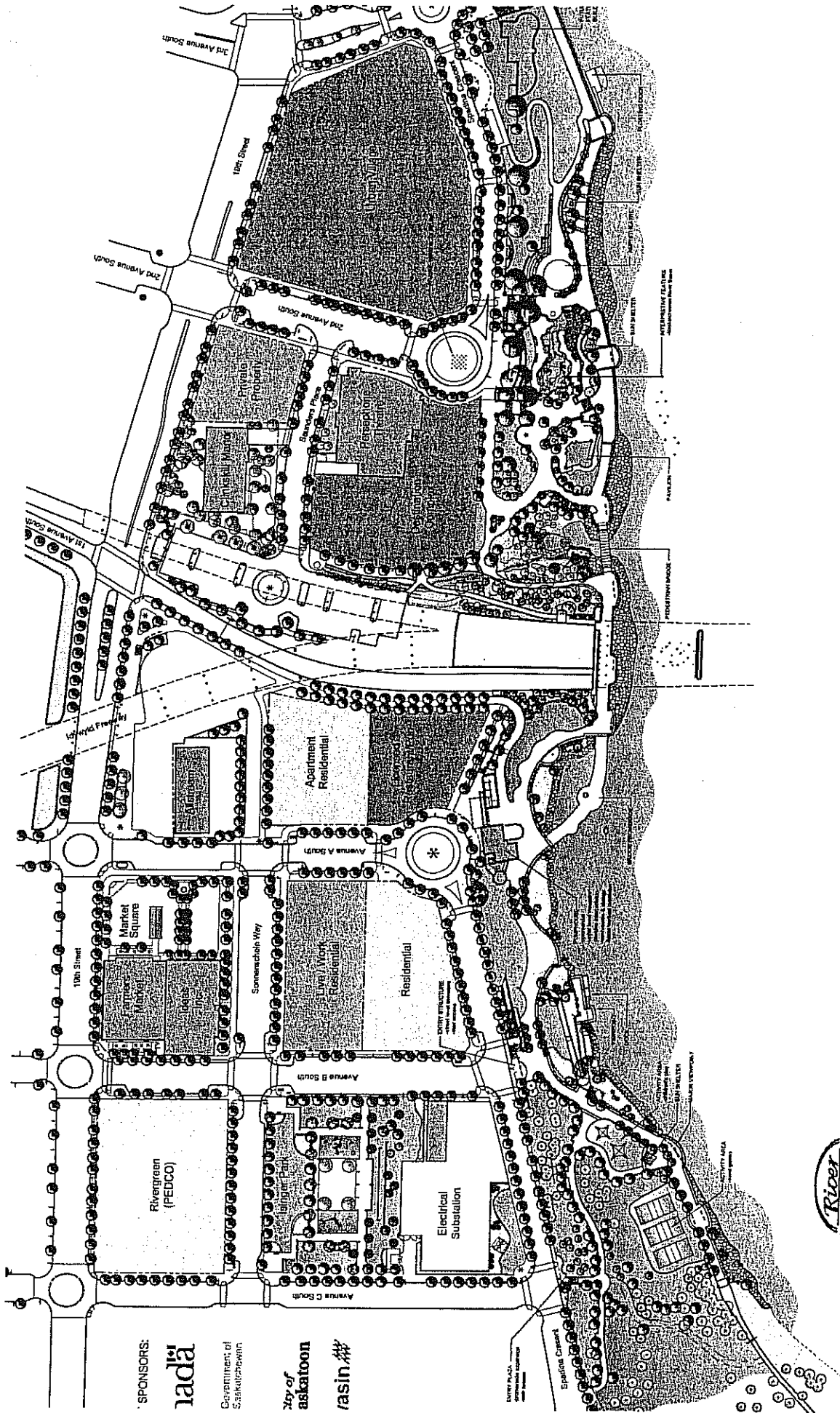
*Mr. Jack Braidek spoke in support of the Mendel Art Gallery expanding and remaining at its current location.*

*Moved by Councillor Heidt, Seconded by Councillor Penner,*

*THAT the recommendation of the Administration be adopted.*

*CARRIED.*

61



SPONSORS:

**ada**

Government of Saskatchewan

City of Saskatoon

rasin



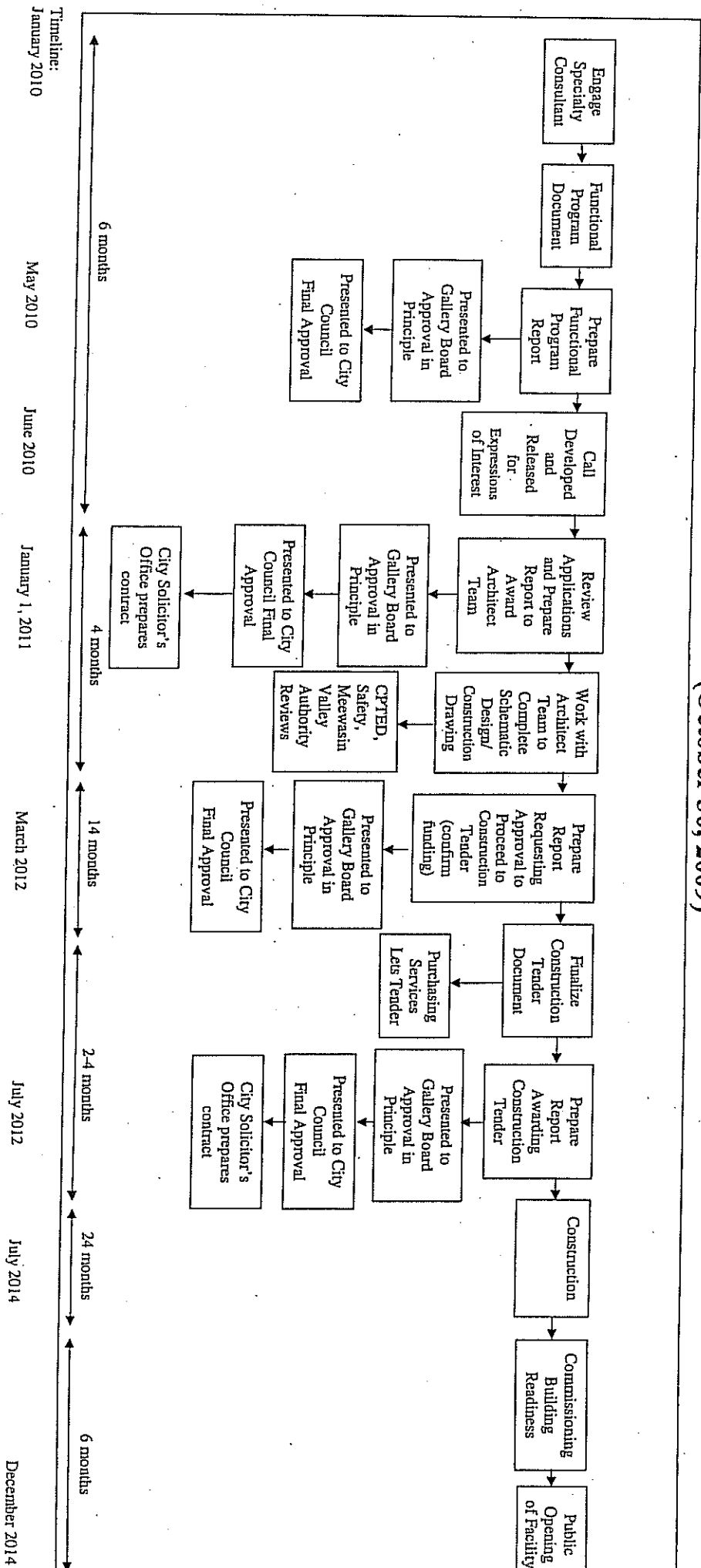
**Destination Centre Steering Committee Members**

Christopher Doll, Senior Manager, Myers Norris Penny  
Carol Skelton, Former M.P., Saskatoon-Rosetown-Biggan  
Art Knight, Chair, Mendel Art Gallery and Civic Conservatory  
Nicki Kiteley, President, Persephone Theatre  
Rita Mirwald, Vice-President, Cameco Corporation  
Vera Pezer, Chancellor, University of Saskatchewan  
Terry Scaddan, Executive Director, The Partnership  
Randy Pshebylo, Executive Director, Riversdale Business Improvement District  
Susan Lamb, Executive Director, Meewasin Valley Authority  
Darcy Bear, Chief, Dakota/Whitecap First Nation, Saskatoon Tribal Council  
Zach Jeffries, Member at Large  
Dr. Bill Brooks, Member at Large

Project Staff

Sandi Schultz, Special Projects Manager, City of Saskatoon  
Obert Friggstad, Friggstad Downing Henry Architects  
Ken Leier, KDL Consulting Ltd.

## RIVER LANDING DESTINATION CENTRE DESIGN AND CONSTRUCTION APPROVAL PROCESS (October 30, 2009)



**Destination Centre/Art Gallery**  
**Terms of Reference**  
**Functional Program Plan & Professional Advisor**  
 November 23, 2009

**Project Overview**

The City of Saskatoon is developing a destination centre that will include:

- A) The Art Gallery of Saskatchewan as the anchor attraction that integrates people, art, and creativity. The functional program will include a permanent collection, touring exhibition galleries, collections and preparation space, education and public programs space, and administration and operational space.
- B) Complementary to the Gallery's core function additional program capacity will be provided as follows:
- An adaptable community studio, lecture theatre and dressing rooms.
  - An atrium that serves as a gathering place and winter haven for River Landing visitors and audiences and includes a gift shop, restaurant, accessible washrooms, elevators, reception and information kiosk, and a River Landing administration office.
  - Potential expansion to Persephone Theatre's black box theatre, and enlargement of their office and carpentry shop (up to 2,000 square feet).
  - The construction of an underground parking garage.

**Terms of Reference: Functional Program Plan & Professional Advisor**

**1) Development of Architectural Functional Plan and Related Technical Requirements**

- Determine functional and technical requirements including, but not limited to:
  - a. Develop conceptual plan/guidelines including spatial, technical and functional relationships/requirements, workflow and traffic flow, etc.
  - b. Site review and define criteria for the conceptual plan and functional relationship for the parkade to ensure the Art Gallery, Persephone Theatre, and River Landing needs will be met.
  - c. To ensure compatibility of proposed complementary uses with the core art gallery/museum function of the facility; including an adaptable community studio, lecture theatre, dressing rooms, access and egress from Persephone Theatre to the atrium, gift shop, restaurant, washrooms, elevators, reception and information kiosk and River Landing administration office.
  - d. Potential expansion of Persephone Theatre black box theatre, and enlargement of office and carpentry shop.
  - e. Identification of specialist consultants to support planning and design (i.e. parkade, theatre (audio/projection/seating), gallery lighting, restaurant/event management/catering, and retail).

- f. Review of functional program and schematic design with the Canadian Conservation Institute to assure continued Class A Gallery for the facility - for collecting purposes, participation in Certified Canadian Cultural Property and Insurance Indemnification programs.
- g. Gallery/collections related equipment review and recommendations;
- h. Systems and technology recommendations.
- i. Engage a professional cost consultant to prepare an estimate /verify that the project as defined can be achieved within the capital budget and timeline for project. (If the City engages cost consultants directly, Lundholm to provide a briefing to them and to review and comment on their work).
- j. Prepare and present a preliminary LEED certified checklist within the functional program document that includes potential and conflict areas between LEED and requirements of the gallery.
- k. Site review and develop recommendations for interface with zoning and land use plan.
- l. Prepare a timeline to provide the functional program package for review by owner team and presentation.
- m. Advise on design parameter definitions to accommodate significant naming recognition for Mendel name, within the gallery.

**2) Professional Advisor to the Gallery Board of Trustees and to the City Administration**

- Work with owner team to develop Expression of Interest (EOI) terms of reference for the selection of a design team (schematic and working drawings, engineering through to construction management);
- Liaise with the Saskatchewan Association of Architects to ensure that the selection process conforms to applicable regulations and considers the Association's recommended procedures;
- Participate in the design team evaluation as member of the selection committee;
- Provide expert advice to and serve on the owner and Selection Teams;
- Provide professional perspective on design proposals for conformity with project objectives and good museum practice;
- Report to Board of Trustees and make presentations to City Council as required;
- Act as a resource to respondents to EOI and the short-listed applicants;
- Undertake research on museum design issues that emerge as required;
- Work with City Administration to review draft contract with selected Design Team to ensure project objectives are being met; and
- Attend periodic meetings.

- 3) **Resource to Owner Team and Design Team**
  - Work with Project Owner Team to establish schedule for completion of schematic and working drawings;
  - Act as a resource to the Design Team including architects and engineers; and
  - Undertake research on museum design issues that emerge as required.
  
- 4) **Review of Schematic and Working Drawings**
  - Review schematic drawing against the principles of the concept design, project objectives and good museum practice;
  - Conduct formal reviews of the working drawings and specifications at the 33%, 66%, and 99% stages ;
  - Report to the Board and City Administration as required;
  - Make suggestions for improvement as appropriate; and
  - Work with the Owner Team to develop construction tender documents to assure the City's, Gallery's, and Persephone Theatre's needs are being met.
  
- 5) **Ongoing Support to Owner and Project Design Team**
  - Serve as a technical advisor to the Owner Team and City Administration in evaluation of bids and selection of Construction contractor;
  - Ensure that the Gallery's requirements are represented and met at key stages; and
  - Advice on project management and budget related issues.
  - Work with Project Owner Team, design team, and consulting group for periodic reviews and a final commissioning report.
  
- 6) **Deliverables (provide price and/or timeline)**
  - Functional plan (price and timeline)
    - Presentation package
    - Timeline for 75% and 99% stages
  - Advisory to Gallery Board of Trustees and Administration (price)
  - Design package periodic reviews (price)
  - Support to Owner Team and project team (price)
  - Parking garage (price)
  - Persephone Theatre expansion (price)
  - Specialty Consultants (price) parkade, gallery lighting, theatre (audio/projection/seating), restaurant/event management/catering, and retail.
  - Canadian Conservation Institute review (price)