



# NEW CITY HALL

## Project Charter

**MARCH 2014**  
*Revised June 27, 2014*

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# 1. INTRODUCTION

## 1.1 INTRODUCTION

This document defines the scope and establishes the framework and overall approach for the New City Hall project. The Charter includes an overview of project goals, objectives and anticipated project risks, establishes the rationale for the project, and provides an assessment of risk. This document also provides an overview of the implementation strategy and deliverables, describes the project team structure, outlines roles and responsibilities, and defines the project environment.

The contents of this document must be reviewed and signed by the Project Executive Committee, Project Manager and Project Team to ensure all parties have a clear understanding of the goals of the implementation. The Charter allows all project participants to work towards a common goal and clarify expectations while becoming the standard against which changes to project scope and duration are identified and evaluated.

## 1.2 HIGH LEVEL OBJECTIVE

The high level objective of this project is to construct a modern, efficient and functional facility that will accommodate current and future needs of the Corporation to be able to provide the various public services.

## 1.3 HIGH LEVEL SCOPE

This Project Charter has been developed to outline project scope, guiding principles, and an integrated view of project management best practices.

The City Hall Occupancy Program completed by NORR Limited on April 11, 2013 (subsequently updated March 2014) will be used as the planning basis for the space allocation in the New City Hall facility. The Program provides for standardized space allocations using the latest concepts in the industry for efficiency and flexibility for many years to come. The results are summarized below.

### Size Needs:

The base building required to accommodate staff and services currently offered at the 350 building, with other areas deemed to provide operational and customer service efficiencies (currently located in 400 CHS) and including a Council Chambers with a seating capacity for approximately 170 people, is approximately 110,000 square feet.

No swing space has been included however, provisions will be incorporated into the procurement process to obtain a per square foot cost to add additional space should the budget allow for it.

### Minimum Spatial Standards:

The new building will be designed to address such issues as accessibility that are required under Accessibility for Ontarians with Disabilities Act (AODA) and the City of Windsor Facility Accessibility Design Standards (FADS). The fundamental purpose of AODA is

to make Ontario fully accessible for persons with disabilities by 2025. Administration recognizes that this facility is proposed to be constructed within this timeline and as such have included provisions within the proposed spatial allocation to address these requirements.

Minimum Construction Standards

In accordance with the Official Plan (Policy 8.5.2.8 – Energy Conservation) and the Environmental Master Plan, Administration will include provisions for a building certification standard equivalent to BOMA BEST Level 1, LEED Silver or equivalent as a provisional item in the tender.

Building Design and Organization Concept

The intent of the project is to construct an efficient, practical, functional, customer service oriented facility without incurring the cost of an iconic building. The layout of the building will be designed to benefit the public and stakeholders for ease of use and customer service. A main floor single, one stop shopping counter will enhance public service (i.e. most permits, inquiries and licences will be available for application and pickup in this area). This one stop shopping concept will provide various efficiencies between departments.

Appendix A illustrates the key project milestones governed by this Project Charter.

**1.4 BUDGET / FINANCIALS**

<b>Summary</b>	<b>Estimate</b>
Construction	\$ 19,451,250
Design/Permit/Adm	\$ 2,519,750
Furniture & Fit up	\$ 5,345,000
Parking (reinstate public parking)	\$ 420,000
Interim Financing	\$ 714,343
Moving Costs	\$ 157,500
Other Miscellaneous	\$ 550,000
Demolition	\$ 2,649,500
Contingency	\$ 2,942,658
<b>ESTIMATED PROJECT COST</b>	<b>\$ 34,750,000</b>
<b>LESS PROJECT RECOVERIES</b>	
Less: Corporate Recoveries	\$ (272,000)
<b>NET CITY COST</b>	<b>\$ 34,478,000</b>

\*Corporate Recoveries of \$272,000 are estimated costs of building permits of \$147,000 and a \$125,000 reduction in salary costs in other corporate areas.



**A. Construction**

The construction cost is an estimate and will not be confirmed until the successful proponent is identified.

**B. Design/Permit/Administration**

This line item comprises the cost related to internal and external resources including project management, consulting services, advertizing, permits and geotechnical reports. These include cost in developing the RFP, including technical design consultant, cost and compliance consulting services to ensure that the delivered product is consistent with the City's requirements.

**C. Furniture & Fit-up Equipment**

This line item includes City space fit-up (flooring, partitions, HVAC & Electrical, information technology requirements such as cabling, computers, cameras and phone) as well as furniture and equipment for City staff to be located within the facility.

**D. Parking**

This line item is the estimate cost to relocate public parking to be located adjacent to the old 350 building once demolition has occurred.

**E. Interim financing**

This line item is the estimated interim financing costs.

**F. Moving Costs**

This line item is the estimated cost to move the staff into the new facility.

**G. Other Miscellaneous**

This line item includes external legal cost, public art, communications and event costs.

**H. Demolition**

This line item is the estimated cost for the decommissioning and demolition of the existing 350 CHS facility.

**I. Contingency**

This item is the overall contingency of approximately 7% of the estimate for the design, construction and fit-ups required to address any unforeseen expenditures that are likely to arise from a project of this size. Use of these funds will be guided by the procedures within this project charter.

**1.5 RULES FOR SPENDING**

This project has an overall contingency for which the following rules will be strictly adhered to.

- City Council will approve all additional funding requirements with respect to total project budget.
- The Steering Committee can approve changes to budget allocations within the total project budget for values in excess of \$150,000 including the approval of overall contingency funds for items greater than \$150,000 and above the cumulative limit of the Executive Committee.
- The Executive Committee can approve changes to budget allocations up to \$150,000 per budget line including the approval of overall contingency funds over \$150,000 for individual items to a maximum total use of up to 50% of the overall contingency.
- The Project Manager in consultation with the Project Sponsor can approve change orders or instruction to contractors within the overall contingency up to \$150,000 to a maximum total use of up to 50% of the overall contingency and report back to the Executive Committee when timelines dictate that a decision needs to be made on site.

## **2. GOALS/BENEFITS, CRITICAL SUCCESS FACTORS AND RISKS**

### **2.1 GOALS/BENEFITS**

At the completion of this project, the Corporation of the City of Windsor (CCW) will have a new community asset, a new City Hall. The facility will feature:

- Enhanced customer service
- New council chambers to accommodate 170 seating
- Reduced operating costs per square foot of facility
- Improve City Center image
- Improve staff efficiencies

This project will be considered successful by the degree to which the CCW's conditions of success are met. It should be noted and understood that these conditions rely on the assumption that sufficient resources and funding are assigned both corporately and externally.

Once a project has been migrated into production there are always changes needed in an operational environment. These changes unless formally approved in the project through the change of scope process, they are not deliverables of the project but rather support initiatives and changes for the appropriate operational areas to complete.

To ensure the project meets its objectives, below is a chart detailing each objective and measurable criteria, which will be used to determine if the objective has been met by the project. These objectives are to be considered the means by which the project's success will be evaluated, and therefore must be measurable.

	<b>Objective</b>	<b>Measurement</b>
1	Construct the New City Hall adhering to timelines, quality and budget	<ul style="list-style-type: none"> <li>• The design in accordance with the contract documents</li> <li>• Regular monitoring of budget and timeline to completion</li> <li>• Mitigation or funding of budget variances approved</li> </ul>
2	Project communications and public relations	<ul style="list-style-type: none"> <li>• Meetings held at key stages of decision making throughout the project as called by the chair of the Executive Committee</li> <li>• Milestone updates to media as to project progression</li> </ul>
3	Project documentation and accounting	<ul style="list-style-type: none"> <li>• Provide monthly account analysis to Project Sponsor</li> <li>• Variance identified and mitigating actions approved</li> <li>• Meeting the requirements of the Project Management Methodology Policy</li> </ul>

## 2.2 CRITICAL SUCCESS FACTORS

<b>Critical Success Factor</b>	<b>Plan to Achieve</b>
Adherence to project budget	Ongoing monitoring of budget to actual amounts spent reported to the Executive and Steering Committees. Action taken when needed if forecasted amounts indicate problems. Resources available and the ability to draw on interdepartmental resources as needed.
Adherence to project timeline	Regular project health checks to evaluate work completed to date. Notification of any possible delays to Executive and Steering Committees on a timely basis.
Timely resolution of issues	Procedure for issue resolution and scope change defined in the Charter.
Project support from community and stakeholders	Issue regular media updates as project progresses and evaluate feedback received. Ongoing meetings and discussions with stakeholder groups.
Accessibility of Complex	Identify accessibility needs and build them into project plans. Consult with WAAC and other groups for input and follow up.
Functionality of Complex	Identify the various goals for each component and consult with the stakeholders affected for input and expectations. Use comparison facilities for research purposes and to gain knowledge.

### 2.3 OUT OF SCOPE

The following items have been identified as out-of-scope for the New City Hall project:

- Expansion or linking of current City Centre Esplanade.
- Additional parking needs
- External Tenants
- No space has been included for the potential additional Social Services responsibilities downloaded in the near future.
- No swing space has been included however for future requirements however, provisions will be incorporated into the procurement process to obtain a per square foot cost for the option to add additional space.

As this is a construction project, activities/duties pertaining to operations are generally out-of -scope, except as pertaining to construction.

### 2.4 RISKS

Risks are inherent in any project. Building a large facility such as the one being proposed inherently carries a degree of risk. Administration has undertaken prudent measures where applicable in order to reduce the noted risks. A listing of the main risks as well as the mitigating measures can be found in **Appendix B**.

### 2.5 PROJECT ORGANIZATION STRUCTURE

Roles and responsibilities in a project clarify decision-making responsibilities, sources of authority, communication to appropriate individuals, accountability for project deliverables and objectives, as well as commitment to the project.

The project organization for the New City Hall project is composed of teams, each operating in specialty areas. It is expected that all team members will be identified and available for the duration of the project. All team members are involved for the duration of the project in a part-time or as needed capacity. It is imperative that each individual is available to the project as required to ensure the project's success. Any necessary replacement of individual team members is to be done promptly.

**Appendix C** provides a pictorial view of the project's organizational structure and includes all levels of participation from CCW.

The reporting relationship will be as follows;

- The Steering Committee reports directly to City Council.
- The Executive Committee reports directly to the Steering Committee.
- The Working Committee reports directly to the Executive Committee. Members of the working Committee report to the Project Manager for purposes of final project decisions with continued guidance by their regular manager/director.

Role	Responsibility
<b>Steering Committee</b>	<ul style="list-style-type: none"> <li>• Receive and approve quarterly project progress/budget reports</li> <li>• Review and recommend changes to City Council, if needed, in respect of the total project budget</li> <li>• Approve changes to budget allocations (within overall approved budget) over \$150,000</li> <li>• Address any issue that has major implications to the success of the project</li> <li>• Ensure all City by-laws including the Purchasing By-Law are adhered to</li> <li>• Approve a comprehensive public relations/communications plan</li> </ul>
<b>Arbitrator</b>	<ul style="list-style-type: none"> <li>• Settle disputes and act as final arbitrator should the Executive Committee not reach a resolution</li> <li>• Approve of reports, at his/her discretion, to Steering Committee and City Council (largely for significant reports where policy or budget changes are being contemplated)</li> <li>• Provide guidance to Project Sponsor</li> </ul>
<b>Project Sponsor</b>	<p>The Project Sponsor oversees the business management and project management issues that arise outside the formal business of the Steering Committee. The Sponsor also provides support and ensures that the necessary resources both financial and human are available to the project. Specific responsibilities include:</p> <ul style="list-style-type: none"> <li>• Call and chair executive committee meetings</li> <li>• Demonstrate corporation's overall commitment to the project</li> <li>• Secure project funding/ financing</li> <li>• Remove major barriers to progress</li> <li>• Approve all reports to Steering Committee and City Council</li> <li>• Approval of change orders or instructions to contractors of items over \$150,000 of contract contingency</li> <li>• Review on an ongoing basis the project account analysis prepared by project accountant</li> <li>• Ensure quarterly reports on progress and budget are reported out to the Steering Committee and to Council</li> </ul>
<b>Executive Committee</b>	<ul style="list-style-type: none"> <li>• Receive and approve monthly project progress/budget reports</li> <li>• Review, approve and oversee implementation of detailed work plan for project</li> </ul>

	<ul style="list-style-type: none"> <li>• Ensure project direction is consistent with departmental and end uses' needs</li> <li>• Review and resolve business issues</li> <li>• Approve changes to budget allocations (within overall approved budget) up to \$150,000 per budget line</li> <li>• Recommend changes to budget allocation (within overall approved budget) over \$150,000 to the Steering Committee for approval</li> <li>• Approve design/fit up decisions based on recommendations of the project manager and the specialized consultant</li> <li>• Through support staff, maintain minutes of all meetings, general records and other resources</li> </ul>
<b>Project Manager</b>	<p>The Project Manager is responsible for organizing the project into one or more sub-projects, managing the day-to-day aspects of the project, developing the detailed work plan, responding to media requests for information, resolving planning and implementation issues, and monitoring progress and budget. Specific responsibilities include:</p> <ul style="list-style-type: none"> <li>• Prepare monthly project progress reports for the Executive Committee</li> <li>• Prepare quarterly reports for the Steering Committee and Council</li> <li>• Call and chair working team meetings</li> <li>• Present detailed work plan/ timeline for all elements of the project to the Executive Committee for approval</li> <li>• Responsibility for the overall execution of the project and co-ordination of all activities</li> <li>• Ensure all project components are in compliance with the City of Windsor's Purchasing By-law</li> <li>• Coordinate work on legal agreements</li> <li>• Plan each phase to ensure project team members work effectively</li> <li>• Monitor progress to ensure successful completion of each phase and milestone</li> <li>• Identify and manage project risks, scope and escalate to the Executive Committee as required</li> <li>• Ensure proper communication with project team and external communications</li> <li>• Establish relationship with vendors and co-ordinate</li> <li>• Approval of change orders or instructions to contractors of items under \$150,000 of contract contingency</li> <li>• Approval of progress draws for payment release</li> <li>• Approval of all project invoices</li> </ul>

<b>Project Accountant</b>	<ul style="list-style-type: none"> <li>• Provide fiscal responsibility for the project including tracking project expenditures</li> <li>• Provide monthly account analysis to Project Sponsor</li> <li>• Prepare monthly reports on budget for the Executive Committee and quarterly to the Steering Committee and Council</li> <li>• Review account allocations for appropriateness</li> <li>• Review invoices for appropriate approvals</li> <li>• Track holdbacks</li> </ul>
<b>Project Legal Resource</b>	<ul style="list-style-type: none"> <li>• Track all contracts ensuring appropriate adherence to contractual commitments</li> </ul>
<b>Project Purchasing/Risk Resource</b>	<ul style="list-style-type: none"> <li>• Provide immediate advice on purchasing by-law requirements</li> <li>• Manage insurance certification (Builders Risk/WSIB etc)</li> <li>• Ensure appropriate adherence to the Purchasing By-law</li> </ul>
<b>Project Communication</b>	<ul style="list-style-type: none"> <li>• Communication Plan</li> <li>• Event planning</li> <li>• Media releases</li> <li>• General communication</li> </ul>
<b>Facilities Resource</b>	<ul style="list-style-type: none"> <li>• Provide technical review of drawings related to functionality of the building</li> <li>• Provide input on the building requirements and compliance during the design process.</li> <li>• Provide support and guidance regarding standard specifications for the fit up requirements</li> </ul>

## 2.6 SCOPE CHANGE

The scope change process is used to clearly define requests for project and work plan changes. An issue may trigger the scope change control process if it causes an impact to the project's critical path (duration of the project); it requires a change to deliverables (content, cost); or it requires a change in project resources. Changes in project scope are documented on a case-by-case basis in the minutes of the Executive Committee and Steering Committee.



Changes to overall project budget	City Council	All requests for increases to the project budget will be brought before City Council.
Draws from Overall Project Contingency	Steering Committee	Once the Contingency budget is 50% spent, the Steering Committee will approve all items to a maximum cumulative limit of the Contingency budget.
	Executive Committee	The Executive Committee can approve contingency funds over \$150,000 for individual items to a maximum total use of 50% of the project Contingency.
	Project Sponsor / Project Manager	The Project Sponsor / Project Manager can approve contingency funds up to \$150,000 for individual items to a maximum of 50% of the project Contingency. All items will be reports to the Executive Committee for information.
Changes within the budget allocation greater than \$150,000	Steering Committee	All requests for budget changes valued greater than \$150,000 will be approved by the Steering Committee.
Changes within the budget allocation less than \$150,000	Executive Committee	All requests for budget changes valued less than \$150,000 will be approved by the Executive Committee.
Request for change in scope	Executive Committee	All change requests will be brought before the Executive Committee for deliberation or referral to the Steering Committee.

## 2.7 ASSUMPTIONS AND CONSTRAINTS

### 2.7.1 Assumptions

These are statements that are used as a fundamental basis for conducting the project.

The following assumptions are deemed to be factual during the project:

- Sufficient funds are budgeted and will be approved to cover objectives of the project;



- Those involved in decision-making and issue resolution on the project will do so in a timely manner to prevent delays in project progression;
- Decisions and recommendations made during the project will be based on information available at the time and are subject to modification during the project;
- Competent staff with required expertise are available or can be hired;
- Purchases and contracts will be executed in compliance with the Purchasing By-law;
- Project initiatives are fully supported by the Corporate Leadership Team of the City of Windsor;
- The Corporation will accept potential managed disruptions in normal business activity during the life of this project.

### **2.7.2 Constraints**

Listed below are known constraints of the project:

- Weather can be unpredictable, and it must be noted that any inclement weather could affect the progression of the project timeline.
- Constrained construction site
- Maintaining access around site
- Limited parking around the site

### 3. PROJECT CHARTER SIGN-OFF SHEET

This document contains the project Charter of the New City Hall Square Building Project.

I am in agreement with the contents of the New City Hall - Project Charter dated March 2014.

<b>Position</b>	<b>Signature</b>	<b>Date</b>
<b>Chief Administrative Officer (Arbitrator)</b>		
<b>City Engineer (Sponsor)</b>		
<b>City Clerk (Co-Sponsor)</b>		
<b>City Treasurer</b>		
<b>City Solicitor</b>		
<b>Executive Director of Information Technology</b>		
<b>Executive Director of Parks &amp; Facilities</b>		
<b>Senior Manager of Development &amp; Geomatics</b>		
<b>Project Manager</b>		

#### 4. APPENDICES

##### Appendix A – PROJECT MILESTONES

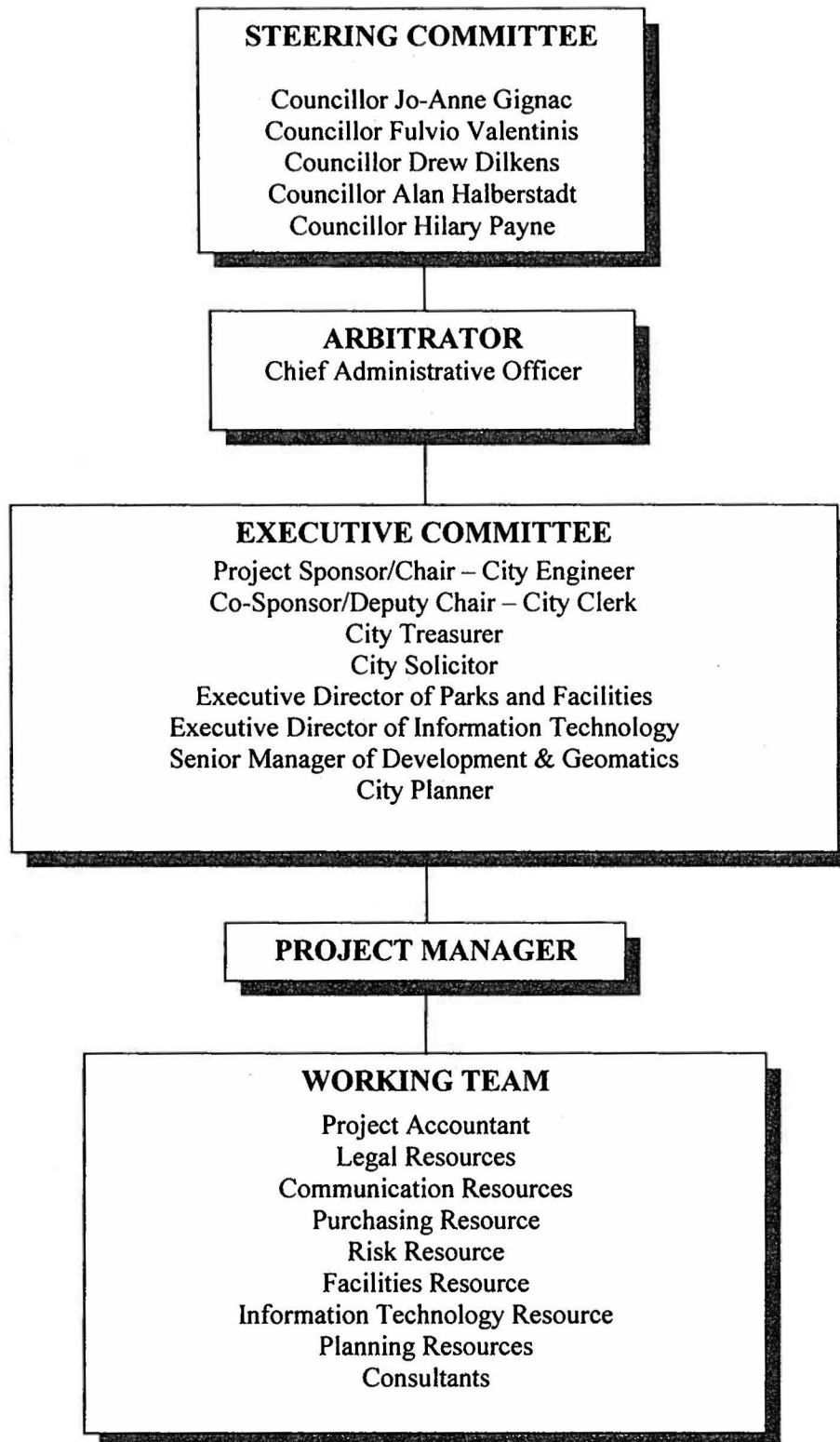
Milestones	Target Dates
1. Council Approved Process	January 27, 2014
2. Prepare, issue and award Design Team RFP (full design services)	March – May 2014
3. Prepare, issue and award independent Cost Consultant RFP	August 2014
4. Design Development Phase	
i. Produce (3) different renderings	June 16 – August 11, 2014
ii. Council approves preliminary design rendering	End of August 2014
5. Construction Document Phase	
i. Complete full design/tender documents	Sep. 2014 – Aug. 2015
ii. Council approves design rendering/features	Feb. 2015
6. Prequalify construction bidders	June 2015
7. Issue tender documents	Sep. – Oct. 2015
8. Award Tender (if within budget)	Oct. 2015
9. Construction Phase	Nov. 2015 – Dec. 2017
10. Furniture & Fit-up	Jan. – March 2018
11. Occupancy	April 2018
12. Decommission and Demolition of old City Hall building	May – Dec. 2018

**Appendix B - RISK MATRIX**

<b>RISK CATEGORY</b>	<b>SPECIFIC RISK</b>	<b>RISK LEVEL</b>	<b>MITIGATION</b>
Timelines Risk	<ul style="list-style-type: none"> <li>• Unexpected delays could push project completion beyond the remaining operating life of the current facility</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> </ul>	<ul style="list-style-type: none"> <li>• Dedication of experienced resources to this project</li> <li>• External resources (subject to budget constraints) can also help mitigate this risk</li> <li>• Prequalification of contractors will be completed to ensure qualified and experienced bidders</li> <li>• Preparation of an Emergency Contingency Plan in the event the current facility breaks down prior to completion of the new facility</li> </ul>
Capital Cost Risks	<ul style="list-style-type: none"> <li>• Interest rate fluctuations and availability of internal cash flows can result in significant swings in the interest component of the capital cost of the project</li> <li>• The costs not covered by the fixed price contract could be higher than budgeted</li> </ul>	<ul style="list-style-type: none"> <li>• Medium</li> </ul>	<ul style="list-style-type: none"> <li>• An overall project contingency is included in the projected costs in order to mitigate some of these noted capital cost risks. Internal borrowing, at the City's investment rate, will be undertaken to the extent possible in order to minimize interest costs</li> <li>• Through hiring a separate cost consultant during the design process and identifying the construction budget up front. This will mitigate fixed price over-runs</li> <li>• The inclusion of a 7% contingency as well as including provisional</li> </ul>

			features within the tender will assist in mitigating any over-runs prior to award
Resource Risks	<ul style="list-style-type: none"> <li>• This is a large project that needs to be built in short order. Therefore, allocation of sufficient internal and external resources is critical to its successful completion.</li> <li>• There are numerous other high profile and time consuming initiatives currently underway that are competing for administrative resources</li> </ul>	<ul style="list-style-type: none"> <li>• Low to Medium</li> </ul>	<ul style="list-style-type: none"> <li>• Mitigation of these risks is planned to be on the basis of allocating sufficient dedicated and experienced internal as well as external resources to this project.</li> <li>• The Project Governance structure includes a Steering Committee of Councillors ensuring that as resource allocation risks arise, Council has the opportunity to reallocate resources from other projects or efforts to ensure appropriate resourcing to this project.</li> </ul>

**Appendix C - PROJECT STRUCTURE**



## **STEERING COMMITTEE**

**Jo-Anne Gignac** - Councillor  
**Fulvio Valentinis** - Councillor  
**Drew Dilkens** - Councillor  
**Alan Halberstadt** - Councillor  
**Hilary Payne** - Councillor

## **ARBITRATOR**

**Helga Reidel** - Chief Administrative Officer

## **EXECUTIVE COMMITTEE**

**Mario Sonego** - Project Sponsor/Chair – City Engineer  
**Valerie Critchley** - Co-Sponsor/Deputy Chair – City Clerk  
**Onorio Colucci** - City Treasurer  
**Shelby Askin Hager** - City Solicitor  
**John Miceli** - Executive Director of Parks and Facilities  
**Harry Turnbull** - Executive Director of Information Technology  
**France Isabelle-Tunks** - Senior Manager of Development & Geomatics  
**Thom Hunt** - City Planner

## **PROJECT MANAGER**

**Wadah Al-Yassiri** - Project Administrator

## **WORKING TEAM**

**Dave Soave** - Project Accountant  
**Cheryl Glassford** - Legal Resources  
**Jill Braido** - Communication Resources  
**Alex Vucinic** - Purchasing Resources  
**Dana Paladino** - Risk Resource  
**Tom Graziano** - Facilities Resource  
**Earl Larking, (Norm Synnott as backup)** - Information Technology Resource  
**Neil Robertson** - Planning Resources  
**MORIYAMA & TESHIMA ARCHITECTS / ARCHITECTTURA Inc.** - Consultants