



CITY OF HAMILTON
PUBLIC WORKS DEPARTMENT
Corporate Assets and Strategic Planning Division

TO:	Mayor and Members General Issues Committee
COMMITTEE DATE:	April 16, 2014
SUBJECT/REPORT NO:	Accessibility to Council Chambers and Meeting Rooms at Hamilton City Hall (PW14040) - (Ward 2) (Outstanding Business List Item)
WARD(S) AFFECTED:	Ward 2
PREPARED BY:	Marnie Cluckie Manager, Strategic Planning, Capital & Compliance (905) 546-2424, Extension 2616
SUBMITTED BY:	Gerry Davis, CMA General Manager Public Works Department
SIGNATURE:	

RECOMMENDATION

- (a) That City Hall Doors Design Option #2 - (based on Council Chambers Door 220A as Besam Unislide Telescopic Doors) and as described in Appendix "A" to Report PW14040, be approved as the design concept with which to move forward to provide barrier-free access to Council Chambers and public meeting rooms at Hamilton City Hall;
- (b) That the funding strategy for Option #2 in the approximate amount of \$350,000 be as follows:
 - (i) Design consulting fees in the approximate amount of \$45,000 be funded from projectid 3541441409 (Program - Facilities Code and Legislative Compliance);
 - (ii) That the construction costs of this project be submitted for Council's consideration as part of the proposed 2015 Capital Budget;
- (c) That the General Issues Committee Outstanding Business List item related to Accessibility to Council Chambers and Meeting Rooms at Hamilton City Hall for Disabled Persons be identified as complete and removed from the list.

EXECUTIVE SUMMARY

There have been concerns raised in regards to the lack of accessibility to Council Chambers and Meeting Rooms at Hamilton City Hall. In October 2012, Public Works Department Facilities staff was directed by General Issues Committee to file the necessary documents to permit the installation of barrier-free access, such as automatic

door openers, into the Council Chambers and meeting rooms within City Hall and that are available to the public. The analysis subsequently undertaken by Invizij Architects Inc. concluded that it is feasible to improve accessibility on all twenty five (25) meeting room doors in question and that fourteen (14) of these doors will require a heritage permit. Generally, they concluded that work involves revisions to hardware and related electrical work, frosting of glazing transoms to conceal new hardware, and repairs to surrounding materials and components required for the hardware installations/revisions. Council Chamber Doors, however, require more significant work because the configuration of the existing door system will not allow the addition of power operation. The study looked at multiple options narrowing it to two feasible design options for the Council Chamber doors. For a number of reasons, it was determined that Design Option #2 - Council Chamber Doors as Besam Unislide Telescopic (a door system that allows all glass door panels to slide and gather along the walls) was the preferred option. The major reasons are as follows: The system provides automatic entrance, easy operation, flexibility, safety, as well as a fully unobstructed opening when required. It was also the preferred option of the Built Environment Sub-Committee.

The schedule for this option proposes that design, permits and tender issuance be completed in 2014 utilizing Project ID 3541441409 (Program - Facilities Code and Legislative Compliance). The remainder of the funding would be approved as part of the 2015 Capital Budget process with construction on the doors taking place in 2015. This timing is appropriate because it would minimize disruption to services allowing the Council Chambers to be completed during the summer months when there are no Committee and Council meetings scheduled.

The City of Hamilton is required to meet the expectation for accessibility under the Ontario Human Rights Code as well as ensure compliance with the revised Ontario Building Code (OBC) and Accessibility for Ontarians with Disabilities Act (AODA) Regulations for Design of Public Spaces Standard. Ensuring accessibility to Council Chambers and other public meeting rooms at City Hall, our flagship facility, helps to meet these requirements as well as demonstrate a commitment to leadership in accessibility and customer service standards.

Alternatives for Consideration - See Page 7

FINANCIAL - STAFFING - LEGAL IMPLICATIONS

Financial:

Table 1 summarizes the two options from the City's consultant report (*Feasibility Report - Hamilton City Hall - Power Assisted Doors, dated March 11, 2014 and prepared by Invizij Architects Inc.*)

Table 1 - Cost Comparison between Design Options

	Design Option #1	Design Option #2
Construction Costs	\$231,700	244,800
Permits, PM, and Consulting Fees	\$70,900	\$73,000
Sub-total	\$302,600	\$317,800
10% Contingency Allowance	\$30,260	\$31,780
Total	\$332,860	\$349,580

Design Option #2 is the preferred option because it best meets the intent of the Hamilton Barrier-Free Design Guidelines, revised Ontario Building Code, and Accessibility for Ontarians with Disabilities Act (AODA) Regulations for Design of Public Spaces Standard. As well, this option best meets the needs identified by the overall stakeholder group.

Details for the cost of Design Option #2 are detailed below.

**Table 2- Project Cost Summary of Recommended Option
Design Option #2: City Hall Council Chambers & Public Meeting Room Doors**

Construction Cost	
Council Chambers Main Door 220A (Option 2)	\$52,600
Council Chamber Anti-Room Doors	\$30,400
City Hall Public Meeting Room Doors (all others)	\$113,400
General Requirements, Fees, and Allowances	\$48,400
Consulting and Permit Fees	
Prime Consultant Fees	\$45,000
Project Management Fees	\$25,000
Permit Fees	\$3,000
Sub-total	\$317,800
Contingency Allowance at 10%	\$31,780
Total	\$349,580

Staffing:

N/A - There are no staffing implications.

Legal:

The City of Hamilton is required to meet the expectation for accessibility under the Ontario Human Rights Code as well as ensure compliance with the Ontario Building Code (OBC) and Accessibility for Ontarians with Disabilities Act (AODA) Regulations for Design of Public Spaces Standard. Ensuring accessibility to Council Chambers and other public meeting rooms at City Hall helps to meet these requirements.

HISTORICAL BACKGROUND

Between 2007 and 2010, Hamilton City Hall underwent a major renovation. During design development, the design team considered accessibility requirements and designed in accordance with the Ontario Building Code (OBC), Accessibility for Ontarians with Disabilities Act (AODA) Regulations, and the Hamilton Barrier-Free Design Guidelines (BFDG). The design was reviewed by the City of Hamilton, Customer Service, Access and Equity Office and members of the Advisory Committee for Persons with Disabilities, Built Environment Sub-Committee (ACPD, BESC) before proceeding to construction. All applicable permits were also obtained. It was believed that accessibility requirements would be adequately met. Following the reopening of City Hall, however, over time it became apparent that not all accessibility needs were being addressed and that the City Hall Council Chambers and other public meeting rooms posed a barrier to some visitors with disabilities.

General Issues Committee, at its meeting of October 3rd, 2012 approved the following: *"That staff be directed to file the necessary Heritage documents to permit the installation of barrier-free access, such as automatic door openers, into the Council Chambers and meeting rooms within City Hall that are available to the public."*

In December 2012, Invizij Architects Inc., a consultant on the City of Hamilton architectural roster, was engaged to investigate the feasibility of providing power door operators on existing doors used by the public leading to the Council Chamber and other public meeting rooms at City Hall. They were asked to provide recommendations on a per door basis and to focus on improving accessibility while maintaining heritage designations.

Between January and April, 2013 they visited the site to evaluate the existing conditions of the doors, identified heritage requirements, and drafted a report proposing recommendations for design solutions to address barrier-free access for each of the twenty-five (25) affected public meeting room doors at City Hall.

On April 18th, 2013, Invizij met with internal stakeholders to review the details of their first draft report and obtain feedback from these groups on the proposed options to ensure all needs would be adequately met. (Stakeholders included representatives from Customer Service, Access and Equity; Health, Safety and Wellness; Clerks; Facilities Management and Capital Programs project manager, building supervisor, and operations and maintenance staff; and Cultural Heritage staff.)

The draft report was presented to the Advisory Committee for Persons with Disabilities (ACPD), Built Environment Sub-Committee (BESC) for review and comment. Feedback was provided by all stakeholders in May, 2013.

On June 24, 2013, the project team met with the Heritage Permit Review Subcommittee to present their documents and obtain feedback from the Committee. Invizij Architects Inc. then prepared a final feasibility report including feedback, recommendations, cost estimates, key plans, door schedule, and project schedules. The consultant feasibility report is attached to this Report as Appendix "A" - *Feasibility Report - Hamilton City Hall-Power Assisted Doors*.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

The recommendation is in compliance with all existing Corporate policies and procedures and Provincial legislation including City of Hamilton's Barrier-Free Design Guidelines (BFDG), the revised Ontario Building Code (OBC), Accessibility for Ontarians with Disabilities Act (AODA) Regulations for Design of Public Spaces Standard and expectations for accessibility under the Ontario Human Rights Code.

RELEVANT CONSULTATION

- Members of the Advisory Committee for Persons with Disabilities, Built Environment Sub-Committee (ACPD, BESC);
- Heritage Permit Review Subcommittee;
- Corporate Services, Customer Service, Access and Equity
- Human Resources, Health, Safety and Wellness;
- Corporate Services, Clerks;
- Corporate Services, Finance;
- Public Works, Facilities Management Operations and Maintenance;
- Planning and Economic Development, Cultural Heritage;
- Invizij Architects Inc. (Consultants)

ANALYSIS AND RATIONAL FOR RECOMMENDATION

The Facilities Management and Capital Programs Group of the Public Works Department commissioned Invizij Architects Inc. to undertake a study to determine what would be necessary in order to address the accessibility concerns raised in regards to Council Chambers and public meeting rooms at Hamilton City Hall (see Appendix "A").

The purpose of the report was to investigate the feasibility of providing power door operators on existing doors while still considering heritage designation requirements and operational and programming needs. The findings of this study indicate that it is feasible to improve accessibility on all twenty five (25) doors in question and that fourteen (14) of these doors would require a heritage permit.

Section 4 of the Feasibility Report, titled 'Observations and Recommendations', summarizes the existing conditions and scope of work recommendations in order to provide barrier-free access for each door (see attached Appendix "A"). Generally, the work involves revisions to hardware and related electrical work, frosting of glazing transoms to conceal new hardware, and repairs to surrounding materials and components required for the hardware installations/revisions. Door 220A Council Chamber Doors requires more significant work. Multiple options were investigated for this door set and it was narrowed to two feasible design options, both of which involve full replacement of the glazed wall system because the configuration of the existing door system will not allow the addition of power operation. Given this, the following two options have been considered for Council Chamber Doors:

1. Design Option #1: Based on Council Chambers Door 220A as Horton Automatics HD - Slide (Approximately \$333, 000.00) - Install single slider/Side Lite on either side of door system
2. Design Option #2: Based on Council Chambers Door 220A as Besam Unislide Telescopic (Approximately \$350,000.00) - Door system such that all doors slide and gather along the walls.

Design Option #2 (based on Council Chambers Door 220A as Besam Unislide Telescopic) was the overall preferred option (although not the preferred option of the Heritage Committee). Design Option #2 proposes two (2) glass panels on each side which slide and gather along the wall. The scope of work in this option includes: removing the existing door system; modifying the structure above; modifying the existing handrail as required to accommodate sliding door system (detach from wall and install vertical support); removing existing wall (council chamber side) to the extent of the width of the sidelight panel and refinishing ends as necessary for new finish); installing new door system; modify existing floor and door header to accommodate new door system; and installing all associated electrical components required. Heritage has advised that, although Council Chamber doors are not heritage doors, a heritage permit would still be required due to the heritage surfaces that will be affected around the door.

The following were the basis for this option as the preferred option:

- Provides power operation, flexibility and safety
- Provides automatic entrance
- Provides easy operation
- Safer configuration when hosting larger events in Council Chambers (i.e. the existing system is time-consuming, inflexible and difficult for maintenance because the panels are large and heavy and the panel locks can be a trip hazard whereas the proposed option is easier to use and safer)
- Provides fully unobstructed opening when required
- Is the preferred option of the Built Environment Sub-Committee because they consider it to be the most barrier-free option. It allows for the doors to open the full range of 18' each direction. They do not think that the 9' is adequate especially if two wheel chairs are entering or exiting together at the same time.

The major disadvantages to this option were the higher cost of the option (approximately \$17,000 more overall) and the extent and difficulty of the modifications required. For example, in this option, modifications to the floor, ramp, handrail, stairs, wall and header, and blind system would be required.

The Heritage Permit Review Subcommittee preferred a status quo option overall but preferred Design Option #1 to Design Option #2 because it was a less invasive option.

The schedule for this option proposes that design, permits and tender issuance be completed in 2014 utilizing projectid 3541441409 (Program – Facilities Code and Legislative Compliance). The remainder of the funding would be approved as part of

the 2015 Capital Budget process with construction on the doors taking place in 2015. This timing is appropriate because it would minimize disruption to services allowing the Council Chambers to be completed during the summer months when there are no Committee and Council meetings scheduled. It will take approximately five weeks of construction to replace the Council Chambers doors for Design Option #2. The other door work would be staggered to minimize disruption to meetings. Design Option #1 and Design Option #2 would take approximately the same amount of time to complete with Design Option #2 taking one additional week for Council Chambers Doors because of the added complexity of this work. (For scheduling details, see attached Appendix 'A' – Feasibility Report Hamilton City Hall – Power Assisted Doors, Section F - Project Schedule)

ALTERNATIVES FOR CONSIDERATION

Design Option #1 (based on Council Chambers Door 220A as Horton Automatics HD - Slide)

Design Option #1 proposed the installation of a Single Slider/Side Lite on either side of the door system. In this option, one (1) glass panel on each side is fixed and the two (2) glass panels in the middle slide. The scope of work in this option includes: removing the existing door system; modifying the structure above; closing off existing pocket openings; installing new door system; modify existing floor and door header to accommodate new door system; and installing all associated electrical components required. Heritage has advised that, although Council Chamber doors are not heritage doors, a heritage permit would still be required for this option due to the heritage surfaces that will be affected around the door.

The following are the advantages to this option:

- Provides automatic entrance
- Provides easy operation
- Matches current appearance in terms of no vertical stiles
- Less invasive modification to that proposed in Design Option #2 (i.e. no modifications to the existing wall/ramp required)
- Less expensive option than Design Option #2 (approximately \$17,000 less)
- As noted above, the Heritage Permit Review Subcommittee indicated that they prefer this option to Design Option #2 (although they prefer the status quo overall)

The following are the disadvantages to this option:

- Does not provide a fully unobstructed opening as is provided by Design Option #2
- Is not the preferred option of the Access and Equity Office and Built Environment Sub-Committee because it is not considered as accessible or barrier-free as Design Option #2

- Persons moving between the Council Chamber proper and the Lobby have to move through the centre 9 ft of the opening
- Doesn't match current quantity of individual panels so the appearance will change

The timing and impacts for this project would be similar to those described for Design Option #2. There is more risk in Design Option #2 that schedules would be delayed because it is a more complex installation.

Design Option #1 OR Design Option #2 for Council Chamber Doors with automation of other City Hall meeting room doors over a longer period of time –

Another Option would be to proceed with either Design Option #1 OR Design Option #2 for Council Chamber Doors and automate the other public meeting room doors over a longer period of time. As reflected in the attached feasibility report, during consultation, the Built Environment Sub-Committee members indicated they felt that the City should automate doors to all meeting rooms where the public would have access since you cannot predict when or if someone with a disability would need to access the room and may need assistance to enter if there is not an automatic door operator installed.

However, they recognized that funding can be problematic so suggested that if funding isn't available for the whole project, all meeting rooms on the first and second floors should be automated first followed by automation of meeting room doors on floors three through eight. The advantage to this approach is that it isn't as much of a financial hardship at one time. The disadvantage is that the work takes longer to do, there are multiple disruptions to staff and visitors, and there is an increased cost because contractors have to mobilize multiple times. Additionally, it takes longer to meet the intent of the City of Hamilton Barrier-Free Design Guidelines.

ALIGNMENT TO THE 2012 - 2015 STRATEGIC PLAN

Strategic Priority #1

A Prosperous & Healthy Community

WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.

Strategic Objective

- 1.2 Continue to prioritize capital infrastructure projects to support managed growth and optimize community benefit.
- 1.6 Enhance Overall Sustainability (financial, economic, social and environmental).

Strategic Priority #2

Valued & Sustainable Services

WE deliver high quality services that meet citizen needs and expectations, in a cost effective and responsible manner.

Strategic Objective

- 2.1 Implement processes to improve services, leverage technology and validate cost effectiveness and efficiencies across the Corporation.
- 2.2 Improve the City's approach to engaging and informing citizens and stakeholders.
- 2.3 Enhance customer service satisfaction.

Strategic Priority #3

Leadership & Governance

WE work together to ensure we are a government that is respectful towards each other and that the community has confidence and trust in.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" - Feasibility Report - Hamilton City Hall Power Assisted Doors