

Old City Hall – Future Uses

Date:	April 14, 2011
To:	Government Management Committee
From:	Chief Corporate Officer
Wards:	Ward 27, Toronto Centre Rosedale
Reference Number:	P:\2011\Internal Services\Fac\Gm11008Fac- (AFS 10838)

SUMMARY

This report provides the recommendations pertaining to the future use of Old City Hall (OCH). Currently the building is occupied by the Province of Ontario as Provincial Courts and by the City's Municipal Courts.

In May 2008, City Council directed that the Province of Ontario (Provincial Courts) be given notice that their lease of OCH for court uses would not be renewed beyond December 31, 2016. Subsequently, the Municipal Courts indicated that they will be moving to new facilities and vacating their space within the building by the end of 2016. Council requested staff to report to Government Management Committee on potential new uses for OCH that would facilitate public access to the building and the potential for incorporating the Toronto Museum Project (TMP) into the building.

A feasibility study to review the future uses of OCH was undertaken by CS&P Architects in 2010. Their analysis determined that the use of the OCH courtyard for the TMP will result in a solution that provides optimal space for the museum, allowing the prime space within the building to be leased to a third party as well as providing a positive revenue stream for the City. Staff also examined the potential for retaining the current major lease tenant.

RECOMMENDATIONS

The Chief Corporate Officer recommends that:

1. City Council authorize the future uses of OCH to include leasing space for commercial/institutional and government uses and for Real Estate Services staff to establish lease agreements with suitable third party tenants beyond December 31, 2016.

2. City Council direct staff to reserve the courtyard area of OCH for the future use of the TMP and to create public space within the building to access the courtyard area subsequent to the expiration of the existing lease on December 31, 2016.
3. City Council authorize Real Estate Services to enter into negotiations with the major lease tenant (Provincial Courts) to establish a new lease beyond 2016.

Financial Impact

Preliminary analysis indicates that the optimum future use of Old City Hall beyond 2016 is through a combination of tenant users: government and commercial/institutional. This combination will have both positive financial results and provide an opportunity for public access to this historic building.

It is anticipated that the Provincial Courts will renew their lease on existing terms, that the Municipal Courts will vacate the premises, and that commercial/institutional tenants will lease the vacated space at net market rents and under standard commercial lease terms (including the City recovering building operating costs and taxes from the tenants as additional rent). It is further assumed that any leasehold improvements for any retrofit required to accommodate the tenants will be financed by the proposed tenants. There will be no additional capital costs for the City beyond the state of good repair funding already provided in the City's 10 Year Capital Plan and into the future.

This strategy will also accommodate the potential to incorporate the Toronto Museum Project ('TMP') into this location. A standalone building could be constructed in the courtyard space above a shared service level at grade. The TMP will only proceed if it is fully funded by external fundraising, with no cost to the City of Toronto.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

City Council at its meeting on May 26 and 27, 2008 directed staff to give notice to the Province of Ontario that their lease of OCH would not be extended beyond December 31, 2016, and requested the Chief Corporate Officer, in consultation with the General Manager, Economic Development, Culture and Tourism to report to the Government Management Committee on potential uses for OCH. This report responds to the request to report on potential uses for OCH.

<http://www.toronto.ca/legdocs/mmis/2008/gm/bgrd/backgroundfile-12772.pdf>

<http://www.toronto.ca/legdocs/mmis/2008/gm/bgrd/backgroundfile-12773.pdf>

<http://www.toronto.ca/legdocs/mmis/2008/gm/bgrd/backgroundfile-12774.pdf>

ISSUE BACKGROUND

Construction of OCH was completed in 1899 to serve as Toronto's City Hall and Courthouse. It also grew to accommodate some of the City's administrative functions including the Police Department and the morgue. In 1965, the building was acquired by Metro Toronto and leased to the Province of Ontario for use as a courthouse. The building is recognized as a National Historic Site by the National Sites and Monuments Board of Canada. OCH was designated as a National Historic Site in 1984; it is listed on the City of Toronto Inventory of Heritage Properties and is designated under Part IV of the Ontario Heritage Act.

Due to the security requirements of the courthouse, public access to the building is currently restricted. Staff were instructed to investigate ways in which the building could be made accessible for public use as an element of this study.

In January 2010, CS&P Architects were retained by the City to undertake a feasibility study to review the range of future uses of OCH and to analyse the fit of these uses within the historic structure. In particular, the study addressed the following:

1. The constraints of the existing building on alternative uses;
2. The suitability of this location for the TMP;
3. The fit of the physical requirements of the TMP;
4. The compatibility of the TMP with the building; and an analysis of other uses which could share the building and potentially have a symbiotic benefit for the TMP.

The existing building currently has approximately 406,000 ft² of floor area including the basement space and the undeveloped attic spaces of 34,000 ft². The usable floor area of the building is approximately 185,000 ft² once the circulation, wash rooms, building services, unusable shafts and the crawl space are taken into account (see Attachment A).

The existing heritage features, structural constraints and organization of the building impose many restrictions on its future use and suitability for alternative uses. The building is also less efficient than a modern building from both space usage and climate control perspectives.

The consultants also undertook a review of potential uses which could be located within the building and which would create a positive synergy with the TMP. The potential range of uses were selected based on their ability to generate revenue for the City, attract a wide range of users, benefit from the public access to the building, potentially share space with each other or the Museum and be compatible with the heritage character of the building.

COMMENTS

Toronto Museum Project

The TMP is intended to address gaps in the cultural heritage infrastructure of Toronto. The vision requires it to be accommodated in a building capable of providing museum-quality gallery and exhibition spaces. The facility would be a year-round facility targeted at both

local residents and tourists. It is envisioned to be a major cultural attraction in the City while also complementing other public amenities and services which could be located within the building.

The TMP was originally envisioned on the waterfront at the Canada Malting site. The program was developed based on the assumption that a new building would be built. As part of the study the design was transported into the foot print and available space at OCH. The design concept required approximately 166,000 ft².

The comprehensive analysis of the building's current use and condition concluded that the TMP can be accommodated within the existing building if extensive renovations are undertaken. This option would seriously impact the viability of the museum's currently planned program and would have a negative impact on the buildings heritage features. Some additional uses could be accommodated to augment the museum function as well as generate additional revenue. In this option the TMP would occupy all the space which is currently leased resulting in a loss of future revenue to the City. The study concluded that the cost to renovate the existing building to house the TMP would be prohibitive. The existing building does not meet the loading requirements for a museum use and would require structural enhancements. An entirely new humidity controlled system would need to be inserted within the building, a new freight elevator would be required to allow for the movement of artifacts and exhibition items. The study recommended that the most cost effective location for the museum would be in the courtyard to allow for a new purpose built building to house the TMP.

TMP Courtyard Location

The study advocated that the courtyard be reserved for the future use of TMP which would be accommodated in a new purpose-built building. The study concluded that a standalone building could be constructed in the courtyard space above a shared service level at grade. The new building would not be visible from the street at any location and from above would appear as a glass atrium roof below the existing roof height.

The main entrance to the museum would be from Queen Street through the first floor lobby shared with the new commercial/institutional users.

Due to the nature of space required for the TMP floor to ceiling heights could vary in a new building and not be restricted by the existing building floor to ceiling heights. With the use of the courtyard there is no need to tie into the existing building above the service area allowing for a variety of ceiling heights from office to exhibition requirements. No major modifications to the existing building would be required with the exception of a revised circulation pattern to better accommodate the Provincial Courts and provide separation between the two functions.

Other Uses

The other uses considered were complimentary to the location of City Hall such as the wedding chapel with associated reception areas, restaurant/bar, event space and an academic institution requiring and committing to approximately 26,000 ft² of space within OCH. Given

OCH's location between City Hall and the Eaton Centre, near the centre of the Financial District and with good proximity to public transit, hotels and other significant venues, the attractiveness of this venue to a wide range of tenants is quite certain.

The continued use by the Provincial Courts will provide the City with an annual revenue stream. An academic institution has approached the City to investigate the potential to lease space at OCH. They are prepared to enter into negotiations on the financial terms and conditions for the lease of space. This institution is also confident that financial contributions would be forthcoming once the OCH location is confirmed through various fund raising efforts. They are prepared to fund their portion of both renovation capital and ongoing operating costs.

Staff are confident that by leasing the south portion of the first and second floor to an institution the requirement for public access to the historical features of the building can be met. It is also felt that the reconfiguration of the Provincial Courts space will result in more usable space for the courts and the appropriate separation of uses.

Proposed Future Use of Old City Hall

Provincial Courts stay, a new Commercial/Institutional tenant, and public access is facilitated (see Attachment B).

The optimal solution is for the Provincial Courts to retain their existing area at OCH beyond December 2016. This allows for commercial/institutional uses to be accommodated in the south portion of the building by reassigning the vacated Municipal Court area and underutilized spaces in the building.

It is anticipated that the Municipal Courts will vacate OCH by the end of December 2016. The vacated space should be offered to commercial/institutional users. There would be minor interruptions to the Provincial Court operations as most of their areas will remain intact. A detailed phasing plan will be required for the relocating of the Provincial Courts space while the building is renovated to accommodate commercial/institutional users. Furthermore, the Provincial Courts may acquire more area if the attic space is renovated, which could generate additional revenue for the City.

The TMP and the commercial/institutional uses would both require prominent public access and would need to be isolated from the Provincial Court function to meet security requirements. The additional uses will necessitate some reconfiguring of the building areas in order to provide a consolidated area for the Provincial Courts. The general public would have access to the building on the first and second floors of the south portion of the building. A new service elevator would assist accessibility and services for all the users of the building.

With an acceptable reconfiguration of the current Provincial Courts space, the building could be successfully divided into separate sections with an enhanced circulation system as well as barrier free access and open access to the main Heritage features of this National Historic site. Non-financial factors attributable to this proposal include: public access to the building, economic development, job creation and diversification of revenue streams.

A large portion of the attic space is currently unused (approximately 34,000 ft²). It is possible that a tenant may want to renovate and use this space. The attic will require renovations to the architectural (envelope and finishes), mechanical, electrical and structural systems to meet current building code standards. No cost or revenue streams have been built into the analysis, however it is assumed that any renovation capital required will be provided in its entirety by the tenant.

CONCLUSION

As a significant historic building and tourist attraction in the City of Toronto the need for restoration work is ongoing, therefore the need to maintain a revenue stream is essential. A public institution has come forward requesting space at OCH which complements the TMP program, facilitates public access to the historic features of the building and enhances the revenue stream. Securing the courtyard for the future site of the TMP will provide a major cultural attraction in the downtown area and promote this National Historic Site.

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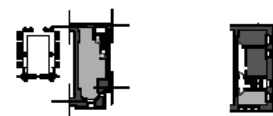
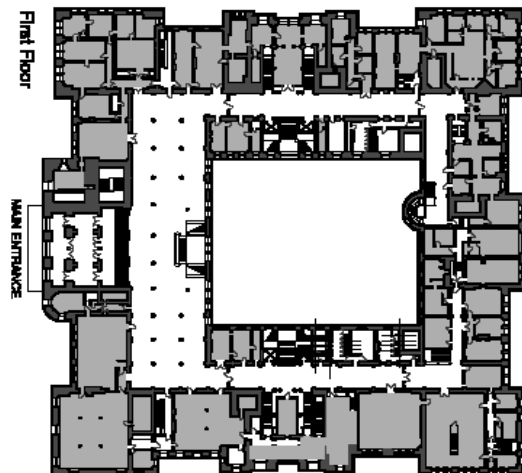
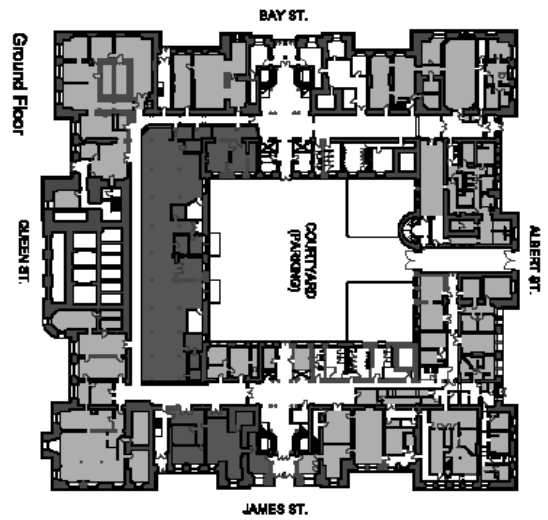
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SIGNATURE

Bruce Bowes, P.Eng.
Chief Corporate Officer

ATTACHMENTS

Appendix A – Existing Configuration
Appendix B – Proposed Configuration



- ATTACHMENT 'A'**
- LEGEND**
- FINANCIAL OFFICES
 - MUNICIPAL OFFICES
 - WORKSHOPS
 - BUILDING EDITIONS
 - CIRCULATION
 - UNFINISHED STORAGE
 - CIVIL SERVICE



CSAP Architects

EXISTING CONFIGURATION PLANS

1/8" = 1'-0"

NOV 2011

