



Project Funding for North St. Lawrence Market – Archaeological Interpretation

Date: August 31, 2017

To: Government Management Committee

From: Chief Planner and Executive Director, City Planning

Wards: Ward 28- Toronto-Centre Rosedale

SUMMARY

The purpose of this report is to provide information on the additional project funding required for the North St. Lawrence Market project for design and construction services to accommodate the inclusion of a section of the 1831 central drain archaeological resource found on the site for public viewing and interpretation.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning Division, recommends that:

1. The Government Management Committee receive this report for information.

FINANCIAL IMPACT

The estimated cost for the inclusion of the 1831 central drain feature as an interpretive opportunity within the new building design is \$1.96M. Work included in this estimate consists of modifications to the design of the new building as well as construction costs. Design of the drain feature can be funded within the existing St. Lawrence Market Redevelopment budget, however, the construction cost of \$1.64M would require additional funding. Based on the timing of the work schedule, a funding source for the additional cost, including the possibility of Section 37 funds, will be considered as part of the 2018 Recommended Capital Budget and Plan submission for Facilities, Real Estate, and Environment & Energy (FREEE).

The current total project cost is \$91.458 million and the funding sources are outlined in Table 1 below.

Table 1 - St. Lawrence Market North Redevelopment Funding Sources (\$ millions)	
Recoverable Debt	39.7
Contribution from Toronto Parking Authority for Underground Garage	14.0
Toronto Parking Authority - Yorkville Garage Joint Venture	15.0
Court Services Stabilization Reserve	4.4
Development Charges	5.0
Section 37/42/45	3.0
Debt Funding	10.4
Total:	91.5

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

DECISION HISTORY

The current St. Lawrence Market North initiative has been ongoing since 2002 to maximize the site's full potential and improve the St. Lawrence Market complex. At its meeting on July 30, 31 and August 1, 2002, City Council approved, in principal, the concept of redeveloping the St. Lawrence Market North Building and directed City staff to study redevelopment options.

<http://www.toronto.ca/legdocs/2002/agendas/council/cc020730/adm10rpt/cl014.pdf>

At its meeting on June 24, 25 and 26, 2003 City Council established the St. Lawrence Market North Working Committee to determine planning and design guidelines for the redevelopment, as well as consultations with various stakeholders.

<http://www.toronto.ca/legdocs/2003/agendas/council/cc030624/adm5rpt/cl024.pdf>

At its meeting on October 26, 27 and 28, 2004, City Council adopted development parameters for St. Lawrence Market North and endorsed a strategic vision statement for the St. Lawrence Market complex.

<http://www.toronto.ca/legdocs/2004/agendas/council/cc041026/adm8rpt/cl007.pdf>

At its meeting on June 27, 28, 29 2006, City Council directed City staff to investigate a number of technical matters with the redevelopment, including parking access/accommodations and Court Services as a primary tenant.

<http://www.toronto.ca/legdocs/2006/agendas/committees/adm/adm060606/it020.pdf>

At its meeting on September 25, 26, 27 2006, City Council directed City staff to provide a business plan for the redevelopment of the North Market building.

<http://www.toronto.ca/legdocs/2006/agendas/council/cc060925/adm6rpt/cl022.pdf>

At its meeting on December 10, 2008, City Council endorsed the strategy to redevelop the St. Lawrence Market North property with a multi-story building, including a ground floor Market Hall, Court Services' court rooms and administrative offices, and a 250-space below grade parking garage.

The decision also authorized a design competition to select an architect for the redevelopment. <http://www.toronto.ca/legdocs/mmis/2008/bu/bgrd/backgroundfile-17440.pdf>

At its meeting on July 6, 7, 8, 2010, City Council endorsed the winning design from the St. Lawrence Market North Design Competition and authorized City staff to enter into an agreement with the successful proponent for the provision of architectural services for the new St. Lawrence Market North Building.

<http://www.toronto.ca/legdocs/mmis/2010/ex/bgrd/backgroundfile-31365.pdf>

At its meeting on July 16, 17, 18 and 19, 2013, City Council adopted a revised financing plan, including additional funding of \$15.293 million, and directed staff to proceed with the Design Development and Bid Document stages for the new St. Lawrence Market North Building.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.GM23.6>

At its meeting on February 3 and 4, 2016, City Council directed staff to proceed with Phase 2, Demolition of the existing North Market Building at 92 Front Street, of the Redevelopment of St. Lawrence Market North project, including demolition of the existing building and archaeological assessment of the site in advance of new construction.

<http://www.toronto.ca/legdocs/mmis/2016/gm/bgrd/backgroundfile-86763.pdf>

At its meeting on May 29, 2017, the Chief Corporate Officer provided an update to the Government Management Committee on the St. Lawrence Market North Redevelopment project.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.GM21.19>

ISSUE BACKGROUND

The current North Market Design includes:

New St. Lawrence Market Facility	
Below Grade	250 parking spaces (operated by TPA)
Floor 1 - Market Hall	Farmers Market, Commercial Events, Retail Café
Floor 2 - Mezzanine	Hospitality Use, Kitchen Incubators, Court Services Administrative Offices, Seniors Centre
Floor 3	Court Services Head Office, Operations and Administrative Offices and Police Services
Floor 4	JP offices, City and Provincial Prosecutions Offices, and 5 courtrooms
Floor 5	9 Courtrooms
All	5 Storey Atrium

The total project cost based on the Architect's latest design submission is \$91.458 million, as approved by City Council at its meeting in July 2013. City Council

directed staff to authorize the continuation of the design work by the Architect in order to complete the Design Development and Bid Document Stages for the Project.

The Project is being implemented in 3 major phases;

Phase 1) Design and construction of a Temporary Market Building at 125 The Esplanade and client relocation. Completed in June 2015.

Phase 2) Demolition of the existing North Market Building at 92 Front Street East including archeological assessment and environmental remediation of the site in advance of new construction. Completed in March 2017.

Phase 3) Design and Construction of New North Market Building. Ongoing, see Current Status section below.

As these phases are interdependent they are being implemented sequentially and funded within the current Project Budget of \$91.5M. The consulting team, selected through a design competition, is led by Adamson Associates Architects of Toronto, in association with Rogers Stirk Harbour + Partners of London, England.

The St. Lawrence Market Complex has served as a City landmark for over 200 years and remains one of the most significant historical sites in Toronto. The site plan application for the North Market redevelopment initiated a planning requirement for an archaeological assessment which resulted in the discovery of significant archaeological remains. Evidence of the early market buildings on site dating from the 1820, 1831, 1851 and 1904 periods were encountered including central drains, lateral brick and stone drains, market walls, storage cellars and support columns. This archaeology is representative of a rare and important early market period within the original Town of York and is also one of Canada's earliest commercial markets.

COMMENTS

On April 26, 2017 Council approved to increase the 2017 Capital Budget for City Planning, on a one-time basis by \$200,000 gross, \$0 net, fully funded by Section 45 (9) (Planning Act Reserve Funds) to be utilized for the salvage/removal and off-site storage of structural elements from the archaeological site for future public interpretation within the new North Market redevelopment in accordance with the approved Heritage Interpretation Plan.

The archaeological features encountered on site could not be maintained within the new building design due to the below grade parking requirements.

Heritage Preservation Services, in consultation with Strategic Construction staff, and the new build design team, recommended that the 19th century drain features be recreated within glass floor viewing areas in select areas of the ground floor market for public viewing and interpretive purposes.

After considerable review and discussion, it was determined that this approach was not feasible. This determination was based upon the prescribed use of the market building and the requirement for vehicular traffic load capacity, as well as issues relating to glass floor treatment requirements for slip resistance which would obscure the drain features

from any public viewing. The cost estimate for the original glass floor proposal was approximately \$5.3 million dollars.

Staff has since refined the archaeological interpretation within the building to focus upon a limited viewing portal where reinstated elements of the 1831 central drain (porcupine drain) can be made available for public viewing through a glass covered interpretation area located at the north end of the building. This interpretation work and change in project design is beyond the existing project scope and requires additional funding for completion.

City staff will contract professional services to salvage some of the key structural archaeological elements once the final archaeological interpretation design has been defined and salvage needs are fully identified. This work will be undertaken before the end of 2017.

The Bid Document Stage for the new SLMN Building has been completed and a Tender Call for the construction of the new building is currently underway. The construction tender call for the new North Market building has been extended to award through Council in December 2017 to allow for completion of the archaeological salvage work and to incorporate archeological elements in the design of the new building.

Schedule milestones, as they stand now, are as follows;

Phase 3) Design and Construction of the New North Market Building

Construction Tender	Call Closing December 01, 2017
Construction Contract Award	March 2018
Construction Substantial Completion (subject to confirmation by contractor)	August 2020

CONTACT

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SIGNATURE

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Chief Planner and Executive Director
City Planning Division

ATTACHMENTS

1. Photo of St. Lawrence Market North Archaeological Excavation

Photo of St. Lawrence Market North Archaeological Excavation



View of drainage system for water conveyance, market walls and storage cellars from 1820, 1831, 1851 and 1904 market buildings. A limited portion of the 1831 central drain as shown will be re-instated within the new structure for interpretive purposes.