CREATE TO

REPORT FOR ACTION

St. Lawrence Centre for the Arts Redevelopment

Date: June 6, 2023

To: Board of Directors, CreateTO **From:** Chief Executive Officer

Wards: 13

SUMMARY

At its meeting of May 11, 2022, City Council adopted EX32.10 which endorsed the building program for a new reimagined St. Lawrence Centre for the Arts ("STLC") developed through a consultation process with the performing arts and creative communities. Council also directed CreateTO in consultation with TO Live to:

- Explore options for and complete the schematic design process to reimagine the STLC, informed by current capital funding (i.e., SOGR), the heritage approach and the building program developed through a consultation process;
- Complete an updated Class D cost estimate;
- Explore the opportunity for a renovation budget for the existing building; and
- Provide an update to the project budget and funding strategy (funding strategy to be addressed by TO Live in their report back to their board).

The STLC is managed by TO Live and located at 27 Front Street East, in the heart of the St. Lawrence Neighbourhood. The purpose of the report is to provide the Board of Directors of CreateTO (the "Board") with the results of the design competition to develop a winning schematic design, report on a renovation option, and seek approval to transition the project to Corporate Real Estate Management, Project Management Office to manage the design and construction of the new STLC pursuant to the Major Capital Project Approval Process. TO Live, as part of their reporting, will present an update on the funding strategy to support the new STLC outlined in this report to the TO Live Board on June 28, 2023.

Executive Committee and Council will consider recommendations from the CreateTO and TO Live Boards on this matter at its meeting on July 11 and July 19-21, 2023, respectively.

The STLC has played a key role in the evolution of the City's cultural fabric. Constructed by the City of Toronto as a Canadian centennial project, the STLC opened its doors in February 1970. For 52 years the building, alongside its counterpart, Meridian Hall, has

served performers and hosted performances that have entertained citizens and visitors. Today, following the impacts of the pandemic, a new cultural landscape is emerging that calls for a reimagining of the STLC that builds upon the renewed values and themes heard through the consultation process, and which aligns with the TO Live five-year Strategic Plan - programing priorities; flexible spaces; equity, access and affordability; creative process; and delivery systems that will support the next generation of artists, performers, creatives and the local community.

The proposed rebuild of the STLC will create a cultural ecosystem where renewed cultural spaces, innovative spaces and gathering spaces will anchor the STLC as a cultural and civic hub along the important Front Street cultural corridor. A new STLC will support the following key objectives:

- Build cultural capacity in the City, which will secure longevity of space for the creative community;
- Create new spaces that will serve the functional needs of the cultural and creative sector and the local community based on the following key principles which emerged from consultation process;
 - · dynamic and highly flexible spaces;
 - a building constructed for extreme usability;
 - a bold and open building that fits the neighbourhood; and
 - a future facing building for a decarbonized world.
- Enable the versatility of spaces to serve performance and presentation, creation and incubation and the local artistic community as well as enable TO Live to showcase the world's most innovative artistic programs through presentation;
- Create a new state-of-the-art cultural hub and community asset for the City that will be equipped with cutting-edge broadcast technology and livestreaming equipment, virtual and augmented reality technology and high-speed connectivity to support the next generation of creatives and generate economic activity in Toronto;
- Support the cultural and retail importance of Front Street East as a "Cultural Corridor and Retail Priority Street" in the City's Downtown Plan;
- Contribute to the enhancement of the public realm with improved connections to Berczy Park, Scott Street and Meridian Hall and a new outdoor plaza on Scott Street; and
- Comply with Version 4 of the Toronto Green Standards, for City Agency, Corporation and Division Owned Facilities to meet the City's TransformTO objectives.

CreateTO, in collaboration with TO Live and Corporate Real Estate Management, pursuant to the City's Major Capital Project Approval Process, and as directed by Council through <a href="https://live.ncbi.org/live.com/liv

- Development of a building program through community consultation (refer to Attachment 2);
- Development of a design concept as established by the STLC Design Competition
 with the selection of the winning submission by Hariri Pontarini Architects, LMN
 Architects, Tawaw Architecture Collective, Smoke Architecture and SLA (collectively
 the "PH Design **Team**") (refer to Attachment 1); and

A Class D Cost Estimate

Upon Council's adoption of the recommendation contained in this report and the funding strategy proposed by TO Live, the design and construction of the project will be transitioned to the City's CREM's Project Management Office.

RECOMMENDATIONS

The Chief Executive Officer, CreateTO recommends that the Board of Directors recommend that:

- 1. City Council adopt the St. Lawrence Centre for the Arts Design Competition jury's selection of Hariri Pontarini Architects, LMN Architects, Tawaw Architecture Collective, Smoke Architecture and SLA as the winning submission for the St. Lawrence Centre for the Arts Design Competition;
- 2. City Council direct the Chief Executive Officer, CreateTO, to transition the next stages of this program, including design and construction of the St. Lawrence Centre for the Arts, to the Executive Director, Corporate Real Estate Management;
- 3. City Council direct TO Live and the Executive Director, Corporate Real Estate Management, to establish a stage gating process aligned to a Council-approved funding strategy between the TO Live Foundation and the City.

FINANCIAL IMPACT

TO Live is developing a funding strategy for this project to be presented to their board and City Council. For CreateTO there is no immediate budgetary impact beyond existing approved funding arising out of the recommendations in this report. Resources required to support this project are being allocated from the current staffing complement and are part of CreateTO's 2023 Council approved Operating Budget.

A project cost, of \$295.5 million (in today's dollars), based on a Class D cost estimate completed by a third-party cost consultant, established an order of magnitude for this project. A contingency/risk allowance of \$125.9 million (inclusive of construction escalation costs) is included to reflect a preliminary design and a project construction start date of December 2026. The total project costs in 2026 dollars would be \$421.4 million.

A Class D cost estimate was submitted with the winning design submission by the HP Design Team and reviewed by a third-party cost consultant. The HP Design Team cost estimate included a reasonable level of detail (quantity and unit rates) for review with a total hard cost estimate that is within 3% of the third-party consultant's budget. It is the third-party cost consultant's professional opinion that the hard cost estimates submitted by HP Design Team's is within the anticipated range of costs and represents a feasible, realistic and achievable budget (based on program, materials and systems selection)

that can be implemented with appropriate cost control measures during upcoming design stages and through to construction.

Revenue and Funding Strategy

TO Live is preparing an overall funding strategy for the project that will include seeking support from other orders of government and a fundraising campaign (led by TO Live). Stage-gating processes will be implemented to govern the development and approval process for the construction of a new STLC. There is currently funding in TO Live's 10-Year Capital Plan to address SOGR capital improvements and accessibility upgrades for the STLC. Some of this funding could be available to serve as the City's contribution to the overall project cost for the redevelopment, and potentially leveraged to fund the costs associated with completing the next stage of work. TO Live's funding strategy will be detailed to the TO Live's Board in an upcoming report (June 28, 2023) and then to be approved by City Council.

DECISION HISTORY

On January 29, 2020, Council adopted item EX12.6, which endorsed the replacement of the STLC, located at 27 Front Street East, with a newly reimagined centre as a state-of-the-art civic hub for the City's creative communities and directed CreateTO, in consultation with TO Live, to engage in a consultation process with key stakeholders in the cultural community, the St. Lawrence neighbourhood and City divisions and agencies to develop a building program, which would inform a project budget, business model and funding strategy and a project plan and schedule to deliver a new St. Lawrence Centre for the Arts for subsequent consideration and approval by City Council. The City Council's decision can be found here: http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2020.EX12.6

On May 11, 2022, Council adopted EX32.10 which endorsed the building program for the new reimagined Centre for the Arts, developed through a robust consultation process with the performing arts and creative community and directed CreateTO, in consultation with TO Live, to explore options for and complete the schematic design process to reimagine the St. Lawrence Centre for the Arts ("STLC") and provide an updated Class D cost estimate, project budget and funding strategy for the civic asset, managed by TO Live, located at 27 Front Street East in the heart of the St. Lawrence Neighbourhood. Council also directed CreateTO to explore the opportunity for a renovation option and costing for the existing building.

https://secure.toronto.ca/council/agenda-item.do?item=2022.EX32.10

COMMENTS

Background

The STLC is one of three performing arts centres that is under the jurisdiction of TO Live, a City agency, established in 2017 for the consolidated governance and operations of the:

- Meridian Hall, located at 1 Front Street East
- Meridian Arts Centre, located at 5040 Yonge Street; and
- STLC, located at 27 Front Street East

The STLC is a 0.4 ha (1.0 acre) site (the "**Property**") bounded by Front Street East to the north, Scott Laneway to the south, Scott Street and Meridian Hall to the west, and commercial buildings to the east. The Property overlooks one of the City's treasured public spaces, Berczy Park. The Property is well served by public transit with its proximity to the Union Station mobility hub. Situated in Ward 13, STLC is an important civic asset in the St. Lawrence Neighbourhood and the Front Street Cultural Corridor.

STLC, was constructed by the City of Toronto as a Canadian centennial project. Following eight years of planning, design and construction, it opened its doors to the public on February 2, 1970. Designed to foster civic involvement through participation in the arts, the STLC became a transformative landmark in the evolution of Canadian culture. Throughout its history, the STLC has launched the careers of thousands of Canada's finest directors, choreographers, actors, designers and production staff.

The 9,300 meters squared (100,000 square feet) STLC, is home to:

- The Bluma Appel Theatre: an 868-seat proscenium stage;
- The Jane Mallet Theatre: a 497-seat semi-circular thrust stage;
- The Rehearsal Hall: a 111 square meters (1,200 square feet) ideal for rehearsals, auditions, workshops, classes, meetings and small events; and
- Lobbies with fully licensed bars for pre-show and post-show receptions.

Today, STLC provides Toronto's not-for-profit music and dance companies and diverse cultural communities with a professional, service-oriented, equipped theatrical and entertainment facility to function as a focus for Canadian performing arts by attracting, facilitating and presenting varied high quality cultural, artistic and public events. The Canadian Stage Company, Music Toronto, Hannaford Street Silver Band, Toronto Operetta Theatre, and other non-profit performing arts organizations are long-standing tenants of the STLC and utilize the theatre venues for performances.

Despite its remarkable 52-year history, the physical, economic and functional life of the building has reached its usefulness. The pandemic and its impact to the cultural and creative sector have shown more acutely how the performance spaces remain outdated and inflexible, and no longer reflects industry wide standards for performing arts companies – accessible facilities that are flexible, adaptable, and configurable. The pandemic also identified the necessity to utilize civic assets for the public for gathering spaces and alternative uses beyond conventional performance times.

A confluence of forces - an aging building with a significant capital back log, inflexible and inaccessible spaces that do not meet the needs of the community and the cultural and creative sector, carbon reduction obligations, and the immediate needs of the arts and culture sector stemming from COVID-19 creates an opportune time to reimagine the facility, better utilize a City asset, accelerate the creation of Toronto's creative hub through federal and provincial partnerships, and propel the recovery of the culture sector and the economy.

The new STLC celebrates the newly crafted purpose of TO Live to amplify the role of performance spaces as a force for social engagement, cultural exchange, and creative innovation. As a vital part of the current performing arts and cultural ecosystem in Toronto, the HP Design Team submission promises to support the recovery and future of arts and culture in Toronto, by its concerted effort in 'making space' for artists, culture makers, and community. The innovative design will create a meeting place with flexible, state-of-the art spaces where artists and the public will come together to create, perform and share ideas that build a better city through the arts.

Design Competition Results

In the fall of 2022 CreateTO, in collaboration with TO Live, launched an international design competition. The competition process was undertaken in two stages. Stage 1 - Request for Suppliers' Qualification - prequalified a team, lead by an architect who is a registered member of the Ontario Association of Architects and the following members:

- Indigenous design consultant;
- a landscape architect;
- a mechanical engineer;
- an electrical engineer;
- a theatrical consultant; and
- a structural engineer.

During Stage One, CreateTO received over 20 submissions from a group of award-winning international and local design firms.

A jury of CreateTO, TO Live and City representatives and an Indigenous performer, led by a professional advisor, short listed the following five teams:

- Brook McIlroy | Trahan Architects | Hood Design Studio
- Diamond Schmitt Architects | Smoke Architecture | MVVA
- Hariri Pontarini Architects | LMN Architects | Tawaw Architecture Collective | Smoke Architecture | SLA
- RDHA | Mecanoo | Two Row Architect | NAK Design Strategies
- Zeidler Architecture | Diller Scofidio + Renfro | Two Row Architect | PLANT Architect

The prequalified teams were invited to participate in Stage 2 - Request for Proposal ("RFP"). The Stage 2 submissions were informed by the building program, a test fit and a Class D cost estimate model. The building program was developed through a robust consultation, led by CreateTO in collaboration with TO Live and the cultural and performing arts community. The 177,541 building program, built on the intersection of three organizing elements - creative, innovative and gathering spaces, creates a cultural ecosystem that will establish the STLC as a new transformative cultural hub. The Class D hard construction cost estimate for this building program, is \$212M which includes an outdoor plaza with the potential partial closure of Scott Street and a bridge connecting the STLC to Meridian Hall immediately west of STLC.

The jury evaluated the five submissions, and a selection was made based upon:

- Demonstration of a creative, imaginative and innovative response to the opportunities of the site, the building and landscape open space programs;
- Innovations demonstrated and identified around sustainable and accessible design, including how the design responds to the requirements of the Toronto Green Standard, as well as extent to which design meets or exceeds the Toronto Accessibility Guideline;
- Interpretation of the vision of the re-imagined St. Lawrence Centre for the Arts and the policy, guideline and consultation framework that shaped that vision, including how the design supports the Indigenous Creative Community;
- Demonstration of a thoughtful response to the Heritage Guidelines pertaining to the existing building and site;
- Construction cost estimate including cost effectiveness of proposed design, quality and completeness of cost estimate;
- Quality and completeness of the submission as reviewed by the Technical Advisory Panel.

The finalists presented their proposals at a public meeting on March 7, which had 900 attendees consisting of community members, councillors, and jury members participating in person and virtually at the STLC's Jane Mallet Theatre.

A jury of architects, landscape architect, artist, performer and an Indigenous performer, supported by a Technical Advisory Panel and a Technical Report, deliberated on March 8, 2023, The jury unanimously selected Hariri Pontarini Architects, LMN Architects, Tawaw Architecture Collective, Smoke Architecture and SLA. The HP-led submission was inspired by and best grasped the potential of the project and the precinct to create a vibrant, future forward arts and culture hub in this evolving area of Toronto.

Visuals of the winning submission are found in Attachment 1.

The HP Design Team submission is based on a building program of 174,237 square feet (gross floor area) with a 650-1000 flexible seat Main Theatre and 300 seat Acoustic Hall, program spaces, bridge connection to Meridian Hall and Scott Street improvements. The resulting hard cost estimate, based on a Class D cost estimate was \$212.4M in 2023 dollars. The HP Design Team hard cost estimate of \$212.4M falls inline with the third-party cost estimate, retained during the test fit, of \$212.2M. A summary comparison of the building program GFA and hard cost estimates are set out in Table 2.

Table 2 - Building Program and Cost Estimate Comparison

	Test Fit May 2021	HP Design Team March 2023
Total Building GFA	177,541	174,237
Main theatre	700 seats	650-1000 flexible seats
Acoustical hall	300 seats	300 seats
Bridge connection to Meridian Hall	x	x
Scott Street Public Realm Improvement	х	х
Class D Cost Estimate Hard Construction Costs	\$212.2M Q1 2023 dollars	\$212.4 Q1 2023 dollars

Sustainability

The new STLC is poised to symbolize the future of sustainable cultural infrastructure adhering to objectives of Transform TO, the City of Toronto's climate strategy. As a City asset, the proposed new STLC is targeted to meet the Toronto Green Standards ("**TGS**") Version 3, Tier 4 performance standards. The HP Design Team has targeted TGS V3, T4. If approved by Council to proceed to schematic design, TO Live and the HP Design Team will continue to collaborate with the Environment and Energy Division to establish the pathways for achieving TGS Version 3, Tier 4 for this archetype and setting a benchmark for cultural infrastructure while helping to achieve the City's ambitious carbon targets.

Renovation Option

At its meeting of May 11, 2022, City Council directed CreateTO to examine how the current STLC, through a renovation option, might accommodate the building program and provide for the resiliency that would permit a renovated STLC to meet the current and future needs of the artistic and cultural community, while adhering to the heritage parameters established with City's Heritage Preservation Services as part of the test fit exercise. CreateTO retained the following consultants:

- Architectural;
- Theatre;
- Mechanical, Electrical, Structural Engineers;
- Heritage; and
- Cost

Building Program

The consultant team, working with CreateTO and TO Live, developed a building program to be accommodated within the existing footprint of the building as the basis for the renovation option. The mechanical, electrical and structural engineers informed required renovations/replacement of the building systems. The consultant team completed a test fit of the renovation option, in keeping with the heritage parameters. Attachment 2 provides a comparison of the building program, Option 1-New Build and Option 2-Renovation.

In summary, the renovation option fails to meet the required program requirements that create the cultural ecosystem developed by TO Live in consultation with the creative and cultural community. The gathering and creative spaces are compromised both in space and configuration in the renovation option and do not provide the connectivity to permit the sharing and exchange of artistic ideas. Regarding the main theatre and acoustical hall, the renovations option while addressing state of good repair and accessibility compliance, fail to create the performance spaces that will service the needs of the performing and cultural community into the future. Attachment 2 and 3 provide a comparison of the building program and test fit for Option 1- Rebuild and Option 2 - Renovation.

Project Costs

CreateTO retained a third-party cost consultant to prepare a Class D construction cost estimate and project costs for the renovation options. The cost estimate summary is outlined below.

Hard Costs informed by the:

- Building program of 100,477 square feet as set out in Attachment 2
- Conceptual design and technical briefs (architectural, heritage, structural, mechanical, electrical, acoustical and theatre); and
- TGS Version 3, Tier 4 performance standards for city owned assets.

The total hard construction costs are \$129.8 million.

Soft Costs which include:

 Consultant fees including architect's design fees; site investigation, legal, fees and permits, furniture, fitting and equipment and other miscellaneous consultants.

The total soft costs are \$48.0 million.

The total project costs (hard and soft costs in 2022 dollars) are \$177.8 million.

As the project is at a conceptual stage, contingencies/risk allowance have been included to account for:

 Escalated construction cost for a projected construction start of December 2026; and market and construction cost volatility which has occurred over the past several years due to COVID-19 and its impact to the supply chain; and • Design refinements/changes in the space program based on detailed specification for the project in all disciplines (architectural, heritage, mechanical, electrical and structural).

The total contingencies/risk allowances for the renovation option are \$84.6 million. Accounting for these risk factors, the total project costs in 2026 dollars is \$262.4 million. These risk factors will be mitigated throughout the design process and where required value engineered through the various stage gate processes.

A comparative summary of total project costs (2022 dollars) and contingencies/risk allowances (to reflect 2026 dollars) for both the rebuild and renovation option are outlined in Table 4. As demonstrated below, the total project costs for the rebuild option represent an increase of 37.7% additional capital costs as compared to the renovation option. However, while the renovation option is less costly to deliver:

- it does not address the program needs of performance spaces and does not create the cultural ecosystem intended service the needs of the cultural community and anchor the Front Street cultural corridor; and
- TO Live can not generate the support to fundraise against a renovation option that does not meet and enhance the needs of the City's cultural and performance communities. In the absence of a fundraising campaign by TO Live, the capital project would require funding for the renovation option from the City's capital budget plan.

Advancing with the rebuild option, based on the HP Design Team's winning submission, will deliver on the program requirements and will provide the TO Live Foundation to mount a fund-raising campaign that will target approximately 75% of the project funded from provincial and federal programs and donations with the balance coming from the City's STLC's SOGR and AODA budget allocations.

A summary of the capital costs and funding commitments are outlined in Table 4.

Table 4: Comparison Summary - Total Project Costs, Contingencies/Risk Allowances and Funding

ITEM	COST ESTIMATE IN 2022 DOLLARS		
	Option 1 - Rebuild	Option 2 - Renovation	
Hard Costs	\$212,205,000	\$129,836,000	
Soft Costs	\$83,366,000	\$47,985,000	
TOTAL	\$295,571,000	\$177,820,654	

CONTINGENCIES / RISK ALLOWANCES	CONTINGENCIES (TO RFELECT 2026 DOLLARS)		
Design Contingency (20%) ¹	\$38,251,000	\$23,770,000	
Construction Escalation Contingency (25%) ²	\$62,364,000 \$32,047,000		
Construction Contingency (7.5%) ³	\$23,387,000 \$27,698,000		
Soft Contingency (1%)	\$1,902,000	\$1,086,000	
TOTAL	\$125,904,000	\$84,601,000	

TOTAL COSTS (2026 DOLLARS)	\$421,475,000	\$262,422,000	
CITY FUNDING CONTRIBUTION	\$100,000,000	\$262,422,000	
TO LIVE CAPITAL CAMPAIGN FUNDING 4	\$321,475,000	\$0	

- 1. A 20% design contingency is used during the design phase of the project to cover the cost of design parameters and requirements that will become known as the design develops in keeping with a Schedule D cost estimate.
- 2. Projected construction start date of December 2026; allow for 8% per annum for 2022; 5% per annum from 2023-2026
- 3. Construction Contingency reflects change orders during the construction period.
- 4. The City funding contribution is leveraged from \$57M SOGR, above the funding line, and \$43M to be funded through the City's Capital Budget approval process.
- 5. The TO Live Capital Campaign includes seeking funding from provincial and federal programs and a fundraising campaign to be led by the TO Live Foundation.

Conclusion

CreateTO, in consultation with TO Live, have completed a successful design competition which has resulted in the selection of a winning design that will achieve the transformation of STLC, built on the principles of dynamic and highly flexible spaces; extreme usability; a bold and open building that fits the neighbourhood; and is future-facing for a decarbonized world. The winning design will bring the theatre to the street and the street to the theatre creating the radical accessibility which is at the heart of STLC's transformation. It will be a place for the city and the country to discover the future of creative industries, a place to present inspiring cultural products, and a place to reach, teach, inspire, and learn from new and diverse audiences creating a cultural precinct through the East downtown from Union Station to the Distillery District and beyond.

The winning design is aligned with the third-party capital cost estimate and a capital funding strategy seeks partnership from all levels of government alongside a robust fundraising campaign, led by the TO Live Foundation, to provide the capital investment requirement to see the design and construction of a new STLC. With the transition of

the project to CREM, under the leadership of the Project Management Office, in collaboration with TO Live and its Foundation, future design and construction of a new STLC will serve as a catalyst for the city's cultural revitalization and become a driver of economic activity and a benchmark for sustainable cultural infrastructure.

NEXT STEPS

Upon City Council's approval of the recommendations contained in this report, CreateTO will transition the project to CREM's Project Management Office, which in collaboration with TO Live, will follow the City's Major Capital Approval Process to advance the design and construction of the new STLC.

CONTACT

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SIGNATURE

Vic Gupta
Chief Executive Officer
CreateTO

ATTACHMENTS

Attachment 1: HP Design Team Submission Visuals

Attachment 2: Building Program Comparison: New Build vs Renovation

Attachment 3: Test Fit Comparison: New Build vs Renovation

ATTACHMENT 1: HP DESIGN TEAM SUBMISSION VISUALS

"Transparence is the highest most liberating value in art... Transparence means experiencing the luminousness of the thing in itself, of things being what they are"

-Susan SontagTkaronto



Radical Openness - Porosity and Flexibility



A cultural ecosystem







ATTACHMENT 2: BUILDING PROGRAM COMPARISON: NEW BUILD VS RENOVATION

PROGRAM SPACE	OPTION 1 NEW BUILD (ft2)	OPTION 2 RENOVATION (ft2)
Flexible Performance Spaces		
700 Seat Theatre -Audience Chamber -Technical Support -Stage Platform	27,660	23,153
300 Seat Theatre -Audience Chamber -Technical Support -Stage Platform	6,300	7,018
Gathering Spaces -Shared Front of House -Public Space & Support Space	29,590	19,676
Creative Spaces -Rehearsal Rooms (small, medium, large) -Artist-in Residence & support spaces -Media Spaces -Child Minding Kid Zone	22,020	6,232 Excludes: -Small & Large-Rehearsal Rooms -Artist-in Residence & Support Spaces -Child Minding Kid Zone
Shared Back-of-House	13,900	10,266
Utilities and Gross Up Factor	80,909	34,132
TOTAL	180,379	100,477
Bridge Connection to Meridian Hall Scott Street Public Realm	172 ft long 8.5 ft wide 16,000	N/A 16,000

ATTACHMENT 3: TEST FIT COMPARISON: NEW BUILD VS RENOVATION





