



Report to: General Committee

Date Report Authored: September 7, 2012

SUBJECT: Stiver Mill Restoration

PREPARED BY: Phoebe Fu, Senior Manager Facility Assets, Ext. 3010
Jason Vasilaki, Project Manager, Ext. 2845

RECOMMENDATION:

- 1) That the Report entitled “Stiver Mill Restoration” be received; and
- 2) That the presentation entitled “Stiver Mill Concept Study” be received; and
- 3) That the proposed restoration in the amount of \$1,901,800 be presented to the Stiver Mill Preservation Advisory Committee for input on restoration plan and future use of the Stiver Mill; and
- 4) That the ‘Unionville Public Washrooms’ capital project #9219 be closed and that the remaining funds of \$148,816 be considered as a funding source for the Stiver Mill restoration; and
- 5) That funding options as outlined under the ‘Financial Consideration’ section be considered to fund the remaining balance of \$1,752,984; and
- 6) And that Staff be authorized and directed to do all things necessary to give effect to this resolution.

PURPOSE:

The purpose of this report is to present the results of Stiver Mill Concept Study and to obtain endorsement on the proposed restoration of the Stiver Mill.

BACKGROUND:

The former Stiver Mill is an iconic heritage feature and landmark in the historic village of Unionville. It represents the former industrial component of the village and has a direct relationship to the historic train station and the adjacent railway. It is also one of the few grain elevators left in the GTA/province with original equipment. The Mill has great significance not only in the village, but also in the broader community (cultural experience when visiting, assisting in the economic viability of the tourist area). The building was built in the early 1900s and the Stiver family closed it in 1968.

The City acquired the Stiver Mill in 1993 and the building has remained vacant and unheated since its purchase.

Repair Work to Date

Over the past years, Asset Management has completed work in and around the Mill including:

- Electrical service reconnection and upgrade to support the Farmer’s Market (completed in 2009)
- Environmental remediation (completed in 2011)
- Structural repairs in the foundation (completed in 2011)

The purpose of the repairs to date was to preserve and stabilize the building. It also allows staff and consultants to enter the building; however, not to occupy the building on an ongoing basis.

Stiver Mill Preservation Advisory Committee

The Stiver Mill Preservation Advisory Committee was created in 2007 to seek and review proposals for the re-use of the building. The Committee met several times; however, it has not been active since the new Council term. The Committee consists of three appointed Council Members: Concillor Moretti, Councillor Hamilton, and Councillor Logan Kanapathi. Clerks will be appointing the remainder of the Committee (one representative from the Unionville Business Improvement Area; one representative from the Unionville Villagers Association; one representative from the Unionville Village Conservancy; one representative from the Unionville Ratepayers Association and one representative from the Unionville Historical Society). Staff will be developing a Terms of Reference to clarify the roles and responsibility of the Committee.

Re-Use Proposals

In 2008, the City of Markham released a Request for Expressions of Interest ("RFEOI") to the public for the adaptive re-use of the Stiver Mill. The RFEOI stipulated a long-term lease subject to zoning and public consultation obligations and minimal City funding. Only one proposal was received for restoration; however it was only to undertake preliminary work and was insufficient to fully assess the building and costs.

In September 2010, the Unionville Village Conservancy-UVC (a community group who operates the Farmer's Market and are interested in the preservation of the Unionville Heritage Conservation District) presented a concept plan to Council that encompassed a public /private use of the building, heritage preservation of the structure and possible post secondary partners. Staff was directed to investigate the concept, in consultation with the Stiver Mill Restoration Advisory Committee and the UVC, and report back to General Committee. Staff met with the proponents of the concept plan and it was established that there was no viable proposal for use.

Community Inputs

Following a visioning workshop with the community in 2007, a survey was sent out to 2,000 local residents seeking input into the types of uses they would support for the Stiver Mill. The suggestions were reviewed by the Steering Committee and the following were reported as potential uses with the most local support:

- Artisan /Studios (221 responses)
- Farmer's Market (208 responses)
- Museum (204 responses)
- Bed and Breakfast (156 responses)
- Restaurant (fine dining) (106 responses)
- Conference Centre (76 responses)
- Restaurant (pub) (58 responses)
- Retail (40 responses)
- Offices (excluding dental/medical) (35 responses)

- Bakery/Village Grocery Store (25 responses)
- Medical/Dental offices (24 responses)
- Personal Care/Spa (23 responses)
- Tourism office (23 responses)

Site Development Restrictions

GO Requirements/Restrictions - The south edge of the property is adjacent to the GO Transit railway corridor. In the agreement of purchase and sale executed between the Town (now City of Markham) and CN (now owned by Metrolinx/GO Transit), GO Transit agreed that it would not object to a rezoning of the site for commercial use. However, the agreement indicates that GO Transit may require a reinforced concrete wall for safety purposes in the event that the lands are rezoned for non-residential purposes.

The agreement further provides that nothing in the agreement provides consent for the following uses:

- Residential
- Church
- School
- Daycare

By-Law Permitted Uses – Municipal / public use is permitted. In addition, as part of a previous redevelopment application, the property was re-zoned to permit business and professional offices (no medical or veterinarian) with existing store component allowing up to 225 m² of GFA for one of the following:

- pharmacy,
- artist studio,
- flower shop,
- personal service shop,
- museum, library, or gallery,
- photographer studio,
- display/ storage/ sale of objects of art and craft, antique shop, or custom workshop for production/repair/storage of art and craft work accessory to its commercial sale.

Planning staff delivered notice to GO Transit of the City's plans to rezone the property prior to the rezoning being approved. GO Transit did not respond to the notice within the time frame set out in the notice or advise staff that it would require a reinforced concrete wall.

OPTIONS/ DISCUSSION:

In March 2011, Staff was directed to engage an architectural consultant to prepare a concept study to investigate restoration of the building, including cost estimates and phasing options. Staff engaged David Johnson Architects to complete the Stiver Mill Concept Study and the results are shown in the presentation material. (Attachment A)

Staff recommends that Stiver Mill be preserved to prevent further deterioration; restored to allow occupancy to provide future re-use opportunities; and improve the overall site landscaping to create a welcoming public space. The work includes:

- Restoration of the exterior building envelope
 - Repair of the existing frame and roof structure
 - Replacement of exterior wall and roof metal panels
 - Replacement of doors and windows
 - Reconstruction of the previously removed platform and canopy
 - Heritage building standards will be upheld throughout restoration
- Renovation of the ground floor (1,120 sq. ft. heated, leasable space; 2,350 sq. ft. total ground floor area, including unheated double height, tower section)
 - To be ready for occupancy/use and meeting building codes
 - Meeting City of Markham Accessibility Guidelines
 - Heritage Mill equipment will be retained and incorporated
- Site landscaping
 - Efficient reconfiguration of the Stiver Mill and Train station parking areas
 - Construction of a wooden platform walkway from Main Street Unionville to Eureka
 - Planting, Trees, Lighting, Benches

The estimated cost of the proposed restoration and landscaping work is \$1,901,800.

Upon budget approval, staff will initiate detail design in late 2012, followed by consultation with the Stiver Mill Preservation Committee during the process, obtain Heritage approval, and complete the tender process. Anticipation start of construction is Spring of 2014.

A grant application was made under the Feddev Ontario Community Infrastructure Improvement Fund (CIIF) in the amount of \$1 million dollars for this project. In the event that the grant was obtained, staff will develop an accelerated schedule to complete the project by March 31, 2014.

FINANCIAL CONSIDERATIONS: (external link)

The funding requirement for the Stiver Mill restoration and landscaping is \$1,901,800. To date, no decision has been made on the 'Unionville Public Washroom' capital project. Therefore, it is recommended that the project with remaining funds of \$148,816 be considered as a potential funding source for the Stiver Mill restoration. The remaining balance of \$1,752,984 can be funded from the following options:

1) Life Cycle Replacement and Capital Reserve Fund

Based on the 2012 update of the Life Cycle Reserve Study which excludes Stiver Mill, there are sufficient funds for the major replacement and rehabilitation of existing assets with known work programs for the next 25 years. Stiver Mill restoration is currently not included in the Life Cycle Reserve Study. Therefore, funding for Stiver Mill restoration would reduce the future replacement and preventive maintenance of other City capital assets by one year to 24 years.

2) The Corporate Rate Stabilization Reserve

The City has a policy to maintain the reserve balance equivalent to 15% of the local tax levy. This reserve is used to maintain the City's cash flows, minimize short-term borrowing and fund urgent expenditure requirements. The fund is replenished annually using year-end Operating surpluses if funds are available. Based on the 2012 assessment growth and the unfunded balance for Stiver Mill Restoration, the City will need \$2,634,684 from the Operating surplus to bring the reserve to the required 15% threshold.

3) Municipal Tax Increase

The unfunded balance of \$1,752,984 will require a 1.49% tax rate increase.

4) Fundraising

Any fundraising initiative would benefit by reducing the unfunded balance.

Potential unfunded capital projects

There are currently other competing interests with limited funds available. The decision to fund Stiver Mill should take into consideration the other potential unfunded capital projects as outlined below:

Non-DC growth portion of DC projects

- Warden Ave Sports Park – 100 acre park
- Public Works Yard Land Acquisition and Facility Construction
- Angus Glen Expansion
- Milliken Mills Community Centre Recreation and Library expansion and renovation

Storm Water Management program

- West Thornhill storm water flood remediation
- Don Mills Flood Control
- Rest of City Flood Remediation

Heritage Buildings

- Tremont Hotel – stabilize, preserve and restore
- Daniel Fairty House – stabilize, preserve and restore
- Facility Upgrades

Other

- Emerald Ash Borer program
- Morgan Pool Retrofit

A grant application was made under the Feddev Ontario Community Infrastructure Improvement Fund (CIIF) in the amount of \$1 million dollars for this project. Approval of this grant is undetermined at this time.

HUMAN RESOURCES CONSIDERATIONS

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

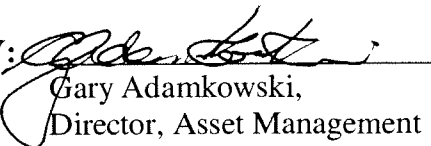
Not applicable.

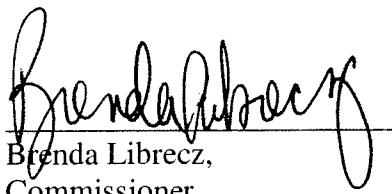
BUSINESS UNITS CONSULTED AND AFFECTED:

The Finance, Culture, Legal, Planning and Urban Design (Heritage Section) Departments have been consulted, provided input and reviewed this report.

RECOMMENDED:

BY:


Gary Adamkowski,
Director, Asset Management


Brenda Librecz,
Commissioner,
Fire & Community Services

ATTACHMENTS:

Attachment 'A' – Stiver Mill Concept Study Presentation