

To:	CHAIR AND MEMBERS CORPORATE SERVICES COMMITTEE MEETING ON JULY 22nd, 2014
From:	MARTIN HAYWARD MANAGING DIRECTOR, CORPORATE SERVICES AND CITY TREASURER, CHIEF FINANCIAL OFFICER
Subject:	ADDITIONAL GRANT REQUEST FOR FANSHAWE COLLEGE DOWNTOWN CAMPUS - PHASE II

RECOMMENDATIONS

Based on the directions of Council with respect to revitalizing the Downtown through the Downtown Master Plan and consistent with the recommendations of the draft Downtown Master Plan, on the recommendation of the Managing Director, Corporate Services and City Treasurer, Chief Financial Officer, with the concurrence of the City Manager and the Managing Director of Planning and City Planner the following actions be taken:

1. The attached information with respect to the economic development reserve fund (Appendix 'A') **BE RECEIVED**, noting that the additional grant request of \$10 million and the additional annual tax back grant of \$75 per student (\$75,000) can be accommodated as a draw against the economic development reserve fund without additional contributions from the tax levy or affecting current commitments;
2. The additional \$10 million grant over ten years to be paid following the start of construction and the additional potential annual tax back grant (\$75 per student) to cover the additional potential 1,000 students **BE APPROVED**; and
3. Civic Administration **BE AUTHORIZED** to negotiate all necessary agreements and undertake all necessary administrative actions to effect the grants.

PREVIOUS REPORTS ON THIS MATTER
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February 10, 2010	Report to Board of Control – General Manager of Finance & Corporate Services & Acting City Treasurer - Potential for the Fanshawe College School for Applied and Performance Arts in Downtown
December 15, 2010	Report to the Finance and Administration Committee - City Treasurer, Chief Financial Officer - Financing of New Economy Projects (included \$20 million for the Fanshawe College School of Applied and Performance Arts in the Education and Arts District Downtown)
February 10, 2011	Committee of the Whole – Fanshawe College presentation for the School of Applied and Performance Arts in the Downtown
March 30, 2011	Report to Finance and Administration Committee – Director of Intergovernmental Affairs – Fanshawe College School of Applied and Performance Arts
May 4, 2011	Report to Finance and Administration Committee – Chief Administrative Officer - Fanshawe College in the Downtown (By-law to approve the Grant Agreement)

BACKGROUND

Purpose of this report

To provide Council with information that will enable a decision with respect to financing the proposal for the London Downtown Campus - Phase II business plan submitted to the Corporate Services Committee from Fanshawe College:

- an additional grant of \$10 million over ten years,
- expansion of the already existing \$75 per student tax back grant from the term of the agreement with Fanshawe college to include the additional students expected as a result of this expansion

History of the project

According to the business plan submitted by Fanshawe College, the annual economic impact of the College is \$1.6 billion (based on a study undertaken on behalf of Colleges Ontario for all colleges in Ontario). Fanshawe College has an annual payroll of \$123.8 million and 2,600 full-time equivalent staff. It also spends approximately \$80 million per year on goods and services.

In order to bring some of the economic benefits to the downtown, Council approved a \$20 million grant to support the development a School of Applied and Performance Arts in the Downtown Education and Arts District in 2011. The intent was for the Downtown school to become a Centre of Excellence in Ontario for arts, design, theatre and digital media, among other programs, attracting students from around the world. In addition, the economic benefit to the City of London and Downtown businesses was to create vibrancy and an activity in the core by locating up to 1,000 students and the equivalent of 75 full-time staff from Fanshawe College to the Downtown.

Results to-date

According to the latest information, of the \$20 million grant, the City of London has transferred approximately \$10.5 million to Fanshawe College. The vacant former Royal Trust Building was acquired by Fanshawe College and 58,269 sq ft was renovated at a total investment of approximately \$20 million and with approximately 70 construction jobs created (conservative estimate from Fanshawe College); the Howard W. Rundle Building was opened early 2014. Approximately 307 students and the equivalent of 26 full time staff have already transferred to this downtown facility. With only a few months of operation, there are many comments included in the plan that would suggest a positive impact with respect to this new presence in the core (pages 5-6).

Effect of Previous City of London Investments in the Downtown Core

A number of initiatives have been undertaken over the last twenty years to stimulate the downtown; the effect of these initiatives has been monitored through the State of the Downtown Reports in 2003, 2005, 2006, 2009 and 2011. These initiatives include:

- The construction of the Convention Centre – 1993
- The Downtown Community Improvement Plan (CIP) – 1994
- The Downtown Millennium Plan - 1998. This plan recommended a series of City and Partnership projects, infrastructure improvements and investment programs, for example:
 - the Covent Garden Market reconstruction,
 - the relocation of the Central Library, and
 - the construction of the John Labatt Centre

As reported in the 2011 State of the Downtown Report, the following results have occurred since the completion and implementation of recommended projects in the Downtown Millennium Plan in 1998:

- Since 2002, the total current value assessment in the Downtown has risen by 3.8% annually, combining for a total increase of 59% from \$567.6 million to \$902.0 million.
- In 2010, each of Downtown's major corridors experienced a growth in assessment value; Richmond 5.8%, Dundas 2.5%, Clarence 1.4%, and King 137.7%. The massive increase on King Street can be attributed to the inclusion of the new Renaissance apartment building at 71 King Street.

- Downtown's rate of assessment growth (15.1%) exceeded the city-wide rate (6.0%) for 2009 – 2011.
- Between 2002 and 2011, current value assessment within the Targeted Incentive Zone (TIZ) on Dundas and Richmond Streets has increased by 17.8% from \$54.2 million to \$63.8 million. The TIZ experienced some volatility in annual assessment growth providing for a net growth of 1.2%, or \$635,000 between 2002 and 2008. Since the implementation of the enhanced incentive programs in 2008, the TIZ has experienced a 16.4% growth in current value assessment, an increase of \$9.0 million.
- 1,135 building permits have been issued in Downtown London since 2000 and which have an associated construction value of \$352.7 million. In 2010, the median value of building permits issued Downtown increased by 25% to \$30,000. The enhanced incentive programs introduced in 2008 appear to have had a moderate impact on building permit activity within the Targeted Incentive Zone; there was a slight decline in 2009 and an increase of 13.3% in 2010 to 26 building permits worth a total construction value of \$1.1 million.
- Street level vacancy (as a percentage of the total length of the corridor) along Dundas, Richmond, and King Streets declined 1.2% since 2009 to 12.1% in 2011. King Street recorded the lowest street level vacancy rate of the three corridors at 9.0%. Richmond Street experienced the largest decrease in street level vacancy of 3.2 % from 2009 to 2011. Vacancy on Dundas Street has also decreased by 2.3% since 2009.
- Based on the 2006 census, population projections are predicting a 31.4% increase in the Downtown population and increase of 25.6% in dwelling counts. Between 2001 and 2006, of those choosing to live Downtown the 0-19, 20-44, and 65+ age grouping experienced the largest growth of 46%, 29%, and 15% respectively.
- Median Household Income increased by 35.3% from \$34,667 to \$46,908. This increase far exceeded that of Central London as well as the City as a whole.

The 2011 State of the Downtown Report goes on to say:

Education Centres

Education centres located in the Downtown can play a large role in revitalization efforts since they can have a very large economic impact on the Downtown. They provide more jobs, bring more people Downtown, and the expenditures by both staff and students can give a boost to the local retail market. Many thriving Downtowns include education as an integral part of their success. Knowing how many education centres are located Downtown along with their staff, faculty, and student populations can shed some light on their role and impact in revitalization.

Activity Generators

Critical to the success of a Downtown revitalization effort is the ability to attract people. Activity generators, defined within this report as any major attraction that brings people to the Downtown, are therefore vital to the success of any revitalization effort. Analyzing attendance records at Downtown London's events and activities can reflect London's ability to attract people both from within London as well as outside of London to the Downtown.

Information with respect to the impact of educational institutions locating in the downtown was provided in a report from the City Manager to the Committee of the Whole in May 2011. This is reproduced in this report as Appendix "B"

The investment in bringing education facilities to the downtown appears to be in-line with the principles of the Downtown Master Plan.

What has changed with this new request?

Fanshawe College has the opportunity to acquire the Kingsmill Building directly across the street from the Howard W. Rundle Building. The proposal would see:

- The renovation of the Kingsmill Building beginning 2015 (an investment of approximately \$66.2 million in the downtown). This renovation is more costly than one might normally see if Fanshawe were to develop on their existing campus; the rationale for this can be summarized as follows:
 - The building will have to be deconstructed and materials disposed of (including asbestos abatement), elements salvaged for future reuse and then redeveloped;
 - The site is an infill between existing buildings including shoring and bracing of the adjacent properties' demising walls;

- There are costs associated with roof reinforcement on the two adjacent buildings to meet building code requirements;
- There is no construction staging space adjacent to the site requiring off-site storage and just-in-time delivery of materials to the site;
- There are costs associated with development in a heritage district and efforts to maintain the Dundas Street façade and other historical building elements;
- The addition of three floors and the existing soil conditions require special foundations be introduced to the site;
- Lowering the basement floor to increase the ceiling height and make the basement into useable space requires structural underpinning and reinforcement of the adjacent properties' foundation walls;
- Development of academic spaces is more costly than general office space as they are subject to more stringent building and fire code requirements; and,
- Construction costs include five industrial training kitchens including required ventilation, fire suppression, refrigeration systems and food waste management systems.
- **Doubling** the number of students from the initial 1,000 to 2,000
- **Increasing** the staff complement from 75 to the equivalent of 110 full-time staff.
- **Increase** the Kingsmill building to six storeys from the current three, increasing the square footage of the Kingsmill Building from 74,000 sq ft to 101,000 sq ft
- Locating the following schools in the downtown Education and Arts district:
 - Tourism and Hospitality (including Culinary Arts)
 - The remainder of Information Technology
- Undertaking reasonable effort to maintain the Dundas Street Façade and incorporating some of the interior historical elements of the Kingsmill Store into the redeveloped building

What is the New Request?

- The commitment of an additional \$10 million grant from the Economic Development Reserve Fund (for a total of \$30 million). The request is to flow the money over ten years at \$1 million per year; this is achievable given the current view of the reserve fund (Appendix "A")
- \$75 grant per student to offset the payment in lieu of taxes as provided in the earlier grant program; an additional \$75,000 per year for the additional 1,000 students a total of \$150,000 per year when fully implemented. According to the agreement, this tax back grant is only in effect for the term of the agreement. The current agreement (which would have to be amended to accommodate this request began on May 11, 2011 and will conclude on the fifteenth anniversary, or May 11, 2026. Again, the Economic Development Reserve Fund could accommodate this draw on annual basis given the current plan.
- The City approve the Heritage alteration permit, which has been submitted by the current owner of the building, and is being addressed through the appropriate heritage alteration permitting process.

Impact on Property Taxes:

- Property taxes that are currently paid on the property are approximately \$55,155 per year, of which \$21,352 relates to education and \$33,729 is levied for municipal purposes.
- In addition, the BIA levy yields a further \$6,048 per year to the LDBIA.
- If this property remains vacant, a vacancy rebate would likely be applied for which would result in a 30% rebate of the property taxes levied.
- There would also likely be further reductions sought through assessment reductions. It should be noted there are a number of vacant properties in the immediate vicinity along Dundas Street.

Financing the Additional Grant:

Over the next ten years financing is available within the existing projections of the Economic Development Reserve Fund (See Appendix "A"). There would be no requirement to increase the burden on the tax levy to accommodate this request nor would it impact other commitments.

It should be noted that Council is also considering a contribution of \$10 - \$15 million toward a mixed-use development Performing Arts Centre as part of the Investment and Economic Prosperity initiatives. **Over a ten year period** this request could also be accommodated.

(Note: If a more immediate lump sum payment was to be requested the economic development reserve fund could not accommodate the request without an additional infusion.)

CONCLUSION

Bringing education facilities to the downtown has a proven track record for revitalization in many municipalities. The investment by Fanshawe College, the Province and the City of London in the downtown campus has already brought results even in early months of operation. The additional grant request will allow Fanshawe College to relocate a number of schools from its east London campus to downtown to help the City of London revitalize the downtown along the Dundas Street corridor. As part of this relocation the number students in the downtown will be doubled to 2,000 from the original plan of 1,000 and the number of full-time equivalent staff will increase from 75 to 110.

The choice:

- Provide the grant and develop the site over the next three years to create stimulus in the downtown that would be consistent with the Downtown Master Plan, or
- Reject the grant and run the risk that this important property remains vacant for an undetermined period of time.

Staff recommend that this additional grant request from Fanshawe College be approved, given:

- the current vacancy rate along some portions of Dundas Street,
- the potential for the Kingsmill Building to remain vacant for an extended period of time and the potential for deterioration of this important building
- the immediacy of the investment by Fanshawe College in the downtown, and
- the positive impact to-date of the existing downtown campus
- over a ten year period the Economic Development Reserve Fund could accommodate the additional grant request without an additional contribution from the tax payer, or impact existing commitments.

PREPARED AND RECOMMENDED BY:	
MARTIN HAYWARD MANAGING DIRECTOR, CORPORATE SERVICES AND CITY TREASURER, CHIEF FINANCIAL OFFICER	
CONCURRED BY:	CONCURRED BY:
JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER	ART ZUIDEMA CITY MANAGER

APPENDIX A

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	20
	3,500	11,054	7,284	6,090	9,259	4,004	4,185	3,655	3,113	2,557	2,4
	6,500	1,300	3,007	3,974	8,174	8,174	8,174	8,174	8,174	3,974	3,9
	4,500	4,000			3,800						
			3,600	700							
		294		20							
		1,000									
		505	505	505	505	505					
	54	152	137	134	173	101	97	84	70	62	
	11,054	7,251	7,249	5,333	12,652	8,780	8,271	8,258	8,244	4,036	4,0
	2,500										
	600										
	400										
					300						
					800	150	350	350			
		5,000	5,000								
		6,000	3,000	1,500	1,500	1,500	1,500	1,500	1,500	2,000	
						75	75	75	75	75	
		21	226	208	5						
			217	300	355						
				102							
'k					10,000						
					4,800	4,800	4,800	4,800	4,800		
				54	147						
						1,075	1,075	1,075	1,075	1,075	1,0
						1,000	1,000	1,000	1,000	1,000	1,0
	3,500	11,021	8,443	2,164	17,907	8,600	8,800	8,800	8,800	4,150	2,1
	11,054	7,284	6,090	9,259	4,004	4,185	3,655	3,113	2,557	2,443	4,3

Experience with other Educational Institutions in Other Municipalities' Downtowns

The use of post secondary university and college programs to foster Downtown revitalization is not a new trend, over the last 10 years a number of municipalities in Southern Ontario have enticed educational institutions through grants of money, buildings and/or land to locate part of their curriculum within their Downtowns. The majority of the money came from the infrastructure and economic growth funding initiatives from the Province and Federal Governments. Below are a few examples;

- The City of Cambridge (pop. 124,000) gave a grant of \$6.25 million to the University of Waterloo to locate the School of Architecture (400 students) in a 7900 square metre heritage industrial building in Downtown in 2004. The total budget for the project was \$27 million, including \$21 million to acquire the property, remediate the soil, and renovate and furnish the building, and \$6 million to be used for operating the school and improving its programs. The City of Cambridge supported the initiative by committing \$7.5 million to the project over 15 years, plus a contribution of \$1.4 million to the capital costs. The City also made the project its sole priority for the SuperBuild / Canada-Ontario Infrastructure programs of the provincial and federal governments. An additional \$13 million contribution was raised by the Cambridge Business Consortium.
- The City of Kitchener (pop. 209,000) provided \$30 million plus the value of the land (3.4 hectares) to the University of Waterloo (2006-2007) to relocate the School of Pharmacy/Health Services Campus/Family Medicine Teaching Centre (1300 students, staff and faculty members) to a heritage industrial building at the fringe of the Downtown in 2008. An additional \$20-30 million was to be raised from the private sector from residential intensification for students and another \$25-30 million from private sector donations. The business case did not envision any upper level government support. The benefits identified by the business case included one-time impacts of \$30 million to the local economy, 358 full-time equivalent jobs, \$21 million in wages and salaries, \$11 in public revenues to government organizations; recurring impacts of \$28 million/year for operations, research and expenditures by students and out-of-town visitors, employment of 766 person years annually, \$25 million annually in wages from the creation of employment and \$9 annually in public revenues; and private sector investments of \$20-30 for housing for students.

Wilfred Laurier also moved their Faculty of Social Work (400 students and 50 staff) to the Downtown in 2007 supported by an investment of \$6.5 million from the City of Kitchener. It was expected the move would result in; \$1.5 million/year in spin-off benefits from students and staff, an additional 53 jobs created, renovation expenditures of \$3.2 million plus 40 person years of employment and increased wages of \$2.3 million and renovation of historic buildings.

The City of Kitchener "2008 Downtown Trends and Indicators Report" indicates that it is still too early to measure the impacts of these facilities. They expect the economic impacts to be as indicated above. The report does state that there are now 3370 students living in the Downtown. There were also increases in the number of businesses, building permits, attendance at facilities and events etc. but it was difficult to attribute those increases to students.

- The City of Brantford (pop. 94,000) provided \$14 million as well as buildings (former library, municipal office building, post office and bank) and forgivable and interest free loans over \$7 million to locate satellite campuses for Mohawk College, Wilfred Laurier University (Contemporary Studies – opened in 1999, currently 2500 students in 19 buildings Downtown) and Nipissing University (Schulich School of Education – opened in 2002 with 800 students) in its Downtown. Between September 2010 and September 2011 three new buildings will be opened which will allow expansion to 4500 students. In addition, a Research and Academic Centre, made possible by \$26 million in Provincial and Federal stimulus funding, will soon be built in the Downtown as part of the campus.

In 2005 Adventus Research Inc. prepared a report entitled "*Economic Impact & Benchmarking Analysis of Laurier Brantford and Mohawk College on the City of Brantford, Brant County and Local Regions*" to review the impacts of these facilities over the last 5-6 years. Some of the report findings include;

- Over 68% of Downtown businesses and 53% of City businesses reported some positive revenue impact;
 - Downtown businesses hired an average of 1.14 part-time and 1.6 full-time employees;
 - 4% of the businesses outside the Downtown are considering a move to Downtown;
 - Over 80% of the respondents felt the schools enhance the reputation of the City;
 - Approximately 60% of Downtown businesses felt the business climate had improved; and,
 - Total conservative estimate of \$1.2 million impact on the Downtown since 1998;
- The Town of Orangeville (pop. 28,000) donated 11 hectares of land (value \$3.5 million) to Humber College to locate a satellite campus in town.
 - The City of Stratford (pop. 31,000) donated land and \$10 million to the University of Waterloo for a Digital Media campus (500 students). They also received \$20 million from the Province and Federal Governments. In March of 2008, a partnership was announced between the City of Stratford, The Ontario Ministry of Research and Innovation, and Open Text Corporation to develop a University of Waterloo campus specializing in digital media and global business. In January 2010, the City of Stratford acquired the "Cooper lands", a downtown property that was then donated to the University to develop the campus. A temporary location has been set up on Wellington Street downtown, to be replaced once the permanent "Cooper" location is developed (anticipated for 2012). The total cost of the project is estimated to be \$30 million. The agreement between the City of Stratford and the University of Waterloo provides that the City will provide the University with a \$10 million cash capital contribution provided in stages, as well as a commitment to secure an additional \$5 million from the federal and provincial governments, the private sector and individual donors. The City is also providing land to the University at a cost of \$1.
 - The Town of Milton (pop. 65,000) donated 60 hectares of land to Wilfred Laurier University for a satellite campus.
 - The City of Barrie (pop. 131,000) gave Georgian College \$3 million for their building campaign.
 - The City of Windsor (pop. 217,000) in 2009 donated a building to St. Clair College for a media training centre.
 - The City of St. Catharines (pop. 125,000) wants to build a \$94 million performing arts school and theatre complex in a heritage industrial building in its Downtown to house the Brock University School of Fine and Performing Arts (500 students and faculty members). In addition, the St. Catharines Centre for the Performing Arts will also open and the university intends to relocate its commercial theatre program to this facility. Brock University is raising \$20 million through its capital program, the Federal and Provincial governments (from the Building Canada Plan) are providing \$36 million jointly to the project. The City has been assembling land over the last few years. Construction of this \$100 million project is scheduled in late 2011 with an expected completion in 2013.
 - The City of Kingston (pop. 118,000) committed \$6 million toward the Queens University plans to develop the Isabel Bader Centre for the Performing Arts along the waterfront in the City of Kingston within the Downtown. The fundraising efforts to raise the \$63 million capital cost have been spearheaded by the private benefactors, Alfred and Isabel Bader, who pledged an initial \$18 million with a promise to provide additional funding once other contributions had been confirmed. There was an additional \$15 million each from the federal and provincial governments. The University raised the remaining \$5 million to secure the final funding from the benefactors. The Centre is scheduled to be open in Fall 2013, and will include an acoustically-superior concert hall, a black-box theatre, a screening room and

rehearsal space. The Centre will support downtown and waterfront revitalization, as well as further develop the partnership between the City of Kingston and Queens University.

There are also other examples where the private sector has partnered with post secondary institutions to bring specific faculties to the Downtown usually in conjunction with a cultural centre. Examples include;

- The Banff Centre for the Arts in Banff, Alberta has over 400 performances, concerts and exhibitions and attracts over 50,000 visitors a year.
- The Distillery District in Toronto includes the George Brown College Theatre Program, 17 performing arts companies and 22 art galleries located in over 40 heritage buildings.
- The Ontario College of Art and Design is located in Downtown Toronto and has an enrollment of 2500 students.
- Niagara College has established a satellite campus for the hospitality, tourism and business programs in Downtown Niagara on the Lake.

Few of these municipalities have done post assessments of the impacts of these investments on their Downtown because most investments have been recent and it takes some time for the benefits to occur. London has been investing in it's Downtown since the mid 1990's and it has taken some time for to realize new business growth, new residential development, increases in building permits etc.