

# Special City Council Meeting Agenda

Consolidated as of July 13, 2018



**Monday, July 16, 2018 – 6:00 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Please turn off or place on non-audible all electronic devices during the meeting.

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Changes to the original agenda have been highlighted.

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## Open Meeting – 6:00 p.m.

### Disclosure of Pecuniary Interest and General Nature Thereof

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#### **IDE-2018-106      Baker District Redevelopment – RFP Findings and Recommendations**

##### **Presentation:**

Scott Stewart, Deputy CAO, Infrastructure, Development and Enterprise Services  
Martin Jewitt, Project Manager, Portfolio Development  
(presentation)

##### **Delegations:**

Susan Watson (presentation)  
Marty Williams, Executive Director, Downtown Guelph Business Association

##### **Correspondence:**

E. Lin Grist  
Susan Watson

##### **Recommendation:**

1. That Staff be authorized to enter into a Letter of Intent with the preferred development partner as identified through the "10-094 Request for Proposals the Baker District Mixed-Use Development from the Pre-Qualified Development Teams" process.
2. That \$500,000 be approved for the 2018 capital budget in order to advance the Baker District Redevelopment planning and implementation processes, to be funded from debt previously allocated for land purchases within the Baker District.

3. That Staff report back to Council on progress by end of Q2 2019.

## **Adjournment**



# BAKER DISTRICT REDEVELOPMENT

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Council Presentation

July 16, 2018

URBAN  
STRATEGIES  
INC.

# Project Steering Committee

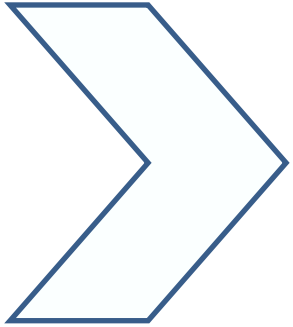
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- **Scott Stewart** | Deputy CAO, Infrastructure, Development and Enterprise
- **Colleen Clack** | Deputy CAO, Public Services
- **Steve Kraft** | CEO, Guelph Public Library
- **Dan Atkins** | Director of Operations, Guelph Public Library
- **Tara Baker** | GM, Finance / City Treasurer
- **Kealy Dedman** | GM, Engineering & Capital Infrastructure Services / City Engineer
- **Todd Salter** | GM, Planning, Urban Design and Building Services
- **Christopher Cooper** | GM, Legal, Realty and Risk / City Solicitor
- **Martin Jewitt** | Program Manager, Portfolio Development

# The Journey to Baker District

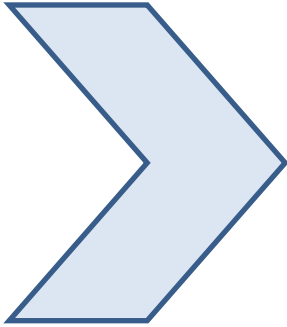
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2007 - 2009



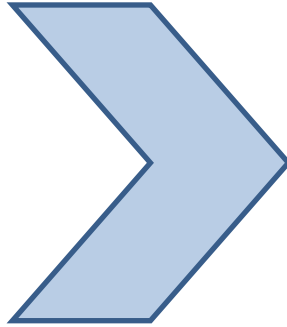
Visioning

2010 - 2012



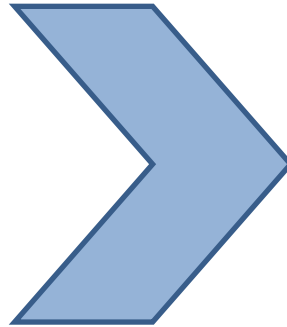
Policy and  
Regulatory

2013 - 2017



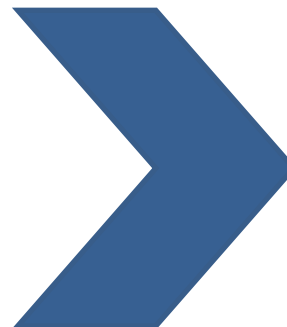
Planning &  
Prioritizing

2018



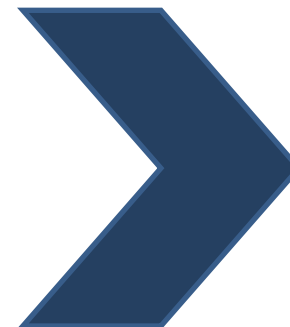
Partnering &  
Programming

2019-2020



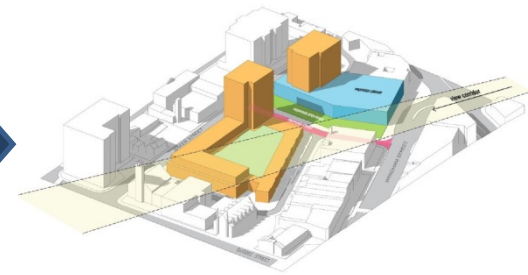
Design and  
Budgeting

2021-2022



Council &  
Regulatory  
Approvals

2023-2024



Construction  
Start

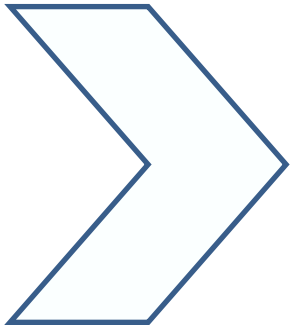
- **Honour the Past**

- **Establish the Way Forward**

- **Celebrate the Opportunity**

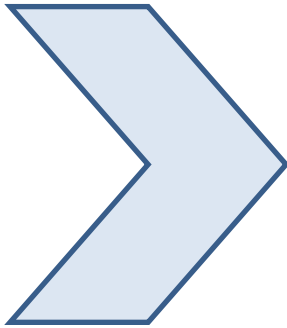
# Honour the Past

2007 - 2009



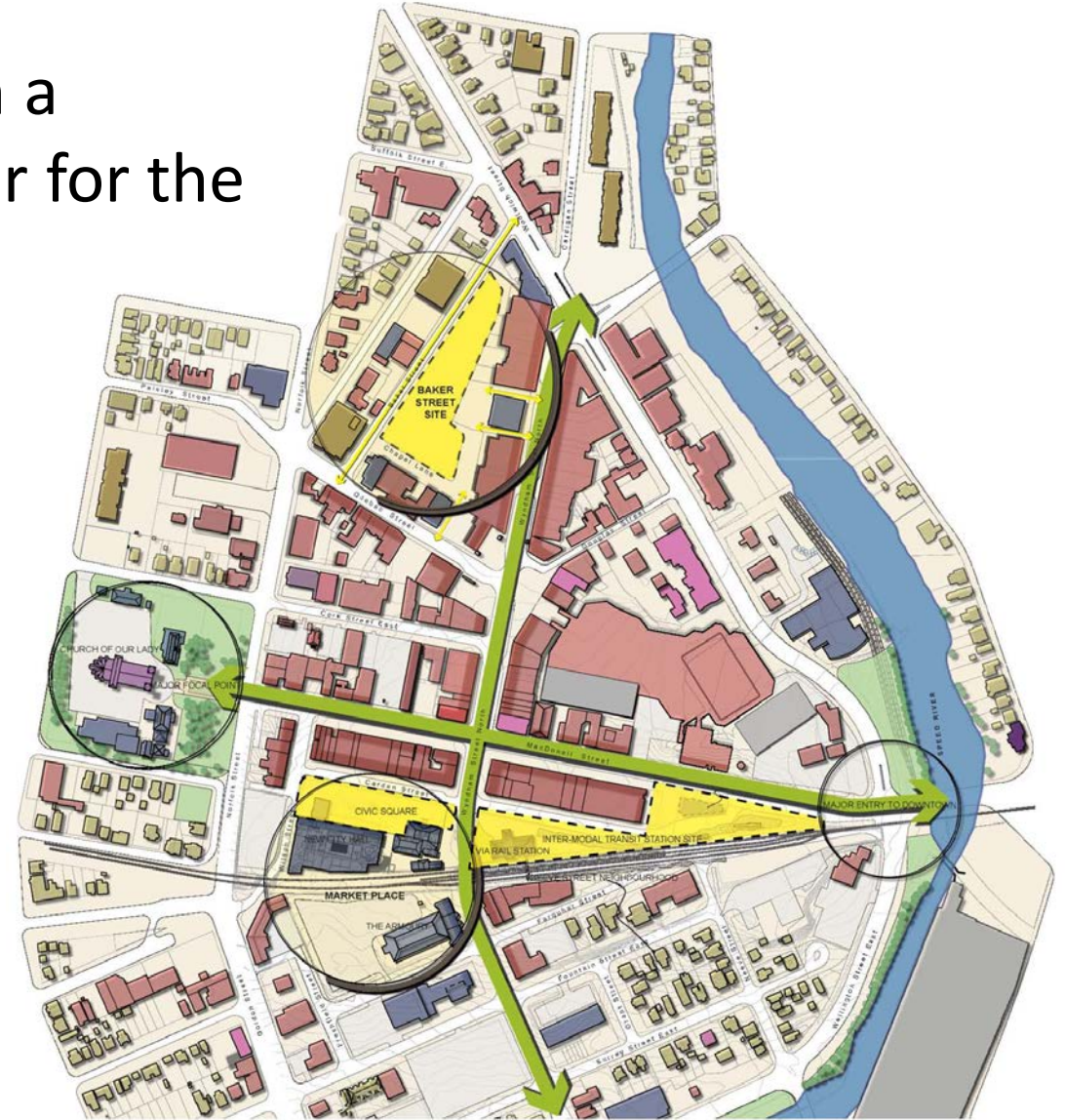
Visioning

2010 - 2012



Policy and  
Regulatory

**Vision:** Establish a  
Northern Anchor for the  
Downtown

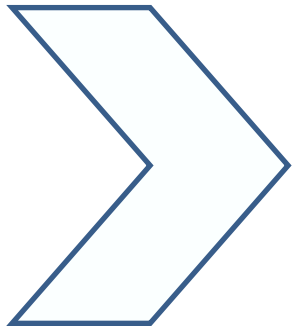




# Honour the Past

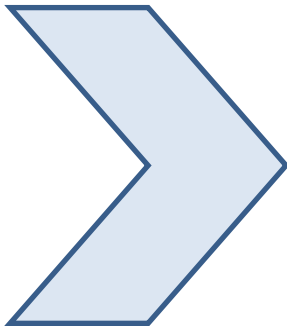
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2007 - 2009



Visioning

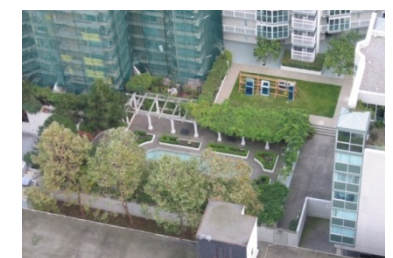
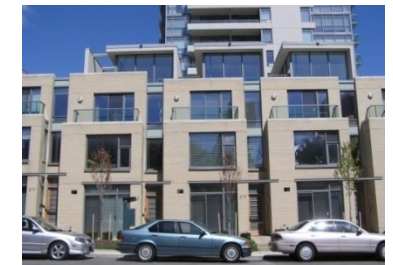
2010 - 2012



Policy and  
Regulatory

## Core Planning Principals:

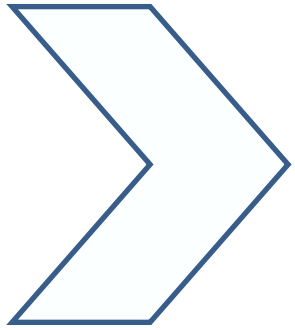
- Provide High Profile Downtown Location for **Public Library**
- Provide **Amenity Space** for the Library, Public and Neighbourhood
- Increase **Public Parking**
- Introduce New Streets and Blocks for **Improved Circulation**
- Serve as a **Catalyst for City Building**



# Honour the Past

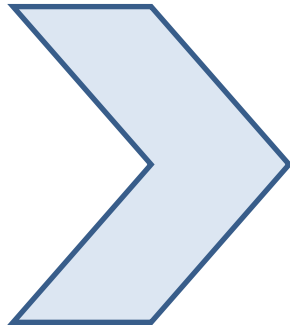
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2007 - 2009



Visioning

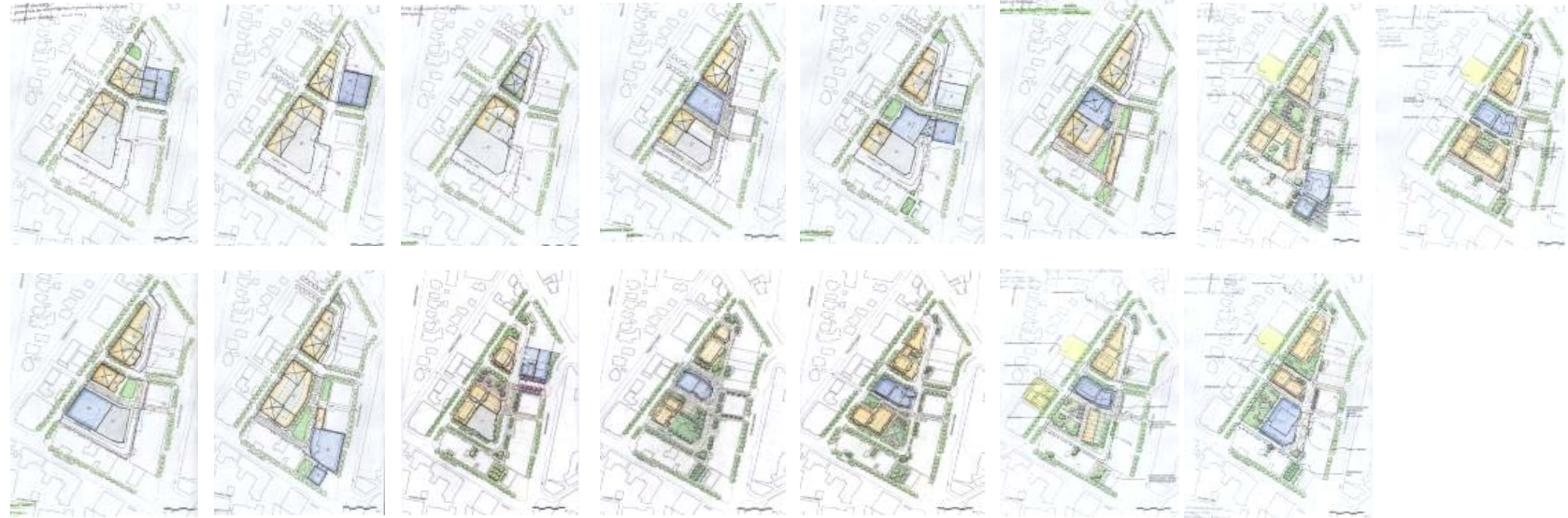
2010 - 2012



Policy and  
Regulatory

## Concept Development:

- 15 development options were developed using the Core Principals

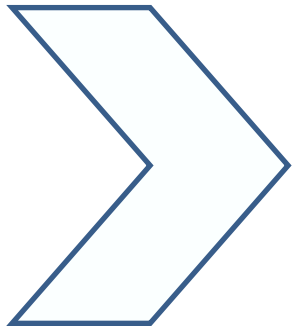




# Honour the Past

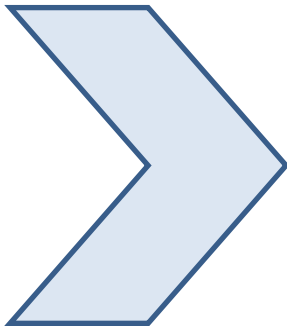
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2007 - 2009



Visioning

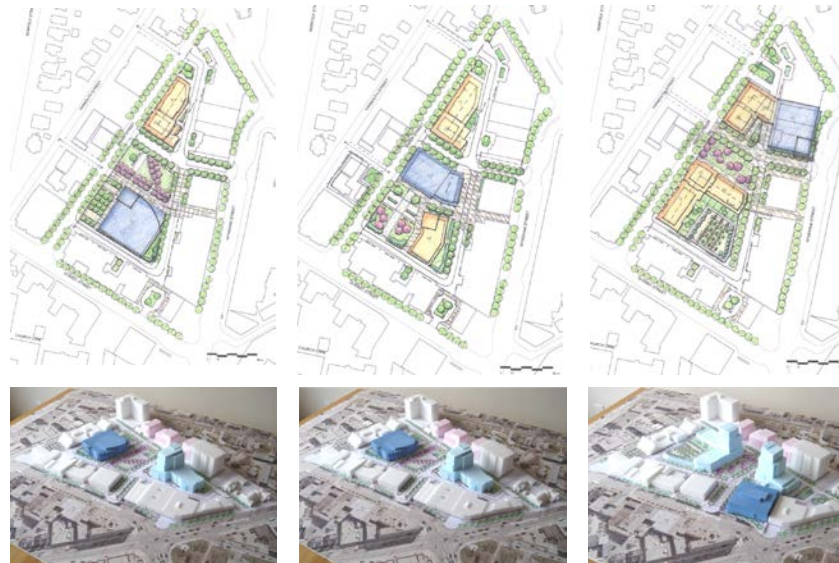
2010 - 2012



Policy and  
Regulatory

## Concept Development:

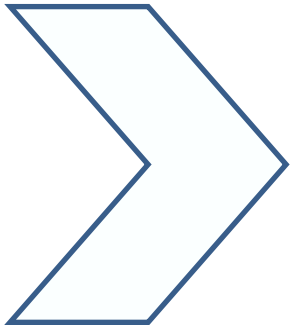
- Development options were refined into 3 working concepts
- Concepts were presented to the public and stakeholders for comment



# Honour the Past

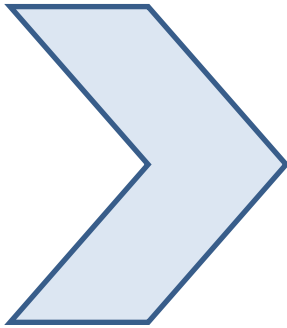
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2007 - 2009



Visioning

2010 - 2012



Policy and  
Regulatory

## Concept Development:

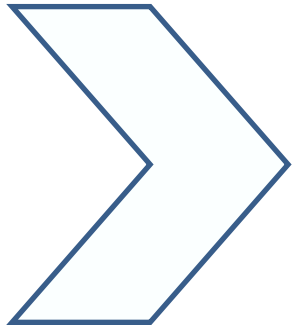
- Preferred development option - “C2” Library on Wyndham - endorsed by Council in 2009



# Honour the Past

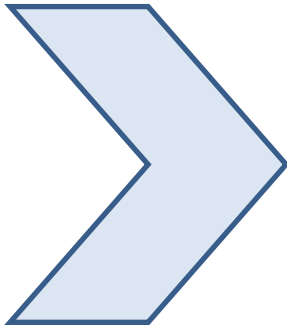
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2007 - 2009



Visioning

2010 - 2012



Policy and  
Regulatory

## Regulatory Framework:

- Program of “C2” development concept embedded into Downtown Secondary Plan (DSP) in 2012



**Concept C2**



**DSP Mobility  
Plan**



**DSP Public  
Real Plan**



**DSP Land Use  
Plan**



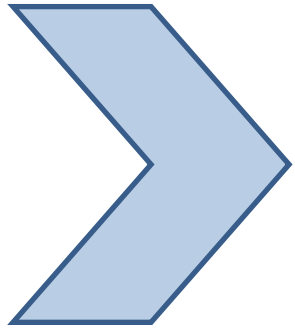
**DSP Building  
Height Plan**



# Honour the Past

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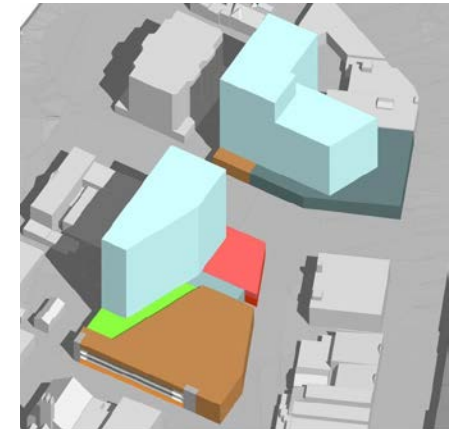
2013 - 2017



Planning &  
Prioritizing

## Preferred Development Mix:

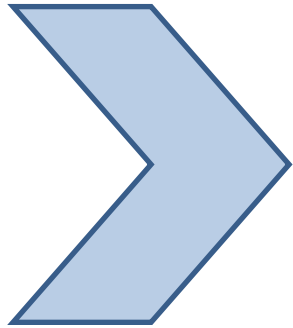
- In 2014, Council endorsed the 'Private and Major Institutional' mixed-use development as the preferred option for the Baker District lands
- Drive visitation to the site and increase direct & indirect activation of the local economy



# Honour the Past

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2013 - 2017



Planning &  
Prioritizing

## Priority Program of Work:

- In 2017, Council endorsed the Baker District Redevelopment as the Priority Program of Work to Implement the Secondary Plan

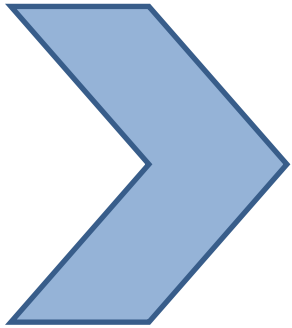




# Establish the Way Forward

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2018



Partnering &  
Programming

## RFP Structure and Approach:

- The RFP was built using the foundational development principals embedded in City planning and policy documents



Concept C2



Concept C2

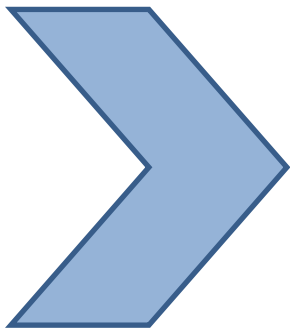


Concept C2 – 2014  
Update



# Establish the Way Forward

2018



Partnering &  
Programming

## RFP Governance:

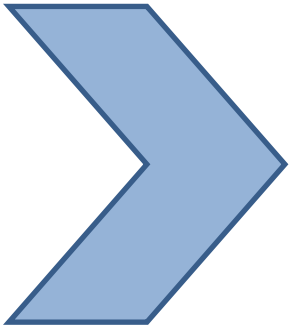
- The RFP Process is the first step in the overall Baker District Redevelopment which has been categorized as a Tier 1 Project

Tier 1	Tier 2	Tier 3
<ul style="list-style-type: none"><li><input type="checkbox"/> ~\$10 million</li><li><input type="checkbox"/> Large complex scope</li><li><input type="checkbox"/> New initiatives</li><li><input type="checkbox"/> High profile</li><li><input type="checkbox"/> Major stakeholder impact</li><li><input type="checkbox"/> Prolonged service disruption</li><li><input type="checkbox"/> Major contracts</li><li><input type="checkbox"/> Highly controversial</li><li><input type="checkbox"/> Other (specified by ET)</li></ul>	<ul style="list-style-type: none"><li><input type="checkbox"/> ~\$1 — ~\$10 million</li><li><input type="checkbox"/> Medium complexity</li><li><input type="checkbox"/> Medium profile</li><li><input type="checkbox"/> Some stakeholder impact and service disruption</li><li><input type="checkbox"/> Minor contracts</li><li><input type="checkbox"/> Somewhat controversial</li><li><input type="checkbox"/> Other (specified by ET)</li></ul>	<ul style="list-style-type: none"><li><input type="checkbox"/> &lt; ~\$1 million</li><li><input type="checkbox"/> Routine/operational scope</li><li><input type="checkbox"/> Low profile</li><li><input type="checkbox"/> Minimal stakeholder impact and service disruption</li><li><input type="checkbox"/> Internal focus</li><li><input type="checkbox"/> Not controversial</li></ul>
3–5 projects	~20 projects	~150 projects

# Establish the Way Forward

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2018



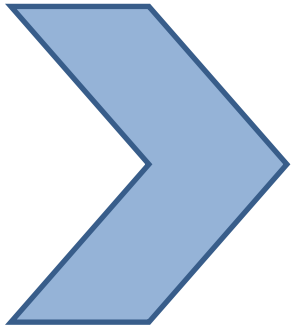
Partnering &  
Programming

## Request for Proposals (RFP) Objective:

- “Identify a development team with the **experience, financial capability, design skills** and **ambition** to realize, in partnership with the City, a unique mixed-use development for Downtown Guelph”

# Establish the Way Forward

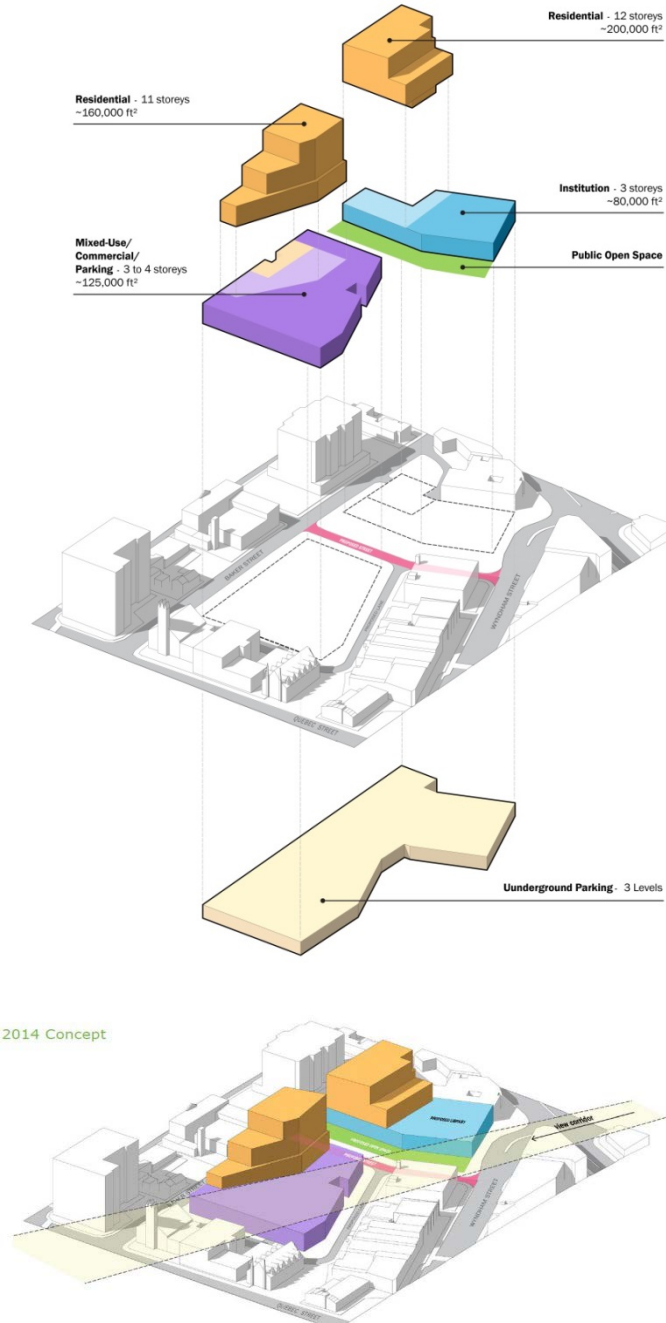
2018



Partnering &  
Programming

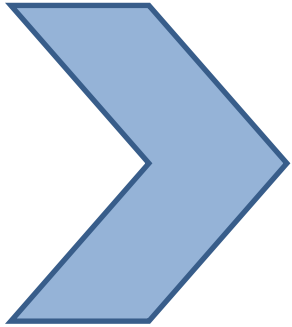
## Step 1 - Request for Pre-Qualifications (RFPQ):

- Shortlisting of development teams to participate in the RFP stage:
  - 47 registered plan takers
  - 10 formal responses
  - 4 shortlisted teams



# Establish the Way Forward

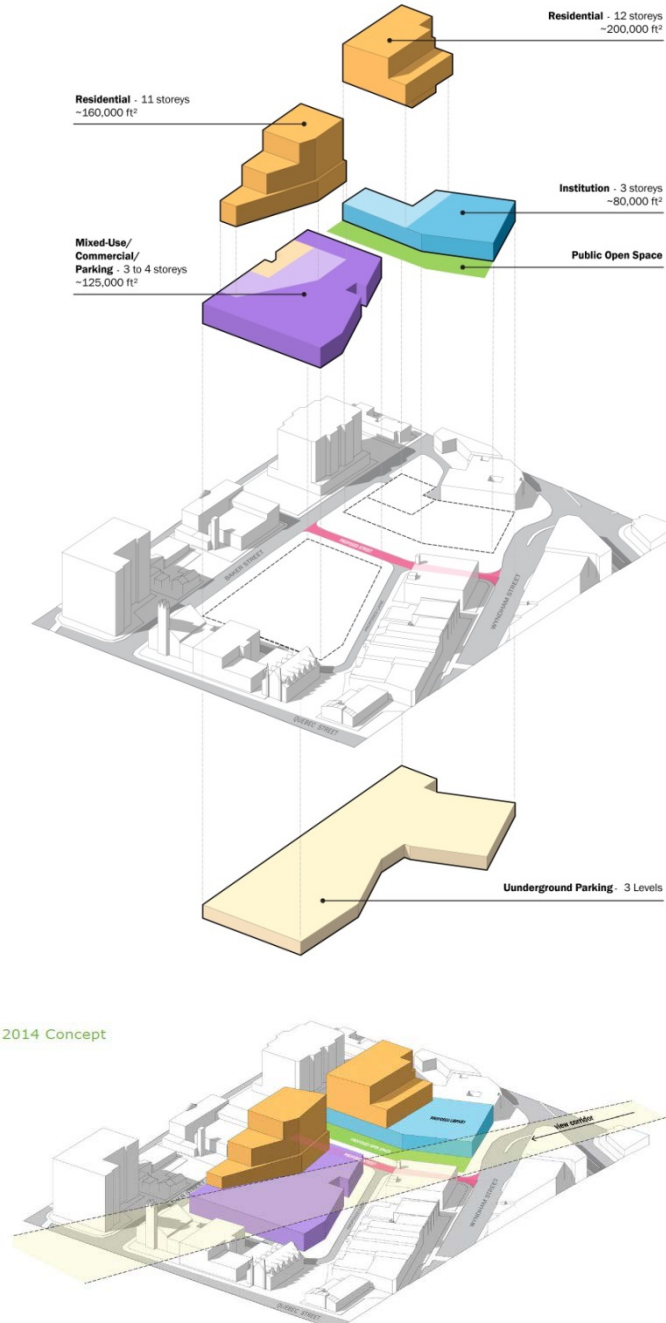
2018



Partnering &  
Programming

## Step 2 - Request for Proposals Stage:

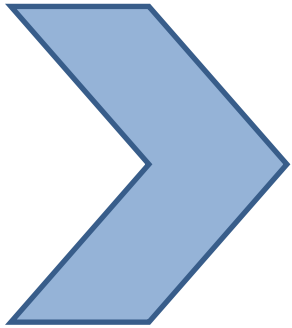
- Proposals received from shortlisted teams
- Proposal evaluated based on:
  - **Alignment** of Development Concept with City objectives
  - **Master Planning and partnering approach**
  - Proposed **business terms**
  - **Economic impact**





# Establish the Way Forward

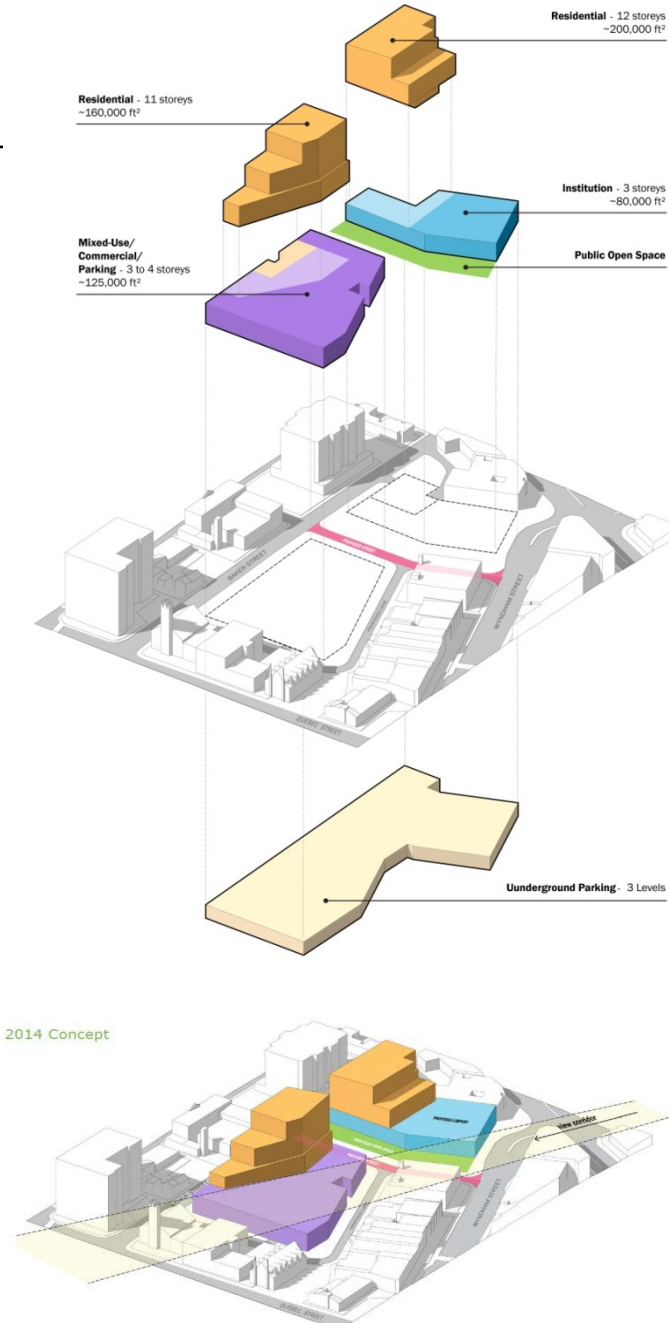
2018



Partnering &  
Programming

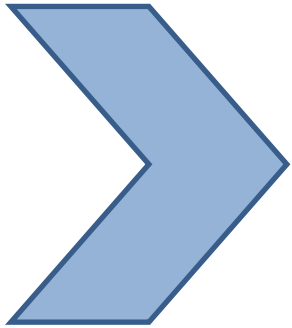
## Step 2 - Request for Proposals Stage:

- Evaluation Team:
  - **Scott Stewart** - Deputy CAO, IDE
  - **Colleen Clack** - Deputy CAO, Public Services
  - **Steve Kraft** - CEO, Guelph Public Library
  - **Tara Baker** - GM, Finance / City Treasurer
  - **Todd Salter** - GM, Planning, Urban Design and Building Services
  - **Martin Jewitt** - Program Manager, Portfolio Development
- Identification of preferred proponent was **clear and unanimous**



# Establish the Way Forward

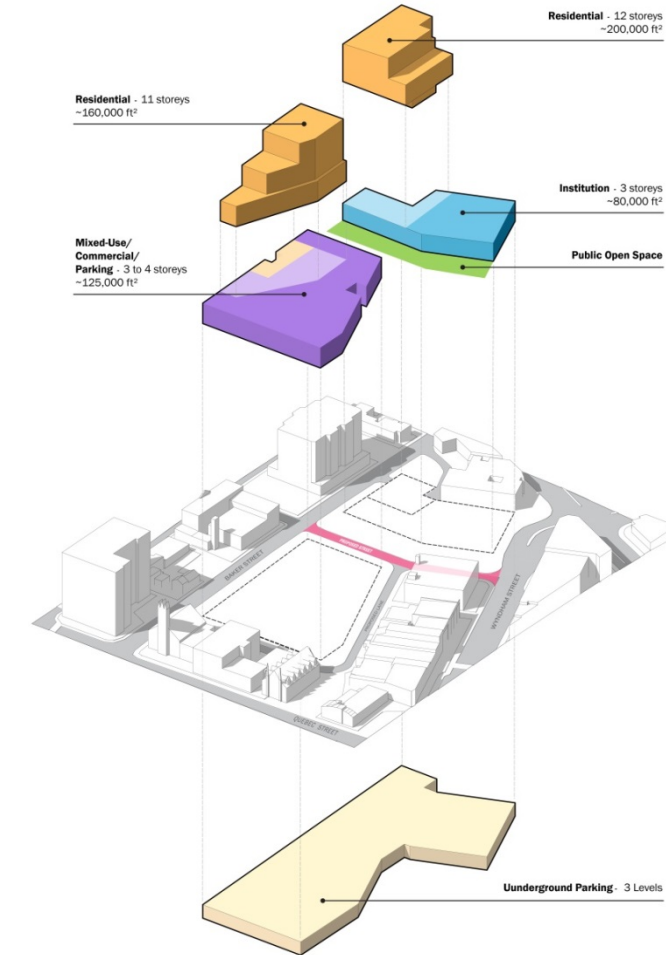
2018



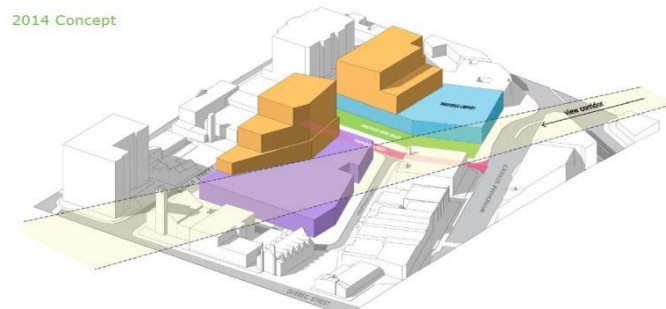
Partnering &  
Programming

## Step 3 – Letter of Intent (LOI) Stage:

- City and Preferred Development Partner enter into a Letter of Intent (LOI)
- LOI establishes objectives, roles, responsibilities and protocols that will govern the negotiations

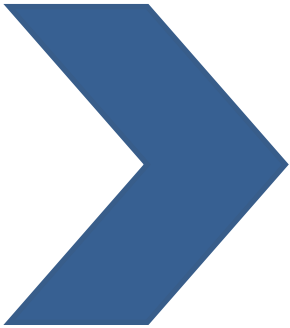


2014 Concept



# Establish the Way Forward

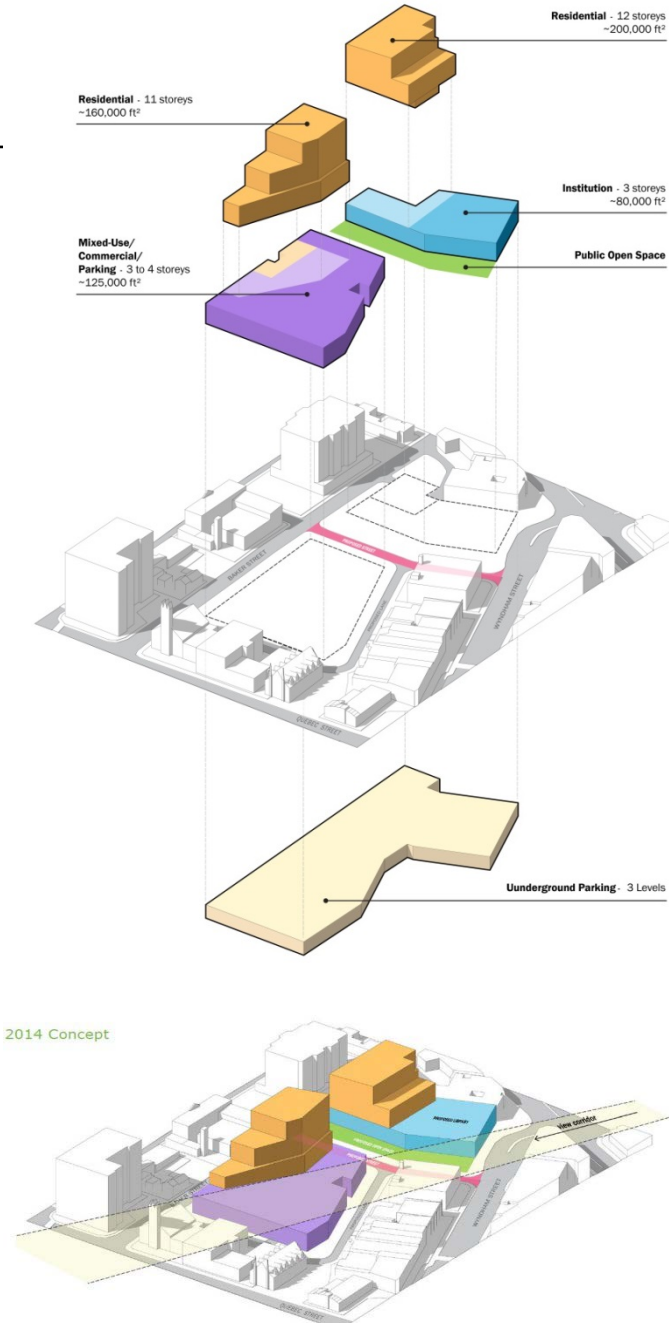
2019-2020



Design and  
Budgeting

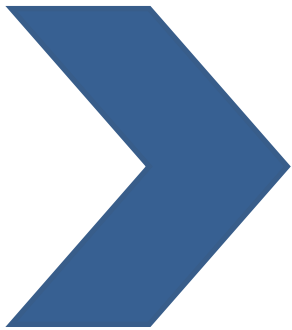
## Step 4 – Negotiations Stage:

- City and Preferred Development Partner will enter into detailed planning and negotiations
- Outcome of the negotiations will be a detailed business case for the redevelopment that will be presented to Council for consideration



# Establish the Way Forward

2019-2020



Design and  
Budgeting

## Tier 1 Project Management Governance ~~Design Approach and Engagement~~

Lead: City

Programming

Outline  
Specifications

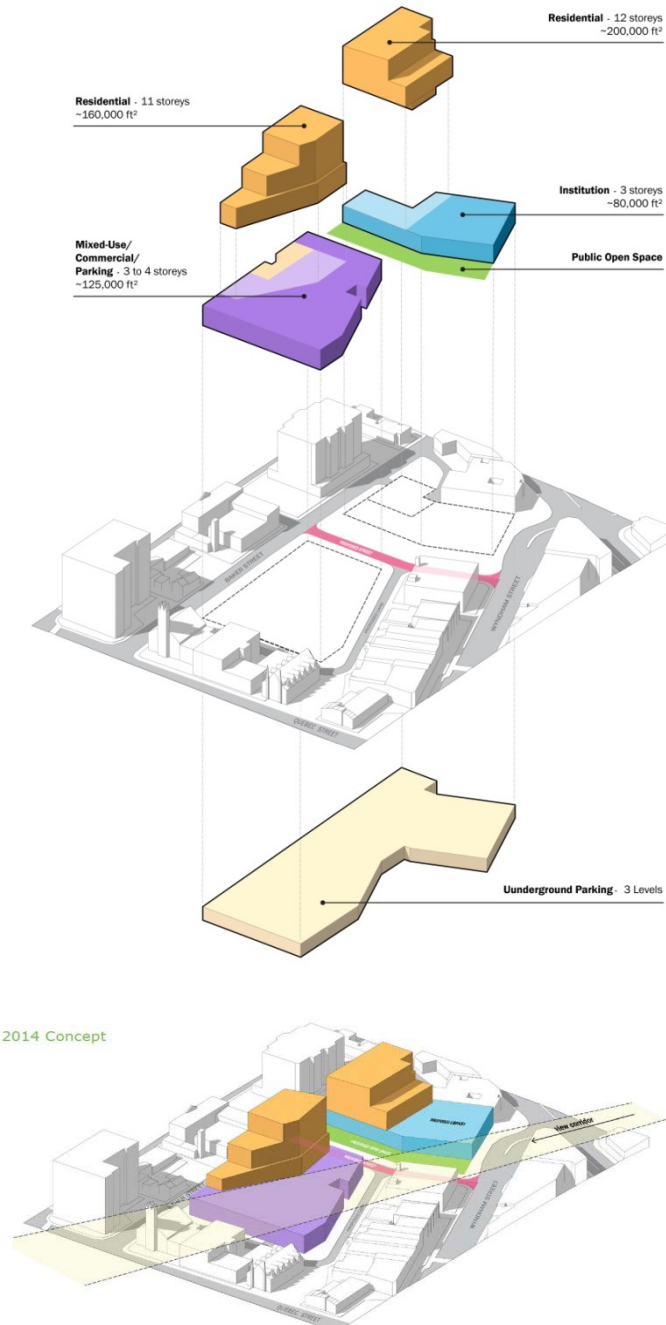
Design Brief

Stakeholder  
Engagement

Lead: Developer

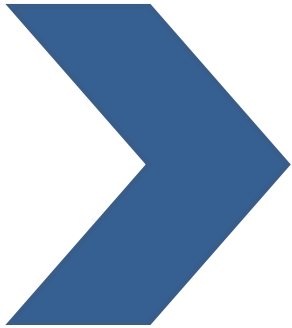
Concept Design

Detailed Design



# Establish the Way Forward

2019-2020



Design and  
Budgeting

## Step 4 – Negotiations Stage:

Viabile Development  
Master Plan and  
Proforma

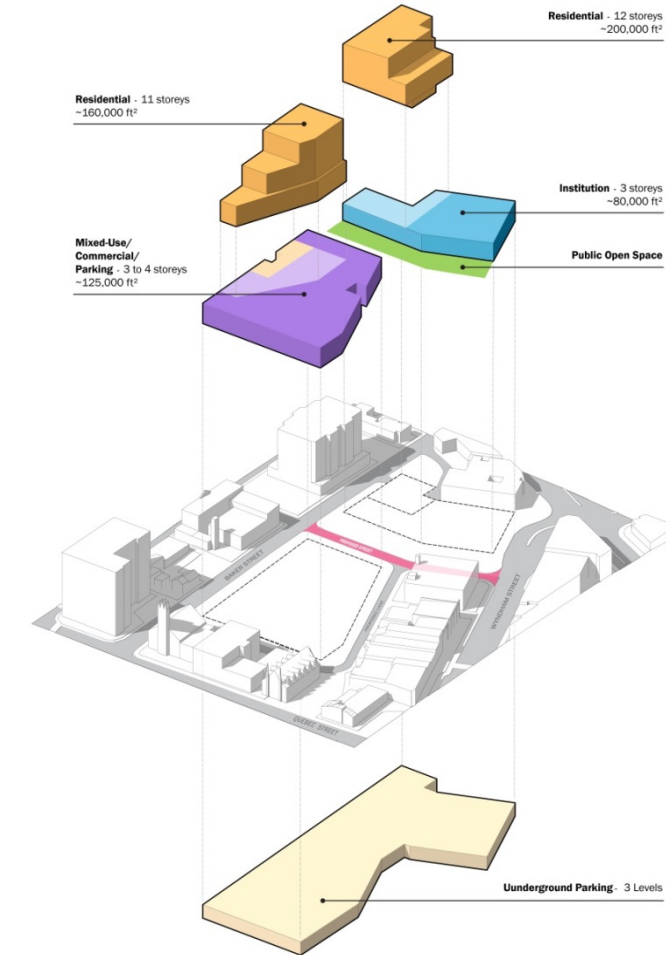
Preliminary Design  
and Costing of Public  
Components

Mutually Agreeable  
Business Terms

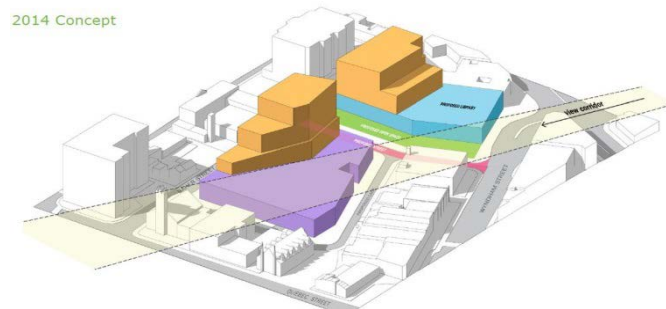
Schedule Certainty

### Council Review & Approval

Baker District  
Business Case

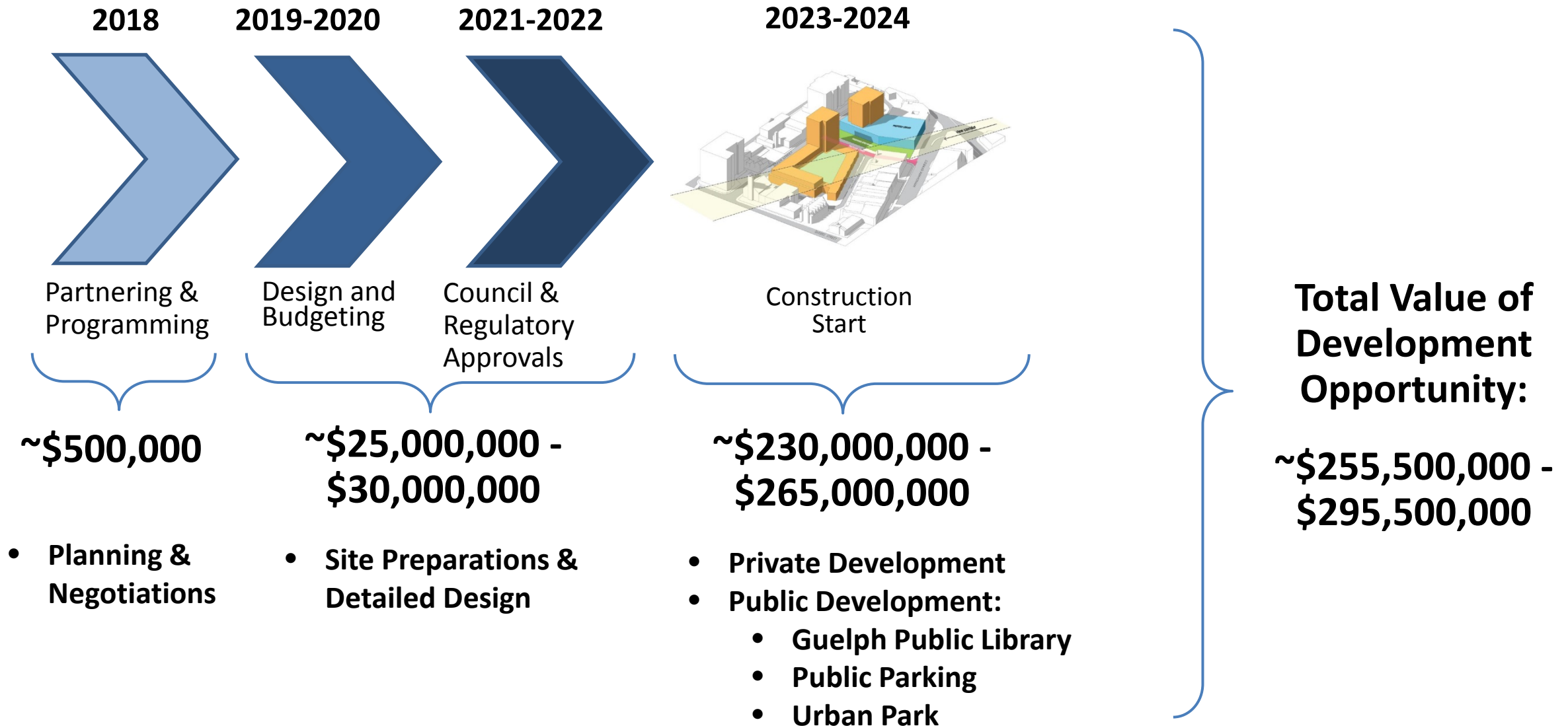


2014 Concept

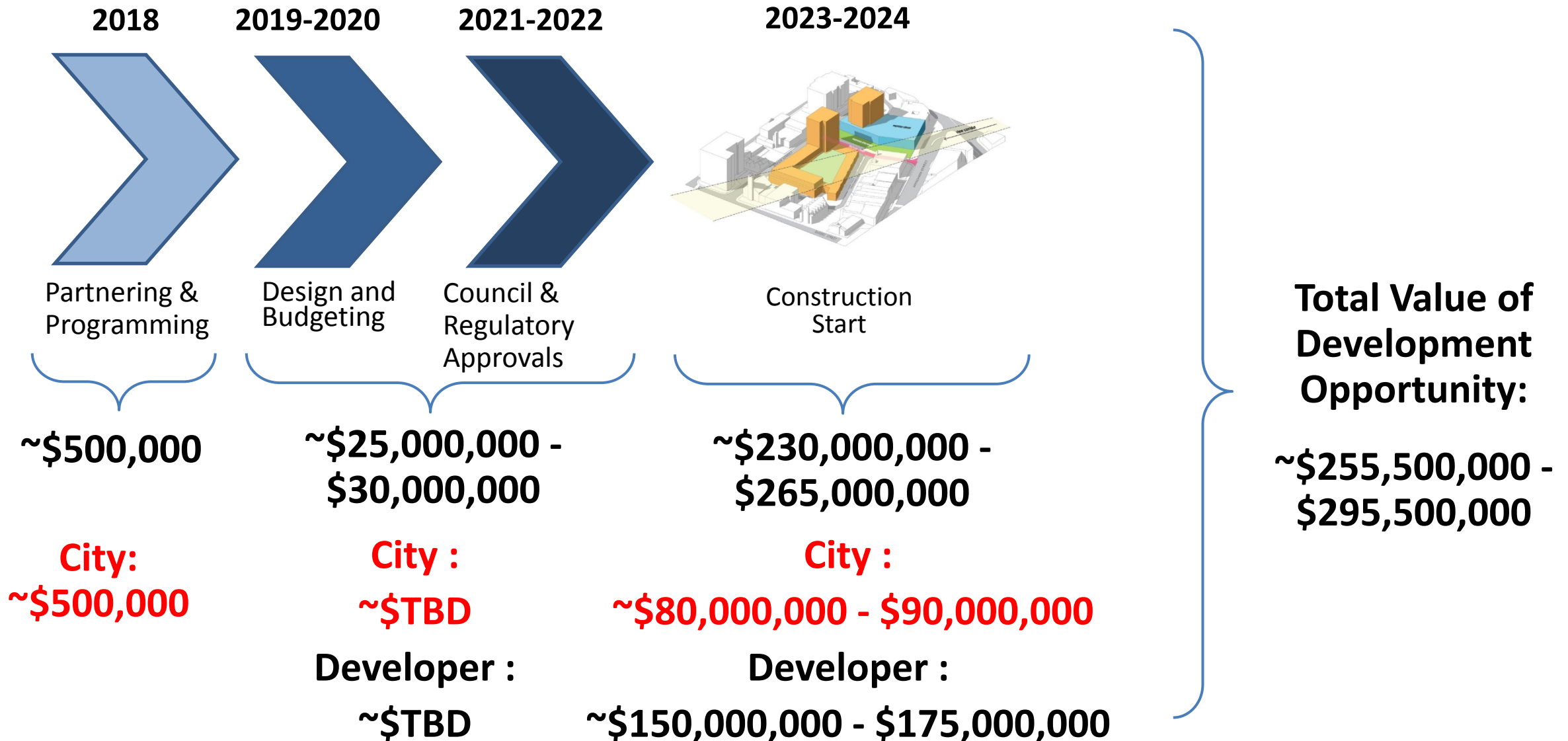




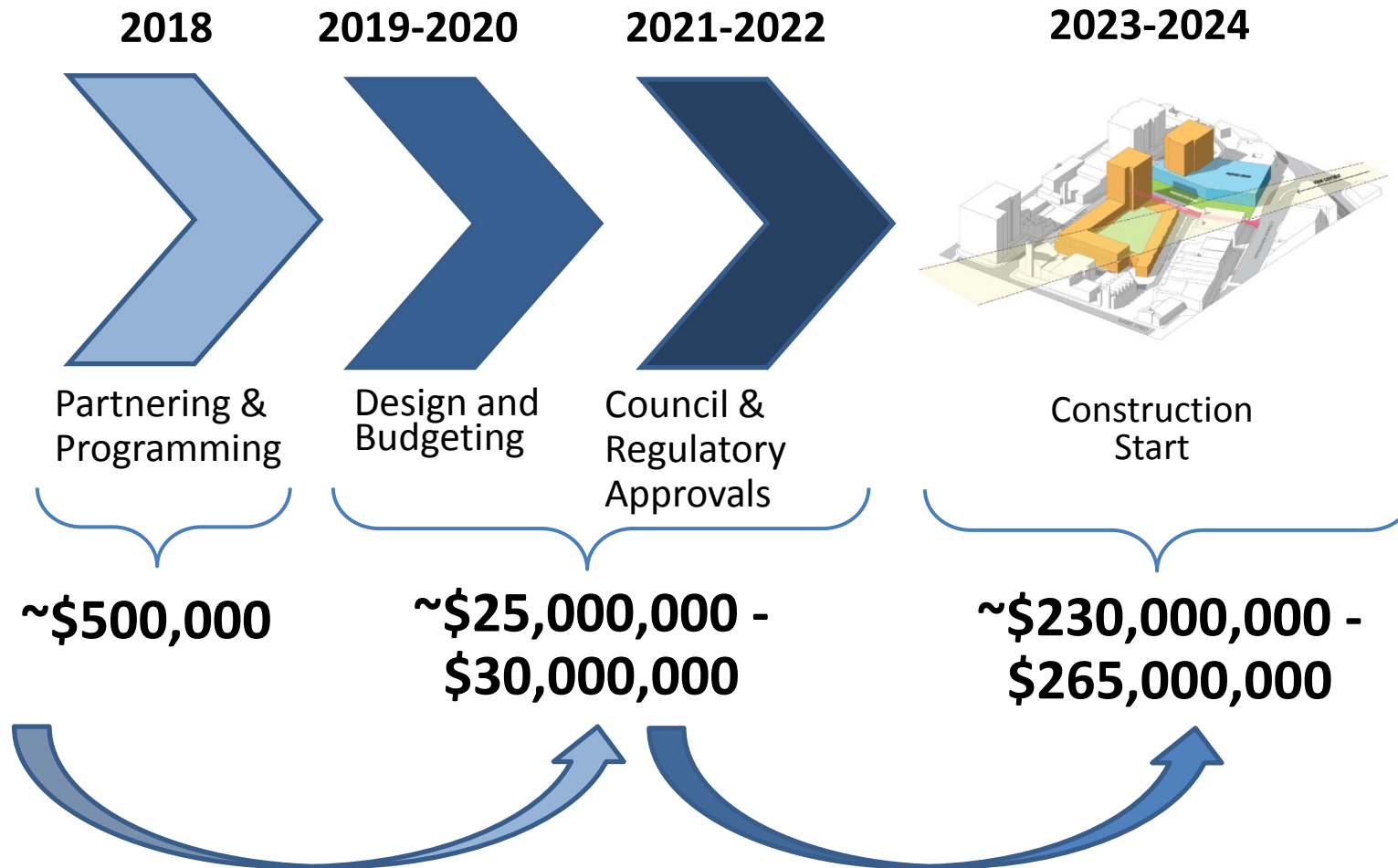
# Establish the Way Forward



# Establish the Way Forward



# Establish the Way Forward



- Investments made during the planning & negotiations stage will provide greater certainty on scope and costs in future phases

- The **Right Investment** by the **Right Party** at the **Right Time** = **Maximum Value**

The background features abstract, overlapping green geometric shapes in various shades of lime and forest green, creating a modern, layered effect. The shapes are primarily triangular and polygonal, with some thin white lines intersecting them.

# Baker District Public Consultation

## Urban Design Master Plan

## Official Plan requirement for Public Consultation: DSP 11.1.7.3.9

*.....the Baker Street Property.....shall be developed based on comprehensive master plans for the site. Therefore.....a detailed Urban Design Master Plan shall be prepared for the site by the applicant to the satisfaction of the City **and in consultation with the community.***



*Downtown Secondary Plan:  
11.1.8.5.1*

*a) location of public  
and/or private streets and  
laneways;*

*Downtown Secondary Plan:  
11.1.8.5.1*

*b) location, size and  
configuration of  
parkland/open space on  
the site;*

*Downtown Secondary Plan:  
11.1.5.2.11*

*The City will consider  
developing a new urban  
square in conjunction  
with the proposed main  
library.*

*Downtown Secondary Plan:  
11.1.8.5.1*

*f) physical and visual  
connections to the  
immediate surroundings  
and broader downtown  
area;*

*Downtown Secondary Plan:*  
*11.1.8.5.1*

*k) provision of affordable  
housing;*



## 2. Early Involvement

The City involves community as early as possible in the engagement process so stakeholders have time to learn about the issue and actively participate.

### 3. Access to Decision Making

The City designs processes that will give participants the opportunity to influence decisions.

## 5. Transparent and Accountable:

The City designs engagement processes so that stakeholders understand their role, the level of engagement and the outcome of the process.

# City Employee Responsibilities

Ensure consultants or external organizations undertaking community engagement activities on behalf of a City department *comply with Community Engagement Framework and Policy*

# City Employee Responsibilities

*Pursue community engagement  
with the belief that involving  
the community leads to better  
decisions*



July 13<sup>th</sup>, 2016

Mayor Guthrie & City Councillors  
City Hall  
Carden Street, Guelph, ON

**DELIVERED BY EMAIL**

Dear Mayor Guthrie & City Councillors:

**Re: Baker Street Redevelopment**

I am unable to attend the council meeting on Monday July 16<sup>th</sup>, 2018 at which this item will be discussed. As I understand it from material presented by the city as of July 12, 2018, city staff are recommending the following:

“Due to timeline constraints in the preparation of reports, the preferred development partner will be identified by Staff in addenda to this report and prior to the July 16 2018 Council meeting.

Subject to Council direction, the next step in the redevelopment process will be to enter into negotiations in which the City and the preferred development partner will identify the scope and business terms for the proposed development. The expected outcome of the negotiation phase is an executed commercial agreement between the City and the preferred development partner that will specify the conditions under which the property can be developed.”  
(Council agenda July 16, 2018).

I note with dismay that there is no mention of a public consultation process on the *entire site* in the staff report, of one of the largest projects that council has chosen to undertake in recent years. As I am sure all city elected members are aware there are a number of sections in OPA 43 (The Downtown Secondary Plan) which specifically apply to the proposed library facility and the Baker Street development as a whole. I would draw your attention to:

OPA 43, an Urban Design Master Plan is required before any portion of Baker St. can be developed.

*11.1.7.3.9 As identified on Schedule C, there are areas containing multiple properties west of the Speed River that represent significant opportunities for coordinated and integrated redevelopment: **the Baker Street Property** and the Wellington Street /Neeve Street Area. **Each of these sites shall be developed based on comprehensive master plans for the site.** Therefore, in addition to any other submissions required as part of a complete planning application for either of these two sites **or any portion thereof**, a detailed Urban Design Master Plan shall be prepared for the site by the applicant to the satisfaction of the City **and in consultation with the community.** (my bolding for ease of reading). The Urban Design Master Plan will be prepared in accordance with the policies of 11.1.8.5.*

My understanding from previous planning staff presentations to council on this matter was that staff would be proceeding in a way that is consistent with the city official plan and that the plan does include provision for public consultation on the development of the most appropriate configuration for the

Baker street site to meet the *expressed* needs of Guelph residents. This is, after all, a piece of land that is owned by the residents of Guelph and stewarded on their behalf by both the elected municipal politicians and city planning staff. It is not simply another piece of land that is owned by an independent developer. This is a private public partnership, the rationale for such projects is that the developer provides *part* of the financing and the public purse also provides *part* of the financing. In this particular case the residents of Guelph are providing the land in lieu of cash. In such arrangements *both* parties have agency and negotiate agreements on what is to be built and how it is to be built.

In the process outlined by the city staff for council to consider, there is one major player that appears to be almost entirely absent from providing input into the decision making process – the owners of the land, the residents of Guelph.

I am personally particularly concerned with respect to:

1. Provision for affordable housing – both rent geared to income and other forms of affordable housing in the spectrum. Guelph has not built any rent geared to income housing since the 1980s, and while the county has oversight of such projects, a major reason for NOT building in Guelph has been the cost of the land. The Baker Street site, owned by the city, is an opportunity to build. If we want to grow a diverse city, then we (meaning the residents, the planners and council) need to be deliberate about it.
2. The city is already way below its own provisions for parkland in the downtown core, if we are to have a new community with some estimates of XXX new residents, then there needs to be park space available for that new community.
3. We also need open spaces, that can be used by those new residents. The area outside of city hall is a perfect example of how good planning can attract residents and as you are all aware the space is in use in all seasons.

I trust that this deviation from OPA 43 has been a staff oversight; as noted in the report by staff, this has been a rushed process in order to meet deadlines they have set for themselves. I would ask that council ensure that there is a meaningful consultation process with the community built in to this next stage of development, ( the Urban Design Master Plan) because, once plans are fixed with the developer there will be no such opportunity without financial penalties to the public purse.

Sincerely

E. Lin Grist

Mayor Guthrie and Members of Council:

From my read of the staff report and media coverage it appears that no public consultation is anticipated for the Baker St. site until the design phase of the library.

I would like to make everyone aware that our Official Plan enshrines a requirement that Community Consultation happen not just for the library, but for the Urban Design Master Plan for the Baker St. site.

The Baker St. property is one of two areas flagged in the Downtown Secondary Plan for special treatment:

<http://guelph.ca/wp-content/uploads/Attachment1OPA43.pdf>

#### 11.1.7.3.9

*... the Baker Street Property...shall be developed based on comprehensive master plans for the site. Therefore...a detailed Urban Design Master Plan shall be prepared for the site by the applicant to the satisfaction of the City **and in consultation with the community.***

There are a number of critical community conversations that need to take place to inform the work that our development partner will be doing for us. Many of these key decision areas are outlined in Section 11.1.8.5.1 of the Downtown Secondary Plan. I'm going to highlight a few that I believe will be of particular interest to the community:

**a) location of public and/or private streets and laneways;**

There is no question that there should be pedestrian and cyclist flow allowed through the site, but do we really need or want to surrender limited acreage for a through road for cars from Wyndham?

**b) location, size and configuration of parkland/open space on the site;**

The Downtown Secondary Plan anticipates a new urban square. How cool would it be to have library windows looking out onto a courtyard where the library café and perhaps other restaurants could have patio space? What about the need for active play for children to balance out sedentary activities in the library?

#### 11.1.5.2.11

***The City will consider developing a new urban square in conjunction with the proposed main library. This square, physically and visually connected to the library, shall contain shade trees, other landscaping, seating areas and public art, and may be the subject of a design competition.***

And what about challenges around the amount of parkland? Roughly 300 residential units have been anticipated for this site.

Why couldn't we plan for a roof-top playing field, right in the centre of downtown on top of the parkade/commercial component? No grading required. This would provide a closer playing field for Central School students than Royal City Park, Sunnyside or Exhibition Park.

A green roof would be ideal, but astroturf would be a Plan B.

The height of the commercial/parkade component is limited by the Church of Our Lady view corridor. If a rooftop park is something we want to even consider, we have to build it into the plans right at the beginning.

The Official Plan anticipates Parkland Dedication at the following rates:

<https://guelph.ca/wp-content/uploads/Official-Plan-Consolidation-March-2018.pdf>

### *7.3.5 Parkland Dedication*

*1. The City will require parkland dedication as a condition of development, consent or subdivision proposals in an amount up to:*

*ii) 5% of the land or **one hectare for each 300 dwelling units for residential purposes;***

One hectare represents about 1/3 of the entire Baker St. site, so we need to be creative.

The population/parkland ratio is lower in the Downtown than other areas of the City. The minimum to be maintained is 1 ha/1000 population. With an average household size of 2.5 people, 300 dwelling units represents a population of 750 people.

750 people would require .75 ha of park space. So we are looking at parkland needs ranging from .75 ha – 1.0 ha for the Baker St. site.

***f) physical and visual connections to the immediate surroundings and broader downtown area;***

How critical is it that the library front onto Wyndham St.? This site was specifically chosen for the library to drive urban renewal on the upper end of Wyndham. Take a walk there and you can see from the empty store fronts that it really does need a shot in the arm. Our development partner needs to know how important this is to us.

***k) provision of affordable housing***

As long as a given building is situated outside the view corridor, Baker St. District is a location where extra height in exchange for affordable housing is appropriate.

And what about rent-geared-to-income social housing? How perfect would it be to put this right in the downtown on top of a publicly owned building – the library.

What are the opportunities for partnership with Wellington County in order to tap the millions of dollars the Federal Government will be making available through their National Housing Strategy? This would allow all parties to maximize return on investment of tax dollars.

### **YMCA**

And lastly, what about a new central YMCA? If a leasing scenario can be arranged on the lower floors of one of the residential towers, what are the possibilities for physical connectivity with library? The West End Rec Centre provides a model of integration of a library with an active recreation facility.

The Community wants to have these conversations with the chosen development partner.

### **Community Engagement:**

Guelph's Community Engagement Framework is regarded as a gold standard.

<https://guelph.ca/city-hall/communicate/community-engagement/>

Other municipalities poach it from us. This term of Council, it's been collecting dust on a shelf, so I'd like to revisit some of the key guiding principles:

*2. Early Involvement: The City involves community as early as possible in the engagement process so stakeholders have time to learn about the issue and actively participate.*

*3. Access to Decision Making: The City designs processes that will give participants the opportunity to influence decisions.*

*5. Transparent and Accountable: The City designs engagement processes so that stakeholders understand their role, the level of engagement and the outcome of the process.*

The framework also outlines City employee responsibilities:

*Ensure consultants or external organizations undertaking community engagement activities on behalf of a City department comply with Community Engagement Framework and Policy.*

This will need to be the case for our development partner.

Citizens have a right to be engaged in key planning decisions. It's our City. In the case of the Baker St. district, that right is enshrined in our Official Plan.

The key mindset that everyone needs to adopt is set out in the Guidelines for Community Engagement:

*Pursue community engagement with the belief that involving the community leads to better decisions*

We have an amazing opportunity here. Let's build the city we all want to live in.

Sincerely,

Susan Watson

#### **Official Plan excerpts:**

<http://guelph.ca/wp-content/uploads/Attachment1OPA43.pdf>

##### **11.1.7.3.9**

*As identified on Schedule C, there are areas containing multiple properties west of the Speed River that represent significant opportunities for coordinated and integrated redevelopment: the Baker Street Property and the Wellington Street /Neeve Street Area. Each of these sites shall be developed based on comprehensive master plans for the site. Therefore, in addition to any other submissions required as part of a complete planning application for either of these two sites or any portion thereof, a detailed Urban Design Master Plan shall be prepared for the site by the applicant to the satisfaction of the City **and in consultation with the community**. The Urban Design Master Plan will be prepared in accordance with the policies of 11.1.8.5.*

##### **11.1.8.5 Urban Design Master Plans**

###### **11.1.8.5.1**

*Where required in accordance with the policies of the Downtown Secondary Plan, the Urban Design Master Plan shall through text and diagrams provide a basis for reviewing and*



*approving zoning by-law amendments and site plan applications and shall address the relevant policies of the Downtown Secondary Plan and the following additional items:*

- a) location of public and/or private streets and laneways;*
- b) location, size and configuration of parkland/open space on the site;*
- c) location, uses and massing of buildings and their relationship to adjacent streets and open spaces; d) built form transitions to the surrounding community;*
- e) shadow impacts;*
- f) physical and visual connections to the immediate surroundings and broader downtown area;*
- g) conceptual streetscape designs for internal streets and adjacent public streets to be improved;*
- h) heritage attributes to be rehabilitated, conserved and retained in the proposed development;*
- i) locations for heritage interpretation and/or public art;*
- j) general location and lay-out of parking;*
- k) provision of affordable housing; and*
- l) environmental features and elements that support the Community Energy Plan and the sustainability policies of the Official Plan.*