

CITY OF GUELPH

REQUEST FOR PROPOSALS - PHASE 1: REQUEST FOR PRE-QUALIFICATIONS
BAKER DISTRICT MIXED-USE DEVELOPMENT



November 2017

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Baker District Site

SECTION 1

OVERVIEW

■ Purpose of the RFPQ

The City of Guelph (“the City”) is seeking a qualified Development Team to work with the City on the planning, design and development of the Baker District in the heart of Guelph’s historic downtown. The purpose of this Request for Pre-Qualifications (RFPQ) is to identify interested teams with the experience, financial capability, master planning and design skills, and ambition to realize, in partnership with the City, a unique mixed-use development for the district. Through the RFPQ process, the City intends to short-list qualified Development Teams, who will be invited to submit a preliminary development concept through a subsequent Request for Proposals (RFP) process. At the conclusion of the RFP process, the City will select a preferred Development Team and enter into a Letter of Intent (LOI), the terms of which will govern the development planning and property transaction process.

Background

In 2016, the City of Guelph embarked upon a formal process to engage with the market and identify potential partners to assist in the redevelopment of Downtown City-owned real estate. In 2017 the City of Guelph completed the first stage, a Request for Information (“RFI”). The RFI process was designed to gauge private sector interest in Downtown real estate opportunities and to assist the City in prioritizing the preferred properties as well as the required infrastructure projects and enabling programs to attract private sector investment. The result of the RFI supported the nomination of the Baker District in July 2017 as the priority development, which in turn has resulted in the release of this RFPQ.

■ The Opportunity

The City’s objective is to transform the Baker Street municipal parking lot and adjacent properties fronting Upper Wyndham Street, downtown’s main commercial spine, into a compact district nestled in the city’s historic core and anchored by a new central library and public open space.

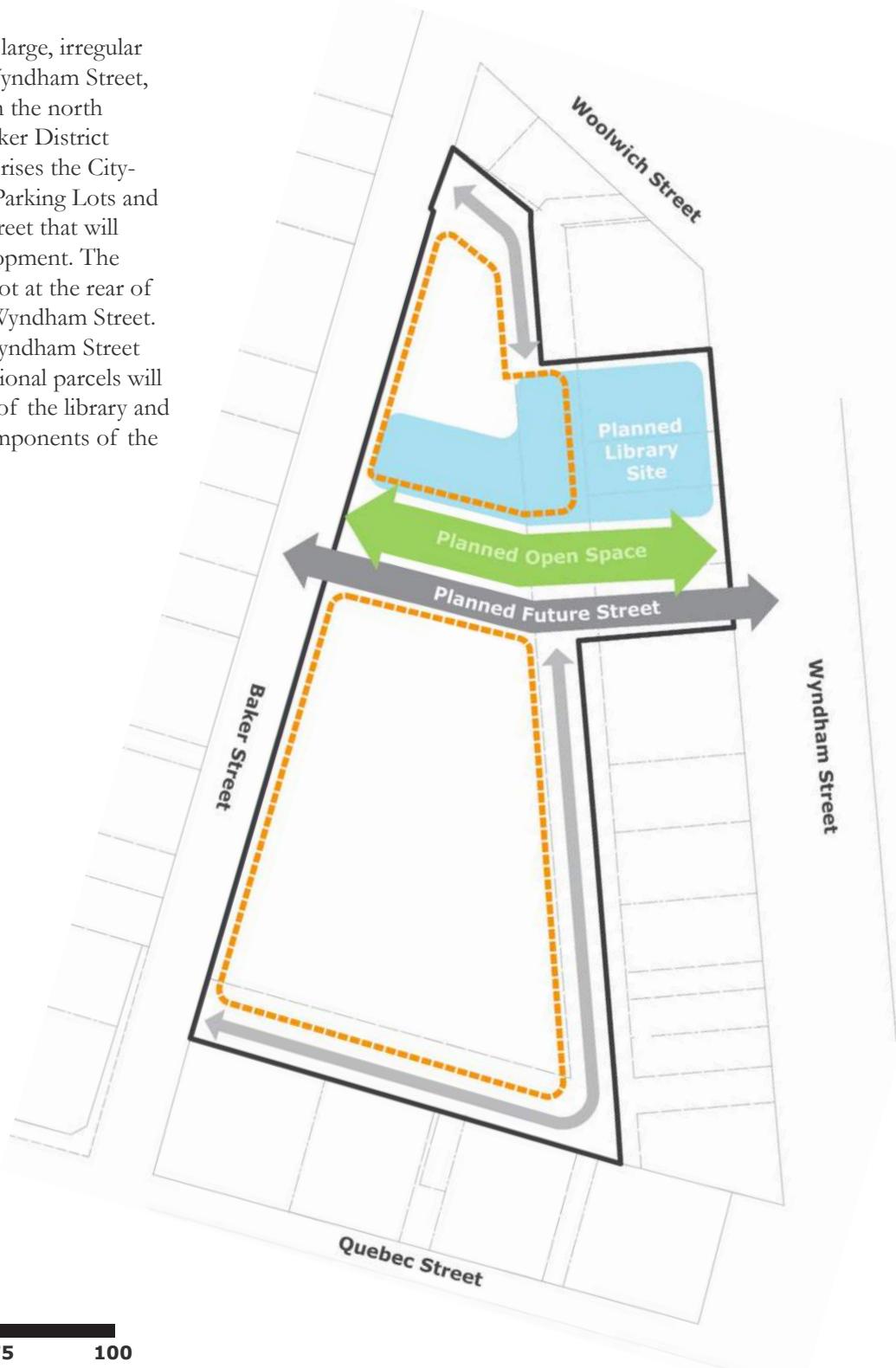
Besides a new library and open space, the City’s objectives include a mid-block street, public parking, and, potentially, additional institutional space for educational, cultural and/or recreational uses. For a private developer, the opportunity is to lead the overall master plan for the district, develop the residential and commercial components, and assist the City in achieving various public objectives. In exchange, the City intends to facilitate full development of the site through the undertaking of required technical studies, environmental site preparation, upgrades to off-site infrastructure, and potential consideration of grant and loan programs under the City’s Community Improvement Plans.

Since the Baker Street property is by far the largest redevelopment site in the historic core of Guelph’s downtown, this is a singular opportunity for a development team to create a landmark in the centre of one of Ontario’s most attractive and vibrant cities. Given the significance of the site and the City’s goals, the Development Team must have a proven track record of delivering complex mixed-use projects recognized for their design excellence and economic success.

SECTION 2

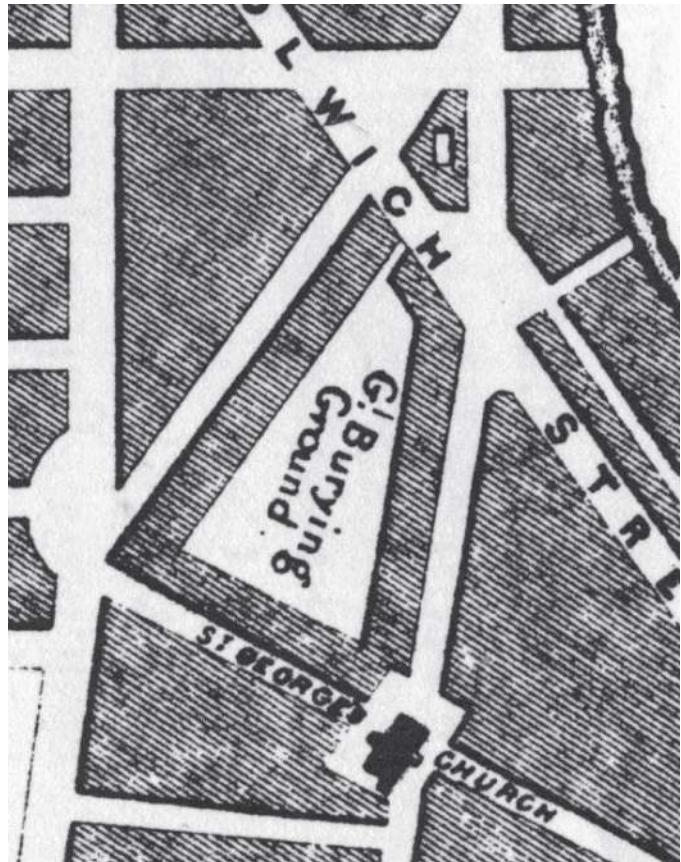
ABOUT THE SITE

The Baker District is located on the large, irregular block bounded by Quebec Street, Wyndham Street, Woolwich Street and Baker Street, in the north part of Downtown Guelph. The Baker District Development Site (“the Site”) comprises the City-owned Baker Street and Wyndham Parking Lots and adjacent properties on Wyndham Street that will permit active frontage for the development. The Site also includes the small parking lot at the rear of the former post office building on Wyndham Street. The City has acquired two of the Wyndham Street properties; the need to acquire additional parcels will depend on the programming needs of the library and requirements of the commercial components of the development.



■ History

The lands on the east side of Baker Street that make up the bulk of the Site were the location of a public burial ground from 1827 to 1853 (officially closed in 1879), after which it was utilized as a public park until the construction of the Victoria Rink on the southern portion of the site in 1892. In 1914, the rink was destroyed by fire but immediately rebuilt and remained in use until the 1960s. The northern portion of the site remained undeveloped until the construction of an industrial building between the late 1890s and early 1900s. The building was used for the manufacturing of sewing machines and sewing accessories, initially by The Raymond Manufacturing Company and later by the White Sewing Machine Company of Canada. In 1926, Steel's Wire Springs Ltd took the building over for the manufacturing of coil wire springs. In the 1960s, both the industrial building and Victoria Rink were demolished and redeveloped into the parking lot that remains today.



Excerpt from the 1827 Galt Plan for Guelph



Aerial view from 1931 showing a manufacturing building and Victoria Rink on the Site. Photo Credit: Courtesy of Guelph Museums (Id# 1979.75.62)

SECTION 3

THE CONTEXT FOR DEVELOPMENT

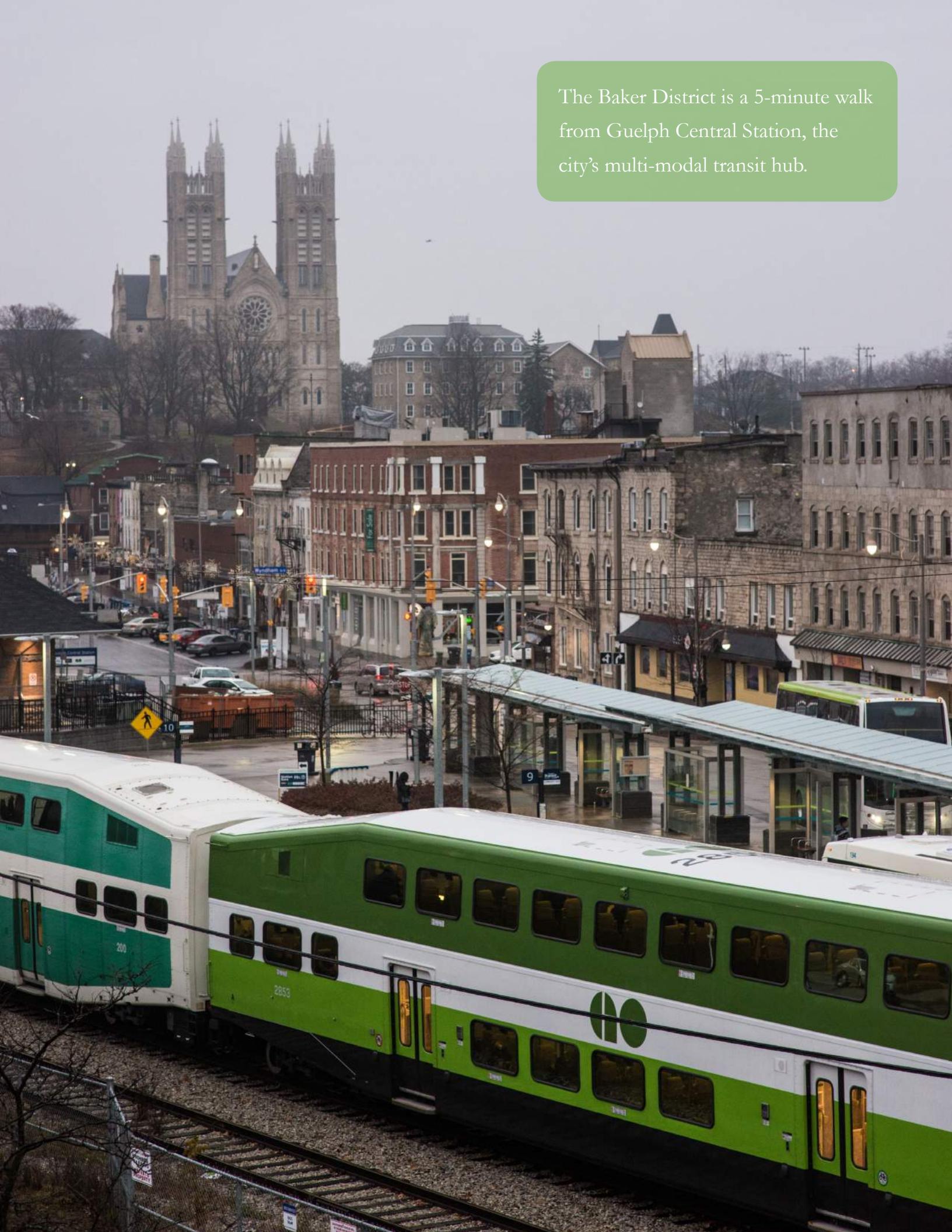
Guelph is a growing city routinely ranked as one of the top ten places to live and work in Canada. Its economy is diverse and strong, supported by a legacy of innovative industrial employers, a wealth of businesses in the creative and scientific sectors, and top-notch institutions in the University of Guelph and Conestoga College. Guelph also benefits from proximity to Kitchener-Waterloo and the Greater Toronto and Hamilton region. With so many attractive qualities and excellent connections to points across the booming Greater Golden Horseshoe, Guelph's population is projected to grow from approximately 130,000 today to almost 177,000 by 2031.

Guelph's distinct identity and many of its amenities are anchored in its historic downtown. The stunning Basilica of Our Lady Immaculate overlooks a rich fabric of finely crafted limestone and brick buildings. The Speed River, lined with trails, winds through the downtown, and the main streets contain an eclectic mix of shops and restaurants.

Over the past decade, Downtown Guelph has been the focus of significant public and private investment. Following construction of a new City Hall, the City built a multi-modal transit station to support GO and VIA train service and the well-used local bus system (peak-hour GO service to Toronto's Union Station began in 2013). Next came the very popular Market Square, in front of City Hall, with its water feature, skating rink and frequent events. The City is about to begin construction of a parking garage on Wilson Street with almost 500 spaces, which will help facilitate redevelopment of the Baker Street lot.

In 2012, the City adopted the transformative Downtown Secondary Plan (OPA 43), which provides direction for ongoing improvements to the public realm while also encouraging high-density residential and mixed-use developments on strategic sites for tall buildings. Concurrently, the City adopted the Downtown and Brownfield Community Improvement Plans to incentivize the realization of the vision. The private sector responded with several significant developments, including, among others, the River Mill and River House condominiums and Metalworks, a multi-phase, mixed-used project rising on a historic former factory site on the Speed River.

The Downtown Secondary Plan paves the way for the Baker District to become the site of Guelph's next major mixed-use development, permitting a range of land uses and buildings up to 15 storeys. City Council recently passed the Downtown Zoning By-law in order to align zoning with the Downtown Secondary Plan (Note: the decision was appealed and is currently under review by the Ontario Municipal Board). Under the new by-law, the subject lands are zoned "Special Downtown 1 with Holding Provisions" (D.1-1(H32)). In order to lift the Holding Provisions, an Urban Design Master Plan and municipal services review are required. Once a development partner has been selected for the Site, work on an Urban Design Master Plan can begin.



The Baker District is a 5-minute walk from Guelph Central Station, the city's multi-modal transit hub.

LEGEND

Existing Anchors

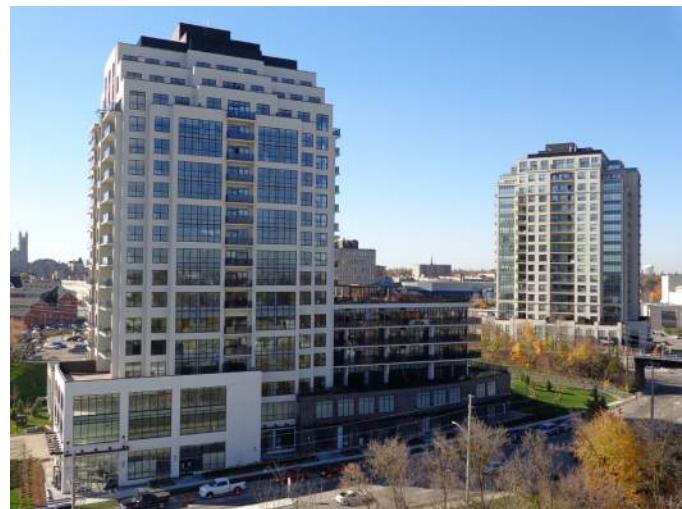
- A** Basilica of Our Lady Immaculate
- B** River Run Centre
- C** Sleeman Centre
- D** City Hall
- E** Old Quebec Street Shoppes
- F** Guelph Youth Music Centre
- G** Market Fresh Food
- H** Central Public School
- I** Farmers' Market
- J** Guelph Public Library



City Hall and Market Square

Recent/Current Private Developments

- 1** 45 Yarmouth - 75 residential units
- 2** The New Gummer Development - office/retail/residential
- 3** 10 Carden Development '10C' Centre for Social Innovation
- 4** Petrie Building - renovation
- 5** River House Condominium - 139 residential units
- 6** River Mill Condominium - 141 residential units
- 7** Metal Works Development - ~685 residential units
- 8** Market Commons - 55 residential units
- 9** 40 Wellington Urban Retail Plaza
- 10** Stewart Mill - 39 residential units
- 11** Riverview - 26 residential units (opening 2019)



River Mill Condominium (foreground), River House Condominium (background)



Metal Works Development

Recent/Current Public Developments

- 12** Wilson Parkade - 496 spaces (opening 2019)
 - 13** Guelph Central Station
 - 14** Guelph Civic Museum
 - 15** Market Square
 - 16** Police Headquarters Renovation & Expansion
- Multi-Use Trail



River Run Centre



**The Context for Development:
Downtown Guelph**

■ Planned Enabling Projects

The City is planning a number of remediation, infrastructure and public realm projects in and around the Baker District, which will set the stage for, and facilitate, residential, commercial and institutional development. The projects include necessary upgrades to municipal servicing as well as streetscape and open space improvements that will enhance the character and street life of downtown. Funds for these projects have been identified in the City's 10-year capital forecast, the release of which will be subject to successful negotiations between the City and the preferred Development Team.

Environmental Site Preparation

Subject to funding approvals, the City intends to complete archeological studies, environmental investigations, and site remediation and/or risk assessment to obtain a Record of Site Condition from the Ministry of the Environment and Climate Change, to allow for future mixed-use residential development on the Baker District site. The work is expected to be undertaken between 2018 and 2021.

Wyndham Street, Quebec Street and Baker Street

Over the next decade, the City intends to rebuild these three streets to upgrade underground utilities and improve their streetscapes. The Environmental Assessment for the work is targeted to be completed in 2020-2021. Subject to funding, construction is then expected to proceed in the following five phases over 6-8 years; however, the sequencing of each phase has not been finalized:

- Phases 1-2 – Wyndham Street, from Carden Street to Cork Street
- Phase 3 - St. George's Square
- Phase 4 – Quebec Street
- Phase 5 – Wyndham Street, Quebec Street to Woolwich Street

The phasing of the reconstruction of Baker Street will be determined based on the requirements and timeline for development of the Site.

While municipal services are being upgraded around the Baker District, new development can access services from Woolwich Street in the interim.

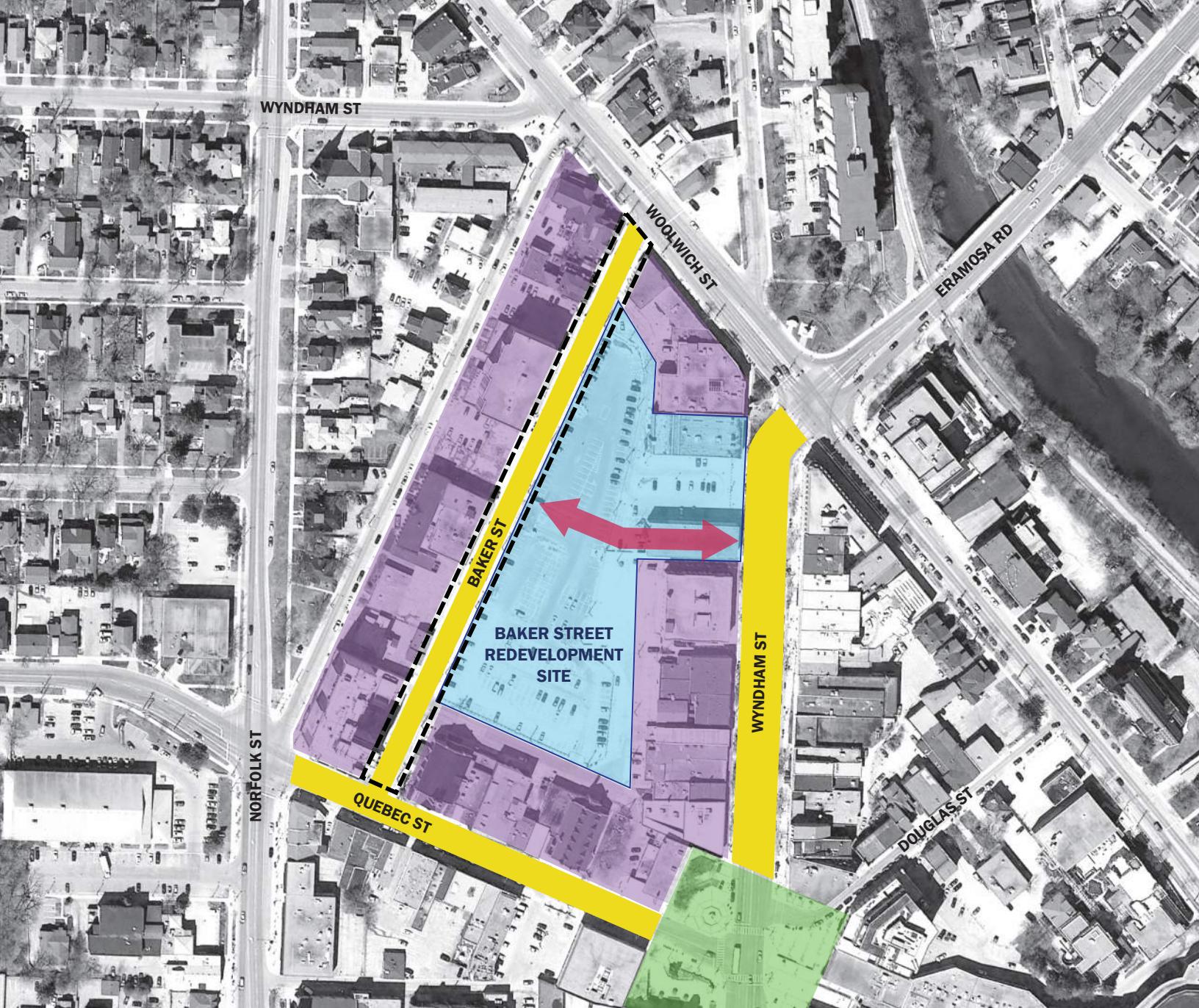
Prior to the upgrading of Baker Street, which is intended to be converted from one-way to two-way, a Traffic Impact Study and Environmental Assessment will be required.

St. George's Square

In 2014, in conjunction with a new Downtown Streetscape Manual and Built Form Standards, City Council adopted a conceptual design for St. George's Square. Building on Guelph's success with Market Square, and in the spirit of successful initiatives such as Pittsburgh's Market Square and Place D'Armes in Montreal, the concept envisions the square designed to be more pedestrian-friendly, with vehicular traffic directed around a new central plaza. The City intends to coordinate implementation of the concept with the upgrading of Wyndham Street and Quebec Street.

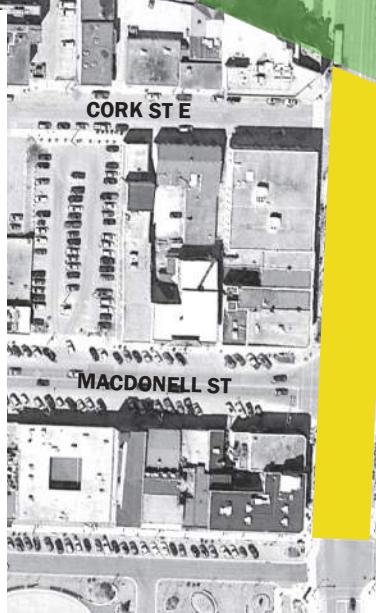
Utility Servicing

New hydro services are required for both existing and future development in the Baker District area, and the above-ground hydro lines on Baker Street are expected to be buried when the street is reconstructed. Upon an agreement being reached with Guelph Hydro (or its successor), the work is expected to take 1-2 years to complete and will be coordinated with redevelopment of the Baker District site. Servicing arrangements with other utilities will also need to be coordinated as part of the redevelopment.



LEGEND

- Environmental Site Remediation
- Street Reconstructions
- St. George's Square Reconstruction
- Baker Street Traffic Impact Study and Environmental Assessment
- New Baker District Hydro Services
- ←→ Future Street



SECTION 4

THE VISION & DEVELOPMENT OBJECTIVES

In the context of a growing, evolving downtown rich in history but always seizing new opportunities, the City envisions the Baker District contributing significantly to the vibrancy and beauty of downtown through the combination of public destinations and substantial residential development. Over the past decade, the City has explored various development concepts for the site, formally endorsing the 2009 and 2014 concepts, which form the basis for the preferred development program noted herein. The essential elements of the City's vision for the site are captured in the following key development objectives.

Increase downtown visitation

A new central library and adjacent park or square will reinforce the library as a major downtown destination. The ground floor will be designed for high levels of activity, with spaces for library or community programming, a café, and potentially other small-scale commercial amenities. The library is expected to total 60,000-90,000 gross square feet; the approximate size will be confirmed in a business case for the library scheduled to be presented to Council in February 2018.

The City is interested in exploring opportunities with the selected Development Team to integrate the library within a mixed-use development on the Site, in the interest of optimizing use of the land, including for public parking. Full details of how the library is to be incorporated into the development planning will be provided in the subsequent stages of the RFP process.

A small urban park will enhance the setting for both the library and residential development. It is intended to be designed for mostly passive use, with plenty of seating and landscaping, including shade trees. It may also include creative elements intended for play and should include public art.

Increase the downtown residential population

As a designated urban growth centre, Downtown Guelph needs to continue to grow its residential population. The Baker Street site's size and location, set back from downtown's main shopping streets, provides the opportunity to accommodate 500 or more residents in two distinct residential buildings. Both buildings may be integrated with institutional and/or commercial uses on the lower floors, but they also have the potential to include townhouse or live/work units at grade.

Improve connectivity for pedestrians, cyclists and vehicles

Redevelopment of the Baker Street site will provide an opportunity to introduce a mid-block street to generally improve circulation in the area for pedestrian, cyclists and drivers. The new street, which will provide additional frontage and an address for residential buildings, will be designed to blend with the future adjacent open space and give priority to pedestrians and cyclists.

It is also the City's objective to renew the new multi-use laneways at the rear of the buildings fronting Wyndham and Quebec Street, for servicing and parking access but also to enhance pedestrian and bicycle connectivity. The laneway may provide frontage for institutional or commercial uses internal to the block and/or could be lined with live/work units.

Establish new architectural landmarks

The design of the new library, being a legacy public building, must be outstanding and of enduring quality. At up to 15 storeys, the residential components of the development will also be prominent and therefore should also reflect a high standard of design to enhance the valued character of downtown, as envisaged by the 2014 Downtown Built Form Standards.

Provide public parking

The City's goal, as per the 2015 Parking Master Plan, is to accommodate 500 public parking spaces on the Site once redevelopment is complete, to support existing businesses and the future library. The future spaces will be primarily located underground, but, depending on the ultimate building program, some public spaces may be located in integrated above-grade structures.

Incorporate best practices in environmental design

Besides being contextually sensitive and beautiful, future development on the site should support the City's goals related to environmental sustainability generally and the Community Energy Initiative specifically. The public and private components should be designed to high green building standards. Landscaping and streetscaping should minimize run-off and incorporate areas for infiltration. Buildings should feature green roofs.

Provide affordable housing for a range of household types and incomes

The City will be looking for opportunities for the residential components of the development to provide a diversity of housing units of varying size to meet the needs of singles, couples and families with children.

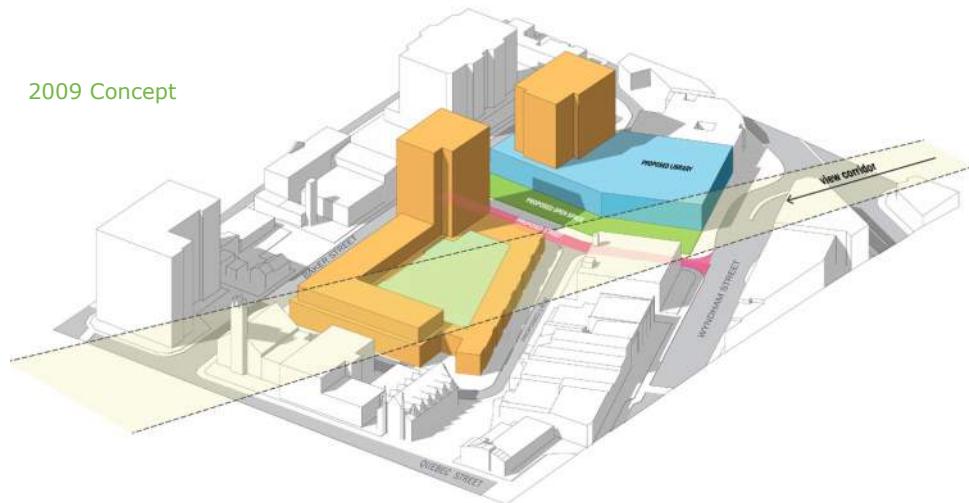


Conceptual Vision for Downtown Guelph Based on the 2012 Secondary Plan



Conceptual Development Program

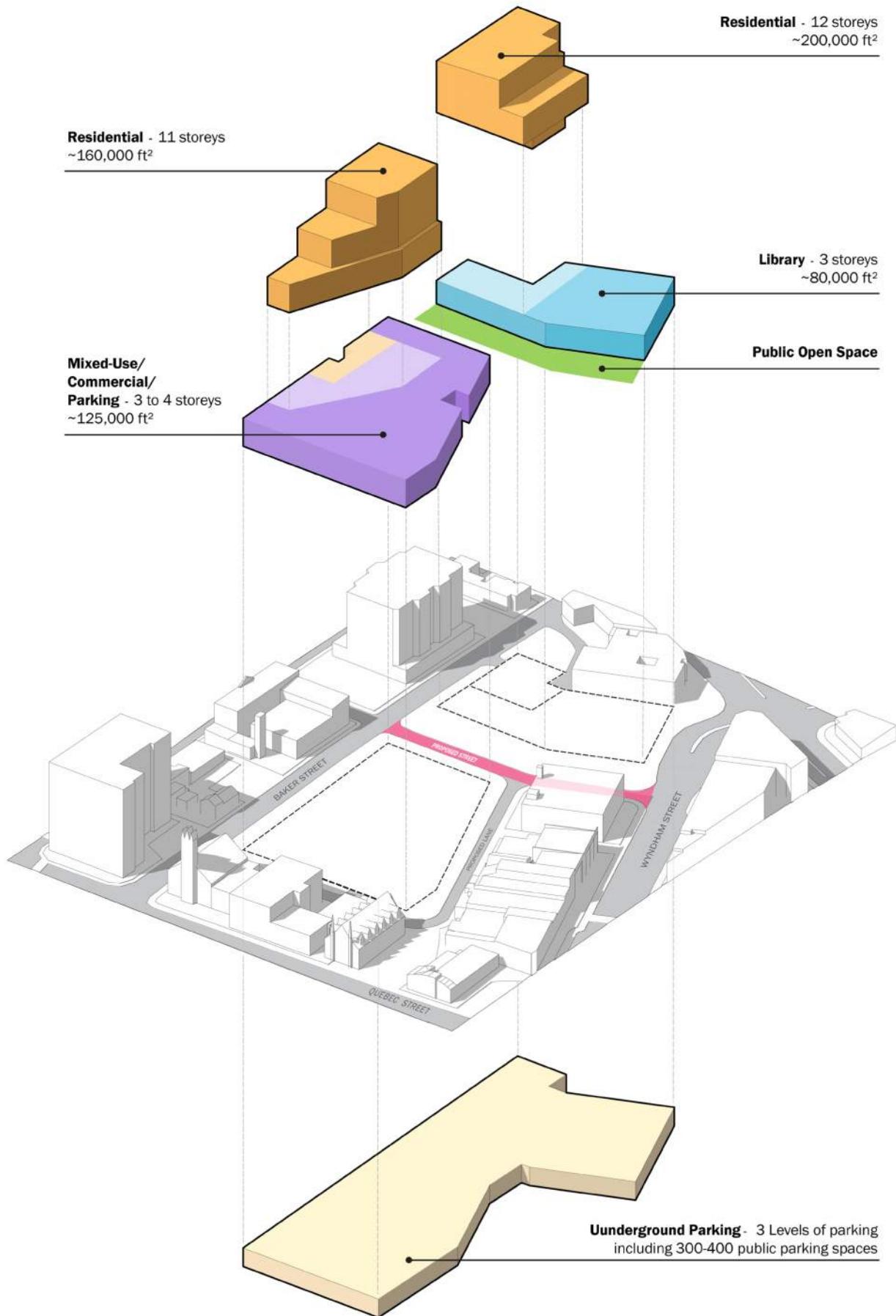
In 2009, City Council endorsed a concept for the Baker District that identified the location for the public components of future development, including a new central library, and illustrated the potential for residential development above the library and on the remaining lands.



In 2014, Council endorsed a modified concept for the Site that retained many elements of the 2009 concept while accommodating facilities for educational and recreational programming. The exploded view of this concept demonstrates how the various public and private components of the development could be integrated and provides a high-level view of the Site's potential development capacity.

2014 Concept





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