

Committee of the Whole Meeting Agenda

Monday, October 5, 2020, 1:00 p.m.

Remote meeting live streamed
on guelph.ca/live

Changes to the original agenda are noted with an asterisk "*".

To contain the spread of COVID-19, Committee of the Whole Meetings are being held electronically and are live streamed at guelph.ca/live

For alternate meeting formats, please contact the City Clerk's Office at clerks@guelph.ca or 519-822-1260 extension 5603.

Pages

1. Notice - Electronic Participation

1.1 City Council

This meeting will be held by Electronic Participation in accordance with the City of Guelph Procedural By-law (2020)-20515.

2. Call to Order - Mayor

2.1 Disclosure of Pecuniary Interest and General Nature Thereof

3. Authority to move into closed meeting

Recommendation:

That the Council of the City of Guelph now hold a meeting that is closed to the public, pursuant to the Municipal Act, to consider:

3.1 Disclosure of Pecuniary Interest and General Nature Thereof

3.2 Baker District - Project Update - 2020-149, 2020-149

Section 239 (2)(c) and (f) of the Municipal Act relating to a proposed or pending acquisition or disposition of land by the municipality or local board; and advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

4. Open Meeting - 2:00 p.m.

5. Staff Recognitions

5.1 AMCTO's Academic Excellence Award for the Executive Diploma in Municipal Management

Bill Bond, Zoning Inspector III

5.2 "Award of Excellence" at the 26th Communicator Awards in the Film/Video-Government Relations Category for Stormwater Video

Alexandra Marson, Stormwater Service Coordinator; Steve Miller, Lead Hand, Drainage; Steven Giesler, Drainage Operator; Geoff Allport, Vac All Operator; Greg Rogers, Drainage Operator; Cameron Robb, Drainage Operator; Philip Smith, Vac All Operator; Jason Knight, Drainage Operator; Geoff Walker, Public Works Supervisor; Mary Angelo, Manager, Infrastructure, Development and Environmental Engineering; Arun Hindupur, Supervisor, Infrastructure Engineering; Mario Martinez, Engineering Technologist II; and Brenna Birkin, Communications Officer

6. Service Area - Audit

Vice-Chair - Mayor Guthrie

7. Consent Agenda - Audit

The following resolutions have been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

7.1 Appointment of the External Auditor - 2020-146

1

Recommendation:

1. That KPMG LLP be appointed as the external auditor for the City of Guelph for the fiscal years ending 2020 through 2024.
2. That the Treasurer be authorized to annually execute the engagement letter with KPMG LLP subject to the terms approved.

8. Service Area Chair and Staff Announcements

9. Service Area - Infrastructure, Development and Enterprise Services

10. Consent Agenda - Infrastructure, Development and Enterprise Services

The following resolutions have been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

10.1 Sign By-law Variance for 292 Speedvale Avenue West - 2020-139

4

Recommendation:

That the request for variance from Table 2, Row 1 of Sign By-law Number (1996)-154245, as amended, to permit one (1) internally illuminated freestanding sign with a sign area of 3.83m² and a height 1.5m above an adjacent roadway, to be 80 metres from another freestanding sign on the property of 292 Speedvale Avenue West, be approved.

10.2 Ministry of Transportation Connecting Links Program - 2021-2022 Application - York Road Reconstruction: Stevenson Street to Victoria Road - 2020-145

9

Recommendation:

1. That staff be authorized to submit an application to the Ministry of Transportation with respect to the 2021-2022 Connecting Links Program for the reconstruction of York Road from Stevenson Street to Victoria Road.
2. That staff be authorized to confirm to the Ministry of Transportation that Council:
 - a. supports of the project identified in the application;
 - b. confirms that capital funding is available for the municipal contribution component; and,
 - c. agrees that if the application is successful, the municipality will proceed with the project in accordance with the timelines specified in the application.

11. Items for Discussion - Infrastructure, Development and Enterprise Services

The following items have been extracted from Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

11.1	Draft Recommendation for the New Sign By-law - 2020-138, 2020-138	14
	Presentation: Bill Bond, Zoning Inspector III	
	Recommendation: 1. That Council direct staff to draft a new Sign By-law based on the draft recommendations outlined in Attachment 2 – Overview of Recommended Changes for the New Sign By-law.	
11.2	South End Community Centre Project Update - 2020-141	83
	Presentation: Antti Vilkkio, General Manager, Facilities and Energy Management Colleen Clack-Bush, Deputy Chief Administrative Officer, Public Services	
	Recommendation: That the following staff recommendations be referred to the October 7, 2020 Special City Council meeting: 1. That the South End Community Centre as presented in Report 2020-141 dated October 5, 2020 be approved at a cost of \$80 million and reflected in the 2021 capital budget. 2. That construction begin in 2022 and any change in capital cost, resulting from final site plan, early competitive procurement processes and considerations of impacts of COVID on facility and programming design, be included in the 2022 capital budget. 3. That staff be directed to phase-in the estimated annual operating cost of \$2.4 million as part of the 2021-2024 operating budget and forecast.	
11.3	Baker District - Project Update - 2020-148	105
	Presentation: Kealy Dedman, Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services Antti Vilkkio, General Manager, Facilities and Energy Management Jonathan Westeinde, Windmill Development Group Ltd. Megan Torza, DTAH Duncan Bates, Diamond Schmitt James Krauter, Manager, Taxation and Revenue/Deputy Treasurer Scott Stewart, Chief Administrative Officer	

Correspondence:

Rhonda McMahon

Sandra Swietochowska Murray and Owen Murray

Rebecca Adam

Stephany Reeves

Dean and Ramune Beattie

Jason Rice

Judy MacEachern

Chelsea Woolley

Peter Landriault

Colleen Sorensen

Recommendation:

That the following staff recommendations be referred to the October 7, 2020 Special City Council meeting:

1. That the recommendation to proceed with the detailed development design for the alternative option site layout for the Baker District Redevelopment Project as outlined in this report be approved.
2. That \$16.6 million for site servicing, environmental/archeological remediation and the outdoor public space for the Baker District be approved and reflected in the 2021 budget.
3. That the construction of an 88,000 square foot library in the south block as presented as the alternative option in Report 2020-148, dated October 5, 2020, be approved at a cost of \$62.0 million, and Council approve an increase of 0.39% impact to the tax levy starting in 2021 and remain in place for 20 years, in order to fund the \$19.7 million of the library capital cost that is an enhancement to the current service level beyond that allowable by the Development Charges Act, 1997, with construction to begin in 2022 subject to updated design and service delivery reconsiderations as a result of COVID-19.
4. That staff be directed to maximize the number of public parking spaces in the south block and pursue sharing agreements for parking in the north block and seek budget approval as part of the 2022 budget process.
5. That staff be directed to phase in the estimated annual tax supported operating cost of the public components of the Baker District, totaling \$3.5 million, as part of the 2021-2024 operating budget and forecast.
6. That the Guelph Public Library Board report back to Council with a detailed operating budget projection by June 2021 based upon updated design and service delivery reconsiderations resulting from COVID-19.
7. That staff proceed with revising the Urban Design

Master Plan (UDMP), share a virtual presentation with the community to outline the changes and collect final comments for Council's consideration.

12. Service Area Chair and Staff Announcements

13. Adjournment

Staff Report



To	Committee of the Whole
Service Area	Corporate Services
Date	Monday, October 5, 2020
Subject	Appointment of the External Auditor

Recommendation

1. That KPMG LLP be appointed as the external auditor for the City of Guelph for the fiscal years ending 2020 through 2024.
 2. That the Treasurer be authorized to annually execute the engagement letter with KPMG LLP subject to the terms approved.
-

Executive Summary

Purpose of Report

To provide an overview of the results of the Request for Proposals (RFP) process for External Audit Services for the 2020 – 2024 fiscal years.

Key Findings

The contract with the City's current auditors, KPMG LLP, expired with the completion of the audit for the year ended December 31, 2019.

The RFP for External Audit Services was posted on the City's procurement website on July 31, 2020, and closed on August 25, 2020. The RFP included the City of Guelph, the Provincial Offences Act special compliance report, Guelph Junction Railway Limited (GJR), Guelph Municipal Holdings Inc. (GMHI), and three Local Boards: Wellington-Dufferin-Guelph Public Health (WDGPH), The Elliott Community (The Elliott), and Downtown Guelph Business Association (DGBA), with separate quotations being requested for each entity.

One bid submission was received from KPMG LLP, and it complied with the mandatory criteria set out in the RFP.

The cost of the City's 2020 annual audit and the Provincial Offences Court compliance report is \$68,600.

Financial Implications

The fees for the 2020 audit are within the 2020 approved budget.

Report

The Municipal Act provides for municipalities to appoint the municipal auditors for a term not to exceed five years. The contract with the City's current auditors, KPMG LLP, expired with the completion of the audit for the year ended December 31, 2019.

In accordance with Council's policy on Selection and Appointment of the External Auditor, staff prepared the RFP in consultation with staff from WDGPH, The Elliott, and DGBA. Once finalized, the RFP was posted on the City's procurement website on July 31, 2020 with a closing date of August 25, 2020 in accordance with the Procurement Bylaw. The evaluation criteria employed was consistent with the approved policy, and was outlined in the RFP document that was published and available to all proponents.

The Evaluation Committee consisted of the Chair and Vice Chair of the Audit Committee, the General Manager of Internal Audit, the Manager of Financial Reporting and Accounting, and Senior Corporate Analyst of Financial Reporting and Accounting.

One bid submission was received, from KPMG LLP, and after the bid period closed, the proposal was distributed to the Evaluation Committee to review for compliance with the mandatory criteria in the RFP.

The cost of the City's 2020 annual audit and the Provincial Offences Court compliance report is \$68,600. The audit fees for the associated entities: GJR, GMHI, WDGPH, The Elliott, and DGBA were competitive and have been communicated to their respective Boards. KPMG LLP is responsible for notifying the Purchasing Department of any future increases which are limited to the Consumer Price Index for the Toronto Region as published by Statistics Canada.

The Evaluation Committee recommends that KPMG LLP be appointed the external auditors for the period 2020-2024 pending an annual performance evaluation.

Financial Implications

The fees for the 2020 audit are within the 2020 approved budget.

Consultations

Staff conducted external consultations with management at WDGPH, The Elliott, and the DGBA in preparing the RFP.

Strategic Plan Alignment

Competitive procurement supports the Strategic Plan's Working Together for our Future pillar through maintaining a fiscally responsible local government.

Attachments

None

Departmental Approval

N/A

Report Author

Shanna O'Dwyer, Manager of Financial Reporting and Accounting

This report was approved by:

Tara Baker, CPA CA
General Manager, Finance/City Treasurer
Corporate Services
519-822-1260 extension 2084
Tara.baker@guelph.ca

This report was recommended by:

Trevor Lee
Deputy Chief Administrative Officer
Corporate Services
519-822-1260 extension 2281
Trevor.lee@guelph.ca

Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, October 5, 2020
Subject	Sign By-law Variance for 292 Speedvale Avenue West

Recommendation

1. That the request for variance from Table 2, Row 1 of Sign By-law Number (1996)-154245, as amended, to permit one (1) internally illuminated freestanding sign with a sign area of 3.83m² and a height 1.5m above an adjacent roadway, to be 80 metres from another freestanding sign on the property of 292 Speedvale Avenue West, be approved.
-

Executive Summary

Purpose of Report

The purpose of this report is to put forward the staff recommendation that the request for variance from Table 2, Row 1 of Sign By-law Number (1996)-154245, as amended, to permit one (1) internally illuminated freestanding sign with a sign area of 3.83m² and a height 1.5m above an adjacent roadway, to be 80 metres from another freestanding sign on the property of 292 Speedvale Avenue West, be approved.

Key Findings

Table 2, Row 1 of Sign By-law Number (1996)-154245, as amended requires freestanding signs to have a minimum separation distance of 120m in a Community Commercial (CC) Zone.

Imperial Signs has submitted a sign by-law variance application on behalf of Armel Corporation to permit one (1) internally illuminated freestanding sign with a sign area of 3.83m² and a height 1.5m above an adjacent roadway, to be 80 metres from another freestanding sign on the property of 292 Speedvale Avenue West.

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given the size of the proposed sign the proposed location;
- The proposed location is a suitable landscaped area outside of the sightline visibility triangle;
- The applicant will remove the existing address sign and incorporate it into the proposed sign;
- The proposed sign complies with all other regulations; and

- The proposed sign will not have a negative impact on the streetscape or surrounding area.

Financial Implications

Not applicable.

Report

Table 2, Row 1 of Sign By-law Number (1996)-154245, as amended requires freestanding signs to have a minimum separation distance of 120m in a Community Commercial (CC) Zone.

Imperial Signs has submitted a sign by-law variance application on behalf of Armel Corporation to permit one (1) internally illuminated freestanding sign with a sign area of 3.83m² and a height 1.5m above an adjacent roadway to be 80 metres from another freestanding sign on the property of 292 Speedvale Avenue West (see "Attachment 1 – Location Map").

Table 1 - Requested variance

	By-law Requirements	Request
Minimum setback between freestanding signs on the same property	120m	80m

Please see "Attachment 2 – Sign Variance Drawings"

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given the size of the proposed sign the proposed location;
- The proposed location is a suitable landscaped area outside of the sightline visibility triangle;
- The applicant will remove the existing address sign and incorporate it into the proposed sign;
- The proposed sign complies with all other regulations; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

Financial Implications

Not Applicable.

Consultations

Internal consultations were held with Planning Services.

External communication took place with the Applicant. A public notice will also be circulated to inform the public.

Strategic Plan Alignment

Powering our future – Helping businesses to succeed and add value to the community.

Attachments

Attachment-1 Location Map

Attachment-2 Sign Variance Drawings

Departmental Approval

Patrick Sheehy, Program Manager, Zoning, Building Services

Jeremy Laur, Chief Building Official, Building Services

Report Author

Bill Bond, Zoning Inspector III/Senior By-law Administrator

This report was approved by:

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2395

krista.walkey@guelph.ca

This report was recommended by:

Kealy Dedman, P.Eng., MPA

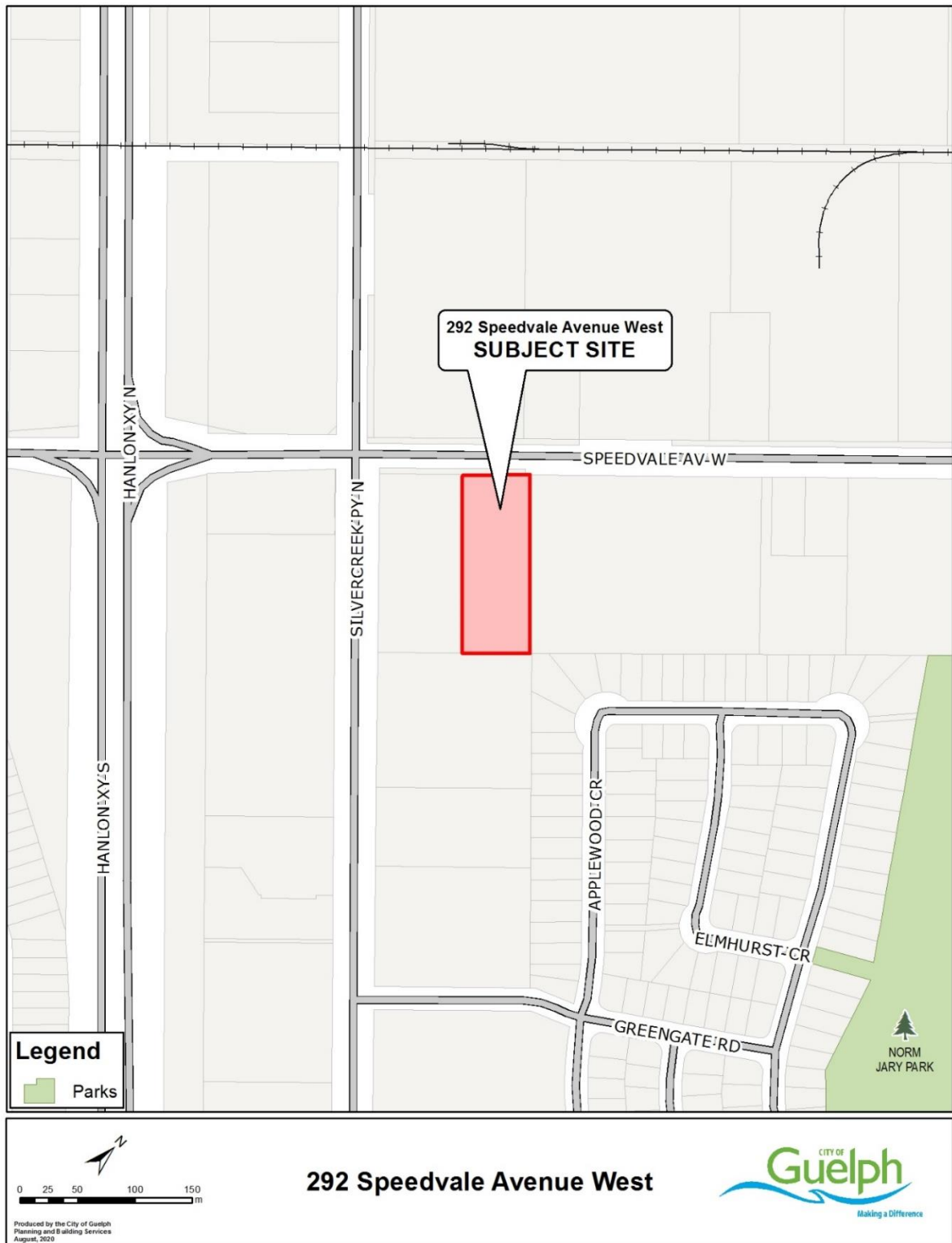
Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

kealy.dedman@guelph.ca

Attachment 1 – Location Map

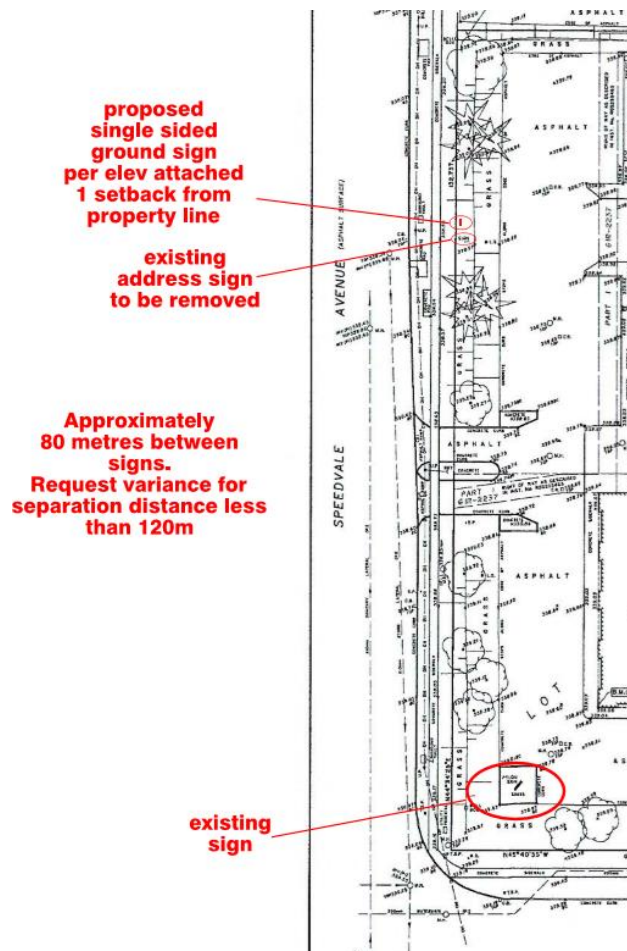


Attachment 2 - Sign Variance Drawings (provided by the Applicant)

Proposed internally illuminated freestanding sign with a sign area of 3.83m² and a height of 1.22m (1.5m above an adjacent roadway)



Proposed location on the property



Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, October 5, 2020
Subject	Ministry of Transportation Connecting Links Program - 2021-2022 Application - York Road Reconstruction: Stevenson Street to Victoria Road

Recommendation

1. That staff be authorized to submit an application to the Ministry of Transportation with respect to the 2021-2022 Connecting Links Program for the reconstruction of York Road from Stevenson Street to Victoria Road.
 2. That staff be authorized to confirm to the Ministry of Transportation that Council:
 - a. supports of the project identified in the application;
 - b. confirms that capital funding is available for the municipal contribution component; and,
 - c. agrees that if the application is successful, the municipality will proceed with the project in accordance with the timelines specified in the application.
-

Executive Summary

Purpose of Report

The purpose of this report is to seek Council authorization to proceed with an application submission to the Ministry of Transportation with respect to the 2021-2022 Connecting Links Program for the reconstruction of York Road from Stevenson Street to Victoria Road.

Key Findings

An application for the Ministry of Transportation Connecting Link Program requires Council to pass resolutions related to the program. The application is due November 6, 2020.

The project proposed for Connecting Links funding is the reconstruction of York Road from Stevenson Street to Victoria Road, which is in the detailed design phase with construction planned to start in April 2021.

Financial Implications

Currently, funding for the reconstruction of York Road from Stevenson Street to Victoria Road is included in the 2021 Capital Budget Forecast. The total project budget is \$5,423,900 with net eligible project costs of \$2,327,912. After accounting for the City 10% share of costs (\$232,792), the provincial funding requested through the Connecting Link Program for this project is \$2,095,120.

By the resolution in this report, Council is committing \$3,328,780 of funding to this project as a way to leverage \$2,095,120 in grant funding. The City commitment is funded from the Infrastructure Renewal Reserve Fund, the Stormwater Capital Reserve Fund, the Water Capital Reserve Fund and the Wastewater Capital Reserve Fund. These reserve funds have sufficient funds to meet this commitment.

Should the grant application be successful, it would enable \$2,095,120 of previously committed tax and stormwater funding to be reallocated to other priority capital road and stormwater reconstruction projects.

Report

Connecting Links Program

Connecting Links are municipal roads that connect two ends of a provincial highway through a community or to an international or interprovincial border crossing. These critical roadways serve both provincial and municipal interests by carrying long-distance provincial highway traffic moving through communities and local traffic within the community. Connecting links are designated under section 21 of the Public Transportation and Highway Improvement Act, R.S.O. 1990, c. P. 50 as amended. Under the Act, a connecting link remains a “highway” under the jurisdiction and control of the municipality.

Within the City of Guelph, there are two provincial Connecting Links: i) extension of Highway 6 along Woolwich Street and Woodlawn Road; and ii) extension of Highway 7 along Woodlawn Road, Wellington Street, Wyndham Street and York Road.

The Ministry of Transportation’s Connecting Links Program provides dedicated provincial funding for road and bridge projects on connecting link highways designated under the Public Transportation and Highway Improvement Act. The Program provides funding for eligible capital improvement costs of road related infrastructure – not maintenance. The responsibility for maintenance of connecting links lies with the municipality. Under section 44 of the Municipal Act, R.S.O. 2001, the municipality that has jurisdiction over a highway or bridge must keep it in a reasonable state of repair.

Since connecting links serve interregional traffic needs, the Ministry provides funding up to 90% of total eligible project costs for approved connecting link projects. The maximum amount of funding for eligible costs is \$3 million per road project and, new for the 2021-2022 program, \$5 million for a bridge project. The applicant is required to contribute the remaining 10% of eligible project costs and pay for all ineligible project costs. The municipality cannot use capital funding from any other application program for the same road or bridge project funded under the Connecting Links Program.

Funding decisions are based on an assessment of connecting link needs, the Ministry's prioritization of submitted projects and the available budget in any year. Municipalities are required to complete a structured application form to be eligible for connecting link funding. The Ministry assesses the proposed project and the municipality's multi-year connecting link needs.

The Ministry will notify the successful and unsuccessful municipalities. After successful notification, project costs incurred after April 1, 2021 will be refundable but a Contribution Agreement must be entered before any payments are made.

The following link to the Program Application Guide provides additional detail and background: [Ministry of Transportation's Connecting Link Program Application Guide](#)

City of Guelph Application

The Ministry of Transportation is currently accepting applications for the 2020-2021 Connecting Links Program. The City was notified of the funding opportunity in August, 2020. City Staff identified the reconstruction of York Road from Stevenson Street to Victoria Road (Phase 3) as an appropriate and timely project for the Connecting Links Program, and started preparing an application for submission by the Friday, November 6, 2020 deadline.

The reconstruction of York Road from Stevenson Street to Victoria Road will implement a portion of the approved Municipal Class Environmental Assessment for York Road from Wyndham Street to the east City limit. The project involves full street reconstruction (515m) including the replacement of underground infrastructure (storm sewers, sanitary sewers, watermains, services and related appurtenances). The roadwork will consist of the replacement of curb and gutter and sidewalks plus inclusion of bicycle lanes, which is consistent with the City's Cycling Master Plan. The pavement structure will be upgraded for the expected truck and bus traffic as York Road is part of the City's Permissive Truck Route and a transit route. The integration of water and wastewater infrastructure replacement work into the project will lengthen the long-term life of the road structure by not having to replace the underground infrastructure before the end of the pavement's lifecycle.

The project is currently in the detailed design stage with construction planned to commence in April 2021.

The City made three recent applications for Connecting Links Funding along York Road. The first for the 2015-2016 Program from Wyndham St S to Ontario St where the City was successful and received \$2,179,657 in net eligible project costs. The second and third applications were for \$3,036,026 net eligible project costs for Ontario St to Stevenson St S. through the 2019/2020 and 2020 programs but neither was successful.

In addition to detailed project information and costing, the application must be accompanied by a council resolution / bylaw that:

- i. demonstrates council's support of the project identified in the application;
- ii. confirms that capital funding is available for the municipal contribution component;
- iii. indicates that if the application is successful, that the municipality will proceed with the project in accordance with the timelines specified in the application.

Staff requested whether the resolution from the previous unsuccessful application would be acceptable to the MTO in lieu of a new one. The MTO confirmed on Sept 4 that a new resolution would be necessary, and thus the requirement of this report.

The City's application clearly demonstrates that the York Road reconstruction project meets all requirements of the Connecting Links Project. Further, the City will comply with the conditions identified in both the application and the policies for Connecting Links.

Upon receipt of notification from the Ministry of Transportation regarding the success of the application, City Staff will update Council and provide next steps through an Information Report.

Financial Implications

The Ministry of Transportation will provide funding for up to 90% of total eligible project costs. The maximum amount of funding for eligible costs is \$3 million per project. The applicant is required to contribute the remaining 10% of eligible project costs and pay for all ineligible project costs.

Currently, funding for the reconstruction of York Road from Stevenson Street to Victoria Road is included in the 2021 Capital Budget Forecast. The total project budget is \$5,423,900 with net eligible project costs of \$2,327,912. After accounting for the City 10% share of costs (\$232,792), the provincial funding requested through the Connecting Link Program for this project is \$2,095,120.

By the resolution in this report, Council is committing to the project if the funding application is successful. The commitment is \$232,792 for road and stormwater works and by extension \$3,095,988 for water/wastewater components of the project and other non-eligible costs. The City commitment is funded from the Infrastructure Renewal Reserve Fund, the Stormwater Capital Reserve Fund, the Water Capital Reserve Fund and the Wastewater Capital Reserve Fund. These reserve funds have sufficient funds to meet this commitment.

Should the funding application be successful, this grant would enable the reallocation of \$2,095,120 of tax and stormwater funding to other priority capital road and stormwater reconstruction projects. Upon receipt of notification from the Ministry of Transportation regarding the status of the application, City Staff will update Council and provide next steps.

Consultations

Not applicable.

Strategic Plan Alignment

Building our Future – by managing existing infrastructure and maintaining existing community assets and securing new ones.

Attachments

None

Departmental Approval

Tara Baker, Treasurer / General Manager, Finance

Report Author

Reg Russwurm, P.Eng., MBA, Manager, Design and Construction, Engineering & Transportation Services

This report was approved by:

Terry Gayman, P.Eng.

City Engineer / General Manager, Engineering & Transportation Services

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2369

terry.gayman@guelph.ca

This report was recommended by:

Kealy Dedman, P.Eng., MPA

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

kealy.dedman@guelph.ca

Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, October 5, 2020
Subject	Draft Recommendations for the New Sign By-law

Recommendation

1. That Council direct staff to draft a new Sign By-law based on the draft recommendations outlined in Attachment 2 – Overview of Recommended Changes for the New Sign By-law.
-

Executive Summary

Purpose of Report

To provide Council with the opportunity to review and provide feedback to the draft recommendations for the new Sign By-law, which will be presented to Council for consideration in the first quarter of 2021.

Key Findings

In January of 2018, Council approved the [Sign By-law Project Charter](#) to initiate a comprehensive review of Sign By-law No. (1996)-154245, as amended. As part of the comprehensive review process, the city consulted with the key stakeholders, the public, and staff to develop recommendations (See Attachment 2) for a Sign By-law that will:

- Protect, preserve and promote the safety of residents;
- Require signs be well maintained to meet community standards;
- Be compatible with sensitive land uses;
- Be user-friendly and easy to understand;
- Make the best use of technology;
- Align with other bylaws and the Official Plan; and
- Ensure that the number and types of signs allowed serve the needs of businesses and the community while not adversely affecting the livability and attractiveness of the City of Guelph.

Based on the feedback received, staff will draft a new Sign By-law for Council's consideration in the first quarter of 2021.

Financial Implications

The draft recommendations include regulations restricting the amount of illumination permitted by electronic message boards. To measure this illumination, the purchase and on-going calibration of a measuring device will be required. The

financial implication is a one-time cost of approximately four thousand dollars and an ongoing annual cost of five hundred dollars. This cost would be funded through the tax supported Building Services budget and will be included in the base 2021 operating budget subject to council approval of this policy.

Report

Background

The City of Guelph Sign By-law No. (1996)-15245, as amended, has been in effect for over 20 years. Many of the regulations are outdated and do not align with current urban design principles or new technology in the sign industry. This has caused challenges for businesses and for the administration and enforcement of the By-law.

In January of 2018, Council approved the [Sign By-law Project Charter](#) to initiate a comprehensive review of Sign By-law No. (1996)-154245, as amended.

Overview

A comprehensive review of Sign By-law No. (1996)-154245, as amended, was initiated in January 2018.

As part of the comprehensive review process, the city consulted with the key stakeholders and the public (See Attachment-1 Sign By-law Review – Engagement Summary).

In addition to engaging external stakeholders and the public, staff conducted research, a best practice review, and held internal meetings with affected departments.

As a result, recommendations for a new Sign By-law have been developed (See Attachment-2 Overview of Recommended Changes for the New Sign By-law) that will:

- Protect, preserve and promote the safety of residents;
- Require signs to be well maintained to meet community standards;
- Be compatible with sensitive land uses;
- Be user-friendly and easy to understand;
- Make the best use of technology;
- Align with other bylaws and the Official Plan; and
- Ensure that the number and types of signs allowed serve the needs of businesses and the community, while not adversely affecting the livability and attractiveness of the City of Guelph.

Next Steps

Based on the feedback received, staff will draft a new Sign By-law for Council's consideration in the first quarter of 2021.

Financial Implications

The draft recommendations include regulations restricting the amount of illumination permitted by electronic message boards. To measure this illumination, the purchase and ongoing calibration of a measuring device will be required. The financial implication is a one-time cost of approximately four thousand dollars and

an ongoing annual cost of five hundred dollars. This cost would be funded through the tax supported Building Services budget and will be included in the base 2021 operating budget subject to council approval of this policy.

Consultations

Internal consultations through email and/or meetings with:

By-law Compliance Security & Licensing
Facilities and Energy Management
Legal Services
Planning Services
Parks and Recreation
Tourism and Community Investment
Transportation Services

External consultation through email and/or meetings with:

Residents of the City of Guelph
Permanent and temporary sign companies
Sign Association of Canada
Guelph & District Home Builders Association
Members of the Guelph & District Realtors Association
Individual businesses that operate in Guelph
Guelph Chamber of Commerce
University of Guelph
Downtown Guelph Business Association

Attachment-1 Sign By-law Review - Engagement Summary contains further details.

All parties consulted will continue to receive email updates relating to this comprehensive review.

Strategic Plan Alignment

Powering our future – Helping businesses to succeed and add value to the community.

Working together for our future – Improving how the City communicates and delivers services.

Attachments

Attachment-1 Sign By-law Review – Engagement Summary

Attachment-2 Overview of Recommended Changes for the New Sign By-law

Departmental Approval

Patrick Sheehy, Program Manager, Zoning, Building Services

Jeremy Laur, Chief Building Official, Building Services

Report Author

Bill Bond, Zoning Inspector III/Senior By-law Administrator, Building Services

This report was approved by:

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2395

krista.walkey@guelph.ca

This report was recommended by:

Kealy Dedman, P.Eng., MPA

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

kealy.dedman@guelph.ca

Sign By-law Review

Attachment-1 Sign By-law Review - Engagement Summary

Engagement Summary

What we did:

The city consulted with the key stakeholders and the public to understand how, among other things, a new sign by-law can serve the needs of businesses and the community, while not adversely affecting the livability and attractiveness of the City of Guelph.

Initial community workshop and online engagement (April 2018)

An initial community workshop was held to identify the strengths and weaknesses of the current Sign By-law and to understand the needs and wants of participants for a new Sign By-law. Online engagement was also available for those who could not attend in person, and those who attended and wanted to continue the conversation.

Sign By-law Working Group (October 2018 – November 2019)

To provide an additional forum for consultation, review, and exchange of information, the city established a Sign By-law Working Group (SBWG) in 2018.

To ensure a balance of perspectives from local community members and specific stakeholders, the composition of the SBWG included the following representation:

- Residents within the City of Guelph;
- Permanent and temporary sign companies;
- The Sign Association of Canada;
- Guelph & District Home Builders Association;
- A Realtor who is a member of the Guelph & District Realtors Association; and
- The Guelph Chamber of Commerce.

The University of Guelph and the Downtown Guelph Business Association were also invited to join the SBWG, however they were unable to participate. Staff were able to consult directly with representatives of both the University of Guelph and the Downtown Guelph Business Association outside of the working group.

The SBWG met on several occasions in the fall of 2018 to review the current Sign By-law and discuss potential changes for a new Sign By-law.

In November of 2019, the SBWG reconvened to review the draft recommendations for the new Sign By-law. Overall, the recommendations we well received, however, diverging opinions relating to mobile signs continued to exist amongst some members of the group.

Open House (November 2019)

An open house was held to review the draft recommendations for the new Sign By-law. Overall, the recommendations were again well received, but differing opinions remained, which prompted staff to conduct an online survey.

Online Survey (December 2019 – January 2020)

A Sign By-law Recommendation Survey was available online for key stakeholders and the public to provide feedback on the proposed recommendations; a summary of which can be found in Attachment-2 – Overview of Recommended Changes for the New Sign By-law.

What we heard:

The following is a summary of what we heard during the public consultation and engagement process. For ease of use and understanding, this section is categorized into general provisions and administration, followed by sign types (with sample images).

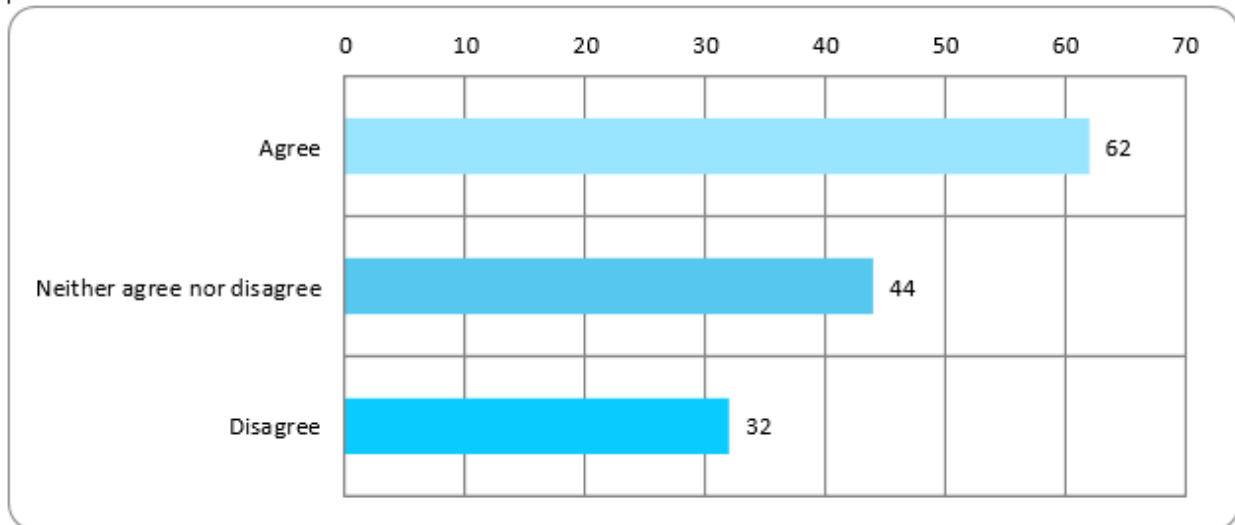
General provisions and administration

- Definitions need to be clearer and better at delineating between signs types
- Should review sign by-law exemptions for City, University of Guelph, and the Downtown Guelph Business Association
- Remove election sign provisions from the Sign By-law since there is a specific by-law
- The sign variance process takes far too long
- Regulations for digital signs are too restrictive – prohibit flashing signs but allow for messages to change
- Messages that change too often in an electronic message board are distracting
- Should be able to change more often than once every three minutes
- Allow electronic message boards to play videos, they allow it elsewhere – allow businesses to promote themselves to keep a good tax base
- Electronic message boards should be secondary to the main sign
- Electronic message boards are ugly and difficult to read
- Electronic message boards should be banned
- Should regulate the amount of lighting and timing of electronic message boards
- Concerned about electronic message boards and their proximity to residential properties
- Do not allow electronic message boards on heritage properties or in the downtown
- New Sign By-law should recognize the new downtown boundaries
- Should allow home occupations to have signs
- Prohibit the use of monitors or televisions as signs in windows
- Allow non-profit organizations to advertise events on the road allowance
- Allow non-profit organizations holding a community event to utilize lawn signs
- Location and the size of signs should be approved during Site Plan Approval
- Businesses should be able to use as much signage as they want, let business owners do what is in their interest and budgets

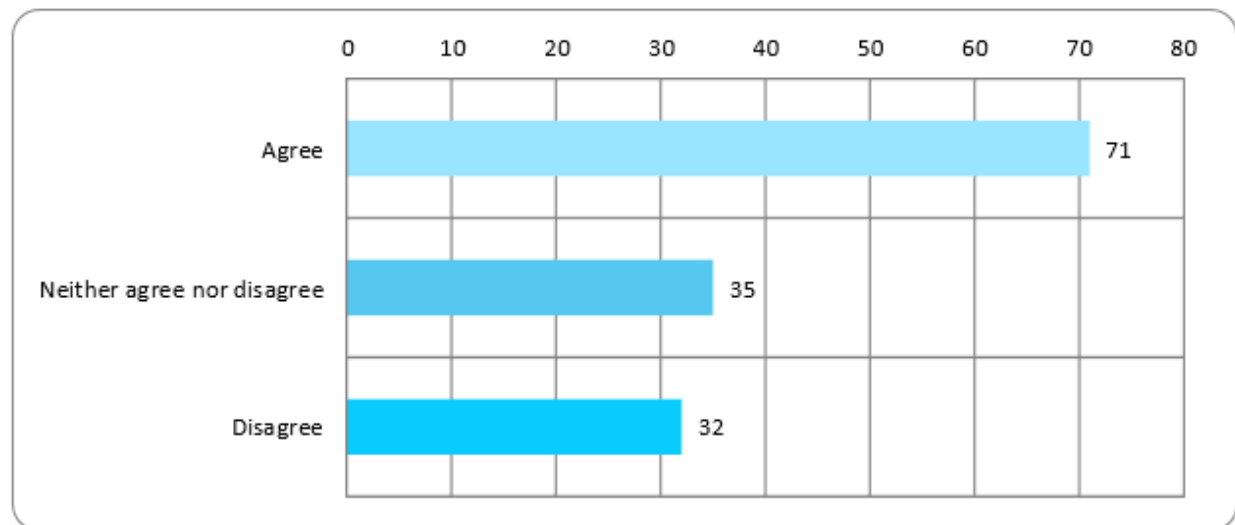
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

Permit electronic message boards to have a maximum sign face of 60 percent of the sign or 3 metres squared (whichever is less).



Allow electronic message boards to change messages every 180 seconds (3 minutes).



Permanent Signs

Building Signs

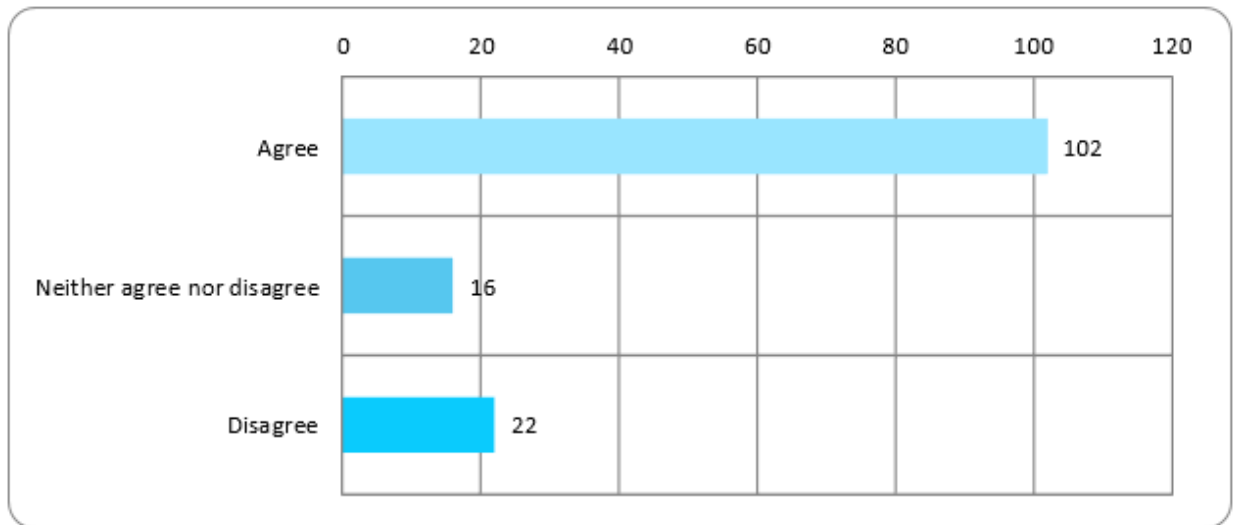


- Want second storey signage at industrial, institutional, and commercially zoned properties at the tenanted space
- Concerns allowing more signage and light pollution
- Allow window signage to be illuminated
- Consider allowing more window signage
- Consider addressing and regulating lifestyle images in windows

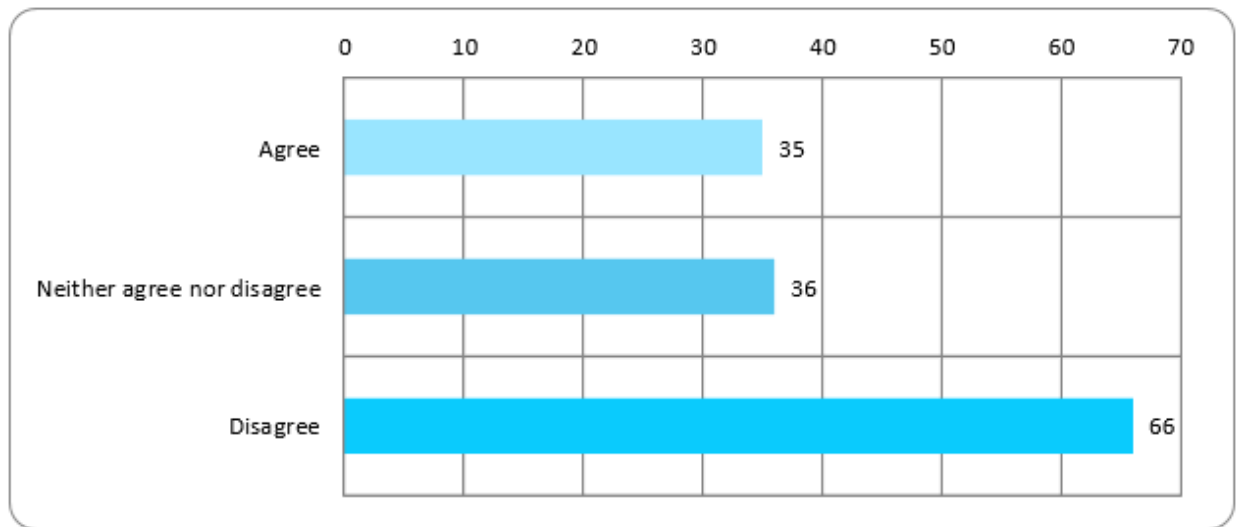
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

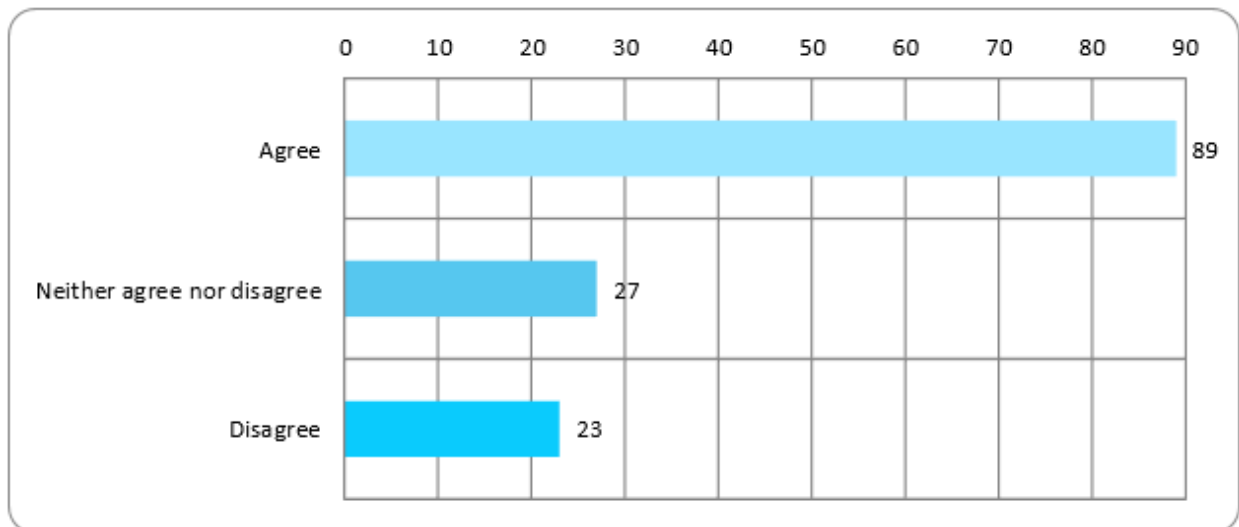
Remove restrictions and permit second-storey building signs in industrial and institutional zones but limit them to the tenanted space (rented/owned by the business for who the sign is advertising).



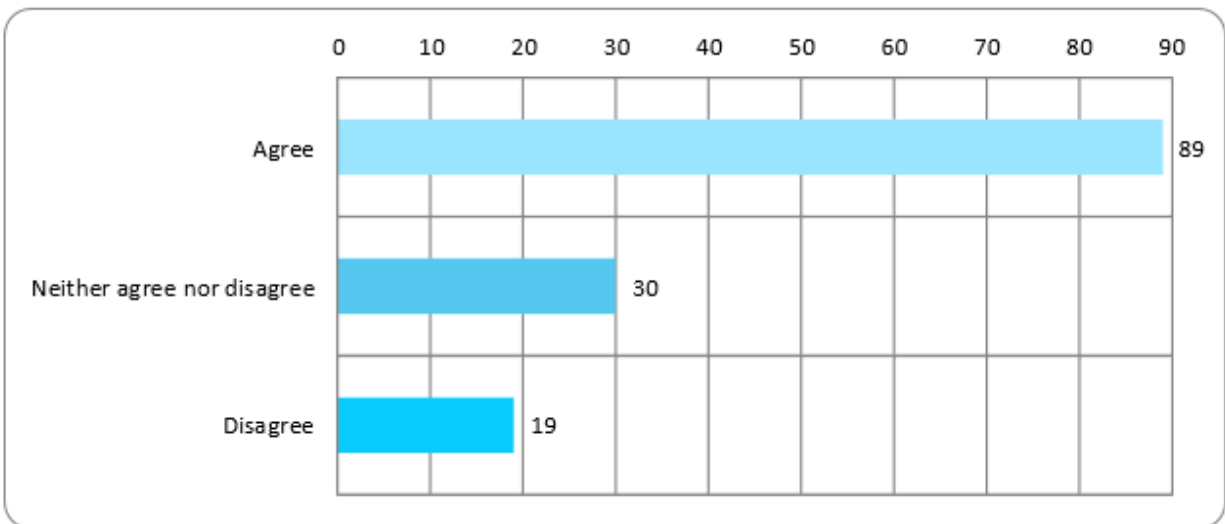
Continue to restrict second story signs in commercially zones properties:



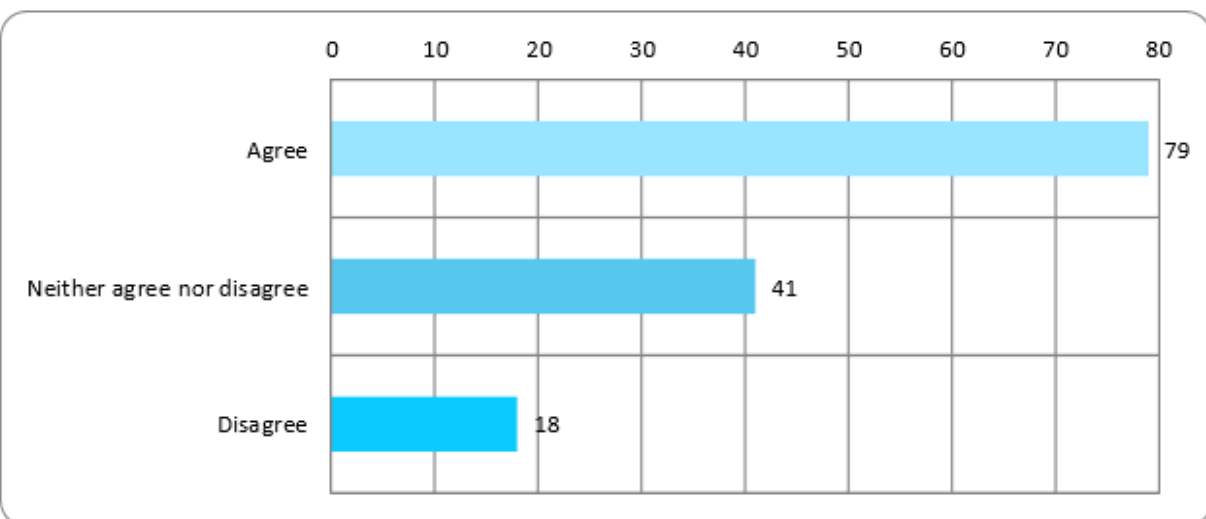
Allow illuminated window signs at a maximum of 0.4 metres squared (an example of an illuminated sign is a neon "open" sign):



When calculating how big a window sign can be we will consider the entire combined window area instead of the size of the windowpane.



Lifestyle images are to be restricted to the size of other window signs. Examples of lifestyle images include images related to the business (such as an image of a person walking a dog at a pet store).



Freestanding Signs

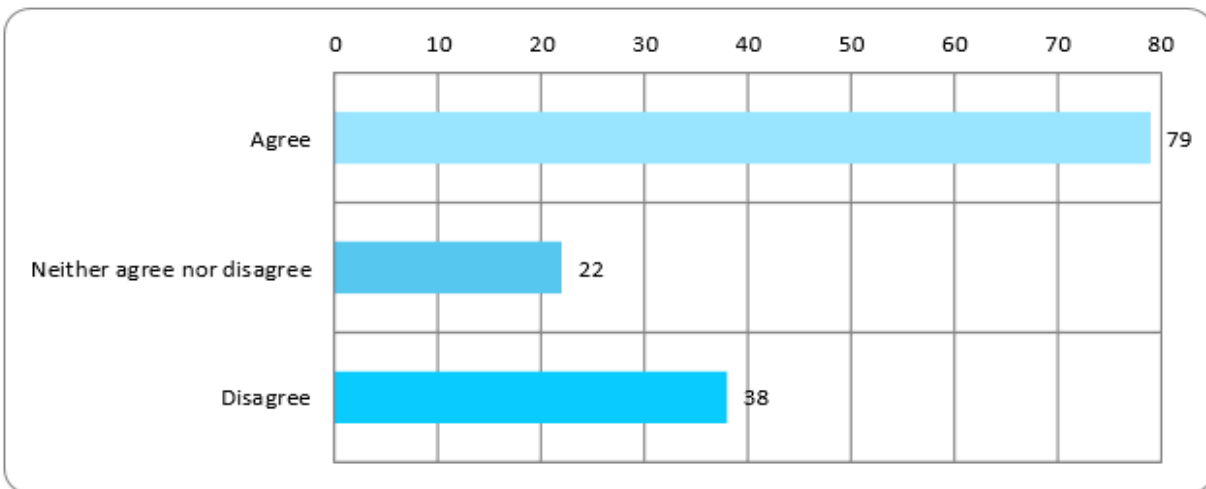


- Would like an increased height of freestanding signs in commercial zones at a reduced setback
- Concerns of increased height at a reduced setback in commercial zones
- There should be a 5-6 foot gap at the bottom of each sign between posts for visibility
- Reduce or remove separation distances between signs on separate Office Residential or Downtown Zones
- Would like electronic message boards to be able to change messages more frequently
- Allow full motion digital signs to be used

From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

Allow an increase in height from 4.5 metres to 6 metres, with a reduced setback from the property line of 1-3 metres. This is to accommodate the fact that buildings themselves are much closer to the road in newer commercial developments.



Menu Boards

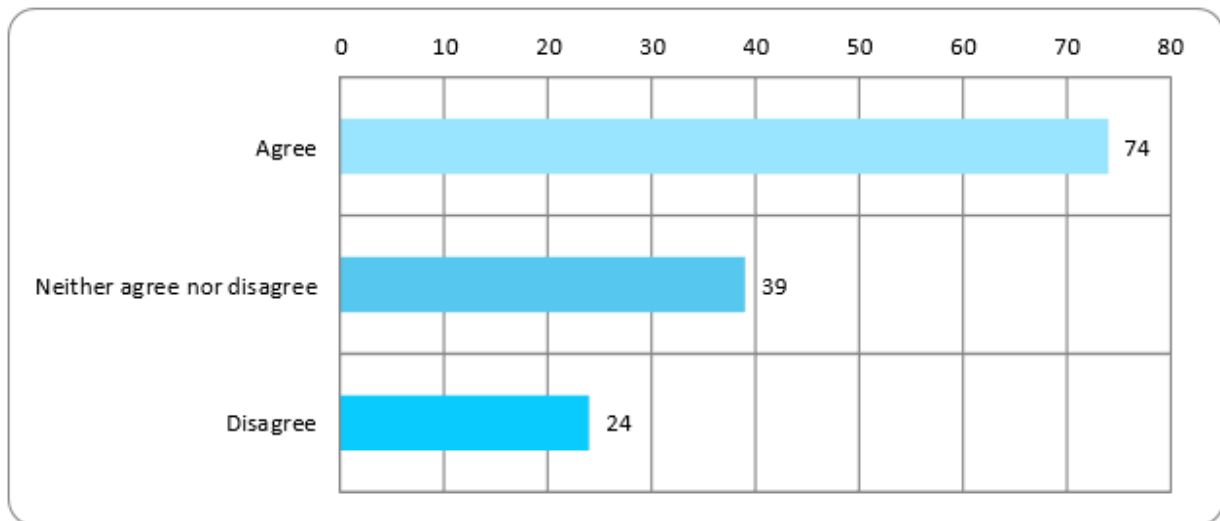


- Would like increased message board size
- Would like electronic message boards/screens to be permitted in menu boards
- Would like more than one menu board permitted

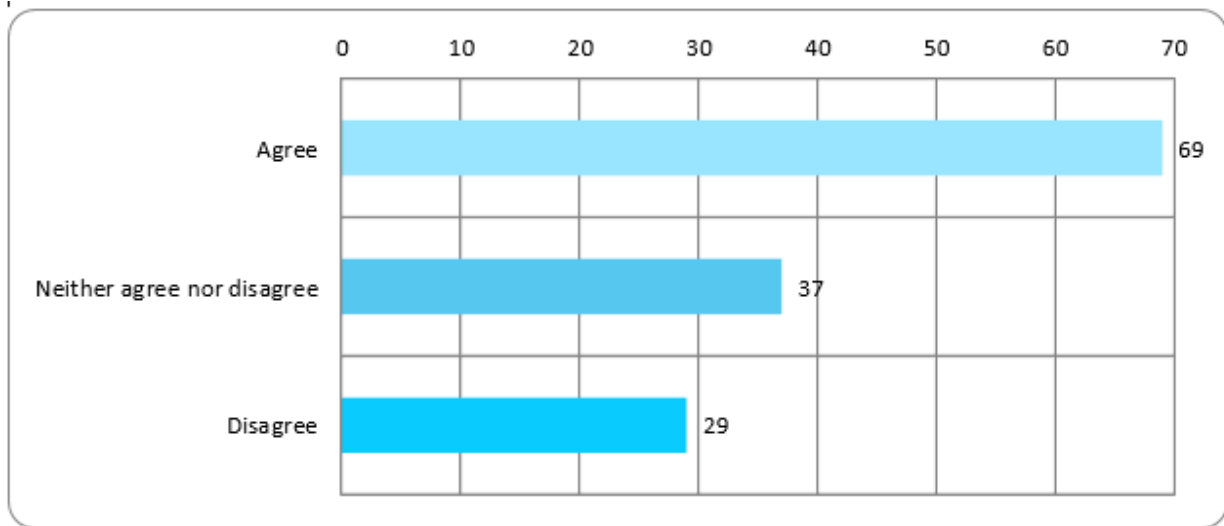
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

Increase the number of menu signs (outside of restaurants, usually at a drive thru) permitted from 1 sign to 2. This would consist of the main menu sign and the pre-sell menu sign.



Increase the permitted height of a menu board from 2 metres to 2.4 metres.



Billboards

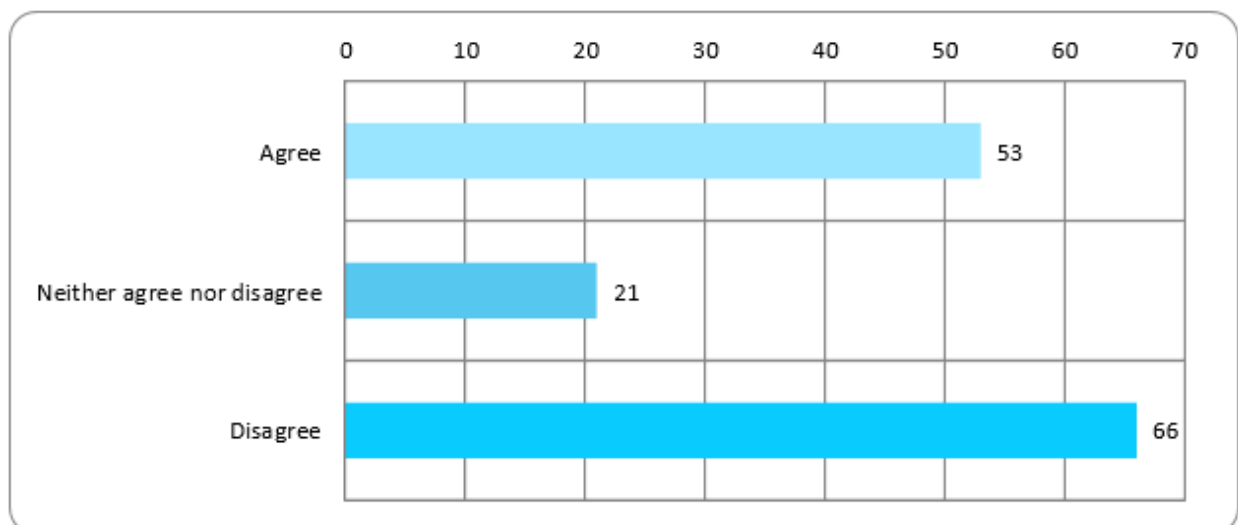


- Consider adding additional locations, but limit the total number
- Limit to specific zones
- Do not allow more, they are too distracting
- Consider changeable copy
- Concerns about light pollution
- There is no reason to allow billboards within City limits
- There should not be any illumination and movement – too distracting
- Billboards provide little benefit to local businesses as most advertise national chains
- Concerns about illumination, especially at night
- Should encourage solar and green alternatives to power them

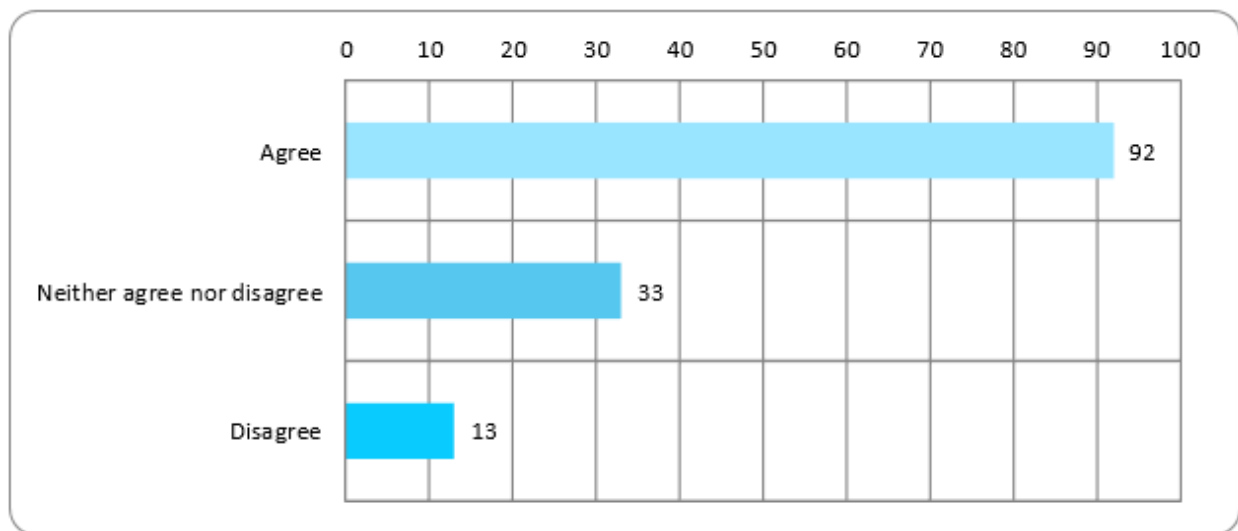
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

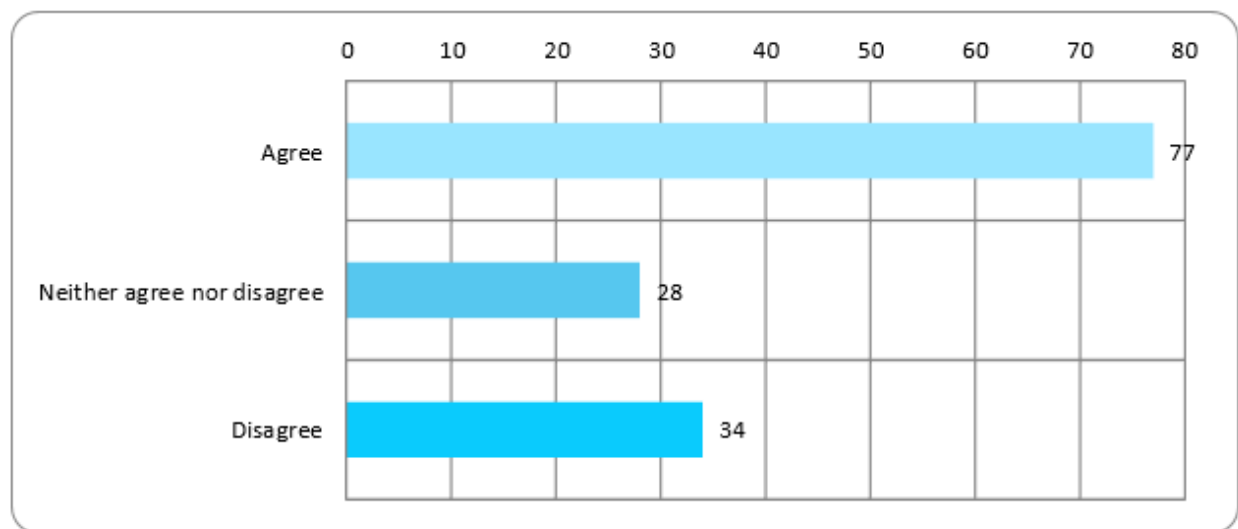
Increasing the number of billboards allowed from 6 to 8.



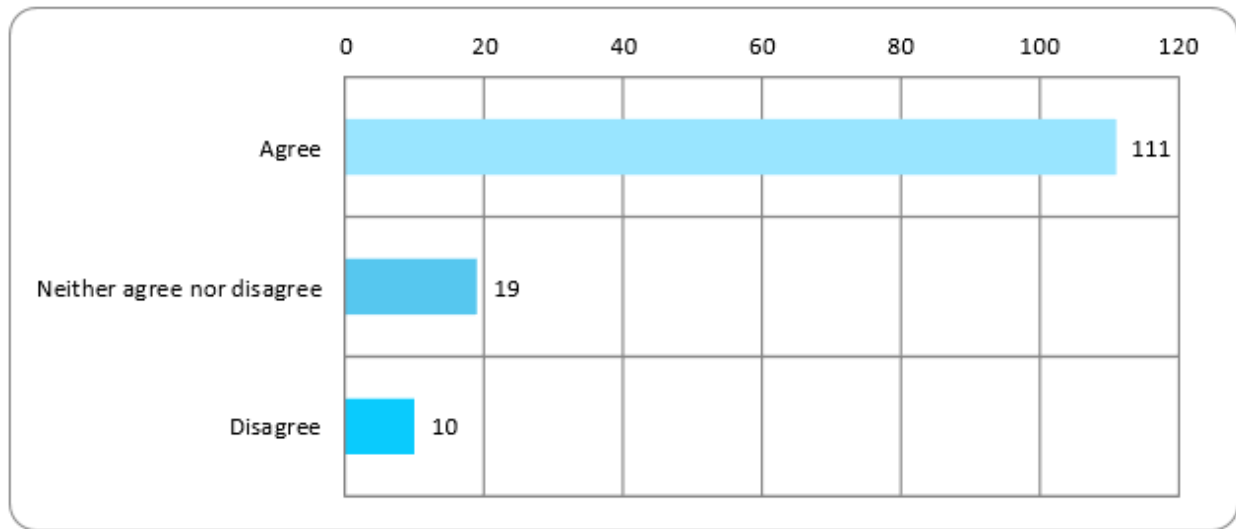
Limit where billboards are allowed in the city to "Service Commercial" zones such as Woodlawn Road from the Hanlon west to the city limits.



Allowing billboards to have changeable copy (signs that change message automatically rather than a static design only)



Limit the illumination brightness allowed on billboards.



Temporary Signs

Feather Banner Signs (also known as tear drop flags)

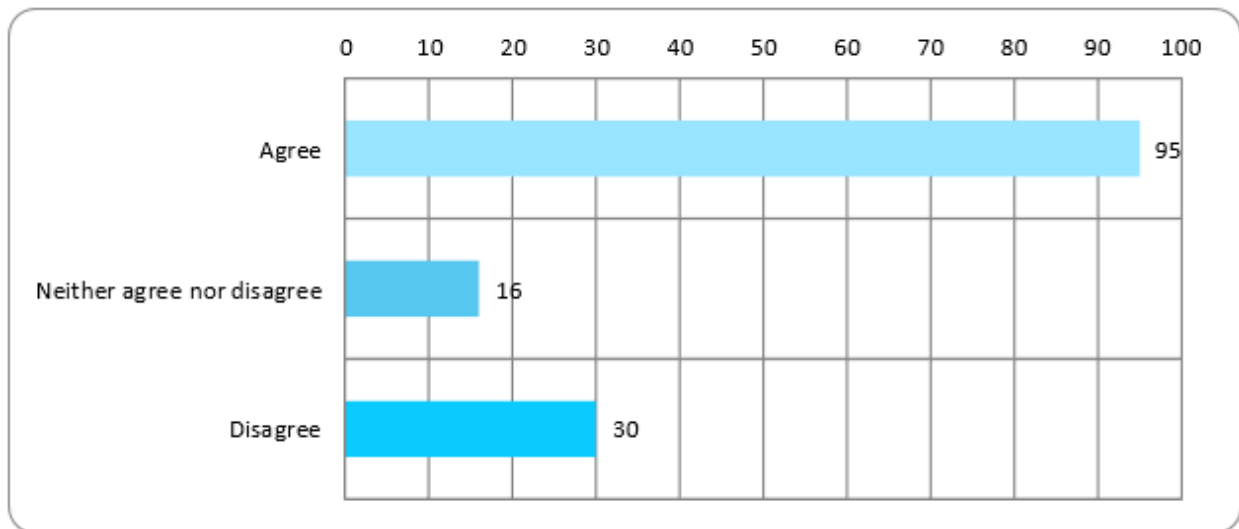


- Should permit and limit number of flags on a property, should be used temporarily, need to regulate size, shape, location, etc
- Cap business with total number of flags and mobile together (should have one or the other, but not both at the same time)
- Eyesore and not environmentally friendly
- Unattractive and hard to read
- Should not be used permanently
- Size of frontage of each property should be considered when permitting them
- Regulate them to ensure there are not too many of them.

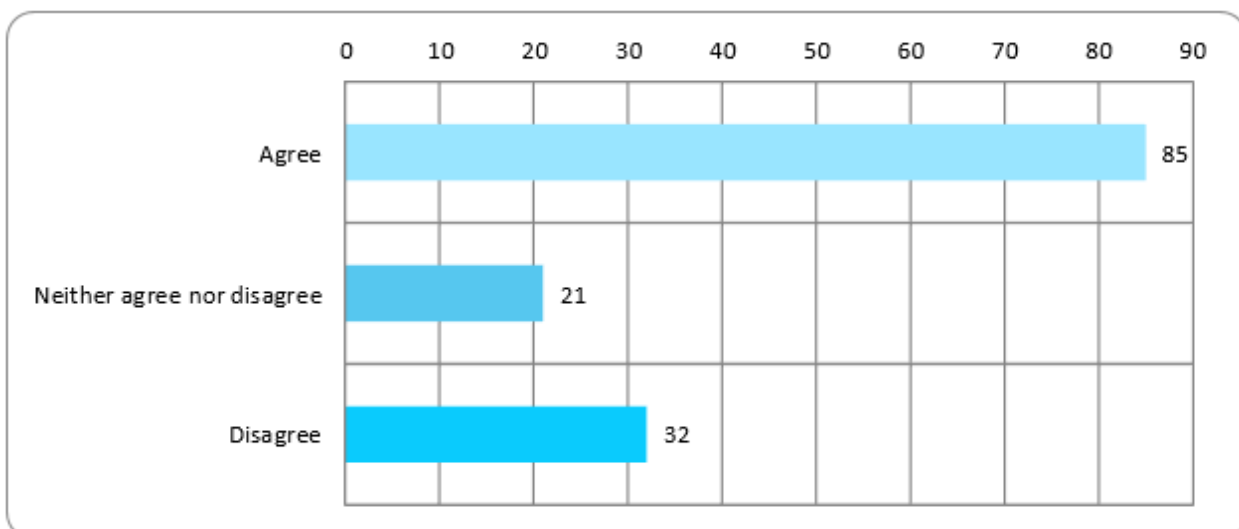
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

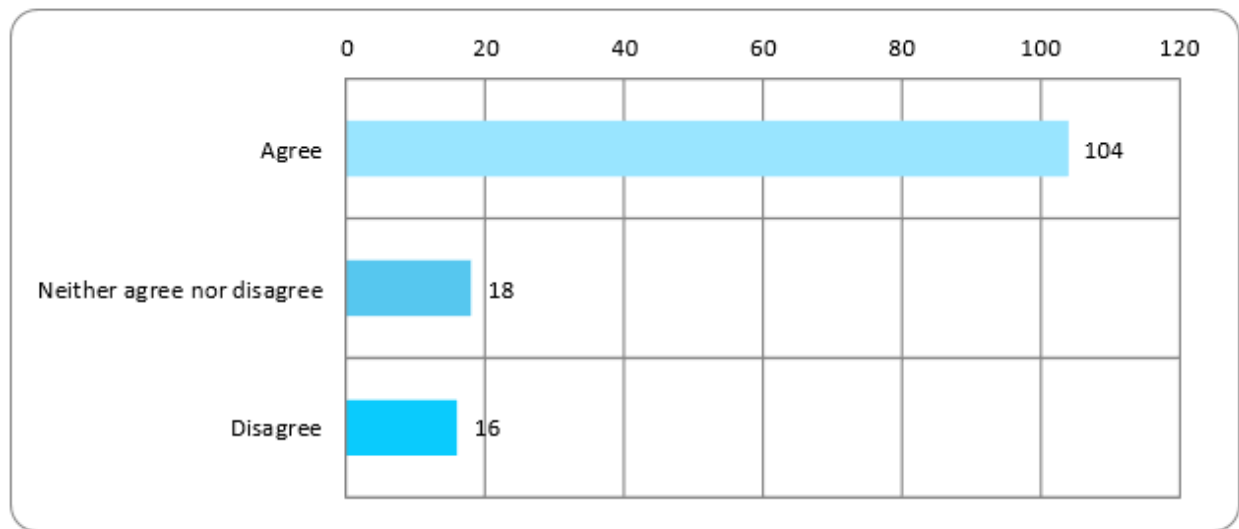
We should permit and regulate these flags.



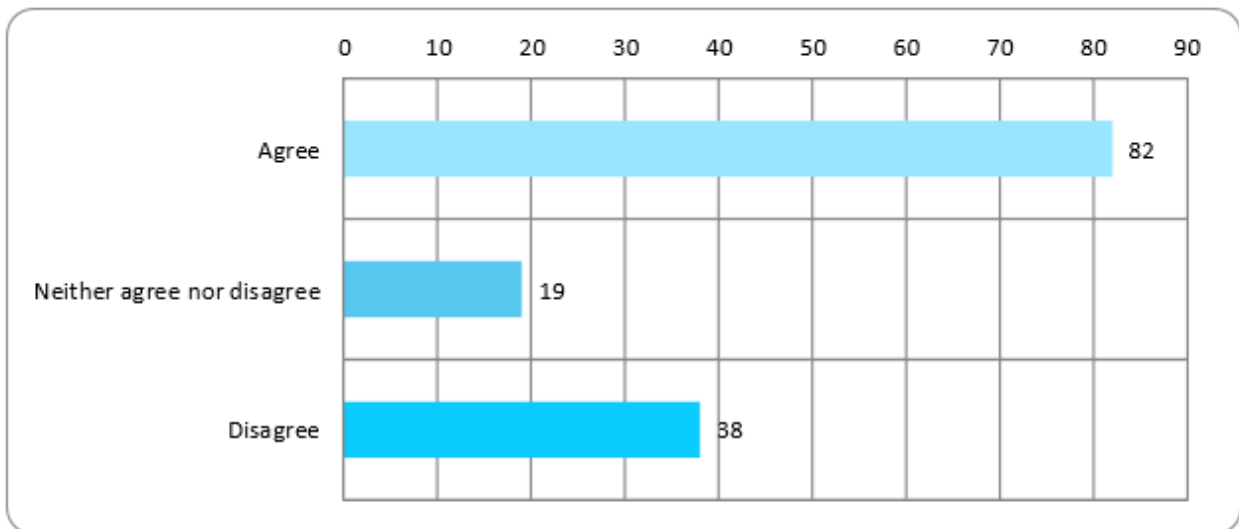
We should limit the number of flags allowed on a property to two per place of business.



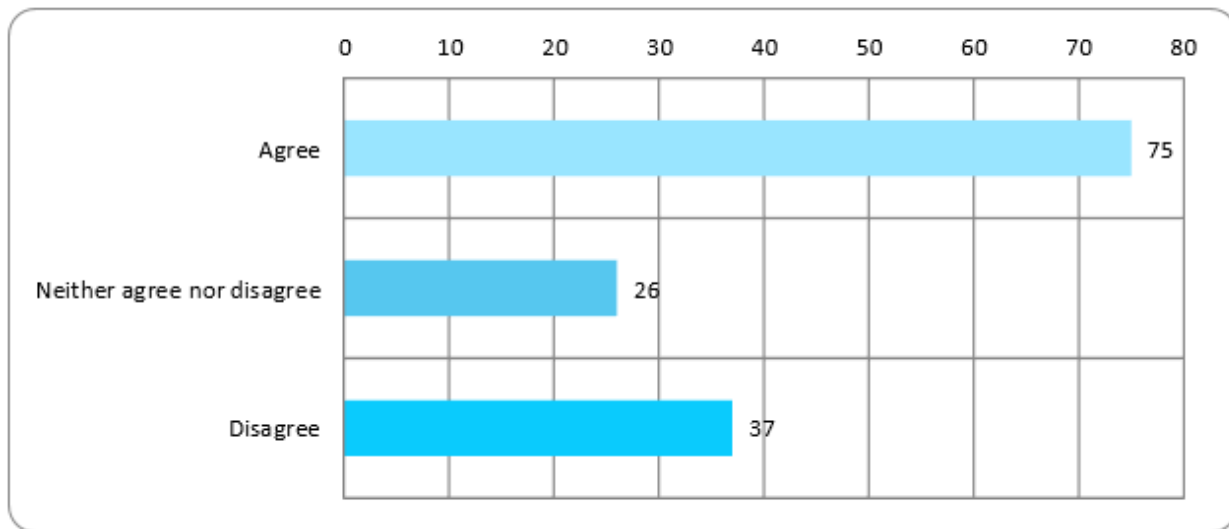
We should regulate the size of these signs to a maximum height of 3 metres and width of 0.8 metres.



These signs should only be used temporarily with permits lasting 30 days with no more than 4 flag or mobile sign permits per year.



Require a minimum separation distance of 30 metres from other flag banner signs and/or mobile signs.



Mobile Signs



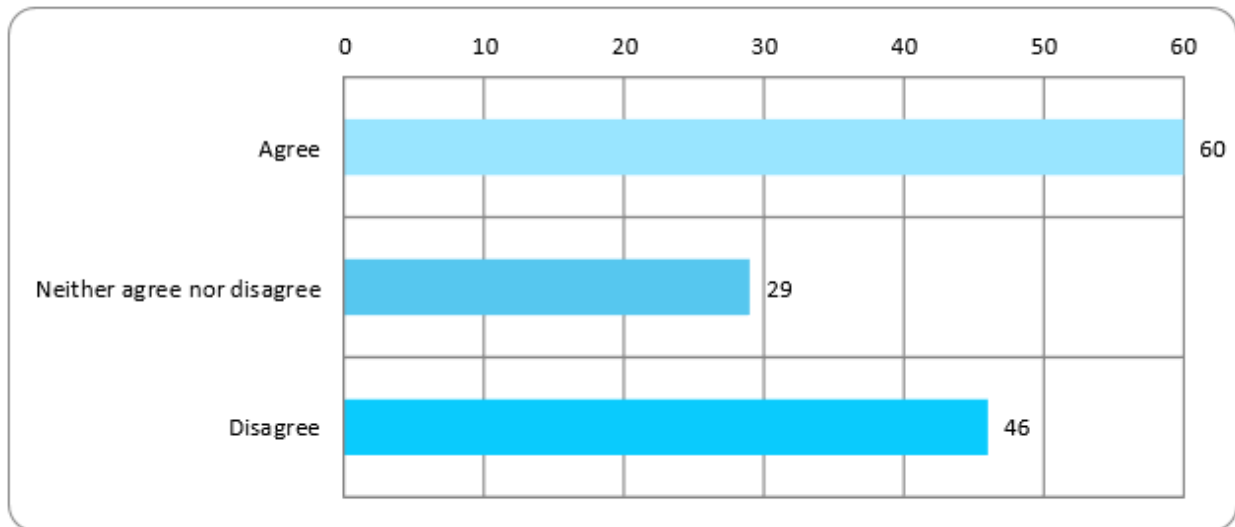
- Maximum number of mobile signs permitted should be increased to 6
- Allow companies to transfer mobile sign permits to other businesses
- Cost effective advertising for local businesses
- Allow them all year round for each business
- Allow mobile signs to be place on residential property
- Should decrease the number permitted
- Should ban mobile signs
- Should be regulated per property vs. per place
- Should regulate colour – prohibit florescent colours
- Mobile signs are unsightly and detract from the streetscapes of our city
- Not enough space between signs
- Should allow banners and mobile signs at same time
- Concerns of sightlines at intersections
- Concerns about the City's usage of mobile signs
- Concerns that there are regulations for city parks that are not in the by-law

- Signs in parks should only be for City programming
- There are too many signs in parks across the city
- There should be no mobile signs in city parks or at heritage properties
- Mobile signs should not be permitted in the downtown
- Allow extra mobile signs to be permitted for non-profits

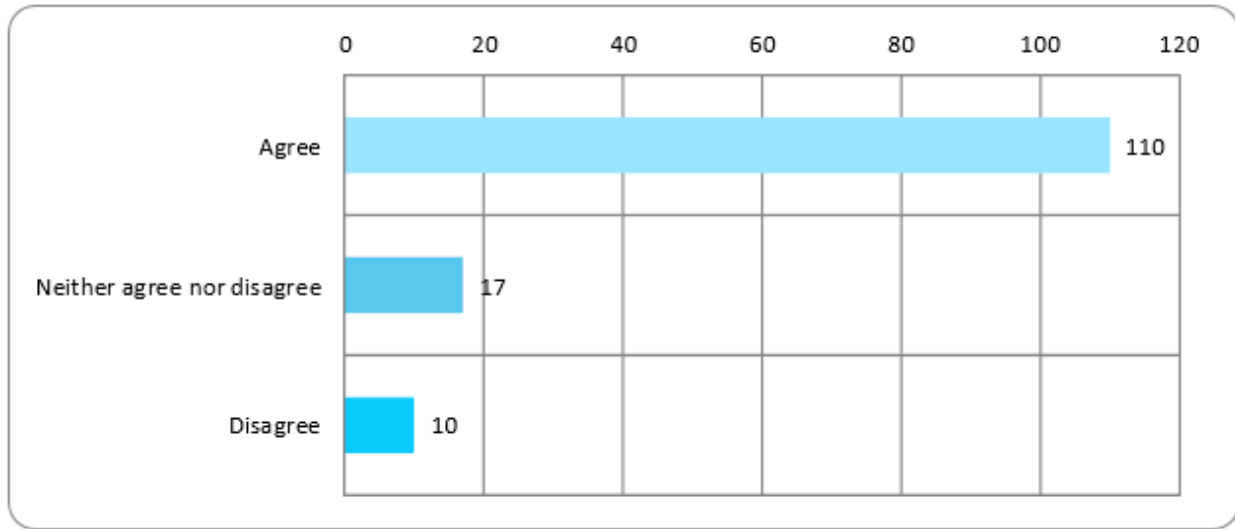
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

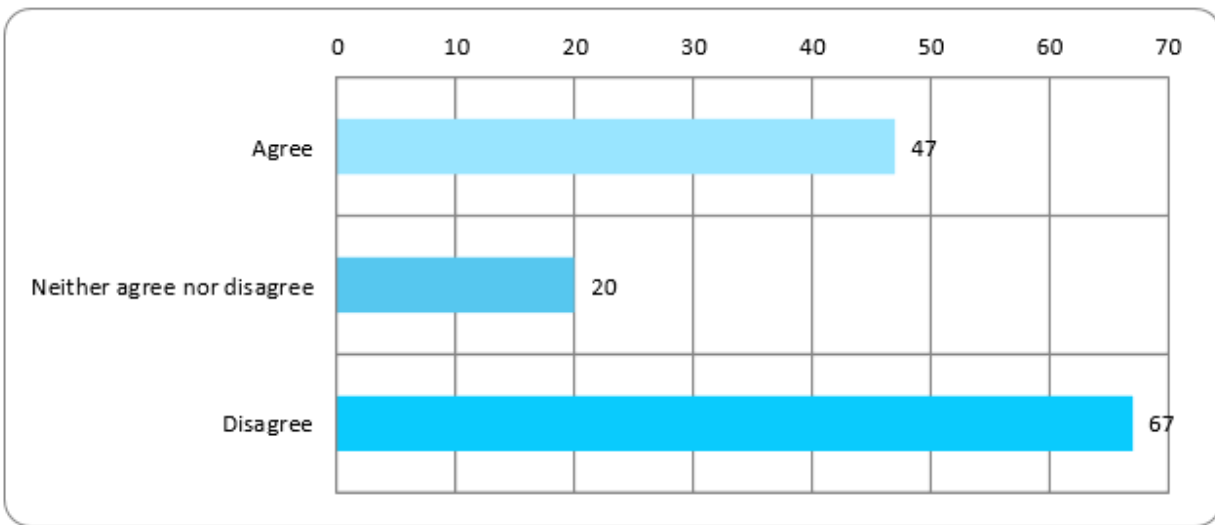
Continue to allow 4 mobile signs are allowed per individual tenanted unit per year.
However, allow banner and feather flags as an option of temporary signs within the 4 per year allowance.



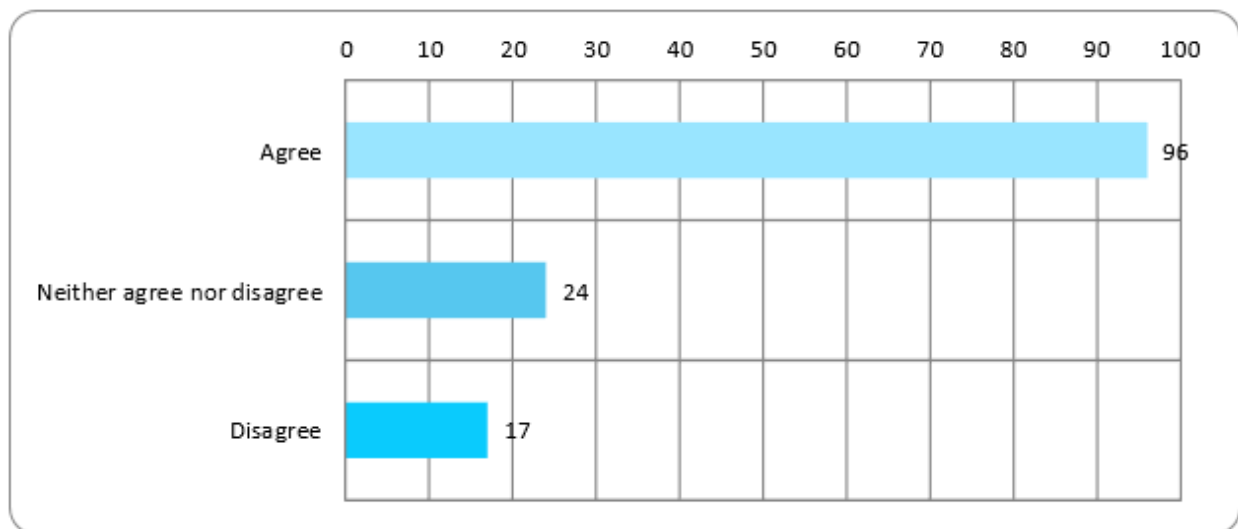
Continue to prohibit mobile signs on residential properties.



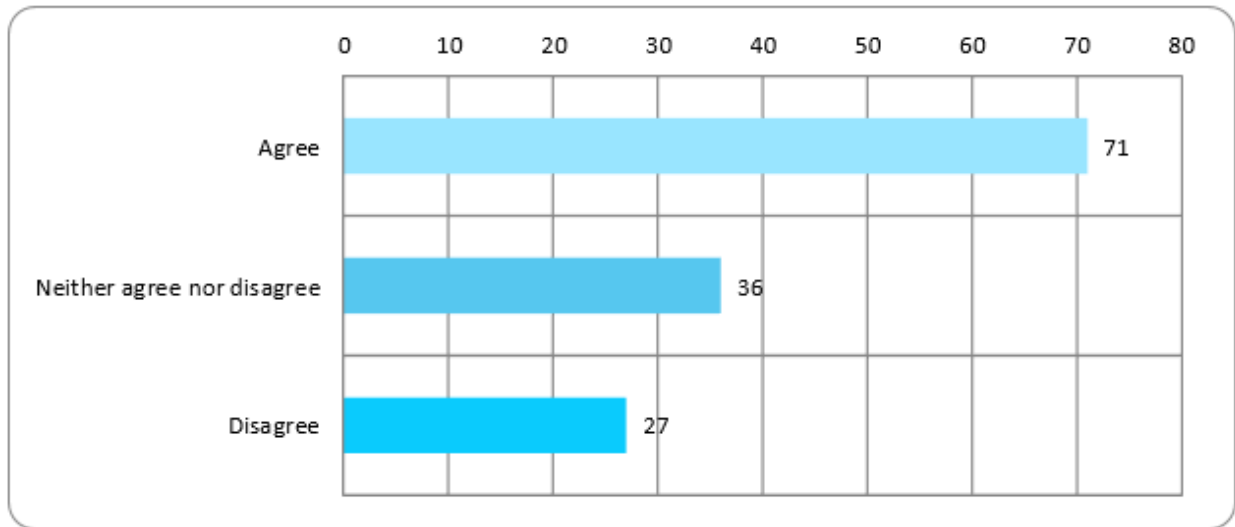
Start to allow banners and mobile signs to be displayed at a place at the same time.



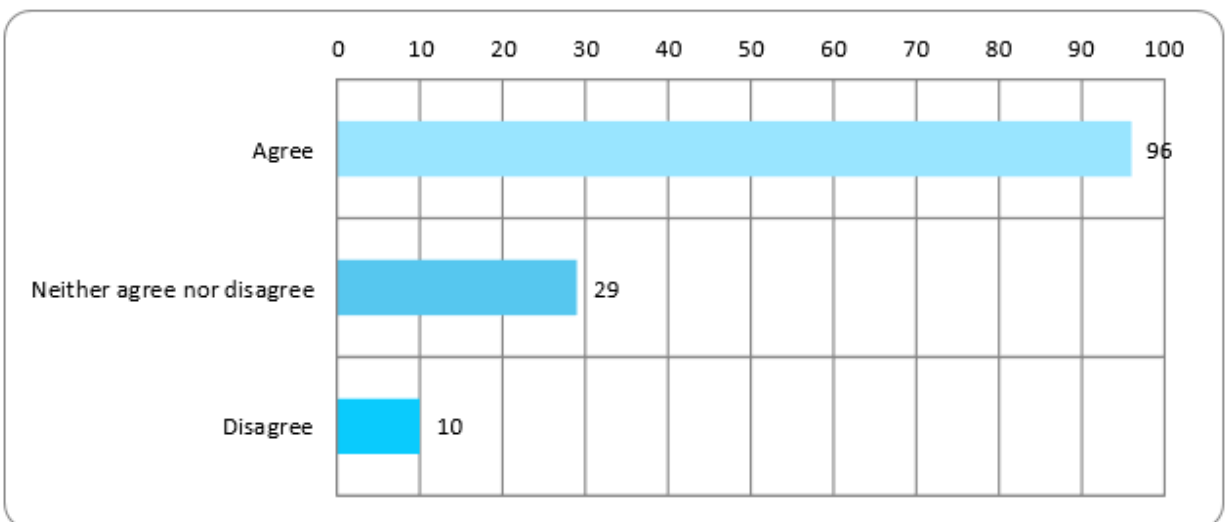
Continue to keep a minimum separation of at least 30 metres between mobile signs.



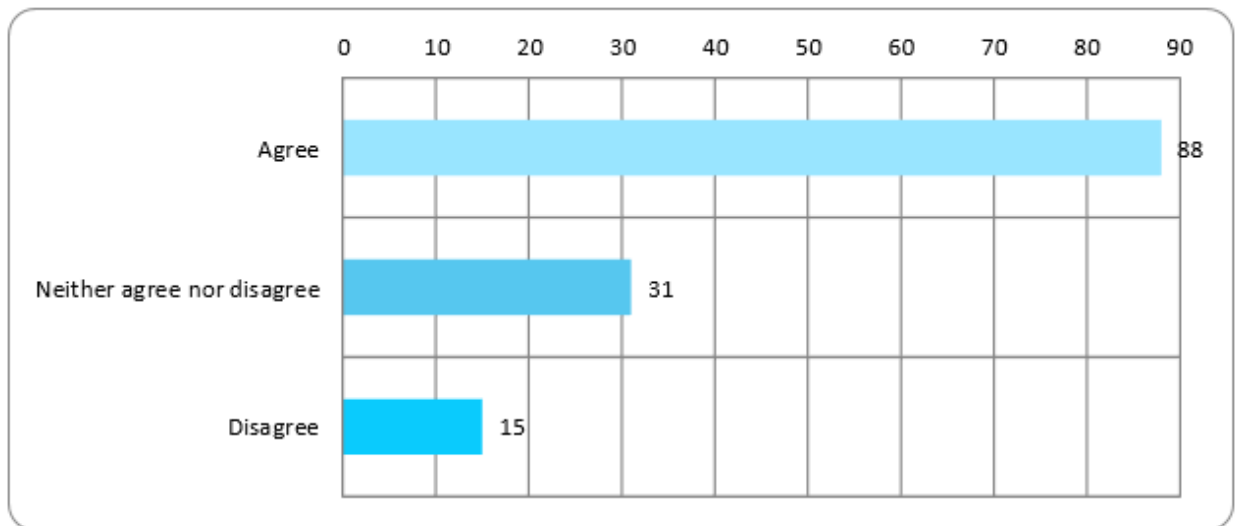
Add a minimum separation distance of 30 metres between teardrop/feather flag signs.



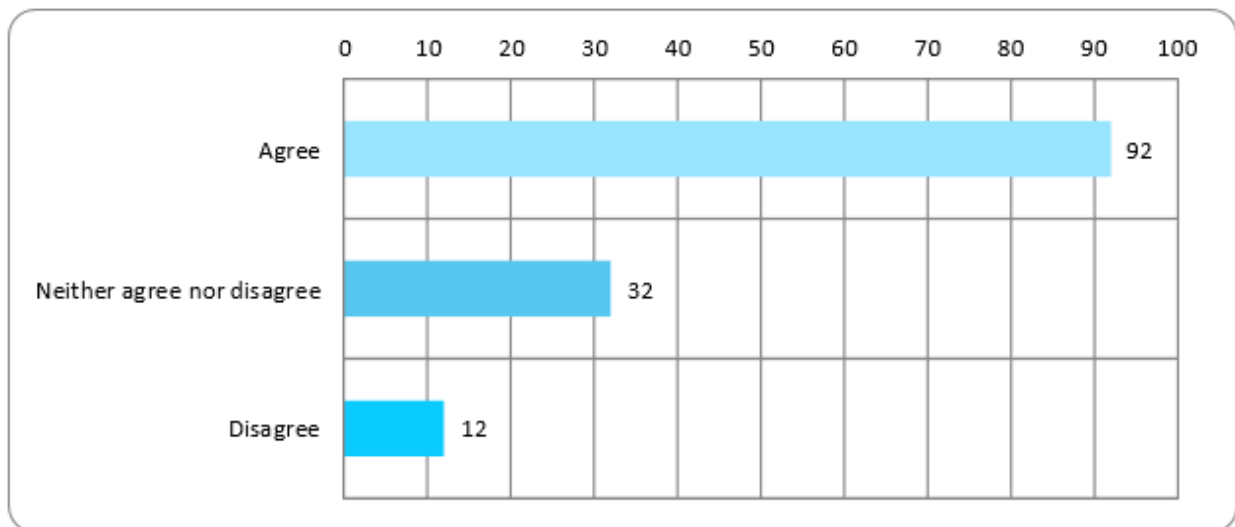
Increase the minimum setback of mobile signs to 15 metres at intersections if they are on arterial or collector roads (the setback is the distance from the intersection).



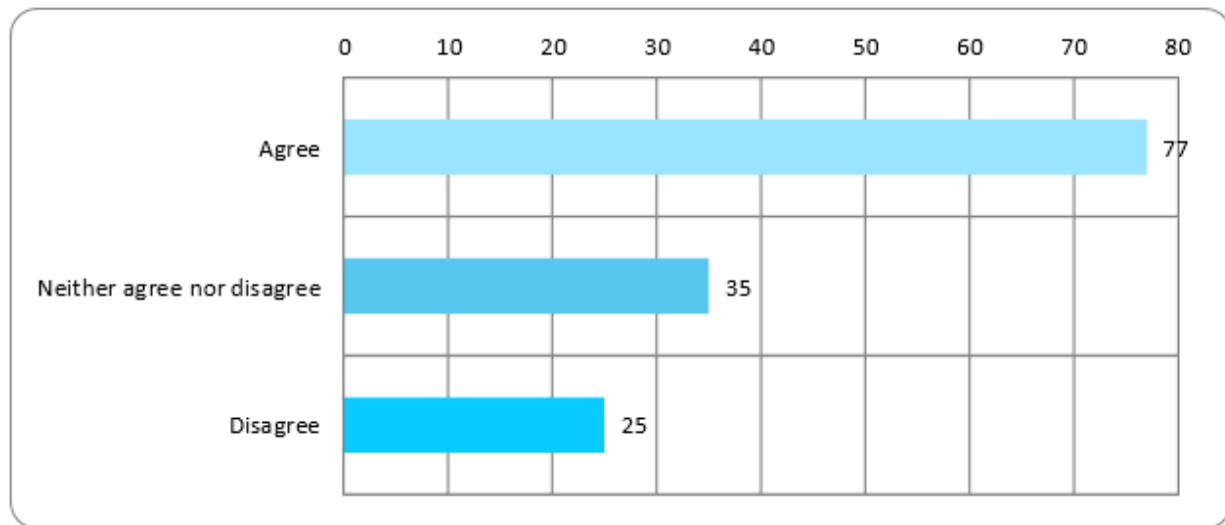
Consider reducing the number of locations available for mobile signs in City of Guelph parks.



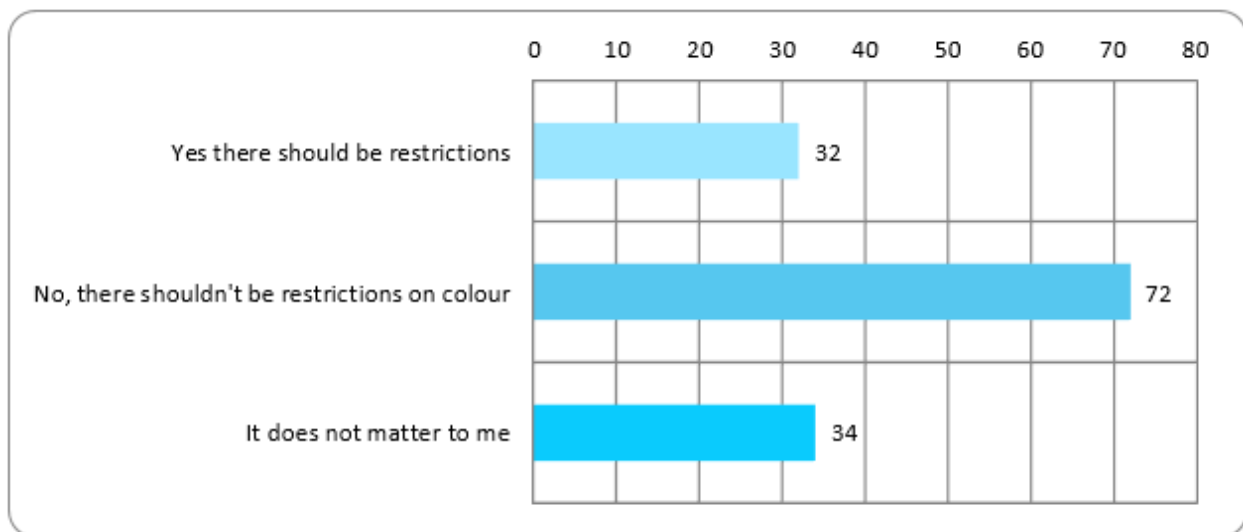
Continue to prohibit mobile signs in the Downtown, however consider the new expanded boundary for the downtown core.



Restrict mobile signs on designated heritage properties



Do you think the Sign Bylaw should restrict the types or number of colours on mobile signs? (Note: the current Sign Bylaw does not restrict the number or type of colours).



Portable Signs (A-Frame, T-Frame etc.)

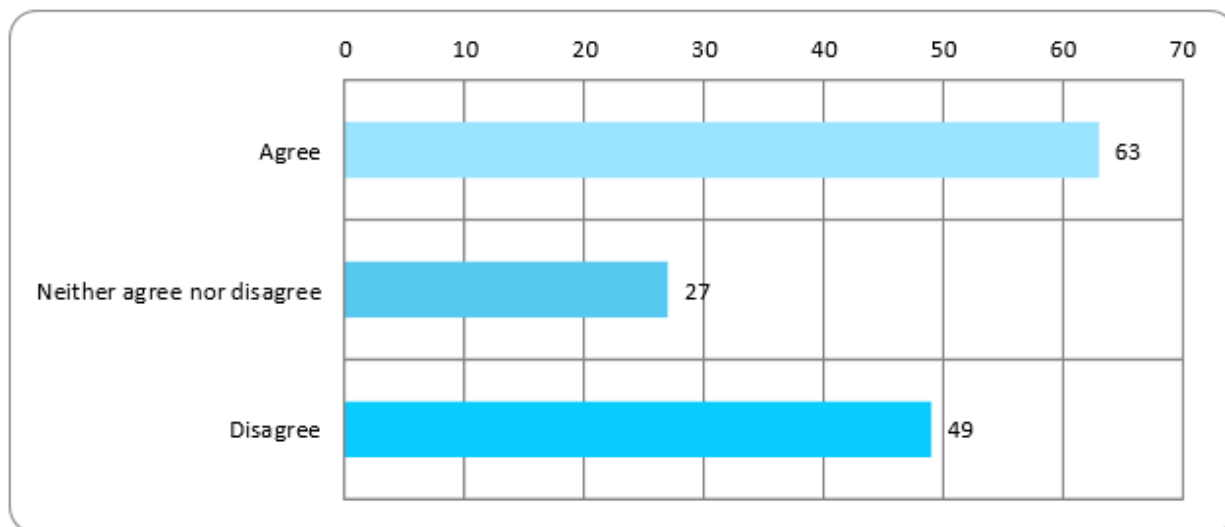


- Would like limitation of 4 per commercial plaza removed
- Small businesses rely on these signs to attract customers
- Allow more than one a-frame sign per business
- Remove all permits requirement for a-frame signs
- Some Realtors have their signs up for a week at a time - restrict real estate open house signs to during actual open house times
- Do not allow more real estate or new home sales signs – everyone has a GPS and should be able to find their way there.
- Need more open house/sales directional signage (allow 10-16) – most new developments are not enabled on GPS
- New home sales signs should continue to be allowed to go up Friday evening and should be removed Monday morning
- These signs are effective for promoting development growth in the city
- Consider increasing maximum size permitted
- Make sure there are provisions to ensure safety at intersections
- Allow not-for-profit groups to use these on the road allowance to advertise events (ie. Sparkles in the Park, Canada Day, Ribfest etc.) for up to 30 days

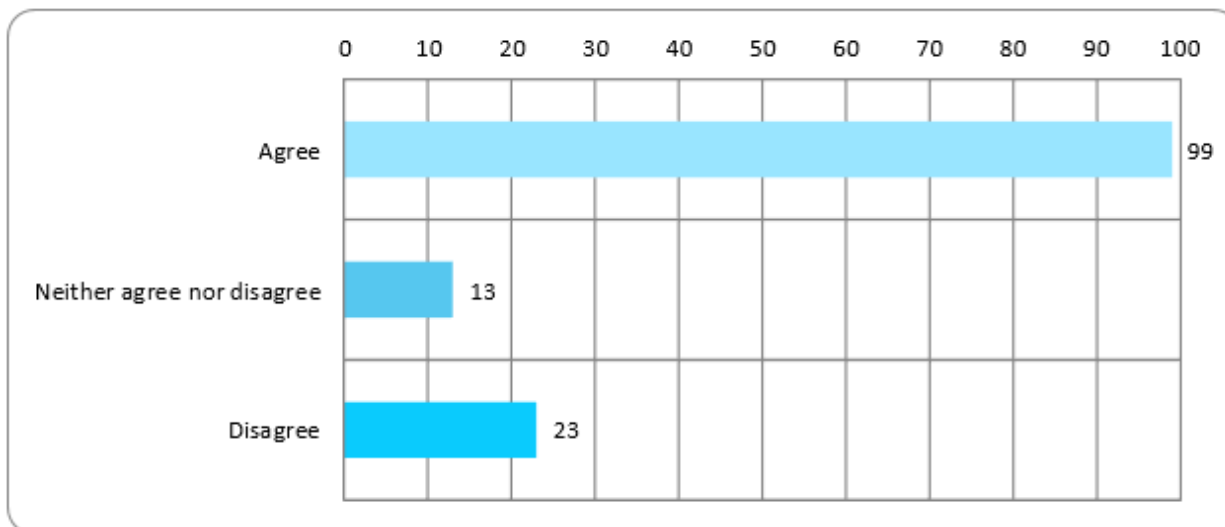
From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

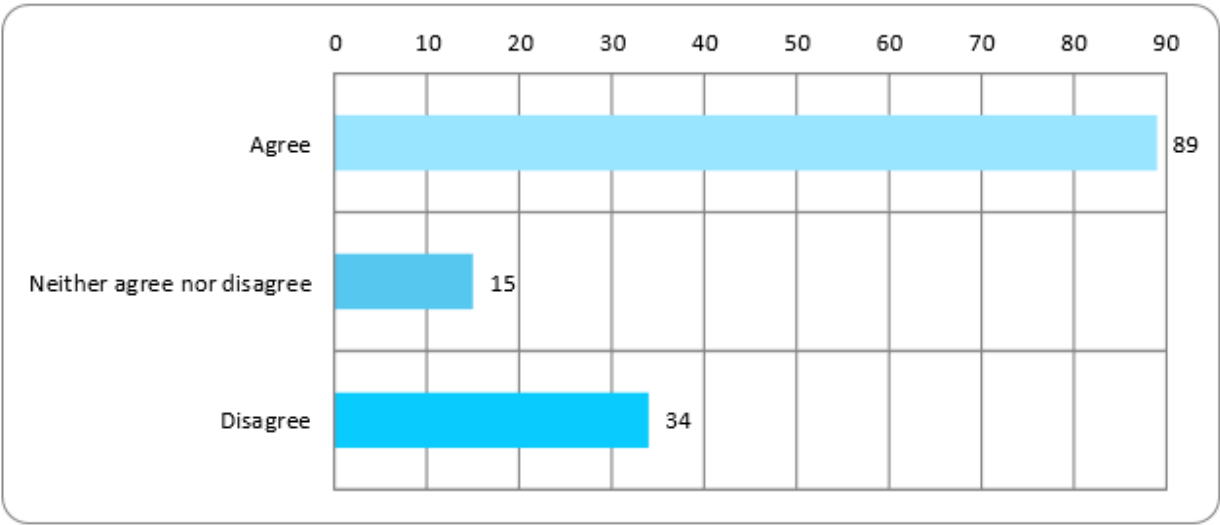
Currently A-frame signs are limited to 4 per plaza. We are recommending removing this restriction.



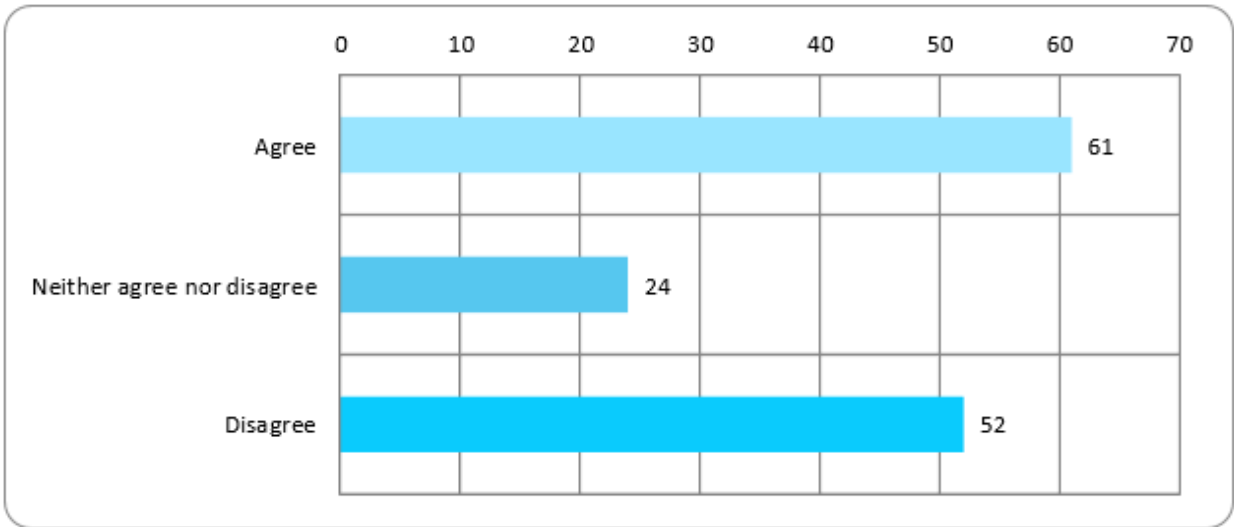
We are recommending to keep the limit of one A-frame sign per place of business.



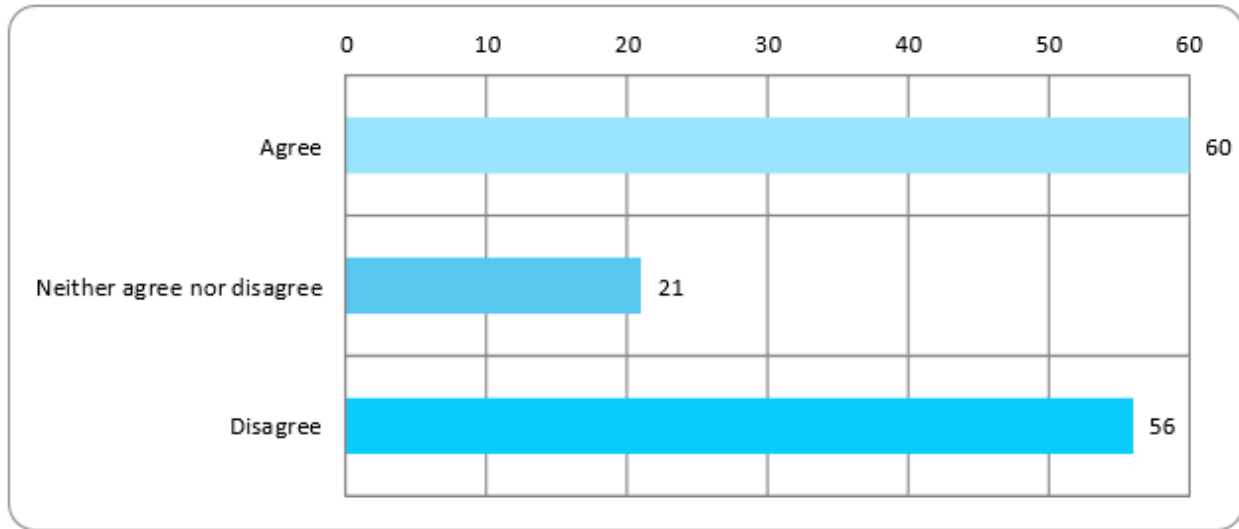
We recommend no longer requiring A-Frame signs to have a permit on private property however we would still regulate them.



Increase the maximum height of these signs to 1.2 metres from 0.8 metres to 1 metres.



We recommend allowing up to eight A-frame signs that are directional signs for open houses. The current bylaw only allows for 4.



Real Estate, Development and Construction



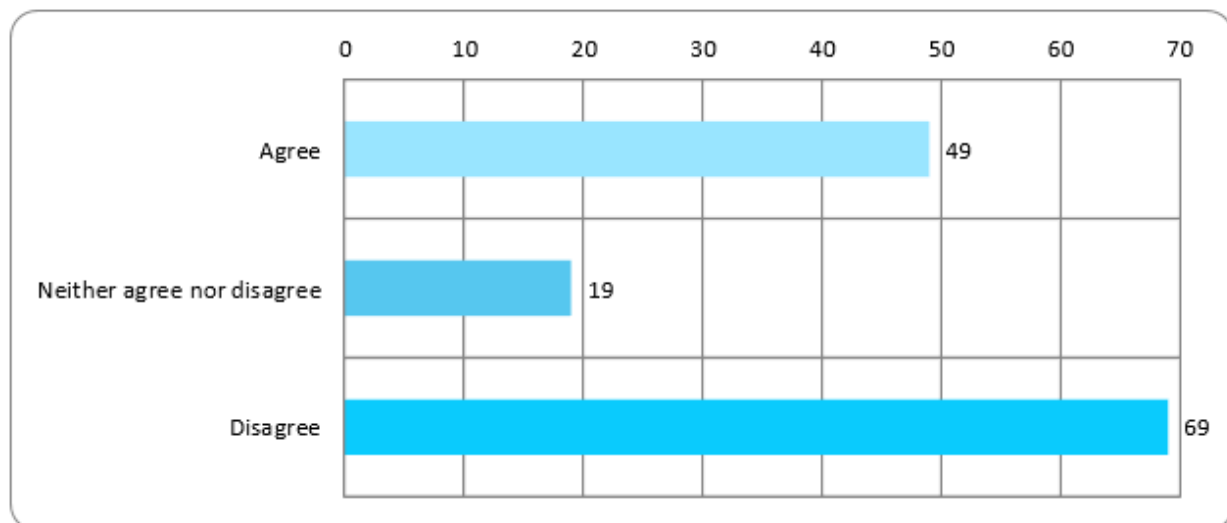
- Signs should be larger
- Signs should be smaller
- Setbacks should be increased for safety
- Concerns about large signs falling over

From the Sign By-law Recommendation Survey

Please tell us if you agree or disagree with the following recommendations:

Increase the maximum permitted size of construction/real estate development signs to 30 metres. This is an increase from 10 metres squared that is allowed in the current bylaw.

Please note: There was an error in this question. The recommended area at the time was supposed to read 20 metres squared, not 30 metres squared. Staff have since reduced the recommendation based on lot size (see Attachment 2).



What we are doing?

As a result of this consultation and a comprehensive review, recommendations for a new Sign By-law have been developed. Please refer to Attachment-2 – Overview of Recommended Changes for the New Sign By-law to review these recommendations in contrast with current provisions.

What is next?

Based on the feedback received, staff will draft a new Sign By-law for Council's consideration in the first quarter of 2021.

Attachment-2 Overview of Recommended Changes for the New Sign By-law

Table 1 - Definitions

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
Current definitions do not clearly delineate between some types of signs.	<p>Participants during public engagement indicated that the definitions in a new sign by-law need to be clearer and better at delineating between sign types.</p> <p>Improved definitions will provide customers and other stakeholders the ability to easily identify and understand the differences between signs that are regulated by the sign by-law. Staff notes that the current definitions have provided challenges in the administration of the current sign by-law.</p>	Providing clearer definitions that better delineates between types of signs.

Table 2 - Scope

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law does not apply to the signs installed by or on behalf of the Downtown Board of Management - now the Downtown Guelph Business Association (DGBA).	<p>Public engagement:</p> <p>During public engagement, some participants did not understand why the DGBA is exempt in the current sign by-law and did not think that an exemption should continue.</p> <p>Staff believe that such broad exemption has the potential to create administrative challenges and is not necessary. As part of these recommendations, staff will be recommending that the DGBA be exempt from regulations relating to the downtown community board and have the opportunity to continue to place banners on approved street poles.</p> <p>As part of this review process, Staff will also be recommending that exemptions be made available for signs on city land that are approved through a city special events permit.</p> <p>Staff have consulted with the DGBA who have not objected to this change in exemption.</p>	That the new sign by-law apply to the DGBA. That the DGBA be exempt for the purposes of the downtown community board.

Table 3 - Scope (continued)

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current sign by-law does not apply to any sign installed by or on behalf of the University of Guelph and that is:</p> <p>(i) located within an I.2 or I.2-1 Zone;</p> <p>(ii) located on land owned by the University of Guelph; and</p> <p>(iii) located within the lands referred to as “academic and research lands” as set out in Schedule “A”, Map 2 of this by-law.</p>	<p>During public engagement, some participants did not think the University of Guelph should be exempt from the sign by-law.</p> <p>Staff reviewed this aspect and consulted the University of Guelph. Staff believes the sign by-law should apply to non-regulatory signs that are less than 50m from arterial roads to ensure the intent of the by-law and the Official Plan are maintained.</p> <p>Staff and the University of Guelph are working together to propose specific regulations that meet the intent of the Official Plan, the new sign by-law and the University of Guelph’s standards.</p>	<p>That the new Sign By-law apply to non-regulatory signs on land owned and operated by the University of Guelph that fronts onto or is located within 50 metres of the public highways known municipally as Gordon Street, College Avenue West, College Avenue East, Stone Road West, Stone Road East, and/or University Avenue East</p>
<p>While the City does have a general exemption in place, the current sign by-law does not clearly address:</p> <p>-temporary signs authorized by the City as part of a special events permit on city property</p> <p>-temporary signs authorized by the city as part of a city safety or economic development initiative</p> <p>-city approved murals</p>	<p>Not clearly addressing these types of signs can cause confusion and challenges.</p>	<p>Clearly address and provide exemption provisions for these types of signs and others signs intended to be exempt.</p>
<p>The current sign by-law does not have provisions for situations where there is a municipal need to relocate a sign for a road widening or other infrastructure project.</p>	<p>There have been situations where such relocation of signs by the city for municipal purposes has caused signs to become non-compliant with current regulations – requiring a variance. It is not the City`s intent to remove the rights or diminish the benefits of a sign for a business owner that lawfully erected a sign.</p>	<p>If a sign of the same dimensions and materials is relocated or replaced as a result of a city requirement, notwithstanding sightline requirements, it shall be deemed to conform with the new by-law.</p>

Table 4 - Variances

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
Variances to the current Sign By-law require approval from council.	<p>The current Sign Variance process takes a minimum of 3 months to complete.</p> <p>Stakeholders have indicated that this is far too long for a business that needs a sign.</p>	<p>An amendment to the Delegation of Authority By-law (2013-19529), as amended, will be brought forward at the same time as the new Sign By-law, requesting that staff be delegated the task of approving variances.</p> <p>Where the delegate has not approved a request for a variance, the applicant may request that the decision be reviewed by Guelph City Council.</p>

Table 5 - Permits not required

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law does not require permits for real estate or development signs over 1.8m in height.	Under Ontario Building Code requirements and our policy, real estate and development signs over 1.8m will be required to be designed and reviewed by a professional engineer. The building department will be required to review the sign and required documents from the engineer.	A sign permit with a building code review will be required in the new sign by-law.
The current sign by-law references elections signs.	The City now has an Election By-law that regulates election signs in Guelph.	That the new by-law exempt election signs regulated under the Election By-law.

Table 6 - Permits required

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law requires store/business owners to obtain annual permits for portable signs on private property and on public property in the downtown.	Concerns have been raised regarding the need to apply for an annual permit. A Certificate of General Liability Insurance is required for portable signs located on city property in the downtown. Storefronts outside of the downtown are not permitted to place portable signs on city property.	Continue to regulate portable signs (a-frame, t-frame), but not require a permit for those located on private property. A permit requirement for signs permitted in the downtown to be on city property will ensure adequate insurance is in place to help protect the city from any potential liability.

Table 7 - Issuance and revocation of permits

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law does not clearly identify what may be required for review and issuance of a permit.	<p>Requirements and the authority to require specific information should be made clear and be included in a by-law.</p> <p>Staff are often in a position where there is no way to confirm that a proposed freestanding sign is located within private property and in compliance with the required setbacks. There may be significant liability issues if a sign is mistakenly placed on city property. Additionally, determining property lines onsite for large properties can be difficult and next to impossible for new developments.</p>	<p>Include details and clearly describe what may be required during the permit process.</p> <p>Require a Plan of Survey with freestanding sign applications and as built confirmation after installation (if deemed necessary).</p>
The current sign by-law does not require proof of a heritage permit for a sign located on a protected heritage property.	The lack of this requirement could result in damage to the heritage attributes of a protected heritage property.	Where applicable, proof of approval of a heritage permit for a sign located on a protected heritage property will be required.
The current sign by-law provides a brief outline on the process for revoking and refusing a permit, but does not clearly outline the refusal process, cancellations of permits or address expiry of a permit.	A by-law should clearly address and provide authority for such processes if they are required for the proper administration of the by-law.	Provide detailed descriptions and authorities for refusing, revoking, cancellation and expiry of permits. For consistency, align the revocation timeline of a permit with that of the Ontario Building Code.

Table 8 - Required inspections and reports

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law does not clearly outline the requirement for requests for inspections or the need to provide reports listed as conditions of a permit.	<p>This has posed challenges with respect to the administration of the permit process.</p> <p>Indicating requirements and providing the relevant authority can assist in overcoming these challenges.</p>	<p>Clearly indicate the requirement to request an inspection prior to the commencement of each stage of construction or erection of the sign (where there are prescribed inspections listed as part of the sign permit).</p> <p>Clearly outline the requirement for reports required as a condition of a sign permit to be forwarded to the Chief Building Official or designate within fourteen (14) days after the installation of the sign.</p>

Table 9 - Enforcement, seizure, disposal and return of signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current by-law provides for enforcement measures, including seizure and return of signs, however it does not clearly stipulate disposal provisions.	Providing clear disposal provisions directly in the by-law will allow for further transparency of the process. Providing further details relating to enforcement provisions will also do the same.	<p>Clearly outline disposal provisions that are recommended to include immediate disposal of bag and wire signs and disposal of all other signs after seizure if not claimed within a specified period.</p> <p>Provide more detail to enforcement and administrative provisions to create further transparency.</p>

Table 10 - Prohibited signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current sign by-law prohibits a moving, swinging, revolving, flashing, animated sign or the like. It also prohibits any action, motion or colour change.</p> <p>Despite this, a message in a Billboard is currently permitted to have a panel change time of 10 seconds between advertisements.</p> <p>Electronic message boards in freestanding signs are generally permitted to be 50% of the sign area to a maximum of 2m² if set back 1m from the property line (3m² if set back from 6m property), whichever is less.</p>	<p>This has consistently been interpreted to prevent electronic message boards in freestanding signs from flashing, moving or being animated. This has also applied to menu boards</p> <p>Stakeholders have indicated the desire to be able to have the message change more frequently than once every 24 hours, with no animation, flashing or the like.</p> <p>Stakeholders have indicated a need for a larger area of electronic message boards within freestanding signs.</p> <p>Menu board technology has evolved. Stakeholders have requested that animation be permitted in menu boards.</p> <p>Stakeholders have also expressed concerns about the potential brightness of electronic message boards and their potential proximity to residentially zoned properties.</p> <p>A number of variances to permit animation in menu boards have been approved</p>	<p>Freestanding Signs</p> <p>In freestanding sign only: Permit a static message to change once every 180 seconds, with an instantaneous transition with no effects.</p> <p>Prohibit:</p> <ul style="list-style-type: none">-animations, motion, scrolling content, fading, flashing, or blinking light, or any effects that create the illusion of movement;-any sequential messages, either on the same sign or on subsequent signs; and-any imitation or resemblance of official traffic control devices. <p>Electronic Message Boards in Freestanding Signs</p> <p>Require:</p> <ul style="list-style-type: none">-a minimum setback of 30m from any adjacent residentially zoned property.-a minimum setback of 30m from any signalized intersection. <p>Permit:</p> <p>Electronic message boards to be a maximum of 60% of the sign face to a maximum of 3m².</p> <p>Limit luminance levels to:</p> <ul style="list-style-type: none">-5000 Nits between sunrise and sunset-300 Nits between sunset and sunrise (150 Nits when within 60m of a residentially zoned property)

Table 11 - Prohibited signs (continued from previous page)

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
See previous page.	See previous page.	<p>Menu Boards</p> <p>Require:</p> <ul style="list-style-type: none">-if facing toward or visible from a residentially zoned property, a minimum setback of 30m-if facing toward or visible from a street line, a minimum setback of 15m from a property line <p>Limit luminance levels to:</p> <ul style="list-style-type: none">-5000 Nits between sunrise and sunset-300 Nits between sunset and sunrise (150 Nits when within 60m of a residentially zoned property) <p>Billboards</p> <p>Only permit billboards to be located in the current permitted locations, but allow them to have electronic message boards (restrict timing and illumination).</p> <p>Permit a static message to change once every 180 seconds, with an instantaneous transition with no effects.</p> <p>Limit luminance levels to:</p> <ul style="list-style-type: none">-5000 Nits between sunrise and sunset-300 Nits between sunset and sunrise (150 Nits when within 60m of a residentially zoned property)

Table 12 - Prohibited signs (continued from previous page)

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law prohibits any sign which identifies a home occupation as set out in the zoning by-law.	<p>Stakeholders have requested that signage be permitted to help their customers easily locate their home occupation.</p> <p>Some stakeholders requested small window signage, while others have requested a portable sign to be displayed in front of their home.</p> <p>Balancing the needs of small business owners and the need to maintain the residential characteristics of a neighbourhood, staff believe a small window sign during operating hours is a good balance.</p>	<p>Allow one (1) window sign per dwelling unit with a maximum area of 0.4m².</p> <p>No lighting permitted.</p> <p>Only permitted to be displayed during the operation of the home occupation.</p>
The current sign by-law does not allow window signs in commercial or industrial zones to be illuminated.	<p>Stakeholders have identified that they need to have an illuminated open sign so that their customers know that they are open.</p> <p>Many businesses already utilize an illuminated open sign which staff find is reasonable.</p>	<p>Permit an illuminated open/closed sign with a maximum area of 0.4m². Require message to be static with no motion, animation, flashing or like.</p>

Table 13 - Permanent Signs - Building Signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law restricts second storey signage of industrial, institutional and commercial properties.	<p>Some stakeholders have indicated a need for second storey signage in industrial, institutional, and commercial zones. Others have expressed concerns with second storey signage in commercial zones.</p> <p>A number of variances have been supported and approved for second storey signage in both industrial and institutional zones.</p> <p>The Official Plan indicates that commercial signage should be displayed at a consistent height on building facades, such as the top of the ground floor. Permitting second storey signage in commercial zones could lead to inconsistent signage heights and a negative impact on our commercial streetscapes.</p>	<p>Regulate and permit second storey signage in industrial and institutional zones. Only permit signage to the external façade of the part of the building occupied by the business advertised.</p> <p>Continue to restrict second storey signage in commercial zones. Signage restricted to commercial tenanted space.</p>

Table 14 - Permanent Signs - Freestanding Signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
Freestanding signs located in commercial or industrial zones (Downtown, CR, OR zones excluded) restrict signs with a 1m setback to a height of 4.5m and a maximum area of 10m ² .	<p>Urban design guidelines now require buildings to be developed closer to street lines. Stakeholders have concerns that these guidelines make it difficult for a sign of up to 7m to be seen from the street (due to the required 6m setback for signs of this height – they can have a maximum area of 17m²).</p> <p>Other Stakeholders have indicated concern with having larger signs closer to the street line.</p> <p>Variances have been approved for signs with 6m in height with a setback of 1m, but with a reduced area. Urban design staff also finds this acceptable.</p>	In commercial and industrial zones (Downtown, CR, OR Zones excluded), permit freestanding signs with a height of 6 metres at a setback of 1m from the property line with a maximum area of 8m ² .
Freestanding signs located in Downtown or Office Residential zones require a minimum separation distance of 30m from other freestanding signs on an adjacent property.	<p>The frontage of these zones is generally small which has caused this regulation to be a challenge for businesses in these zones.</p> <p>Stakeholders have indicated concerns with this regulation as it has prevented some businesses from being able to have a freestanding sign.</p> <p>The maximum height of a freestanding sign in an Office Residential or Downtown zone is 1.8m, the removal of a separation distance between signs on each property should not have a negative impact on our streetscape.</p>	<p>Remove the requirement that freestanding signs located in Downtown or Office Residential zones be required to be a minimum separation distance of 30m from other freestanding signs on an adjacent property.</p> <p>Freestanding signs will still be required to be a minimum of 1m from an adjacent property.</p>

Table 15 - Permanent Signs – Menu Boards

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law restricts the number of menu boards to 1 menu board with a sign area of 2.3m ² and a maximum height of 2m above an adjacent roadway is permitted per property.	<p>Corporate standards for many large food chains require pre-sell menus and larger integrated menu boards. Additionally, some properties are developed with multiple drive-throughs.</p> <p>Variances have been approved to accommodate these changes.</p>	Permit 1 menu board per drive-through lane with a maximum height of 2.4m above the associated drive through lane and an area of 2.3m ² . Permit 1 pre-sell menu per drive-through lane with a height of 2.4m above the associated drive through lane and an area of 1m ² .

Table 16 -Temporary Signs - Window Signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current sign by-law restricts window signage to the first storey and to 25% of a windowpane located within a wall and 50% of a windowpane located within a door.</p> <p>Lifestyle images are not clearly captured within the current sign by-law.</p>	<p>Stakeholders have indicated a desire to have the size of the signage calculated by the total window area, rather than windowpane.</p> <p>Additionally, it was identified that faux windows should be considered and regulated.</p> <p>Use of perforated material has been used to try to challenge calculation of window sign area. The whole of a sign made of perforated material has the same urban design impact as a sign made of non-perforated material.</p> <p>Lifestyle images have the same urban design impact as other window signage.</p>	<p>Calculate window area by including the entire window and faux window area of the façade of the business being advertised (regardless of product perforation).</p> <p>Define and regulate lifestyle images the same as other window signs.</p>

Table 17 - Temporary Signs – Signs attached to light poles

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current by-law does not clearly address signage attached to poles.</p>	<p>Vehicle gas bars and vehicle sales establishments use signage attached to light poles on private property.</p> <p>These stem from banner flags, chloroplast sheets zip tied together.</p>	<p>Permit vehicle gas bars and vehicle establishments to have light pole banner signs and pole posters.</p> <p>Pole cannot have a Light Pole Banner Sign and a Pole Poster Sign attached at the same time.</p> <p>Light Pole Banner Sign and Pole Poster Signs required to have a minimum separation distance of 15m from each other.</p> <p>Cannot be attached to a freestanding sign. Must be a minimum distance of 15m from a freestanding sign.</p> <p>Above separation restrictions, does not apply to banners signs on poles at vehicle sales establishments.</p>

Table 18 - Temporary Signs - Flags

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law prohibits any flag that is a sign unless such flag is a maximum size of 2m ² and is on a freestanding flagpole which is affixed to the ground. It also states that all signs not permitted by the by-law are prohibited.	Feather banner signs also referred to a feather flags, or tear drop flags have become desirable for some businesses. Through public engagement there was support for regulating and requiring a permit for their display (to ensure that the volume of their use remains balanced in such a way to not negatively detract from streetscapes).	Regulate and permit them in commercial, industrial and institutional zones. To help preserve the streetscape, require a separation distance of 30m from any other feather banner sign or mobile sign. No premises issued more than 4 feather banner or mobile sign permits per year.

Table 19 - Temporary Signs – Mobile Signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current sign by-law restricts mobile signs to a permit display period of 30 consecutive days, 4 times per calendar year.</p> <p>A property can have 1 mobile sign for every 60m of frontage to a maximum of 4 signs.</p> <p>A separation distance of 30m is required between each mobile sign.</p>	<p>Stakeholders have indicated that mobile signs are an affordable and effective way for businesses to advertise and have expressed a desire to have the display period extended to 6 times per year.</p> <p>Other Stakeholders have indicated that they have negative impact on streetscapes and appear to always be present as they are continuously displayed.</p> <p>Some Stakeholders have indicated that they would like to see further restrictions, including regulating them per property rather than per business, restricting their colour, increasing their distance from intersections and other mobile signs.</p> <p>Some Stakeholders indicated that the city should ban mobile signs.</p> <p>Some Stakeholders indicated challenges with being able to advertise their charitable or non-profit event. Some Stakeholders indicated a desire to allow an additional mobile sign per calendar year to permit businesses to advertise charitable or non-profit events.</p> <p>Some Stakeholders indicated that there are separate regulations and processes for mobile signs located in city parks which are not contained in the by-law.</p> <p>(continued on next page)</p>	<p>Continue to allow a maximum of 4 mobile signs per business location per year.</p> <p>Require placement of a mobile sign to be at least 15 m from the edge of the nearest traffic control device.</p> <p>Allow 1 additional mobile sign in industrial and institutional zones to advertise community charitable or non-profit events.</p> <p>Include regulations for mobile signs in city parks.</p>

Table 20 - Temporary Signs – Mobile Signs (continued from previous page)

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
See previous page.	<p>Staff have noted that there have been visibility concerns with some mobile signs at intersections (collector or arterial roads) given that they have a 0m setback requirement from a property line parallel to a street.</p> <p>Increasing the number of mobile signs for commercial properties could lead to more challenges related to the ability for businesses to equitably obtain permits due to separation requirements between signs, maximum number of signs per property, and location restrictions for safety purposes.</p>	See previous page.

Table 21 - Temporary Signs – Portable Signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current sign by-law restricts portable signs to 1 per business location to a maximum of 5 per mall. It also allows for 2 per vehicle service station or vehicle gas bar.</p> <p>The current height restriction for this category of portable sign is 1m.</p>	<p>A restriction of 5 per mall can be problematic for malls with more than 5 business locations. Stakeholders indicated that they would like this restriction removed.</p> <p>Some stakeholders indicated the desire to increase the size regulations to provide a little more exposure and because many of the pre-fabricated standard signs exceed this area.</p> <p>Some stakeholders indicated that they would like to further be permitted to have 2 per business location.</p> <p>As already mentioned in this attachment, some stakeholders raised concerns regarding the need to apply for an annual permit.</p> <p>Allowing two per business could have several overall impacts, including visual clutter, AODA challenges and other placement challenges related to safety. Further, removal of an annual permit (and fee) provides fewer opportunities for the city to educate and proactively review for placement.</p>	<p>Remove the restriction of 5 per mall, but continue to permit only 1 sign per business.</p> <p>As mentioned in “Permits Required”, continue to regulate but remove the requirement for an annual permit for portable signs on private property.</p> <p>Increase the permitted height of this category of portable sign to 1.2m.</p>
<p>The current by-law restricts real estate open house directional signage to 4 per open house.</p>	<p>Stakeholders have indicated a desire to increase the number permitted to 8 per open house.</p> <p>Signage generally begins at a main street and leads through the developed neighbourhood to the open house.</p>	<p>Increase the maximum number permitted per open house to 8. Restricted display of signs to 2 hours prior to the open house and 2 hours after to ensure developed neighbourhoods do not have signs within them for an extended period.</p>

Table 22 - Temporary Signs - Portable Signs (continued from previous page)

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current by-law restricts model home directional signs to 4 per model home location.</p> <p>This category of portable sign varies in size from a maximum sign face area of 0.46m² to 0.62m² and a maximum height of 0.8m to 1m depending on location.</p>	<p>Stakeholders have indicated a desire to increase the number permitted. Some Stakeholders have suggested 8, where other have indicated 16.</p> <p>Other Stakeholders have indicated that there are already too many of them.</p> <p>Some stakeholders have indicated the need for an increase in the size of this category of sign.</p>	<p>Increase the maximum number permitted to 8 per sales location.</p> <p>Increase the permitted height of this category of portable sign to 1.2m. .</p> <p>Providing that the sales centre is open, signs to be permitted to be placed out after 4pm Friday and removed by no later than 10am Monday.</p>

Table 23 - Temporary Signs - Development Signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
<p>The current sign by-law restricts development, construction site/subdivision signs to a maximum sign face area of 10m² and a maximum height of 5m.</p>	<p>Stakeholders have indicated the need to increase the size of these signs. Some have indicated a need to increase the sign area to 21m² and height of 6.5m, while others have requested a maximum of 18m² and a maximum height of 6m.</p> <p>Other Stakeholders have indicated that they are already too large.</p> <p>Current maximums are based on sign type, not size of property.</p>	<p>Base maximum sizes relative to lot size as follows:</p> <p>Lots less than 0.2 HA = maximum area of 6m², maximum height of 4m.</p> <p>Lots over 0.2 HA to less than 1 HA = maximum area of 11m², maximum height of 6m.</p> <p>Lots over 1 HA = maximum area of 18m², maximum height of 6m.</p>

Table 24 - Temporary Signs – Hoarding signs

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law does not define or permit hoarding signs.	Hoarding signs can be an attractive addition to advertise an upcoming development.	Regulate and permit hoarding signage during construction. Restrict any construction hoarding sign containing any element or content in red, amber and/or green shall be erected more than 30m from a traffic control signal. Permit hoarding signs or Freestanding development signs, but not both. Only permit hoarding signs during construction.

Table 25 - Miscellaneous

Overview of current provisions	Considerations	Overview of Recommended changes for new Sign By-law
The current sign by-law is divided by types of signs. The current by-law has references to specific uses, but they are intermixed with other regulations.	Staff have received feedback that the current by-law is confusing and is not user friendly. The current by-law attempts to address particular needs of specific uses such as vehicle gas bars, but not all aspects of the typical types of signage are addressed or regulated.	Create the new sign by-law so that users can review all signage available to them by zone. Create specific sections and regulations to address specific uses such as motor vehicle gas bars and vehicle service stations to address and regulate typical signage found with these uses.

Sign By-law Review



Sign By-law Review

Description of Sign Bylaw Review Project

Why did we conduct the review?

Sign By-law Review

Overview of Review 2018

- **January** - Council approve the Project Charter to initiate a comprehensive review of the Sign By-law No. (1996-15245), as amended.
- **March** - Community Engagement Plan
- **April** – Engagement Session and online Mind Mixer.
- **September** – Recruitment for a Sign Bylaw Working Group
- **October** - Sign Bylaw Working Group formed

Sign By-law Review

Overview of Review 2019

- **June – October** – Internal review and consultations
- **November** – Meeting with SBWG and held an open house to provide an overview of draft recommendations
- **December** – Sign Bylaw recommendations survey

Overview of Review 2020

- **January** – Sign Bylaw Recommendations Survey closes
- **January – February** – Meetings with internal stakeholders and minor changes made to recommendations
- **July** – Recommendations re-circulated internally for feedback

Sign By-law Review

Overview of Recommendations

Sign By-law Review

Overview of Recommendations

Permanent Signs – Building Signs



Sign By-law Review

Overview of Recommendations

Permanent Signs – Freestanding Signs



Sign By-law Review

Overview of Recommendations

Permanent Signs – Freestanding Signs



Sign By-law Review

Overview of Recommendations

Permanent Signs – Menu Boards



Sign By-law Review

Overview of Recommendations

Temporary Signs – Window Signs



Sign By-law Review

Overview of Recommendations

Temporary Signs – Lifestyle Images



Sign By-law Review

Overview of Recommendations

Temporary Signs - Light Pole Banner, Pole Poster



Sign By-law Review

Overview of Recommendations

Temporary Signs – Flags



Sign By-law Review

Overview of Recommendations

Temporary Signs – Mobile Signs



Sign By-law Review

Overview of Recommendations

Temporary Signs – A-Frame Signs



Sign By-law Review

Temporary Freestanding Signs Real Estate/Construction



Sign By-law Review

Overview of Recommendations

Hoarding Signs



Sign By-law

Overview of format

- **Short title, scope, severability, transition & repeal**
- **Definitions**
- **General** – prohibited signs, exemptions, permits required, issuance, enforcement, other administration etc.
- **Regulations by zone designation**
- **Regulations by specific uses – vehicle gas bar, vehicle sales establishments**
- **Regulations for the University of Guelph**
- **Regulations for Charitable Signs**
- **Regulations for Billboards**
- **Regulations for Electronic Message Boards**
- **Delegation of authority**

Summary & Next Steps

Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, October 5, 2020
Subject	South End Community Centre Project Update

Recommendation

1. That the South End Community Centre as presented in Report 2020-141 dated October 5, 2020 be approved at a cost of \$80 million and reflected in the 2021 capital budget.
 2. That construction begin in 2022 and any change in capital cost, resulting from final site plan, early competitive procurement processes and considerations of impacts of COVID on facility and programming design, be included in the 2022 capital budget.
 3. That staff be directed to phase-in the estimated annual operating cost of \$2.4 million as part of the 2021-2024 operating budget and forecast.
-

Executive Summary

Purpose of Report

To provide an update and seek approval on construction timing and budget for the South End Community Centre project.

Key Findings

Since early 2018, staff has been actively working through the design development phase of the South End Community Centre (SECC) project with MacLennan Jaunkalns Miller Architects (MJMA).

The design has been through a number of site plan approval stages, including a key milestone for the required parking variance in August 2019. The project is in the final stages of site plan approval with final site plan sign off expected by end of 2020.

Project elements to address environmental sustainability and mitigate climate change impacts support the Sustaining Our Future pillar of the City's Strategic Plan. To align with the City's Community Net Zero Carbon and Corporate 100% Renewable Energy (100RE) plans, MJMA was directed to ensure the design met the Canada Green Building Council's (CaGBC) Leadership in Energy and Environmental Design® (LEED) Silver Standard, and further, reduce energy and climate change impacts by designing to the CaGBC Zero Carbon Building (ZCB) Design Standard.

Upon Council approval, staff will proceed with a comprehensive tender package, including pre-qualifying the major trades and general contractors prior to its

release. Construction mobilization is intended to begin in late spring 2022 with an anticipated two year construction period and a tentative opening in fall 2024. Due to the proximity of the construction site to the South End Community Park, it is anticipated that this park and its amenities, including Larry Pearson Ball diamonds, tennis courts, splash pad and playground, will not be accessible to the public during 2022 and most likely 2023. Staff will work with user groups to relocate requests to other city facilities. In the event that safe access and appropriate parking become available, staff will endeavor to open the park earlier while work continues inside the building.

COVID-19 has required staff to pause and consider the long-term social impacts of the pandemic on our service provision. The original plan for this facility was to seek approval to begin construction in 2021 with an opening in 2023; however, in order to understand the impact of COVID on the facility and programming design which also may impact cost and revenue estimates, a pause of one year is being recommended. Over the course of 2021, staff will review the impact of COVID-19 on this design and make the appropriate changes to meet the health and safety concerns of our staff and the community in the new world of recreation programs and services.

Financial Implications

The SECC is a growth-necessitated project and is justified based on previous master planning documents and facility needs assessment. For this reason, the capital cost is over 85 per cent development charge funded.

The SECC capital budget estimate for constructing the facility in 2022 is \$80 million which is approximately \$12 million higher than the last estimate included in the capital budget for the following reasons:

- Investment in building envelope construction for energy conservation, use of energy efficient equipment consistent with Net Zero Carbon initiatives, incorporation of renewable energy infrastructure for environmental sustainability and mitigating climate change impacts contributing approximately \$6.5 million
- Refinement in cost estimates based on finalized site and building detailed design elements contributing \$1.7 million
- Refinement in equipment, communication, IT and security costs contributing \$1 million
- Additional construction contract administration costs of \$800,000
- Public art inclusion of \$400,000
- General capital cost inflation from original plan \$1.6 million.

The capital cost of the SECC facility will continue to be refined through 2021 subject to final site plan impacts, early competitive procurement processes and considerations of impacts of COVID on design. Any changes in the capital budget resulting from these final steps will be included in the 2022 capital budget.

There is a tax supported capital cost of approximately \$11.2 million for this facility that is planned to be accommodated within current City capital funding strategies for growth, infrastructure renewal and 100RE. Staff are encouraged that the new Community Benefit Charge (CBC) may be a funding source for the public art component.

The changing DC and CBC legislation may also reduce the tax supported impact of this project as the mandatory 10 per cent reduction in the development charge

calculation has been removed effective with the next DC Study planned for late 2021. Transitional implications are still yet to be understood as staff await the provincial regulation. Given these uncertainties, the refined funding allocation will be included in the 2022 capital budget.

As included in previous debt forecasts, this facility is planned to be debt-financed (net of any development charges collected to date) as it is the most appropriate financing to ensure inter-generational equity for long-term facility assets. This debt has been planned for many years and is within the City's debt capacity limit. The debt will be funded by both development charges and tax supported sources as described above.

The net operating impacts for the facility are currently estimated to be \$2.4 million; this is a full-life cycle budget figure. Operating costs of growth-related capital should be financeable within assessment growth property tax revenue, having a zero per cent impact on the tax levy. For this reason, staff recommend phasing-in the operating cost of this facility over four years, ensuring annual property tax assessment growth revenues are utilized over this period.

Report

In 2014, a detailed south end recreation facility needs assessment and feasibility study was completed, confirming that a new multi-use recreation facility remains a priority for the City of Guelph city-wide, and for this geographic area specifically.

Approximately one-quarter of Guelph residents live in the city's south end, an area that has seen steady residential and commercial growth since the early 2000s. This trend is expected to continue as the secondary plan for the Clair-Maltby area—the last unplanned 520 hectares of Greenfield land in Guelph—moves forward. Benefits of municipal recreation and parks services are well documented. Recreational infrastructure is known to strengthen a community and improve the quality of life, and it further serves as a visitor and sport tourism destination, contributing to the local economy. This facility will improve access to recreational and municipal services in an underserved area of the city and will balance the City's recreational infrastructure providing north, south, east and west community hubs.

Since early 2018, staff has been actively working through the design development phase of the South End Community Centre (SECC) project with MacLennan Jaunkalns Miller Architects (MJMA).

The proposed 15,000 square-metre community centre will feature the following amenities:

- a twin pad fully-accessible arena and change rooms
- an aquatic complex consisting of a 25 metre eight lane lap pool and teaching pool with open and enclosed viewing areas, along with a large universal change room
- a double gymnasium with ample seating, storage and change rooms
- multi-use program and meeting space throughout the facility for programs and rental activities
- an indoor walking track that will provide a variety of passive and active program opportunities
- a warm-up area for facility participants to stretch and jog
- a centrally-located customer service area, administration and operational spaces

The design has incorporated an open space model that provides viewpoints into the activity areas. In addition, the entrance and back courtyard provides natural light and access to the nearby community park and its outdoor amenities.

Guelph recognizes that public art plays an important role in building vibrant communities and contributing to cultural identity. Artworks are located in various municipally-owned indoor and outdoor public spaces throughout the city. These works enrich the landscape, stimulate thought and serve as landmarks for gathering spaces.

The investment in public art at the South End Community Centre provides an opportunity to attract tourism and community attention, encourages city pride for residents and bolsters Guelph's reputation as a city of culture. The commissioning of public art will proceed as the project moves forward.

The facility design has been through a number of site plan approval stages, including a key milestone for the required parking variance in August 2019. The project is in the final stages of site plan approval with final site plan sign off expected by end of 2020.

The project elements of environmental sustainability and mitigating climate change impacts support the Sustaining Our Future pillar of the City's Strategic Plan. To align with the City's Community Net Zero Carbon and Corporate 100% Renewable Energy (100RE) plans, MJMA was directed to ensure the design met the Canada Green Building Council's (CaGBC) Leadership in Energy and Environmental Design® (LEED) Silver Standard, and further reduce energy and climate change impacts by designing to the CaGBC Zero Carbon Building (ZCB) Design Standard.

Energy modelling and iterative design methods were employed to ensure meaningful long-term strategies were incorporated into the facility design. Specific strategic initiatives include:

- Conserving energy by investing in the building envelope
 - Optimized window-to-wall ratios maximizing daylight opportunities while using building shading and window orientation to reduce solar heat gains and associated cooling loads
 - Thermally sound foundation, roof, walls and windows with insulation and air tightness that considerably exceeds building code requirements
- Using cleaner fuels and energy efficient equipment
 - Use only non-fossil fuel based regularly operating equipment (the only fossil fuel fired equipment in the design is the back-up generator for emergency operation)
 - Air source heat pumps used to efficiently heat and cool the building while dramatically reducing direct GHG emissions
 - Use of electric ice resurfacers instead of fossil fuel powered resurfacers
 - Recover waste heat from ice arena equipment and pool operating equipment for all aspects of building operation including space heating, water heating, dehumidification and other heating uses within the facility
- Generating renewable energy to offset energy use and energy cost
 - Solar-ready design with a photovoltaic array of at least 135 kW capacity and capable to generate over 150 MWh annually. This is enough to power 16 homes

Energy use intensity (EUI) and greenhouse gas intensity (GHGI) are performance indicators of energy and carbon emission performance. These indicators take the overall energy use and associated greenhouse gas emissions of the facility and divide it by the total building area (measured in kWh/m² and kgCO₂e/m² respectively). There are significant reductions in EUI and GHGI when comparing the SECC Zero Carbon Building design to the LEED Silver Standard design.

This is a Tier-1 capital project being managed by the Facilities and Energy Management department in accordance with the organization's Project Management Office processes for the management of the corporation's complex capital projects. For this reason, ongoing project updates can be found on the [City's website](#) so the public and Council can follow the progress over the next four years.

Milestones

Upon Council approval of the 2022 budget, staff will proceed with a comprehensive tender package, including pre-qualifying the major trades and general contractors prior to its release. Construction mobilization is intended to begin in late spring 2022 with an anticipated two year construction period and a tentative opening in fall 2024.

Due to the proximity of the construction site to the South End Community Park, it is anticipated that this park and its amenities, including Larry Pearson Ball diamonds, tennis courts, splash pad and playground, will not be accessible to the public for 2022 and most likely 2023. Staff will work with user groups to relocate requests to other city facilities. In the event that safe access and appropriate parking become available, we will endeavor to open the park earlier while work continues inside the building.

Staff will also be working closely with the Wellington Catholic District School Board to provide reduced temporary parking spaces, safe from the construction site, while the permanent shared parking area is being created.

Financial Implications

The SECC is a growth-necessitated project and is justified based on previous master planning documents and facility needs assessment.

The SECC capital budget estimate for constructing the facility in 2022 is \$80 million which is approximately \$12 million higher than the last estimate included in the capital budget for the following reasons:

- Investment in building envelope construction for energy conservation, use of energy efficient equipment consistent with Net Zero Carbon initiatives, incorporation of renewable energy infrastructure for environmental sustainability and mitigating climate change impacts contributing approximately \$6.5 million
- Refinement in cost estimates based on finalized site and building detailed design elements contributing \$1.7 million
- Refinement in equipment, communication, IT and security costs contributing \$1 million
- Additional construction contract administration costs of \$800,000
- Inclusion of public art contributing \$400,000
- General capital cost inflation from original plan contributing \$1.6 million.

The capital cost of the SECC facility will continue to be refined through 2021 subject to final site plan impacts, early competitive procurement processes and

considerations of the impacts of COVID on facility and programming design. Any changes in the capital budget resulting from these final steps will be included in the 2022 capital budget.

The plan for this facility started in the early 2000s. It first appeared in the 2003 Development Charge Background Study, at which time it was determined to be fully required for the City's growing population and therefore 100 per cent funded by development charges. As a result of the LEED certified design, the inclusion of public art, the most recent DC Study, and the legislated calculation of the development charges, there is a tax supported capital cost of approximately \$11.2 million. The tax funded cost is able to be accommodated within current City capital funding strategies for growth, infrastructure renewal and 100RE. Staff are encouraged that the new Community Benefit Charge (CBC) may be a funding source for the public art component.

The changing DC and CBC legislation may also reduce the tax supported impact of this project as the mandatory 10 per cent reduction in the development charge calculation has been removed effective with the next DC Study planned for late 2021. Transitional implications are still yet to be understood as staff await the provincial regulation. Given these uncertainties, the refined funding sources will be included in the 2022 capital budget.

As included in previous debt forecasts, this facility is planned to be debt-financed (net of any development charges collected to date) as it is the most appropriate financing to ensure inter-generational equity for long-term facility assets. The cost of debt has never been as low as in the current market environment and Finance staff are developing a strategy to ensure the current low interest rates are able to be accessed for this future build.

The net operating impacts for the facility are currently estimated to be \$2.4 million; this is a full-life cycle budget figure which includes impacts for facility operations and management, programming costs and revenues, and facility and equipment maintenance and renewal including the longer-term capital replacement.

The gross expense budget is \$4.3 million with estimated revenues of \$1.9 million. This user fee recovery rate is consistent with other recreational facilities in the City. A delay of one year as proposed by staff will increase the confidence in these estimates as they are highly influenced by the social impacts of COVID. Both of these figures may be impacted by the work undertaken in 2021 to better understand the requirements and use of a post-COVID community facility.

Operating costs of growth-related capital should be financeable within assessment growth property tax revenue, having a zero per cent impact on the tax levy. For this reason, staff are recommending phasing-in the operating cost of this facility over four years, ensuring annual property tax assessment growth revenues are utilized over this period.

Consultations

A number of community stakeholders, including the Wellington Catholic District School Board, major facility users, Guelph Wellington Seniors Association, University of Guelph, Union Gas and City staff, have been engaged and provided valuable feedback on this project.

Strategic Plan Alignment

The SECC is a key facility identified in the Building our Future pillar of the Strategic Plan. The design of the facility incorporates elements of environmental sustainability and mitigating climate change impacts support the Sustaining Our Future pillar of the City's Strategic Plan. To align with the City's Community Net Zero Carbon and Corporate 100% Renewable Energy (100RE) plans, the design meets the Canada Green Building Council's (CaGBC) Leadership in Energy and Environmental Design® (LEED) Silver Standard, and further reduces energy and climate change impacts by designing to the CaGBC Zero Carbon Building (ZCB) Design Standard.

Attachments

Attachment-1 2020 South End Community Centre Presentation

Departmental Approval

Tara Baker, City Treasurer / General Manager, Finance

Heather Flaherty, General Manager, Parks and Recreation

Report Author

Antti Vilkkio, P.Eng., MBA

General Manager, Facilities and Energy Management

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2490

antti.vilkkio@guelph.ca

This report was approved and recommended by:

Kealy Dedman, P.Eng., MPA

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

kealy.dedman@guelph.ca

South End Community Centre



Guelph. Future ready.

Strategic Plan alignment

Building our future

- Responds to Guelph's growing social and economic needs
- Offers a safe place where everyone belongs
- Enhances community well-being through service and program delivery



Sustaining our future

- Designed for environmental sustainability
- Mitigates climate change impacts
- Supports the community net zero carbon target
- Contributes to the Corporate 100% Renewable Energy (100RE) target



South End Community Centre

Background

- **2003**—First included in the Development Charge (DC) Background Study
- **2014**—A detailed recreation facility needs assessment and feasibility study
- **2018**—Detailed design work
- **End of 2020**—Final stages of site plan approval and sign off

Facility overview





Facility amenities

165,000 square feet or three times the size of an NFL football field

Community space features:

- Accessible twin pad arena, change rooms, seating and storage
- Aquatic complex—25-metre, eight-lane lap pool, teaching pool, open and enclosed viewing areas, and large universal change room
- Double gymnasium—seating, storage and change rooms
- Five multi-use program and meeting spaces
- Indoor walking track above gymnasium
- Warmup area for facility participants to stretch and jog
- Centrally-located customer service area

Carbon-neutral initiatives



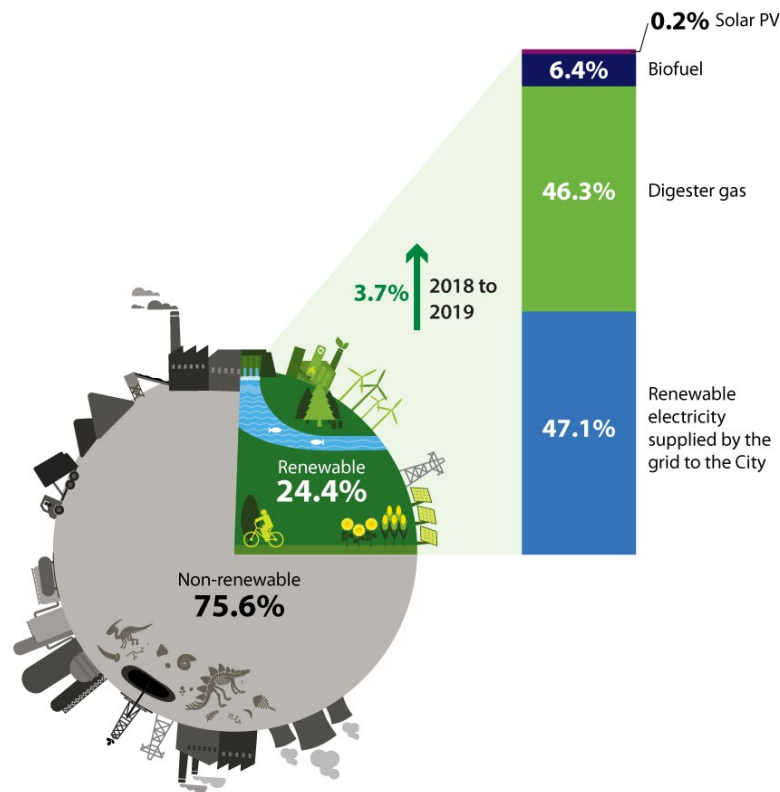
Aligns to City's

Sustaining our Future pillar:

- Designing for environmentally sustainability
- Mitigating climate change impacts
- Zero Carbon building design in support of the community Net Zero Carbon target
- Conservation first approach and contributing to the Corporate 100% Renewable Energy (100RE) target

Design standards:

- Leadership in Energy and Environmental Design (LEED) Standard
- Canada Green Building Council's (CaGBC) Zero Carbon Building (ZCB) Design Standard



Carbon neutral initiatives



Conserve energy by investing in the building envelope

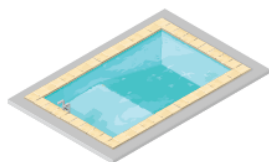
- Optimized window-wall ratio
- Increased insulation
- Heightened air tightness

Use cleaner fuels and energy-efficient equipment

- Air source heat pump
- Heat recovery (HVAC, pool drain water, ice rink refrigeration)
- Electric ice resurfacers

Generate renewable energy to offset energy use and cost

- Solar PV panels

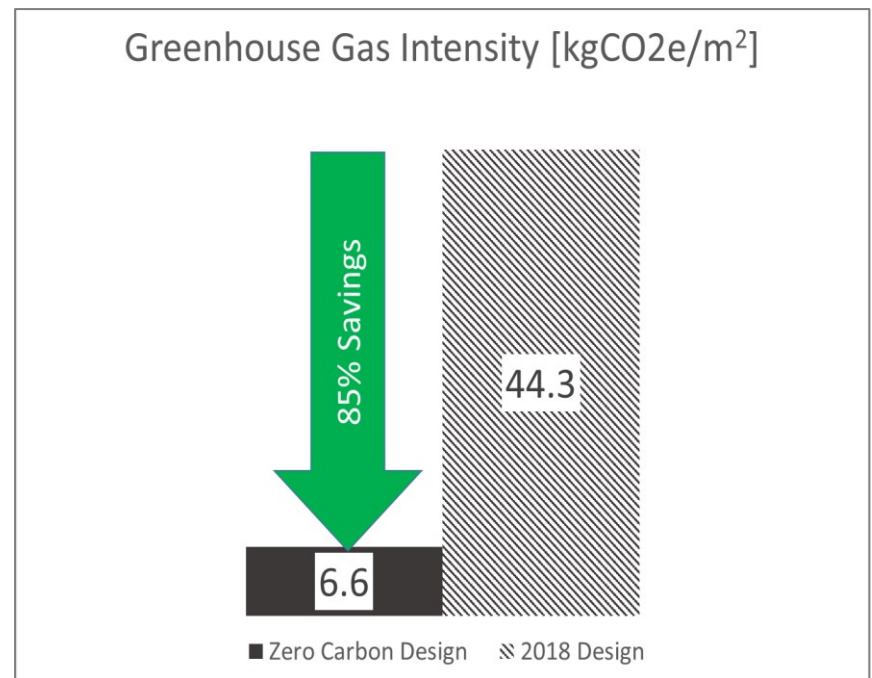
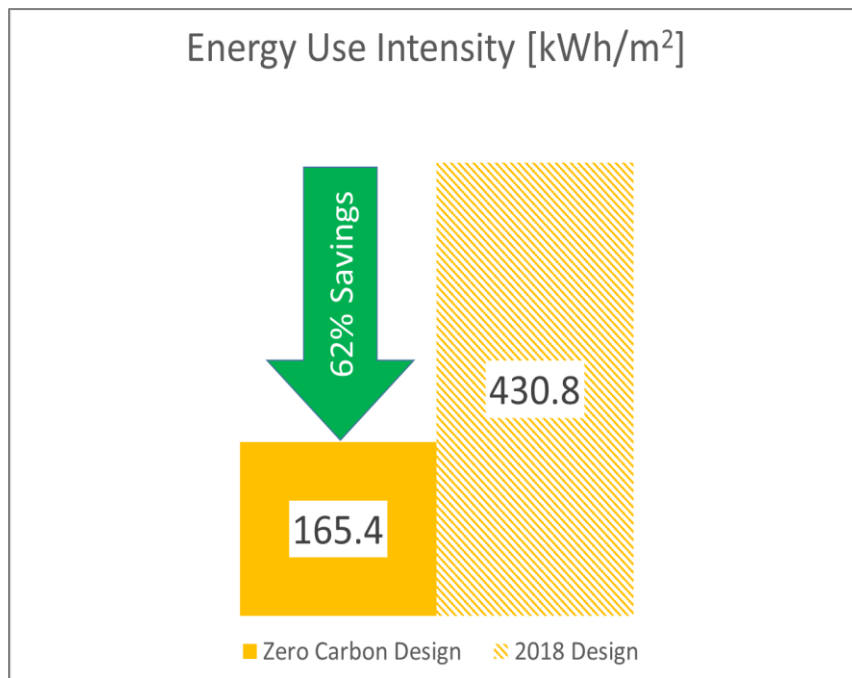




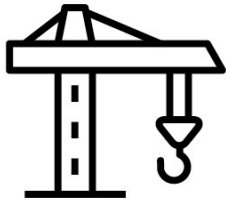
Carbon neutral initiatives

Reduce energy and greenhouse gas with zero carbon design

- 62% savings in energy
- 85% savings in greenhouse gas emissions



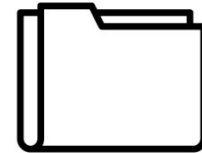
Budget change from 2019 forecast



\$1.7 million
Final site and
building detailed
design



\$1 million
Equipment,
communication, IT
and security



\$800,000
Additional
construction contract
administration costs



\$6.5 million
Investment in energy
conservation



\$1.6 million
Capital cost inflation



\$400,000
Public art

How the City would fund the new community centre

Capital

- Development charges (DCs)—85%
- \$11.2M—tax funded
- Potential of additional DC coverages
- Current low interest rates could save \$3-6M

Operating

- Net tax impact of \$2.4M
- Phased in over 2021 to 2024

Next steps

- **If approved**, staff to review COVID-19 impact
- **Spring/Summer 2021**—All major trades/general contractors pre-qualified
- **Fall 2021**—tender package and bid release
- **Winter 2022**—Bid awarded
- **Spring 2022**—Construction begins
- **Fall 2024**—Tentative opening

Construction impacts

- The entire site will be needed for construction.
- South End Community Park close to the public for 2022/2023
- Relocate booking requests
- Bishop MacDonnell school parking lot reduced; supply temporary solution



South End Community Centre

Recommendations

1. That the South End Community Centre as presented in Report 2020-141 dated October 5, 2020 be approved at a cost of \$80 million and reflected in the 2021 capital budget.
2. That construction begin in 2022 and any change in capital cost, resulting from final site plan, early competitive procurement processes and considerations of impacts of COVID on facility and programming design, be included in the 2022 capital budget.
3. That staff be directed to phase-in the estimated annual operating cost of \$2.4 million as part of the 2021-2024 operating budget and forecast

Rendering presentation to follow on October 5, 2020

Thank you

Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, October 5, 2020
Subject	Baker District – Project Update

Recommendation

1. That the recommendation to proceed with the detailed development design for the alternative option site layout for the Baker District Redevelopment Project as outlined in this report be approved.
 2. That \$16.6 million for site servicing, environmental/archeological remediation and the outdoor public space for the Baker District be approved and reflected in the 2021 budget.
 3. That the construction of an 88,000 square foot library in the south block as presented as the alternative option in Report 2020-148, dated October 5, 2020, be approved at a cost of \$62.0 million, and Council approve an increase of 0.39% impact to the tax levy starting in 2021 and remain in place for 20 years, in order to fund the \$19.7 million of the library capital cost that is an enhancement to the current service level beyond that allowable by the Development Charges Act, 1997, with construction to begin in 2022 subject to updated design and service delivery reconsiderations as a result of COVID-19.
 4. That staff be directed to maximize the number of public parking spaces in the south block and pursue sharing agreements for parking in the north block and seek budget approval as part of the 2022 budget process.
 5. That staff be directed to phase in the estimated annual tax supported operating cost of the public components of the Baker District, totaling \$3.5 million, as part of the 2021-2024 operating budget and forecast.
 6. That the Guelph Public Library Board report back to Council with a detailed operating budget projection by June 2021 based upon updated design and service delivery reconsiderations resulting from COVID-19.
 7. That staff proceed with revising the Urban Design Master Plan (UDMP), share a virtual presentation with the community to outline the changes and collect final comments for Council's consideration.
-

Executive Summary

Purpose of Report

To provide an update on the Baker District Redevelopment project, which includes a new central library, urban square, parking, residential, institutional and commercial space and summarize the rationale for recommendations within the report for Council decision. The Baker District is nearing the end of the pre-development phase and Council decision is required to establish certainty on the desired direction for the City and Windmill Development Group Ltd. to progress into the development phases of the project.

Key Findings

As the Baker District Redevelopment project advanced in greater detail over the past year, several challenges and risks became apparent that negatively impact the project's viability. To date, there has been a lack of interest by an institutional partner for the space allocated for a post-secondary institution in the South Block. As well, the complexity of the required legal agreements and business terms under the original site layout is a risk for the City as detailed in this report.

There are also financial concerns about the overall cost of the project. Specifically, the purchase of any land not currently owned by the City is more expensive than originally anticipated and does not increase the overall land value from an appraisal perspective, based on the specific development proposed for the property. Further to the additional land cost, the City would be responsible for the eviction of tenants, demolition of the existing buildings and completion of environmental remediation activities. Thus, it will cost the City significantly more to purchase the outstanding properties than can be expected to be recouped during the land sale of the entire parcel. Under section 106 of the Municipal Act, 2001, assisting directly or indirectly any commercial enterprise through the granting of bonuses for that purpose is forbidden. If the price that the City receives is not fair market value for the land it is selling and/or equivalent to what the City paid, there are bonusing concerns that arise and will create significant legal, financial and reputational risk for this project.

An alternative layout for the site was explored in an attempt to address the risks and challenges, and to find a path forward for development of the Baker District. The new alternative increases the value of the current land holdings, simplifies agreements between the City and Windmill and gives the City an independent asset. As well, the alternative site layout excludes the properties intended to still be acquired along Wyndham Street, which will mitigate significant capital expense. The stand-alone library in itself has several additional benefits aside from the financial impacts.

With the alternative site layout, the library moves from the north block building with a condominium on top to its own stand-alone building in the south block, located in the area that was originally earmarked for the institutional partner. Privately-owned residential towers would be located on the north and mid blocks, with commercial on the lower levels and flexibility to have institutional space in the

north block. This allows for the “highest and best use” of the land related to height restrictions, as only the full south block is directly in the view corridor and is limited in height of three to four floors. The “highest and best use” then drives the best economic outcomes for the development related to density, and property taxation revenue.

The site will still have two levels of underground parking under the entire footprint. The stand-alone library in the south block also allows the public parking component of the site to be placed directly under the library, creating effective use of space with minimal cost sharing and access agreements.

The outdoor urban space concept will still exist with the two outdoor “court” areas, and there is a potential opportunity for a green roof on the library with public access. The alternative option no longer provides the library with direct frontage onto Wyndham Street; however, connectivity is maintained through park space and pedestrian access to Wyndham Street.

Activation of the north part of Wyndham continues to be a major focus of the alternative option with large open public space, combined with retail and institutional ground floor frontage, all inviting active transportation through the whole Baker District.

A number of public engagement sessions have been held to solicit community and stakeholder feedback on the Baker District Redevelopment project. Specifically, the Urban Design Master Plan (UDMP) has been one of the main focal points of the public engagement process. Three key topic areas that emerged were parking, affordability and accessibility, and active transportation. While these themes are well reflected in the alternative site layout, additional feedback will be collected through the engagement process for updating the UDMP, pending approval of the alternative site layout.

Financial Implications

A pivot to the alternative option from the original plan will result in overall cost avoidance of between \$17.6 and \$32.6 million, with the most probable estimate netting about \$25 million. Cost avoidance includes savings related to land acquisition and demolition, library construction, public parking construction, environmental remediation, as well as additional costs related to redesigning the library. This, combined with additional annual revenue from taxation and lower overall operating costs for the library and parking, make the alternative option significantly more financially viable.

As these cost pressures were identified through progressing pre-development activities, the concern about property tax levy increases and additional debt capacity in order to fund this \$17.6 to \$32.6 million was heightened. Over 20 years, an increase in this range equates to a 0.33% to 0.64% tax levy increase. The City also has no available debt capacity to absorb these pressures. This cost is in addition to the estimated \$3.5 million of net new operating costs for the public components, and \$19.7 million of currently unfunded library capital cost required

for the square footage deemed to be a service enhancement above that allowable under the Development Charges Act, 1997.

Land value has played a significant role in the determination of these costs and has resulted in the opinion that executing Council's current direction for Baker District has the potential to contravene the bonusing prohibition contained in section 106 of the Municipal Act, 2001. Land valuation is impacted by the site design and the view corridor, and the fair market value of the land on a site design basis was significantly lower than the escalating costs for the parcels that have not yet been acquired.

With all this in mind, staff believe the original design concept for the Baker District is not financially or legally feasible. The alternative site layout option can allow the Baker District to proceed, protecting the investment of resources for planning this development and helping to mitigate the financial concerns, while still achieving the overall development goals for the City.

Report

The Baker District Redevelopment project is a mixed use development, which includes a new central library, urban square, parking, and residential, institutional and commercial space. A number of public engagement sessions have been held to solicit community and stakeholder feedback on the development project. Specifically, the Urban Design Master Plan (UDMP) has been one of the main focal points of the public engagement process. The integration of the library and development of the schematic design has been completed. Parking is proposed to be arranged such that there are separately-owned portions of the underground parking space to simplify the long-term operation of the parking for the City and the residential units. Business terms to define the short-term and long-term roles and responsibilities for the City and Windmill Development Group Ltd. (Windmill) continue to be developed. Financial aspects of the development project are summarized in this report. Through the process of refining the project, there were logistical, design, economic, contractual and financial challenges discovered relating to the original development concept. As such, an alternative site layout has been considered in an effort to mitigate these constraints while still maintaining the overall development objectives.

This report describes the results of the public engagement sessions and predevelopment work for the original site layout, describes the challenges encountered and proposes a viable alternative to develop the Baker District in alignment with the Downtown Secondary Plan and the Official Plan.

Public Engagement

Since November 2018, the City, the Guelph Public Library, Windmill and its consultant team have met with the public four times (three in person, one online following the outbreak of COVID-19). Each event was designed to reach the maximum number of people; afternoon and evening sessions were held for each in-person event, while the online engagement platform remained active for a month.

Importantly, the first three events also included an online survey so that members of the public who were unable to attend in person could still provide feedback. A summary of the feedback received at each event can be found in the following [Baker Engagement Summary Report](#).

The engagement events were designed to track with the progress of the project. The first event, held November 29, 2018, introduced the project to the public. Designed as an open house, the event provided members of the public, 270 attendees in total, with an opportunity to learn about the Baker District redevelopment journey—how we got here and where we are going—and how they can get involved, stay informed and have their say as the multi-year project progresses. Attendees were able to speak directly with staff and the developer and were invited to provide feedback about the project.

The second engagement event (two identical workshops), held on January 15, 2019, was designed to gather input from the public to inform the sustainability vision and goals for the project. The workshops were focused on site-wide sustainability, including the new central library, residential, commercial, and institutional uses, public parking, and the urban square.

The third in-person event, held on May 29, 2019, was designed to validate the design as it had evolved between January and May. One hundred and sixty-three members of the public attended the event. The open houses focused on the north block of the redevelopment, including preliminary design work on the new central library and the urban square. Participants were also shown preliminary sustainability strategies, which emerged from the feedback received during the January 2019 event. Attendees were asked to indicate whether or not the library, square, and sustainable strategies met their expectations.

The fourth and final engagement event, launched on June 11, 2020, was held online following the outbreak of COVID19. Open to the public for a period of four weeks, the electronic engagement provided detailed information about the final Urban Design Master Plan (UDMP), including a pre-recorded presentation delivered by members of the project team. Members of the public were able to provide feedback and questions by way of the [haveyoursay.guelph](#) engagement platform.

The feedback that was received from each event helped to shape the design of the library including the programming options and services that are to be offered, and the overall urban design of the Baker District including the outdoor urban square experience, active transportation throughout the site and the sustainability strategies.

Urban Design Master Plan

The purpose of the Baker District Urban Design Master Plan (UDMP) is to set objectives and describe the proposed solutions pertaining to the urban design of the Baker District Redevelopment, in order for the urban design elements to be evaluated. The City of Guelph, through documents such as the Urban Design Action Plan and the City's Official Plan, has emphasized the importance of urban design

excellence. Excellence requires conscious and coordinated efforts on the part of the public and private sectors, and the UDMP sets out, in part, how the elements of the public and private realm will work together to create a coherent and functional redevelopment. The document is used to show design intent of the spaces and has varying levels of detail as the designs continuously evolve.

The UDMP for the Baker District Redevelopment has been one of the main focal points of the public engagement. The four engagement sessions each gathered feedback, which helped shape the UDMP along with the City of Guelph's Official Plan, Downtown Guelph Secondary Plan, Urban Design Manual and Downtown Streetscape Manual and Built Form Standards.

The UDMP for the original concept was completed following the online public engagement held in June 2020. Three topic areas that emerged were parking, affordability and accessibility, and active transportation. See the following link for the [Draft Baker District UDMP](#).

Original Design

a) Library Design

Located at the north end of the Baker District Redevelopment site, the new four storey Central Library leverages a number of assets and opportunities unique to this location. The library benefits from an urban square as a connection between Wyndham Street North and the library itself, affording an opportunity to define a new gateway to the northern part of downtown Guelph. Large, highly visible curvilinear forms reach out to meet Wyndham Street and the square to collectively define a new civic precinct and create an entry to the library itself.

The proposed development includes an 11-storey residential condominium tower above the library, which necessitates significant structural transfer beams to accommodate the required library and parking functions below the tower. Shared facilities agreements will be required to manage the interrelationships between the two ownerships. Refer to the Library concept design in the link below.

[Baker District library original design](#), October 5, 2020

b) Parking

Parking is a key element in the Baker District Redevelopment. The plan identifies two levels of underground parking under the entire footprint of the site, with entrances on Baker Street and Chapel Lane. The underground parking is to be a combination of publicly-owned parking and privately-owned parking for the residential towers.

Although the number of parking spaces will need to be finalized pending site plan comments from the City Planning and Engineering departments, the original concept for the Baker District site is anticipated to have approximately 548 spaces.

Delineation of the parking areas would occur by level, with one level dedicated to public, City-owned parking and the other level to be owned by the private

developer. The City-owned level would be approximately 280 stalls and the privately-owned level would be approximately 278 stalls.

This arrangement of having separately-owned portions of the parking lot help to simplify the long-term operation and maintenance of the parking for the City and the residential units. The residential tower owners/operators would have to retain control over the residential permits and the changeover of permits. City staff would operate the City-owned portion of the garage including the issuing of permits and enforcement.

c) Business Terms

Business terms and the associated legal agreements discussed to date are based on the concept of selling the entire parcel of land to Windmill. Under this arrangement, Windmill would construct all of the different components of the site. The City would buy back the finished library, urban square and portion of the underground parking once completed.

This arrangement requires multiple legal agreements due to the complexity of the north block building being a library on the first four floors and a condominium on the top 11 floors.

The list of agreements includes:

1. Agreement of Purchase and Sale (APS) of Land – to sell the entire parcel to Windmill. This is for Windmill to own the entire site for construction. The timing of this is also affected by the acquisition of remaining properties.
2. Agreement of Purchase and Sale (APS) of Land – for the City to purchase its components of the project upon completion. With the original design, this agreement is complex and includes a freehold strata agreement for the north block building with the library and through the whole site for one level of parking.
3. Master Development Agreement – to be in effect upon completion of the Pre-Development Management Agreement (PDMA).
4. Parking Agreement and Ownership of Parking – parking ownership to be split between the City and private development with shared access and egress.
5. Shared Facilities Agreement – north block building contains the library and condominium and requires a detailed shared facilities agreement for access, security, utilities and operational costs, easements, etc.
6. Construction Agreement – details for the construction of the public facilities including change order processes, construction guidelines, etc.

Challenges and Risks

Several challenges and risks have become apparent as the project has advanced that negatively impact the project viability. Of greatest concerns are financial in nature and are detailed in the Financial Implications section of this report. However,

there are other challenges and risks with the project that have been discovered over the last year through the process that has been undertaken.

There has been a lack of interest by an institutional partner for the space allocated for a post-secondary institution. After extensive efforts, Windmill and the City have exhausted all options to find a post-secondary partner for the institutional building in the south block. There have been discussions with multiple universities and colleges throughout Ontario. Before the pandemic, there was little to no interest from these institutions without heavy subsidization for the cost of the land and building. This lack of interest has been compounded with the challenges facing educational institutions due to the COVID-19 pandemic as academic institutions move to offer the majority of their course offerings online.

Under section 106 of the Municipal Act, 2001, bonusing any commercial enterprise is forbidden. If the price that the City receives is not fair market value for the land it is selling and/or equivalent to what the City paid, there are bonusing concerns that arise and will create significant legal, financial and reputational risk for this project.

The complexity of the required legal agreements and business terms is a risk for the City. Challenges under the original arrangement include the following elements:

- A shared facilities agreement is complex considering library access, security protocols, shared utilities and spaces, long-term operation and maintenance agreements and establishment of easements
- Long-term implications of a freehold strata agreement for the north block building with the library limit future flexibility
- Construction timing of the library is tied to the construction of the north block residential tower, which requires units to be sold prior to being constructed
- Shared access agreements and strata agreements would also be required for the public parking.

All of this not only has legal and financial implications now; however, for the extended life of these building, the City would be bound by these agreements, minimizing flexibility and involving significant costs.

Alternative Option

In an effort to address many of the challenges and risks outlined above, staff, in conjunction with Windmill, explored an alternative option for the site layout. In addition to the financial advantages of this option, there are also several additional benefits for the long-term viability of this development for the Guelph Public Library and the citizens of Guelph.

Alternative Site Layout

The proposed alternative site layout excludes the properties yet to be acquired along Wyndham Street, which would mitigate significant capital expense and eliminate the section 106 bonusing concern. In the alternative layout, the library moves from the north block building with a condominium on top, to its own building

in the south block. The site would now feature a stand-alone library to be owned by the City and located in the area that was originally identified for the institutional partner. Privately-owned residential towers would be located on the north and mid blocks. The building on the north block would have a residential tower and commercial on the lower levels, with flexibility to have institutional space. The mid-block building would be a residential tower with some commercial/retail on the main street level. This allows for a higher and better use of the land related to height restrictions as only the south block is directly in the view corridor and is limited in height to three to four floors.

The site will still have two levels of underground parking under the entire footprint. The number of spaces will decrease based on the smaller footprint of the land assembly. Alternative solutions can be pursued to facilitate adequate stalls for both public and private parking. The stand-alone library in the south block also allows the public parking component of the site to be placed directly under the library creating effective use of space with minimal cost sharing and access agreements.

The outdoor urban space concept will still exist with the two outdoor “court” areas, and there is a potential opportunity for a green roof on the library with public access. The design team will work closely with the Planning Department to ensure it still achieves and possibly surpasses the goals of the Downtown Secondary Plan.

The east-west roadway, referred to as “Library Lane” would be removed. However, a laneway from Wyndham Street to connect to the site for pedestrians, cyclists and emergency vehicles is being considered. Staff recognize that the alternative option no longer facilitates the Library with frontage onto Wyndham Street. Although the frontage was relatively small with the original concept, the alternative concept is intended to still have connectivity through park space and pedestrian access to Wyndham Street. The new development including the urban space is expected to act as a catalyst to reactivate the north end of Wyndham Street.

The final design would be determined upon approval to proceed and would incorporate additional feedback through engagement processes for updating the UDMP.

The new layout will increase the value of the land, simplify agreements between the City and Windmill and give the City an independent asset. The stand-alone library in itself has several additional benefits aside from the financial impacts. For reference, see the link for [Alternative concept sketches](#).

a) Library Design Description,

The proposed new location of the library at the southern end of the Baker District Redevelopment affords the library a unique and strong autonomous identity within the overall development. It provides an independent asset for the City which gives levels of flexibility for the life of the building that would not be possible when in a shared building with a residential condominium.

From an ownership standpoint, the fee simple title—not linked to a residential tower--offers a high degree of flexibility with respect to operations, special

configurations and future use potential. The free-standing three to four floor building configuration within a more rectangular footprint allows for more efficient space uses, providing more effective programming opportunities.

One concern is that this will remove the “main street” address of the library by not having it on Wyndham Street. By moving the library to the south end of the Baker District Redevelopment, the proposed design for a new Central Library presents an opportunity to animate the intersection of Quebec Street and Baker Street. The presence of a new facility of this scale will mean a significant amount of foot traffic to portions of the downtown that have previously not been considered as civic assets. Chapel Lane would adopt the character of a complete street, with a much heavier emphasis on pedestrian movement while functioning as an extension of the public realm. A strong pedestrian realm can link the new Wyndham Square through a landscaped mews to a new Library Square, which could be animated by library users as well as active retail frontage on the southern side of the South Block residential tower. The south-east corner of the proposed library would afford an opportunity for exposure to St. George’s Square from the upper floor levels while also using a linear grade level corridor to animate Chapel Lane. A fourth floor, accessible roof terrace oriented towards St. George’s Square could provide excellent opportunities for outdoor library programming while also affording scenic views across downtown Guelph.

Additionally, a stand-alone structure allows for flexibility during construction and phasing of the project. With the previous concept design, the construction of the library was tied to the condominium tower. As a simpler structure, the time to complete construction would be shorter and less costly than it would be with an 11-storey condominium atop the structure.

A design of the space would have to be completed upon approval of this alternative option. A preliminary investigation conducted by Windmill shows that there are potential financial savings in this stand-alone design concept. Given that there is no longer a condominium above, the alternative option does not have the same requirements for structural supports and slabs for the library and two floors of parking. There is also no shared spaces such as stairwells, elevator shafts, and loading docks, which could allow for the overall area of the library to be reduced to still fit the same program requirements. These changes to simplify the design will save \$5.1 million, reducing the overall cost from the previously estimated \$67.1 million to \$62.0 million for an 88,000 square foot (sq. ft.) facility.

Removal of the shared spaces also helps with security and reduces operating costs for the library over the long term. Additionally, the simplified design and rectangular floor plan may also allow for additional efficiencies related to current programming requirements and overall square footage required. Refer to the following link to the [conceptual illustrations of the proposed alternative library](#).

The funding of \$62 million for the new Central Library of 88,000 sq. ft. is driven by the size of the facility summarized as follows:

	Square feet	Cost	Funding source
Replacement of current library	40,000	\$28.2 million	Tax infrastructure renewal reserve fund, proceeds from sale of current facility
Growth of library for population to 2041	20,000	\$14.1 million	Development Charges, Tax growth reserve fund
Service enhancement beyond that being experienced by current population	28,000	\$19.7 million	Tax city building reserve fund

The average cost per square foot for this facility is approximately \$705.00, and includes appropriate contingencies and administration as well as furniture and equipment. It does not include library collection expansion.

The current library is 29,000 square feet and it was determined, in an earlier study, that 40,000 square feet would be required to replace that footprint including the accessibility standards in place today.

The portion of the facility that is deemed to be a service enhancement based upon the size and cost of the facility beyond that allowable to be funded from development charges as per the Development Charge Act, 1997 is \$19.7 million and is currently unfunded. A one-time increase to the property tax levy of 0.39%, or \$1 million annually, would be required over a 20-year period to fund this cost.

The increase in operating cost estimated for this facility, including the incremental infrastructure renewal requirement for the expanded size, is \$3.5 million; however, with the alternative design in a stand-alone facility, it is expected to be lower. The Guelph Public Library Board will need to prepare an updated cost projection and report back to Council, preferably in advance of the 2022 budget process.

[Baker District library alternative concept](#), October 5, 2020

b) Parking

This alternative layout would still feature two levels of underground parking under the entire site. The quantity of stalls would be decreased due to the decreased overall land footprint of the site. From preliminary review, it is estimated that there would be approximately 430 spaces for the entire site. A more detailed review upon approval is required to maximize the number of spaces.

With this alternative site layout concept, the City would own the two levels of underground parking that are under the library footprint in the south end. This would be approximately 170 parking stalls. The lot would be separated so the developer would own the two levels of underground parking under the two residential towers, which would be approximately 260 stalls. These numbers are

preliminary and would be finalized upon approval of the alternative option. The budget proposes the capital cost of public parking be reduced from \$21 million to \$13 million for the 170 underground spots. The number of stalls required for the residential towers would be determined through a parking study and appropriate planning processes.

The rationale for having the parking lot split by ownership is consistent with the original design—to optimize the operation of the parking lot between the two very different entities.

Staff are recommending that options for shared-parking be investigated for some of the privately-owned stalls to maximize and optimize the use of the underground parking space, while also considering the overall downtown public parking requirements that may be changed post-COVID-19.

The funding of the public parking will be maintained within the new enterprise funding model for Parking Services. This means that the capital or on-going operating cost is not funded by property taxes, but by the fees and rates charged to the users who use the parking stalls. Development charges were also a planned funding source for this parking structure.

Delaying the finalization of the parking arrangements until the site design is complete benefits the City as well because there are on-going changes with the legislation, and Parking Services will no longer be an eligible service under the Development Charge Act, 1997. This means that, in approximately two years' time, the City can no longer collect this revenue. A new alternative revenue source called the Community Benefit Charge can replace this lost revenue stream; however, the regulations were released just on September 18, 2020 and staff have not yet determined the full impact.

c) Business Terms

By simplifying the overall site and having the library as a City-owned, stand-alone building at the south end of Baker District the legal agreements that were required with the original design will, in turn, be simplified. With this scenario, the purchase of the library would not require a complex strata agreement. The north block portion of the district could be severed and sold to Windmill. There would be no need for shared services agreements, and it makes the operational costs much simpler and easier to control.

The list of agreements proposed may include:

1. Agreement of Purchase and Sale (APS) of Land – simpler with this option because the City currently owns all the land. North block portion could be severed.
2. Agreement of Purchase and Sale (APS) of Land – the City buy back, significantly simpler with this alternative layout and may not be required.
3. Master Development Agreement
4. Parking Agreement and Ownership of Parking

5. Construction Agreement

The simplification of the agreements has short-term benefits, but there are also long-term gains, particularly for the library. As a stand-alone, independent asset, there would be flexibility to make any changes that might be required in the future without the complication of doing this work in agreement with a condominium.

The simplification makes both the City and Windmill respective owners of their own timelines and construction schedules and reduces complications with coordination.

d) Summary

The alternative layout for the Baker District Redevelopment provides benefit for the City of Guelph, the Guelph Public Library, Windmill Development Group Ltd. And, most importantly, the citizens of Guelph. The Baker District will boost the quality of life downtown and provide economic revitalization to more than just the downtown core. This layout will achieve the overall development goals while being more financially viable. In addition, it will provide less complex agreements for the long term and will provide improved flexibility for the future.

Financial Implications

The original and alternative site design approaches in terms of financial impacts is summarized as follows:

	Original design (in millions)	Alternative design (in millions)
Total estimated net land cost for the City including development planning and design, remediation and site servicing	\$16.2 to \$26.2	\$5.2 to \$10.2
88,000 square foot Central Library	\$67.1	\$62.0
Public Parking	\$21.0	\$13.0
Additional costs related to the redesign of the Alternative Option	\$0	\$1.5
Urban square and public space	\$2.6	\$2.6
Total estimated City capital cost of Baker District	\$106.9 to \$116.9	\$84.3 to \$89.3

The alternative option can achieve most of the existing goals of the Baker District with a potential cost avoidance of between \$17.6 million and \$32.6 million with the probable estimate of \$25 million in cost avoidance, which includes savings related to land purchases, library construction, public parking construction, environmental remediation, as well as additional costs related to redesigning the library. This,

combined with additional annual revenue from taxation and lower overall operating costs for the library and parking, make the alternative option significantly more financially viable.

As these cost pressures were identified through progressing pre-development activities, the concern for property tax levy increases and additional debt capacity in order to fund this \$17.6 to \$32.6 million was heightened. Over 20 years, an increase in this range equates to a 0.33% to 0.64% tax levy increase. The City also has no available debt capacity to absorb these pressures. This cost is in addition to the estimated \$3.5 million of net new operating costs for the public components, and \$19.7 million of currently unfunded library capital cost required for the square footage deemed to be a service enhancement above that allowable under the Development Charges Act, 1997.

The capital cost of the alternative design is fundable within the City's current base capital funding for infrastructure renewal, contaminated sites and growth except for library service enhancement component \$19.7 million. Staff are recommending a 0.39% levy increase in the 2021 budget for this reason. The operating cost of the public components will need to be refined based on the alternative design and other factors including the impact COVID-19 will have on service and program delivery. Staff are requesting the Guelph Public Library Board to have these estimates to Council in advance of the 2022 budget, when the phase-in of the budget is planned to begin.

Land Acquisition and Valuation

Land value has played a significant role in the determination of these costs and has resulted in the opinion that executing Council's original direction for Baker District would contravene section 106 of the Municipal Act, 2001. Land valuation is impacted by the site design and the view corridor, and the fair market value of the land on a site design basis was significantly lower than the escalating costs for the parcels that have not yet been acquired.

The purchase of any land not currently owned by the City does not increase the overall Baker District land value as identified in a recent land appraisal completed based on the specific development proposed for the property. Further, staff are now certain that the cost of these parcels of land will not be achieved at the current budget and the City would be responsible for the eviction of tenants, demolition of the existing buildings and completion of environmental remediation activities of which costing was not previously known.

Thus, it will cost the City significantly more to purchase the outstanding properties than expected and, based upon the appraisal, the City will not be able to recoup this value during the land sale of the entire parcel. The addition of these lands to the existing property proposal also does not increase the value of the overall development.

This creates a challenge, given that the land sale required for the private development, which has the potential to contravene the Municipal Act, 2001, which prohibits “obvious undue advantages” to the developer.

Without an alternative solution, this Baker District project is at risk of not continuing. For this reason, staff have developed the alternative site plan option being proposed with financial benefits including:

- significantly reduce costs to the City for the land acquisition by eliminating the need for the Wyndham Street properties
- increase the overall land value by simplifying the development for the land sale to Windmill as a simplified design is less expensive to develop
- reduce the costs of the library by making it a simplified, stand-alone structure that no longer requires substantial structural supports and areas for shared services
- reduce the cost for underground parking due to a simplified, stand-alone parking structure under the library, which would result in a reduction in parking spaces
- Simplify and reduce ongoing operating costs as there will not have to be extensive shared service agreements for common elements related to a mixed library, residential, retail, public and private parking space

There were several items in the original site design that contributed to lower appraised land value, including the complexity of the site, and the combination of a library and condominium in the north block. These factors contributed to a lower value than if the residential and library buildings were separate. In the alternative option, staff recommend moving the library into its own stand-alone building, which will help increase the overall land value.

Another item was the area that was allocated in the south block for the post-secondary institutional building. Land values for institutional development are significantly less valuable than for residential or retail space.

The building on the north block will now have the opportunity for more residential and commercial spaces where the library was originally located, thus increasing the overall taxable assessed value of the development. This annual property taxation increase is estimated at \$100,000, which, over a 50-year period, equates to an additional \$5 million in taxation revenue.

In order to ensure the site is ready for construction, the City is responsible for site servicing, archeological and environmental remediation totaling \$14 million, as well as the construction of the urban public spaces of \$2.6 million for a total of \$16.6 million. Staff are recommending this budget for approval in order to allow the Baker District site to move forward.

Consultations

Windmill Development Group Ltd.

Baker District Steering Committee

Guelph Public Library Board

Legal, Realty and Court Services

Business Development and Enterprise Services

Strategic Plan Alignment

The Baker District Redevelopment Project aligns with the following Strategic Plan priorities:

Powering Our Future

This project leverages partnerships and is fostering downtown business innovation to support a thriving downtown Guelph. It is a collaborative partnership, which will help grow the downtown residential, business and institutional areas. The development is contributing to a sustainable, creative and smart local economy.

Building Our Future

The redevelopment of an existing parking lot into a multipurpose mix of residential, public and commercial space is a strategic investment in the downtown area. It is a response to Guelph's growing and changing social, economic and environmental needs. It will have a mix of housing types to address the growing concerns in the city and will be working with community partners to establish a safe neighborhood.

Departmental Approval

John Regan, General Manager, Business Development and Enterprise

Tara Baker, General Manager, Finance / City Treasurer

Christopher C. Cooper, General Manager, Legal, Realty Court Services / City Solicitor

Report Author

Stephanie Guy, Project Manager, Special Projects, Business Development and Enterprise

James Krauter, Deputy Treasurer/Manager Taxation and Revenue

This report was approved by:

Antti Vilkkö, P.Eng., MBA

General Manager, Facilities and Energy Management

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2490

antti.vilkkö@guelph.ca

This report was recommended by:

Scott Stewart

Chief Administrative Officer

Office of the Chief Administrative Officer

519-822-1260 extension 2221

scott.stewart@guelph.ca

Kealy Dedman, P.Eng., MPA
Deputy Chief Administrative Officer
Infrastructure, Development and Enterprise Services
519-822-1260 extension 2248
kealy.dedman@guelph.ca

Colleen Clack
Deputy Chief Administrative Officer
Public Services
519-822-1260 extension 2588
colleen.clack@guelph.ca

Trevor Lee
Deputy Chief Administrative Officer
Corporate Services
519-822-1260 extension 2281
trevor.lee@guelph.ca

Baker District Redevelopment

guelph.ca/bakerdistrict



Committee of the Whole Baker District Redevelopment Project Update October 5, 2020





Agenda

1. September 2019 Recap
2. Project Elements Update
3. Alternative Option
4. Recommendations
5. Conclusion



September 16, 2019 Recap

Summary of motions from council report IDE-2019-100 - Baker District Redevelopment – Update and Public Component Construction Costs:

- That the following public components be approved (estimated costs):
 - a) Site remediation, site servicing, and archaeological works - \$15 million.
 - b) Urban Square and streetscape - \$2.6 million.
 - c) Public parking - \$21 million
 - Direction for staff to report back on a strategy to address the financial impact through an updated Parking Master Plan Financial Model.
 - d) Public Library - maximum of \$67.1 million
 - inclusive of a capital funding strategy that requires an estimated 0.86% increase to the property tax levy.
- That staff with the Guelph Public Library and other partners to apply for funding from the Investment in Canada Infrastructure Program – Community, Culture and Recreation Stream (ICIP:CCRS)



Project Elements Update

- Public Engagement to date
- Urban Design Master Plan (UDMP)
- Library Schematic Design – Original Layout
- Parking
- Business Terms



What We Discovered

- A shared facilities agreement is complex considering Library access, security protocols, shared utilities and spaces, long term operation and maintenance agreements and establishment of easements
- Long-term implications of a freehold strata agreement of the north block building with the library, limit future flexibility
- Construction timing of the library is tied to the construction of the north block residential tower that requires units to be sold prior to being constructed
- Shared access agreements and strata agreements would also be required for the public parking.



What We Discovered

- Acquisition of additional property is significantly higher than anticipated and does not increase the overall property value of the Baker District.
- Potential bonusing issues with the land sale
- An institutional partner has not been secured for the south block building to date
- Overall project financial viability is a concern for the project moving forward

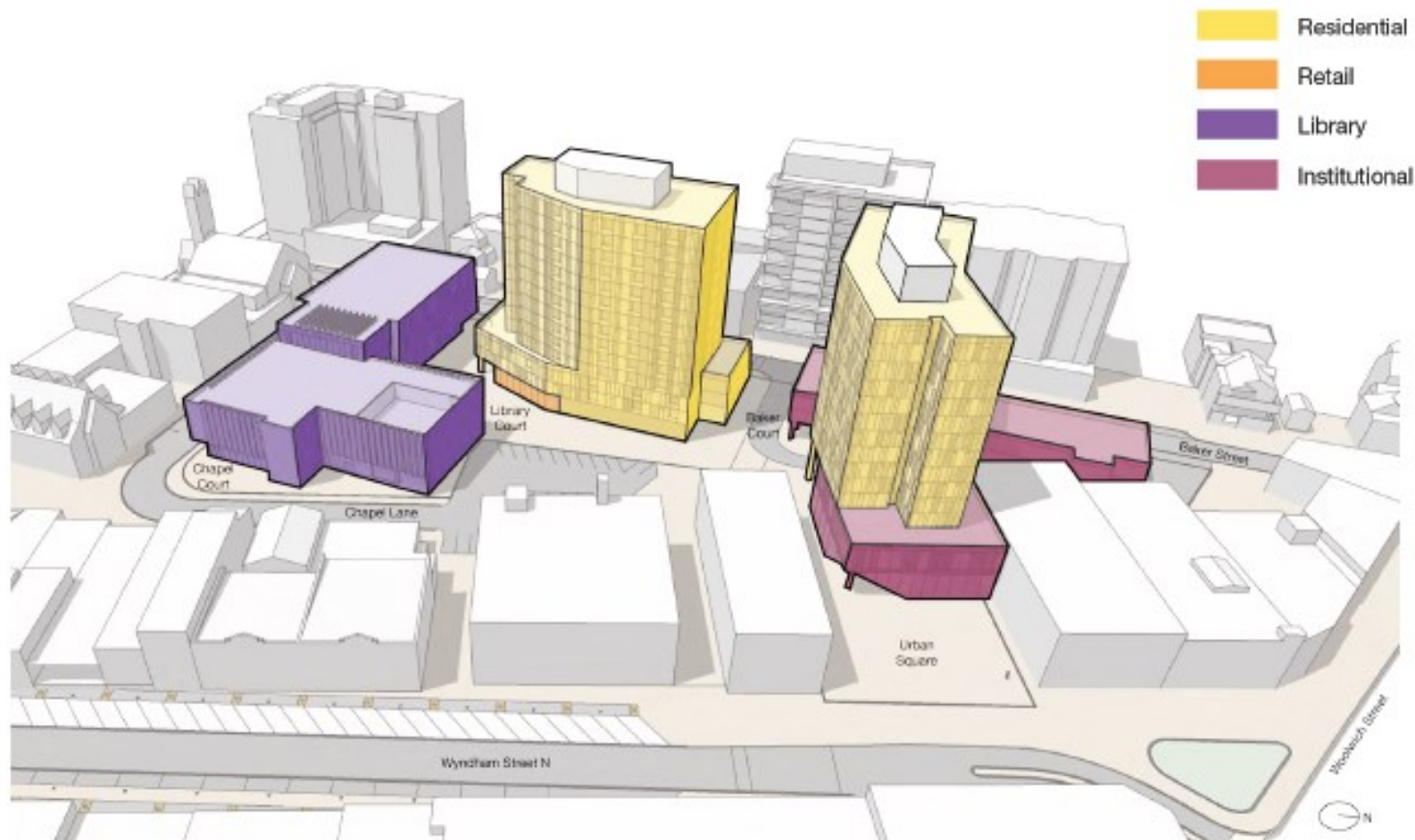


Alternative Option

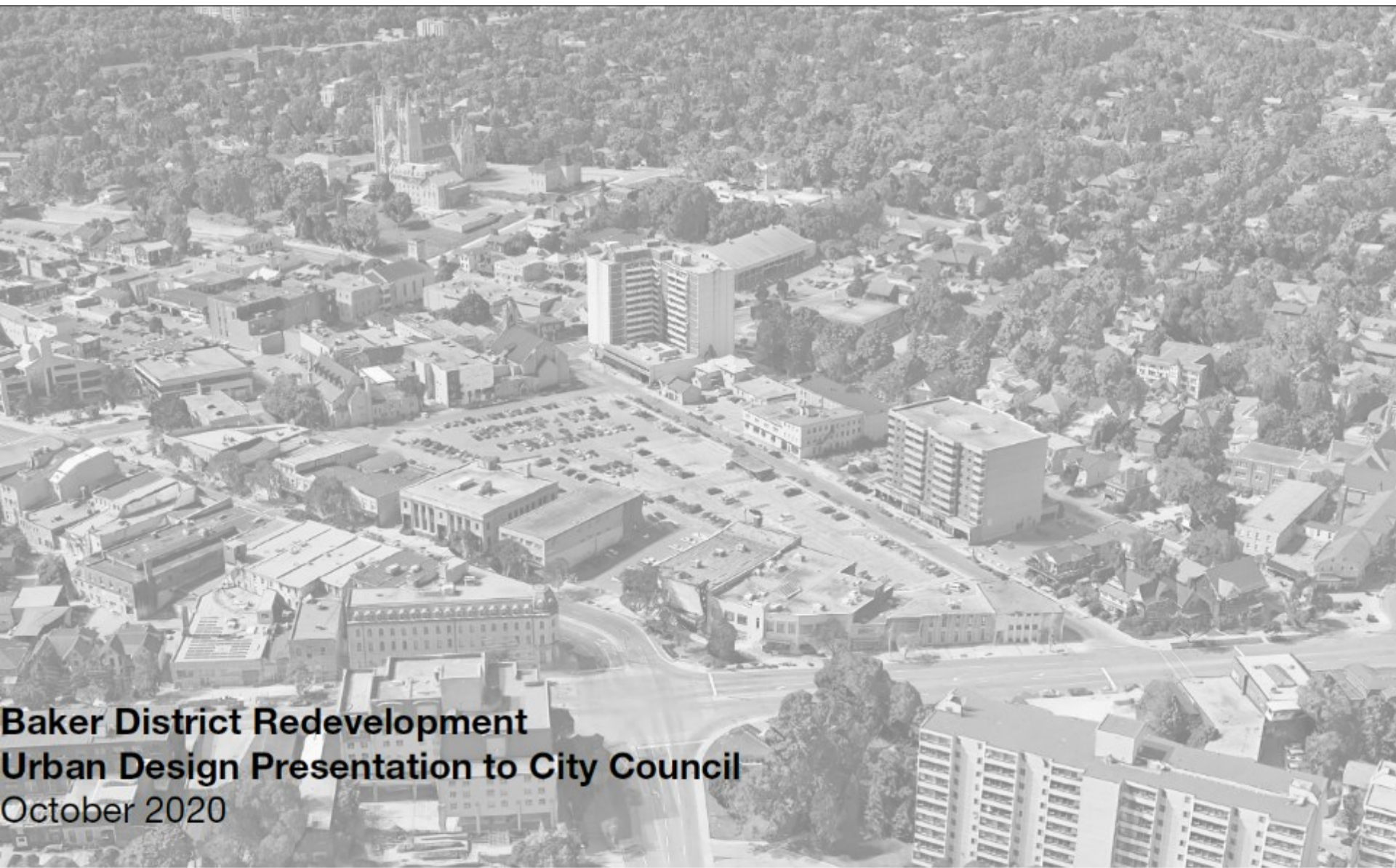
- Move the library to the south block (where the institutional space was previously allocated)
- Move the institutional space to north block building to allow for more time to acquire tenant
- North building has flexibility for additional residential or retail space if no institutional tenant is found
- Library is an independent standalone building
- Two levels of underground parking remain



Alternative Option







Baker District Redevelopment
Urban Design Presentation to City Council
October 2020

Project Boundary

- Alternative project boundary reduces frontage on Wyndham Street North by half, triggering the following design responses:
 - Library Lane no longer feasible nor practical without removing Urban Square from Wyndham frontage
 - Library frontage on Wyndham no longer feasible or practical without removing Urban Square from Wyndham frontage
- Rethink of Baker District Redevelopment in light of alternative boundary led to the following changes:
 - The Library and the Institutional uses exchange locations so that the Library can be stand-alone facility with programming, financial and construction advantages
 - The institutional use is moved to within the northern podium where it can be more easily accommodated beneath the residential tower than the large open spans of the Library.
 - Wyndham Street frontage maintained as an Urban Square, with potential retail or institutional uses animating the space
 - Pedestrian porosity through the block maintained by a series of mews and open space connections



- Current UDMP Boundary
Area: $\pm 11,950\text{sm}$
(128,620sf)
- Alternative UDMP Boundary
Area: $\pm 10,700\text{sm}$
(115,160sf)

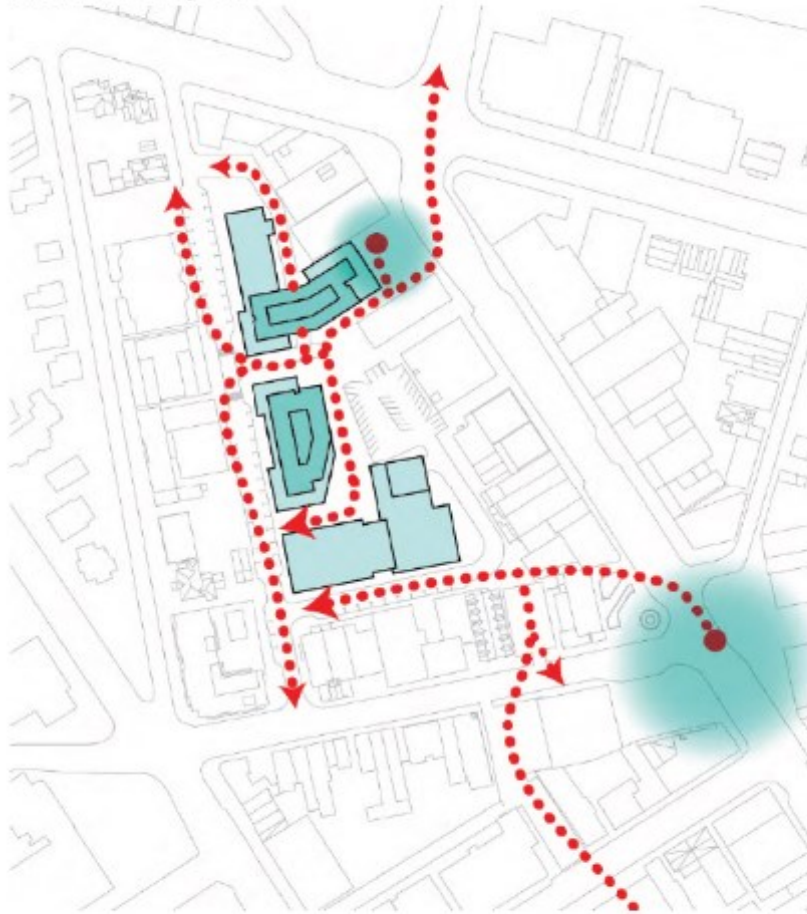
Pedestrian Circulation and Porosity:

Pedestrian and cycling circulation priorities maintained + enhanced in the alternative layout

Original Layout



Alternative Layout



Open Space Network:

Increased outdoor placemaking opportunities within alternative layout including Wyndham Square, Baker Court, Library Square and Chapel Court

Original Layout



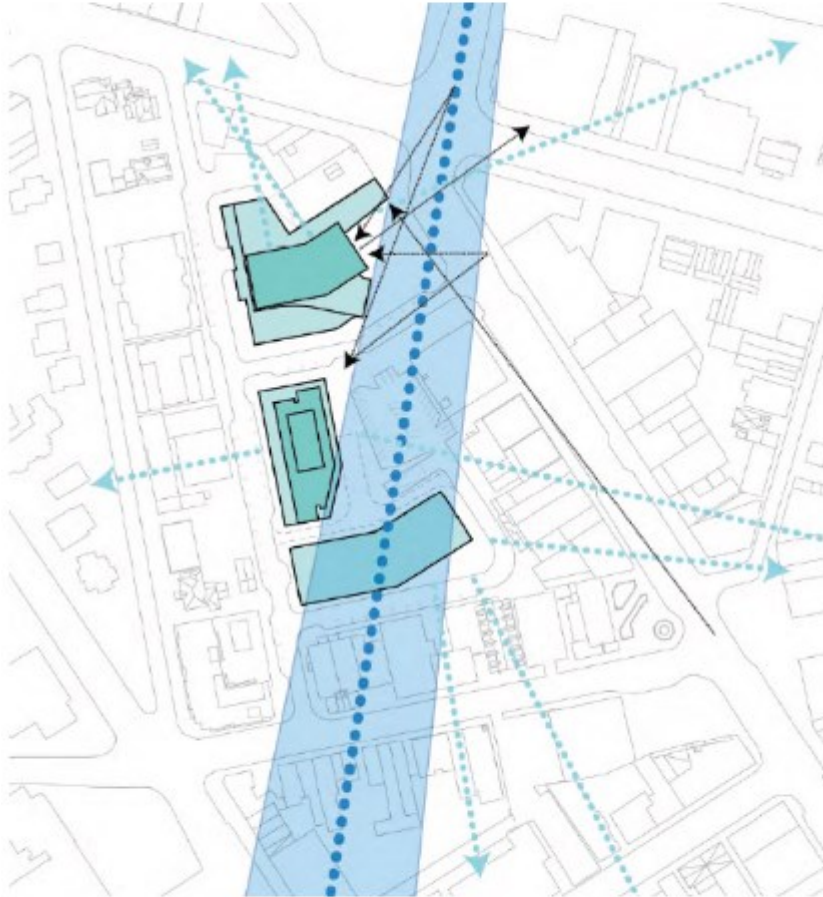
Alternative Layout



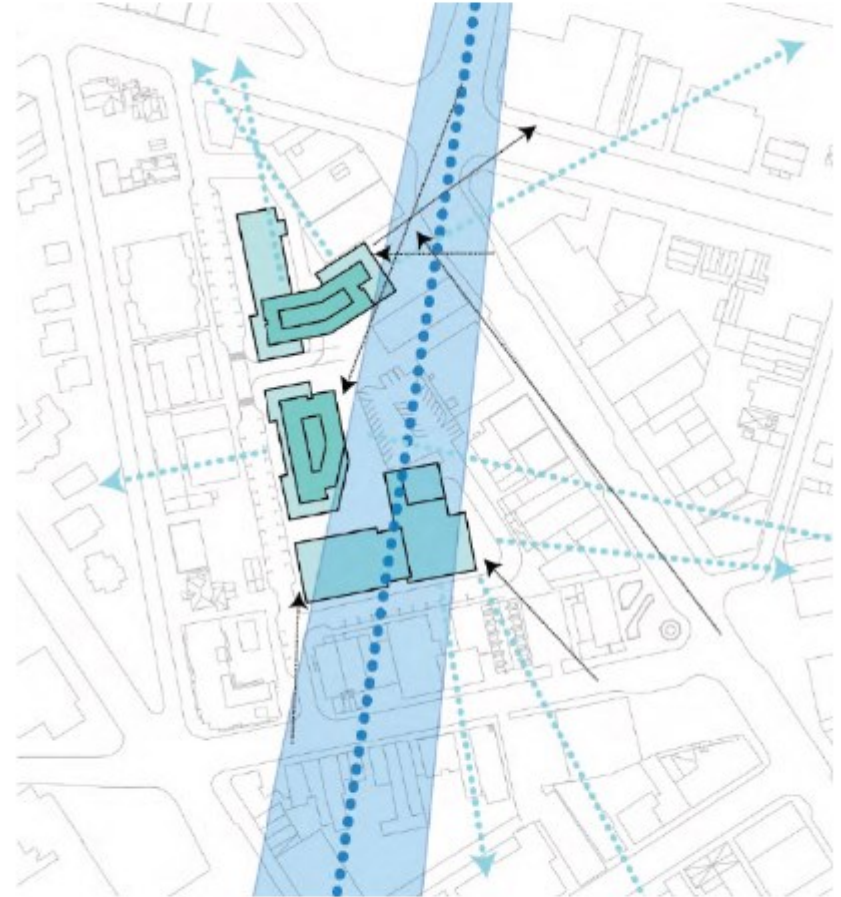
Key Views and Vistas:

View corridor to Basilica of Our Lady maintained while Library provided direct Baker Street frontage, indirect St. George's Square frontage in the alternative layout

Original Layout



Alternative Layout



Site Plan: Original Layout

- As per the submitted Urban Design Master Plan, the original layout anticipates three distinct buildings as part of the redevelopment, with two major open spaces (Urban Square and Baker Court), and one new publicly-accessible street (Library Lane) dividing the property into north and south blocks.
- The Landscape design anticipates a common language of pavers, seating and retaining walls, planting, lighting and street furnishings across the property.



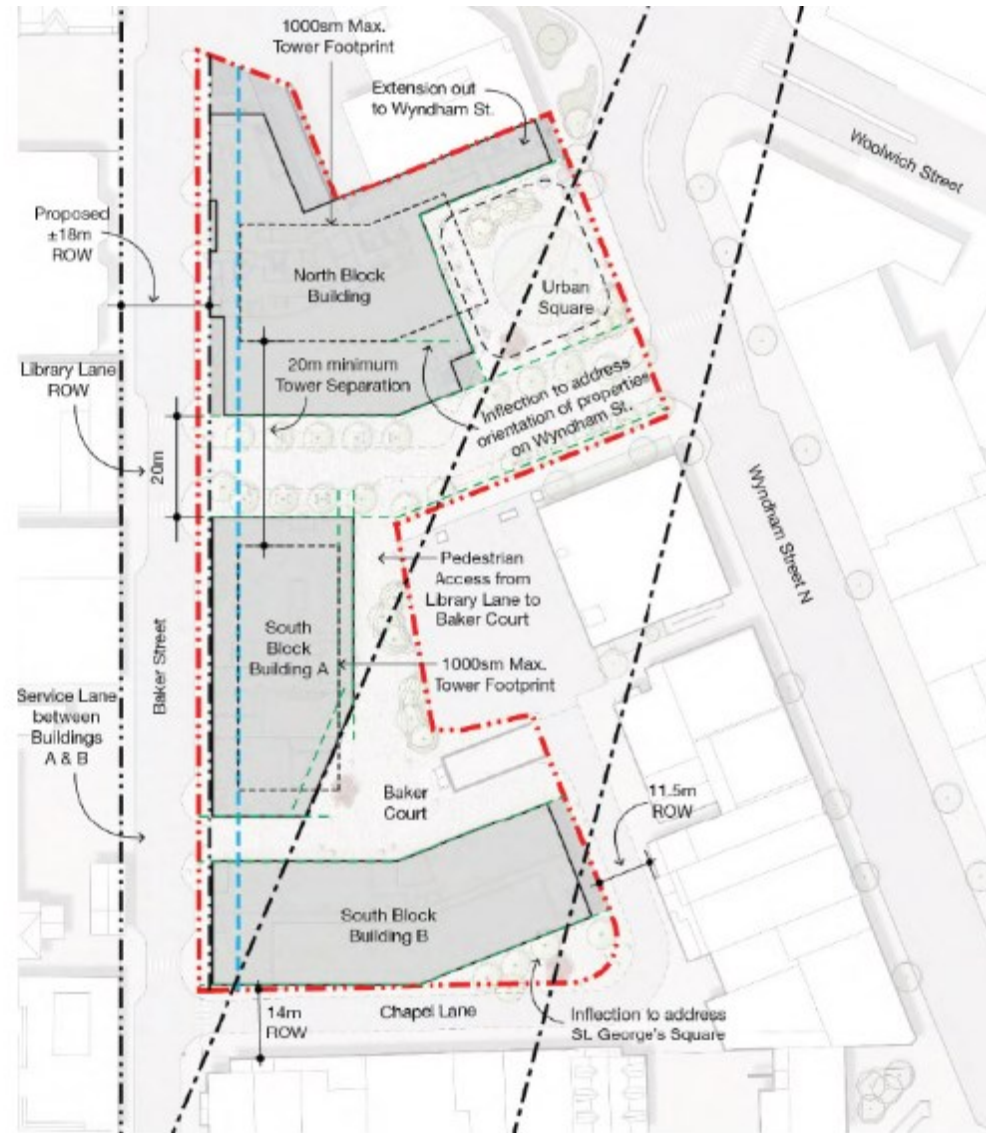
Site Plan: Alternative Layout

- The alternative layout maintains many important elements of the original design, although reorganized to suit the new distribution of uses on the block.
- The site design features as a series of open spaces connected by pedestrian mews, allowing movement from north to south and Baker Street to Wyndham Street North, through a variety of routes
- A common ground-plane paving material is continued throughout the block in keeping with its “precinct” identity
- Seating elements and planting areas are distributed across the site supporting pedestrian comfort
- Screen walls (open/closed) are angled to break down the ownership boundary between the Baker District and the County property
- The north podium is planned to accommodate an institutional user; however, the footprint is flexible enough to accommodate residential uses in the event an institutional user does not materialize.
- The residential lobbies face one-another with a recessed collonade providing weather-protection



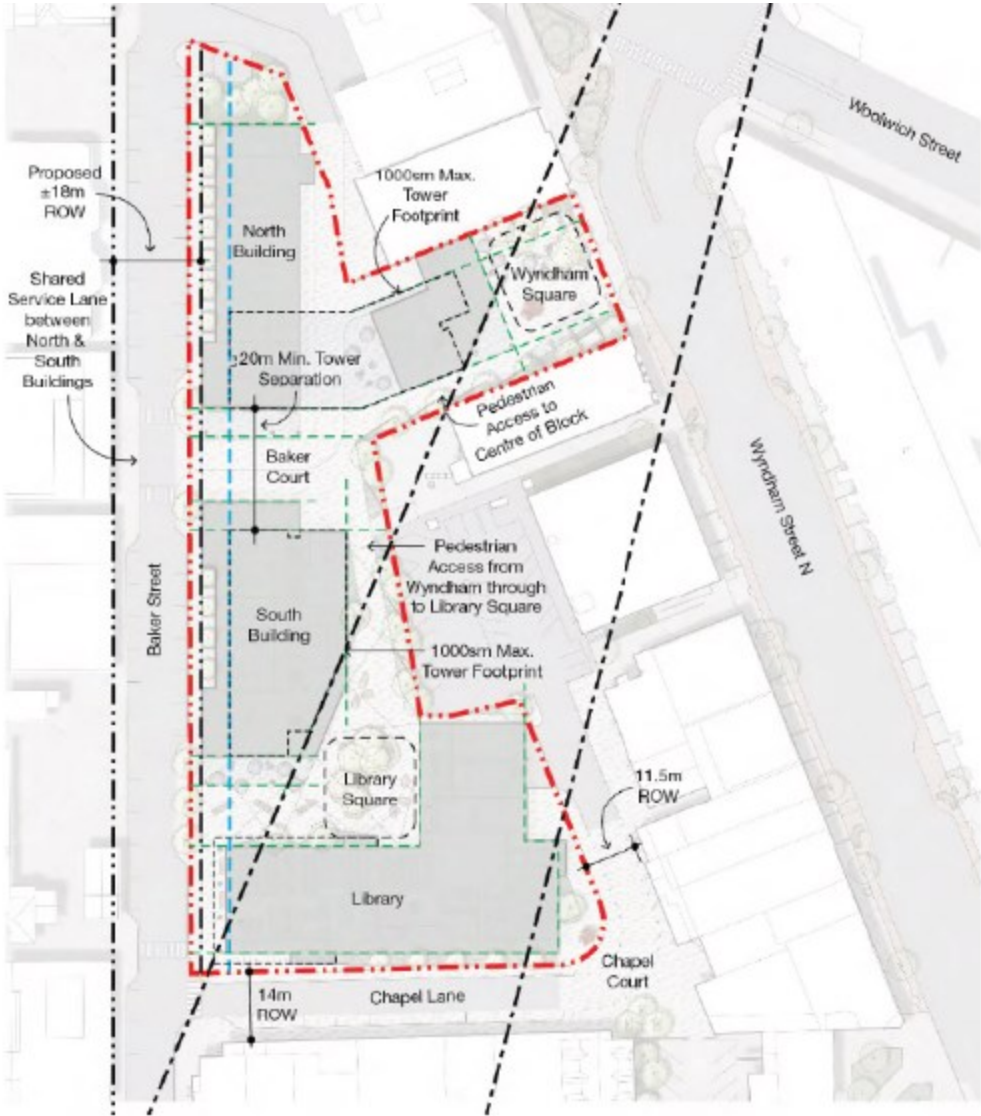
Built Form Configuration: Original Layout

- The original layout includes two 15-storey buildings separated by Library Lane, each developed in a podium/tower form, with the north 4-storey podium accommodating the Library, and the south 1-storey podium accommodating retail uses.
- A stand-alone 3-storey institutional building at the southern end of the site flanks and frames Chapel Lane.



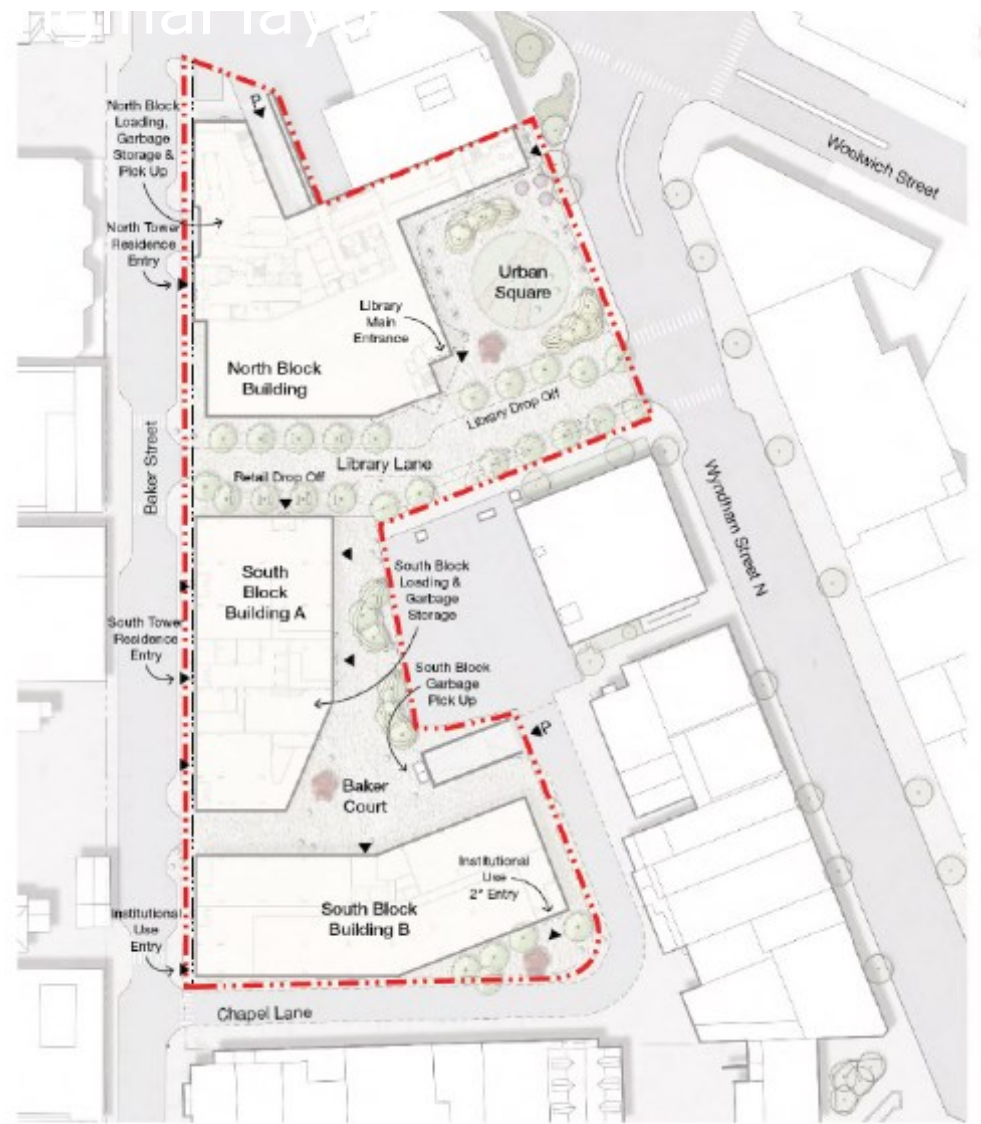
Built Form Configuration: Alternative Layout

- The alternative layout again includes two 15-storey buildings in a podium/tower format, with both buildings now including more substantial 3-4 storey podiums accommodating institutional, retail and residential uses.
- The Library is accommodated within a stand-alone building at the southern end of the site, flanking and framing Chapel Lane.



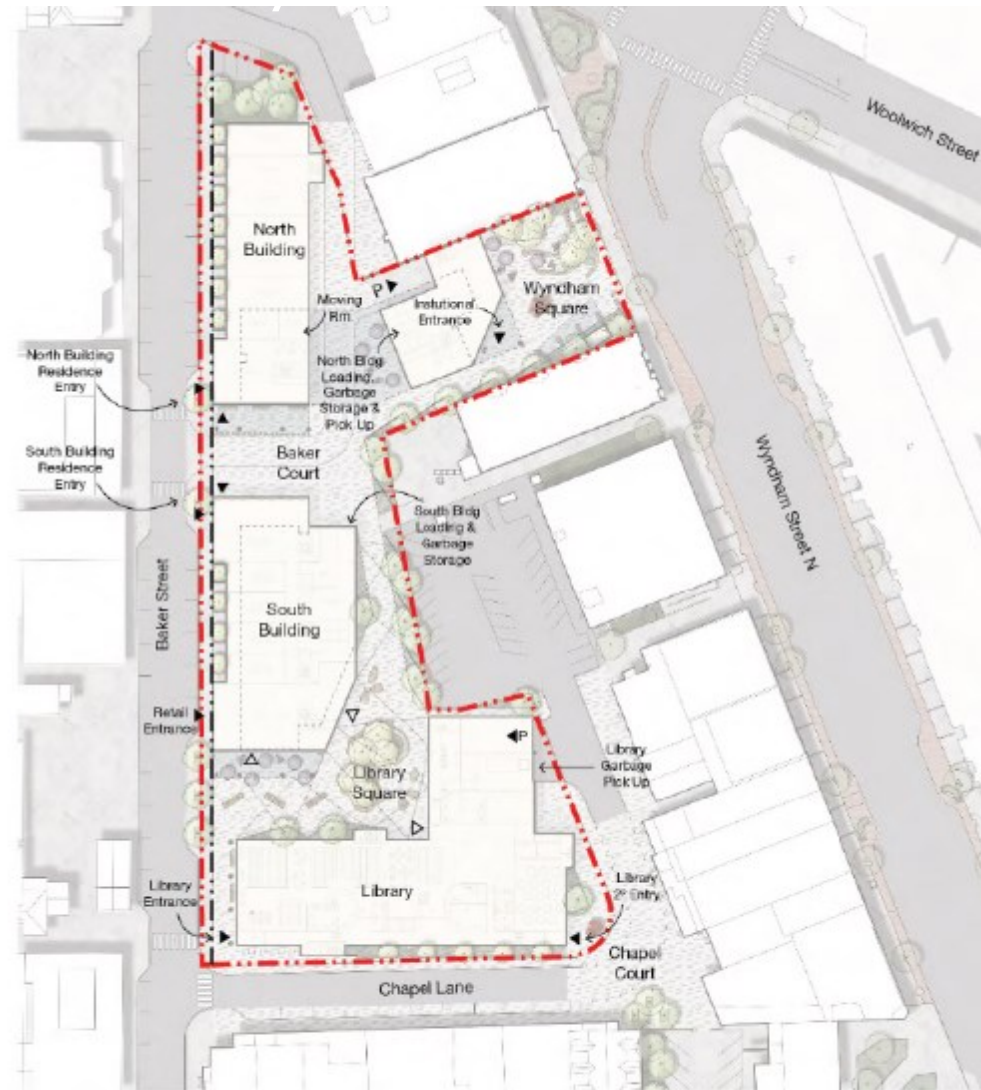
Parking + Servicing: Original Layout

- Parking is currently organized predominantly within two underground parking levels access from both the north and south ends of the property. Two ramps provided access to all levels of parking - one behind the northern portion of the north block, and the second accessed from Chapel Lane.
- Some at-grade parking is provided along Library Lane and Baker Street, presumed to be converted to two-way traffic and improved as per the “flexible street” typology within the Downtown Streetscape Manual.
- Loading is provided to the north block via an internal loading area accessed from Baker Street, and for the southern block through a shared garbage and loading area contained within Building A and accessed via Baker Street through Baker Court.



Parking + Servicing: Alternative Layout

- Parking access for the alternative layout is organized in a similar way to the previous design - two levels of underground parking accessed by two ramps located at opposite ends of the property.
- A dedicated Public parking area under the library and library court is proposed
- On-street parking is continued to be presumed along Baker Street.
- Instead of Library Lane, an internal parking and servicing roadway (designed as a curbless woonerf or shared street) encircles the northern block providing access to the northern parking ramp, garbage and servicing rooms for both residential buildings, as well as providing continued access to the adjacent rear properties on Wyndham Street.
- Loading for the Library is presumed to occur from Chapel Lane.



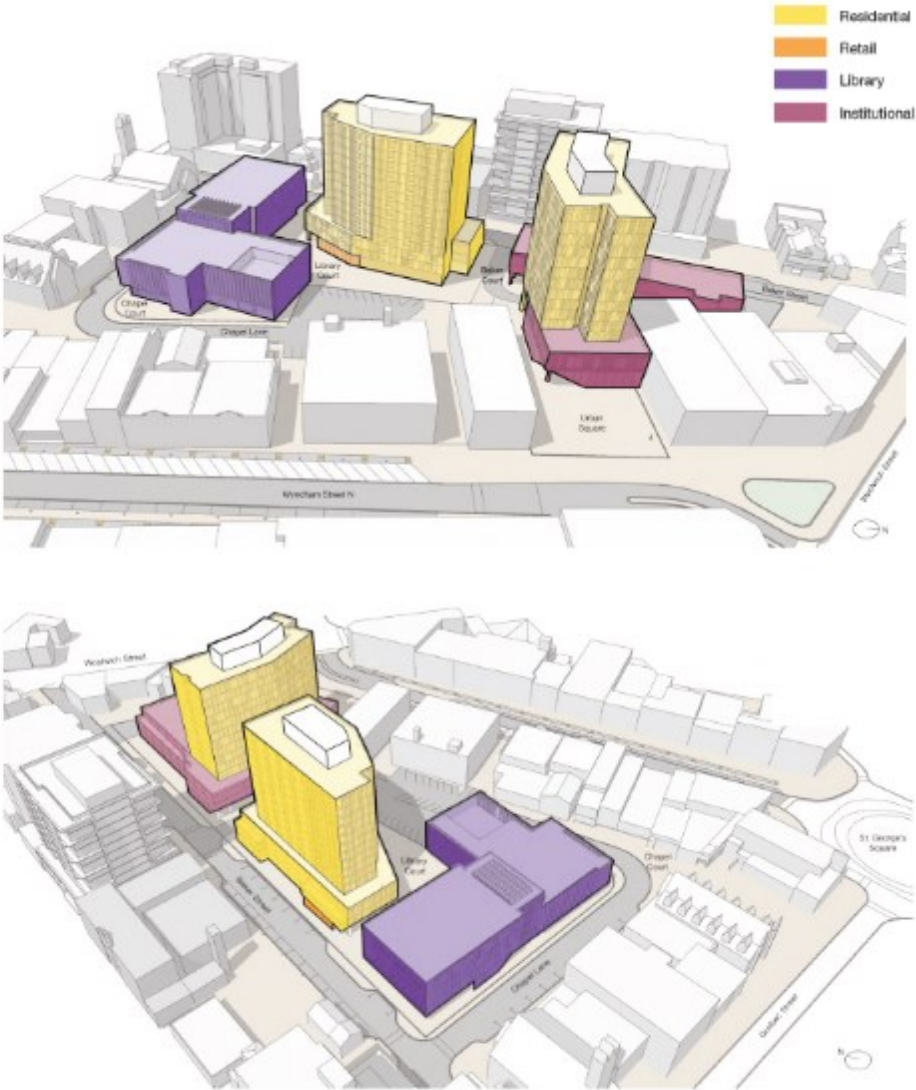
Mix of Uses: Original Layout

- The original layout includes three buildings on the property with a mixture of uses, including a stand-alone institutional building at the southern-most end of the site.
- The Library is contained within the podium of the north block.
- Modest amounts of retail is provided within the base of Building A on the south block, flanking a central residential lobby.



Mix of Uses: Alternative Layout

- The alternative layout simplifies the distribution of uses across the property, and takes advantage of the street frontages provided to position the most active and animating uses along those frontages.
- The North Building's podium and tower form is split in half at the lower levels by a service lane, allowing the portion of podium facing Wyndham Street North to have its own identity and more public/institutional use. The portion of podium facing Baker Street extends the institutional program from the Wyndam podium through to Baker Street or alternatively could be residential uses. A prominent residential lobby is positioned at the podium's southern end - facing the residential lobby of the south building.
- The South Building is primarily residential with retail at grade only on its southern edge, facing the Library. Ground floor uses are otherwise residential and setback from Baker Street, with a prominent residential lobby at the north end.
- The Library commands the southern end of the property in a stand-alone building, with entrances anticipated facing Baker Street, Chapel Lane, and Library Square.



Perspective View: Wyndham Square



Design Notes:

- A terraced garden and seating edges frame the space and GF retail / institutional use, stepping down to the street
- Informal small amphitheater potential
- Public art potential
- Walkway pergola with seating edge available to accommodate market stalls, stage cover
- Spatially open and inviting - a first stop along a series of mews connections to residential lobbies and Library
- Building responds at grade, inviting pedestrian passage and frames view through the block

Perspective View: Library Square looking North



Design Notes:

- Includes a stone island with two ledges and high clustering trees so as to provide a gathering / outdoor classroom space
- Additional limestone boulder erratics are proposed to be provided for climbing, speakers
- Overhead catenary lighting potential between buildings - creates a more welcoming and intimate space
- Retail use at southern edge of residential podium animates Library Square with patio / sheltered seating

Perspective View: Baker Street looking North



Design Notes:

- Baker Street upgraded to vibrant, pedestrian-friendly curbless flexible street
- Expanded public realm including street tree planting interspersed with parking and drop-off spaces
- Library given prominent address visible from Quebec Street
- Retail and residential frontages further north along Baker Street animate the street

Perspective View: Baker Street looking North-East



Design Notes:

- Entry point to Library Square from Baker Street flanked by Library entrance to the south (right) and retail uses to the north (left)
- High-degree of transparency lends to welcoming entrance to Library Court

Perspective View: Chapel Court looking North



Design Notes:

- Chapel Court acknowledges informal pedestrian connections to St. George's Square
- Secondary entrance to Library supports activation of Chapel Lane - paving, planting and roadway design prioritize pedestrian safety
- Servicing access to Wyndham Street properties maintained
- Library parking access at end of Chapel Lane



Alternative Option

- Improves overall financial viability of the project
- Significant savings from not acquiring additional properties
- Overall land value to increase as project simplifies
- Increased tax revenue over time approx \$5M over 50 years
- Allows for additional time to secure an institutional partner
- Simplifies legal agreements between City and Windmill
- Still achieves the original development objectives



Alternative Option

- Standalone library building has advantages:
 - Stronger identity with an independent asset, provides future flexibility
 - Simplified legal agreements
 - Lower construction costs, no shared services/spaces which simplifies security needs
 - Better control of operating costs/procedures
- No roadway puts focus on more active transportation and pedestrians
- Longer term potential to create alternative connections Wyndham St., St. Georges Square or Quebec St.



Financial Implications

Baker District Project - City Costs	Original Design (in millions)	Alternative Option (in millions)
Total estimated net land cost for the project for the City	\$16.2 to \$26.2	\$5.2 to \$10.2
Library Construction Costs, Alternative option allows for a more cost effective stand alone rectangular design of approx. 88,000 sq ft.	\$67.1	\$62.0
Public Parking - Alternative layout with approx. 170 spaces and additional shared parking options	\$21.0	\$13.0
Additional costs related to the redesign of the Alternative Option	\$0.0	\$1.5
Urban square and public space	\$2.6	\$2.6
Total estimated City capital cost of the project	\$106.9 to \$116.9	\$84.3 to \$89.3

- The alternative option can achieve most of the existing goals of the Baker District with a potential cost avoidance of between \$17.6 million and \$32.6 million with the probable estimate of \$25 million in cost avoidance. This combined with additional annual revenue from taxation and lower overall operating costs for the library and parking make the alternative option financially viable.



Capital Costs – Central Library

For 88,000 sqft main library	Alternative Option (in millions)	Funding Source
Replacement 40k sqft	\$28.2	Tax Infrastructure
Growth 20k sqft		
- 90% Development Charges	\$12.7	Development Charges
- 10% Reduction - Tax Growth	\$1.4	Tax Growth
Service Increase 28k sqft	<u>\$19.7</u>	Tax City building
Total Building 88k sqft	\$62.0	

- Includes all soft costs and FF&E
- Current library is 29k sqft, will require additional 11k sqft to meet basic accessibility standards for a total replacement of 40k sq ft and 20k sqft additional for growth requirements
- City Building funding of \$19.7M will require an additional \$1M annually from taxation through the budget for 20 years
- Calculated at \$705 per sqft



Recommendations

1. That the recommendation to proceed with the detailed development design for the alternative option site layout for the Baker District Redevelopment Project as outlined in this report be approved.
2. That \$16.6 million for site servicing, environmental & archeological remediation and the outdoor public space for the Baker District be approved and reflected in the 2021 budget.



Recommendations

3. That the construction of an 88,000 square foot library in the south block as presented as the alternative option in Report 2020-148, dated October 5, 2020, be approved at a cost of \$62.0 million, and Council approve an increase of 0.39% impact to the tax levy starting in 2021 and remain in place for 20 years, in order to fund the \$19.7 million of the library capital cost that is an enhancement to the current service level beyond that allowable by the Development Charges Act, with construction to begin in 2022 subject to updated design and service delivery reconsiderations as a result of COVID-19.



Recommendations

4. That staff be directed to maximize the number of public parking spaces in the south block and pursue sharing agreements for parking in the north block and seek budget approval as part of the 2022 budget process.
5. That staff be directed to phase-in the estimated annual tax supported operating cost of the public components of the Baker District, totaling \$3.5 million, as part of the 2021-2024 operating budget and forecast.
6. That the Guelph Public Library Board report back to Council with a detailed operating budget projection by June 2021 based upon updated design and service delivery reconsiderations resulting from COVID-19.



Recommendations

7. That staff proceed with revising the Urban Design Master Plan (UDMP), share a virtual presentation with the community to outline the changes and collect final comments for Council's consideration.



Conclusion



Baker District - Project Update - 2020-148

General Correspondence

During this tough economic times which will have fall out for many years, it is NOT in the best interest of public spending to build a new library. I'm sure a less expensive option can be found. I trust my municipal council and mayor will act prudently and support the decision to cancel a new building plan for a public library.

Thank you,
Rhonda McMahon

Hello,

I reside in ward 1 and very thankful for Dan Gibson and Bob Bell for voting no to the library in 2019.

I would like to express I do not support the library and would like to see the project cancelled.

Thank you

Sandra Swietochowska Murray and Owen Murray

Hi,

I am a tax payer living in Kortright Hills and I am AGAINST the \$67 million dollar library. Not only is the price absurd, but we have a ton of libraries and the two I visit are empty always. Even pre covid they were empty. Let's use what we already have.

Rebecca Adam

To Whom this May Concern,

In regards to the most fiscally irresponsible project I have ever seen, I cannot express loudly enough that this project needs to be 100% axed.

I am a taxpayer, and absolutely disgusted that this kind of spending was ever approved by anyone on this Council, nevermind now in the recession and pandemic

mess we are in. Why would the federal or provincial government give any money towards this? Absolute waste of infrastructure and money!!! Shame on you!

I work in Community Health Care and the lack of affordable /supportive housing is appalling. How about you actually look after your constituents and put some money to that? Or fix the roads that are a disaster? Or something as simple as grey bin pickup WEEKLY ? I could go on.

Thank God I am in Ward one with a common sense Councillor. The nonsense about the fenced Dog parks and now this, you are quite the group. Seems pretty cliquely and crooked to me. I also hear someone in this group has a vested interest in this project occurring.

You should look at the petition and watch the emails come in, the City of Guelph is speaking. No 20 year tax levy for us, thanks.

Stephany Reeves

To whom it may concern,
When we moved to Guelph seven years ago, the sky high taxes were our only hesitation but we decided to work our asses off in order to make ends meet. Now, after seven years living here, we are very close to needing to move away somewhere where the taxes are reasonable. Our taxes have shot up from \$6,000 to \$8,000 in seven years, for many different reasons including an MPAC re-assessment but mostly because of YOUR irresponsible spending. Absolutely unacceptable and disrespectful of our hard earned money!!! And they will inevitably keep increasing without even considering this ridiculous over-priced library! Sure, libraries are somewhat necessary in this day and age for a very small fraction of people but our libraries are already functioning as is. Seven of them! We have taken the time to check them out to see for ourselves what the problem is and why we desperately need this new library. It makes no sense because they seem to be functioning just fine...and they are mainly empty. For the majority, I cannot imagine why anyone would need to even step foot in a library. Our library is now the Internet, which the vast majority have access to and it is basically FREE information. I cannot even remember the last time that myself, my family, or any other friend or family that I know has needed to step into a library. You better believe that this ridiculously over-priced, unnecessary library will go way over budget because 100% of the time these projects ALWAYS do. You would be naive to hope otherwise. And the taxpayer is the one that pays for it every time.

Let me tell you, if we weren't following the politics of the city of Guelph before, we are certainly following very closely now and we are very much aware of the out-of-touch, irresponsible counselors that voted for the library and all of the other over-the-top spending at the city as well. The Covid pandemic should have caused a complete 180 but the irresponsible ones continue to push to spend our tax dollars and we will not let this go unnoticed.

Good luck at election time! Time to turf the old and get some responsible representatives voted in.

Dean and Ramune Beattie

For starters, I would love to know what pros and cons were evaluated by my Ward 4 Councillors in the initial decision for you both to vote in favor of a \$67M budget for a new city library. Also, how much community engagement did you do **within our Ward 4 for you both to vote in favor** of this project and its expensive price tag? Other area municipalities have upgraded their libraries with a much less budget (e.g., City of Kitchener's \$40M library improvement project).

I am not arguing against the idea of upgrading our city library system, but I suspect that the city could have evaluated other options that would improve on what we have, and consider the economics of the project higher up on the evaluation criteria list, keeping in mind that tax payers are already getting stretched as it is.

And now with the current economic impacts due to COVID-19, increased pressure on city budgets and the taxpayer will be felt for years to come. With this in mind, the library project and its \$67M budget should be at least postponed indefinitely, until the city finances are better understood in the next 1-2 years. In addition, you should be considering alternative approaches for library upgrades, which can find a happy medium between better library infrastructure and the cost burden on the tax payers. \$67M is not what I would call a community "need", but rather a budget that way beyond "need" and into the "nice to have" category. Money can be better allocated to ensure that all "must-have/need" projects are considered when using \$67M. One example - the city still needs a new South end rec centre, and I don't even live in that Ward yet I see and realize the need for one.

You should take a look at the amount and content of the recent social media postings on this matter. My view on this is well supported by many taxpayers of our city.

Regards,
Jason Rice
Ward 4 Resident

Dear Mayor and Members of Council,

Please respect the plight of tax payers for years to come and revise the proposed library project. The scale is massive. Libraries are important and indeed the current library is old, but the scope of the proposed library is far beyond our financial limits.

We would be ignorant to not assume cost overruns will occur, this will be bigger than \$67 million. This is a lofty expectation to put on the shoulders of the tax payer in today's economic environment. Do not jeopardize our credit rating for a project larger than what we need. All levels of government will struggle with reduced revenues related to coronavirus, the money is drying up. Now is clearly not the time to proceed with this project. Use this time for planners to revise the size of this project.

Thank you, Judy MacEachern

To Whom this May Concern,

I am writing to express my serious concern with the proposed \$67 million dollar library new build that was passed by Council.

As a Guelph citizen, homeowner and Guelph-based business employee, I spend the vast majority of my time in Guelph, supporting local businesses and services, and paying my property taxes. Our family is proud to be doing their part to be good upstanding citizens. We are excited to begin our family, in the City of Guelph.

Growing up in Milton, Ontario, my family would often visit the (now old) Milton Public Library, which was the lone library at that time. It was small and cozy, jammed packed with books, magazines, movies and other resources such as programs, experienced associates to assist with research and quiet areas for reading. My family would spend the day participating in reading and children programs, renting VHS movies and CDs, and as I got older, participating in resume building courses and utilizing the space for school work since we didn't have a family computer for a few years. I have many wonderful memories from our years in Milton. I share this to note that I am not blind to how vital libraries and their many services are to a community.

All our social services, like our libraries require adequate funding to provide their services and a safe space for all who need it - children programs, senior citizen support services, addictions and homelessness services, etc. What we need to remember is that those who contribute to paying for these services are already at their breaking point, and have been pushed even further due to COVID-19.

COVID-19 has thrown us all for a loop, to put it bluntly. Jobs and wages have been cut or lost all together. Businesses have closed or are operating at the bare minimum resulting in severe layoffs. Everyday expenses have increased with zero assistance from service providers, and most importantly, our property taxes and rent/mortgages are still to be paid, in full.

People are at risk of losing their homes and businesses, and this risk will be with us all for some time. Not to mention how already financially stressed our citizens are with the current cost of housing (both rentals and home ownership) with such limited supply, and how high property taxes are already.

Hard decisions have been made by Council during this pandemic; services cut or minimized, projects placed on the back burner, and moving quickly to implement new programs or initiatives to support our local businesses and services to get them through the pandemic. Your leadership does not go unnoticed. What seems to go unnoticed is how this decision is going to affect every single tax payer in Guelph.

Living in Guelph is a luxury. We have local businesses and services that welcome you like family, beautiful architecture and a rich history that we are proud of, organizations that support each other, and we believe we have a local government that cares about its People.

This is not the time for us to change. I urge you to review your decision in a new light, and take into account what we have all gone through and will continue to go through. Remember that what makes Guelph so great are the citizens of this city, who are from all walks of life. This is not the time to take on more debt. If we continue to increase property taxes in the City of Guelph and stay on this trajectory of making living in Guelph unobtainable and impossible, we are going to lose what Guelph is all about; its People.

Cancel this new build, or postpone for the time being. Focus on ensuring your citizens, local business owners and social services are managing. Let's get our City back on financial track.

Because frankly, we can't afford it.

Thank you for your consideration,

Chelsea Woolley

To city clerks and council

To Mayor Guthrie (there are changes from original email)

I am writing about the library controversy. I moved to Guelph in 2004, from Timmins Ontario. In Timmins we had a severely unfit library and the city built a new one. However, in that case it was much less expensive even if adjusted for inflation. I donated \$100 to the construction effort. In Guelph, there seems to be an effort to build a monumental building. I have been told that you don't support the construction at this time. I agree that this is not the time to spend our way into massive debt. Does anyone really know when the COVID crisis will end? When the world health and safety situation is clear and the economy is on track, possibly with a city surplus, it would be advisable to build a modest working library. In my opinion, you are on the right side of the debate.

Thank you,

Peter Landriault

Please reconsider this massive expense in light of Covid-19's impact on the global and local financial environment, the lack of matched government funding, and the absolutely immense and long term financial impact on the city of Guelph and its taxpayers.

Smaller deployment of focused projects would be better use of library budget such as improved IT department, additional emergency shelter for our large homeless population, or a smaller renovation with an eye towards a future use of the facility when we have the ability to upgrade appropriately. Guelph's citizens can't afford this, and neither can our coffers.

A vote in favour of this build at this time is one out of touch with its already financially strapped taxpayers.

Sincerely, Colleen Sorensen