



**City of Kingston
Report to Council
Report Number 18-004**

To: Mayor and Members of Council
From: Lanie Hurdle, Commissioner, Community Services
Resource Staff: Paige Agnew, Director, Planning, Building & Licensing Services
Date of Meeting: December 5, 2017
Subject: Award of Contract - Central Kingston Growth and Infill Strategy

Executive Summary:

The purpose of this report is to seek Council approval to award the contract to undertake the Central Kingston Growth and Infill Strategy pursuant to Request for Proposal (RFP) F31-CS-PD-2017-2.

The RFP was issued on August 21, 2017 seeking the provision of professional services from qualified consulting firms to complete the Central Kingston Growth and Infill Strategy. The RFP closed on September 27, 2017 with a total of four proposals received. A review team comprised of city staff evaluated each proposal based upon criteria established and specifically documented within the RFP. The review team concluded that the proposal provided by WSP Canada Group Limited, which was not the lowest bidder for the work, ranked first in scoring, offered the most comprehensive submission in response to the RFP, and the best value for the City of Kingston to complete the Central Kingston Growth and Infill Strategy.

Staff is not recommending the lowest bid for this project; therefore, Council approval is required to proceed with the recommended proposal as per the city's Purchasing By-Law Number 2000-134.

Recommendation:

That WSP Canada Group Limited be awarded the contract for the Central Kingston Growth and Infill Strategy, RFP Number F31-CS-PD-2017-2, at a cost of \$352,431, plus applicable taxes; and

That Council authorize the Mayor and Clerk to enter into an agreement with WSP Canada Group Limited to provide professional consulting services for the Central Kingston Growth and Infill Strategy, in a form satisfactory to the Director of Legal Services.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

Lanie Hurdle, Commissioner, Community Services

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

Consultation with the following Members of the Corporate Management Team:

Desirée Kennedy, Chief Financial Officer & City Treasurer Not required

Denis Leger, Commissioner, Corporate & Emergency Services Not required

Mark Van Buren, Acting Commissioner, Transportation & Infrastructure Services Not required

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Options/Discussion:**Background**

Some residential areas of Central Kingston have experienced a significant amount of pressure for infill development over the years that has resulted in the construction of additions and the demolition of existing buildings for the construction of larger scale residential rebuilds and intensification through the conversion of a single-unit dwelling into a dwelling having two or more units. Such developments have raised public concern regarding their impact on the built form and character of the affected neighbourhoods.

In response, the city considered implementing an Interim Control By-Law in early 2017 aimed at limiting new development or alterations to existing development in the Portsmouth, Williamsville and Sydenham electoral districts, being the areas where growth pressures appear to be the greatest. The growth pressures have often been associated with the increasing student population at the two post-secondary institutions (Queen's University and St. Lawrence College) located within this area. At the January 24, 2017 Council meeting, staff were directed by Council to undertake an appropriate Land Use Study in respect of the city's existing policies and regulations regarding residential intensification within the three electoral districts, in order to provide a detailed assessment of development and/or conversion pressures and specific recommendations to guide the future of this area. Council also asked that a Public Meeting be held to receive feedback from residents on the draft Interim Control By-Law and directed staff to report back to Council with options/recommendations.

A comprehensive report ([Report Number 17-139](#)) was provided to Council on May 2, 2017 that offered information related to:

- The Official Plan policy framework that guides infill and intensification in the city;
- The existing zoning by-laws and the new city-wide Zoning By-Law Update,
- The purpose of an Interim Control By-Law and a review of interim control by-laws in other Ontario municipalities;
- The land-use planning concerns and other issues identified through the public consultation process;
- The merits, limitations and risks of implementing an Interim Control By-Law in the three electoral districts; and
- An alternative approach that included a number of short-term and long-term recommendations to respond to the complexity of land use and other issues identified through the public consultation process.

Staff recommended to Council that instead of focusing a study on the three electoral districts, that the preparation of a growth and infill strategy be undertaken that holistically considers the larger residential area of Central Kingston. Council approved the recommendations of [Report Number 17-139](#) on May 2, 2017. The recommendations related to the Central Kingston Growth and Infill Strategy are provided below:

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That staff be directed to prepare the terms of reference for the City-Central Growth and Infill Strategy as discussed in Report Number 17-139; and

That the terms of reference for the City-Central Growth and Infill Strategy be presented to Council by August 2017.

The terms of reference were presented to Council on August 8, 2017 through [Report Number 17-215](#). At the meeting, Council passed the following motion concerning the terms of reference and the Request for Proposals (RFP):

That the terms of reference for the Central Kingston Growth and Infill Strategy, attached as Exhibit A to Report Number 17-215, be endorsed by Council; and

That Council approve a budget of up to \$400,000 funded from the Working Fund Reserve to complete the Central Kingston Growth and Infill Strategy; and

That staff be directed to issue the Request for Proposals for the Central Kingston Growth and Infill Strategy.

The RFP was issued on August 21, 2017 seeking the provision of professional services from qualified consulting firms with expertise in land use planning, urban design, cultural heritage planning, civil engineering, transportation planning, and public consultation and community engagement to complete the Central Kingston Growth and Infill Strategy. The RFP closed on September 27, 2017 with a total of four proposals received from the following consulting teams (alphabetical order by lead consultant):

- Dillon Consulting Limited;
- SGL Planning & Design Inc. in association with AECOM;
- Stantec Consulting Limited in association with Letourneau Heritage Consulting Inc.; and
- WSP Canada Group Limited in association with Brook McIlroy and Carl Bray & Associates Limited.

Evaluation of Proposals and Selection of Consultant

The review team consisted of staff from the Planning, Building & Licensing Services Department. As servicing considerations and community engagement are a critical part of the study, a staff member from both Utilities Kingston and Strategic Communications was also involved in the interview process for the short-listed consulting teams. The evaluation process, which was outlined in detail in the RFP document, included the following evaluation criteria and points:

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| • Understanding of project objectives | 10 points |
| • Company profile and experience and qualifications of the project team | 25 points |
| • Proposed work plan and quality of approach and submission (including 10% assigned to the proposed Community Engagement Plan) | 40 points |
| • Accessibility Standards for Customer Service, Ontario Regulation 429/7 | 5 points |
| • Pricing and related costs | 20 points |

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As per the details in the RFP, evaluation points for the pricing and related costs were awarded using a pro-rated methodology whereby the lowest priced submission received the maximum available points (20).

After a preliminary review and ranking of the four proposals, staff developed a short-list of the top three proposals based on an interim scoring, which included:

- Dillon Consulting Limited;
- Stantec Consulting Limited in association with Letourneau Heritage Consulting Inc.; and
- WSP Canada Group Limited in association with Brook McIlroy and Carl Bray & Associates Limited.

Representatives from the three consulting teams were invited to meet individually with the review team and to present the key highlights of their proposals. The presentations were followed by a question period that provided the review team with an opportunity to confirm, clarify and further explore elements of the proposals. Information provided as part of these consultant interviews was then used as an additional means to finalize the proposal scores of these three consulting teams.

The evaluation of all of the proposals by the review team has concluded that the proposal by WSP Canada Group Limited provides the most thorough submission in response to the RFP, and also represents the best value for undertaking the Central Kingston Growth and Infill Strategy. The table below summarizes the evaluation information related to ranking, price and number of project hours for each of the four proposals.

Rank	Consultant (Lead)	Price (excluding HST)	Total Hours	Ranking Value (%)
1.	WSP Canada Group Limited	\$352,431.00	3,029.5	92.5%
2.	Dillon Consulting Limited	\$391,562.50	2,461.0	73.7%
3.	Stantec Consulting Limited	\$389,703.93	2,147.0	72.7%
4.	SGL Planning & Design Inc.	\$326,255.00	2,916.0	65.0%

WSP Canada Group Limited (WSP) is a professional services consulting firm comprised of planners, engineers, technicians, scientists, surveyors and environmental specialists. WSP has offices across Canada, with its head office located in Montreal. The consultant team will be led by Ms. Alison Luoma from WSP and will include additional expertise from Brook McIlroy – an architecture, landscape architecture, planning and urban design firm with offices in Toronto and

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Thunder Bay; and Carl Bray & Associates Limited – a Kingston based firm specializing in the research, evaluation, planning and development of cultural heritage resources.

The following outlines the composition of the consulting team:

- WSP Canada Group Limited – project management, land use planning, urban design, community engagement, and servicing and infrastructure;
- Brook McIlroy – urban design; and
- Carl Bray & Associates Limited – cultural heritage.

The work plan proposed by WSP includes the following four phases:

1. Discovery: This will include the project start up process and finalization of the community engagement plan, a review of background materials and an existing conditions analysis.
2. Options and Recommendations: The second phase will include the preparation of draft urban design guidelines and 3D visualizations, an identification of potential intensification areas and the preparation of a draft servicing and infrastructure plan.
3. Policy Directions: This phase will include the preparation of draft Official Plan policy recommendations, draft zoning recommendations, and finalization of the urban design guidelines and the servicing and infrastructure plan.
4. Final Reports: The fourth stage will include the preparation of the final reports and presentation to the Planning Committee.

The first three phases of the study will be supplemented by an extensive community engagement program. The community engagement program will build on the city's Public Engagement Framework and engage a wide cross-section of the public through innovative approaches that result in a vision that is "in Kingston by Kingston". The community engagement approach proposed by WSP includes the use of traditional methods, social media and hands-on engagement activities, such as neighbourhood audits, stakeholder interviews, interactive hands-on workshops, and the use of video vignettes, 3D visualizations and online engagement platforms.

Based on the formal evaluation process, staff recommends the award of the contract for the Central Kingston Growth and Infill Strategy to the consulting team from WSP. The team demonstrated the highest degree of capacity to deliver the criteria established in the RFP and the expertise sought. The work plan from WSP is well-defined, with opportunities for community engagement built throughout the study process prior to finalization of the reports and presentation to the Planning Committee.

Next Steps

The Central Kingston Growth and Infill Strategy will be approximately 18 months in duration and will begin once the consultant selection has been finalized and the contract executed.

Planning Division staff has been working on a "Background Report" to help provide a context for the study process, focusing on topics such as: distinct character areas within the study area, existing transportation system, cultural heritage resources, demographic profile and student enrollment information at the post-secondary institutions. The Background Report will be

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provided to the successful consulting team and will also be made available to the public on the city's webpage for the Central Kingston Growth and Infill Strategy.

The creation of a community working group is an important component of the project. The recruitment process for the community working group has already been initiated by the Clerk's Department. The applications received will be forwarded to the Nominations Advisory Committee, with final approval made by Council.

Existing Policy/By-Law:

By-Law Number 2000-134 A By-Law to Establish Purchasing Policies and Procedures

Notice Provisions:

Not applicable

Accessibility Considerations:

Not applicable

Financial Considerations:

On August 8, 2017, Council approved a budget of \$400,000 to be funded from the Working Fund Reserve to complete the Central Kingston Growth and Infill Strategy.

Contacts:

Paige Agnew, Director, Planning, Building & Licensing Services 613-546-4291 extension 3252

Sukriti Agarwal, Project Manager, Planning Division 613-546-4291 extension 3217

Other City of Kingston Staff Consulted:

Not applicable

Exhibits Attached:

Not applicable