

To: Members of the Committee of the Whole

From: Jeffrey Humble, Director, Planning and Development Services

Meeting Date: September 5, 2017

Subject: Report PLPD17-002

Urban Park Development

Purpose

A report seeking approval for the conceptual design of the Urban Park and to recommend an initiative to pursue a Public – Private Partnership for a new building fronting on King Street abutting the Urban Park.

Recommendations

That Council approve the recommendations outlined in Report PLPD17-002 dated September 5, 2017, of the Director, Planning and Development Services, as follows:

- a) That the presentation on the Urban Park be received by Council.
- b) That the conceptual design of the Urban Park be approved, in accordance with Exhibit B attached to Report PLPD17-002;
- c) That Staff be authorized to prepare a Request for Proposals for a building fronting on King Street that contains space for private sector use and public space needed in support of the Urban Park; and
- d) That the Urban Park operating costs, including 1.3 FTE staff, be included in the 2019 budget.

Budget and Financial Implications

The Charlotte Street Renewal and Louis Street Urban Park project's estimated total cost is \$11,500,000. The Council approved budget for the portion pertaining to Louis Street Urban Park project is \$5,990,000 (2017 Capital Budget Project Reference 7-1.02) which is sufficient to accommodate the development of the park. The total estimated cost to develop the Urban Park including the park facilities building is \$5,566,000. Of this \$750,000 has been expended and committed for consultant fees and geotechnical work, and \$4,816,000 remains for the Urban Park construction. The total cost to develop the Urban Park can be accommodated within the uncommitted approved budget.

The balance of funds approved in the 2017 Capital Budget (\$424,000) will go toward the future Charlotte Street reconstruction from Aylmer Street to Water Street. Additional funds would need to be secured through the 2018 and 2019 Capital Budget to implement the renewal of Charlotte Street, including the streetscape improvement in front of Peterborough Square. The preliminary costs estimate, including underground works, is \$6,000,000.

The annual operating and maintenance costs associated with the Urban Park are estimated to be \$212,000. This impact will be reflected in the 2019 operating budget. There will also be a decrease in parking revenue of \$37,000 annually due to the closure of the Louis Street Parking Lot and elimination of some on-street spaces. The 2018 budget will reflect a partial year loss in parking revenue when construction commences, and the total loss will carry forward in 2019.

Background

In February 2014, Council approved the conceptual design of the Urban Park at Louis Street (Report No. PLPD14-012). The design included a large multi-use oval area, which could accommodate summer time activities such as the Downtown Farmers' Market and winter time activities such as skating. The plan included a park facilities building together with a large stage, which effectively divided the space for the park (Refer to Exhibit A).

Early this year, Council resolved to purchase the property at 220 King Street (the former Shish Kabob Hut restaurant). Originally, the conceptual design of the Urban Park included a new building approximately in the middle of the site. The purchase gave the park some valuable frontage on King Street on which to construct a new park building that would not divide the park space.

The purchase of the property at 220 King Street and combining it with the Urban Park necessitated a change to the conceptual design.

The Revised Conceptual Design

Planning Staff and the AECOM design team (the consultant) reconceptualised the design of the Park (Exhibit B) taking into consideration the new location of the park facilities building, the incorporation of a portable stage and the contemplated redevelopment of the property at 225 Charlotte Street. The design team also wanted to explore ideas to enhance the experiential quality of the park. However, the program developed through the Urban Design Study completed in November 2013 was not to be compromised.

A recap of the programming developed for the Urban Park is as follows:

Warm Weather Season

- The Downtown Farmers' Market
- Large Public Gatherings (e.g., Canada Day Celebration)
- Park Facilities Building (washrooms, storage, indoor/outdoor seating areas, heated zamboni garage and small office for a park attendant)
- Temporary Art Installations
- Seating / Moveable Furniture
- Performance Venue (stage)
- Community BBQ (e.g., Rib-fest)
- Interactive Water Feature(s)
- Children's Summer Camp
- Children's Library Program/ Art Lessons

Cold Weather Season

- Ice Skating
- Large Public Gatherings (e.g., New Years Eve Celebration)
- Park Facilities Building (washrooms, storage, indoor/outdoor seating areas, heated zamboni garage and small office for a park attendant)
- Ice / Snow Sculpture
- Sno-fest / Winter Lights Festival

Based on the design program and additional programming opportunities identified, the Urban Park design was modified in the following ways (refer to Exhibits B and C):

- 1) Still being the centrepiece of the design, the grand oval became elongated, reaching further to the south to provide a good connection with the area for the park facilities building:
- 2) Pedestrian paths of travel became more curvilinear in nature;
- The landscape treatment transitions from being mostly "hard landscape" close to Charlotte Street to being much more vegetated near King Street. This is intended to provide appropriate public gathering space near Charlotte Street and more interesting spaces and activities under shade trees closer to King Street; and
- 4) The Park now includes a children's play area adjacent to a mist grove and ground geysers, it being noted that these features are great to offer to the public for some relief from summer time heat.

The design continues to include a refrigerated skating rink (the elongated oval), but instead of it being completely "open-air", skaters can enjoy the experience of gliding on ice under lit trees.

AECOM prepared a design booklet (Exhibit C) confirming that the area for the Urban Park is big enough to accommodate all of its design components and planned functions. The area of the ice surface is almost the equivalent of a standard sized hockey rink. The area designated for large events is capable of accommodating 3,000 people comfortably within the Park and over 5,000 people if Charlotte Street is closed between Aylmer Street and George Street, allowing people to spill beyond the Charlotte Street sidewalk.

Further consultation has been carried out with Fire Services who have advised that the Urban Park design should be modified to permit a fire truck to access the west facade of the building at 191 Charlotte Street (Rivulet Apartments). The fire truck access route will appear as a promenade through the park, lined with tables and chairs under large caliper trees. After the park is developed, it may be possible to convert the ground floor of the Rivulet Apartment building to commercial units, which would be accessed from the promenade.

As was the case in the original design concept, the paving treatment is planned to extend into Charlotte Street and extend from Aylmer Street to a pedestrian crossing planned to the east of the Park. Charlotte Street, from Aylmer Street to George Street can be closed from time to time, creating even more space to accommodate large public gatherings and allow pedestrians free travel, without conflicts with vehicular traffic.

Staff have met with the new owners of the property at 225 Charlotte Street (the former Shoppers Drug Mart) to discuss how the redevelopment of the property can interface with the Urban Park. The owners are planning to include underground parking in the future redevelopment of the property. For the layout of underground parking to be functional, a small underground encroachment on to public property (the Urban Park) will be requested. Staff will be able to recommend the encroachment as it does not compromise the park's design and it facilitates an attractive redevelopment of the property. In exchange for the encroachment on to park property, through the re-zoning and site plan approval process, the owners of 225 Charlotte Street have advised that they will work cooperatively with staff to extend the Urban Park's treatment to the corner of Charlotte Street and Aylmer Street.

Capital Costs

The Charlotte Street Renewal and Louis Street Urban Park includes the reconstruction of Charlotte Street from Aylmer Street to Water Street as well as the Louis Street Urban Park. The Charlotte Street Renewal and Louis Street Urban Park project's estimated total cost is \$11,500,000. The Council approved budget for the portion pertaining to the Louis Street Urban Park project is \$5,990,000 (2017 Capital Budget Project Reference 7-1.02) which is sufficient to accommodate the development of the park. The total estimated cost to develop the Urban Park including the park facilities building is \$5,566,000. Of this, \$750,000 has been expended and committed for consultant fees and geotechnical work, and \$4,816,000 remains for the Urban Park construction. The total budget to develop the Urban Park can be accommodated within the uncommitted approved budget.

The balance of funds approved in the 2018 Capital Budget (\$424,000) will go toward the future Charlotte Street reconstruction from Aylmer Street to Water Street. Additional funds would need to be secured through the 2018 and 2019 Capital Budgets to implement the renewal of Charlotte Street, including the streetscape improvement in front of Peterborough Square. The preliminary costs estimate, including underground works, is \$6,000,000. In September 2017, the conceptual design of Charlotte Street is scheduled to be finalized, and a more refined estimate for Charlotte Street will accompany the conceptual design, better informing the budgetary need for the project.

The cost estimate associated with the original conceptual design for the Urban Park was \$3,766,609. This estimate was provided in the Final Design Report authored in January, 2014. Four factors have contributed to the increase in costs associated with development of the Urban Park:

- 1) The passage of time and the subsequent increase in construction costs since the original cost estimate was completed;
- 2) Improvements made to the design;
- 3) The addition of a portion of the Charlotte Street road allowance across the frontage of the Urban Park as part of the park's development; and
- 4) The fact that the cost of the park facilities building was under estimated.

Operating and Maintenance Costs

The annual operating and maintenance costs associated with the Urban Park is estimated to be \$212,000 and will be included in the 2019 Operating Budget. The \$212,000 estimated 2019 annual operating cost is comprised of a 1.3 FTE plus associated equipment, for work that will be undertaken by Public Works to ensure the Urban Park is garbage and litter free, to weed and garden any living green areas, clean furniture as required and provide overall general site work to ensure the Urban Park is maintained as a premier park. Some work will be daily (garbage/litter) while other work

will more likely be weekly (gardening) with less frequent actions for other maintenance elements. After major events at the park, crews will be utilized to ensure the park is cleaned and ready for the next day's activities. An allowance has also been included in the operating cost for more out of the normal activities such as snow removal and horticultural services. Further, funds have been included in the estimate for an operator employee to maintain the refrigerated skating rink for approximately 4 months each year.

Loss of Parking Revenue

The development of the Urban Park will result in the removal of all the parking spaces on Louis Street and the parking spaces in the Louis Street parking lot. The 2016 revenue for the Louis Street parking lot was \$23,255. The revenue for the on-street spaces along Louis Street was \$13,644. As a result, the total loss in parking revenue will be approximately \$37,000. This will be partially reflected in the 2018 budget for the loss of parking when construction commences, and fully reflected in the 2019 budget.

Sponsorship Opportunities

There are many components of the Urban Park that are capable of being sponsored, including its name. Through the design and consultation process it has been referred to as "The Urban Park at Louis Street" and most recently the consultants have been referring to it as "The Ice Forest Park" and "The Charlotte Street Park". Planning Staff have begun discussions with the City's Corporate Sponsorship Coordinator to begin the process of finding a major sponsor for the Urban Park and sponsors for its components.

Public Consultation

On December 8, 2016, from 4:00 p.m. to 8:00 p.m., a Public Information Centre (PIC) was conducted at City Hall in the Doris Room. The PIC included the conceptual design of the Urban Park as well as the conceptual design of Charlotte Street from Park Street to Aylmer Street (part of the Bethune Street Project) and Charlotte Street from the west side of Aylmer Street to Water Street (part of the Urban Park Project).

Notice of the PIC was sent out to property owners by registered mail, by email to stakeholders and was hand delivered to commercial and residential tenants abutting the Urban Park site and Charlotte Street. Notice of the PIC also appeared twice in the local newspaper. Approximately 60 people attended the PIC and 37 comment sheets were submitted.

People with an interest in the projects were also encouraged to complete an online survey to share their knowledge about the area and communicate their concerns and/or preferences with respect to the Charlotte Street and Urban Park conceptual designs. The survey was made available until January 13, 2017.

The design booklet and the proposed conceptual design of the Urban Park were posted to the City's website as well.

Concerning the Urban Park, most of the comments received focussed on the need for a building for washrooms and change tables and a warm place to change in and out of skates. The drawings on display at the PIC did not focus on a park facilities building.

The Urban Park Building

Building space to support the Urban Park is essential to guarantee its success. The space required will include washrooms, storage, indoor/outdoor seating areas, a heated zamboni garage and a small office for a park attendant. With the acquisition of the property at 220 King Street, valuable street frontage is available for the development of an attractive building at the south end of the park.

There is great potential for the building to be developed by way of a public private partnership (P3), where the City could have the building space needed in support of the Urban Park included in a mixed-use building developed by a private developer in exchange for the land. Subject to an RFP process, if the City is successful in reaching an agreement with a private developer, it may provide greater flexibility to and efficiency in terms of overall construction and program delivery.

Most likely, the Urban Park's construction will be completed before the building is completed. As a result, a temporary building for public use is proposed. The portable building that has been stationed in front of the Museum and Archives is no longer needed. This portable building has a public accessible washroom, kitchen and an open area previously used for meetings. The kitchen can be converted to provide another accessible washroom and the meeting room can be used as a change room. The portable is heated and air conditioned. Use of the Museum and Archives former portable building is a way to control costs until the permanent building is constructed.

A temporary area to station the zamboni has been arranged with AON Inc. at 150 King Street. Space is available in the parking garage with a water supply. The small space needed for the zamboni may have to be heated to adequately de-ice the machine between resurfacing events.

Public Private Partnerships (P3)

P3s can be more difficult to execute than other types of procurement but the reward can be worth the extra effort. When pursuing a P3, there must be a clear and open process for the selection of the partner. Most important, the private and public sectors must build a collaborative relationship – one that requires "give and take" on both sides of the discussion in order to make the project a success. In this instance, the City can offer an attractive development opportunity on prime downtown core real-estate facing south on

King Street and abutting the Urban Park. In the same building or abutting it, a developer can offer all that is needed to support the Urban Park. It will be important for the Request for Proposals to clearly outline the objectives of the P3, while being flexible enough to allow for a creatively conceived end product that achieves a common purpose.

Timeline for Construction

Through the detailed design process, some further tweaking of the Urban Park's design may be necessary. The plan is to work on its detailed design over the next 4-6 weeks. At the same time, the abatement of the building at 220 King Street will be completed. It is proposed that the Urban Park's construction take place through two separate tenders: The first tender for the demolition and removal of a portion of Louis Street, the municipal parking lot and the building at 220 King Street, is proposed to be issued in the last quarter of 2017. The tender for the construction of the Urban Park is proposed to be issued in the first quarter of 2018.

The area for the building will be reserved and left in a presentable state until such time as it becomes a building construction site.

Charlotte Street

As Charlotte Street from Aylmer Street to Water Street is part of the Urban Park Project, there is likely to be some construction activity on Charlotte Street related to utilities. However, for the most part, Charlotte Street will remain open through the Urban Park's construction time period. The following outlines the schedule for the design process and the construction of Charlotte Street, between Aylmer Street and Water Street:

Third Quarter 2017:

- Transportation Analysis and Assessment, Development of Design Program concluding with an Interim Design Report;
- Public Open House (individual stakeholder meetings will also be conducted in the early fall)

Fourth Quarter 2017/First Quarter 2018:

- Preferred Conceptual Design Plan with Construction Phasing Plan and Cost Estimate;
- Final Design Report
- Planning Committee / Council Approval

Subsequent to Council's approval of the Charlotte Street Plan, the consultant will prepare the detailed design plans and tender documents for its construction. The first phase of Charlotte Street's construction, from Aylmer Street to Water Street is scheduled to commence in the second quarter of 2019 and is subject to the approval of the 2019 Capital Budget request.

Summary

The design programming and the location of the building for the Urban Park has taken some time to resolve. However, with Council's approval of the park's conceptual design and authorizing Staff to proceed with an RFP to pursue a Public – Private Partnership for the development of a building, the Urban Park's construction can proceed soon after the last day of the Downtown Farmer's Market.

Submitted by,

Jeffrey Humble, MCIP, RPP Director, Planning and Development Services

Contact Names:

Ken Hetherington Manager, Planning Division Phone: 705-742-7777, Ext. 1781 Toll Free: 1-855-738-3755

Fax: 705-742-5218

E-mail: khetherington@peterborough.ca

Brian Buchardt

Planner, Urban Design

Phone: 705-742-7777, Ext. 1734

Toll Free: 1-855-738-3755

Fax: 705-742-5218

E-mail: bbuchardt@peterborough.ca

Attachments:

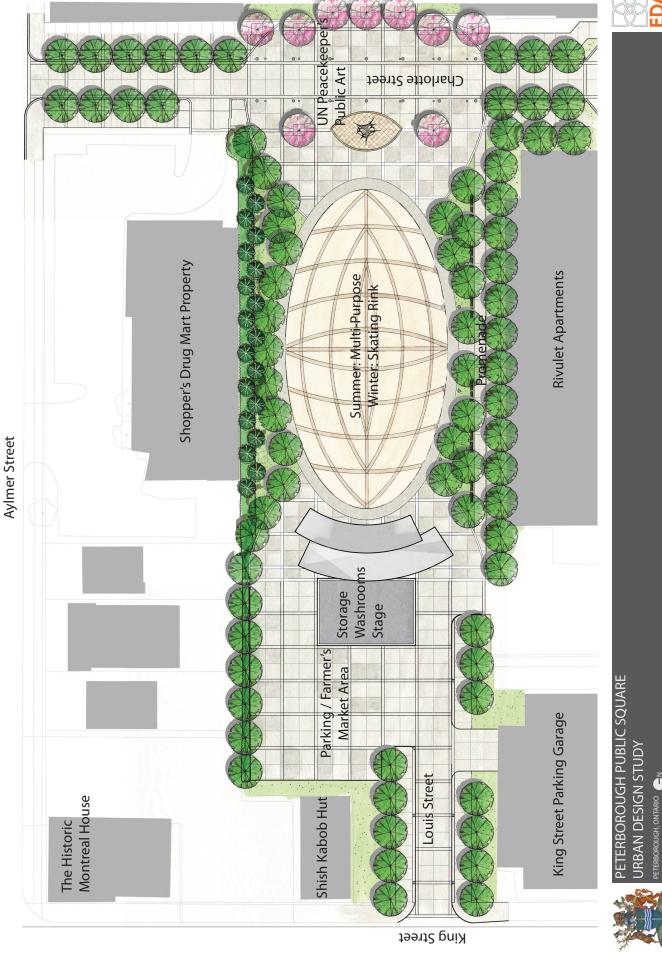
Exhibit A: Urban Park Revised Conceptual Design Exhibit B: Urban Park Original Conceptual Design

Exhibit C: Urban Park Conceptual Design Booklet (Justification Report)

Exhibit A - Urban Park Revised Conceptual Design - Page 1 of 1



Exhibit B - Urban Park Original Conceptual Design - Page 1 of 1



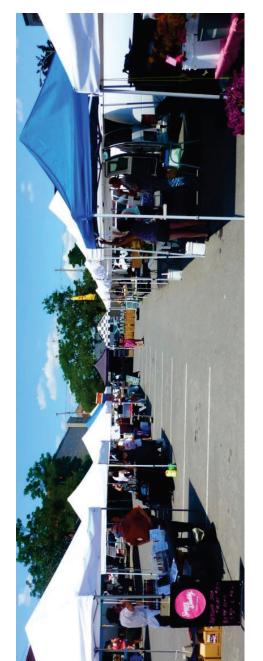




CHARLOTTE STREET URBAN PARK



BACKGROUND





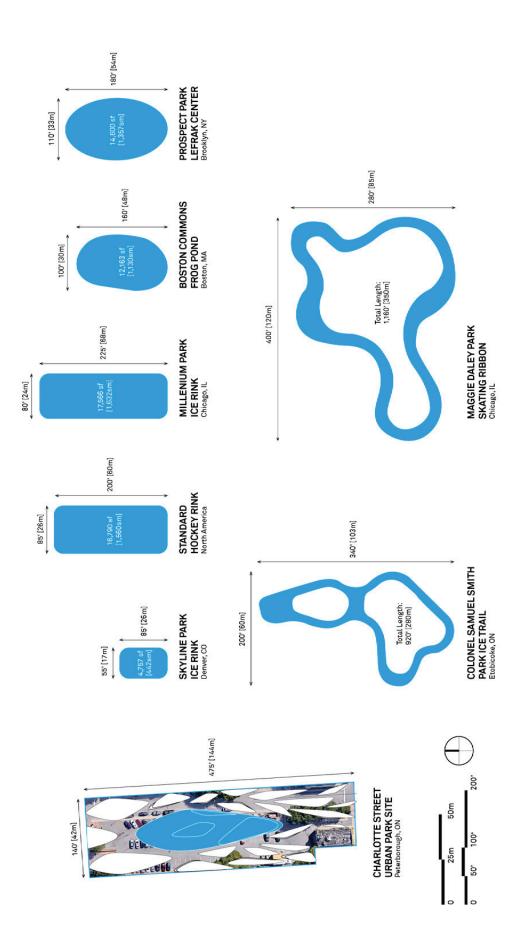
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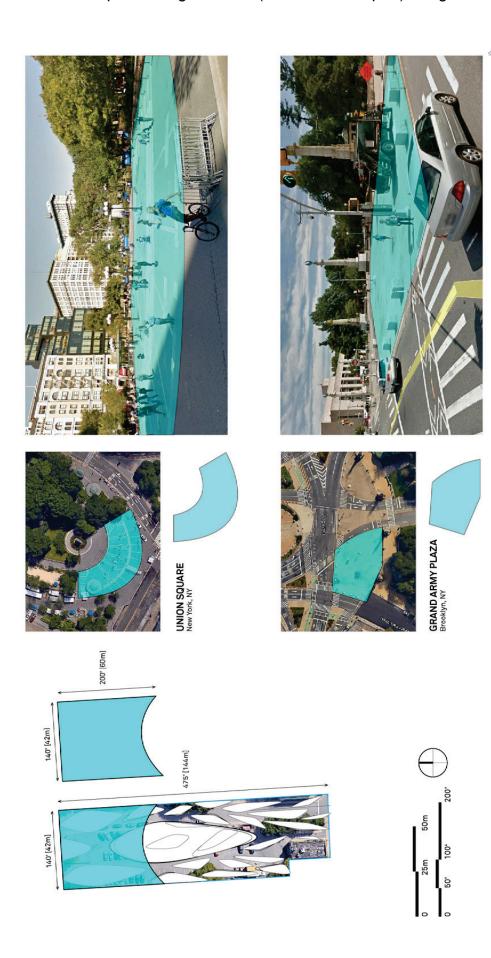


SCALE STUDY / ICE RINKS





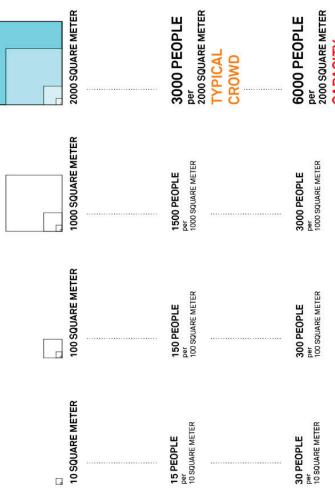
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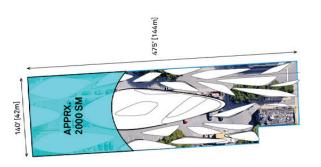
SCALE STUDY / CROWDS



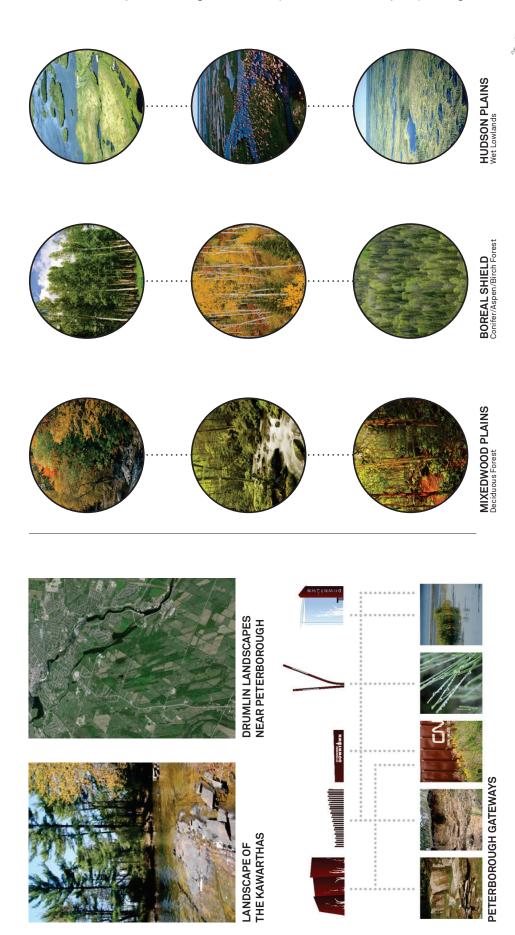




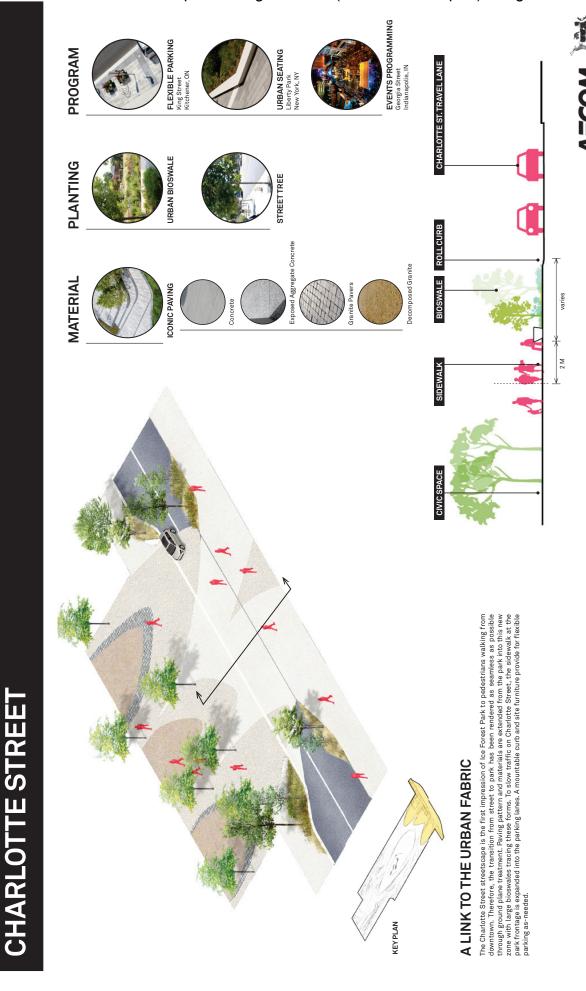






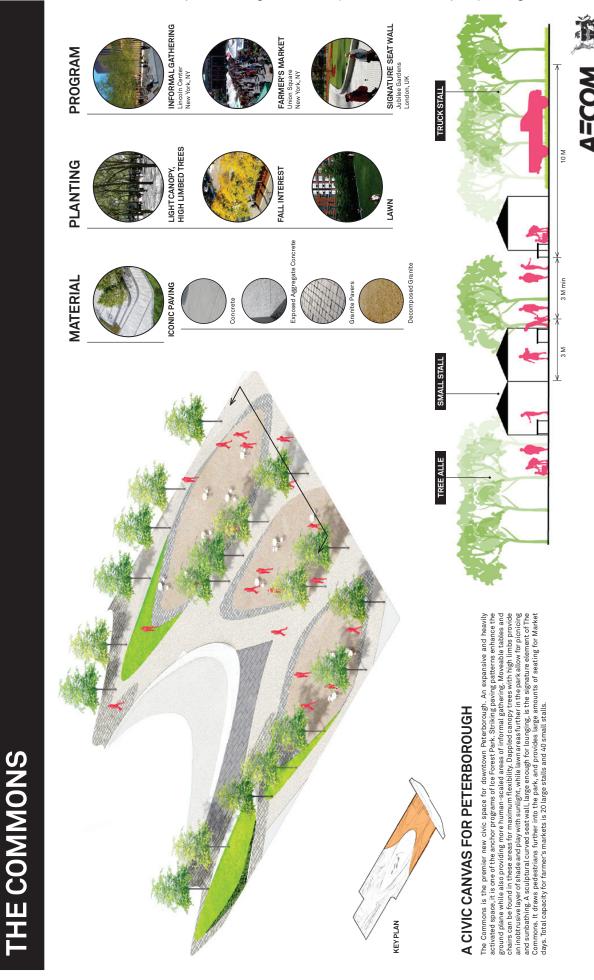


ICE FOREST PARK



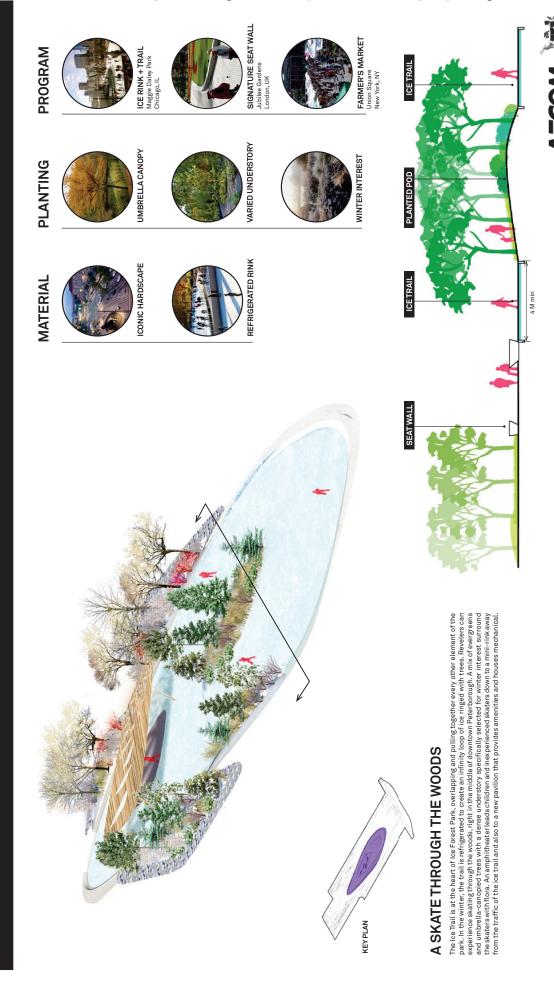












THE ICE TRAIL

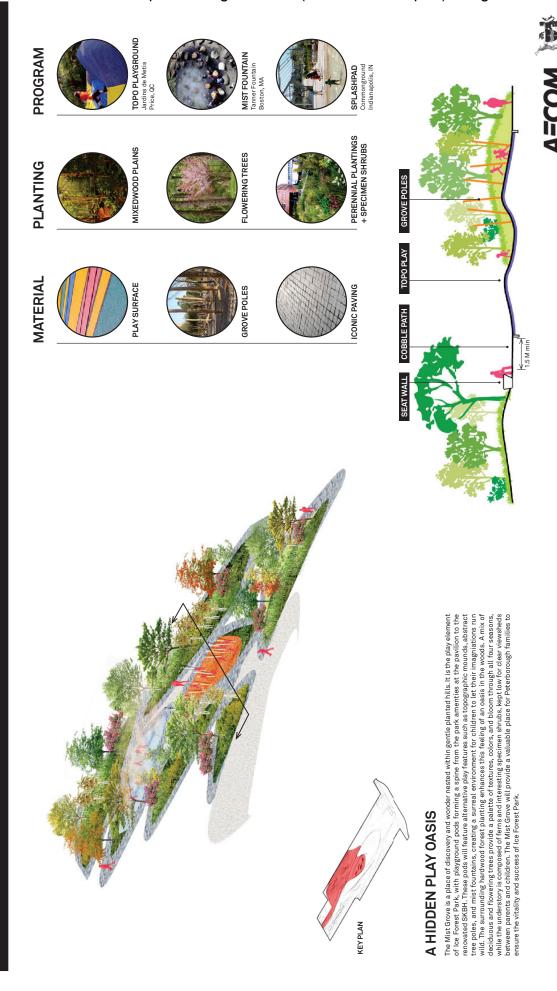








THE MIST GROVE







PROGRAM FORESTTRAILS Monk's Garden Boston, MA FOREST ROOMS Tahari Courtyards Millburn, NJ **EVERGREEN FOREST** DENSE UNDERSTORY MULTI-STEM BIRCH **PLANTING** DECOMPOSED GRANITE SEAT WALL MATERIAL ICONIC PAVING The Wooded Ramble is the most interior portion, and second anchor program, of loe Forest Park. The series forest landscape, experienced in winter, is the namesable of this new tuban park. It is a place for strolling and calm respite, a series of topographic pods bug forked and winding cobble path. Each pod is heavily planted with evergreens, multi-stem birches and dense understory, circacted a highly textured mass of foliage that enhances the infinitate soale of the spaces. Where the paths converge is a forest room - a clearing where park users can stop, have a seat or perhaps read a book. The Wooded Ramble terminates at the quieter entrance at King Street or links back to The Commons towards Charlotte Street. A MEANDERING FOREST STROLL **KEY PLAN**

THE WOODED RAMBLE





Exhibit C - Urban Park Conceptual Design Booklet (Justification Report) - Page 23 of 25 CHARLOTTE STREET LAWN **NEW PAVILION** SPLASHPAD/ ICE RINK **ILLUSTRATIVE PLAN** SHISH KEBAB HUT KING STREET

Exhibit C - Urban Park Conceptual Design Booklet (Justification Report) - Page 24 of 25 66066 **MARKET DAYS** 50 SMAL

Exhibit C - Urban Park Conceptual Design Booklet (Justification Report) - Page 25 of 25 66666 MAINTENANCE VEHICLES **PROGRAM / CIRCULATION** ZAMBONI