



City of
Peterborough

TO: **Members of the Planning Committee**

FROM: **Malcolm Hunt, Director of Planning and Development Services**

MEETING DATE: **September 21, 2009**

SUBJECT: **Report PLPD09-053
Official Plan and Zoning By-Law Amendments
1545 Monaghan Road (former Mt. St. Joseph)**

PURPOSE

A report to evaluate the planning merits of amending the Official Plan and Zoning By-Law for the property known as 1545 Monaghan Road to permit the redevelopment of the property to a medium density residential development with up to 286 residential suites and 26 dwelling units.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report PLPD09-053 dated September 21, 2009, of the Director of Planning and Development Services, as follows:

- a) That Schedule 'E' of the Official Plan be amended, to illustrate the property known as 1545 Monaghan Road in the 'Medium Density Residential' designation in accordance with the draft amendment attached as Exhibit 'D' to Report PLPD09-053.
- b) That Zoning By-Law Number 1997-123 be amended to add Special District SP. 346 in accordance with the draft amendment attached as Exhibit 'E' to Report PLPD09-053.
- c) That the zoning of the subject property, be amended from the SP.113 – Special Residential District and the PS.2 – Public Service District to the

SP.346 – Special Residential District, in accordance with the draft amendment attached as Exhibit ‘E’ to Report PLPD09-053.

- d) That no further action be taken by staff on the motion of Council dated December 1, 2008 to secure an alternative pedestrian connection linking St. Peter’s High School to Monaghan Road.

RATIONALE

Approval of this Official Plan and Zoning By-Law Amendment is based upon the following:

The subject property is designated ‘Residential’ on Schedule ‘A’ – Land Use of the City of Peterborough Official Plan and ‘Low Density Residential’ on Schedule ‘E’ – Residential Density. The proposed infill development is consistent with the policies of the Medium Density Residential designation, and complies with the evaluation criteria as set out in Section 4.2.5.7 of the Official Plan.

The introduction of a medium density residential development on the subject lands compliments the surrounding land uses and provides for an adaptive re-use of the existing buildings on the site. The historic designation of the existing buildings is respected with the proposed re-development of the lands. The application demonstrates that the proposal can be supported in relation to traffic and servicing.

The applicant proposes to phase the development over a period of time, permitting a staged integration into the neighbourhood, ensuring utilization of the existing buildings within the first phase and progressing toward Monaghan Road to the east, and finally to the southwest corner of the site at Woodland Street in Phase ‘E’.

The proposed rezoning will replace the two zoning categories currently assigned to the property, being PS.2 – Public Service District permitting institutional type uses and SP.113 – Special Residential District permitting multi-unit residential uses along the Monaghan Road frontage. The proposed SP. 346 zoning district will control building height, setbacks, density, parking and landscaping on the site to ensure compatibility with the surrounding area, while ensuring compliance with the medium density residential criteria of the Official Plan.

Site Plan Control applies to the property and the proposed redevelopment will be subject to a Site Plan Approval Application and a Site Plan Agreement to be registered on title.

BUDGET AND FINANCIAL IMPLICATIONS

There are no direct budget or financial implications arising from the approval of this application.

BACKGROUND

The subject applications were received on May 11, 2009 proposing an amendment to the Official Plan and Zoning By-Law to permit a multi-unit residential development with a maximum of 286 residential suites and 26 dwelling units on the lands known as 1545 Monaghan Road and also known as Mount St. Joseph. The application proposes to reuse the existing buildings save and except two minor additions with no historical significance. A phased approach to the development includes a total of five phases whereby the lands will develop over time, to accommodate the total number of units envisioned for the property.

The applicant proposes to construct a multi-unit residential development that caters to older adult retirement living, with limited medical support and common dining facilities. The subject land is the remnant parcel of the original religious home and landholdings (1894) of the Sisters of St. Joseph (former Inglewood Farm). Severances from the original landholdings were approved in 1990 and 1992 to facilitate the Inglewood Manor development in the northeast portion of the former property, and Saint Peters High School to the west. In 2006, the Sisters of St. Joseph severed the northerly portion of the lands to support the construction of a new convent and spirituality centre and have since moved from the existing buildings on the subject lands. The remnant parcel supporting the original buildings, has now been sold to the applicants for the development of an older adult retirement community.

The subject property is approximately 4 hectares (10 acres) in size and is intended to support the existing and proposed buildings with a maximum height of 5 storeys and total building coverage of approximately 27% of the lot area. The proposed parking for the site is anticipated to cover approximately 25% of the lot area. Landscaping is proposed for the balance of approximately 48% of the lot area, and includes the required stormwater management pond. The main access to the site will be the existing main driveway located off of Monaghan Road with secondary access for service delivery and emergency access only from Woodland Street. The existing access to Woodland Street supports delivery vehicles and a limited amount of parking to the south side of the main building. The delivery entrance is proposed to remain, however, the parking access will be restricted to the Monaghan Road entrance only. An emergency exit from the parking lot to Woodland Street is to remain gated.

The proposed development will be subject to Site Plan Approval. The current concept plan does not include a public pedestrian walkway to connect the adjacent St. Peter's High School to Monaghan Road. On December 1, 2008 Council passed the following motion:

“That staff be directed to secure an alternative pedestrian connection only, linking St. Peter's High School to Monaghan Road, through negotiations with the Sisters of St. Joseph and/or the developers of the Mount St. Joseph property.”

Since the adoption of the motion, an Ontario Municipal Board hearing upheld the fencing obligation of the original St. Peter's High School site plan approval precluding access to Middleton Drive. The OMB did not hear any evidence to indicate the operational needs of the school had changed nor the opposition from local residents, since the original site plan was approved. It is reasonable to conclude then that the OMB would not entertain other options with regards to pedestrian access in any other location. On this basis, and given the expressed opposition by the Sister's of St. Joseph to any pedestrian access utilizing their property, it is recommended that staff be directed to take no further action on the December 1, 2008 motion.

The City's Community and Social Services Department staff have advised that a completed designation brief has been prepared and ready for Council's approval. A conservation agreement has been finalized with the owners (Mancal), to be registered on title either as a schedule to the designation by-law or registered separately. The City's Heritage Preservation Office is satisfied that the agreement protects the historic elements of the heritage buildings on the property.

A Public Open House was held on site for Councillors, Staff and the neighbouring residents on the afternoon and evening of June 30, 2009. The sessions were well attended by area residents.

ANALYSIS

a) Official Plan

The lands are currently designated “Residential” on Schedule ‘A’ – Land Use of the City of Peterborough Official Plan and predominantly illustrated as ‘Low Density Residential’ on Schedule ‘E’ – Residential Density. The northeast portion of the property, currently zoned SP. 113 is designated ‘Medium Density Residential’ on Schedule ‘E’. The application proposes a density of approximately 42 units per ha. (17 units per acre) for the entire parcel, considered to be a mid range medium density in accordance with the Official

Plan policies. The application, therefore, proposes to extend the 'Medium Density' designation to the balance of the lands.

The Medium Density provisions anticipate uses such as triplexes, quadruplexes, row dwellings, walk-up apartments, and cluster housing developments with a maximum height of 5 storeys above grade and a density range of 25 to less than 75 dwelling units per hectare in suburban locations outside of the Central Area. The proposed suites will have limited kitchen facilities and common dining areas. The densities for multi-suite residential units are, therefore calculated based on an equivalent of 0.5 dwelling units per suite.

The Official Plan policies require development applications for Medium Density Residential proposals to be accompanied by *"a concept plan and building elevation illustrating the massing and conceptual design of the building, the relationship of the proposed building to adjacent buildings and street as well as driveways and off-street vehicular loading and parking facilities."* The proposed concept plan, elevations and renderings prepared by the applicant fulfill this requirement and demonstrate how the proposed buildings interact with the existing historical buildings and with the surrounding neighbourhood as a compatible development.

The application is further supported by the submission of a Traffic Impact Analysis, including a parking study, prepared by Tranplan Associates, dated January, 2009 and a Preliminary Stormwater Management Study, prepared by D.M. Wills Associates, dated March, 2009. The traffic impact analysis indicates that the proposed development will have a negligible impact on the area traffic and can be accommodated by the surrounding network. The analysis indicates that there is currently a significant delay for vehicles on Woodland Street accessing Monaghan Road, however, that there is enough residual capacity, given that the low volume produces little or no queues at the intersection. The analysis indicates that the Monaghan Road and McDonnell Street intersection is operating at an overall Level of Service 'B', which is acceptable.

Monaghan Road is designated as a 'Medium Capacity Arterial Road' on Schedule 'B' – Transportation Network. As such, it is appropriate that the main entrance to the development be from Monaghan Road with secondary service entrance and emergency exit to Woodland Street, classified as a 'Local Street'.

The Preliminary Stormwater Management Study indicates that the stormwater generated on site, can be adequately addressed by the introduction of a formal stormwater management pond at the southeast corner of the property, to be discharged into the municipal storm system.

The proposed development affords an opportunity to preserve the historical significance of the existing buildings and respects the history of the property through carefully designed and situated buildings and additions. The Site Plan Approval process will ensure the detailed servicing requirements and will

formalize the concept plan to ensure the location and height of the proposed buildings.

The area is well served by municipal parks and recreation areas, as well as schools in order to serve the proposed residents and any future residents of the property. Adequate standards for parking, buffering and landscaping will be provided in the zoning by-law and through Site Plan Approval.

b) Zoning By-law

The subject property is currently zoned PS.2 – Public Service District and SP.113 – Special Residential District, permitting institutional type uses on the westerly portion of the lands and multi-unit residential uses on the easterly portion.

The property has been used as a convent since 1894 and supports the existing buildings in a park like setting.

The applicant has requested a zoning by-law amendment to rezone the property to permit the re-use of the existing buildings and the introduction of new buildings to support multi-suite residential suites (286) with common dining facilities, as well as a limited number of independent dwelling units (26).

The proposed SP. 346 Zoning has been developed to address the specific development standards of the existing buildings as well as a complimentary introduction of new buildings and parking areas to the site.

The application further requests relief from the standard minimum parking requirements for multi-unit residential developments. In accordance with recently approved suburban multi-suite developments, Staff are recommending the implementation of a minimum of 0.75 parking spaces/suite and 1 parking space/dwelling unit. This ratio is further supported by Tranplan Associates, and included within the Traffic Impact Analysis submitted with the application.

The draft zoning amendment proposes the following regulations associated with the property:

a) minimum lot area	4 hectares
b) maximum number of residential suites	286
c) maximum number of dwelling units	26
d) maximum building height	5 storeys

e) minimum building setbacks side and rear lot lines	4m or 3m per storey, whichever is greater
f) notwithstanding the provisions of Sections 4.2 and 4.4, the minimum parking standards shall be as follows:	1 space per apartment dwelling unit 0.75 spaces per suite in a multi-suite residence
g) minimum landscaped coverage	45%
h) maximum building lot coverage	28%

RESPONSE TO NOTICE

a) Significant Agency Responses:

Agency circulation was issued on June 22, 2009.

Peterborough Utilities Services Inc. indicate that the proponent will be required to make servicing arrangements with PUSI for water and electrical service and extension of existing lines to accommodate development in addition to any development charges that may apply. Development charges will apply for water service.

The City's Site Plan Review Committee of the Council for Persons with Disabilities provided comments and recommendations related to the location of accessible parking spaces; layout of parking spaces in relation to walkways and entrances; replacing stairs with ramps along walkway through the property; interior recommendations related to elevators and power operated doors and further requirements for additional accessible parking spaces, given the demographics of the users.

ORCA has advised that they have reviewed the preliminary stormwater management report and provided comments. ORCA will be commenting on the detailed stormwater management design as a component of the site plan process. ORCA has no objections to the Official Plan and Zoning By-Law amendments.

No further agency has expressed any significant concerns or requests with respect to the proposed rezoning of the subject property.

b) Summary of Public Responses:

Notice of Complete Application was issued on June 12, 2009 by newspaper advertisement (Peterborough Examiner) and on June 22, 2009 by direct mail.

Notice of Public Meeting was issued on August 21, 2009 by direct mail and by newspaper advertisement (Peterborough Examiner). The notices comply with the requirements of the Planning Act.

A Public Open House was held on site for Councillors, Staff and the neighbouring residents on the afternoon and evening of June 30, 2009. The sessions were well attended by area residents. Generally, the response was positive with a few concerns expressed regarding traffic and stormwater management. Since the circulation of the notices of the application and the Public Open House, Planning Staff have received comments from several neighbouring landowners, including a petition signed by 14 residents, primarily from Monaghan Road.

The petition and covering letter from Mr. Delaney of 1514 Monaghan Road, list the following concerns with the proposed development. The response of staff is presented in italics:

- a) The impact of the proposed development on the sewage and storm water facilities.

A preliminary stormwater management strategy, prepared by D.M. Wills Associates, dated March, 2009, has been submitted in support of the application. The report focuses on quality and quantity control and proposes the introduction of a dry pond facility to be located at the south east corner of the property, to be discharged to the municipal storm sewer on Monaghan Road. In addition, measures will be put in place during the construction phase of the development to address erosion and sedimentation control.

- b) The impact of the demand for sewer services to service the support staff required for the development.

The application has been circulated, together with supporting documentation, to the City's Utility Services Division and it is anticipated that the proposed development can be serviced by the existing infrastructure along Monaghan Road. Detailed engineering servicing plans will be reviewed at the Site Plan Approval Stage.

- c) Will the proposed stormwater management pond be sufficient to meet the drainage needs and could the water collected in the pond leak into area foundations?

As noted in a) above, the preliminary design of the stormwater management pond is anticipated to address the full build out of the property, in accordance with the concept plan. Final approval of the stormwater management regime will occur at Site Plan Approval stage, however, it must be demonstrated that the stormwater will not negatively impact surrounding properties.

- d) Protect the existing visual landscape along Monaghan Road and establish a setback equal to the Inglewood Seniors Residence to the north to reduce the deflection of traffic noise.

The application proposes to introduce two new buildings along the Monaghan Road frontage, the most northerly is proposed to be a single storey building at the driveway entrance with a two storey building next to it, to the south. The setback will be required to comply with the standard minimum setback requirement of 24.4m from the centerline of Monaghan Road and with appropriate landscape treatment, should be sufficient to address the concerns related to deflection of traffic noise.

- e) The anticipated increase in vehicular traffic along Monaghan Road. Neighbours are currently experiencing delays in accessing their driveways. Requesting Council to consider access to the proposed Hospital access road to be built on the Parkway corridor.

A Traffic Impact Study has been prepared by Tranplan Associates, dated January, 2009 and has been submitted in support of the application. The analysis provides a detailed examination of the traffic generated by the site, together with future background traffic to 2014. It is anticipated that a very minimal delay of less than one second in the afternoon peak hour and a small increase in volume will be attributed to the development. No improvements are required at the Monaghan Road and McDonnell Street intersection as a result of the proposed development. The main driveway entrance at Monaghan Road is expected to provide good peak hour access to the site.

The design for the Hospital Access Route linking Clonsilla Avenue to Parkhill Road West has been approved and is scheduled to commence construction in 2010, in accordance with the Hospital Access Road Environmental Assessment. The introduction of this link is anticipated to provide some relief to the traffic volumes currently experienced along this portion of Monaghan Road.

- f) Clarification of the height of the proposed development.

The Notice of Complete Application incorrectly indicated a maximum height of 4 storeys. The concept plan and all further notices include the correct reference to a maximum height of 5 storeys, as proposed for Building 'A'.

Written responses were received from the following as a result of the circulation:

Mr. Vernon Mulhall inquired about the buildings to be demolished and sought additional clarification of the concept plan.

Ms. Jill Emery of 459 Albertus Avenue expressed her concern with the timing of the Open House. Ms. Emery expressed her concern with the access to Woodland Street and her concerns with the safety of the Woodland and Monaghan intersection. Ms. Emery prefers that all traffic be routed to the intersection at Monaghan and McDonnell.

Mr. Greg Nekkers of 493 Thompson Avenue wrote in opposition to the proposal based on his opinion that it will reduce his property value due to the proposed height of the addition to the main building across the road from his property.

Submitted by,

Malcolm Hunt, Director,
Planning and Development Services

Prepared by,

Concurred with,

Caroline Kimble,
Land Use Planner

Ken Hetherington,
Manager of Planning

Contact Name:

Caroline Kimble
Planner, Land Use
Planning & Development Services
Phone – 742-7777 Ext. 1735
Fax – 742-5218
E-Mail – ckimble@peterborough.ca

Attachments:

Exhibit A - Land Use Map
Exhibit B - Concept Plan
Exhibit C – Concept Elevations
Exhibit D – Draft Official Plan Amendment
Exhibit E - Draft Zoning By-law

Land Use Map

File # Z0910, O0903

Property Location: 1545 Monaghan Rd

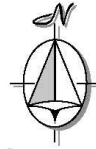
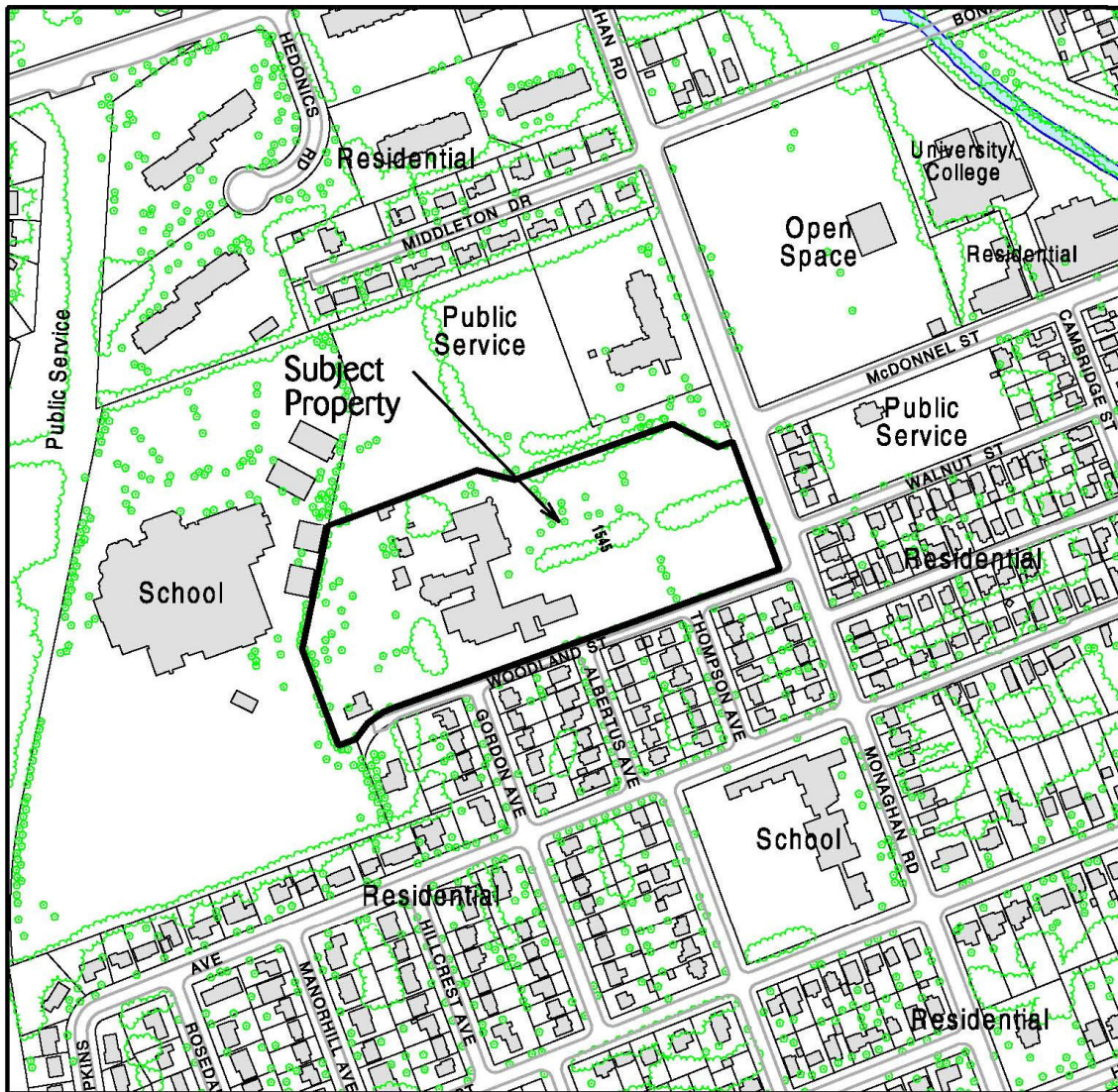


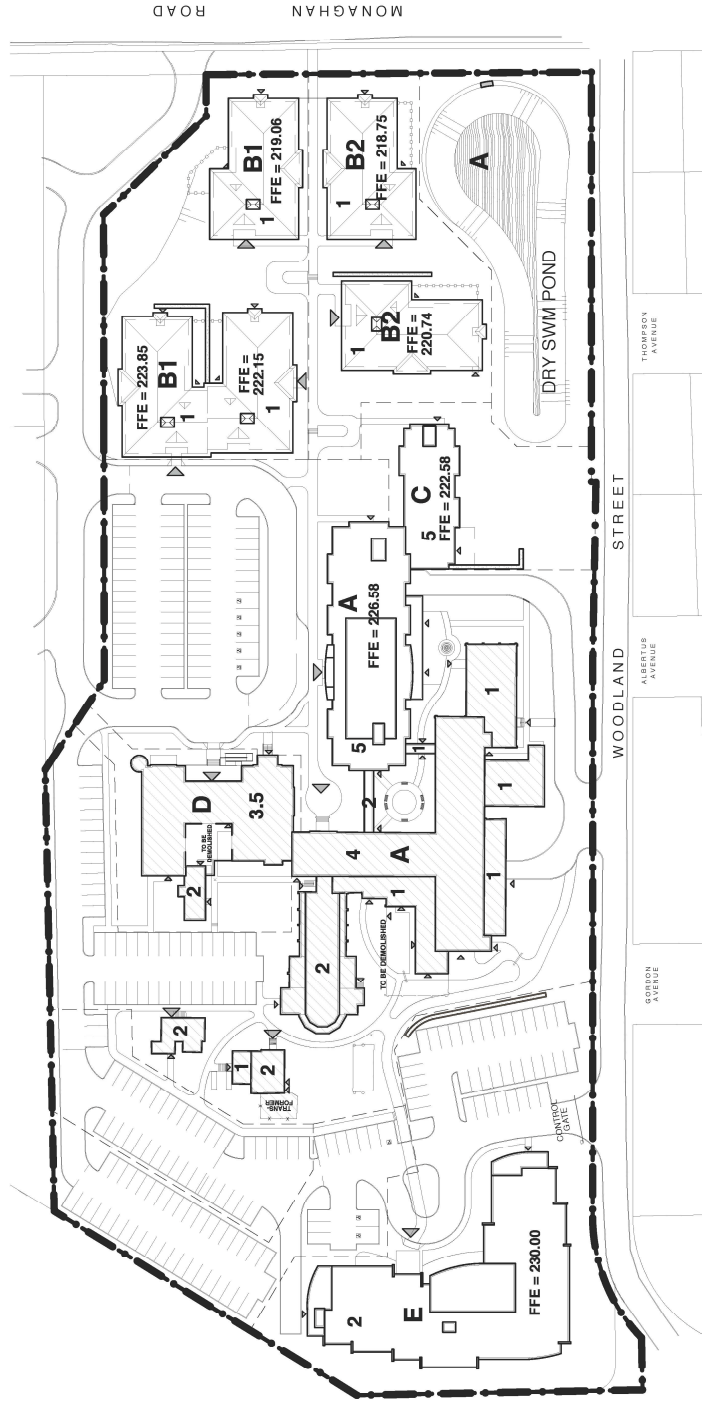
EXHIBIT 'A'
PAGE 1 OF 1



The City of Peterborough Planning Division

Date - June 4, 2009
Dwg. by - K Muma
Scale - 1:4000

The "City of Peterborough," its employees, or agents, do not undertake to guarantee the validity of the contents of this digital or hardcopy mapfile, and will not be liable for any claims for damages or loss arising from their application or interpretation, by any party. It is not intended to replace a survey or to be used for legal description.



**A + B1 + B2
+ C + D + E**

EXISTING STRUCTURES

**NORTHGRAVE
ARCHITECT
INC.**



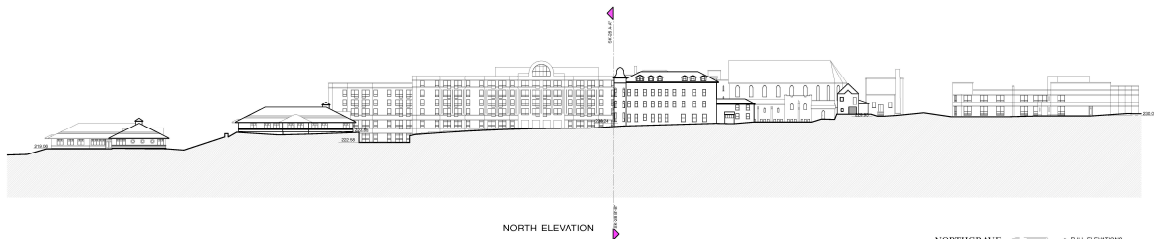
- COMPONENT PLAN
- MOUNT ST. JOSEPH RETIREMENT COMMUNITY
- 1545 MOUNKHAM ROAD, PETERBOROUGH, ON.
- P.H.N. & J.Y. APR 22, 2009 / 1:50P. MON

Thursday, April 23, 2009
1:50P. MON
MOUNT ST. JOSEPH RETIREMENT COMMUNITY



EAST ELEVATION (MONAGHAN ROAD)

WEST ELEVATION

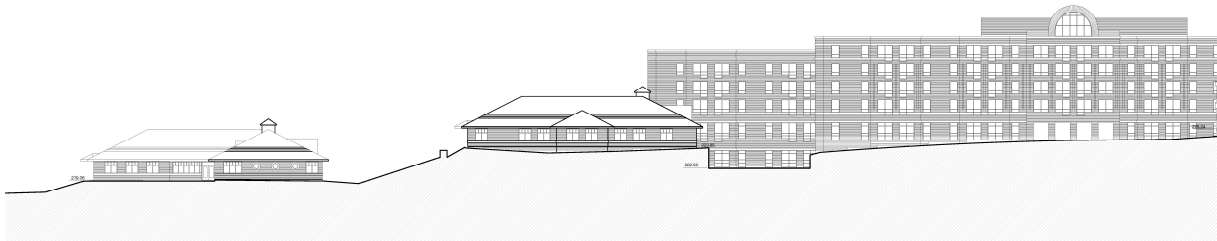


NORTH ELEVATION

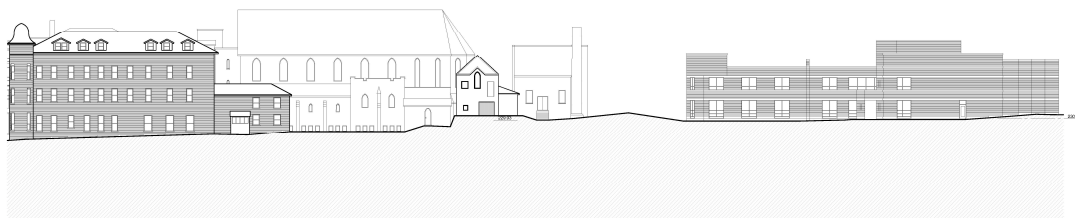
NORTHGRAVE
ARCHITECT
INC.



• FULL ELEVATIONS BK-37
 • MOUNT ST. JOSEPH RETIREMENT COMMUNITY
 • 1240 MONAGHAN ROAD, PETERSBURGH, OH
 • J.Y. APR 22, 2009; 1:00, MON
 Date (Drawing, April 22, 2009)
 Time (1:00 PM)



PARTIAL NORTH ELEVATION - A' - A"



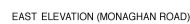
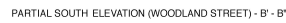
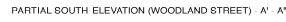
PARTIAL NORTH ELEVATION - B' - B''

NORTHGRAVE
ARCHITECT
INC.



- NORTH ELEVATION SK-38
- MOUNT ST. JOSEPH RETIREMENT COMMUNITY
- 1245 MONAGHAN ROAD, PETERSBOROUGH, OH
- J.Y. APR 22, 2004; 1:20, MON

Photo courtesy, April 14, 2009
© J.Y. 2009



THE CORPORATION OF THE CITY OF PETERBOROUGH

BY-LAW NUMBER 09-

**BEING A BY-LAW TO ADOPT AMENDMENT NO. 143 TO THE OFFICIAL
PLAN OF THE CITY OF PETERBOROUGH FOR THE PROPERTY KNOWN
AS
1545 MONAGHAN ROAD**

THE CORPORATION OF THE CITY OF PETERBOROUGH BY THE COUNCIL
THEREOF ENACTS AS FOLLOWS:

1. **Schedule 'E'– Residential Density** of the Official Plan of the City of Peterborough is amended in accordance with Schedule 'A' attached hereto. The area indicated thereon is changed to **“Medium Density”**.

By-law read a first, second and third time this day of _____, 2009.

Paul Ayotte, Mayor

Nancy Wright-Laking, City Clerk

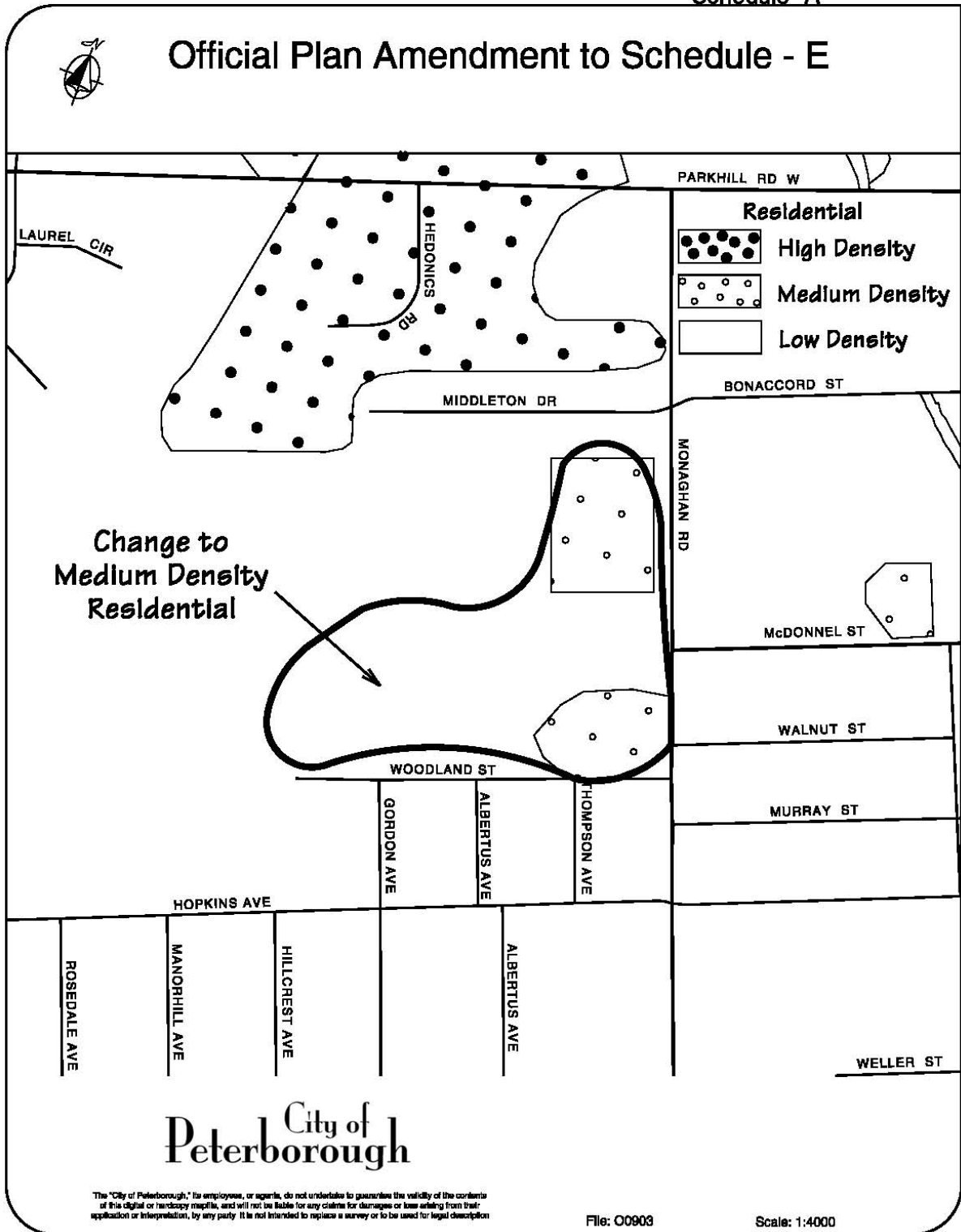


EXHIBIT 'E'
PAGE 1 OF 3

THE CORPORATION OF THE CITY OF PETERBOROUGH

BY-LAW NUMBER 09- _____

BEING A BY-LAW TO AMEND THE ZONING FOR 1545 MONAGHAN ROAD

THE CORPORATION OF THE CITY OF PETERBOROUGH BY THE COUNCIL THEREOF HEREBY ENACTS AS FOLLOWS:

1. By-Law 1997-123 is amended by adding Section 376 as follows:

“SECTION 376

SPECIAL DISTRICT 346 (SP.346)

376.1 For the purpose of this by-law, land use district “Special District 346” hereby established and may be referred to as the symbol “SP.346”.

PERMITTED USES

376.2 No person shall within any SP.346 District use any land or erect, alter or use any building or part thereof for any purpose other than:

- (a) a dwelling unit
- (b) a muti- suite residence

REGULATIONS

376.3 No person shall within any SP.346 District use any land or erect, alter or use any building or part thereof except in accordance with the following regulations;

TYPE	REQUIREMENT
a) minimum lot area	4 hectares
b) maximum number of residential suites	286
c) maximum number of dwelling units	26
d) maximum building height	5 storeys

EXHIBIT 'E'
PAGE 2 OF 3

e) minimum building setbacks side lot lines	4m or 3m per storey, whichever is greater
rear lot lines	4m or 3m per storey, whichever is greater
f) notwithstanding the provisions of Sections 4.2 and 4.4, the total minimum parking standards shall be as follows:	1 space per apartment dwelling unit 0.75 spaces per suite in a multi- suite residence
g) minimum landscaped coverage	45%
h) maximum building lot coverage	28%

376.4 SP.346 District is hereby designated as a residential district.”

2. Map 11 forming part of Schedule "A" to By-law 97-123 is amended by changing the area shown on the sketch attached hereto as Schedule "A" **from SP.113 and PS.2 to SP. 346.**

By-law read a first, second and third time this day of , 2009.

D. Paul Ayotte, Mayor

Nancy Wright-Laking, City Clerk

EXHIBIT 'E'
PAGE 3 OF 3

