



City of  
**Peterborough**

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**TO: Members of the Planning Committee**

**FROM: Ken Hetherington, Manager, Planning Division**

**MEETING DATE: September 17, 2012**

**SUBJECT: Report PLPD12-060**  
**367 and 384 Rogers Street**

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## **PURPOSE**

A report to evaluate the planning merits of amending the zoning of the lands known as 384 Rogers Street (former St. Joseph Hospital lands) from the PS.2 – Public Service District to the SP.356-‘H’ – Special District, to permit the redevelopment of the lands from the former hospital use to a mix of residential and commercial uses.

## **RECOMMENDATIONS**

That Council approve the recommendations outlined in Report PLPD12-060 dated September 17, 2012, of the Manager, Planning Division, as follows:

- a) That the Comprehensive Zoning By-Law (Special Districts) be amended to add Special District 356 (SP.356) to permit the following uses in accordance with the the draft amendment attached as Exhibit ‘D’ to Report PLPD12-060:
  - i) A dwelling unit
  - ii) Clinic
  - iii) Office, excluding a veterinary office
  - iv) Personal Service Use
  - v) A bank, financial institution or loan company
  - vi) A retail establishment including a convenience retail store and drug store
  - vii) A post office or sub-post office

- b) That Section 217 (Special District 187 (SP.187)) of the Comprehensive Zoning By-Law be amended to permit a parking lot in accordance with the the draft amendment attached as Exhibit 'D' to Report PLPD12-060.
- c) That the zoning of the lands known as 384 Rogers Street be amended from the PS.2 – Public Service District to the SP. 356 – Special Commercial District in accordance with the draft amendment attached as Exhibit 'D' to Report PLPD12-060.
- d) That the zoning of the northerly portion of the lands known as 367 Rogers Street be amended from R.1, R.2, R.3 – Residential District to a modified SP.187, R.1, R.2, R.3 – Special District in accordance with the draft amendment attached as Exhibit 'D' to Report PLPD12-060.
- e) That the 'H' Holding Symbol be removed subject to Site Plan Approval for the redevelopment of the lands.

## **BUDGET AND FINANCIAL IMPLICATIONS**

There are no direct budget or financial implications arising from the approval of these recommendations.

## **BACKGROUND**

The subject application was received on May 29, 2012 and deemed to be complete on June 15, 2012 proposing an amendment to the zoning of the lands to permit a mix of residential and commercial uses with site specific provisions, consistent with the Central Area - Hunter Street East Business District policies in the City's Official Plan. The applicant proposes to redevelop the site to reuse the existing buildings and to redevelop the northeasterly corner of the lands at the intersection of Hunter Street East and Armour Road, to permit a mix of residential and commercial uses including approximately 228 apartments and approximately 3418m<sup>2</sup> of commercial space, consisting of clinic, office, personal service, retail, post office and bank uses on the lands known as 384 Rogers Street and associated off site parking for approximately 75 spaces on the northerly portion of the lands known as 367 Rogers Street.

The applicant intends to redevelop the site into a community targeted primarily for those at retirement, incorporating accessibility features and amenities to service an aging-in-place environment. The applicant proposes to introduce community service providers to compliment the living experience.

The property has been used to support the former St. Joseph Hospital and nurse's residence, constructed in stages from 1890 to 1964. The lands are located in the Hunter Street East Business District, forming part of the City's Central Area as described by the City's Official Plan and known locally as 'East City'. The former hospital use of the property relied on both on site and off site parking facilities located at 367 and 384 Rogers Street. The applicant intends to provide parking for approximately 251 vehicles on site and approximately 75 vehicles off site at 367 Rogers Street. A reduced parking ratio consistent with the Central Area requirements for the Commercial Core (Area 1) are proposed for the redevelopment of the site.

The application proposes to establish a residential parking ratio of 1 space per unit for the residential units, 1 space per 45m<sup>2</sup> of office use and 1 space per 35m<sup>2</sup> of retail/commercial uses, by way of site specific parking regulations. The proposal contemplates a residential development to be marketed toward older adult population in the City's Central Area.

The proposed redevelopment of the subject lands will have significant impact on the revitalization of the Hunter Street East Business District. The Official Plan policies encourage the introduction of mixed uses to the site, including residential, office, institutional, cultural and/or recreational uses, with an emphasis on residential and office uses. The reuse of the existing buildings and the introduction of a new building along the Hunter Street West façade supports the policies to ensure compatibility with the uses in the Liftlock area to the east.

A Neighbourhood Open House was held at Immaculate Conception Church on July 25<sup>th</sup>, 2012. A total of 41 people attended. Generally, those in attendance expressed support for the proposal. Several attendees asked questions regarding the tenure of the residential use and with regard to controls on the off-site parking area. The applicants indicated a willingness to work with abutting neighbours regarding access to the parking facilities.

## **ANALYSIS**

### **a) Official Plan**

The property is designated 'Commercial' and located within the Hunter Street East Business District, forming part of the City's Central Area. The Central Area is intended to be the most significant location for the provision of specialized and higher-order functions serving the diverse needs of residents, businesses and institutions of Peterborough and surrounding area. The Hunter Street East Business District is a sub-area of the Central Area and distinguished from the Commercial Core and Waterfront

Commercial Areas by the built form rather than the land uses, generally with smaller scale commercial uses on less intensively developed sites.

The Hunter Street East Business District connects the Commercial Core Area to the Liftlock Area along Hunter Street East. The Time Square development and the subject lands (former St. Joseph hospital campus) are two significant parcels of land within this district from a size and historical perspective. The proposed redevelopment of the subject lands for a mixed use development with predominantly residential and office uses, implements the clear intent of the policies for the lands.

The City's Official Plan was amended in May, 2009 to reflect the Central Area Master Plan. The Central Area is recognized as the multifunctional centre of the City, fulfilling the central place functions of the City and the Greater Peterborough Area. The subject property is located at the easterly limit of the Central Area close to the Hunter Street East Gateway to the Central Area.

The application proposes a mix of uses consistent with the Official Plan policies for commercial along the Hunter Street East frontage and residential and accessory commercial (concourse) activity for the residents of the development. It also furthers the Central Area Master Plan policies of Section 10.6.3 c) *"To encourage new residential development, particularly in higher density or mixed-use forms, that will add to the vitality of the Central Area and create an expanding local market for retail growth."*

The implementation of the above policies can be achieved through both zoning and site plan approval. The proposed SP.356 – Special Commercial District includes a limited range of commercial uses and residential dwelling units, and provides for site specific regulations to accommodate the reuse of the existing buildings with specific provisions related parking provisions and landscaped open space. The Official Plan policies support the proposed redevelopment of the property to facilitate a mix of uses in keeping with the direction of the Central Area Master Plan.

#### **b) Zoning By-law**

The subject property at 384 Rogers Street is currently zoned PS.2 – Public Service District, limiting the permitted uses to a restricted list of institutional type uses including a hospital, church, school, police station, nursing home, etc., subject to regulations related to parking and loading, as well as landscaping and building coverage. Residential and office uses are not permitted under the current zoning of the property.

The application proposes to rezone the property to implement the Hunter Street East policies of the Official Plan. The proposed modified SP.356 – Special Commercial District would permit a restricted range of commercial uses for the property, including the following:



- i) A dwelling unit
- ii) Clinic
- iii) Office, excluding a veterinary office
- iv) Personal Service Use
- v) A bank, financial institution or loan company
- vi) A retail establishment including a convenience retail store and drug store
- vii) A post office or sub-post office

The proposed SP.356 zoning district furthers the commercial policies of the Hunter Street East Business District of the Official Plan. The regulations associated with the proposed SP. 356 – 'H' zoning district permits the proposed mixed use development for residential apartments and a limited range of commercial uses compatible with the area.

The City's Comprehensive Zoning By-Law recognizes the unique needs of the City's downtown core area with regard to parking and provides specific requirements in the form of relaxed standards for the number of parking spaces required to be provided on site. The subject lands are located within the Central Area, however, outside of the core area identified in the City's Comprehensive Zoning By-Law. The Planning Justification Report and Traffic Impact and Parking Study submitted by the applicant in support of the application recommends that parking be provided in accordance with the Area 1 – Commercial Core requirements of the By-Law rather than suburban requirements of Area 3, based on the unique character of the neighbourhood with a downtown approach to development. The Traffic Impact and Parking study, prepared by Tranplan Associates also recommends that the on-street parking along Armour Road between the future Building F and the proposed driveway between Buildings C and E should be removed to provide a clear sight line between the two driveways. Future adjustments regarding vegetation and relocation of hydro poles may also be necessary to maintain this sight line.

The proposed amendment also includes a modification of the SP.187 – Special District that was assigned to the southerly portion of 367 Rogers Street to provide off site parking for the hospital use. The application proposes to extend the SP.187 to the northerly portion and modify the Zoning District to support off-site parking for the reuse of 384 Rogers Street for the proposed mixed use. The off-site parking is intended to be provided for visitor and staff parking for the residential uses within the site, in accordance with the Area 1 requirements. The parking facility is located within 100m of the lands and provides for long term parking within walking distance of the residential uses. An arrangement with the abutting church (Immaculate Conception) for intermittent use is also being discussed with the applicant.

The following parking ratios are proposed to apply to the lands at 384 Rogers Street:

- i. 1 parking space per 35 m<sup>2</sup> of retail/commercial use
- ii. 1 parking space per 45m<sup>2</sup> of office use
- iii. 1 parking space per unit (residential)

The proposed reduction in the parking requirements reflects the mixed use proposed for the site. The peak demand for the residential and office uses are anticipated to occur at different times during the day/night, providing flexibility for the campus style parking facilities over the entire site and the use of the off-site parking facilities at 367 Rogers Street.

The supporting Traffic Impact/Parking Study submitted by the applicants, concludes that the peak demand for the proposed apartment units, including visitors, is 0.85 spaces per unit. The study balances the peak demand with standards of surrounding communities and industry rates for 'seniors' rental apartments and concludes that a ratio of 1 space per unit is adequate for the residential component for this unique 'East City' mixed use development. The proposed office and retail uses are anticipated to require approximately 54 parking spaces in total, based on the proposed reduced rates. It is anticipated that these spaces will largely be provided on site and that staff working in Building 'B' and Building 'F' will be encouraged to utilize the off-site parking facility in order to provide maximum parking spaces for customers and visitors.

The proposal has recognized the built form and intensity of building form in the downtown and has facilitated parking within the area to address off-site parking needs. The property is located within the Central Area of the City, serviced by public transit. The downtown attributes of the area within proximity to commercial and services along Hunter Street East, also supports a reduced parking ratio.

The existing coverage and massing of the buildings and the proposed new Building F is in keeping with the current Official Plan policies. The proposal includes landscaped open space on site, resulting in more landscaped space than the traditional core, but less than a typical low density development. A requirement for a minimum of 20% of landscaped open space over the entire site is recommended as a regulation in the proposed SP.356 Zoning District.

Planning Staff recommend the inclusion of site specific regulations to be assigned to the proposed SP. 356 – Special Commercial District Zoning of the property to have the following effect:

- a) Permit a limited list of commercial uses as noted above;
- b) Apply the zoning district to the entire property, to be treated as a single lot for the purpose of the regulations;
- c) Recognize the existing setbacks for the existing buildings;
- d) Permit off-site parking within 100m of the SP.356 Zoning District;
- e) Require a minimum of 20% landscaped open space;
- f) Require a minimum of 1 'A' type of loading space and 7 'B' type of loading space to be provided and maintained on the SP. 356 lands;
- g) Require a minimum number of parking spaces in accordance with the following:
  - i. 1 parking space per 35 m<sup>2</sup> of retail/commercial use
  - ii. 1 parking space per 45m<sup>2</sup> of office use

- iii. 1 parking space per unit (residential)

### c) Site Development

The applicant proposes to reuse the existing buildings on the site, with a modification to Buildings C and E whereby a new driveway entrance to the easterly portion of the lands will be provided from Armour Road. A new 2 storey building along the Hunter Street East frontage, at the intersection with Armour Road is also contemplated to support future commercial uses and parking.

The following table provides a summary of the proposed uses for the site:

<b>Building (Existing/New)</b>	<b>Proposed # Units</b>	<b>Proposed # Parking</b>	<b>Proposed Commercial Space</b>
Building A (existing)	87 apartments	82 spaces	None
Building B (existing)	30 apartments	42 spaces	735 m <sup>2</sup> clinic, professional office, and community service provider
Building C (existing)	46 apartments	36 spaces	None
Building D (existing)	50 apartments	45 spaces	325m <sup>2</sup> concourse Small scale clinic and personal service uses
Building E (existing)	15 apartments	14 spaces	None
Building F (new)	None	32 spaces	2358m <sup>2</sup> Commercial, retail and office uses

Amenity space will be provided on site by way of landscaping and treatment of space between buildings. It is intended that the zoning regulations apply to the entire campus, however, the applicant intends to create individual lots for each building on 6 lots with easements to address servicing, parking, loading, driveways and access.

The application proposes site specific regulations to address building massing and building floor area ratios to permit the use of the lands for multi-residential purposes. The applicant will be required to submit a site plan approval application and enter into a Site Plan Agreement with the City.

The impact of the proposed development will be positive, especially if, through the site plan process, staff are able to work with the applicant to ensure proper landscaping treatment and support the proposed relationship of the buildings to the Hunter Street

East, Armour Road and Rogers Street frontages. The layout of the parking and the ingress/egress from the site will also be addressed at the Site Plan Approval stage.

## RESPONSE TO NOTICE

### a) **Significant Agency Responses:**

Agency circulation was issued on July 5, 2012.

The City's Utility Services Department has requested that the rezoning be made conditional upon the applicant entering into a Site Plan Agreement with the City; demonstration of adequate servicing capacity downstream; and cash in lieu of parkland where required. The conversion of the use to residential entitles the City to collection of cash-in-lieu of parkland. The amount will be determined by the Parks Levy Committee at the Site Plan Approval stage. Utility Services further express concerns with the proposed reduction of parking and potential adverse off-site effects. No further comments have been provided in relation to the Tranplan Associates Traffic Impact report.

Additional comments related to the future Site Plan Approval process have been provided by Utility Services Department to the applicant for consideration, including the requirement for a 3.0m road widening across the Armour Road frontage and a 12m by 12m daylighting triangle at the northeast corner of the site at the intersection of Armour Road and Hunter Street.

Peterborough Utilities note that development charges are applicable and that water servicing details need to be approved by the Water Commission. Peterborough Distribution Inc. notes that the property will be serviced from the 27.6kV distribution system from either Rogers Street or Armour Road and that at design deposit will be required in order to evaluate the feasibility of these two options. Further comments have been received regarding the electrical servicing in order to meet OESC requirements.

The City's Heritage Resources Coordinator indicates that the central section of the hospital and some of the ancillary buildings are worthy of designation. It is expected that the Peterborough Architectural Conservation Advisory Committee will be recommending designation as part of site plan approval. The Heritage Resources Coordinator would like to pursue a conservation agreement to detail preservation expectations during redevelopment.

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 by newspaper advertisement on (Peterborough Examiner) on June 20, 2012. Notice of Public Meeting was issued on August 20, 2012 by direct mail and by newspaper advertisement (Peterborough Examiner). The notice complies with the requirements of the Planning Act.

No public written responses were received as a result of the circulation.

Submitted by,

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Ken Hetherington,  
Manager, Planning Division

Prepared by,

Concurred with,

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Caroline Kimble,  
Land Use Planner

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Attachments:

Exhibit A - Land Use Map  
Exhibit B - Concept Plan – 384 Rogers Street  
Exhibit C – Concept Plan – 367 Rogers Street - parking  
Exhibit D –Draft Zoning By-law

# Land Use Map

File # Z1217

Property Location: 384 Rogers St, 367 Rogers St

**Exhibit 'A'**  
**Page 1 of 1**

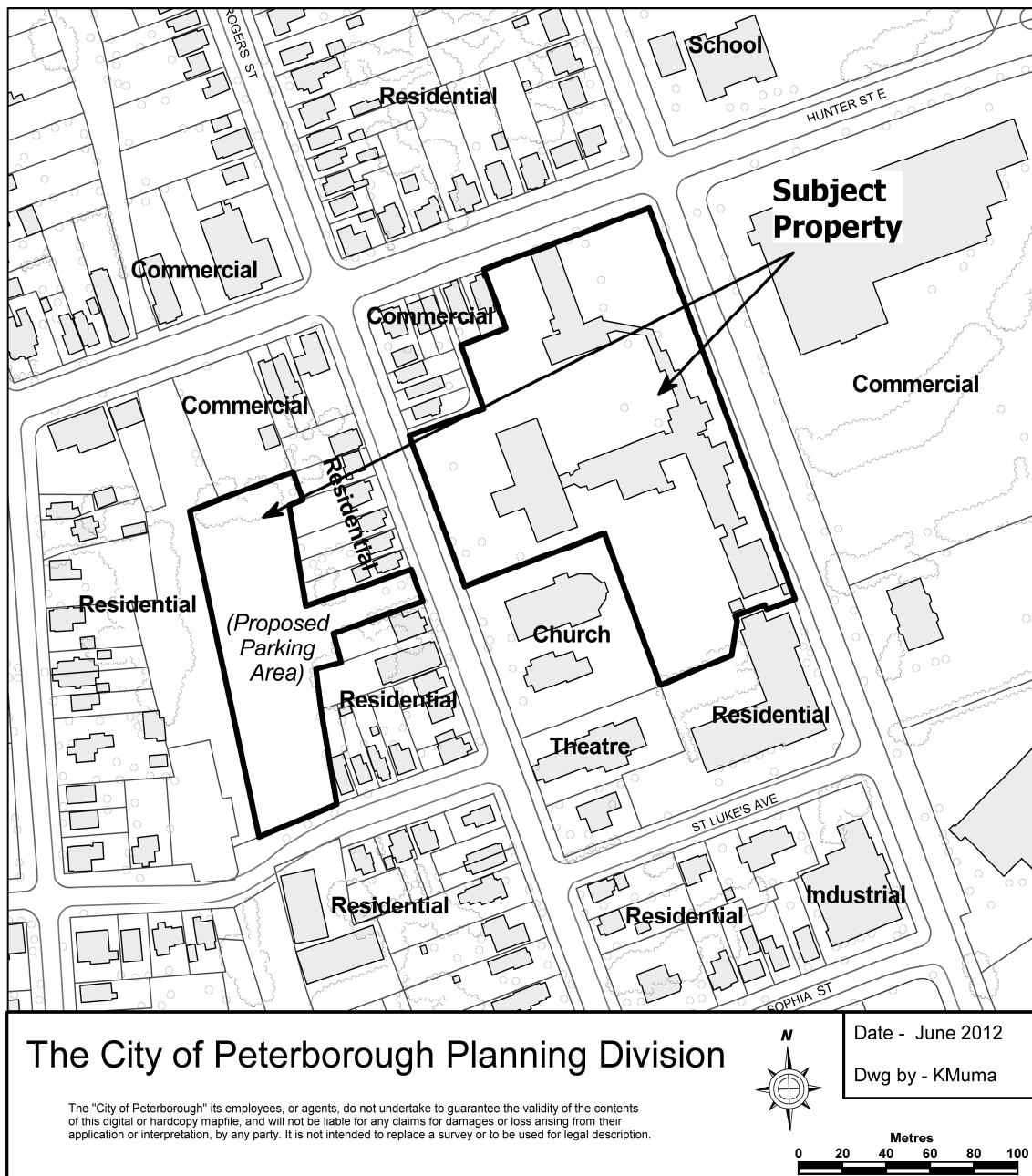
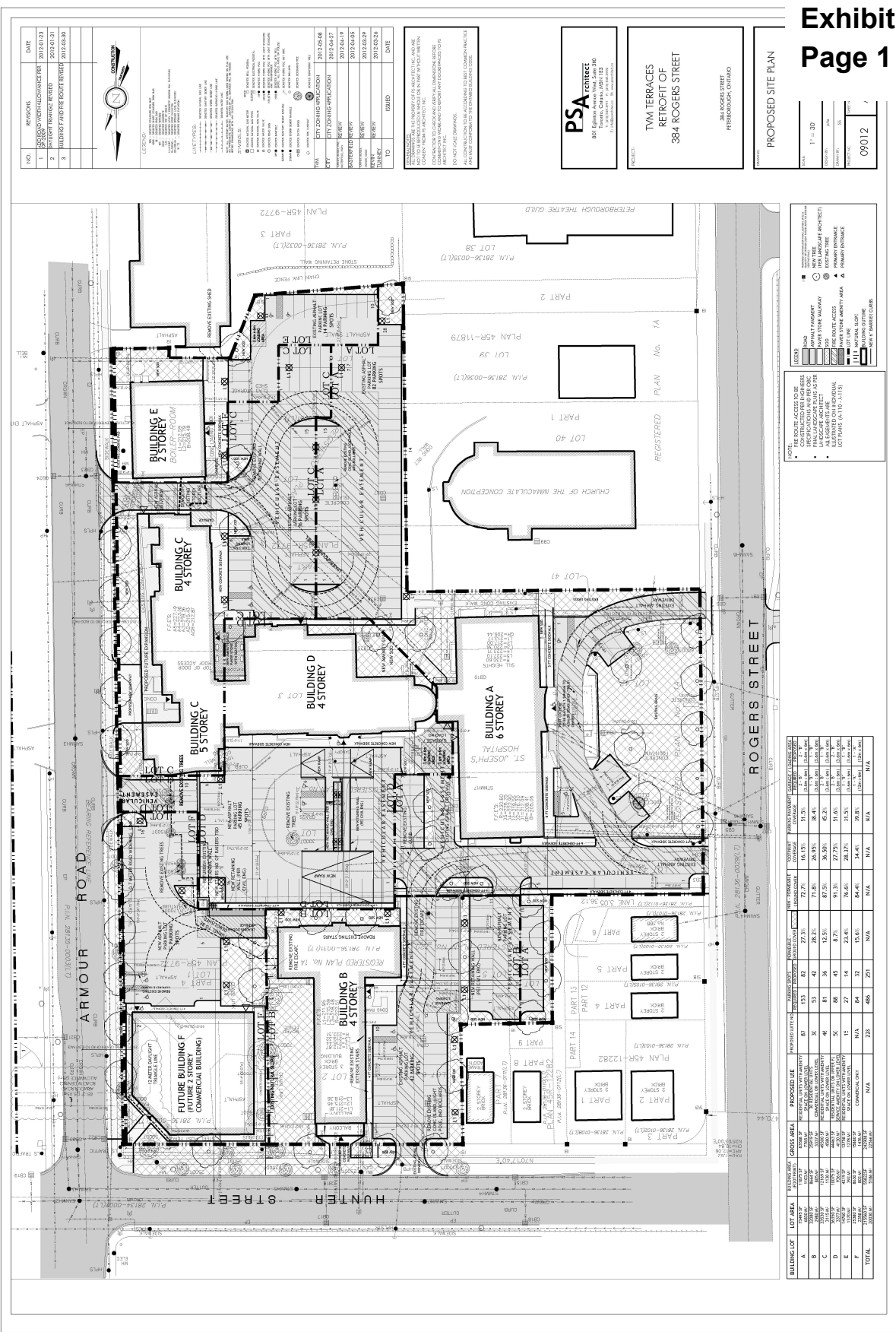


Exhibit 'B'

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**THE CORPORATION OF THE CITY OF PETERBOROUGH**

**Exhibit 'D'**

**BY-LAW NUMBER 12- \_\_\_\_\_**

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**BEING A BY-LAW TO AMEND THE ZONING FOR  
367 and 384 Rogers Street**

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

1. Section 386 be added for Special District 356 (SP.356) as follows:

“Section 386  
SPECIAL DISTRICT 356 (SP. 356)

386.1 For the purpose of this by-law, land use district 'Special District 356' is hereby established and may be referred to by the symbol 'SP.356'.

**PERMITTED USES:**

386.2 No person within a SP.356 District shall use any land or erect, alter or use any building or part thereof for any purpose other than:

- a) A dwelling unit
- b) Clinic
- c) Office, excluding a veterinary office
- d) Personal Service Use
- e) A bank, financial institution or loan company
- f) A retail establishment including a convenience retail store and drug store
- g) A post office or sub-post office

**REGULATIONS**

386.3 No person shall within a SP.356 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 number of dwelling units per building	3
b) minimum lot area per dwelling unit	87 square metres
c) maximum building coverage	30%

d) minimum building setback i) side lot line ii) rear lot line	the lesser of the existing or 2m
e) maximum lot coverage by open parking, driveways and vehicle movement areas	46%
f) notwithstanding the provisions of Section 4.2(A), a minimum of 1 parking spaces shall be provided and maintained per dwelling unit	
g) notwithstanding the provisions of Section 4.2(B), a minimum of 1 parking space shall be provided and maintained per 35m <sup>2</sup> of retail/commercial use permitted in Section 386.2	
h) notwithstanding the provisions of Section 4.2, up to 80 parking spaces shall be permitted off site within 100 m of lands zoned SP.356.	

**Exhibit 'D'**  
**Page 2 of 4**

2. Section 217 (Special District 187 (SP.187)) is hereby deleted and replaced with the following:

“SECTION 217  
SPECIAL DISTRICT 187 (SP.187)

217.1 For the purpose of this by-law, land use district ‘Special District 187’ is hereby established and may be referred to by the symbol ‘SP.187’.

PERMITTED USES

217.2 No person shall within an SP.187 District use any land or erect, alter or use any building or part thereof for any purpose other than:

- a) a parking lot

REGULATIONS

217.3 No person shall within an SP.187 District use any land or erect, alter or use any building or part thereof except in accordance with the following regulations:

Type	Requirement	Exhibit 'D' Page 3 of 4
a) landscaped open space including a planting strip, having a minimum width of 3m shall be provided and maintained along a lot line abutting a residential or development district		
217.4 SP.187 District is hereby designated as a commercial district		

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3. Map 13 forming part of Schedule "A" to By-law 97-123 is amended by changing the areas shown on the sketch attached hereto as Schedule "A" **from R.1, R.2,R.3 to R.1,R.2,R.3-SP.187-'H'** and **from PS.2 to SP.356-'H'**.
4. That the 'H' Holding Symbol be removed subject to Site Plan Approval for the redevelopment of the lands, including provisions for cash-in-lieu of parkland.

By-law read a first, second and third time this                      day of                      , 2012.

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Daryl Bennett, Mayor

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John Kennedy, City Clerk

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