



City of
Peterborough

TO: Members of the Planning Committee

FROM: Ken Hetherington, Manager, Planning Division

MEETING DATE: January 22, 2013

SUBJECT: Report PLPD13-007
Application for Site Plan Approval
242-248 Charlotte Street & 321-331 Aylmer Street
Proposed Shoppers Drug Mart

PURPOSE

A report to recommend the approval of a Site Plan Application for the properties at 242-248 Charlotte Street and 321-331 Aylmer Street to permit the construction of a new commercial building (Shoppers Drug Mart) with a building floor area of 1,619 square metres (17,427 square feet).

RECOMMENDATION

That Council approve the recommendation outlined in Report PLPD13-007 dated January 22, 2013, of the Manager, Planning Division, as follows:

That the Site Plan Application submitted by BJC Architects Inc. for the construction of a commercial building (Shoppers Drug Mart) with a total floor area of 1,619 square metres (17,427 square feet) be approved, subject to the following conditions:

- a) Payment of \$110,000 to the City for the purchase of the City property at 331 Aylmer Street,
- b) The deposit of a parkland levy in accordance with The Planning Act, as amended,

- c) The deposit of site performance security in the amount of \$60,000,
- d) The conveyance of daylighting triangles at the north east corner of Charlotte Street and Bethune Street, and the north west corner of Charlotte Street and Aylmer Street,
- e) The design and construction of a new public walkway between the subject property and the Peterborough Public Library property.

BUDGET AND FINANCIAL IMPLICATIONS

The owner will pay \$110,000 to the City to purchase the property at 331 Aylmer Street, in accordance with the recommendations of Report PLPD11-081 approved by Council. A parkland levy will be paid to the City in accordance with The Planning Act.

BACKGROUND

This is an application for Site Plan Approval submitted by BJC Architects Inc. on behalf of Gendor Developments Ltd for a property assembly known municipally as 242-248 Charlotte Street and 321-331 Aylmer Street North. The development proposal involves the removal of all existing buildings and the construction of a new Shoppers Drug Mart with a ground floor area of 1,287.8 sq.m. (13,862.25 sq.ft) plus a mezzanine with a floor area of 331.25 sq.m. (3,565.50 sq.ft.). The development includes on-site parking for 36 vehicles.

The application represents the commitment of a national retailer to Downtown Peterborough. The development is intended to replace the existing store location on the south east corner of Charlotte Street and Aylmer Street with a facility that substantially increases the floor space and product offering and improve upon the parking supply available to customers. The application for Site Plan Approval brings to a conclusion a development process that began approximately 18 months ago and fulfills the expectations of Council.

At the Council meeting held on December 12, 2011 Council passed the following motion:

That Council approve the recommendations outlined in Report PLPD11-081 dated December 5, 2011, of the Director of Planning and Development Services, as follows:

- a) That the 12-space Library parking lot municipally known as 331 Aylmer Street, as illustrated on Appendix A attached to Report PLPD11-081, be declared surplus to the needs of the municipality.
- b) That the City advertise its intention to convey 331 Aylmer Street to F & I Gateway Investments Inc. or a new company to be incorporated and further that consideration be either the estimated property value of \$110,000, or physical improvements of equivalent value on municipal property, or a combination thereof, all to the satisfaction of the City.
- c) That the City advertise its intention to exchange a parcel of land with an area of approximately 1,300 sq. ft. located at the south east corner of the library property for a parcel of land, more or less of equal area from the north west corner of 248 Charlotte Street, as illustrated on Appendix A attached to Report PLPD11-081 in order to regularize the south property line of the Library.
- d) That the conveyances of City property and the improvements to municipal property be detailed in a site plan agreement and further, that the conveyances not occur until a Site Plan agreement has been executed for a redevelopment of 242-248 Charlotte Street and 321 Aylmer Street in keeping with the general intent of Appendix B, attached to Report PLPD11-081.
- e) That Council declare its intention to retain approximately 30 public parking spaces in the city block immediately west of the Library or the immediate vicinity, initially on the former Food Bank property, to support the patron parking needs of the Library.
- f) That Council commit through a future capital project to refresh the landscaping at the Library and to reconstruct the interlocking brick sidewalk along the west side of Aylmer Street between Charlotte Street and Simcoe Street to a standard in keeping with the Downtown Streetscape program.
- g) That the site plan return to Planning Committee for final approval.

With the perfection of the Site Plan Application the requisite notices will be published to express Council's intent to convey 331 Aylmer Street (Library Lot) and to exchange property with the developer to regularize the mutual property line with the Library. The notice and anticipated approvals of Council will satisfy recommendations b) and c) above.

The site plan recommended for approval is in keeping the concept site plan Council approved on December 12, 2011 (Appendix B of Report PLPD11-081). Council approved recommendation d) above to ensure that the conveyances of City property achieved the development significance represented by the developer.

Recommendation e) has been satisfied by Council's recent approval to convey the former Food Bank property to Seven Hills Developments on the condition that 30 publicly accessible parking spaces are retained in the block or the immediate vicinity. Until the former Food Bank Property is conveyed, the property remains in control of the City for use as public parking.

The 2013 Capital Budget has been approved with funding to support the rebuilding of the Aylmer Street sidewalk from Charlotte to Simcoe Street plus sufficient funds to refresh the Library's landscaping. This responds to recommendation f) above.

Recommendation g) will be satisfied with Council's approval of the Site Plan Application.

This Site Plan Application review process has relied on a staged approval process as evidenced by the first stage approval granted by City Council on December 12, 2011. To reach that stage Council needed to be assured that the inclusion of City property within the overall development was in the public interest and would achieve a redevelopment of sufficient scale to warrant City participation. Similarly, the developer who was poised to assemble the property needed a measure of comfort that the City would put the Library Lot in play as without the land the development could not be achieved. On the strength of the first stage approval, including the approval of a concept site plan, the developer has purchased the existing commercial properties, existing tenants have relocated or are in the process of relocating and the developer has completed the full technical review of the formal site plan approval process.

Staff have proceeded to process the Site Plan Application as though the concept site plan, already approved by Council, is a decided matter. The location of the building, the massing of the building, and the placement of the parking lot has been based on the approved concept site plan. The second stage of the Site Plan Approval process therefore has achieved refinements to the architectural design of the building, improvements to the technical aspects of site development, and has permitted the standard commenting agencies a full opportunity to participate in the review process.

The Site Plan review process has concluded with all technical matters resolved.

The application has also generated comments from some commenting agencies that question the appropriateness of the Concept Site Plan endorsed by Council at the first stage of approval.

The Concept Site Plan was approved following a period of evaluation and discussion with the Library Board. It was understood by staff in dealing with the initial inquiry by the developer on behalf of Shoppers Drug Mart, that urban design considerations would generate the greatest discussion and therefore every effort was made to obtain the best available resolution given the scale of development proposed, the operational needs of the retailer, and the public interest issues at play. For the record the following rationale for the approved Concept Site Plan is provided:

1. **Building Mass:** Different approaches to floor plate geometry were explored with the developer to maximize the amount of building fronting on Charlotte Street; however, the retailer requires approximately 14,000 sq ft of ground floor space including an area for storage and receiving. For practical reasons the retailer's needs cannot reasonably be expected to become a wide narrow space simply to fill the street frontage with building. A large retailer is an important addition to the retail mix in downtown but a large retailer has considerably less flexibility. Typical retail suites in the downtown would range between 2,000–4,000 sq ft. and several smaller suites could sit side by side to fill a continuous building façade. This is not an option for Shoppers Drug Mart.

The developer has agreed to place the building at Charlotte Street and to push the parking supply to the side of the building rather than the typical suburban approach where the parking field is placed at the front door. The developer has since agreed to place the front doors to the store directly on Charlotte Street and all storage and receiving to the rear of the building. The east façade of the building (against the parking lot) will have some window space but these windows are not integral to the functioning of the building. The primary store windows face Charlotte Street. This means that over time, as needs or users change, it will be possible to add additional building to the Charlotte Street frontage without consequence to the proposed building. This is more typical of the way downtown blocks develop. It is unusual to have an entire block-face develop at once.

2. **Building Placement:** With the acceptance that there must be a reasonable balance between form and function, it was then left to establish the side of the site most appropriate for the building to sit. Initially the building mass was considered for the Aylmer/Charlotte corner, the priority intersection for the site. While the building would sit at the preferred corner it presented a number of complications. The building does not have 2 front faces for operational reasons and therefore the face of the building on Aylmer Street would be inactive. This would create a sterile streetscape between Charlotte Street and the Library. The loading function, if reversed relative to the current proposal would come and go via Aylmer Street. Given the significance of Aylmer Street as a traffic corridor this was considered unwise. The alternative would have been to use a significant portion of the parking lot and exit via Bethune Street, significantly diminishing the on-site parking supply.

The most compelling reason to place the building mass on the Bethune Street side of the site was to provide a far more sympathetic interface with the Library. The existing building setback along Aylmer Street presently provides a small window to the Library from Charlotte Street/Aylmer Street intersection. A 2-storey building sitting the full depth of the property at the street line would have effectively hidden the Library from public view. This was reviewed with the Library Board and the Concept Site Plan was endorsed by them.

3. **Urban Design:** Although the building has customer access exclusively from Charlotte Street, the site is viewed from all sides. Through the site plan review process, the developer has agreed to ensure that the building achieves an appropriate level of architectural finish on all sides including elements of brick detailing, functional windows and/or mural/display panels. The building sits on a stone podium, typical of many of Peterborough's longstanding buildings. The developer has also agreed to complete the Charlotte Street façade in brick and raise its overall height. The parking field will be partially screened by a low rise decorative metal fence and landscape planting.

Four of the 36 provided parking spaces are dedicated accessible spaces. Two serve Shoppers Drug Mart and two are dedicated for library patrons at the closest opportunity relative to the front doors of the library.

To support the greater interest of the entire block, the developer has agreed to install at developer cost a generous sidewalk along the south edge of the library property to promote pedestrian circulation around all edges of the library. This will improve access by library patrons to a greater inventory of parking west of the library.

ZONING AND OFFICIAL PLAN

The Site Plan Application was reviewed and deemed to comply with the Official Plan and all applicable Zoning By-law regulations. The development is a retail commercial establishment thereby complying with the Commercial Core designation and the C.6 zoning district.

PERTINENT DATA

Lot area	3,092.11 square metres
Gross Floor Area	1,619.05 square metres
Building Coverage	53.7%
Parking Required	34 Spaces
Parking Provided	38 Spaces

NOTICE

Notice of the application was circulated to all abutting property owners as well as all concerned utilities and agencies.

Responses arising from the circulation were received from the City's Utility Services Department and Peterborough Utility Services Inc. The comments focused on technical requirements regarding the servicing of the proposed building and site development requirements. These responses have been or will be addressed through the execution of the Site Plan Agreement. Comments were also received regarding the implementation of accessibility requirements which will also be reflected in the Site Plan Agreement.

The Peterborough Architectural Conservation Advisory Committee requested that the proposed development better reflect the City's Site and Building Design Guidelines.

The Arts, Culture and Heritage Advisory Committee also expressed concerns with the overall design and placement of the building, in particular the location of the parking lot and the "suburban style" building.

There have been many telephone calls and written submissions mainly received from the public concerned with some of the design features of the development as previously discussed. In particular comments focused on the placement of the building and the parking along Charlotte Street and a preferred design would be to have a continuous building façade along Charlotte Street with parking at the rear. Comments also questioned a single use commercial building rather than a multi-use development that could provide more intensification and mixed use opportunities. The staff report presents the staff response to these concerns.

Submitted by,

Ken Hetherington
Manager, Planning Division

Concurred with,

Malcolm Hunt, Director
Planning & Development Services

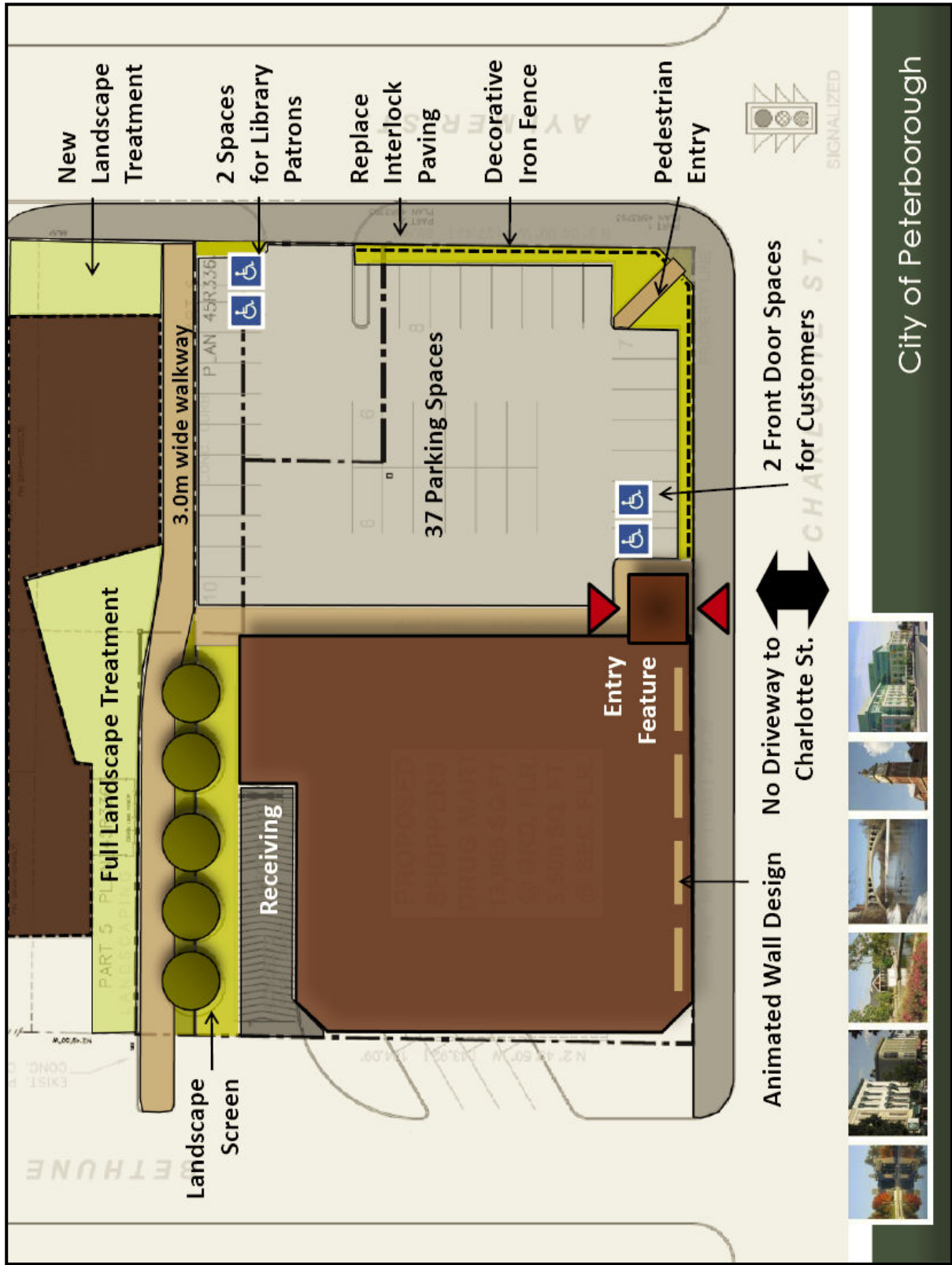
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Attachments:

Exhibit A: Appendix B of Report PLPD11-081
Exhibit B: Site Plan and Details
Exhibit C: Elevations
Exhibit D: Site Grading and Servicing Plan
Exhibit E: Landscape Plan

**APPENDIX B OF REPORT PLPD11-081
DEVELOPMENT CONCEPT (1 of 2)**



**APPENDIX B OF REPORT PLPD11-081
DEVELOPMENT CONCEPT (2 of 2)**

EXHIBIT A
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Aylmer Street Elevation (Preliminary)



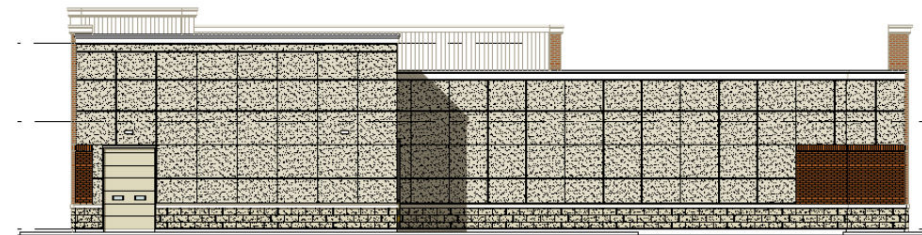
Charlotte Street Elevation (Preliminary)



City of Peterborough



Bethune Street Elevation (Preliminary)



Library Elevation (Preliminary)



City of Peterborough



