



City of  
**Peterborough**

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**To: Members of the Planning Committee**

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

**Meeting Date: April 14, 2014**

**Subject: Report PLPD14-020  
1545 Monaghan Road**

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## **Purpose**

A report to evaluate the planning merits of amending the Official Plan to permit a limited range of non-residential uses and amending the Zoning By-law for the property known as 1545 Monaghan Road, to permit a more flexible range of residential uses as well as the non-residential uses.

## **Recommendations**

That Council approve the recommendations outlined in Report PLPD14-020 dated April 14, 2014, of the Manager, Planning Division, as follows:

- a) That Section 4.2.4 of the Official Plan be amended to add provisions for the lands known as 1545 Monaghan Road to permit a limited range of non-residential uses such as a place of assembly, day nursery, school, adult training centre and small scale office and clinic uses, in addition to residential uses, in accordance with the draft amendment attached as Exhibit "C" to Report PLPD14-020.
- b) That Section 376 – Special District 346, being the zoning for the lands known as 1545 Monaghan Road, be amended in accordance with the draft amendment attached as Exhibit "D" to Report PLPD14-020.
- c) That the 'H' – Holding Symbol be removed from the property subject to the following:

- i) Site Plan Approval being granted for the subject property, including a clause that requires the proponent to prepare a servicing report, to the satisfaction of the City's Utility Services Department, for development of the subject lands, in excess of 150 residential units or the hydraulic equivalent;
- ii) Any necessary sanitary sewer upgrade to accommodate development of the subject lands beyond 150 residential units or the hydraulic equivalent, to be addressed to the satisfaction of the City;
- iii) Payment of applicable cash in lieu of parkland; and
- iv) Confirmation that a Heritage Conservation Agreement between the owner and the City of Peterborough has been registered on title.

## **Budget and Financial Implications**

The approval of the subject applications would have the effect of permitting additional uses that are complementary to new affordable rental housing units, in accordance with the City's Affordable Housing Community Improvement Plan and Capital Funding Programs. The financial implications of the municipal incentives and capital funding are detailed in Report PLHD14-004, dated March 31, 2014, to Committee of the Whole.

## **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 'Medium Density Residential' on Schedule 'E' – Residential Density. The proposed introduction of a limited amount of non-residential uses that are complementary to the residential uses, is in keeping with the intent and purpose of the Residential policies of the Official Plan and provides for an adaptive re-use of the existing buildings on the site. The heritage attributes of the property will be protected via a conservation agreement to implement the designation of the lands.

The proposed modified 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 Residential policies of the Official Plan.

Site Plan Approval will be required prior to the redevelopment of the subject lands and will address the details of the design and function of the site within the neighbourhood. The municipal requirements related to servicing, parkland, parking, landscaping and buffering will be addressed to the City's satisfaction prior to issuance of building permit.

## Background

The subject applications were received on November 6, 2013, deemed to be complete on December 13, 2013, and processed in accordance with department procedures. The Planning Act allows applicants to appeal Official Plan and Zoning By-law Amendment Applications after the expiry of 120 days of the application being deemed complete. The applicant was in a position to file an appeal to the Ontario Municipal Board any time after April 14, 2014 as Council had not made a decision on the applications.

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 was sold in 2009 to Mancal Lifestyles (Peterborough). Mancal secured an Official Plan Amendment and Zoning By-Law Amendment in 2009 to permit the redevelopment of the lands for a multiple unit residential use.

The 2009 amendments had the effect of designating the lands to a Medium Density Residential designation in the City's Official Plan and changing the zoning of the property from an institutional district to a residential district (Special District 346). The Zoning By-law amendment included a 'H' Holding Symbol requiring the registration of a conservation agreement between the City of Peterborough and the owner, to be registered on title. The SP.346 Zoning District permits the use of the property for up to 286 residential suites and 26 dwelling units, in accordance with site specific regulations.

Mancal sold the property to the applicant (Peterborough Poverty Reduction Network/The Mount Community Centre) in August, 2013. The applicant seeks to amend the Official Plan and Zoning By-law to incorporate some non-residential uses to the lands and to accommodate a different mix of dwelling units and suites. Mancal (former owner) intended to develop the property to support an older adult retirement community with support services, whereby the majority of residents would occupy suites with limited kitchen facilities and common dining and amenity space. With regard to the residential component, the current application proposes to change the balance of suites versus independent dwelling units, to facilitate a maximum of 40 suites and/or 187 dwelling units, in accordance with site specific regulations. The application also seeks to permit a limited list of non-residential uses, to be contained within the existing buildings as an adaptive re-use of the buildings.

The redevelopment of the property includes the introduction of new dwelling units, combining affordable with market rent units of differing forms and sizes. The types of non-residential uses proposed for the property include a small-scale office; place of assembly; day nursery; school; adult training centre and a small-scale clinic.

It is anticipated that these non-residential uses be limited to the existing buildings on the property and supported by on-site parking. The applicant has expressed an interest in phasing the development of the property. It is anticipated that the existing buildings be repurposed in the early phases and construction of new buildings occur in future phasing of the development. Although the property is proposed to remain under single ownership, Site Plan Approval and development will occur incrementally.

The applications are supported by a Planning Justification Report prepared by Kevin Duguay of KMD Community Planning and Consulting Inc., dated November 5, 2013; a preliminary analysis of the stormwater management requirements for the proposed development, prepared by D.M. Wills Associates Limited; a Concept Plan and preliminary Building Elevations.

An Open House was held by the applicants on February 27, 2014 at the Sisters of St. Joseph Convent Building, north of the subject lands. Two sessions (afternoon and evening) were held in an Open House fashion, whereby attendees were invited to review and discuss proposed project details with the property owner and their development team and to provide comments both verbally and written. A total of approximately 60 area residents attended the Open House.

## **Analysis**

### **a) Official Plan**

The lands are currently designated 'Residential' on Schedule 'A' – Land Use and 'Medium Density Residential' on Schedule 'E' – Residential Density of the City of Peterborough Official Plan. The lands were redesignated by adoption of Amendment #143 in 2009 to support the redevelopment of the site for a multi-unit residential and accessory uses. The application proposes to introduce site specific policies for the subject lands to introduce a limited range of non-residential uses, compatible with residential uses on the property, normally reserved for a local commercial development, but proposed to be located on site and integrated with the residential uses on the subject lands.

The Medium Density provisions of the Official Plan 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 density of the residential component of the development is 46.75 units/ha (18.7 units/ac.) at full build out. This is well within the range anticipated by the Residential policies. The height of the buildings is proposed to be capped by regulation at 2 or 3 storeys, depending upon the proximity of the building to Woodland Street to the south.

The introduction of non-residential uses must be considered under the Residential policies of the Official Plan. Beyond housing, the policies support other land uses that are

integral to, and supportive of a residential environment, typically in a local commercial setting. The application proposes to introduce uses such as a small scale clinic, small scale office, day nursery, school, adult training centre and place of assembly as permitted uses, integrated with the proposed residential uses on site. The non-residential uses are anticipated to be limited to the re-use of the existing buildings and space, such as the chapel. The preservation of heritage attributes and introduction of compatible uses is supported by the Official Plan policies.

The amendment to the Official Plan will have the effect of creating a site specific policy for the subject lands to permit a limited range of non-residential uses to the site. The proposed policy reads as follows:

**“The property known as 1545 Monaghan Road may also be used for a small-scale office; a small scale clinic; a place of assembly; a day nursery; a school; and an adult training centre in addition to the residential uses permitted. The non-residential uses are to be contained within the existing buildings.”**

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

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. The Site Plan Approval process will ensure the detailed servicing requirements and will formalize the concept plan and phasing from a servicing perspective to ensure that downstream capacity exists for any additional units beyond the first 150 units or the hydraulic equivalent.

#### **b) Zoning By-Law**

The subject property is currently zoned SP.346 – Special Residential District, permitting residential uses on the property to a maximum of 286 residential suites and 26 dwelling units and accessory uses. The current zoning reflects the former development concept for an adult retirement community.

The application proposes to amend the zoning to revise the regulations to facilitate the current development proposal for a mix of residential and compatible non-residential uses. The proposed regulations would decrease the total number of residential suites from 286 to 40 and increase the total number of dwelling units from 26 to 187; reduce the height of the proposed buildings from 5 to 3 storeys (maximum of 2 storeys within 30m of the centreline of Woodland Street); and provide alternative regulations for landscaping, size of units and setbacks.

The following is a summary of the proposed regulations:

<b>Proposed Residential Use Provision</b>	<b>Proposed Requirement</b>
a) Minimum lot area per dwelling unit	185 m <sup>2</sup>
b) Maximum number of residential suites* *for the purpose of this district, 2 residential suites are deemed to be equivalent to 1 dwelling unit	40
c) Maximum number of dwelling units	187
d) Maximum building height: Located within 30m from centreline of Woodland St. Located 30m or more from centreline of Woodland St.	2 storeys  3 storeys
d) Minimum Building Setbacks: from Woodland St. Streetline from all other lot lines	6m or the existing As per the concept site plan
e) Minimum Landscaped Open Space	35% of Lot Area
f) Maximum Building Coverage	50%
g) Notwithstanding Section 6.37, Minimum Floor Area per Apartment Dwelling Unit: 20% of Bachelor apartments 20% of One bedroom apartments	28m <sup>2</sup> 40m <sup>2</sup>
h) Minimum vehicle parking spaces for residential suites	0.75 spaces per suite
<b>Proposed Non-Residential Provision</b>	<b>Proposed Requirement</b>
a) Maximum building floor area: office use clinic use	300m <sup>2</sup> 300m <sup>2</sup>

The site specific regulations will ensure compatibility with the surrounding neighbourhood and will limit the amount of office and clinic space to ensure compatibility with the Official Plan. Sufficient parking and landscaped open space will also reduce impact on surrounding area. Site Plan Approval will apply to the development of the lands. Stormwater Management, landscaping, buffering, parking and servicing will be addressed through the Site Plan Process and included in the Site Plan Agreement to be registered on title.

The proposed Zoning Amendment includes a 'H' Holding Symbol to ensure that existing downstream servicing constraints are addressed prior to additional development proceeding, beyond the capacity anticipated under the current zoning. The Site Plan Agreement will include provisions to facilitate the phasing of the development when adequate provision has been made to address future servicing constraints. The conditions of the removal of the 'H' Holding Symbol are proposed as follows:

- i) Site Plan Approval being granted for the subject property, including a clause that requires the proponent to prepare a servicing report, to the satisfaction of the City's Utility Services Department, for development of the subject lands, in excess of 150 residential units or the hydraulic equivalent;
- ii) Any necessary sanitary sewer upgrade to accommodate development of the subject lands beyond 150 residential units or the hydraulic equivalent, to be addressed to the satisfaction of the City;
- iii) Payment of applicable cash in lieu of parkland; and
- iv) Confirmation that a Heritage Conservation Agreement between the owner and the City of Peterborough has been registered on title.

c) **Site Development**

The redevelopment of the site is proposed to be completed in phases. The first phase anticipates the conversion of a portion of the A Wing – southerly portion of the existing building for residential use, and then anticipates the redevelopment of the balance of the existing building for both residential and non-residential uses.

The second phase of the development proposes to introduce new residential buildings in the form of townhouses and two storey apartment dwelling units to the eastern portion of the property, together with ground work for the amenity areas, site parking, and storm water management feature. The final stage of development will include the new residential buildings in the form of townhouses and a three storey apartment dwelling, together with amenity areas and site parking at the west portion of the property.

The concept site plan illustrates the ability of the property to support up to 328 parking spaces on site with a primary access driveway at the signalized intersection of Monaghan Road and McDonnell Street. The Woodland Street driveway is intended to be utilized temporarily for the first phase of the development and the conversion of the southerly portion of the A Wing for residential units. This is intended to be closed and limited to a service driveway once the balance of the existing buildings are utilized.

Pedestrian walkway connections are proposed throughout the site and to Monaghan Road. Amenity areas are centralized on the eastern portion of the site and the existing trees are intended to be retained wherever possible.

The existing buildings are to be preserved pursuant to the City's Heritage Designation (2010).

## Response to Notice

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

Agency circulation was issued on February 12, 2014 and Notice of Complete Application and Public Meeting was circulated on March 17, 2014.

The City's Utility Services Department provided comment regarding the rezoning application, requesting a functional servicing report to address the servicing requirements of the development in regard to the solution to sewer surcharge issues downstream for development beyond that which was contemplated in the current zoning. In addition, cash in lieu of parkland is recommended where required. An 'H' Holding Symbol is being requested to address the servicing to the City's satisfaction. In addition, Utility Services has identified a requirement for a 4.25m wide road widening along Woodland Street with a daylighting triangle at the intersection of Woodland Street and Monaghan Road, to be secured at Site Plan Approval stage.

The Peterborough County-City Health Unit has provided support for the proposed amendments and recommends the inclusion of permeable surfaces to reduce the quantity of storm water and its impact on storm water quality. In addition, the Health Unit recommends the inclusion of bicycle garages in lieu of motorized vehicle parking and optimizing pedestrian connectivity to sidewalks.

Hiawatha First Nation has expressed concerns regarding the ability of the City's sewage system to handle further growth due to past issues with the Wastewater Treatment Plant. Hiawatha has also requested to be notified if artifacts are found and request to be invited to review any archaeological reports prepared for the site.

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 and Public Meeting was issued concurrently on March 17, 2014 by direct mail and by newspaper advertisement (Peterborough Examiner). The notice complies with the requirements of the Planning Act.

Comments in support of the applications were received from the Peterborough New Horizons Bands, for the proposed range of non-residential uses of the site. The memo of support suggests that the subject lands would be a perfect location for similar organizations as well as for other community social and arts groups.

No further written comments have been received as of April 3, 2014.



Submitted by,

Ken Hetherington  
Manager, Planning Division

Prepared by,

Caroline Kimble  
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Concurred with,

Malcolm Hunt, Director  
Planning and Development Services

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**Attachments:**

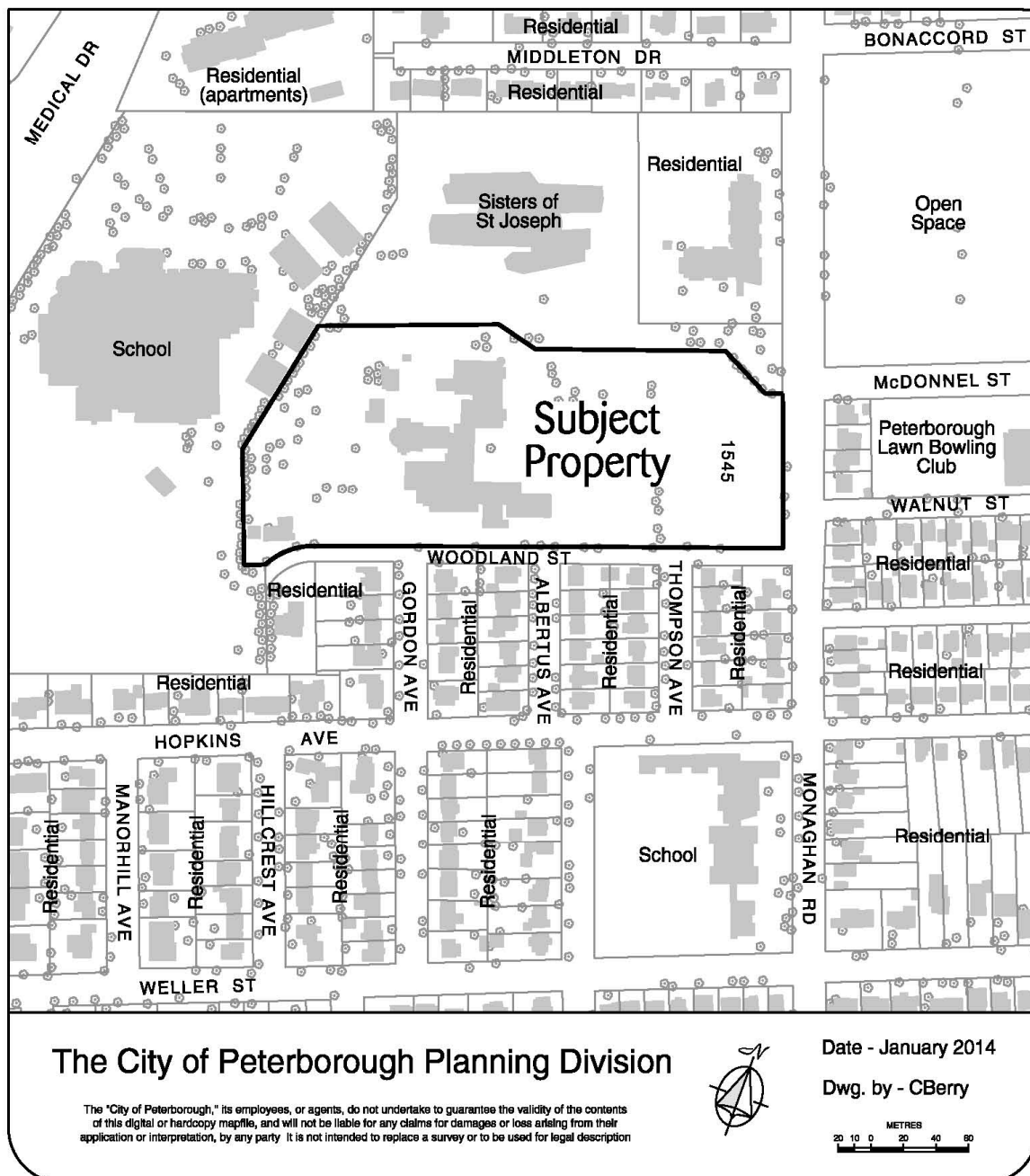
Exhibit A – Land Use Map  
Exhibit B – Concept Plan  
Exhibit C – Draft Official Plan Amendment  
Exhibit D – Draft Zoning By-Law Amendment

**Exhibit A****Land Use Map**

# Land Use Map

File # z1401 &amp; o1401

Property Location: 1545 Monaghan Rd



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## **Exhibit C**

### **Draft Official Plan Amendment**



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## **The Corporation of the City of Peterborough**

### **By-Law Number 14-**

Being a By-law to Adopt Amendment Number to the Official Plan of the City of Peterborough for the property known as 1545 Monaghan Road.

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The Corporation of the City of Peterborough by the Council thereof hereby enacts as follows:

That Section 4.2.4 Policies for Specific Residential Properties be revised to add the following:

“4.2.4.17 The property known as 1545 Monaghan Road may also be used for a small-scale office; a small scale clinic; a place of assembly; a day nursery; a school; and an adult training centre in addition to the residential uses permitted. The non-residential uses are to be contained within the existing buildings.”

By-law read a first, second and third time this day of , 2014.

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Daryl Bennett, Mayor

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John Kennedy, City Clerk

## **Exhibit D, Page 1 of 3**

### **Draft Zoning By-law Amendment**



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## **The Corporation of the City of Peterborough**

### **By-Law Number 14-**

Being a By-law to Amend Zoning By-Law 1997-123 for the property known as 1545 Monaghan Road.

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The Corporation of the City of Peterborough by the Council thereof hereby enacts as follows:

1. That Sections 376.2 – Special District 346 be repealed and replaced with the following:

“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 multi-suite residence
- The following uses within an existing building:
- (c) a clinic
  - (d) an office
  - (e) a place of assembly
  - (f) a school
  - (g) an adult training centre
  - (h) a day nursery

### **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;

**Exhibit D, Page 2 of 3**

<b>Type</b>	<b>Requirement</b>
a) Minimum lot area per dwelling unit	185 m <sup>2</sup>
b) Maximum number of residential suites* *for the purpose of this district, 2 residential suites are deemed to be equivalent to 1 dwelling unit	40
c) Maximum number of dwelling units	187
d) Maximum building height: Located within 30m from centreline of Woodland St. Located 30m or more from centreline of Woodland St.	2 storeys 3 storeys
d) Minimum Building Setbacks: from Woodland St. Streetline from all other lot lines	6m or the existing As per the concept site plan
e) Minimum Landscaped Open Space	35% of Lot Area
f) Maximum Building Coverage	50%
g) Notwithstanding Section 6.37, Minimum Floor Area per Apartment Dwelling Unit: 20% of Bachelor apartments 20% of One bedroom apartments	28m <sup>2</sup> 40m <sup>2</sup>
h) Minimum vehicle parking spaces for residential suites	0.75 spaces per suite
<b>Proposed Non-Residential Provision</b>	<b>Proposed Requirement</b>
a) Maximum building floor area: office use clinic use	300m <sup>2</sup> 300m <sup>2</sup>

2. That the 'H' – Holding Symbol be removed from the property subject to the following:

- a) Site Plan Approval being granted for the subject property, including a clause that requires the proponent to prepare a servicing report, to the satisfaction of the City's Utility Services Department, for development of the subject lands, in excess of 150 residential units or the hydraulic equivalent;
- b) Any necessary sanitary sewer upgrade to accommodate development of the subject lands beyond 150 residential units or the hydraulic equivalent, to be addressed to the satisfaction of the City;
- c) Payment of applicable cash in lieu of parkland; and
- d) Confirmation that a Heritage Conservation Agreement between the owner and the City of Peterborough has been registered on title.

**Exhibit D, Page 2 of 3**

By-law read a first, second and third time this day of , 2014.

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Daryl Bennett, Mayor

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John Kennedy, City Clerk