



City of
Peterborough

To: Members of the Planning Committee

From: Ken Hetherington, Manager, Planning Division

Meeting Date: January 19, 2015

**Subject: Report PLPD15-002
2350 Woodglade Boulevard**

Purpose

A report to evaluate the planning merits of amending the Official Plan and Zoning By-law for the property known as 2350 Woodglade Boulevard from the SP.344 and SP.246 to the PS.2 'H' Zoning District to permit the use of the property for public service uses including a school and day care.

Recommendations

That Council approve the recommendations outlined in Report PLPD15-002 dated January 19, 2015, of the Manager, Planning Division, as follows:

- a) That Sections 4.3.5.8 and 4.3.5.9 of the Official Plan be amended to delete the Neighbourhood Centre provisions for the lands known as 2350 Woodglade Boulevard, in accordance with the draft amendment attached as Exhibit "C" to Report PLPD15-002;
- b) That Schedule 'A' – Land Use of the Official Plan be amended to change the designation of the lands known as 2350 Woodglade Boulevard from 'Commercial' to 'Residential', in accordance with the draft amendment attached as Exhibit "C" to Report PLPD15-002;
- c) That Schedule 'G' – Jackson Creek Secondary Plan of the Official Plan be amended to change the designation from 'Neighbourhood Commercial' to 'Public Service', in accordance with the draft amendment attached as Exhibit "C" to Report PLPD15-002;

- d) That Schedule 'I' – Commercial Area of the Official Plan be amended to delete the 'Neighbourhood Centre' designation from the lands known as 2350 Woodglade Boulevard, in accordance with the draft amendment attached as Exhibit "C" to Report PLPD15-002;
- e) That Section 374 – Special District 344, be deleted, in accordance with the draft amendment attached as Exhibit "D" to Report PLPD15-002.
- f) That the zoning of 2350 Woodglade Boulevard be amended from the SP. 344 – Residential District to the PS.2 'H' – Public Service District and from the SP.246 – Commercial District to the PS.2 'H' – Public Service District in accordance with the draft amendment attached as Exhibit 'D' to Report PLPD15-002.
- g) That the 'H' – Holding Symbol be removed from the property subject to Site Plan Approval being granted for the subject property, including a Revised Traffic Impact Study to address issues identified by the City's Manager of Transportation, to the satisfaction of the City's Utility Services Department.

Budget and Financial Implications

The approval of the subject applications would have the effect of changing the land use permission for the property from a mixed use residential and commercial to public service uses. There are no direct budget or financial implications arising from the approval of this application.

Rationale

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

The subject property has been designated 'Commercial' on Schedule 'A' - Land Use of the City of Peterborough Official Plan and 'Neighbourhood Centre' on Schedule 'I' – Commercial Area for more than 25 years. Amendments to the Official Plan policies and implementing zoning provisions subsequent to the Ontario Municipal Board Decision of 1987 were intended to facilitate a full scale neighbourhood centre; a predominantly commercial development including a supermarket; and more recently, to permit a mix of medium density residential uses on the northerly portion in addition to commercial uses contemplated for the southerly portion. Despite the flexibility granted via zoning amendments, the site remains vacant and it has not realized its potential for the commercial purpose as intended.

The lands are situated in a predominantly residential neighbourhood and at the intersection of a collector and arterial road. The introduction of a school and day care facility on the property is compatible with the surrounding residential neighbourhood and can be readily serviced with full municipal services.

The proposed PS.2 zoning district will control building height, setbacks, 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, traffic, driveways, site circulation, 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 August 20, 2014, deemed to be complete on August 26, 2014 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 has been in a position to file an appeal to the Ontario Municipal Board any time after December 24, 2014 as Council had not made a decision on the applications.

The subject land is a 3.11 ha. (7.7 ac.) vacant rectangular shaped parcel located at the northeast corner of the intersection of Woodglade Boulevard and Sherbrooke Street in the City's Jackson Creek Secondary Plan area.

In 1987, the Ontario Municipal Board approved an Official Plan Amendment, designating the property as 'Neighbourhood Commercial' and provided consideration for the implementation requirements of the related Zoning By-Law Amendment and Site Plan Approval. The property was subject to further amendments in 2005 and in 2009 that had the effect of revising the site specific requirements imposed by the Ontario Municipal Board in 1987 to allow the property to develop as a Neighbourhood Centre subject to more recent commercial standards while respecting the interests of the area residents and the intent of the Ontario Municipal Board decision of 1987. A variety of uses have been contemplated for the site, including a supermarket, bank, small scale retail uses, and a medium density residential development on the northerly portion of the property. A more recent 2012 application for approval of a Draft Plan of Subdivision contemplating residential townhouse development of the northerly portion is intended to be withdrawn, subject to approval of the subject applications.

The Conseil Scolaire de District Catholique Centre-Sud has entered into an Agreement of Purchase and Sale with Sherwood Centre Inc. to purchase the property subject to successful completion of the Official Plan and Zoning By-Law Amendments permitting the change in land use to support the proposed school and day care uses.

Conseil Scolaire de District Catholique Centre-Sud proposes to develop the subject lands to support a French Catholic elementary and high school with an accessory day care centre, parking, driveways, and outdoor amenity space.

The lands slope gently to the southeast and include a temporary stockpile of soil and stormwater management pond on the southern portion of the land. The property has frontage along Woodglade Boulevard (collector street) and Sherbrooke Street (arterial street) and it is intended that vehicular access be provided by way of two driveways at Woodglade Boulevard only. There is currently no sidewalk on the east side of Woodglade Boulevard along the frontage of the property. The lands are serviced by public transit.

A preliminary Functional Servicing Report for Municipal Servicing Systems has been prepared by the IBI Group for the proposed development and concludes that the proposed development can be fully serviced in accordance with the City of Peterborough criteria and standards.

Cole Engineering Group Ltd. has prepared a Traffic Impact Study for the proposed development and has been submitted in support of the application. The City's Utility Services Department have reviewed the report and provided a response with a request for some revisions. The applicants have agreed to address the City's comments and will perfect the on-site circulation, parking and driveway entrances as a condition of site plan approval.

The existing French Catholic elementary school Monseigneur Jamot, located at 186 Romaine Street in Peterborough, is at capacity with no opportunity for expansion and limited to elementary classes only. There is currently no French secondary school in Peterborough. It is intended that the proposed new school at 2350 Woodglade Boulevard will replace the existing school and provide an expanded curriculum for the francophone community and include secondary school classes and day care facilities. The proposed school is intended to accommodate approximately 285 elementary and 147 secondary students as well as 40 children in daycare, with a full build out expected at approximately 500 in the future.

Analysis

a) Official Plan

The lands are currently designated 'Commercial' on Schedule 'A' – Land Use and 'Neighbourhood Centre' on Schedule 'G' – Jackson Creek Secondary Plan and 'Neighbourhood Commercial' on Schedule 'I' – Commercial Area of the City of Peterborough Official Plan. The current Official Plan policies that relate specifically to the subject property support a predominantly commercial development with a medium density residential component. Amendments in 2005 and 2009 have refined the amount and type of both residential and commercial uses. Despite the land use permissions, the lands have remained vacant and undeveloped. The current application proposes to amend the Official Plan policies to shift the use of the lands from a predominantly commercial use to public service uses. The application proposes to eliminate the commercial direction for the lands and rely on the residential policies that permit institutional uses integral to and supportive of a residential environment.

Section 3.1.1 of the City's Official Plan contemplates public uses such as public parks, playgrounds, playfields, schools, public and private utility installations, etc be permitted throughout the city provided that the use is essential or necessary and that it can be made compatible with adjacent properties and the neighbourhood.

Schools are typically located within residential neighbourhoods and designated 'Residential' in most suburban locations within the City. The use of land for a school and/or daycare is considered to be compatible with residential land use.

The existing 'Neighbourhood Centre' policies applying to the subject lands anticipate a predominantly commercial use of the property with the option of secondary uses such as residential and/or institutional uses. The site specific provisions included into the Official Plan as a result of past amendments require a further amendment to change the predominant use from commercial to institutional, although anticipated via the general provisions for all land use designations.

It is appropriate to change the land use designation to 'Residential' in both the Jackson Creek Secondary Plan and the Official Plan, in keeping with the designation of the surrounding lands and to implement the designation with a site specific zoning to permit school and daycare use.

The area is well served by municipal parks and recreation areas, full municipal services and by public transit. 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 utilize the vacant parcel and respects the surrounding land uses. The Site Plan Approval process will ensure the detailed servicing requirements and will formalize the concept plan from a servicing perspective including site circulation and traffic.

b) Zoning By-Law

The subject property is currently zoned SP.246 – Special Commercial District on the southerly portion and SP.344 – Special Residential District on the northerly portion. The SP.246 permits a range of retail and service commercial uses on the southerly portion and the SP.344 permits multiple dwelling units on the northerly portion. Neither zoning district currently permits a school or day care and therefore require amendment to change the zoning to permit the proposed uses.

The application proposes to amend the zoning to the PS.2- Public Service District uses and regulations. The proposed building is anticipated to be one storey with setbacks in excess of the minimum requirements of the PS.2 Zoning District. All provisions of the PS.2 Zoning District can be met.

The proposed Zoning Amendment includes an 'H' Holding Symbol to ensure that stormwater management and traffic conditions are included in the Site Plan Approval of the proposed development.

c) Site Development

The original application was accompanied by a concept site plan illustrating a two storey building. The applicant has provided a revised concept site plan for a single storey building with associated day care facility and including outdoor hard and soft surface play areas and a sports field, in addition to on-site parking and drop off, bus loading areas and a loading facility. The proposed school will cover approximately 8% of the lot area and provide approximately 76 parking spaces, whereas a minimum of 65 spaces are required in accordance with the minimum parking requirements of the City's Comprehensive Zoning By-Law.

The supporting Preliminary Functional Report prepared on behalf of the application by the IBI Group recommends a separate storm sewer to receive flows from the subject lands in addition to the flows from Woodglade Boulevard, southeasterly through the property into the storm sewer on Sherbrooke Street. A subsurface stormwater management system will be introduced to control major and minor flows with a separate drainage ditch around the proposed soccer pitch. Water quality is to be addressed by the use of a stormceptor.

Sanitary sewer and water services can be accommodated via the existing systems on Sherbrooke Street and Woodglade Boulevard.

Traffic measures to ensure acceptable on street and on site circulation of traffic and parking will be formalized at the Site Plan Approval stage.

Response to Notice**a) Significant Agency Responses:**

Agency circulation was issued on October 8, 2014 and Notice of Public Meeting was circulated on December 16, 2014.

The City's Utility Services Department provided comment regarding the rezoning application, indicating no objection in principle and requesting parking calculations, reduction in the number of driveway entrances, additional stormwater management details as part of the future site plan approval application and cash in lieu of parkland where applicable.

In addition to the above noted comments, the City's Utility Services Department has also provided detailed comments regarding the submitted Traffic Impact Study. Concerns regarding the trip generation assessment and calculations have been passed along to the applicant. Additional changes to the Traffic Impact Study are expected to ensure that the assumptions regarding trip generation are consistent with the City's standards. The site circulation and conflicts with bus and vehicular traffic are also intended to be addressed by the applicant, to the satisfaction of the City prior to Site Plan Approval. An 'H' Holding Symbol is recommended by way of this report, to ensure these items are addressed to the satisfaction of the Utility Services Staff for the City prior to approval of the Site Plan.

Peterborough Utilities indicates that a three phase line extension will be required in order to service the new school with hydro. The proponent will be responsible to cover this cost minus a credit equal to the forecasted future revenue from the new load. With regard to the water service, they have advised the proponent that they will be limited to one connection onto commercial water mains.

Bell Canada indicates that an easement may be required to service the subject property. Bell requests to be circulated future applications for Site Plan Approval to provide more detailed comments.

Otonabee Conservation has reviewed the application and the Preliminary Functional Report prepared by IBI Group. ORCA does not object to the applications, however, provides some requirements to be included in the detailed design related to the quantity of external drainage through the site, ensuring appropriate capacity and erosion protection, as well as downstream conveyance to an appropriate outlet.

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 October 25, 2104 and Notice of Public Meeting by direct mail and by newspaper advertisement (Peterborough Examiner) on December 15, 2014. The notice complies with the requirements of the Planning Act.

No written comments have been received as of January 2, 2015.

Submitted by,

Ken Hetherington
Manager, Planning Division

Prepared by,

Concurred with,

Caroline Kimble
Land Use Planner

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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

Land Use Map

Files: 01404 & z1417

Property Location: 2350 Woodglade Blvd

EXHIBIT A

SHEET 1 OF 1

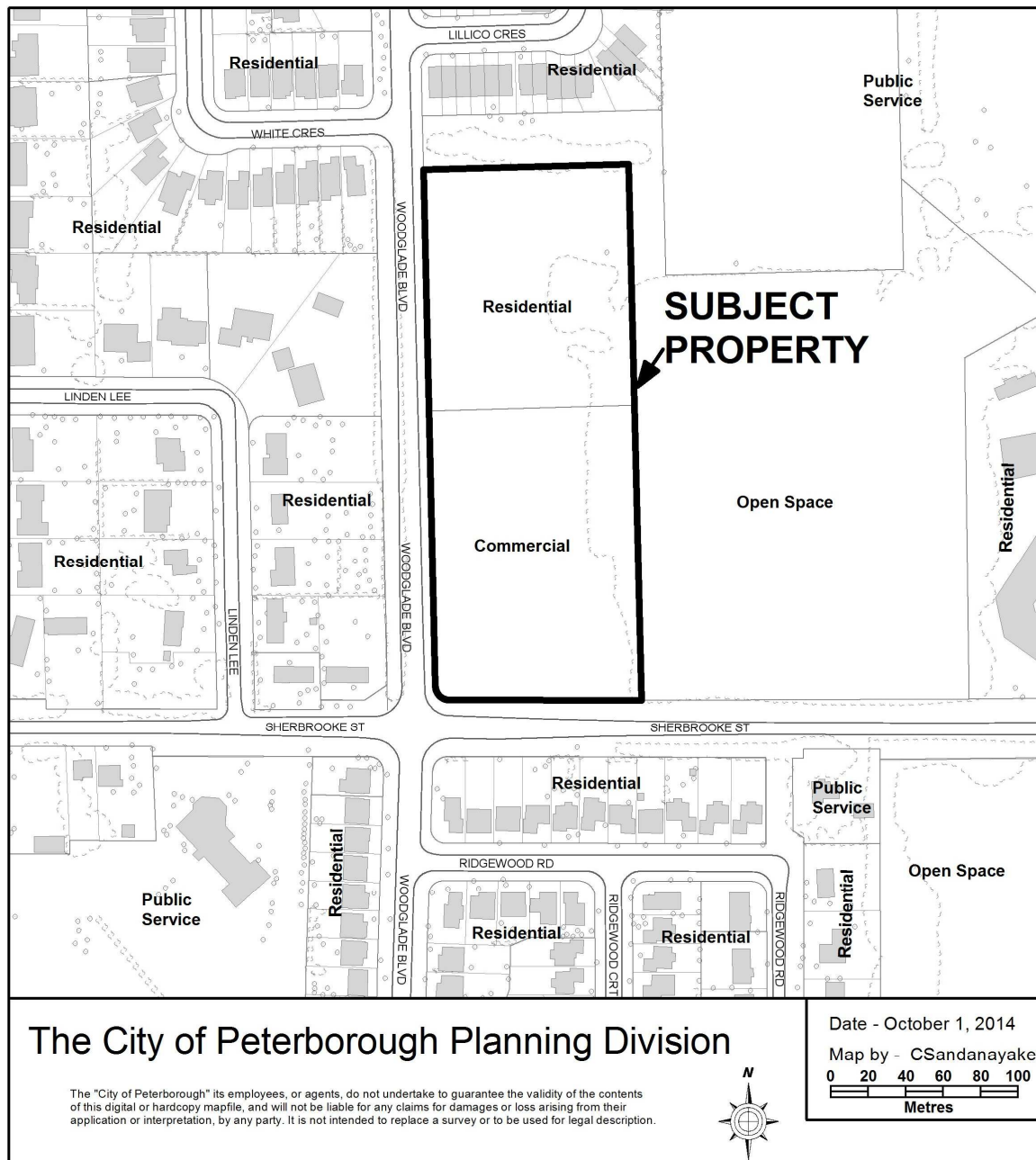


Exhibit B, Page 1 of 2



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Exhibit C, Page 1 of 4



The Corporation of the City of Peterborough

By-Law Number 15-

Draft Official Plan Amendment

Being a By-law to Adopt Amendment Number to the Official Plan of the City of Peterborough for the property known as 2350 Woodglade Boulevard.

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

1. That Section 4.3.5.8 and Section 4.3.5.9 Special Provisions for Neighbourhood Centre be deleted in their entirety.
2. **Schedule 'A' Land Use** of the Official Plan of the City of Peterborough is hereby amended by changing the designation of land **from 'Commercial' to 'Residential'** in accordance with Schedule 'A' attached hereto.
3. **Schedule 'G' Jackson Creek Secondary Plan** of the Official Plan of the City of Peterborough is hereby amended by changing the designation of land **from 'Neighbourhood Commercial' to 'Public Service'** in accordance with Schedule 'B' attached hereto.
4. Schedule 'I' Commercial Area of the Official Plan of the City of Peterborough is hereby amended **by deleting the 'Neighbourhood Centre'** designation of the subject lands in accordance with Schedule 'C' attached hereto.

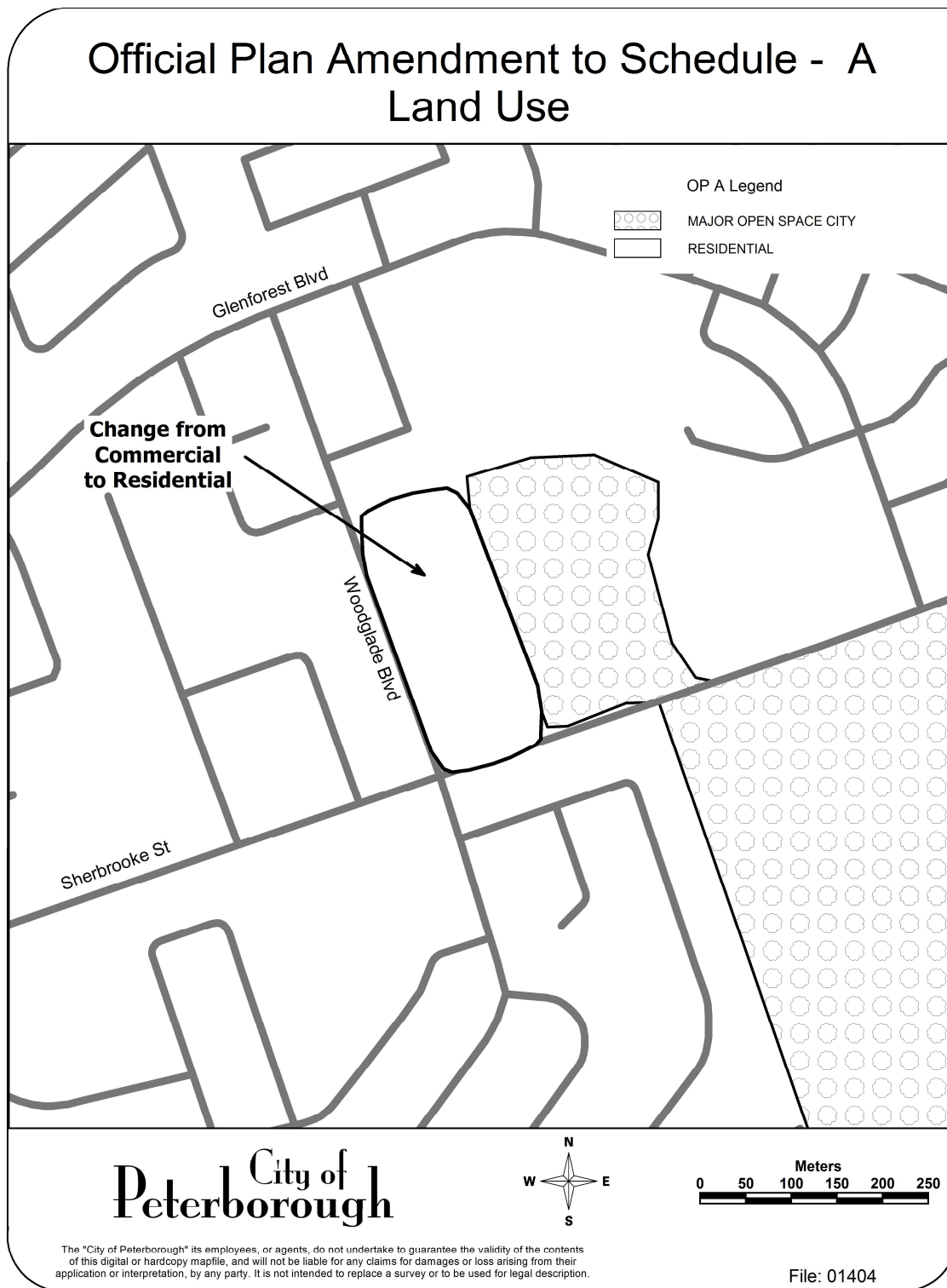
By-law read a first, second and third time this day of , 2015.

Daryl Bennett, Mayor

John Kennedy, City Clerk

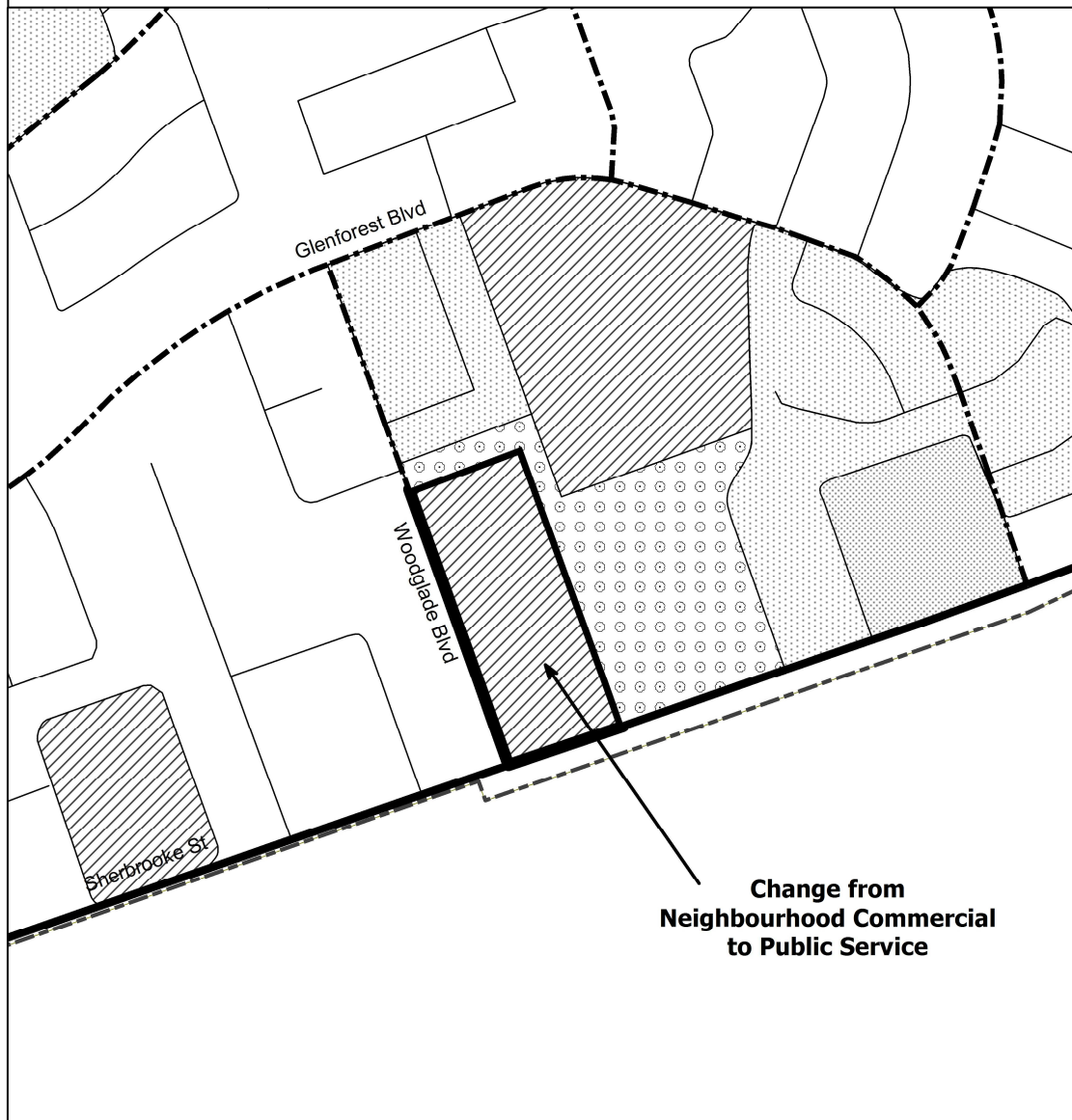
Exhibit C, Page 2 of 4

Schedule A



Schedule B

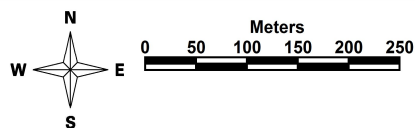
Official Plan Amendment to Schedule - G Jackson Creek Secondary Plan



**Change from
Neighbourhood Commercial
to Public Service**

**City of
Peterborough**

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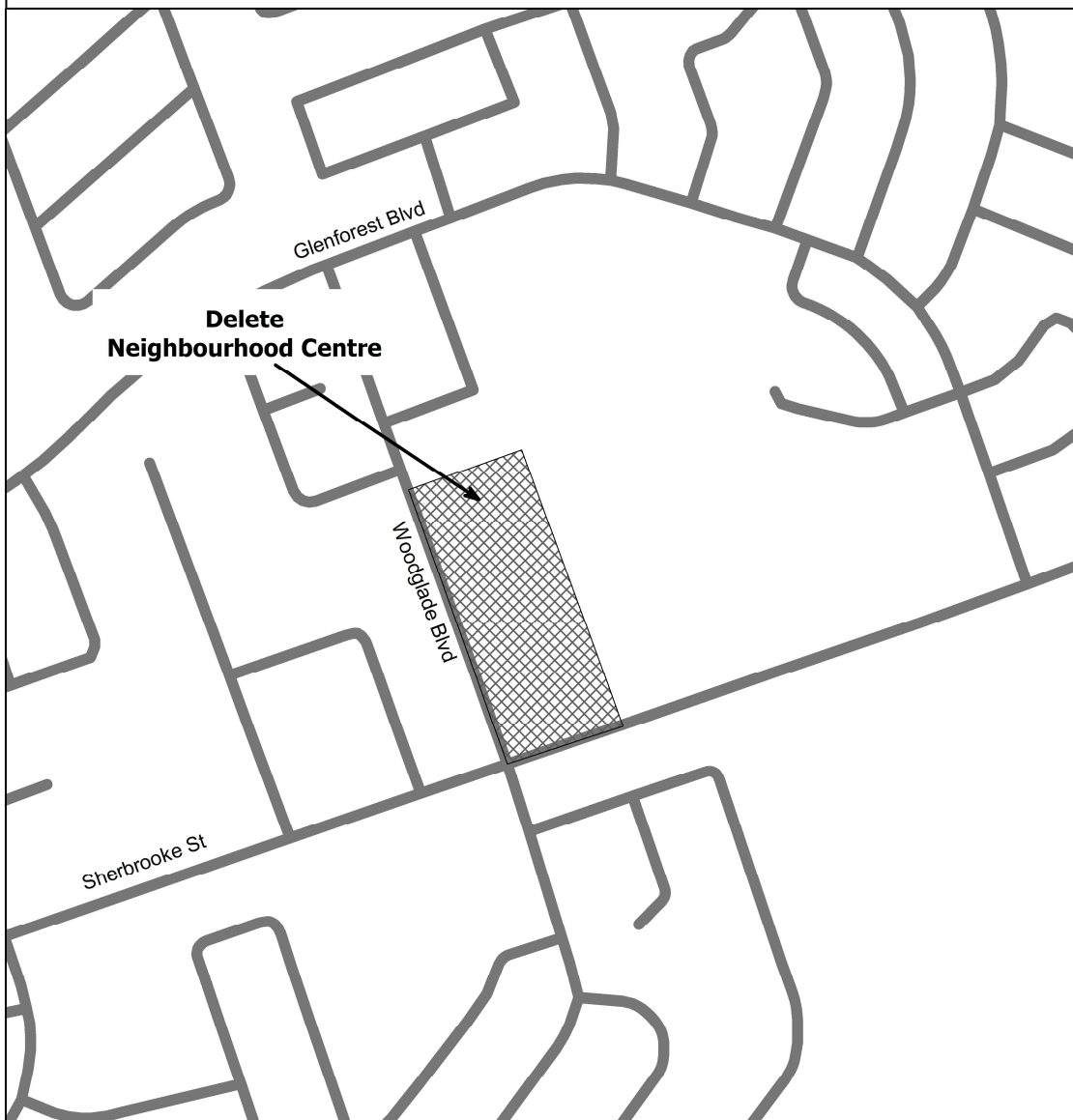


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Exhibit C, Page 4 of 4

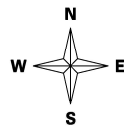
Schedule C

Official Plan Amendment to Schedule - I Commercial Area



Peterborough City of

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Exhibit D, Page 1 of 2

Draft Zoning By-law Amendment



The Corporation of the City of Peterborough

By-Law Number 15-

Being a By-law to Amend Zoning By-Law 1997-123 for the property known as 2350 Woodglade Boulevard.

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

1. That Section 374 – Special District 344 be repealed in its entirety.
2. Map 9 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.344 to PS.2-‘H’ and from SP.246 to PS.2-‘H’.**
3. That the ‘H’ – Holding Symbol be removed from the property subject to Site Plan Approval being granted for the subject property, including the submission of a Revised Traffic Impact Study to address issues identified by the City’s Manager of Transportation, to the satisfaction of the City’s Utility Services Department

By-law read a first, second and third time this day of , 2015.

Daryl Bennett, Mayor

John Kennedy, City Clerk

Exhibit D, Page 2 of 2

