

CITY OF PETERBOROUGH MULTI-USE SPORT AND EVENT CENTRE

LOCATIONAL ANALYSIS REPORT SEPTEMBER 2018



Sierra Planning and Management
advice • strategy • implementation



DIALOG

Contents

1	Introduction	1	4.3.	James Stevenson Park.....	20
1.1.	Context.....	1	4.4.	Morrow Park	21
1.2.	Wider Engagement	1	4.5.	General Electric (in part)	22
1.3.	Limitations of Analysis	1	4.6.	Canadian Canoe Museum	23
1.4.	Disclaimer.....	2	5	Scoring and Results	24
2	Aims & Objectives	3	5.1.	Scoring Criteria for Comparative Site Assessment	24
2.1.	Why undertake a Locational Analysis?	3	5.2.	Results by Scenario	24
2.2.	What are the outputs of the analysis?	3	5.2.1.	Scenarios Explained	24
2.3.	What degree of certainty can be reached?	3	5.2.2.	Results	24
3	Site Identification and Due Diligence Methodology	5	6	Shortlisted Sites – Analysis and Site Fit Testing	26
3.1.	Step 1: Determining Minimum Land Take	5	6.1.	Flood Risk	27
3.2.	Step 2: Defining the Search Area	5	6.1.1.	Sites in the Existing Floodplain	27
3.3.	Step 3: Site Search & Pre-Screening	6	6.1.2.	Starting Position re. Development in the Floodplain....	27
3.3.1.	Establishing a Long-list of Sites	6	6.1.3.	Development Flexibility in the City’s Downtown Core .	27
3.3.2.	Pre-Screening Exercise	9	6.1.4.	Outcome of Meeting with ORCA.....	27
3.3.3.	Shortlist of Candidate Sites	10	6.2.	Rail Track Setbacks.....	29
3.4.	Step 4: Preparing Site Information Proformas.....	17	6.3.	Loblaws/No Frills.....	30
4	Pros and Cons of Shortlisted Sites	18	6.4.	City Works Garage & Mall.....	31
4.1.	Loblaws/No Frills.....	18	6.5.	James Stevenson Park.....	32
4.2.	City Works Garage and Mall	19	6.6.	Morrow Park	33
			6.7.	Locational Analysis Conclusions.....	36
			6.7.1.	James Stevenson Park.....	36

6.7.2.	City Works Garage and Mall.....	36
6.7.3.	Loblaws/No Frills.....	36
6.7.4.	Morrow Park	37
7	Next Steps	38
7.1.	Additional Work.....	38
7.2.	Alignment with City's Wider Priorities.....	39
7.2.1.	Official Plan Review.....	39
7.2.2.	Site-Specific Strategies & Availability.....	40

Appendix 1: Pre-Screening Results and Mapping

Appendix 2: Information Site Proformas

1 Introduction

1.1. Context

Sierra Planning and Management ('SPM'), together with its sub-consultants, DIALOG and International Coliseum Company ('the consultant team'), have been commissioned by the Corporation of the City of Peterborough ('the City') to undertake a feasibility study for a new Multi-Use Sports and Event Centre ('MUSEC') as a replacement for the existing Peterborough Memorial Centre ('PMC').

A summary of the aims and objectives of the Locational Analysis, and its relationship with the wider feasibility study, is given at Section 2 of this report.

1.2. Wider Engagement

The findings of the locational analysis have been shared with the MUSEC Steering Committee which comprises the following:

- The City's Arena Division Manager (Sue Warrington)
- Representatives from the City's Departments of Community Services, Infrastructure and Planning Services, Corporate Services, and the Peterborough & the Kawartha Economic Development (PKED); and
- Representatives of the following tenants and stakeholders:
 - Peterborough Petes Ontario Hockey League Club
 - Peterborough Lakers Major Series Lacrosse Club
 - Downtown Business Improvement (DBIA)

In terms of engagement with other external stakeholders, on 20 April 2018 a meeting was held at the City's municipal offices with a representative of the Otonabee Region Conservation Authority (ORCA) to review the interpretation and application of flood risk policy on a site-specific basis (further details provided at Section 6).

1.3. Limitations of Analysis

Site-specific baseline research has been undertaken principally on a desktop basis, using online tools. Contextual and site-specific information was provided by City staff.

As considered in later sections, because of the limitations on available site information, specifically regarding land acquisition possibilities and cost, as well as physical site conditions, further due diligence will be required on a range of matters to drill-down on the relative risk and opportunities presented by the leading site(s).

The assessment and interpretation of each candidate site's constraints and opportunities has drawn on the consultant team's professional knowledge and judgement, and experience of working on comparable projects. As explained in Section 2, due to the range and complexity of issues at hand, while the approach to scoring and the weighting applied to individual criteria represents an objective evaluation framework, the lack of full disclosure as to the condition of each site renders the scoring itself necessarily subjective.

In summary, given the limitations of the analysis, the information contained in this analysis and the conclusions reached are therefore not intended to represent, nor should they be interpreted as representing, a definitive position on the relative merits of the candidate sites or indeed their constraints. The



contents of this analysis should not be seen to be prejudicial to, or replace the need for, further detailed work on a site-by-site basis.

1.4. Disclaimer

The contents of this report and its analysis is based, in part, upon a range of primary and secondary sources. Sierra Planning and Management endeavours to ensure the accuracy of all secondary sources of information but cannot warranty the accuracy of secondary source material. In the event that secondary source information is inaccurate or incomplete, Sierra Planning and Management, DIALOG, and International Coliseum Company, will not be held liable for original errors in data.

The report and the information contained within it is prepared specifically for the purposes as laid out in this report. Reliance on information and opinion contained in this report for other purposes is not recommended. The contents of this report should not be extracted in part from the entire report without the permission of Sierra Planning and Management.

Further, the information presented for each site is for the sole purpose of conducting a high-level assessment of locational merits as it pertains to an appropriately scaled Multi-Use Sport and Event Centre. This analysis is not valid for the consideration of the land uses and does not imply the relative value, utility, worth or future potential of any of the sites identified for either their existing use or future land uses. Accordingly, this report does not prejudice the rights and objectives of any land owners, tenants, licensee, assignee or user of the lands in question.

2 Aims & Objectives

The Locational Analysis forms one distinct, but complementary element of a multi-faceted feasibility study being undertaken by the consultant team in respect to options for a MUSEC in Peterborough – a study which seeks to address the following questions:

▪ What is the future of the PMC as a MUSEC?
▪ Is the City invested in the spectator sports and events market?
▪ What is the future market potential for a MUSEC?
▪ What kind of new building is required? How does it function?
▪ What suitable and viable locational options exist in Peterborough?
▪ What are the alternative futures for the PMC?

2.1. Why undertake a Locational Analysis?

- Objective, fact-finding analysis and evaluation represents the best way to compare and contrast a wide range of sites and locales.
- Real facts can tell us if a leading candidate is a good site or not against a variety of criteria.

- Site location analysis has never been undertaken for the PMC replacement.

2.2. What are the outputs of the analysis?

Fact-finding and the objective analysis of risk and opportunities is the start of the process of site selection for a MUSEC.

- The output from this Locational Analysis is an input to the ongoing conversation within the community about the appetite for complexity posed by some of the candidate sites (greater risk, greater reward) and the long-term vision for downtown and its shoulder areas which forms a wider central core in the city.
- Whilst moving quickly to consideration of a pre-determined shortlist/preferred site may deliver cost and time efficiencies in the short-term, this could lead to lower long-term gain if the benefits of other candidate sites have not been given due consideration.
- Some real facts: Buildings of this sort need to function efficiently, and the site must allow this. It is important to avoid or minimize the need to compromise on this aspect as it has the potential to undermine the bottom line operations - for the life of the building or until such time as land use changes external to the site solve the problem.

2.3. What degree of certainty can be reached?

- **Agreement among all stakeholders?** This is unlikely due to the lack of some site-specific data, as well as the subjective nature and complexity of the issues being considered.



- **Clarity of information?** This report and its findings sheds light on important considerations related not only to the sites but how a large spectator building will operate successfully on sites of differing size and location.
- The analysis provides a clear picture of choices and/or additional due diligence work required for each candidate site/assembly of sites.
- **Scoping down the questions to be answered?** This report helps scope down the range of questions about locational choices. The analysis itemizes what are known to be facts, risks, and future questions. Through this process the number of questions to be answered is reduced to the core ones impacting risks, namely:
 - Functionality of the site, its size and relationship to supporting services (parking, access/egress for loading, etc.);
 - Timing of site availability;
 - Cost;
 - Business interruption and community concerns; and
 - Overall impact on the likely timing for the replacement of the PMC.

3 Site Identification and Due Diligence Methodology

This section of the Locational Analysis identifies the steps which were taken to identify and assess candidate sites.

3.1. Step 1: Determining Minimum Land Take

The first step was to define the minimum land take for the MUSEC so that sites which were too small could be excluded as part of a pre-screening exercise (see Section 3.3). Land take was based on an assessment of the likely minimum functional requirements for the new facility, including an allowance for an onsite loading area.

The minimum components of the building (as identified as part of the consultant team's concurrent functional analysis work) were:

Component
A. Main Spectator Bowl and Ice: ▪ +/- 5,800 seats ▪ Centre stage ▪ Retractable seating ▪ 20-24 boxes ▪ Backstage, all services, lobby, washrooms, dressing rooms, admin ▪ Restaurant & concessions
B. Retail Team Store & Storage Areas
C. Community meeting room/corporate meeting space

With loading, this translated into a working assumption that a minimum area equivalent to 130m x 70m was required for a single pad facility.

However, in recognition that site-fit and composition is ultimately defined by geographic area and context, the exact footprint was not prescribed nor was the onsite parking requirement predetermined. Indeed, unlike some other recreation buildings, the requirement for significant onsite parking does not exist. In many downtown locations, these buildings are sited with essentially street-edge footprints. Parking is often provided by the existing downtown supply which adjust to the new reality of a significant demand-generator in the form of a MUSEC.

3.2. Step 2: Defining the Search Area

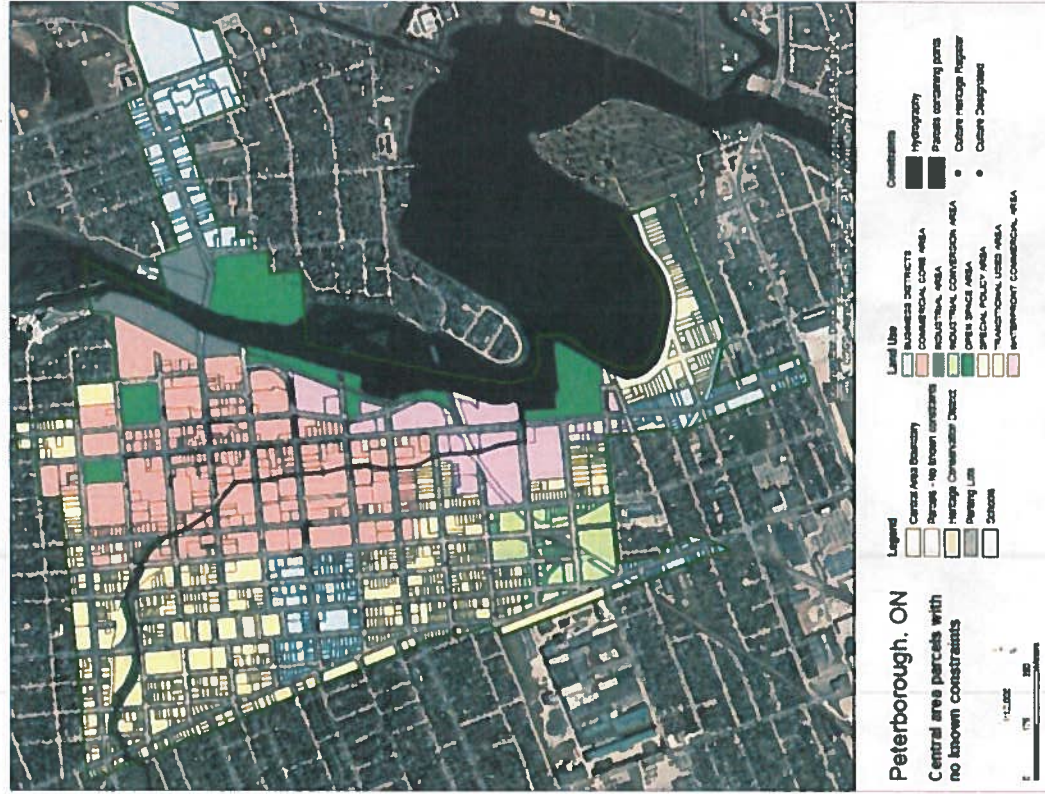
As required by the Terms of Reference, the focus for the Locational Analysis was on the 'Central Area' as defined in the Peterborough Official Plan (consolidated December 2017) – see Exhibit 1.

However, for the analysis to be as robust and objective as possible, the search area was expanded to consider the suitability and feasibility of sites outside the Central Area where they were:

- In the City's ownership, and where City staff advised that they could be considered for redevelopment, in principle; **or**
- In private/third-party ownership, and where the existing occupiers are relocating to alternative premises (e.g. the Canadian Canoe Museum); **or**
- In private/third-party ownership, and where a site's future is known to be uncertain (e.g. General Electric's announcement that it is ceasing manufacturing at Park Street North).



Exhibit 1: Official Plan Central Area Land Use Map & Aerial Overlay



3.3. Step 3: Site Search & Pre-Screening

3.3.1. Establishing a Long-list of Sites

An initial long-list of candidate sites was compiled. The list was based on physical and locational characteristics and arrived at via three principal sources: 1) online aerial satellite imagery; 2) a windshield survey; and 3) parcel fabric mapping and other information provided by City staff.

The City's GIS mapping software was used to overlay known physical and environmental constraints onto land parcels, including:

- **'Floodplain' layer:** Land currently within the mapped floodplain extents (Exhibit 2 identifies the existing floodplain in the Central Area).
- **'Heritage' layer:** Land within the Designated Heritage Conservation District, and/or which contains cultural and heritage assets which are either Designated or on the Register (Exhibit 3 identifies the existing assets in the Central Area).
- **'Old Industry' layer:** Land suspected of being contaminated due to previous industrial use (this list is not exhaustive and doesn't preclude the possibility that other land parcels may be contaminated).
- **'City land' layer:** Land in the ownership of the City (Exhibit 4 identifies City-owned land in the Central Area).
- **'Parking' layer:** Land which the City's records show is either municipal or private parking (Exhibit 5 identifies parking within the Central Area).

Exhibit 2: Floodplain

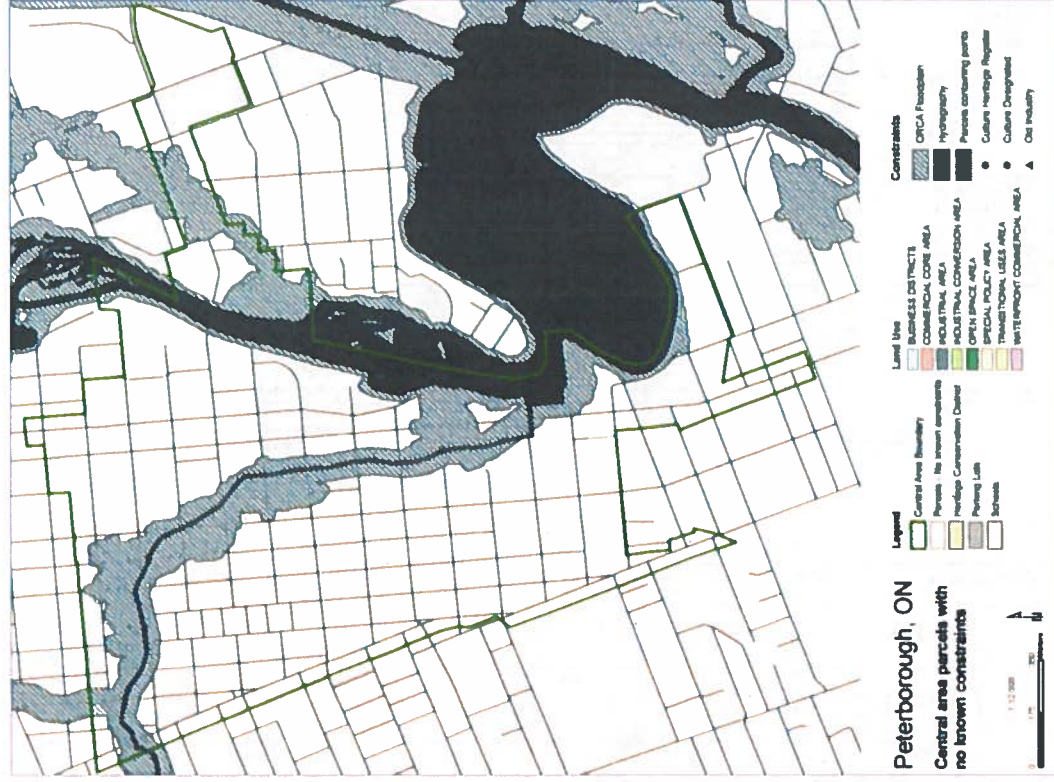


Exhibit 3: Heritage Assets in Central Area



Exhibit 4: City-owned land (parcels shown outlined)



Exhibit 5: Municipal and Private Parking



3.3.2. Pre-Screening Exercise

The long-list of candidate sites was pre-screened to isolate parcels for immediate exclusion due to insufficient site capacity and/or restrictions/complexities which were considered insurmountable.

Exhibit 6: Pre-Screening Criteria

Pre-Screen Criteria	Pass /Fail
1. The site can accommodate a minimum MUSEC land take of 130 x 70m	
2. At the time of initial review, there are no known insurmountable or unduly onerous site-specific regulatory, planning or existing use restrictions which preclude development of a MUSEC	
3. Heritage sensitivities <u>do not</u> preclude development of a MUSEC	
Pass or fail?	

residential properties; existing productive land use of significance or where land was known or judged to be unavailable for acquisition, etc.).

At the pre-screening stage, a site being located within a floodplain was not considered insurmountable. Advice was to be sought from ORCA on interpretation and application of flood risk policy, and accuracy of existing floodway boundaries (see Section 6).

Potentially environmentally-constrained land was also not considered insurmountable on the assumption that mitigation could be possible in principle, although this would come with capital cost and programme implications (considered as part of site pros and cons later in the Analysis).

Criterion 3: isolated sites containing heritage buildings where it was considered approval for their demolition would not be forthcoming, or where the building couldn't realistically be retained and incorporated on design and/or viability grounds.

The consultant team applied its judgement and discretion in pre-screening sites. For any site which failed one or more of these three criteria it was removed from the list of candidate sites. The long list of sites and pre-screening results are provided at Appendix 1.

Criterion 1: represented the assumed minimum land take (as described at Section 3.1). A 130 x 70m box was overlaid onto the land parcel using GIS mapping software.

Criterion 2: isolated sites subject of restrictions/constraints (known at the time) which, in the consultant team's opinion, would rule out development of a MUSEC (e.g. proximity to neighbouring



3.3.3. Shortlist of Candidate Sites

Using these criteria, the long-list of sites was narrowed down to:

- Loblaws/No Frills, 230 George Street North (*Central Area*)
- City Works Garage & Mall, 182 Townsend Street (*Central Area*)
- James Stevenson Park, 347 Burnham Road (*Central Area*)
- Morrow Park, Lansdowne Street West (*adjacent Central Area*)
- General Electric (in part), 107 Park St North (*adjacent Central Area*)
- Canadian Canoe Museum, 910 Monaghan Road (*outside Central Area*)

Maps identifying each of the shortlisted candidate sites are provided on the following pages.



Site #1
Canoe
Museum





Site #3
James
Stevenson
Park

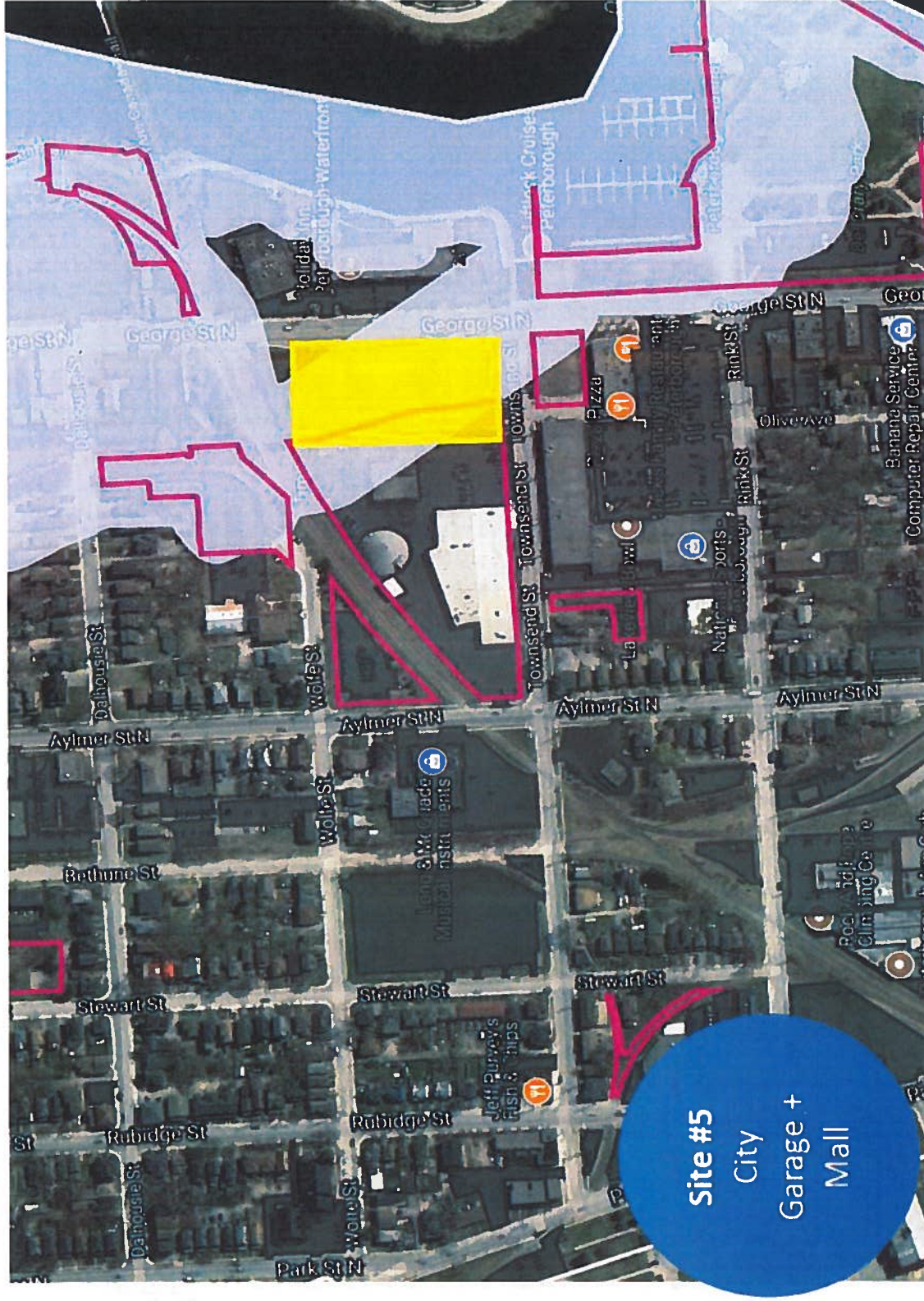


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Site #4
Loblaws
Site





Site #10
GE Site

3.4. Step 4: Preparing Site Information Proformas

Information proformas were prepared so that shortlisted candidate sites could be appraised and compared on a like-for-like basis, using a wide range of criteria. The detailed proformas are attached at Appendix 2, with the summary pros and cons set out at Section 4.

Most proforma information was obtained via online resources (e.g. the City's website for the Official Plan and Zoning By-law, maps etc.). However, City staff also provided site-specific information, including details on occupational tenancies for City-owned sites and clarification on land-use planning matters.

Consideration	Detail
Site Characteristics	- Site Description (and uses) - Vehicular access - Site area - Ownership - Leases/tenancies (and terms, where known) - Restrictive covenants - Proximity to railway tracks/requisite setbacks
Land Use Planning	- Inside or outside Central Area (Schedule J) - Official Plan Designations - Zoning By-Laws (including land use and design restrictions)
Environmental Constraints	- Flooding and Wetlands - Contamination - Heritage
Site Prospects (Pros and Cons)	- Site Characteristics, Location & Transportation - Cost and Ease of Acquiring Development Land - Urban Context / Physical Elements - Economic Impact / Synergies



4 Pros and Cons of Shortlisted Sites

4.1. Loblaw's/No Frills

Site Characteristics, Location & Transportation	Pros	▪ Downtown location within the Schedule J Central Area.
	Cons	▪ Operational rail tracks run across George St (for freight) directly to the south of the site, with potential to cause disruption and delay for visitors to the arena (pedestrian and cars).
Cost and Ease of Acquiring Development Land	Pros	▪ Negotiation required with only one private landowner.
	Cons	▪ Nevertheless, land acquisition is required, with capital and time cost implications. ▪ The site is occupied by a large downtown grocery store (No Frills). The ability to secure vacant possession and/or availability of suitable alternative sites for their relocation would also be a key consideration.
Urban Context / Physical Elements	Pros	▪ Within existing commercial area, close to existing services, retail, and transit. ▪ Opportunity to create a landmark development in a prominent waterfront location.
	Cons	▪ Narrow site limits flexibility in terms of arena footprint. ▪ Site not of sufficient size to accommodate second rink and/or additional community uses. ▪ Scale and building form would likely exceed existing zoning provisions. ▪ Understood to be within an area of the City suspected to be environmentally contaminated due to previous industrial uses. Could require remediation (unknown at this stage).
Economic Impact / Synergies	Pros	▪ Within the Central Area (Downtown) thereby with the potential to increase footfall/patronage for local business in the Commercial Core (from arena patrons).
	Cons	▪ Would result in loss of a large grocery store in the Downtown (if not relocated within Downtown).

4.2. City Works Garage and Mall

Site Characteristics, Location & Transportation	Pros	▪ Within the Schedule J Central Area in a Downtown location.
	Cons	▪ Operational rail tracks run across George Street (for freight) directly to the north of the site, with potential to cause disruption and delay for visitors to the arena (pedestrian and cars).
Cost and Ease of Acquiring Development Land	Pros	▪ City owns majority of the site (and other small pockets of land within close proximity).
	Cons	▪ Likely that shopping parade/mall on the site's eastern boundary fronting George St would be required to make the site workable – this is in several private ownerships and has multiple tenants which could present land assembly challenges, with capital and time-cost implications.
Urban Context / Physical Elements	Pros	▪ Within existing commercial area, close to existing services, retail, and transit. ▪ Redevelopment presents opportunities to create new, attractive civic piazzas in the Downtown area. ▪ Offers opportunity for rehabilitation of former industrial site, and to introduce new active frontages to Townsend Street.
	Cons	▪ Size and shape of site significantly limits flexibility in terms of arena footprint. ▪ Site is tight - not of sufficient size to accommodate a second rink and/or additional community uses. ▪ Rail tracks on northern boundary assumed to be fixed constraint (potential to close rail corridor or introduce underpass/overpass unknown – and associated cost – unknown at this time, but assumption is that negotiations could significantly protract programme). ▪ Sub-optimal visibility and access due to principal access points being from Townsend St. Any opportunity to create landmark waterfront development limited by view being obscured by Holiday Inn and surrounding development. ▪ Understood to be in an area of the City suspected to be environmentally contaminated due to previous industrial uses. Could require remediation (unknown at this stage).
Economic Impact / Synergies	Pros	▪ Within the Central Area (Downtown) thereby with the potential to increase footfall/patronage for local business in the Commercial Core (from arena patrons).
	Cons	▪ Would result in the loss of retail commercial uses on a primary frontage (George Street) in the Downtown.



4.3. James Stevenson Park

Site Characteristics, Location & Transportation	Pros	- Within the Schedule J Central Area and a short walking distance of public transit. - Existing hub for recreational and commercial uses, with direct connection under bridge to Tennis Club.
	Cons	- Whilst in the designated Central Area, the river serves as a physical barrier from the commercial core. - Existing ball diamonds may require relocation – it is unclear at this stage if there are any suitable replacement fields.
Cost and Ease of Acquiring Development Land	Pros	All the site is within the City's ownership, thereby no land acquisition requirements.
	Cons	- Potential need to relocate Lions Club (if within area required for MUSEC and cannot be incorporated). - Understood that the club has a long lease – details require careful review.
Urban Context / Physical Elements	Pros	- Opportunity to create a landmark architectural feature on a highly visible waterfront site in a gateway location. - Could establish a new 'destination' on the existing waterfront trail (linking with Rotary Park to the north).
	Cons	- The majority of the site is currently within the floodplain, where there is a policy presumption against most forms of new built development (including a MUSEC). More detailed understanding of flood risk policy, modelling and implications is required (including input from ORCA). - Located in a predominantly low-density residential area which could present design challenges in the context of protecting existing neighbouring amenity (depending on location of the proposed building within the site).
Economic Impact / Synergies	Pros	Within the Central Area and within a short walk of the Downtown, thereby with some potential to increase footfall/patronage for local business in the Commercial Core (including the existing retail units to the north-east of the site on Hunter Street.
	Cons	Physically not in Downtown Commercial Core (as most people would typically perceive this to be, and in fact as planning policy defines the core).

4.4. Morrow Park

Site Characteristics, Location & Transportation	Pros	- Recognized existing recreational hub – location of PMC, park, ball diamonds and outdoor event space. - On a main vehicular approach road into City (Lansdowne St.).
	Cons	Not in the Schedule J Central Area (albeit adjacent).
Cost and Ease of Acquiring Development Land	Pros	- All land parcels within the site are within City's ownership, thereby no land acquisition requirements. - The Agricultural Society's Licence Agreement with the City includes specific provisions allowing for vacant possession to be secured in the case of development for the MUSEC, <u>OR</u> for exhibition use to be safeguarded on the western third. - Assumed that tenancies for other users do not contain onerous provisions/encumbrances – needs clarification. - Our interpretation of the lease suggests land on the eastern half of the site is given over to non-Agricultural Society use and could therefore in theory accommodate the MUSEC without impinging on the lease.
	Cons	- Termination of Agricultural Society's Licence Agreement 'without cause' requires \$500,000 relocation payment. - Exercising this clause could also raise expectations that the Society is assisted in finding a new location as part of the process – it is unclear at this stage whether there is a suitable and feasible alternative location(s) for their existing activities. - In addition to the provisions of the Agricultural Society's Licence Agreement, other extant conditions built into the City of Peterborough Act may place limitations on development at Morrow Park and will require careful consideration.
Urban Context / Physical Elements	Pros	- Not in existing floodplain. - No known heritage constraints or contamination. - Large and generally flat and open site which provides considerable design and layout flexibility. - Ample land to include potential second ice rink and/or additional community uses and could be designed so as not to encroach on safeguarded area for Agri. Society's exhibition use (as per Agri. Soc Agreement, Schedule A).
	Cons	- Not physically in the Downtown. - Notwithstanding openness and size of site, site bordered on all four sides by residential properties, requiring careful consideration in terms of building orientation, layout, and overall site density.
Economic Impact / Synergies	Pros	Arena would provide the opportunity for a more significant commercial/recreational/civic hub to provide a southern anchor to the George Street Commercial district, and wider regeneration.
	Cons	Not in the Downtown Commercial Core.



4.5. General Electric (in part)

Site Characteristics, Location & Transportation	Pros	▪ Fronting a principal road into/out of City.
	Cons	▪ Not in Central Area (albeit adjacent).
Cost and Ease of Acquiring Development Land	Pros	▪ The site is in one (private) ownership (rather than added complexities associated with assembly of multiple parcels in separate private ownerships). In addition to General Electric (GE), BWXT also shares part of the site.
	Cons	▪ Likely that the process to acquire, clean and sever the site would potentially open-up a broader discussion on the entire GE landholdings, resulting in significant project delay. ▪ Experience suggests that large multi-national land owners will often seek to have full clean-up of their lands to remove any potential for future liability (e.g. this is why so many former gas stations remain undeveloped). This can add time and cost to the project if the owner is unwilling to sell unless lands unencumbered by contamination. ▪ The process of studying environmental problems and create resulting remediation strategies for a site of this size and nature can be measured in years.
Urban Context / Physical Elements	Pros	▪ Notionally, a large site with flexibility to consider a range of MUSEC options. ▪ The existing buildings on the site and within the wider GE landholdings possibly set a precedent for larger format non-residential buildings in this location. ▪ Not in existing floodplain.
	Cons	▪ Feasibility of removing/allowing for existing rail track unclear. ▪ Potential operational and design friction between arena and industrial uses (if site severed), and with surrounding residents.
Economic Impact / Synergies	Pros	▪ Beneficial reuse of brownfield land for employment-generating and community use.
	Cons	▪ Outside Central Area where there is a critical mass of commercial uses, thereby reducing potential benefits an arena would bring re. footfall/patronage for local businesses.



4.6. Canadian Canoe Museum

Site Characteristics, Location & Transportation	Pros	Potential synergies with existing recreational & event space at Evinrude Centre adjacent to the site (to the west).
	Cons	- Outside Schedule J Central Area. - Not a 'gateway' location in which to maximize benefit of a potential landmark building, given its location north of the more apparent gateway corner of Lansdowne Street and Monaghan Road.
Cost and Ease of Acquiring Development Land	Pros	The site could be considered a 'friendly purchase', as it is likely to be tied to the funding for the new museum (and therefore potentially more easily justified by City staff).
	Cons	- The parcels are in private ownership (museum), requiring land to be acquired, and a funding agreement to be put in place re. museum relocation – this has capital and time-cost implications. - Understood that vacant possession contingent on occupation of a new museum in another location – however, full funding is not in place (at time of writing), and therefore no certainty as to the site's availability.
Urban Context / Physical Elements	Pros	- Corner lot, with visibility to vehicular and pedestrian traffic on an intersection. - Not in existing floodplain. - No known heritage constraints.
	Cons	- Narrow site and setbacks from neighbouring properties limit options for the arena footprint, service vehicles routes, and ancillary/complementary uses. - Greater presence if footprint orientated to have principal frontage onto Monaghan Rd, but this would require acquisition and demolition of (privately-owned) retail mall to the south – capital and time-cost implications.
Economic Impact / Synergies	Pros	Adjacent to existing retail uses (increased footfall for these local businesses).
	Cons	Outside Central Area where there is a critical mass of commercial uses, but adjacent to existing mall.

5 Scoring and Results

5.1. Scoring Criteria for Comparative Site Assessment

The scoring criteria was based on the land-use, design and environmental considerations which were researched and documented on the information proformas. A weighting (out of 3) was attributed to each of the scores to reflect the consultant team's view on risk/importance.

The intention of scoring is not to arrive at a definitive ranking of sites – this is not an exact science and is never going to be possible. Instead, it is to provide a clearly comparable basis on which to weigh the relative opportunities and constraints of the sites using a wide variety of metrics.

5.2. Results by Scenario

Because of the presence of considerable uncertainty around the criteria of cost and site assembly, any scoring of sites against these matters is speculative. While scoring these sites lower (or worse) is reasonable based on current knowledge, a different scoring may emerge if or when these critical questions are resolved.

We have therefore run two scenarios – with and without these as yet unanswerable questions. By doing so, we are able to analyze the sites without overstating certain current risks.

5.2.1. Scenarios Explained

- **Scenario 1:** In this scenario, all risks attached to timing and ease and cost of site acquisition were included and recognized.
- **Scenario 2:** Stripped out criteria relating to land acquisition and assembly. This allowed the sites to be scored against design, environmental and economic impact criteria only.

5.2.2. Results

- Morrow Park is a leading site in both scoring scenarios.
- The differentials between Morrow Park and Loblaws / No Frills are site conditions (together with potential mitigation requirements), and the risk associated with acquiring and assembling land for the latter.
- The Canadian Canoe Museum and General Electric sites perform poorly relative to the other shortlisted sites, and as such should not be viewed as suitable or viable MUSEC options.
- When the benefits of City ownership and site size are stripped out of the criteria, the principal constraints of James Stevenson Park – flood risk and physical detachment from the Downtown – are disadvantages which weigh heavily against it.



Exhibit 7: Scoring Comparison for Scenario 1 and Scenario 2

SCENARIO 1		
Ranking (1 = highest)	Location	Weighted Score (152 maximum)
1	Morrow Park	121
2	James Stevenson Park	101
3	Loblaws/No Frills	98
3	City Garage and Mall	98
4	Canadian Canoe Museum	96
5	General Electric Site (in part)	72

SCENARIO 2		
Ranking (1 = highest)	Location	Weighted Score (128 maximum)
1	Loblaws/No Frills	98
2	Morrow Park	97
3	City Garage and Mall	89
4	James Stevenson Park	77
5	Canadian Canoe Museum	75
6	General Electric Site (in part)	72

6 Shortlisted Sites – Analysis and Site Fit Testing

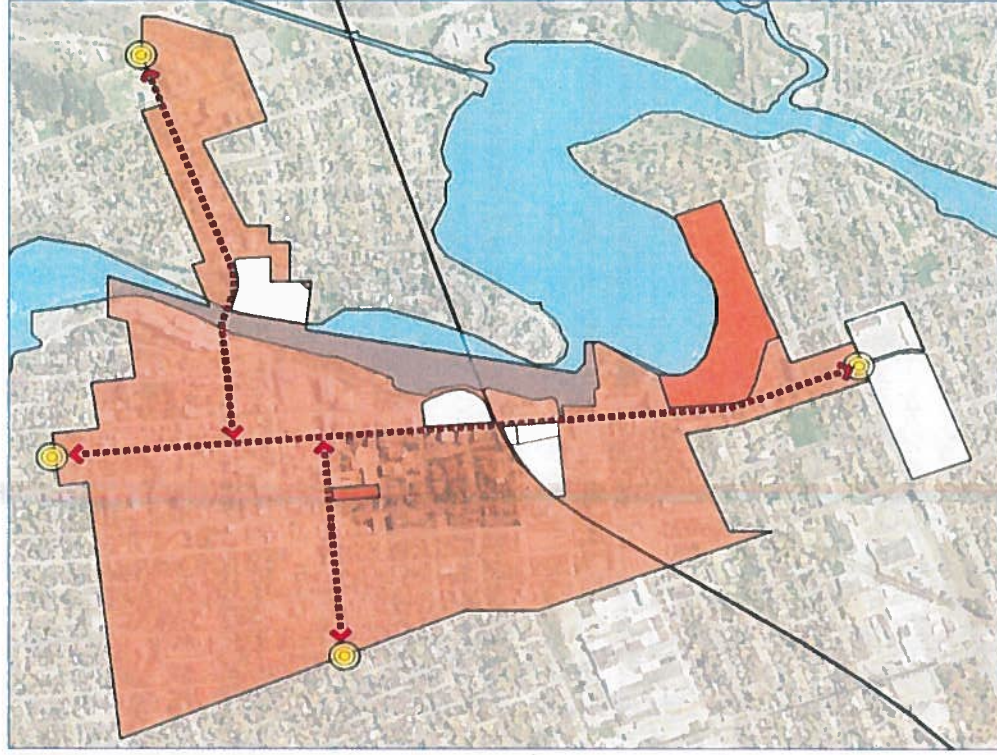
The final step in the Locational Analysis was to look more closely at the opportunities and risks relating to the four remaining shortlisted sites:

- Loblaws/No Frills
- City Works Garage and Mall
- James Stevenson Park
- Morrow Park

Initial due diligence identified flood risk and proximity to railway lines as being two issues where a more detailed understanding of the regulatory and policy position was required to more clearly understand development potential.

A site fit testing exercise was also undertaken for each of the four sites to confirm the size of MUSEC which could be accommodated, having regard to known physical (above ground) constraints, e.g. railway track setbacks, proximity to neighbouring properties, etc.

Exhibit 8: Plan of final shortlisted candidate sites x 4



6.1. Flood Risk

The following is interpreted from guidance and policies provided in the Otonabee Region Conservation Authority ('ORCA') 'Watershed Planning & Regulation Policy Manual 2012 (as amended 2015) and the City of Peterborough Official Plan (consolidated 2017).

6.1.1. Sites in the Existing Floodplain

Yes	No
City Works Garage & Mall (in part)	Morrow Park
Loblaws/No Frills (in part)	General Electric
James Stevenson Park (majority)	Canadian Canoe Museum

6.1.2. Starting Position re. Development in the Floodplain

- ORCA's approval is required before development within or affecting the floodplain can be permitted by the City.
- ORCA applies a 'one-zone' concept to floodplain management for land in Peterborough whereby all the floodplain is defined as 'floodway' (no delineation of floodway and flooding fringe).

- Development for most forms of development (including an MUSEC) is not normally permissible in a floodway.

6.1.3. Development Flexibility in the City's Downtown Core

- Although part-within the floodway, the Loblaws/No Frills and City Works Garage and Mall sites are also in the Jackson Creek Flood Plain (Downtown) Special Policy Area (SPA) – as defined by the Official Plan (see Exhibit 9).
- Whilst susceptible to flooding, the Official Plan acknowledges that land in the SPA forms part of the City's 'historic' centre where continued economic and social viability is to be promoted.
- Consequently, the Official Plan continues to allow these lands to be developed for the commercial designations shown at Exhibit 1, provided that all buildings will be flood-proofed to the appropriate Flood level, where practical.
- Based on existing flood plain mapping and related policy, development for a MUSEC is permissible in principle on the Loblaws/No Frills and City Works Garage and Mall site, but not permissible at James Stevenson Park.

6.1.4. Outcome of Meeting with ORCA

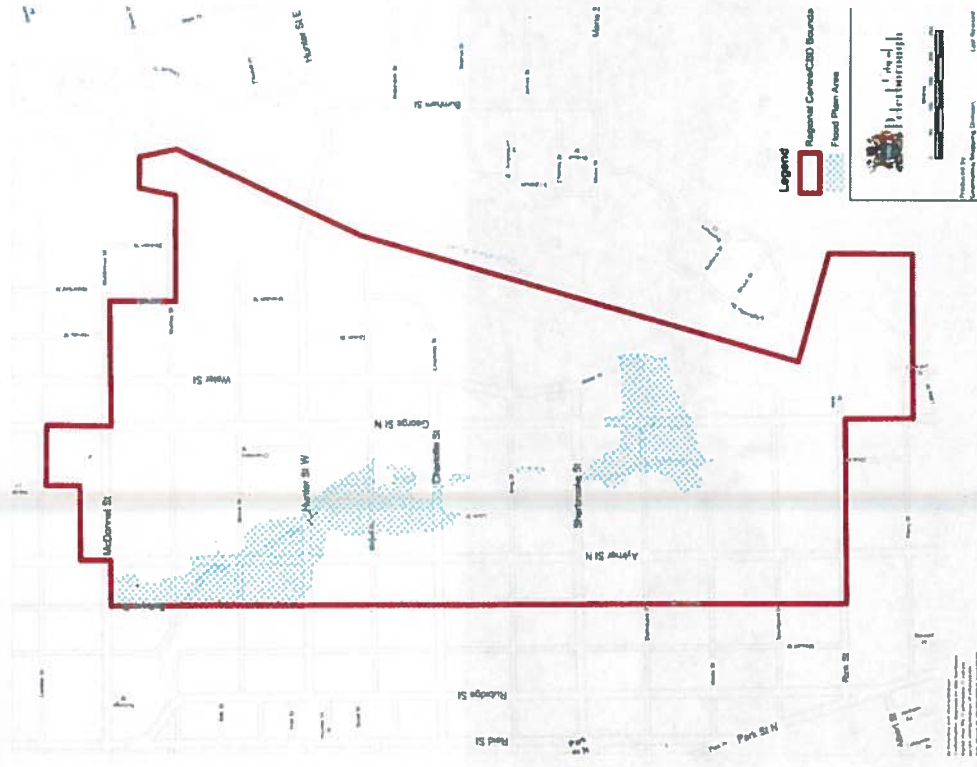
In April 2018, SPM met with a representative of ORCA to test how floodway and SPA policy would be applied in practice:



Key takeaways:

- Confirmed that, based on prevailing policy, a MUSEC at James Stevenson Park would not be permissible if proposed to be constructed in the area of the site within the existing floodway.
- Development may only be permissible at James Stevenson Park if remodeling of the floodplain was to bring the required land-take out of the floodway; or if a new SPA is created (as per the Downtown area).
- Advised that ORCA and partner authorities will be remodeling the floodplain to reflect the impact of flooding events, and the effect of attenuation measures which have or are to be implemented. At the time of the meeting, the work had yet to be commissioned. Definitive results are unlikely to be available for at least 12-24 months.
- This represents a significant risk factor not only for James Stevenson Park, but also for the two sites in the SPA as there is no means of knowing at this stage how the floodway extents will be affected (and the impact this will have on developable areas, engineering requirements, etc.).
- Should remodeling result in the floodway extents exceeding the existing SPA it cannot at this stage be assumed/guaranteed that this extra area will be included in the SPA. Indeed, it is understood that ORCA has not created new SPAs for some considerable time.

Exhibit 9: Jackson Creek Flood Plain (Downtown) Special Policy Area



6.2. Rail Track Setbacks

Operational rail tracks run adjacent to the City Works Garage and Mail & Loblaws/No Frills sites - principally used for freight/aggregate transportation (as evidenced at Exhibit 10).

For safety, amenity and operational reasons, a MUSEC developed on either site would need to be setback from the railway. Initial desk-based research has not identified any standards pertaining to leisure venues, and this would need to be investigated further. As an indication, national guidance¹ aimed principally at residential development identifies the following recommended setbacks (measured from mutual property line to the building face): Principal and Secondary Main Lines: 30 metres; and Principal and Secondary Branch, and Spur lines: 15 metres.

Exhibit 10: Train using crossing at Dalhousie St. & George St.



¹ Guidelines for New Development in Proximity to Railway Operations (May 2013) - for Federation of Canadian Municipalities and the Railway Association of Canada

6.3. Loblaws/No Frills

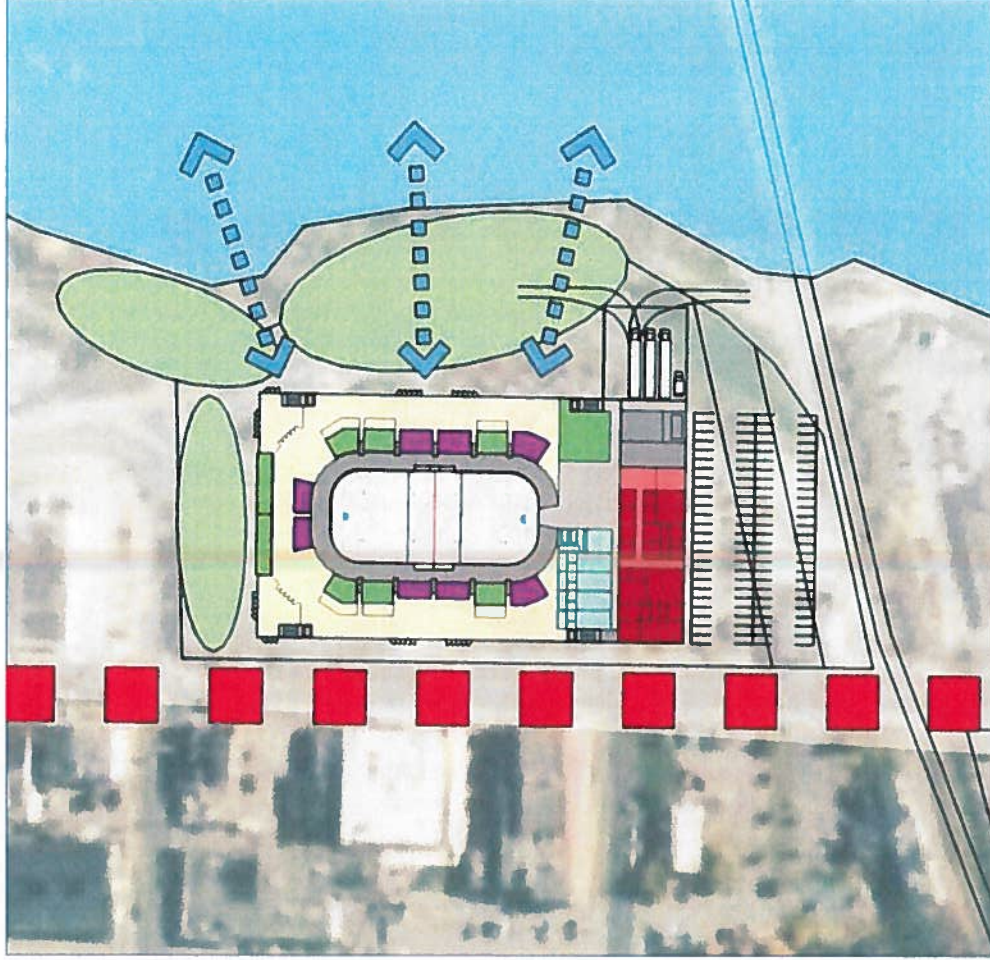
Key Advantages

- Downtown location: Potential to increase patronage for businesses in the Commercial Core.
- Riverfront location: Opportunity to create landmark architectural venue and open up/improve access to waterfront.

Key Challenges/Risks

- Privately-owned, with grocery store occupier: Site acquisition from private landowner, including vacant possession from Loblaws/No Frills is required = capital and time cost implications and a significant risk factor.
- Size limitations: Tight site. Not large enough to accommodate a second rink, and MUSEC footprint options considerably constrained (George St and rail track setbacks = physical barriers).
- Flood engineering: In SPA but will likely require flood attenuation (re: levels, etc.) – extent (and cost) contingent on outcome of future flood modelling.
- Contamination: Presence and extent of any contamination and requisite remediation unknown at this stage.

Exhibit 11: Loblaws/No Frills Site Fit Testing



6.4. City Works Garage & Mall

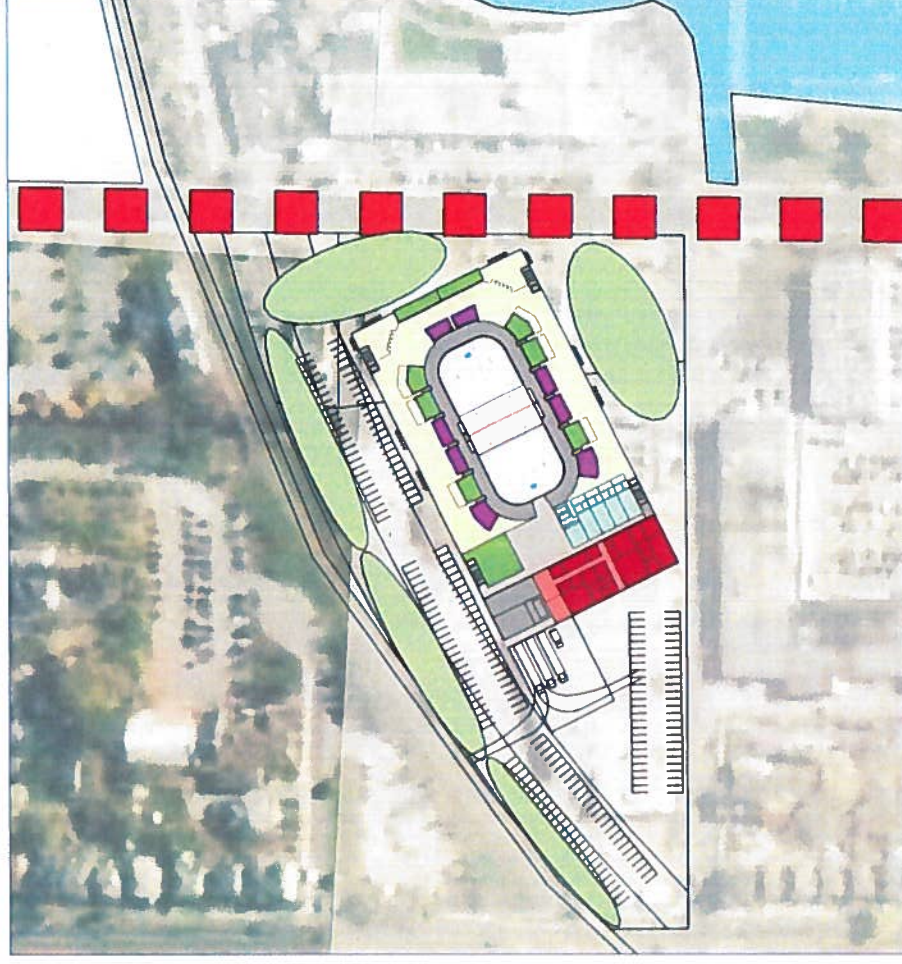
Key Advantages

- Downtown location: Potential to increase patronage for businesses in the commercial core.
- Land rehabilitation: Opportunity to regenerate brownfield site and introduce new active frontage onto Townsend Street.

Key Challenges/Risks

- Requires mall acquisition: Majority of site City-owned, but not feasible for MUSEC unless retail mall fronting George St acquired. Mall in several separate private ownerships with multiple tenants = land assembly challenges, with capital and time-cost implications.
- Physically constrained: Even with mall, MUSEC design options heavily constrained by triangular shape of site and the required rail track setbacks. Demonstrated that no second rink can be accommodated.
- Contamination: Presence and extent of any contamination and requisite remediation unknown at this stage.
- Flood engineering: In SPA but will require some flood mitigation – extent required (and cost) contingent on outcome of future flood modelling.

Exhibit 12: City Works Garage & Mall Site Fit Testing



6.5. James Stevenson Park

Site analysis was informed by site-specific legal commentary provided by City staff.

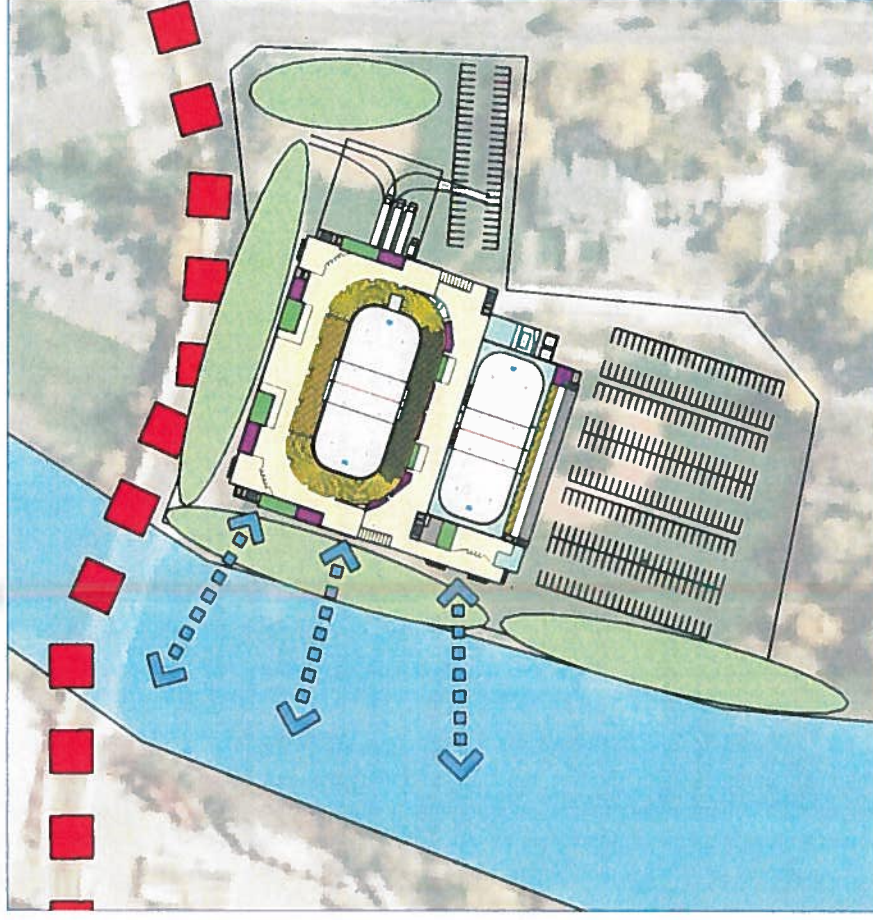
Key Advantages

- All city-owned: No third-party land acquisition required.
- Large and flexible site: Demonstrated that site has capacity to accommodate second rink, civic spaces and onsite parking.
- Riverfront location: Opportunity to create a landmark architectural venue adjacent a gateway route into the City and visible (across river) from Downtown.

Key Challenges/Risks

- Flood risk: Flooding = principal challenge and area of risk. Unless future flood modelling brings the site out of the floodway, development for a MUSEC is not permissible in policy terms.
- Not downtown: Physically outside Downtown core (albeit in Central Area and in walking/bus distance across bridge).
- Relocate existing uses? Premium baseball diamond facility requires relocation – unclear whether suitable sites are available. Detailed consideration of Lions Club future onsite would also be required (incl. detailed review of lease provisions).
- Other constraints? Legal search identifies that site subject of historic filling and rights-of-way. Extent unknown (no mapping readily available).

Exhibit 13: James Stevenson Park Site Fit Testing



6.6. Morrow Park

Key Advantages

- All city-owned: No third-party negotiation and acquisition. Agricultural Society's tenancy includes specific provisions allowing for vacant possession (subject to relocation payment).
- Recognized existing recreational hub – PMC & Agricultural Society.
- No known environmental constraints: Not in floodplain, not known to be contaminated, and no heritage buildings.
- Regeneration? Unique opportunity for MUSEC to provide destination/gateway venue and anchor to support potential future regeneration along George St, south to Lansdowne St.
- Large and flexible site: Demonstrated that it can accommodate a second rink and civic spaces without encroaching on area reserved for Exhibition Use (in Agricultural Society Agreement – see Exhibit 15 for plan).

Key Challenges/Risks

- Relocating Agricultural Society? Expectation that Society is assisted by City to find a new location – unclear if there is a suitable alternative location(s) for existing activities.
- City of Peterborough Act: In addition to the provisions of the Agricultural Society's Licence Agreement, other extant conditions built into the City of Peterborough Act may place limitations on development at Morrow Park and will require careful consideration.
- Not Downtown: Regenerative potential vs maximizing footfall in downtown core – this needs to be weighed up.

Note: The Site Fit Diagram shows a large parking lot. This is only a visual representation of the extent of the site which could be available for built development (in a scenario where western third reserved for Exhibition Use). It is likely that any consideration of the Morrow site would provide the opportunity to revisit the existing Morrow Park Master Plan (2010) and create an appropriate civic campus. Whether and how much surface parking remains on site is part of this conversation that should also take on board the future changes to the George Street / Lansdowne Gateway envisioned as part of the future Central Area planning per the Official Plan Review.



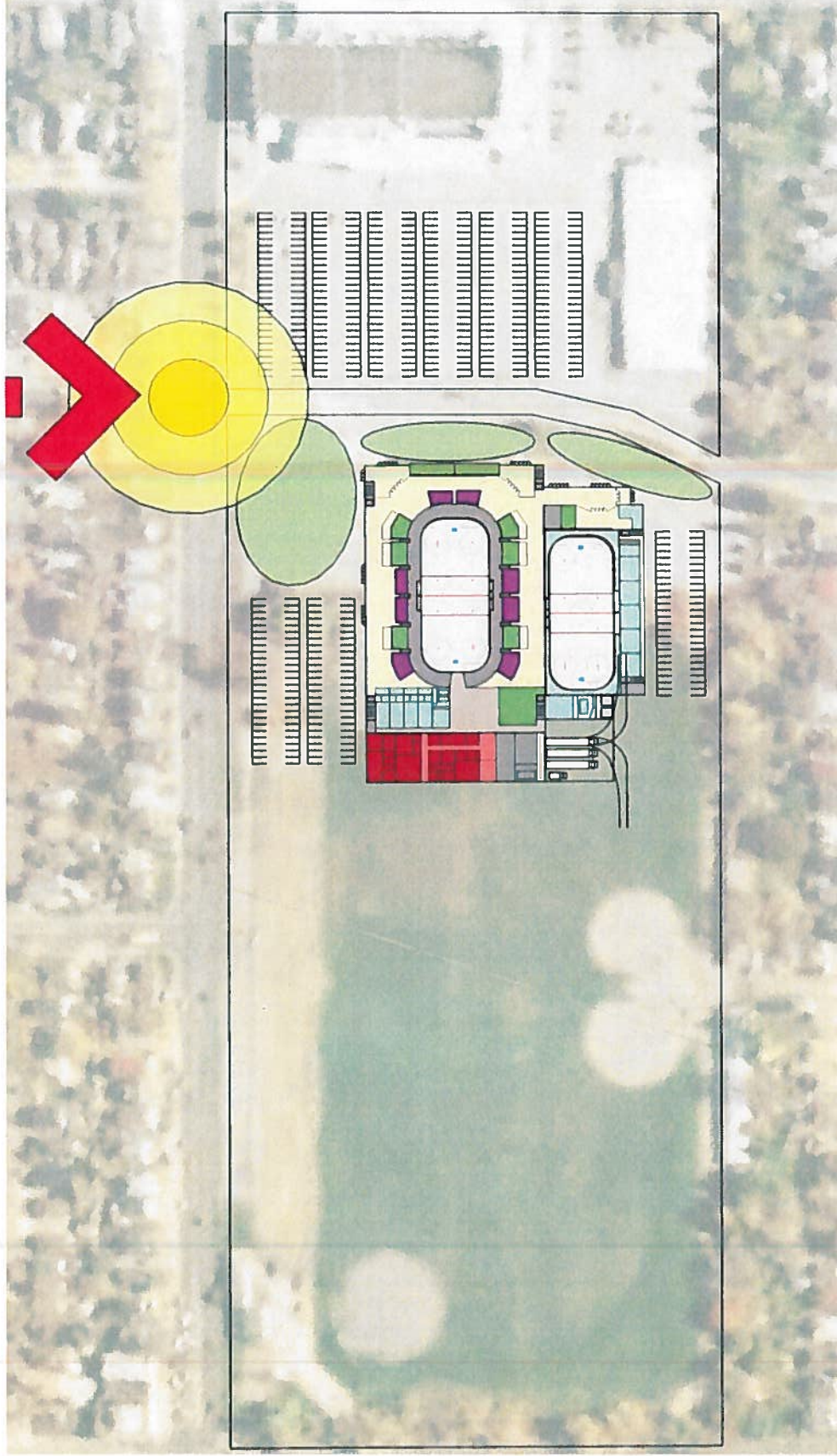
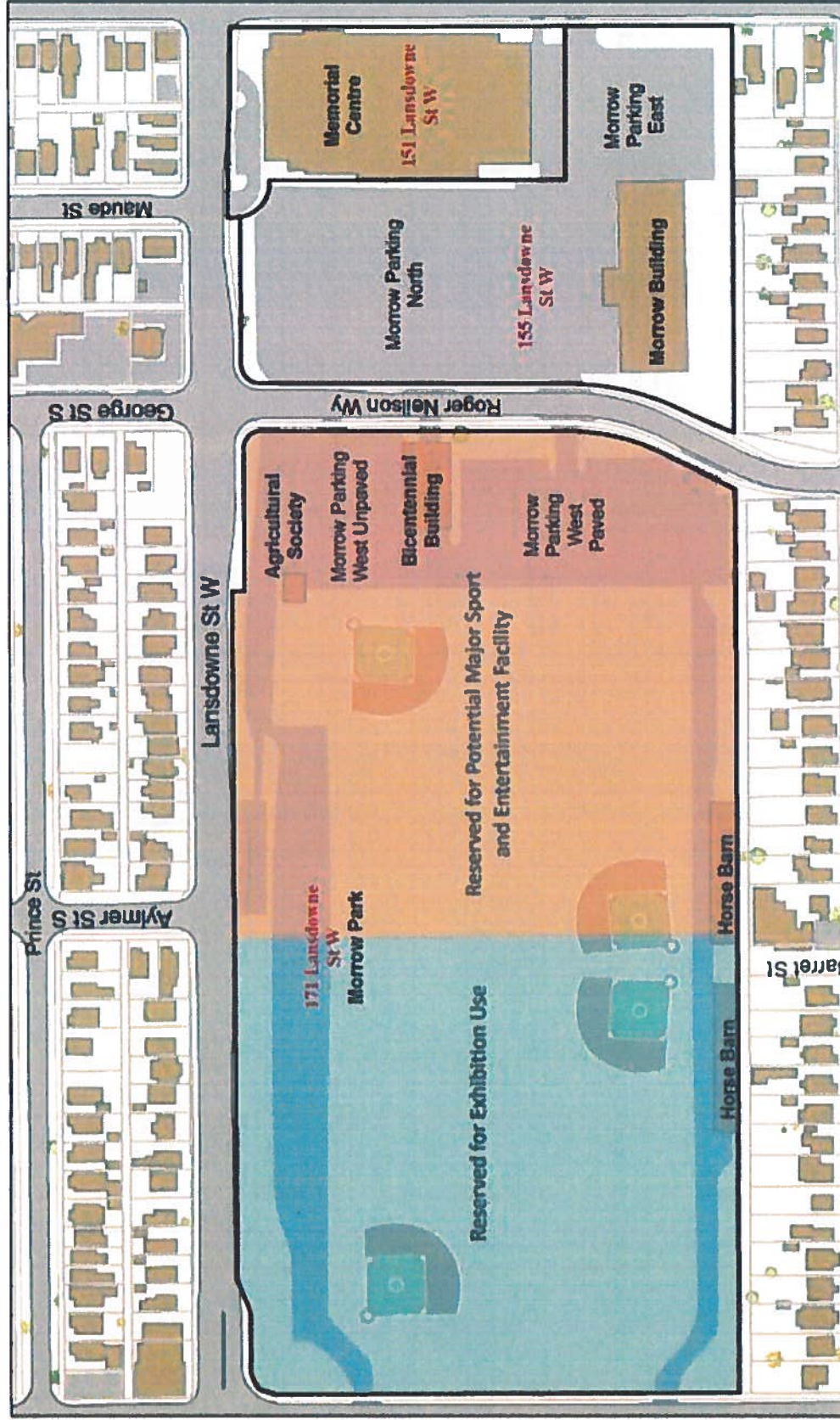
Exhibit 14: Morrow Park Site Fit Testing

Exhibit 15: Appendix A – Plan – Agricultural Society Agreement, Feb 2018



6.7. Locational Analysis Conclusions

6.7.1. James Stevenson Park

- The site's principal benefits are ownership (city-owned), size (onsite parking and a second pad), and riverfront location (opportunity to design a landmark architectural building visible from downtown and long views).
- However, its environmental constraints (history of filling and location within the floodplain), which have been confirmed by the City's Legal commentary and dialogue with ORCA, cumulatively weigh heavily against it when compared with the other candidate sites.
- James Stevenson Park's high-risk profile – both in terms of policy compliance and mitigation requirements – point to this not being a feasible site for a MUSEC.

6.7.2. City Works Garage and Mall

- The principal advantages of this site are the potential to locate the MUSEC in the downtown, and the opportunity to regenerate and rehabilitate a brownfield site.
- However, the site's irregular shape and constraints (e.g. the railway line), make this challenging in design terms.
- The initial site testing work confirms that the adjacent retail mall will, in all likelihood, need to be acquired to provide

sufficient space for a single pad MUSEC, and even then, it is a tight site and the resultant design solution is sub-optimal.

- Acquisition of private land is required which will have capital and cost implications – the extent of which is unknown at this stage.

6.7.3. Loblaws/No Frills

- As with the City Works Garage and Mall, this site's principal benefit is its downtown location. The site is also close to the waterfront and could deliver new walkways/spaces, and create an attractive, highly visible building.
- However, in design terms, the site has little flexibility (rail track setbacks and George St), resulting in not being able to deliver a second pad. However, in terms of functionality and potential architectural merit, it is likely to be preferable to the City Works Garage and Mall.
- The site's private ownership, and its occupancy by a large Downtown grocery store represent a considerable risk in terms of land acquisition which (as borne out by scoring results) weighs against it.
- The grocery store represents an important local amenity which would need to be relocated locally if it is not to be lost from Downtown.



6.7.4. Morrow Park

The site's principal benefits are ownership (City); its size (highly flexible - able to accommodate a second pad, parking and safeguarded exhibition area, if required); and that there understood to be no known environmental or flooding constraints.

However, the site is outside the Downtown, on the edge of the Central Area – which in principle could be seen to make this less preferable than the two Downtown sites (in locational terms at least).

That said, this is a prominent gateway site at the south of George Street, and could therefore be a catalyst and destination venue as part of any future southwards expansion of the Downtown (see Section 7).

In addition, there is an opportunity to explore ways in which the key principles of the 2010 Masterplan for Morrow Park – implementation of which has not yet reached an advanced stage – could be incorporated into MUSEC proposals as part of a comprehensively-planned recreation-led development. A summary of the key components of the 2010 Masterplan are set out in the information proforma for this site at Appendix 2.

The above merits of Morrow Park will, of course, need to be carefully balanced with the risk/reward considerations of committing to developing a single-pad in a Downtown location.

The lens of analysis should also be future-oriented. The evolution of the City core, achieving higher densities in the areas

to the south of the Central Area, and the future of the City's public open spaces, are all under active consideration by the City at the present time. This provides an important policy context within which to judge competing sites for their long-term contribution to land use change in and around Downtown.



7 Next Steps

This Locational Analysis has ranked six shortlisted candidate sites according to our preference based on a range of factors.

As has been identified, each shortlisted site has questions regarding its feasibility and validity which can only be answered once the current study is complete and new budgets and work plans are agreed.

7.1. Additional Work

For whichever site(s) is (are) supported by Council for further review, a work program should involve the following key technical items:

1. Environmental Assessment (Phase 1).
2. Geotechnical Assessment.
3. Environmental Assessment (Phase 2), conditional on the viability of the site from a site geotechnical conditions perspective.
4. For all sites other than the Morrow Park site, there is a need for further in-depth discussion with ORCA regarding the likelihood of development approval for these sites. That consideration also involves, we understand from ORCA, the need for expedited completion of several modelling

exercises, undertaken so as to remove unnecessary restrictions on an in-principle approval of any site.

5. Separately, there is a need to consider the ownership aspects of these sites. Work will potentially need to be undertaken to successfully negotiate the transfer of these lands (including the treatment of the Agricultural Society Lease on Morrow Park).
6. Additional site planning work for the approved building type (scale of MUSEC and opportunity for a second ice pad) will be necessary based on the outcome of the technical site analysis conducted above. At this time, transportation impact and parking management studies related to the facility are likely to be warranted only for the site which is ultimately selected.
7. For Morrow Park, other specific site actions would be required, including revisiting the 2010 Master Plan; progress talks with the Agricultural Society on their future requirements; and the future of the PMC – and in particular the effect this may have on the phasing/incremental development of a MUSEC on this site.



In conclusion, site selection drill-down analysis for the preferred site(s) is a key next step which enables further consideration of all aspects of the next phase:

- **Site development costs;**
- **Scale and capital cost of the facility;**
- **Funding Strategy; and**
- **Delivery Strategy and timing of implementation of a competitive process to select a design-build consortium.**

7.2. Alignment with City's Wider Priorities

It is recommended that the work being undertaken on location analysis for the MUSEC should feed into, and be informed by, the broader long-range planning exercise being undertaken by Planning and Economic Development Staff at the City, both in terms of future spatial options for regeneration, and site-specific work (e.g. working alongside partner agencies and the landowner regarding the future strategy for the GE site).

7.2.1. Official Plan Review

The City is in the early stages of its Official Plan (OP) Review, with consultation with stakeholders an ongoing process. The current estimate is that a draft OP will be consulted on in Winter 2018, with Council approval to be sought in Spring 2019.

As part of building the evidence base, in June 2018 City staff led design charettes with the local community on a range of topics, including opportunities to enhance 8 key nodes and corridors into and out of the City, and potential improvements in civic spaces and streets in the Downtown area.

Additional consultation is expected to take place over the Fall of 2018, and it will be important to ensure that the policy direction arising (particularly in terms of Downtown priorities and regeneration) is fed into the ongoing conversation regarding locational decisions for the MUSEC and also the wider feasibility work.

The scale of investment that defines a new multi-use sport and event centre is significant, but so too are the long-term benefits. It is important therefore that the benefits of this project to the future health and viability of the urban core (not necessarily only the Schedule J lands at present) are fully investigated. That means not simply conducting the location evaluation in isolation but asking the related questions of whether the challenges of complicated Downtown sites are really that insurmountable if there is a clear City-led plan to tackle these sites and regenerate parts of Downtown. At the same time, creating a functionally constrained building on a tight site can be avoided if an appropriate site in the “shoulder areas” of Downtown can be found and which provides many of the same regenerative benefits as a Downtown site. The vision established for the Central Area in general should help to guide the ultimate choice.

7.2.2. Site-Specific Strategies & Availability

As the Locational Analysis moves forward, the availability of each of the candidate sites (or otherwise) should continue to be monitored closely.

A change in owner or occupier circumstances could, for example, materially change the relative prospects of the sites.

With regards to the GE Site in particular, last year it was reported that their business plan has originally been to cease manufacturing and service activity by the end of Q3 2018, with provincial funding to be secured to carry out two projects to help the city adapt to the new post-GE economy:

1. A study to help the local economy shift from a reliance on manufacturing jobs (to be completed in 2018).
2. A study to consider the future use of the property (to be completed in 2019).

The two studies would also be an important part of the evidence base to support the Official Plan Review.

It is understood that the closure of the GE site has now been pushed back until some point in 2019, which in turn has delayed the preparation of the above studies.



APPENDIX 1: PRE-SCREENING RESULTS + MAPPING

MUSEC Peterborough - Pre-Screening of Long List of Sites (by Sierra Planning & Management)

	Criterion 1: The site can accommodate a minimum MUSEC land take of 130 x 70m	Criterion 2: At the time of initial review, there are no known insurmountable or unduly onerous site-specific regulatory, planning or existing use restrictions which preclude development of a MUSEC	Criterion 3: Heritage sensitivities do not preclude development of a MUSEC	Pass or Fail?
1) Canadian Canoe Museum	Pass	Pass	Pass	Pass
2) Morrow Park	Pass	Pass	Pass	Pass
3) James Stevenson Park	Pass	Pass (tbc)	Pass	Pass (tbc)
4) Loblaws/No Frills	Pass	Pass	Pass	Pass
5) City Works Garage & Mall	Pass	Pass (tbc)	Pass	Pass (tbc)
6) South Mall	Pass	Fail	Pass	Fail
7) Peterborough Square Mall	Fail	Fail	Fail	Fail
8) Armories	Pass	Fail	Fail	Fail
9) Industrial Conversion Zones (A, B or C)	Pass	Fail	Pass	Fail
10) General Electric Site (part)	Pass	Pass	Pass	Pass
11) The Depot	Fail	Pass	Fail	Fail

**Plans of above sites on next page extracted from previous presentation slides*

APPENDIX 2: INFORMATION SITE PROFORMAS

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Land Parcel – Core Details	
Civic Address	No Frills (Loblaws), 230 George Street North, K9J 3G8
Aerial photograph	
Site Description	- The site is located in the City's Downtown area on the intersection of George St North/Sherbrooke St and Sherbrooke/Water St. - The site comprises a 'No Frills' grocery store (northern half) and an ancillary customer parking lot (southern half). - The building is a similar scale to other properties in the vicinity on George St (equivalent to two commercial stories) and has a flat roof. - The building is orientated so that the principal entrance is facing towards the parking lot to the south, with flank walls on the George St and Water St frontages.
Vehicular Access	There are three points of vehicular access to the parking lot: two from George St and one from Water St on the eastern boundary.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Ownership	No. of lots	1
	City or Privately Owned?	Private (understood to be owned by a REIT)
Occupation/tenancies		No Frills franchise (terms of franchise unknown)
Land Use Planning (as per City Official Plan, consolidated 31 December 2017)		
Inside or outside Central Area?		Inside
Official Plan Land Use Designations		- Waterfront Commercial Area (Schedule J). - Supports same uses as found in the adjacent Commercial Core Area (<i>major concentration of retail, office, entertainment and service commercial uses, reinforcing 'main street' setting</i>) but with additional design requirements in acknowledgment of its visibility from the waterfront and river, e.g. - adhering to high standards of urban design including building design which maintains the openness of the area and views to the water; - providing enhanced landscaping, particularly in areas adjacent to public open space; and - providing strong pedestrian linkages with the waterfront.
Zoning By-Law		- SP.141 ('Special District 141'): permits a wide range of commercial and civic uses. - Places restrictions on new buildings, including: - Max building height: 3 storeys, excepting 5 storeys within 35 metres of the street line of George Street and within 85 metres of the street line of Sherbrooke Street. - Max building coverage: 60% above grade. - Min (landscaped) setback: 9m on eastern boundary fronting Water St. No set back required on any other boundary. - No building permitted in that portion of the lot, which is the projection through the property, from west to east, 20 metres in width, of the Dalhousie Street road allowance.

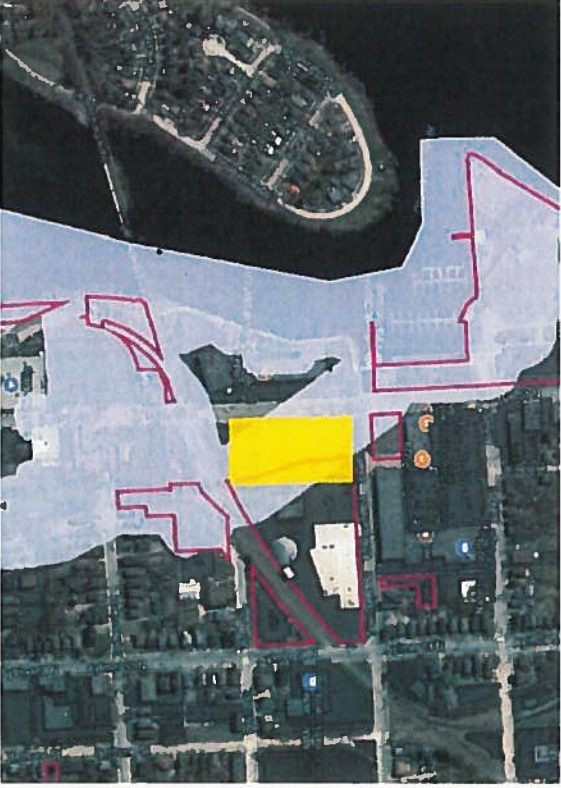
On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Surrounding Designations and Zoning	• Principally Commercial (C5 and C6) on George St. • Open Space (OS.3) on Water Street frontage. 
Environmental Constraints	Flooding & Wetlands • The parking lot is within the ORCA floodplain, but subject of Special Policy Area engineering-led/flood management policies. • The footprint of the grocery store appears to be outside of the floodplain. • <i>Flood risk and requirements tbc with ORCA.</i> Contamination • No information has been provided to identify whether the site is likely to be contaminated. Survey work would need to be undertaken to ascertain this, and to establish whether any remediation would be required as part of the site's redevelopment.

On behalf of the City of Peterborough
Candidate Land Parcel | Pro-Forma

Heritage	There are no Designated Heritage Properties or Heritage Register Properties within or adjacent to the site.	
Scoring Matrix and Prospects		
Site Characteristics, Location & Transportation	Pros	Downtown location within the Schedule J Central Area.
	Cons	Operational rail tracks run across George St (for freight) directly to the south of the site, with potential to cause disruption and delay for visitors to the arena (pedestrian and cars).
Cost and Ease of Acquiring Development Land	Pros	Negotiation required with only one private landowner.
	Cons	- Nevertheless, land acquisition from third party required, with capital and time cost implications. - The site is occupied by a large downtown grocery store (No Frills). The ability to secure vacant possession and/or availability of suitable alternative sites for their relocation would also be a key consideration.
Urban Context / Physical Elements	Pros	- Within existing commercial area, close to existing services, retail, and transit. - Opportunity to create a landmark development in a prominent waterfront location.
	Cons	- Narrow site limits flexibility in terms of arena footprint. - Site not of sufficient size to accommodate second rink and/or additional community uses. - Scale and building form would likely exceed existing zoning provisions. - Understood to be within an area of the City suspected to be environmentally contaminated due to previous industrial uses. Could require remediation (unknown at this stage).
Economic Impact / Synergies	Pros	Within the Central Area (Downtown) thereby with the potential to increase footfall/patronage for local business in the Commercial Core (from arena patrons).
	Cons	Would result in loss of large grocery store in the Downtown area (if not relocated in the Downtown).

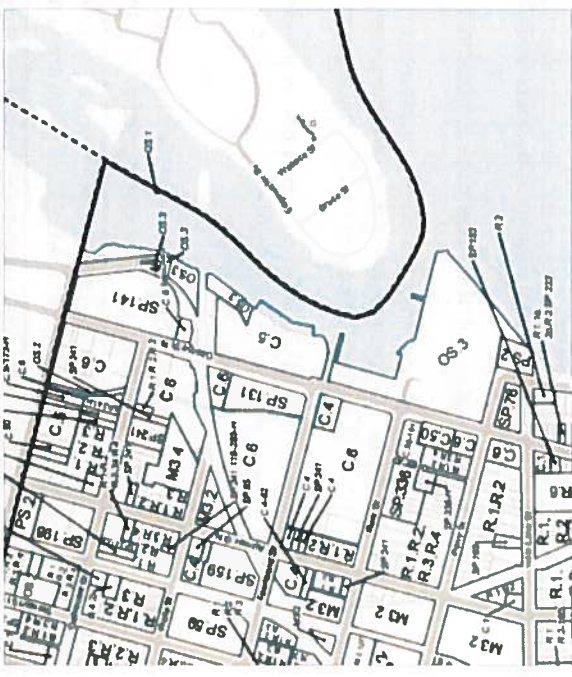
On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Land Parcel – Core Details	
Civic Address	City Works Garage and Mall, 182 Townsend Street, K9J 2K3
Aerial photograph	
Site Description	- The site is located within the City's Downtown area and comprises two principal components: - A triangular land parcel located between the rail tracks to the north and Townsend Rd to the south, occupied by the City's Public Works department (garages, storage and ancillary offices); and - A rectangular land parcel with frontage onto George Street North occupied by a retail mall and separate Tim Hortons restaurant.
Vehicular Access	- The Public Works land is accessed from two points on Townsend Road. - The retail mall is accessed from three points on George Street North, and one point at the intersection with Townsend Road.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Ownership	No. of lots	3
	City or Privately Owned?	- Public Works: 1 ownership: City. - Mall: 2 ownerships: Private (Tim Hortons in separate ownership to balance of mall).
Occupation/tenancies		- It is understood that the Public Works parcel does not include any tenants - only City staff. - Multiple tenants of commercial premises fronting George Street (in private ownership, so tenancy provisions/lease terms unknown.
Land Use Planning (as per City Official Plan, consolidated 31 December 2017)		
Inside or outside Central Area?	Inside	
Official Plan Land Use Designations	Waterfront Commercial Area (Schedule J).	- Supports same uses as found in the adjacent Commercial Core Area (major concentration of retail, office, entertainment and service commercial uses, reinforcing 'main street' setting) but with additional design requirements in acknowledgment of its visibility from the waterfront and river, e.g. - adhering to high standards of urban design including building design which maintains the openness of the area and views to the water; - providing enhanced landscaping, particularly in areas adjacent to public open space; - providing strong pedestrian linkages with the waterfront.
Zoning By-Law	- Public Work: C6 (Commercial District). - Mall (majority) SP.131 (Special District 131) – allows for range of commercial uses with restrictions on built form, including max of 4-storey height. - Tim Hortons : C6 (Commercial District).	

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Surrounding Designations and Zoning	Surrounding land zoned for a range of commercial and business service establishments (C.5, C.6, M3.2, M3.4) – including along length of George Street North - and residential (R.1, R.2). 
Environmental Constraints	- Eastern third of site within flood plain (including all of mall, and part Public Works land) – exact floodline tbc with ORCA. Floodplain subject of Special Policy Area engineering-related/flood management policies. - Flood risk and requirements tbc with ORCA. - The previous industrial uses and existing operations as a City Works Garage suggest that there is the potential for the site to be contaminated. - A geo-environmental survey would be required to determine whether this is the case, and if so what remediation may be necessary. - There are no Designated Heritage Properties or Heritage Register Properties within the Site. - The building opposite the site, north of the rail track, is a Designated Heritage Property. - The nearest buildings/structures on the Heritage Register are located on the intersection of Dalhousie Street and Aylmer Street north (circa 200m north-west of the site).

Scoring Matrix and Prospects		
Site Characteristics, Location & Transportation	Pros	• Within the Schedule J Central Area in a Downtown location.
	Cons	• Operational rail tracks run across George St (for freight) directly to the south of the site, with potential to cause disruption and delay for visitors to the arena (pedestrian and cars).
Cost and Ease of Acquiring Development Land	Pros	• City owns majority of the site (and other small pockets of land within close proximity).
	Cons	• Likely that the land parcels on the site's eastern boundary fronting George St would be required to make the site workable – this is in several private ownerships and has multiple tenants which could present land assembly challenges, with capital and time-cost implications.
Urban Context / Physical Elements	Pros	• Within existing commercial area, close to existing services, retail, and transit. • Redevelopment presents opportunities to create new, attractive civic piazzas in the Downtown area. • Offers opportunity for rehabilitation of former industrial site, and to introduce new active frontages to Townsend Street.
	Cons	• Size and shape of site significantly limits flexibility in terms of arena footprint. • Site is tight - not of sufficient size to accommodate community rink. • Rail tracks on northern boundary assumed to be fixed constraint (potential to close rail corridor or introduce underpass/overpass unknown – and associated cost – unknown at this time, but assumption is that negotiations could significantly protract program). • Sub-optimal visibility and access due to principal access points being from Townsend St. Opportunity to create landmark waterfront development possibly limited by view obscured by Holiday Inn and surrounding development. • Understood to be in an area of the City suspected to be environmentally contaminated due to previous industrial uses. Could require remediation (unknown at this stage).
Economic Impact / Synergies	Pros	• Within the Central Area (Downtown) thereby with the potential to increase footfall/patronage for local business in the Commercial Core (from arena patrons).
	Cons	• Would result in the loss of retail commercial uses on a primary frontage (George Street) in the Downtown.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Land Parcel – Core Details	
Civic Address	James Stevenson Park, 347 Burnham Road, K9H 1T5
Aerial photograph	
Site Description	- The site is located on the eastern banks of the Otonabee River within an area of transition between the Downtown's Designated Commercial Core (on the western banks, via the Hunter St bridge) and lower density residential and commercial uses to the east. - The site comprises a baseball diamond, a softball diamond, a basketball court, playground, and the Peterborough Lions Community Centre. - The Community Centre is operated by the Lions Club of Peterborough, and as well as serving a community function, is available for private hire as an event space with a 120-person capacity. - There are two parking lots ancillary to the ball diamonds and playground (recently constructed) served off a central spine road (Steve Terry Way). The Community Centre has its own dedicated parking lot adjacent to the building.
Vehicular Access	There are two points of vehicular access onto Steve Terry Way from Burnham Street (to the east) and Hunter Street (to the north).

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Ownership	No. of lots	1
	City or Privately Owned?	City-owned
Occupation/tenancies	• Lions Club • See City Legal Commentary for further details.	
Land Use Planning (as per City Official Plan, consolidated 31 December 2017)		
Inside or outside Central Area?	• Inside	
Official Plan Land Use Designations	• Open Space	
Zoning By-Law	• Park: OS.2 (Open Space District 2) <i>[allows a variety of predominantly outdoor recreational/community uses, and restricts buildings to 5% coverage]</i> • Community Centre: SP.251 (Special District) <i>[allows a range of indoor community uses, with restrictions on building form and layout]</i>	
Surrounding Designations and Zoning	• Opposite eastern site boundary: R1 (residential). • Opposite southern site boundary: Open Space (with residential beyond). • The ribbon of existing retail units along Hunter Street (to the north east of the site) form part of the Central Area and are within the Designated Commercial District (majority = C6).	

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

	<table border="1"> <thead> <tr> <th colspan="2">Environmental Constraints</th></tr> </thead> <tbody> <tr> <td>Flooding & Wetlands</td><td> - The majority of the site is within the ORCA flood plain, with the exception of the ball diamond in the north-east corner (shown notionally as the location of the arena). </td></tr> <tr> <td>Contamination</td><td> - No information regarding ground conditions is available. A survey would need to be undertaken to ascertain whether the site is contaminated and what (if any) remediation is required. </td></tr> <tr> <td>Heritage</td><td> - There are no Designated Heritage Properties or Heritage Register Properties within the Site. - A property on Burnham Road opposite the site entrance, and the Hunter St Bridge are identified as being on the Heritage Register. - A property on Engleburn Avenue (adjacent to the southern boundary is identified as being a Designated Heritage Property (but is screened by a belt of mature trees). </td></tr> </tbody> </table>	Environmental Constraints		Flooding & Wetlands	The majority of the site is within the ORCA flood plain, with the exception of the ball diamond in the north-east corner (shown notionally as the location of the arena).	Contamination	No information regarding ground conditions is available. A survey would need to be undertaken to ascertain whether the site is contaminated and what (if any) remediation is required.	Heritage	- There are no Designated Heritage Properties or Heritage Register Properties within the Site. - A property on Burnham Road opposite the site entrance, and the Hunter St Bridge are identified as being on the Heritage Register. - A property on Engleburn Avenue (adjacent to the southern boundary is identified as being a Designated Heritage Property (but is screened by a belt of mature trees).
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Scoring Matrix and Prospects		
Site Characteristics, Location & Transportation	Pros	• Within the Schedule J Central Area and short walking distance of public transit. • Existing hub for recreational and commercial uses, with direct connection under bridge to Tennis Club.
	Cons	• Whilst in the designated Central Area, the river serves as a physical barrier from the principal commercial core. • Existing ball diamonds may require relocation – it is unclear at this stage if there are any suitable replacement fields.
Cost and Ease of Acquiring Development Land	Pros	• All the site is within the City's ownership, thereby no land acquisition requirements.
	Cons	• Potential need to relocate Lions Club (if within area required for MUSEC and cannot be incorporated). Understood that the club has a long lease – details require careful review.
Urban Context / Physical Elements	Pros	• Opportunity to create a landmark architectural feature on a highly visible waterfront site in a gateway location. • Could establish a new 'destination' on the existing waterfront trail (linking with Rotary Park to the north).
	Cons	• The majority of the site is currently within the flood plain, where there is a policy presumption against most forms of new built development (including a MUSEC). More detailed understanding of flood risk policy, modelling and implications required. • Located in a predominantly low-density residential area which could present design challenges in the context of protected existing neighbouring amenity, depending on the location of the proposed building within the site.
Economic Impact / Synergies	Pros	• Within the Central Area and within a short walk from the Downtown area, thereby with the potential to increase footfall/patronage for local business in the Commercial Core (including the existing retail units to the north-east of the site on Hunter Street.
	Cons	• Not in Downtown Commercial core (as most people would typically perceive this to be, and in fact as planning policy defines the core).

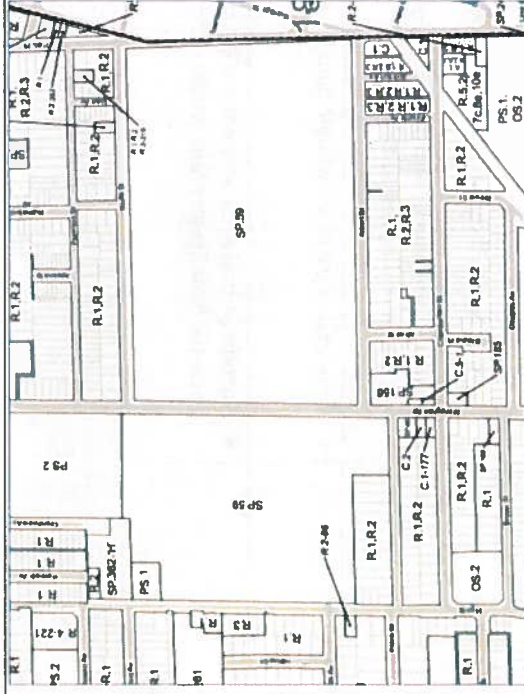
On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Land Parcel – Core Details	
Civic Address	General Electric Site (in part), 107 Park St North, K9J 3V6
Aerial photograph	
Site Description	- The site forms part of the General Electric manufacturing site and includes ancillary offices and warehousing set within courtyard layout, loading/set down bays for trucks, and a staff parking lot. - There is a rail track which accesses the site from the north-east corner, and which then follows the line of Wolfe St.
Vehicular Access	- There is one point of vehicular access from Park St North. - The site can also be access from across the balance of the GE landholdings to the west.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Ownership	No. of lots	1
	City or Privately Owned?	All site: Privately-owned
Occupation/tenancies	Assumed to be occupied by GE staff, with no tenants.	
Land Use Planning (as per City Official Plan, consolidated 31 December 2017)		
Inside or outside Central Area?	Outside (with exception of eastern boundary).	
Official Plan Land Use Designations	- Industrial (majority of site). - Eastern boundary (currently grass) – Transitional Uses (incl. medium and high-density residential uses, institutional, small scale office, convenience retail and service commercial uses).	
Zoning By-Law	- SP.59 (Special District 59). - Permissible land uses limited to: - an assembly plant, processing plant or manufacturing plant exclusive and plant used for specific industrial purposes - an electrical wholesale outlet - a mobile radio repair depot - The site is within 'Part 2' of SP.59 with the following limitations on built development: 80% building coverage 21m max building height	
Surrounding Designations and Zoning	- SP.59 (Special District) on to west of Monaghan Rd. - Residential (R1, R2 & R3) to north and south. - Range or commercial, civic and residential zones to east (with Central Area).	

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma



Environmental Constraints	
Flooding & Wetlands	The site is not within the ORCA floodplain or wetlands extent.
Contamination	- No information has been provided to identify the extent to which the site is likely to be contaminated. - Survey work would need to be undertaken to ascertain this, and to establish whether any remediation would be required as part of the site's redevelopment.
Heritage	There are no Designated Heritage Properties or Heritage Register Properties within or adjacent to the site.
Scoring Matrix and Prospects	
Site Characteristics, Location & Transportation	Pros Fronting principal road into/out of City.
	Cons Not in Central Area (albeit adjacent).

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Cost and Ease of Acquiring Development Land	Pros	The site is in one (private) ownership, (rather than added complexities associated with assembly of multiple parcels in separate private ownerships). In addition to General Electric (GE), BWXT also shares part of the site.
	Cons	- Likely that the process to acquire, clean and sever the site would be potentially a process which opens up a broader discussion on the entire GE landholdings, resulting in a significant delay for the project. - Experience suggests that large multi-national land owners will often seek to have full clean-up of their lands to remove any potential for future liability (e.g. this is why so many former gas stations remain undeveloped). This can add time and cost to the project if the owner is unwilling to sell unless lands unencumbered by contamination. - The process of studying environmental problems and create resulting remediation strategies for a site of this size and nature can be measured in years.
Urban Context / Physical Elements	Pros	- Notionally, a large site with flexibility to consider a range of MUSEC options. - The existing buildings on the site and within the wider GE landholdings possibly sets a precedent for larger format non-residential buildings in this location. - Not in existing floodplain.
	Cons	- Feasibility of removing/allowing for existing rail track unclear. - Potential operational and design friction between arena and industrial uses (if site severed), and with surrounding residents.
Economic Impact / Synergies	Pros	Beneficial reuse of brownfield land for employment-generating and community uses.
	Cons	Outside Central Area where there is a critical mass of commercial uses, thereby reducing potential benefits an arena would bring re. footfall/patronage for local businesses.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Land Parcel – Core Details	
Civic Address	Morrow (Memorial Park), KN9J 0A4
Aerial photograph	 MUSEC footprint in yellow notional only
Site Description	The site is to the south of the Central Area, within an area characterized by residential development. The site's two principal components are the existing PMC and a large area of open space (known as Morrow Memorial Park) – the latter is used for both informal and informal recreation and events, including the venue for the annual Peterborough exhibition. These two principal components are delineated by a road which dissects the site north-south (Roger Nielson Way). The site's other buildings and uses include: East of Roger Nielson Way • Morrow Building and parking lot (used for markets, special events, and as part of the annual Peterborough Exhibition).

	West of Roger Nielson Way • Bicentennial Building (current host of Kawartha Gymnastics Club - lease expiry May 2019). • Offices and meeting rooms for Peterborough Agricultural Society members. • Linear storage buildings/horse barns. • Four ball diamonds. A Master Plan for Morrow Park has been consulted on in detail and was presented to Council in Fall 2011 but is yet to be formally approved. The Masterplan includes a new public square, comprehensive improvements to park and outdoor recreation provision, enhanced landscaping and pathways, and improved public facilities for the various stakeholders in the park: The Agricultural Exhibition, the Kawartha Gymnastics Club, and the Farmers Market. The masterplan assumes the PMC will be retained, with the opportunity to develop additional recreation and civic-type uses buildings on the land to the east of Roger Nielson Way. 
Vehicular Access	• Access to the parking lot serving Morrow Park, the Agricultural Society's offices and the Bicentennial Building is taken from two principal points off Roger Nielson Way.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

There are multiple access points for the parking lot serving the PMC and the Morrow Building: two accesses from Roger Nielson Way, one from Lansdowne Street, and one from Lock Street.	
Ownership	No. of lots 3 (three)
	City or Privately Owned? All 3 lots: City
Occupation/tenancies	East of Roger Nielson Way <u>Peterborough Petes (Hockey) and Lakers (Lacrosse)</u>: Principal tenants of the PMC, whose future occupancy would be addressed as part of the MUSEC. <u>Peterborough Farmers' Market Association</u>: The PMC parking lot and the Morrow Building is rented by the Association to host the weekly Farmers market, with all rent being paid directly to the City. West of Roger Nielson Way <u>Agricultural Society</u>: Occupy a small building on the site, and hosts the annual Peterborough Exhibition. Currently subject of a 7-year lease terminating 30 June 2024, including the following clauses relevant to the site's potential redevelopment for a MUSEC: - Termination without cause by the City, subject to a payment to the Society of \$500,000 to fund relocation; or - In the event the site is chosen for a MUSEC, the Society's lands are to be the portion highlighted blue and labelled 'Reserved for Exhibition Use' at Schedule A of the lease (as shown below).

	 • Kewartha Gymnastics Club: Current tenant of the Bicentennial Building – lease expiry 2019.
Land Use Planning (as per City Official Plan, consolidated 31 December 2017)	
Inside or outside Central Area?	Outside (albeit immediately adjacent to southern edge on George St.).
Official Plan Land Use Designations	Major Open Space
Zoning By-Law	• Morrow Park and Gymnastics Club (West of Roger Nielson Way): - PS.1 (Public Service District) – allows for a range of indoor and outdoor recreation and civic facilities. - OS.3 (Open Space District) – allows use as a fairground, in addition to a park. • PMC and Farmers Market (east of Roger Nielson Way): - PS.1 (as above). • PS.1 (amongst other provisions) sets min and max requirements in respect of development form, including a maximum building coverage of 40%.

Surrounding Designations and Zoning	• <u>North of Lansdowne Street West:</u> Residential (R1 – R4), interspersed with SP and C4 zoning (for commercial uses, including shop units). • <u>East of Lock Street:</u> Residential (R1), with C1 & SP zoning opposite PMC. • <u>Southern boundary:</u> Residential (R1 & R2). • <u>West of Park Street South:</u> Residential (R1), with M3.2 (Enhanced Service Industrial) for the site of a former industrial building on corner of Park St South and Lansdowne St West.
Environmental Constraints	
Flooding & Wetlands	• The site is not within the ORCA floodplain or wetlands extent.
Contamination	• No information regarding ground conditions is available. A survey would need to be undertaken to ascertain whether the site is contaminated and what (if any) remediation is required.
Heritage	• There are no Designated Heritage Properties or Heritage Register Properties within or adjacent to the site.

Scoring Matrix and Prospects		
Site Characteristics, Location & Transportation	Pros	- Recognized existing recreational hub – location of PMC, park, ball diamonds and outdoor event space. - On a main vehicular approach road in to City (Lansdowne St.).
	Cons	Not in the Schedule J Central Area (albeit adjacent).
Cost and Ease of Acquiring Development Land	Pros	- All land parcels within the site are within City's ownership, thereby no land acquisition requirements. - The Agricultural Society's Licence Agreement with the City includes specific provisions allowing for vacant possession to be secured in the case of development for the MUSEC, OR for exhibition use to be safeguarded on the western third. - Assumed that tenancies for other users of the site do not contain any onerous provisions/encumbrances – needs clarification. - Our interpretation of the lease suggests land on the eastern half of the site is given over to non-Agricultural Society use and could therefore in theory accommodate the MUSEC without impinging on the lease.
	Cons	- Termination of Agricultural Society's Licence Agreement 'without cause' would require \$500,000 relocation payment. - Exercising this clause could also raise expectations that the Society is assisted in finding a new location as part of the process – it is unclear at this stage whether there is a suitable and feasible alternative location(s) for their existing activities. - In addition to the provisions of the Agricultural Society's Licence Agreement, other extant conditions built into the City of Peterborough Act may place limitations on development at Morrow Park and will require careful consideration.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Urban Context / Physical Elements	Pros	• Not in existing flood plain. • No heritage constraints or contamination. • Large and generally flat and open site which provides design and layout flexibility. • Ample land to include potential second ice rink and/or additional community uses and would not encroach on safeguarded area for Agricultural Society's exhibition use (as per Agri. Society Agreement, Schedule A).
	Cons	• Not physically in the Downtown. • Notwithstanding openness and size of site, site bordered on all four sides by residential properties, requiring careful consideration in terms of building orientation, layout, and overall site density.
Economic Impact / Synergies	Pros	• Arena would provide the opportunity for a more significant commercial/recreational/civic hub to provide a southern anchor to the George Street Commercial district, and wider regeneration.
	Con	• Not in the Downtown commercial core.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Land Parcel – Core Details	
Civic Address	The Canadian Canoe Museum, 910 Monaghan Road, Peterborough, K9J 5K4
Aerial photograph	 [Note: + cleared land to east] Site Description - Comprises 2 x part two/three storey buildings which are industrial in both form and appearance, but currently operate as a museum with ancillary offices and storage: - Building 1): the principal museum building. - Building 2): understood to be part vacant and derelict, but part used for storage by the museum. - There is an area of loose gravel and hardstanding between the two buildings which serves as parking lot for the museum. - To the east of the larger of the two buildings a building has been demolished and has been left cleared land.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

	The Site has frontages onto Romaine Street and Monaghan Road. However, half of the northern boundary is screened from the road by an existing ribbon of predominantly two-storey housing and a belt of mature trees.		
Vehicular Access	- The principal point of access for visitors is from the northern boundary on Romaine Street, close to the intersection with Monaghan Rd. - There are two other visible points of site access: - From the north-eastern corner of the site, between two residential lots (although it is currently gated and unused); and - From the south-western corner, but which also serves as an access to the rear of the retail properties to the south.		
Ownership	No. of lots	2 (two)	
	City or Privately Owned?	Both lots: Private <i>[GIS mapping also identifies a line running north-south between the buildings on the site which is in City ownership. The status and implications of this need to be clarified].</i>	
Occupation/tenancies	Understood to be owned and occupied by the Canadian Canoe Museum, but which will be vacating upon completion of the new museum adjacent to the Liftlock and Trent Severn Waterway.		
Land Use Planning (as per City Official Plan, consolidated 31 December 2017)			
Inside or outside Central Area?	Outside		
Official Plan Land Use Designations	Industrial		
Zoning By-Laws	- Principal museum building: M3.4 (Enhanced Service Industrial & Office). - Balance of site: M3.2 (Enhanced Service Industrial). - Both zoning districts place addition restrictions on building heights and requirements for setbacks adjacent to existing housing.		



On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Surrounding Designations and Zoning	• To south: C.7-201 (Commercial District: Special Purpose Retail). • To north: R1; R2 (Residential).  • Zoning-Law Requirements (for M3.2 and M3.4 zones) - Min building setback from residential district to north: Greater of 9 m or 4.3m/[industrial building] storey. - Min building setback from retail to south and road to west: 3m (tbc with City staff).
Environmental Constraints	
Flooding & Wetlands	• The site is not within the ORCA floodplain or wetlands extents.
Contamination	• The form and appearance of the existing buildings suggest that prior to occupation by the museum the site was used for industrial purposes. • The site would need to be subject to a ground conditions survey to identify the extent to which the soil is contaminated, and to ascertain the likely cost and timescale to remediate the land (should any be identified).
Heritage	• There are no Designated Heritage Properties or Heritage Register Properties within or adjacent to the site.

On behalf of the City of Peterborough
Candidate Land Parcel Pro-Forma

Scoring Matrix and Prospects		
Site Characteristics, Location & Transportation	Pros	Potential synergies with existing recreational & event space at Evinrude Centre adjacent to the site (to the west).
	Cons	- Outside Schedule J Central Area. - Not a 'gateway' location in which to maximize benefit of a potential landmark building, given its location north of the apparent gateway corner of Lansdowne St and Monaghan Rd.
Cost and Ease of Acquiring Development Land	Pros	The site could be considered a 'friendly purchase', as it is likely to be tied to the funding for the new museum (and therefore potentially more easily justified by City staff).
	Cons	- The parcels are in private ownership (museum), requiring land to be acquired, and a funding agreement to be put in place re. museum relocation – this has capital and time-cost implications. - Understood that vacant possession contingent on occupation of a new museum in another location – however, full funding is not in place (at time of writing), and therefore no certainty as to the site's availability.
Urban Context / Physical Elements	Pros	- Corner lot, with visibility to vehicular and pedestrian traffic on an intersection. - Not in existing floodplain. - No known heritage constraints.
	Cons	- Narrow site and setbacks from neighbouring properties limit options for the arena footprint, service vehicles routes, and ancillary/complementary uses. - Greater presence if footprint orientated to have principal frontage onto Monaghan Rd. but would require acquisition and demolition of (privately-owned) retail mall to the south - capital and time-cost implications.
Economic Impact / Synergies	Pros	Adjacent to existing retail uses.
	Cons	Outside Central Area where there is a critical mass of commercial uses, but adjacent to existing mall.

