



City of
Peterborough

To: **Members of the General Committee**

From: **W. H. Jackson**
Commissioner of Infrastructure and Planning Services

Meeting Date: **August 27, 2018**

Subject: **Report IPSPD18-020**
Application for Site Plan Approval, 475 George Street North,
Seven Storey Building with 136 Dwelling Units (Atria)

Purpose

A report to recommend the approval of a Site Plan for the construction of a seven storey building with 136 dwelling units at 475 George Street North.

Recommendations

That Council approve the recommendations outlined in Report IPSPD18-020 dated August 27, 2018, of the Commissioner of Infrastructure and Planning Services, as follows:

That the Site Plan Application submitted by George and Murray Development Corporation for the construction of a seven storey building with 136 dwelling units at 475 George Street North be approved, subject to the following conditions:

- a) The submission of revised drawings and additional technical information to the satisfaction of the Commissioner of Infrastructure and Planning Services;
- b) The deposit of site work performance security in the amount of \$200,000.00 related to modifications to the Brock Street Parking Lot and the construction of on-site features;

- c) The deposit of performance security in the amount of \$300,000.00 related to the reconstruction of sidewalk and streetscape features on the abutting road allowances;
- d) The submission of the Building Permit Application set of drawings to the Peterborough Architectural Advisory Committee for approval before the issuance of a Building Permit;
- e) The execution of a Lease Agreement for the reconfiguration of the existing parking lot and exclusive use of 88 parking spaces on the Brock Street Municipal Parking Lot to the satisfaction of the Commissioner of Corporate and Legislative Services and the Commissioner of Infrastructure and Planning Services; and
- f) That future lease payments accruing to the City related to parking from implementation of the Lease Agreement be directed to the Parking Reserve Fund.

Budget and Financial Implications

The Lease Agreement will provide for the exclusive use of a portion of the Brock Street Municipal Parking Lot to support parking for the proposed development. In return, the developer will pay the City a one-time lease payment of \$1,520,000.00, which is based on \$20,000.00 for every existing parking space that will no longer be available to the public. The lease payments will be spread over a 5 year period with equal annual installments of \$304,000.00. The developer has also requested the option to lease the remaining spaces within the Brock Street lot under the same terms and conditions, if the City deems them to be surplus in the future.

The current Brock Street parking lot has 92 spaces and generates annual revenues of approximately \$65,900.00, based on the current monthly parking permit fee of \$55.00 and the hourly parking rate of \$1.25 per hour. Total annual maintenance and operating costs for the lot are estimated at \$52,500.00, or \$570.00 per space, for a net revenue stream of \$13,400.00 per year or \$145.66 per space.

With the proposed reconfiguration of the parking lot, 17 spaces will still be available for public parking use, and based on the current estimates, annual parking revenues for these spaces are expected to be in the order of \$12,100.00 per year, with annual maintenance costs of \$9,700.00 per year, for net revenue of \$2,400.00 annually. This will result in a net revenue loss to parking of up to \$11,000.00 per year, which will be reflected in future operating budgets once the parking changes are fully implemented.

The developer has also agreed to provide an incentive program to encourage the existing 63 monthly parking pass holders at the Brock Street lot to relocate to the Simcoe Street parking garage. The details will be finalized as part of the Lease Agreement, however the

incentive program could provide up to \$83,000.00 in revenue to the City over a 2 year period, depending on the number of pass holders who participate, which would be used to replace the potential lost parking revenue for the first two years of the lease arrangement while the parking lot changes are being implemented and existing pass holders find new longer term parking solutions.

Costs to reconfigure the parking lot to provide additional spaces, relocate existing City parking equipment, and provide access control and signage will be the responsibility of the developer and they will also be responsible for the ongoing maintenance of the parking spaces under their control for the period of the Lease Agreement. It may be more efficient for the developer to maintain the entire parking lot during the term of the Lease Agreement, with a share of the maintenance costs, related to the remaining 17 City parking spaces, being funded by the City as part of future operating budgets. Details of this financial arrangement will be reflected in the Lease Agreement and future operating budgets for parking.

Background

The property at 475 George Street North is the former YMCA property at the southwest corner of George Street and Murray Street.

The property was rezoned on June 27, 2011, amending the SP.13 zoning district to expand the list of uses to permit a mix of residential and commercial uses with site specific development regulations (Report PLPD11-044). At the time of the Zoning By-law Amendment application, 56 apartments and 84 residential suites, as well as retail and clinic uses, were proposed.

The Zoning By-law was amended for the subject property from SP.13 to SP.13 – “H”. The “H” – Holding Symbol was removed from the zoning as was recommended in Report PLPD12-003, dated February 6, 2012.

In accordance with one of the conditions associated with the removal of the “H” – Holding Symbol, the Peterborough Architectural Advisory Committee (PACAC) approved the proposed changes to heritage attributes on the exterior of existing portions of the building. This included, by way of its reconstruction, the retention of the 1932 facade on George Street, as well as the George Street building entrance.

Parking Requirements

The Zoning By-law's parking requirement for the subject property is 0.25 spaces per dwelling unit or 34 spaces for 136 dwelling units. However, the developer has proposed to provide more parking for the future tenants of the building through a lease agreement with the City for a large portion of the Brock Street Municipal Parking Lot. The current lot features 92 parking spaces, with 4 of them being accessible parking spaces.

The developer has proposed a reconfiguration of the existing parking spaces within the Brock Street lot to achieve more parking by reducing aisle widths, reducing the size of the private parking spaces in the leased area, and through reallocating their accessible parking spaces to the lands directly behind their building. The proposed reconfiguration will yield approximately 105 parking spaces, of which 88 of these spaces will be used by the developer, leaving 17 spaces for public parking, as summarized in Table 1, below. Of the 88 spaces controlled by the developer, 82 spaces will be used for resident parking and 6 spaces will be dedicated for use by the Kawartha Memory Clinic, located next door at 172 Brock Street.

Table 1 – Summary of Brock Street Lot Parking

	Existing Configuration	Proposed Reconfiguration
Parking Spaces in Leased Area	76	88
Parking Spaces Remaining for City Use	16	17
Total	92	105

Through an approval of a Zoning By-law Amendment Application and a severance approval granted by the Committee of Adjustment, George and Murray Development Corporation acquired a portion of the abutting Murray Street Baptist Church property. The expanded property allows for the creation of a two-way driveway from Murray Street to the Brock Street Lot plus 23 more parking spaces.

Along the south side of Murray Street adjacent the developers building there is a parking bay designated with 15 minute parking. As part of the Site Plan process, this parking bay is proposed to be reconfigured to provide two on-street permit parking spaces and a loading zone to support ongoing building operations. The current parking by-law includes a provision for the issuing of overnight on-street parking permits which is used in certain situations where the adjacent property owner does not have an off-street parking option. Allocation of two parking spaces on the south side of Murray Street for permit parking is

consistent with the current parking by-law, and an amendment to the parking by-law will be required at the time that this provision is to be implemented.

With the 82 spaces on the Brock Street Lot, the 23 spaces on the former Murray Street Baptist Church property, and the two dedicated permit parking spaces on Murray Street, a total of 107 parking spaces are being provided for the proposed development.

Lease Agreement for a Portion of the Brock Street Parking Lot

A 50-year lease arrangement has been proposed for the Brock Street Parking spaces the George and Murray Development Corporation will utilize. The lease is based on use of the land encompassing 76 of the current 92 parking spaces within the existing parking lot.

The developer has agreed to pay the City a one-time lease payment of \$20,000 per existing parking space, for every existing space that will no longer be available to the public, for a total contribution of \$1,520,000. The lease payments will be spread over a 5 year period with equal annual installments of approximately \$304,000.00. The developer has also requested the option to lease the remaining spaces within the Brock Street lot, under the same terms and conditions, if the City deems them to be surplus in the future. It is recommended that all lease payment revenues be directed to the Parking Reserve Fund for use in providing future new parking supply in the downtown.

Based on the recent update the Strategic Downtown Parking Management Study, the capital cost to provide replacement parking, excluding the cost of land, is estimated at approximately \$7,000 per space for surface parking, and \$34,000 per space for an above grade parking garage. The proposed lease rate of \$20,000 per space reflects a balance between the replacement costs for the lost parking within a surface lot with the potential costs associated with replacing these spaces in a parking garage structure at some point in the future.

There are currently 63 monthly pass holders using the Brock Street lot. Monthly passes in the Brock Street lot are currently priced at \$55.00 per month, with hourly parking set at \$1.25 per hour, to a daily maximum of \$8.75.

In 2018, annual revenues were estimated at \$65,900.00 with \$46,750.00 coming from monthly pass holders and \$19,150.00 coming from hourly parking revenues. Annual costs to operate the Brock Street lot are estimated at \$52,500.00 per year, or \$570.00 per space, leaving an annual surplus of \$13,400.00, or \$145.66 per parking space.

For 76 parking spaces to be reallocated to support the proposed development, alternate locations for these monthly customers are needed. The next nearest parking lot is the Chamber Street lot, however due to the size of the lot and demand for hourly parking in this area, monthly permits are not available at the Chambers Street lot.

Accordingly, the developer has agreed to provide an incentive program to encourage the existing 63 monthly parking pass holders at the Brock Street lot to relocate to the Simcoe Street parking garage. The details of the incentive program will be finalized as part of the Lease Agreement, however the incentive program could provide up to \$83,000.00 in revenue to the City over a 2-year period, depending on the number of current pass holders who participate. This revenue would be used to replace the potential lost parking revenue for the first two years of the lease arrangement while the parking lot changes are being implemented and existing pass holders find new longer term parking solutions.

Brock Street Lot Modifications

The developer has proposed a reconfiguration of the existing parking spaces within the Brock Street lot, which will yield approximately 105 parking spaces, of which 88 of these spaces will be used by the developer, leaving 17 spaces for public parking. The costs to reconfigure the parking lot to provide additional spaces, relocate existing City parking equipment, and provide access control and signage is a component of the Site Plan Agreement and will be the responsibility of the developer.

Of the 88 spaces being used by the developer, 6 of these spaces, located in the north-east corner of the lot, are proposed to be dedicated for use by clients of the Kawartha Memory Clinic, located next door at 172 Brock Street. Staff met with the owner of the Kawartha Memory Clinic in the summer of 2017 to discuss concerns with the potential reconfiguration of the Brock Street parking lot and how access to the clinic could be maintained for patrons of the clinic who use the lot regularly. The proposed Site Plan in Exhibit B includes space to accommodate 6 parking spaces for customers of the clinic. These parking spaces would be accessible from the rear of the clinic parking lot, essentially increasing the available parking for that site while avoiding the need for clinic patrons to navigate through the leased portion of the Brock Street lot to get to the clinic entrance. The developer will be expected to enter into an agreement with the adjacent property owner, satisfactory to the City, for use and maintenance of these spaces during the term of the lease with the City.

The 17 parking spaces left for public use will be located along the west portion of the existing parking lot and will be accessed by a separate driveway entrance at Brock Street. The existing Pay and Display machine within the parking lot will be relocated to serve the public parking spaces. With the proposed reconfiguration of the Brock Street lot, monthly permit parking will no longer be offered at this lot and all public parking will be provided on an hourly basis.

Access to the dedicated spaces for the tenants of the development will be controlled with the use of bumper stop barriers and ornamental fencing. As well, access gates will be installed at the Brock Street and Murray Street driveway entrances. Solid bumper-stop barriers, similar in the way guard rails function, will prevent vehicles from accessing both

public and private parking lot areas. In addition, the current walkway bisecting the site will be relocated along the west property line, maintaining pedestrian travel through the area.

The developer will be responsible for the ongoing maintenance of the leased parking spaces under their control for the period of the Lease Agreement. The City would be responsible for maintaining the 17 remaining public parking spaces. It may be more efficient for the developer to maintain the entire parking lot during the term of the Lease Agreement, with a share of the maintenance costs related to the remaining 17 City parking spaces being funded by the City. Details of this financial arrangement will be negotiated and reflected in the Lease Agreement and future operating budgets for Parking.

With the proposed reconfiguration of the parking lot, the 17 spaces available for public parking use, are expected to generate annual parking revenues in the order of \$12,100.00 per year, with annual maintenance costs of \$9,700.00 per year, for a net of \$2,400.00 annually. The changes to the Brock Street lot will result in a net annual revenue loss to parking of up to \$11,000.00 per year, which will be reflected in future operating budgets once the parking changes are fully implemented.

First Nations Burial Ground

There is a surveyed grassed area towards the north end of the parking lot that is officially designated as a First Nations Cemetery under section 72 (2) of the **Cemeteries Act** (as amended).

In compliance with the Act, there is a formal Site Disposition Agreement, filed with the Regional Archaeologist at the Ministry of Tourism, Culture and Sport, with the City, Curve Lake First Nation and Hiawatha First Nation as co-signatories, confirming the site as a burial site; "to remain permanently in its present location".

The plan for the Brock Street lot respects the First Nations Burial Ground as it will remain undisturbed through construction and when the modifications to the parking lot are complete.

Staff met with Curve Lake and Hiawatha First Nations representatives who wanted assurances that the burial ground would be undisturbed and that they would continue to have access to it.

Impact on Downtown Parking Supply

The average weekday occupancy of the Brock Street parking lot was estimated at 71% in the recent update to the Strategic Downtown Parking Management Study, based on an inventory of the off street parking supply completed during the fall of 2016 and spring of 2017. The Downtown Parking Management Study concluded that the entire off-street

parking supply was operating at approximately 71% of capacity during the typical weekday peak parking periods.

At the time of preparing the Strategic Downtown Parking Management Study, it was assumed that 50 of the 92 existing spaces in the Brock Street lot could potentially be reassigned to support the proposed development, and the study also recognized that the closure of the Louis Street parking lot was imminent. With the current proposed parking plan for the Brock Street lot, this assessment has been updated, as summarized in Table 2.

Table 2 – Weekday Peak Period Parking Off-Street Parking Utilization (Spring 2017)

Lot	Existing			Proposed		
	Capacity	Weekday Utilization	Demand	Capacity	Demand	Weekday Utilization
Brock Lot	90	71%	64	17	17	100%
Chambers Lot	59	100%	59	59	59	100%
Gas Lot	39	95%	37	39	37	95%
Louis Lot	100	45%	45	0	0	
Rehill Lot	91	68%	62	91	62	68%
Downie Lot	38	58%	22	38	22	58%
Reid Lot	59	59%	35	59	35	59%
Simcoe Street Garage	535	72%	385	535	432	81%
King Street Garage	628	78%	490	628	535	85%
Total Off-Street	1,639	71%	1,199	1,466	1,199	82%

With Louis Street lot demand reallocated to the King Street Garage and the excess Brock Street demand reallocated to the Simcoe Street Garage, the overall off-street parking utilization is expected to reach 82% of operating capacity once the proposed changes are implemented. While this supports the conclusion that there is currently an adequate supply of off-street downtown parking to accommodate the proposed Lease arrangement for the Brock Street lot; planning for the provision of additional downtown parking will be required in the near future, as on-street spaces are lost due to redevelopment of the Charlotte Street and Bethune Street corridors.

Streetscape

Building demolition activity and the need to pour new footings and building foundations will result in the destruction of the existing streetscape and concrete sidewalk along the Murray Street and George Street frontages of the property. As a result, the Site Plan package submitted for approval includes streetscape improvements to the Downtown standard. The developer will be responsible for its construction and is required to deposit performance security to cover 100% of the cost of its installation.

Site Plan Features

The original building at the corner of George Street and Murray Street constructed in the 1890's is remaining along with the 1932 facade on George Street and the George Street building entrance. The remainder of the buildings have been demolished to make way for the construction of a seven storey building addition. The design of the building addition does not try to emulate the architectural heritage components but respects them by matching floor levels and by being in proportion to them. As a result, the building addition will not detract from the existing built heritage.

There will be three main building entrances and three exits, it being noted that the parking spaces dedicated to persons with a disability are located directly across from one of the main entrances along the west side of the building.

The building has a green roof over the basement level (a courtyard), which serves to bring in light to dwelling units interior to the building envelope. There also is an outdoor amenity area on the seventh floor together with an interior amenity area with a floor area of 223.8 square metres (2400 square feet).

Garbage and recycling will be stored within the building and garbage will be removed by a private service.

Notice

Notice of the Application was circulated to all abutting property owners, as well as all concerned City Departments, agencies and utilities. The additional technical information and revision work requested by Infrastructure and Planning Staff are not of a magnitude to prevent the application going forward for conditional approval.

Summary

The Site Plan Application for the construction of a seven storey building with 136 dwelling units at 475 George Street North complies with all applicable Zoning By-law regulations

and is conditionally recommended for approval by City Council in accordance with By-law 11-081, Section 3(b), which requires Site Plan Applications to be approved by Council where a residential development contains more than fifty dwelling units.

Submitted by,

W. H. Jackson, P. Eng.
Commissioner of Infrastructure and Planning Services

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Attachments:

Exhibit A – Land Use Map
Exhibit B – Site Plan
Exhibit C – Level 1 Floor Plan
Exhibit D – Level 7 Floor Plan
Exhibit E – North and East Building Elevations
Exhibit F – South and West Building Elevations
Exhibit G – Courtyard Elevations
Exhibit H – Site Servicing and Grading Plan
Exhibit I – Landscape/Streetscape Plan
Exhibit J – Parking Layout Plan

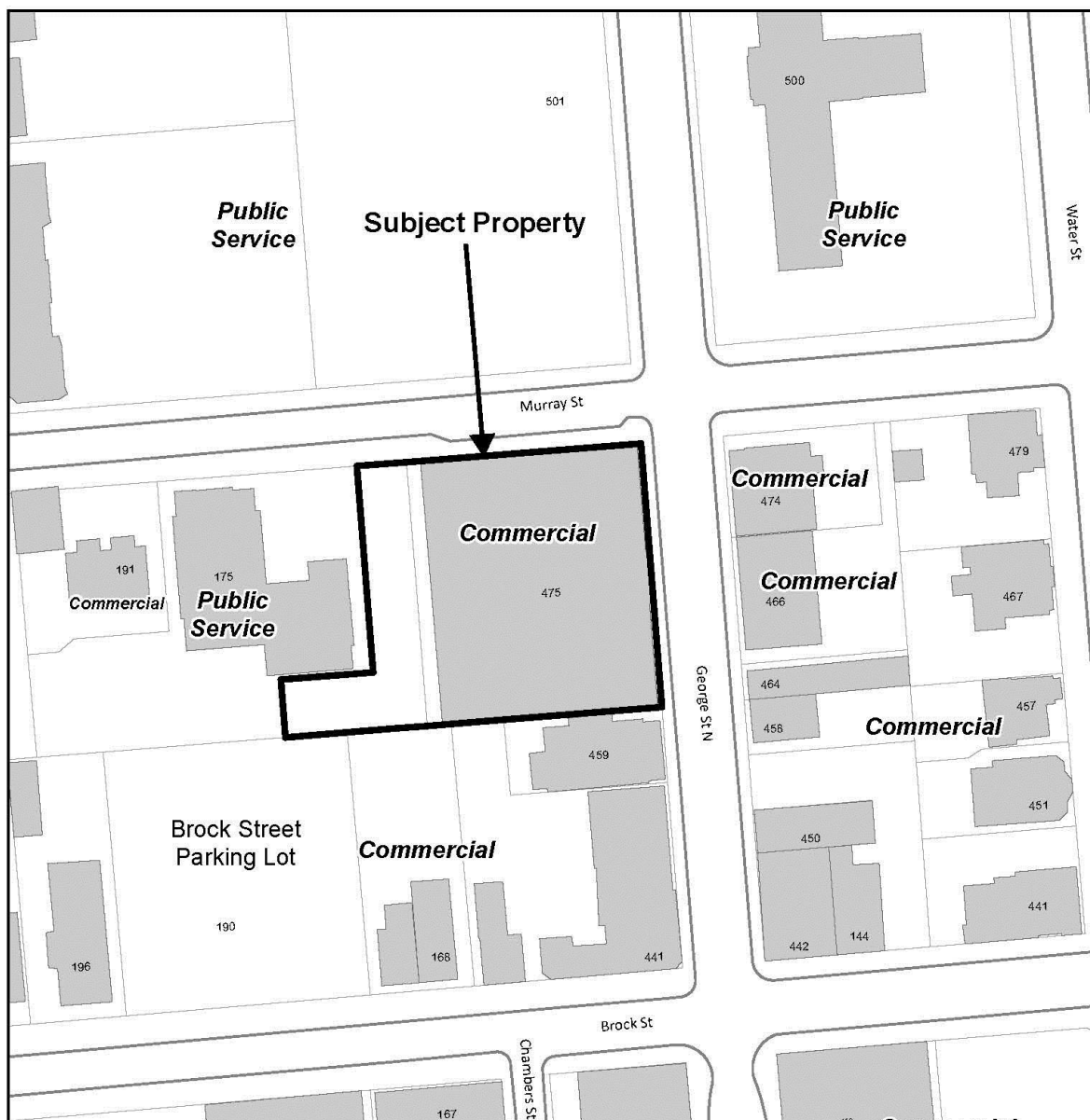
Exhibit A, Land Use Map, Page 1 of 1

Land Use Map

File: Z1106

Property Location: 475 George St N

EXHIBIT
SHEET OF



The City of Peterborough Planning Division

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Date: July 20, 2018

Map by: Jellis

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Exhibit B, Site Plan, Page 1 of 1

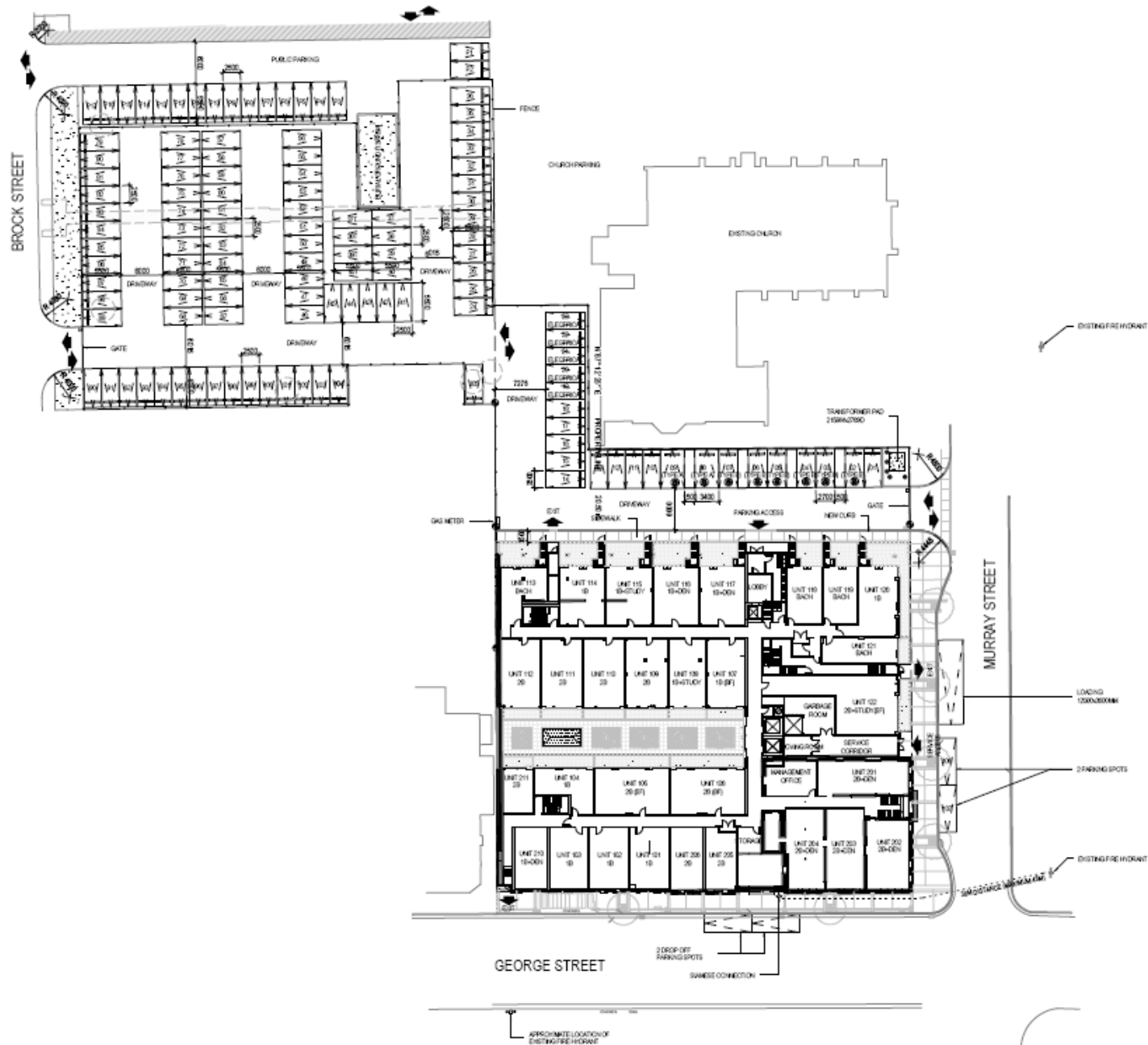
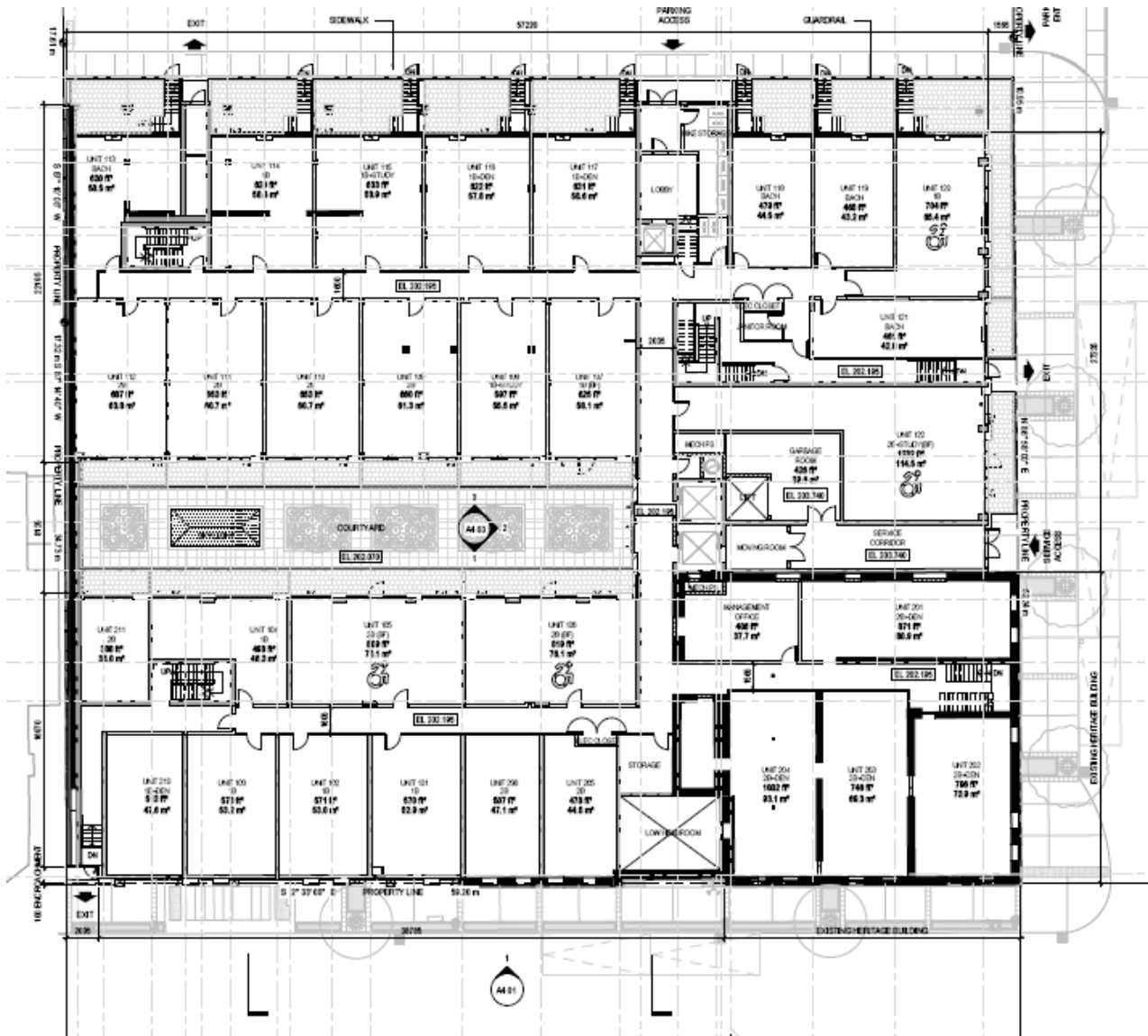


Exhibit C, Level 1 Floor Plan, Page 1 of 1



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Exhibit E, North and East Building Elevations, Page 1 of 1



Exhibit F, South and West Building Elevations, Page 1 of 1

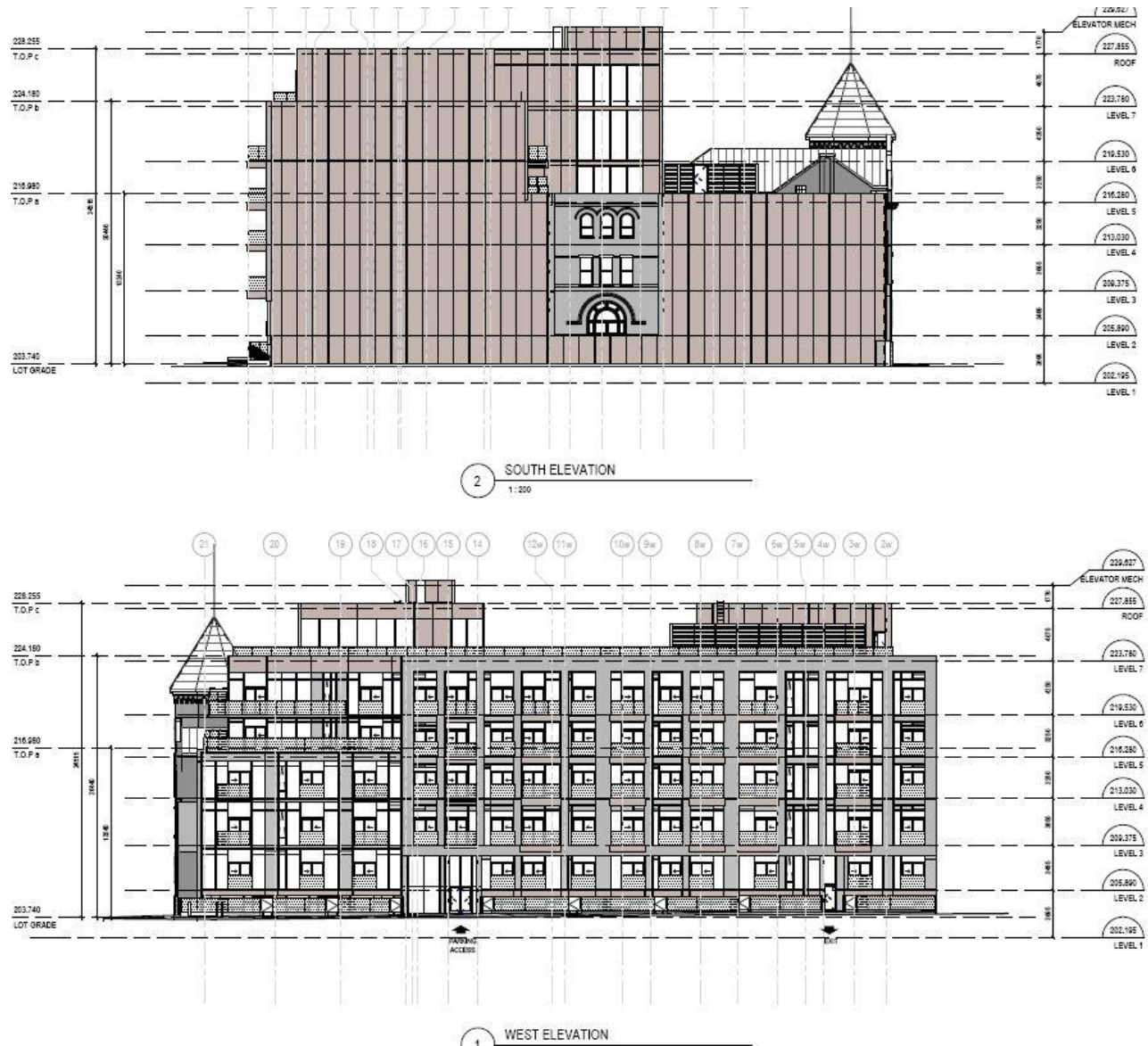


Exhibit G, Courtyard Elevations, Page 1 of 1

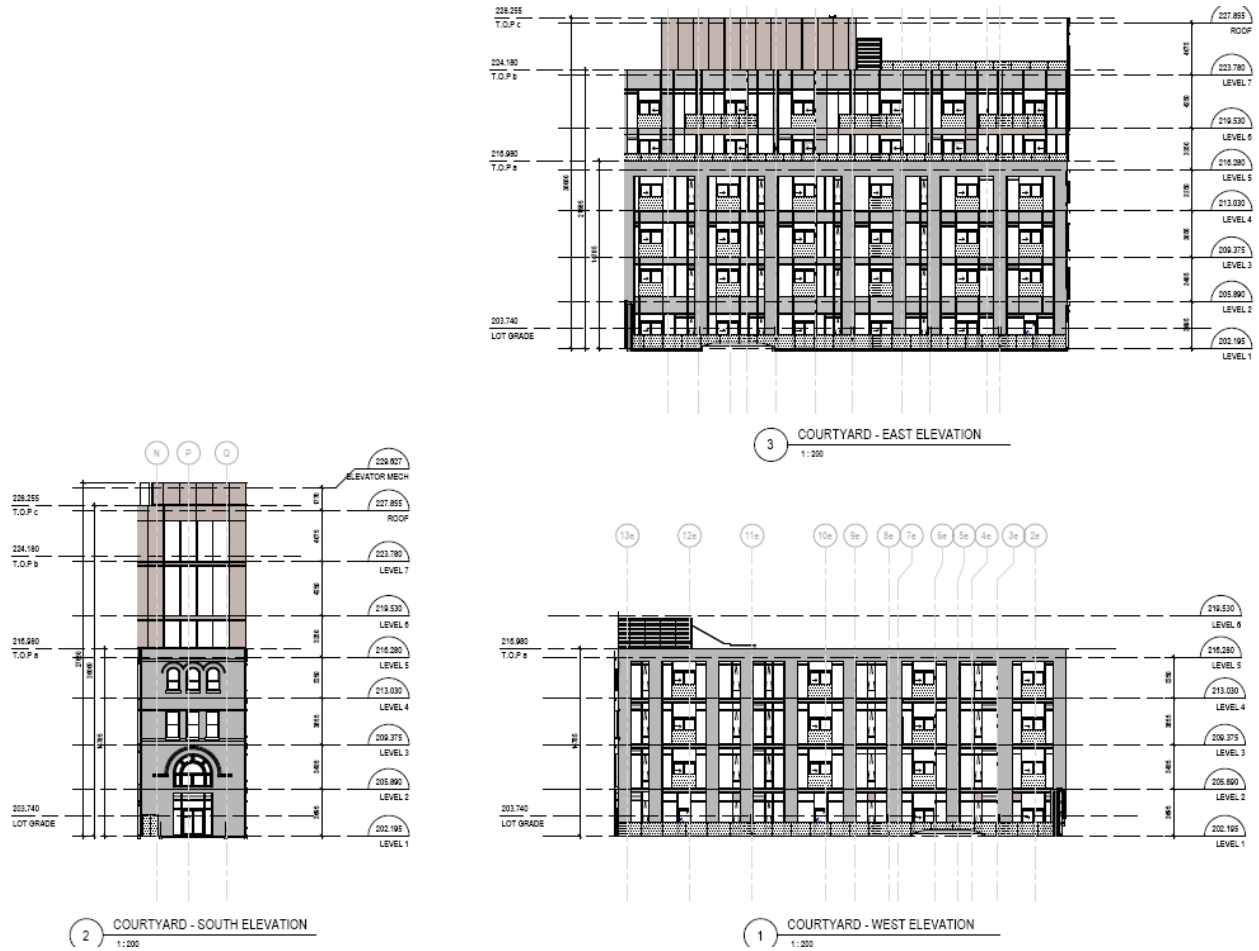
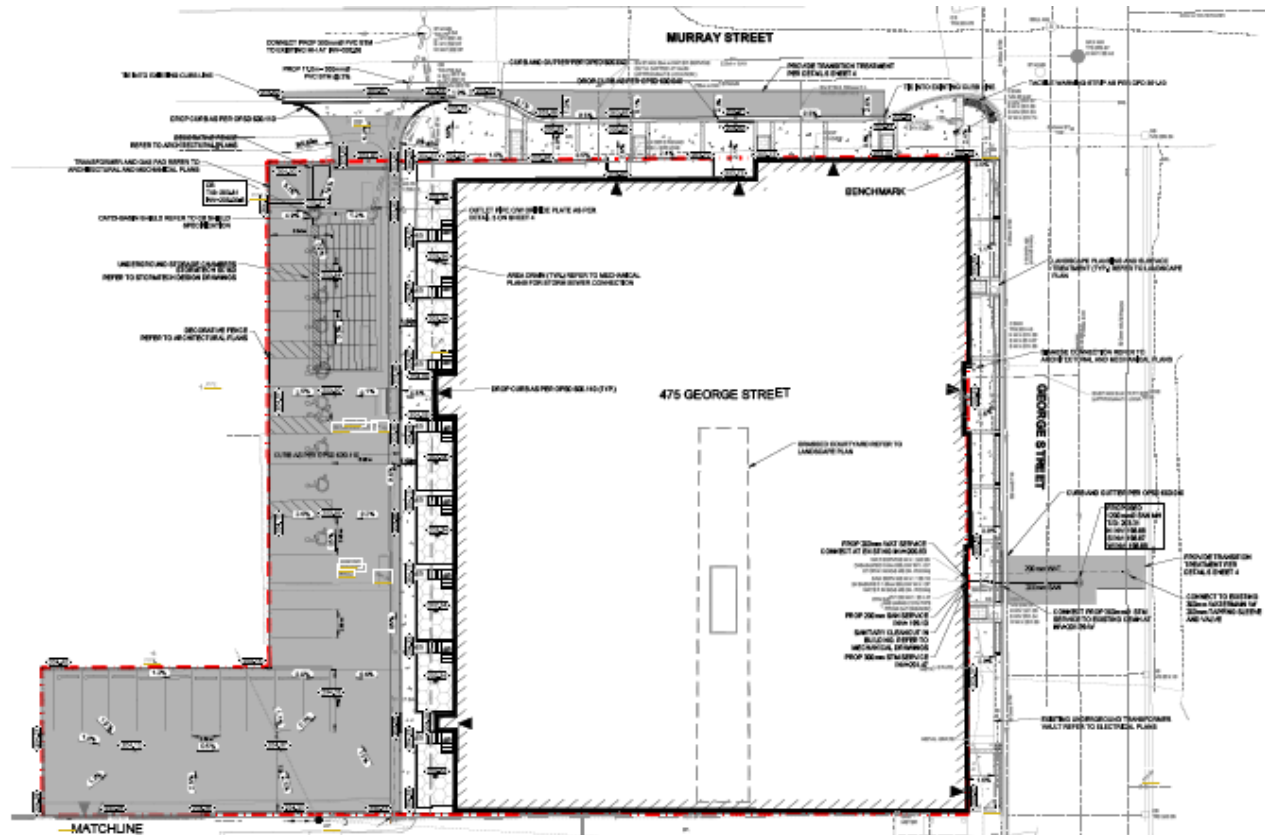


Exhibit H, Site Servicing and Grading Plan, Page 1 of 1



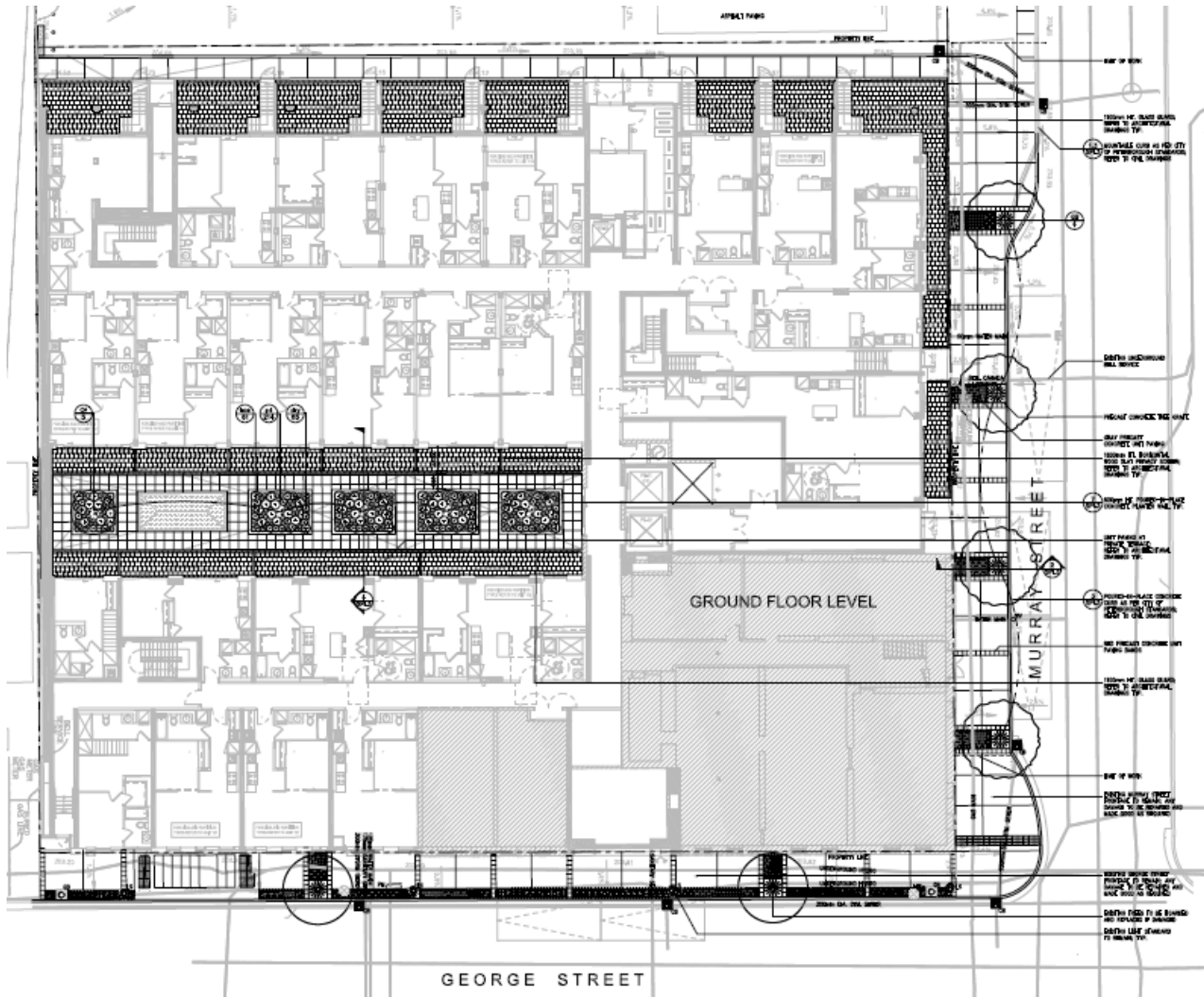


Exhibit J, Parking Layout Plan, Page 1 of 1

