

CITY OF ORILLIA

TO: Council Committee – August 13, 2018
FROM: Waterfront Development Team
DATE: August 8, 2018
REPORT NO: WWG-18-04
SUBJECT: **Waterfront Development Implementation Plan**

Recommended Motion

THAT Option 1 as set out in Report WWG-18-04 be adopted.

Purpose

The purpose of this report is to provide an update on the status of the Waterfront Development Project and seek Council's direction on the proposed Waterfront Development Implementation Plan. Schedules "A", "B" and "M" deal with confidential land and legal matters consequently the schedules will be dealt with during the closed session portion of the meeting.

Background & Key Facts

- At the Special Council Meeting held on December 1, 2017, the Waterfront Working Group (WWG) brought forward report [WWG-17-03](#) regarding the Development Analysis of 70 Front Street North.
- Council at its meeting held on December 1, 2017, passed the following motion:

"THAT Report WWG-17-03 dated November 28, 2017 from the Waterfront Working Group be received as information;

AND THAT Council support, in principle, the Preferred Development Concept identified in the Waterfront Development Analysis Report prepared by Leith Moore of Waverley Projects Inc.;

AND THAT this support shall extend to general design principles such as low to medium density mixed use development, building height in keeping with the heights and density proposed in the Downtown Tomorrow Plan, live/work and/or commercial units along Mississauga Street East and potentially Centennial Drive and waterfront facing residential development along Centennial Drive;

AND THAT staff be directed to report on the additional information required to proceed with the next steps for the Preferred Development Concept as outlined in Confidential Report WWG-17-04."

- A further report was brought forward on February 21, 2018, which outlined an Implementation Process.
- As per the Council report, staff recommended that further due diligence work be undertaken and that a legal opinion be sought on matters related to confidential tenant matters.
- On July 16, 2018, staff brought forward confidential reports WWG-18-02 and WWG-18-03 which provided an update on the due diligence process and legal opinion respectively.
- The Waterfront Development Team (WDT) which consists of staff from several City departments, have been working to prepare an implementation plan to facilitate development of the Preferred Development Concept for Council's consideration.

Options & Analysis

Option 1 – Recommended Option

THAT the recommended option as set out in Schedule “A” be adopted.

THAT the recommended options as set out in Schedule “B” be adopted.

THAT staff proceed to prepare a Request for Proposals for 70 Front Street North and the adjacent municipal lands, for release in early 2019 at a cost of \$100,000 for consulting fees to be allocated from the Land Acquisition Reserve;

AND THAT Development Services and Engineering – Planning Division be directed to undertake an Official Plan Amendment and Zoning By-law Amendment for the Waterfront Development lands generally in accordance with Schedule “F” of the Planning Approvals Required Briefing Note;

AND THAT the associated planning application fees, estimated to be approximately \$7,695, be funded from the City’s Land Acquisition Reserve;

AND THAT Council adopt a resolution in accordance with Subsection 45 (1.4) of the *Planning Act* to permit Minor Variances on the Waterfront Development lands within two years of the passage of the Zoning By-law Amendment;

AND THAT the Request for Proposal include a provision that requires the developer to construct the Public Square, with an approximate size of 3,000 m² to be located at the intersection of Mississauga Street East and Centennial Drive, in lieu of Parkland Dedication Fees.

THAT staff be directed to prepare a capital budget submission for consideration as part of the 2019 Capital Budget to undertake a Waterfront Park Design Plan for Couchiching Beach Park/Centennial Park/Veterans’ Memorial Park.

THAT staff be directed to prepare a capital budget submission for consideration as part of the 2019 Capital Budget to undertake a Waterfront Area Traffic and Parking Analysis which will identify a strategy based on best management practices for Transport Demand Management.

The Waterfront Development Project is a complex undertaking which includes a number of components. Staff have provided a comprehensive review of these matters in the attached briefing notes (attached as Schedules "A" through "M"). Each of the briefing notes provides a review of the respective considerations, and provides a recommended approach. Schedules "A", "B" and "M" deal with confidential land and legal matters consequently the schedules will be dealt with during the closed session portion of the meeting.

Overall, staff recommend that Council authorize a sale of the subject lands through a Request for Proposal (RFP) process. This process would enable Council to identify defined criteria for development proposals along with an evaluation matrix to ensure that the proposed development meets Council's preferred development principles.

If Council chooses this option, the subject lands would not be considered in future parkland and/or parking studies.

The Parking Analysis would not commence until after the City has selected a proponent for the purchase/sale of the 70 Front Street North and adjacent municipally owned lands, and the proposed waterfront park design plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park has been completed.

This option would allow the City to sell the lands in a more "development ready" state than they were acquired, which is anticipated to increase the value of the lands and result in a more controlled disposition process.

Option 2

THAT the recommended option as set out in Schedule "A" be adopted.

THAT the recommended options as set out in Schedule "B" be adopted.

THAT staff proceed to prepare a Request for Proposals for 70 Front Street North and the adjacent municipal lands, for release in early 2020 at a cost of \$100,000 for consulting fees to be allocated from the Land Acquisition Reserve;

AND THAT the Request for Proposal include a provision that requires the developer to construct the Public Square, with an approximate size of 3,000 m² to be located at the intersection of Mississauga Street East and Centennial Drive, in lieu of Parkland Dedication Fees.

THAT a budget of \$75,000 be established to undertake a Waterfront Park Design Plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park and

that the budget be funded equally from the Park Development Reserve and the Development Charges Reserve.

THAT staff be directed to prepare a capital budget submission for consideration as part of the 2019 Capital Budget to undertake a Waterfront Area Traffic and Parking Analysis which will identify a strategy based on best management practices for Transport Demand Management.

This option is not recommended as it would delay the implementation of the Preferred Development Concept until after completion of the proposed Waterfront Park Design Plan, and based on staff's estimated timelines, could delay execution of an Agreement of Purchase and Sale by approximately 9 months.

When Council acquired the subject lands, the intent of the acquisition was to facilitate the extension of Coldwater Street and to exert control over the development of a strategic parcel of land in the downtown core. This land was not acquired for parkland or parking purposes. However, this option would allow Council to consider any potential parkland needs (excluding parking) which could impact the subject lands before release of an RFP. Should Council pursue this option, staff would await completion of the Waterfront Park Design Plan before preparing the RFP, as the recommendations within this study may impact the lands offered for disposal through the RFP.

If Council chooses this option, staff would not proceed with development approvals, and it would be the developer's responsibility to pursue any required development approvals.

Financial Impact

If Council approved Option 1, it would have the following financial impact:

- \$100,000 for RFP consulting fees to be funded by the Land Acquisition Reserve.
- \$7,965 for Planning Application Fees to be funded from the Land Acquisition Reserve.
- Additional requests would be brought forward through the 2019 Budget Process to fund the following;
 - Waterfront Area Traffic and Parking Analysis
 - Waterfront Park Design Plan

If Council approved Option 2:

- \$100,000 for RFP consulting fees to be funded by the Land Acquisition Reserve.
- \$50,000 for Waterfront Area Traffic and Parking Analysis to be funded equally from the Parking Reserve and Land Acquisition Reserve.
- \$75,000 for Waterfront Park Design Plan to be funded equally from the Land Acquisition Reserve, Park Development Reserve and the Development Charges Reserve.
- \$7,965 for Planning Application Fees to be funded from the Land Acquisition Reserve.

- Additional requests would be brought forward through the 2019 Budget Process to fund the following;
 - Waterfront Area Traffic and Parking Analysis

Consultation

Creation of the Preferred Development Concept was the result of significant public consultation over the past 5-7 years through projects such as the Downtown Tomorrow Plan, the Port of Orillia Area Public Realm Plan, the Centennial Drive Realignment Project Municipal Class Environmental Assessment, and the Downtown Retail Mix Analysis. These projects captured feedback through week-long charrettes, Public Information Centres, in-person consultation, online surveys and social media.

This extensive feedback from the community has helped form the vision for the Waterfront Development Project.

The Waterfront Working Group, which consists of four appointed members of Council, has provided feedback on behalf of Council throughout the duration of the project.

Economic Development Impact

Should Council choose the recommended option, this would allow staff to move forward with next steps required to implement the Preferred Development Scenario for 70 Front Street North, and the adjacent municipally owned lands. This project has the potential to accommodate more than 100 new residential units, over 50,000 square feet of residential and/or commercial space, while adding a new face to the City's waterfront entrance. This development is expected to be a catalyst for development in the downtown core.

Communications Plan

In conjunction with the Waterfront Working Group, the Manager of Communications will continue to deliver a comprehensive communications plan to educate residents, businesses, and potential investors on the Waterfront Development Project. Communication methods may include, but are not limited to: information on the City's website, City bulletin board ads, news release, social media posts, municipal monthly column, etc.

Additionally, staff will utilize the Waterfront Development mailing list which has been established to provide a direct link to community members and potential investors who have indicated an interest in this project.

Relation to Formal Plans, City of Orillia Policy Manual and/or Guiding Legislation

The recommendation included in this report supports the following project/goals identified in Council's Corporate Plan:

- 2.3. Enabling Economic Development
 - Facilitate waterfront development through the Port of Orillia Area Public Realm Project.

The recommendation included in this report also supports several initiatives within the Downtown Tomorrow Plan:

- Initiative #1: Facilitate waterfront development
- Initiative #17: Extend the retail experience to the waterfront
- Initiative #21: Build new streets to the waterfront
- Initiative #28: Develop small gathering spaces and neighbourhood parks

Conclusion

Council strategically acquired 70 Front Street to enable transformational development of the waterfront area. Merging underutilized adjacent municipal land with 70 Front Street provides an opportunity to ensure the downtown waterfront area is developed to its fullest potential.

Staff are seeking Council's approval on the Waterfront Development Implementation Plan, which will facilitate the development of the Preferred Development Concept as envisioned by Council.

Schedules

- Schedule "A" – Lease and Tenant Matters (**Closed Session**)
- Schedule "B" – Environmental - Land (**Closed Session**)
- Schedule "C" - Environmental - Land
- Schedule "D" - Environmental – Stormwater
- Schedule "E" - Parking
- Schedule "F" - Planning Approvals
- Schedule "G" - Financial Incentives
- Schedule "H" - Parkland
- Schedule "I" - Hydro Relocation
- Schedule "J" - Construction and Staging Plan
- Schedule "K" – Request for Proposal Process
- Schedule "L" – Waterfront Development Implementation Timeline
- Schedule "M" – Timeline for confidential action items (**Closed Session**)

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Approved by: Richard Bertolo
Director of Business Development

On behalf of the Waterfront Development Team:

Gayle Jackson, CAO

Andrew Schell, Director of Environmental Services and Operations

Ian Sugden, Director of Development Services and Engineering

Kent Guptill, Director of Facilities and Special Projects

Richard Bertolo, Director of Business Development

Ray Merkley, Director of Parks, Recreation and Culture

Jim Lang, Treasurer

Laura Thompson, Manager of Real Estate and Commercial Development

Renee Recoskie, Manager of Environmental Compliance
Wes Cyr, Manager of Engineering and Transportation
Jasvinder Rattigan, Manager of Accounting Services
Jill Lewis, Senior Planner

Schedule “C”
Briefing Note for Waterfront Development Report
Environmental - Land

Summary:

- Preferred Development Concept proposing residential land use across both 70 Front Street North and City-owned vacant land (between 70 Front Street North and Centennial Drive).
- Both properties have a history of former industrial and railway uses.
- Further environmental due diligence work was required prior to proceeding with the Preferred Development Concept.

Background:

- GHD Limited was retained to undertake environmental due diligence work on the City-owned vacant lands.
- Environmental due diligence work has been completed and received, and is reported on in Schedule B, WWG-18-04.

Considerations:

- Considerations arising from the environmental due diligence work are discussed in Closed Session (WWG-18-04), as they are considered a confidential land matter at this point in time.

Recommended Option:

Confidential recommended option, as presented in Schedule “B” of WWG-18-04.

Alternative Options (not recommended):

Confidential alternative option, as presented in Schedule “B” of WWG-18-04.

Schedule “D”
Briefing Note for Waterfront Development Report
Environmental – Stormwater

Summary:

- To comply with the City’s Comprehensive Stormwater Management Plan (Plan), staff have initiated a Class EA and Preliminary Design for Stormwater Sub-Basins 10, 11 and 12, to ensure adequacy with the Preferred Development Concept.

Background:

- The Plan recommends a stormwater facility for quality and quantity control be constructed in 2022, somewhere in the vicinity of the waterfront area.
- Funds were approved during the 2018 Capital budget deliberations in the amount of \$200,000 to conduct an assessment for future development of the waterfront area.
- The City awarded the project for providing Engineering Services to Aquafor Beech Ltd. on May 30, 2018 with an anticipated completion date of June 7, 2019.
- The project is currently in the preliminary background stage.

Considerations:

- The works require an Environmental Assessment (EA) process be completed to address alternatives and to provide a solution, this is already underway.

Recommended Option:

No recommended option as this work is already underway.

Alternative Options (not recommended):

No alternative option as this work is already underway.

Schedule “E”
Briefing Note for Waterfront Development Report
Parking

Summary:

- The proposed changes to the waterfront area of the Downtown, as identified in the EA for Centennial Drive and the proposed waterfront/Downtown development concept will reduce the amount of open space lands that are currently used for both organized and unorganized public parking.
- The Preferred Development Concept for the 70 Front Street North and adjacent municipally owned lands must be developed in a manner that accommodates its own parking needs (in accordance with Zoning By-law regulations) on-site. The proposed design for the future realigned Centennial Drive will include some on-street parallel parking to accommodate local traffic and parking demand associated with the adjacent park uses and other uses in the area. As the City’s Zoning By-law permits development within the Downtown Area to provide parking at a reduced ratio in comparison to all other parts of the City (i.e. a retail store in the downtown only has to provide one parking space for every 60 square metres of floor area, compared to one space for every 30 square metres of floor area outside of the downtown), there is a transferral of parking supply obligation to the City. Accordingly, the City will need to ensure that it properly plans for the provision of a sufficient amount of public parking spaces in appropriate locations to accommodate the transferred parking obligations from the surrounding downtown and waterfront land uses, and determine a Transport Demand Management policy that will incorporate the existing capacities downtown and future build out requirements.
- The boat launch located at Couchiching Beach Park is a valuable amenity for the area to allow owners of watercraft access to Lake Couchiching for day trips or special events hosted in and around the Port of Orillia. If the waterfront park design noted in Schedule “H” to this report concludes that it is appropriate to retain the boat launch facility within Couchiching Beach Park/Centennial Park, the Waterfront Area Traffic and Parking Analysis should address the on-going needs for parking associated with the boat launch facility.
- Currently, the CN rail bed lands are used to facilitate the truck and trailer parking that are a by-product of the boat launch activities. The Preferred Development Concept anticipates the conversion of the unorganized parking areas to residential and/or commercial/mixed use development.
- An analysis of trip generation based on land uses in the waterfront area is required to understand the applicable parking capacity requirement. This data will help formulate sound strategies and policies to either reduce travel demand, accommodate demand or redistribute the demand in space or time.

Background:

- Several studies and reports on the waterfront area, boat launch ramps, and/or parking facilities have examined concerns with the general consensus that the area is unorganized and if the boat launch is to remain, a more organized parking system should be established.
- The boat launch generates issues surrounding the parking of trucks/trailers used to launch the boats, particularly in peak seasons or during large events. This has been observed to be a significant contributor to the congestion of traffic on Centennial Drive and surrounding Downtown streets.
- In 2013, a Waterfront Parking Study Report was recommended (but not authorized by Council) to ensure the planning direction aligns with the desired outcomes of the future use.
- Through discussions in the Waterfront Working Group, two main issues were identified specifically related to the boat launch;
 - The chaotic/unorganized nature of vehicles with boat trailers parking in the waterfront area and;
 - The use of the ramp by non-residents who do not contribute directly to the City’s tax base.
- A survey was completed in 2017 from August 21st to October 1st to understand the population that was utilizing the boat launch. Over the course of six weeks, the survey identified the following:

	Length of Boat (AVG in FEET)	Duration of Stay (AVG in HRS)	Residents of Orillia	Non- Residents
Average	23.17	6.27	47% (87 of 187)	53% (100 of 187)

- This survey demonstrates that 47% of the users are residents of Orillia with a large percentage of the remaining from the immediate area. It also indicates that the launch is utilized mainly for “day trips” with a small percentage requiring overnight parking.

Considerations:

- In order to meet the needs of the City’s waterfront area and promote alternative modes of transportation, a parking strategy is required that will;
 - Provide a long term vision for parking in the Downtown;
 - Ensure adequate existing and future parking supply;
 - Ensure accessibility parking needs are met;
 - Examine potential Transportation Demand Management (TDM) initiatives; and
 - Investigate parking technology opportunities;

- Other considerations include the potential to utilize the parking area near the boat launch for truck/trailer parking only, as the current open space on the CN rail bed will no longer be available.
- A traffic and parking analysis will need to be undertaken to understand the parking demands in the waterfront area based on the proposed land uses as well as activities that the area will generate. This analysis should only be undertaken following the completion of the Waterfront Park Design Plan.
- The study will evaluate the location of the boat launch and incorporate a strategy to facilitate launching of boats within the City limits, including transport vehicle parking and a financial recovery model.
- This study will determine the best management strategy and encourage alternative transportation methods while maintaining the public attraction to the local businesses and amenities of the waterfront area.
- Specific initiatives will be evaluated to offset the vehicle demand in the waterfront area which include;
 - Ride share programs – reserve prime parking spots for carpool or car share vehicles;
 - Incorporation of “Bike Share” (Bike Rental) stations within transit hub and waterfront area; and
 - Encourage periphery parking (park farther from destination and walk).

Recommended Option:

THAT staff be directed to prepare a capital budget submission for consideration as part of the 2019 Capital Budget to undertake a Waterfront Area Traffic and Parking Analysis which will identify a strategy based on best management practices for Transport Demand Management.

If Council is to proceed at this time with the Preferred Development Concept, it is recommended that a capital project be submitted to be considered as part of the 2019 Capital Budget deliberations for a Waterfront Area Traffic and Parking Analysis which will identify a strategy based on best management practices for Transport Demand Management. This work would not commence until after the City has selected a proponent for the purchase/sale of the 70 Front Street North and adjacent municipally owned lands, and the proposed waterfront park design plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park has been completed. This would allow for the parking study to be initiated in 2019 while being informed by the potential impacts of the park design plan and the successful development proponents' concept. The parking study would occur over the course of three seasons to accurately measure the varying levels of parking demand. Accordingly, the proposed parking study would not be finalized until the fall of 2020.

Alternative Option (not recommended):

THAT a budget of \$50,000, funded equally from the Parking Reserves and Development Charge Reserves, be approved to undertake a Waterfront Area Traffic and Parking Analysis which will identify a strategy based on best management practices for Transport Demand Management.

If Council wishes to give priority to parking before committing to the sale of its lands in the waterfront area, it is recommended that a Waterfront Area Traffic and Parking Analysis be completed following the completion of the proposed waterfront park design plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park, and before the release of an RFP for the sale of municipally-owned lands in the waterfront area for the purposes of redevelopment.

Schedule “F”
Briefing Note for Waterfront Development Report
Planning Approvals Required

Summary:

- To facilitate development on the lands, it is recommended that the City undertake an Official Plan Amendment and Zoning By-law Amendment pre-designate and pre-zone to help facilitate the implementation of the preferred development plan of the municipally-owned Waterfront Lands.

Background:

- The subject lands are designated Downtown Area – Central Core Intensification Area, in part, and Parkland and Major Open Space, in part, with the lands located in the Height Overlay with a minimum height of 2 storeys and a maximum height of 4 storeys with the option of up to 6 storeys with height bonusing under Section 37 of the *Planning Act*.
- The subject lands are zoned Mixed Use Intensification Holding One (C4i-H1), in part, Mixed Use Intensification (C4i), in part, and Open Space One (Public Park) (OS1), in part, under Zoning By-law 2014-44, as amended. The lands zoned C4i are also subject to the Height Overlay Zone.

Considerations:

- As a result of the due diligence findings and as a result of the extensive research the Town of Wasaga Beach has undertaken to determine the ideal size of a Public Square, it is recommended that the intersection of Mississauga Street East and Centennial Drive be dedicated to a 3000m² Public Square. The Public Square should be integrated into the abutting residential and/or commercial development to make the most effective use of the Public Square. However, to provide the greatest of development flexibility, the land should continue to be zoned for a range of residential and commercial uses in addition to public uses.
- Changes to the City’s Official Plan and Zoning By-law will be required to allow for a range of medium and high density residential and/or commercial uses. The proposed changes are outlined in Appendix “A” to this Briefing Note.
- Low density residential forms of development were included in the Preferred Development Concept (which was adopted by Council in principle on December 1, 2017). Single Detached Dwellings and Semi Detached Dwellings are not permitted in the Downtown Area - Central Core Intensification Area of the City’s Official Plan. Planning staff would recommend against an Official Plan Amendment and Zoning By-law Amendment which would incorporate low density residential housing into the Downtown’s Central Core Intensification Area because it is counter to Provincial plans and policy and not contemplated in the City’s Downtown Tomorrow Plan.
- It is likely that a developer will be required to apply for a Minor Variance to ensure the zoning fits with their specific development as reduced setbacks or other variances may be required. A developer may even require a Zoning By-law Amendment if any of their proposed uses are not specifically listed. If Minor Variance(s) are required within two years of the passage of the City’s Zoning By-

law Amendment, then Council will need to pass a resolution allowing the Minor Variance applications to occur due to a recent change to the *Planning Act*.

- Pre-consultation with the Ministry of Municipal Affairs is required for the Official Plan Amendment.
- The planning process for the Official Plan Amendment and Zoning By-law Amendment can be run concurrently and the planning process is expected to take 4 to 6 months to complete. The planning process to begin as early as September of 2018 and completed before the end of February, 2019. This schedule would be dependent upon the matter being made a priority from a staff workload management perspective, and the ultimate decision of Council not being appealed to the Local Planning Appeals Tribunal (LPAT). In order to ensure that staff can prioritize this project, other matters currently in progress, or yet to be assigned, may need to be reprioritized to accommodate the workload demands. This reprioritization may impact response times to Council Referrals/Enquiries, Direct Responses, and client service matters.
- Property owners within 120m (400 feet) of the subject lands will receive the Notice of Public Meeting in the mail and can participate in the planning process by submitting written comments or addressing Council at the Public Meeting. The planning decision may be appealed to the Local Planning Appeal Tribunal (LPAT).
- The 2018 fees for the two applications total \$7,965. The City does not typically pay application fees to itself, but in a small number of cases, funds in the amount equivalent to the Official Plan Amendment and Zoning By-law Amendment application fees has been deposited into the Planning Division's operational budget revenues, funded from the proceeds of the associated land sale. This approach was used on the sale of two of the former public school sites.
- If pre-designating and pre-zoning the lands is desired by Council, then planning staff will bring forward an Official Plan Amendment and Zoning By-law Amendment generally in accordance with the changes outlined in Schedule "A" to this Briefing Note. The associated planning application fees will be paid for from the City's Land Acquisition Reserve.

Recommended Option:

THAT Development Services and Engineering – Planning Division be directed to undertake an Official Plan Amendment and Zoning By-law Amendment for the Waterfront Development lands generally in accordance with Schedule "A" of the Planning Approvals Required Briefing Note.

AND THAT the associated planning application fees be funded from the City's Land Acquisition Reserve in the amount of \$7,965.

AND THAT Council adopt a resolution in accordance with Subsection 45 (1.4) of the Planning Act to permit Minor Variances on the Waterfront Development lands within two years of the passage of the Zoning By-law Amendment.

Alternative Options (not recommended):

Alternatively, the current Official Plan designations and zoning could remain in place and it would be responsibility of the developer to apply for the required Official Plan Amendment and Zoning By-law Amendment.

- Appendix “A” – Summary of Amendments to the Official Plan and Zoning By-law

Appendix “A” – Summary of Amendments to the Official Plan and Zoning By-law

Official Plan

The following amendments to the Official Plan should be considered to facilitate this redevelopment:

Changes to the Schedules:

- Amend Schedule A to re-designate City-owned land between Tecumseth Street and Mississaga Street East on the west side of the future Centennial Drive from Parkland and Major Open Space to Downtown Area.
- Amend Schedule B to re-designate City-owned land between Tecumseth Street and Mississaga Street East on the west side of the future Centennial Drive to Central Core Intensification Area with Height Overlay.

Changes to Policies:

- Add a new policy to permit maximum building heights, as-of-right, in accordance with the City’s 2015 Port of Orillia Area Public Realm Plan and remove the height bonusing provisions.
- Remove location criteria for multiple unit buildings, townhouses and apartment buildings in the Downtown Area.
- Prohibit the use of vinyl siding and mirrored or tinted glass and encourage the use of stone, brick, and decorative concrete in the Downtown Area.

Zoning By-law

The following amendments to the Zoning By-law should be considered to facilitate this redevelopment:

Changes to Schedules:

- Amend Schedule A to rezone City-owned land between Tecumseth Street and Mississaga Street East on the west side of the future Centennial Drive from Open Space One (OS1) to Mixed Use Intensification (C4i), but permitting only residential uses between Tecumseth Street and Neywash Street.
- Amend Schedule C to rezone City-owned land between Tecumseth Street Mississaga Street East on the west side of the future Centennial Drive to Downtown Area and Height Overlay.
- Amend Schedule A to ensure all of the Waterfront Redevelopment lands placed in a Holding One (H1) Zone to address any known or suspected human made hazard for any proposed Sensitive Land Uses.

Changes to Zone Provisions:

- Allow stacked townhouse dwellings and back-to-back townhouse dwellings.
- Permit the maximum building heights as-of-right in accordance with the City’s Port of Orillia Area Public Realm Plan.
- Exempt back-to-back townhouse dwellings from the City’s minimum lot size and rear yard provisions. Also, increase the minimum lot coverage and decrease the minimum landscaped open space for back-to-back townhouses.

Schedule “G”
Briefing Note for Waterfront Development Report
Financial Incentives

Summary:

- Financial incentives could be offered to help facilitate the redevelopment of the municipally-owned waterfront lands.

Background:

- The subject lands are located within the Downtown Tomorrow Community Improvement Plan (DTCIP) Project Area.
- The Tier 1 and 2 Financial Incentive Programs are in effect which offer:
 - Feasibility/Design Study Grant Program
 - Façade Improvement Program
 - Building Improvement Grant Program
 - Residential Grant Program
 - Fees Grant Program
- The Brownfields Tax Assistance Program, Tax Increment Grant Program and Development Charge Grant Programs are Tier 3 programs which have been approved but have not yet been implemented.
- Other incentive programs may be considered in consultation with the consultant retained for the development of the RFP.

Considerations:

- Staff will be working on an implementation plan for all three Tier 3 programs this fall and staff anticipate that these programs could be implemented by as early as January 2019.
- As these financial incentives have been thoroughly researched and developed, and funding has been set aside through the use of the DTCIP Reserve, staff recommend the use of this program as the primary development incentive.
- Council will have the opportunity to adopt evaluation criteria, which could give preference in order to prioritize development projects.
- Unlike the Tier 1 & 2 Programs, Council is the approval authority for all Tier 3 applications, which means Council will have a direct impact on the projects chosen for these grants.
- Staff anticipate a report will be brought forward to Council by the end of 2018, which will provide further details and recommendations.
- Additional incentives could be considered, in consultation with the consultant retained to develop the RFP.
- As the lands are located in a prime location in the downtown core, Council has endorsed a concept plan for these lands, and the sale price has not yet been set, it is not yet known if additional incentives are warranted.

Other potential incentives:

- The Downtown Tomorrow Plan recommended a public square at the intersection of Mississauga Street East and Centennial Drive.

- If all of the Waterfront Development land is sold to one developer, staff may recommend that the City's RFP require the developer construct the 3000m² Public Square to the City's satisfaction in lieu of Parkland Dedication Fees.
- It should be noted that this would result in an over dedication of parkland ranging from 6.5% to 8.8% depending on the land area sold to the developer.
- If the lands for the Public Square are to be retained by the City and if the City constructs the Public Square, then Parkland Dedication Fees will be applied to the balance of the developable lands.

Recommended Option:

THAT the Request for Proposal include a provision that requires the developer to construct the Public Square, with an approximate size of 3,000 m² to be located at the intersection of Mississauga Street East and Centennial Drive, in lieu of Parkland Dedication Fees.

- The recommended option would provide staff with the flexibility to include a provision in the RFP requiring the developer to construct the public square, and allow if it is deemed to be a valuable incentive through consultation with the RFP consultant.

Alternative Options (not recommended):

If Council chooses not to require the developer to construct a public square in lieu of Parkland Dedication fees, the developer would be required to pay Parkland Dedication Fees as prescribed in By-law 2010-39.

Schedule “H”
Briefing Note for Waterfront Development Report
Parkland

Summary:

- The Preferred Development Concept proposed for 70 Front Street and adjacent lands will require consideration of the waterfront park, marina, boat launch, parking, and public access to Lake Couchiching.
- The EA for Centennial Drive also identifies proposed changes to the waterfront area of the downtown.
- The City of Orillia has invested significant dollars into these lands and future investments for various features, such as a refrigerated skate trail, have been contemplated.
- To ensure the effects on the parkland and the associated public amenities are considered a park design plan exercise should be completed to ensure that the competing priorities along the waterfront are appropriately assessed.

Background:

- The formal, organized public spaces of Couchiching Beach Park and Centennial Park are located on the east side of Centennial Drive. These public spaces are a fundamental part of the character of downtown Orillia and the synergy between the waterfront, the marina, and the downtown help to ensure vibrancy and economic stimulus.
- Understanding the impact the waterfront development plans will have on the park, the marina, and the synergistic relationship between this area and the downtown should be considered. The waterfront park, the festivals hosted within the park, and the draw that public waterfronts have in attracting tourism is important to Orillia.
- The quality of the park renders this area much more likely to attract investors, residents and visitors. High quality open space creates a place that is memorable and continually draws people and activity.
- Creating a Master Plan or Design Plan for Couchiching Beach Park, Centennial Park and Veterans’ Memorial Park was recommended in the 2014 Parks, Recreation, Culture Master Plan as a Short-term Planning Objective. As such, regardless of the future use of the City lands identified for potential development, a parks design plan is recommended.

Considerations:

- As the City of Orillia urbanizes and the population increases, the pressure for adequate parkland, waterfront and public open space will rise. The development plan for the waterfront includes creating housing directly across from the park, which will significantly increase the amount of people both living in the area and utilizing the park space. As this area becomes busier, the park will be required to accommodate more people and activities.
- There is presently a shortage of parking throughout the summer as the park is currently not large enough to accommodate all of the users, vehicles, trailers, etc. This existing condition will become a more significant issue with the new development consuming the existing overflow parking area.

- To ensure the proposed development plan and road realignment does not have adverse long-term impacts to the waterfront and the downtown, a plan for the remaining parkland should be created that demonstrates how the park is going to adequately support a more densely developed and heavily used waterfront.
- Various amenities or improvements to the parkland in this area have recently been added or considered, these include:
 - The Orillia Waterfront Centre
 - Adding a refrigerated skate trail
 - Replacement of the fishing pier
 - Adding a kayak launch with consideration for parking and a drop-off area
 - Trail layout and connections through the waterfront area
 - Bus layby for Island Princess drop off
 - Playground at beach
 - Greenhouse replacement
 - Centennial Drive future expansion through Veterans' Park
 - Boat Launch and parking requirements

These amenities, if approved and their associated infrastructure must be included in a design plan for the waterfront parklands.

- Decisions on future amenities to the waterfront parks, or what current amenities are to remain, are impacted by the amount of waterfront lands that are in the municipality's control. The current inventory of municipal land along the waterfront supports park functions and as such are a vital consideration for future use. If removed from parks use for development, current and future parks amenity development will be limited (i.e. if the lands are used for development then the launch ramp should be removed and future park additions such as the skate trail or kayak launch should be reconsidered).
- Protecting Orillia's waterfront is critical to attracting investment and economic development. Residential development and a more urbanized form of development adjacent the parklands at the base of Mississauga Street will help to create a stronger and more competitive downtown core. This should be balanced with providing adequate space for parks and open spaces to continue to provide recreational and tourism opportunities as incentives for investment. As such, before the proposed development plan and exact road realignment is finalized, the development concept should be expanded to include the park and to demonstrate how the impacts to this important public open space will be mitigated.

Recommended Option:

THAT staff be directed to prepare a capital budget submission for consideration as part of the 2019 Capital Budget to undertake a Waterfront Park Design Plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park.

- If Council is to proceed at this time with the Preferred Development Concept it is recommended that a capital project be submitted to the 2019 budget deliberations for a design plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park. This will allow design work to commence in 2019

utilizing solely the existing parklands. Once completed, the plan will be used to inform a parking study for the waterfront area since both the parkland and preferred development plan will provide clear utilization expectations along the entire waterfront.

Alternative Option (not recommended):

THAT a budget of \$75,000 be established to undertake a Waterfront Park Design Plan for Couchiching Beach Park/Centennial Park/Veterans' Memorial Park and that the budget be funded equally from the Park Development Reserve and the Development Charges Reserve.

- If Council wishes to give priority to park planning prior to committing to a development plan for the current municipal lands at the waterfront it is recommended that a park planning process be undertaken in 2018.
- The design exercise would encompass the municipally controlled lands in the waterfront area including Couchiching Beach Park, Centennial Park, Veterans' Park, and the area between 70 Front Street and Centennial drive. The current park layout and functionality would be evaluated and consideration for future additional amenities would be included. It is anticipated that the design planning process would take 6-9 months.
- The plan would then be used to inform the preferred development concept and a Request for Proposals (RFP) for the remaining lands. This option would require funding now to allow for the RFP process to occur in late 2019.
- A parking study would follow the completion of the parks design plan.

Schedule "I"
Briefing Note for Waterfront Development Report
Hydro Relocation (OPDC)

Summary:

- OPDC has participated on the Waterfront Working Group in support of the City's downtown plan and provides comments and feedback as it pertains to OPDC's existing electrical infrastructure, as well as providing input/comments on various options being discussed.
- The most critical issue for OPDC is obtaining the City's final scope and engineering plan for the road reconstruction and future development, in order to determine the scope of work for placing new/relocating existing electrical infrastructure and begin engineering.
- OPDC's input is critical because the City should be able to provide comfort to a developer through the RFP that a large scale development could be accommodated by the power grid without the need for significant infrastructure modifications (ie., large demand customers such as hotels and conference centres).
- The above-noted work is not yet complete.
- The City's Front Street detailed design is currently underway and expected to be complete by December 2018, and the City's Centennial Drive detailed design could be complete as early as December 2018.
- Staff will work closely with OPDC to ensure that the hydro relocation is considered in conjunction with the implementation plan.
- A further update to Council will be provided once the detailed design work is available for the Front Street and Centennial Drive reconstruction projects, and OPDC is able to provide further comment.

Background:

- In 2015, the City approached OPDC to investigate burying or relocating the overhead wires along Centennial Drive as part of the City's Downtown Tomorrow Plan.
- As an alternative to burying the overhead lines and a potential cost saving measure, OPDC proposed that the 44kV sub-transmission and main distribution feeder lines on Centennial Drive be relocated to Matchedash Street, bypassing the waterfront area.
- Some distribution lines would still be required to be buried along Centennial Drive for system redundancy and to feed existing customers along the waterfront.

Considerations:

- **Safety:**

- The safety of both the public and utility workers is the most critical consideration.
 - The chosen design solution must ensure compliance with safety standards and that the power system can be operated and maintained without restrictions.
 - To achieve this, all new and existing utility infrastructure (e.g. water, sewer, gas, telecom) needs to be properly identified to ensure adequate clearances are met as defined by utility safety standards when determining the location of power system equipment.
- **Reliability:**
 - The design solution has to factor in service continuity during the occurrence of a system event (e.g. the power system must have more than one supply point).
 - Expected restoration time must also be considered to minimize service interruptions.
- **Future Servicing:**
 - The DTCIP will likely result in new growth in the downtown core. By moving electrical facilities underground, if not planned and designed appropriately, it may become extremely difficult and expensive to connect new customers at a future date, potentially discouraging new development.
 - The design solution should factor in adequate future system capacity and provisions to service future customers.
 - As previously indicated to the Waterfront Working Group, subject to final scope, considerable engineering work will be needed to address all the factors discussed above and complete OPDC's electrical design.
 - Additionally, a detailed construction plan should be developed, as OPDC will need to operate and maintain the existing system during construction activities.
 - The timelines for construction will be clearer when the detailed engineering has been completed; however, ongoing consideration must be given to how the construction will proceed.
 - For instance: will the project will be a single phase continuous build or constructed in phases, new build vs modifying existing plant, etc.

Recommended Option:

Council direction is not required at this time.

Schedule “J”
Briefing Note for Waterfront Development Report
Construction and Staging Plan

Summary:

- A complex sequence of construction activities will need to occur systematically to achieve the desired servicing and transportation networks that will support the ultimate development configuration of the Downtown.
- Specific construction activities that are required include;
 - Reconstruction of Front Street;
 - Relocation of the Trunk Sanitary Sewer;
 - Extension of Coldwater Road to Intersect with Centennial Drive;
 - Realignment of Centennial Drive;
 - Reconstruction/Extension of Mississaga Street to intersect with the new alignment of Centennial Drive;
 - Reconstruction/Extension of Colborne Street from Front Street to the Waterfront;
 - Construction of new local sanitary collector sewers;
 - Construction of a sanitary sewage pumping station;
 - Relocation of the underground hydro facilities.

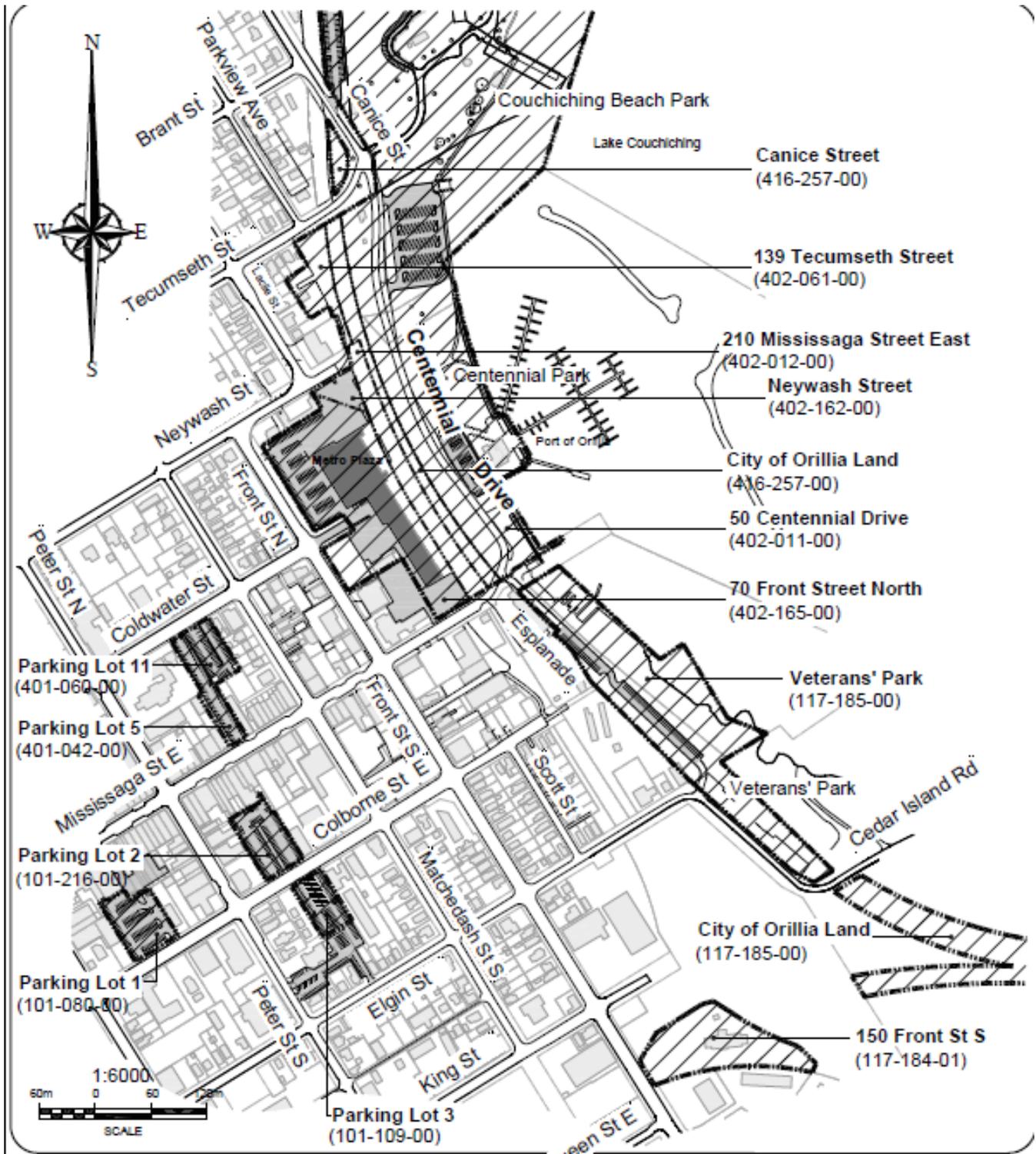
Background:

- To ensure consistency with the vision set out in the Downtown Tomorrow Plan, Council has adopted a Waterfront Development Analysis to understand the preferred development activities within the Downtown Core. This included a market sounding to identify demands, preferred land uses and land assembly options.
- In order to create the optimal land assembly scenario, Centennial Drive will need to be realigned to provide more marketable land parcels.
- Within the preferred alignment of Centennial Drive lays a sanitary trunk sewer that travels under the CN rail bed. Due to its elevation and alignment, the trunk sewer will need to be relocated.
- It has been determined that the preferred location of the sanitary sewer is to be fit within the profile of Front Street. This will provide the best suited conditions for elevation and routing as well as provide an opportunity to replace the aging infrastructure that lies within Front Street.

Considerations:

- Construction project planning is critical through the activity sequencing from 2019-2023.
- Significant consideration needs to be given to the sequencing of construction to ensure an efficient and effective progression through the construction stages.

- Construction phasing is critical to minimize public impact, maintain access to the commercial and residential areas as well as maintain the servicing link for all existing infrastructure.
- Utility relocations will need to be considered as part of the Centennial Drive design process to understand whether it's preferred to maintain the infrastructure onsite or re-route the "high capacity" facilities to alternative routes.
- The environmental condition of the soils within the development land will have an impact on the land uses. Until this is understood, the appropriate infrastructure requirements cannot be forecasted.
- The construction phasing will need to consider the available locations to store materials and equipment. Typically this is identified by the contractor in order to provide an effective construction execution plan.
- Specific areas owned by the city could act as potential lay down areas however this will be evaluated and proposed to the city by the successful contractor.
- Consideration could be given to adding a clause to any City land sales agreement that specifies that the new owner is to negotiate in good faith with any City retained contractors for use of any vacant lands for temporary material and equipment storage.
- It is recommended that a detailed construction execution plan is submitted by the successful contractor to the City prior to construction.
- The attached map and timeline identifies the preliminary construction sequencing for all capital activities in the Waterfront Area.



DESIGN BY:
DRAWN BY: WH
CHECKED BY: WC
APPROVED BY:
DATE: JAN. 25, 2018
PLOTTED: JAN. 25, 2018



THE CORPORATION OF THE
CITY of ORILLIA

Development Services and
Engineering Department

TITLE

**City Owned Lands
Waterfront Area**

ACAD FILE: SKCENT10.DWG

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Jan 25, 2018 - 12:22pm

Waterfront Infrastructure Construction Schedule

Item	2019												2020												2021												2022												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Front Street Construction																																																	
Tendering/Contract Award	■	■	■																																														
Phase 1 - Queen Street to Colbourne Street				■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■																									
Phase 2 - Colbourne to Neywash													■	■	■	■	■	■	■	■	■	■	■	■																									
Hydro Relocation from Centennial Drive					■	■	■	■	■	■	■	■																																					
Sanitary Pump Station Construction																																																	
Tendering/Contract Award													■	■	■																																		
Construction																■	■	■	■	■	■	■	■	■																									
Centennial Drive Construction																																																	
Tendering/Contract Award																									■	■	■																						
Removals, rough grading																												■	■	■	■	■	■	■	■	■	■												
Local collection sewers																																																	
Road extensions - Colborne																																																	
Road extensions - Coldwater																																																	
Road extensions - Neywash																																																	
Surface Works, intersections																																																	

Schedule “K”
Briefing Note for Waterfront Development Report
Request for Proposals Process

Summary:

- Council envisions 70 Front Street North, and the adjacent municipal land, to be a strategic parcel within the City’s core.
- A property disposal, through a Request for Proposal process, is recommended to allow Council to identify clear objectives, and evaluate proposals against defined development principles.

Background:

- In 2016, the City acquired 70 Front Street North in order to extend Coldwater Street to Centennial Drive.
- A secondary motivation in acquiring this land was to exert control over the development of this strategic land in the City’s downtown core.

Considerations:

- There are several methods of disposal the City could employ when disposing of land, which includes direct land sale through a listing by municipal staff, direct land sale through a listing by the City’s realtor or a Request for Proposal (RFP) process.
- An RFP process was identified in Report WWG-18-01 because it allows for the most control for future development of the land, through the use of development objectives and evaluation criteria.
- Based on a review of similar developments, RFPs ranged in size from 14 pages (Midland Bay Landing) to over 140 pages (Hamilton Waterfront Development), both of which retained external assistance to prepare the document.
- It is anticipated that the City of Orillia Waterfront Development Project RFP would be more complex than the Midland RFP and less complex than the Hamilton RFP.
- Several municipalities recommended retaining the services of a firm who were qualified to develop such a comprehensive document.
- Staff sought cost estimates from three reputable firms experienced in land development, including Deloitte, Colliers International and Cushman and Wakefield.
- Based on a preliminary estimate, the costs for such services range between \$75,000 and \$250,000.
- Staff are requesting a budget of approximately \$100,000 for development of the RFP.

- If Council approves the recommended option, staff would seek RFP examples from each of the firms, before determining which firm should be retained.
- Economic Development staff would support the successful proponents by coordinating components of the RFP which require strategic internal discussion.
- Development objectives would be guided by the Waterfront Development Analysis.
- Evaluation criteria, and terms of the RFP would be prepared by staff in consultation with the Waterfront Working Group, which includes four appointed members Council.
- Staff anticipate that the creation of an RFP would likely take approximately six months, and anticipate release of this RFP by March 2019.
- Staff anticipate that Council would be given the opportunity to select a proponent by July 2019.
- Should Council choose the recommended option, release of the RFP could not take place until the Development Approval Process is complete.

Recommended Option:

THAT staff proceed to prepare a Request for Proposals for 70 Front Street North and the adjacent municipal lands, for release in early 2019 at a cost of \$100,000 for consulting fees to be allocated from the Land Acquisition Reserve.

Alternative Options (not recommended):

THAT staff proceed to prepare a Request for Proposals for 70 Front Street North and the adjacent municipal lands, for release in early 2020 at a cost of \$100,000 for consulting fees to be allocated from the Land Acquisition Reserve.

If Council chooses Option 2 in the report, work on the RFP would not proceed until the Waterfront Park Design Plan is complete. As such the RFP would not be released until early 2020.

Schedule "L" - Waterfront Development Implementation Plan

	2018				2019				2020								
	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
OPTION 1 - RFP - Prepare Lands																	
Planning Approvals																	
Demolish Plaza																	
Prepare RFP																	
Release RFP and gather responses																	
Review and evaluate RFP responses																	
Select proponent																	
Negotiate Agreement of Purchase and Sale																	
Execute Agreement of Purchase and Sale																	
Waterfront Park Design Plan																	
Traffic and Parking Analysis																	
Retention of Project Management Firm																	
OPTION 2-RFP-Do Not Prepare Lands																	
Demolish Plaza																	
Prepare RFP																	
Release RFP and gather responses																	
Review and evaluate RFP responses																	
Select proponent																	
Negotiate Agreement of Purchase and Sale																	
Execute Agreement of Purchase and Sale																	
Waterfront Park Design Plan																	
Traffic and Parking Analysis																	
Retention of Project Management Firm																	
X=Key Decision Point																	