



Western Clock Company Ltd., Peterborough, Ont., 1968.



St. Joseph's Hospital, Peterboro, Ont.



# Making Old New Again:

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## Lessons from Adaptive Re-Use Projects in the City of Peterborough



# Outline

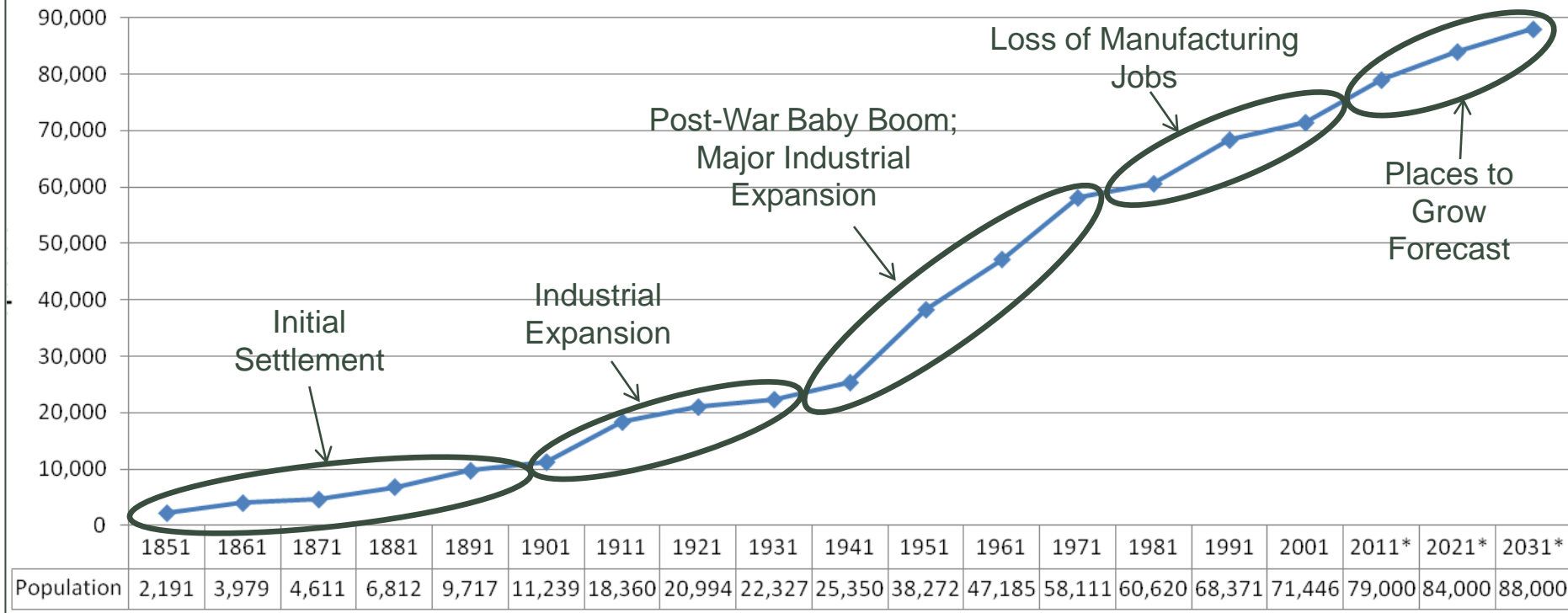
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- Peterborough's Experience with Adaptive Reuse
- Municipal Incentives in Peterborough
- Community Improvement Plan Incentives Uptake
- Case Study: Former St. Joseph's Hospital
- Other projects



# Peterborough's Story

**Population of the City of Peterborough (Actual and Forecast): 1851-2031**



# Loss of Industry, Suburban Development and Shift in Demographics ....

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- Resulted in Empty Buildings and Underutilized Properties





# OP Policy Support (circa 1980)

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- 2.3.6 Strategic Policies for the Reuse of Major Sites
  - The City will encourage appropriate adaptive re-use proposals for buildings and structures. Major sites are identified.



# Peterborough has longstanding history of adaptive reuse





Source: Clockhistory.com

Conversion of former Clock Factory  
to 147 Apartments and Office Building  
1986







Source: AONinc.com

## Conversion of former Post Office to 91 Market Apartments + Café/Bakery 2006







Source: Gregg Gordon Architect

Conversion of former Woollen Mill Factory  
to 50 affordable housing units + office use  
2007





Conversion of former convent  
to 23 affordable housing units  
2007





Conversion of former nursing home  
to 60 affordable housing units  
2008







Conversion of former elementary school  
to 48 fully accessible affordable housing units  
2009





# Benefits of Adaptive Reuse

- Stimulate existing neighbourhoods
- Reduce Sprawl
- Use of existing servicing
- Reuse of prominent properties
- Intensify residential and employment
- Provide affordable housing options



Source: Bradley Boyle



# Challenges

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- Expensive
- Lengthy and involved approvals process
- Adjusting to change in established neighbourhoods
- Construction challenges
- Complicated funding



# Creating Incentives via Community Improvement Plans (CIP)

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- The *Planning Act*, provides municipalities with the opportunity to adopt CIPs in order to achieve a range of defined objectives that the municipality establishes
- This overrides the bonusing prohibition contained within the *Municipal Act*.



# Peterborough's Approach

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- Established CIPs to
  - Promote the creation of new affordable housing
  - Promote the revitalization and enhancement of the Central Area
- Through authority in the *Planning Act*, the City can issue favourable loans, grants and tax assistance for projects that accomplish the goals of the CIPs





# Summary of Programs

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## **Affordable Housing CIP**

- Mun. Incentive Program
- DC Grant Program

- AH Tax Increment Grant

## **Central Area CIP**

- Mun. Incentives Program
- Façade Improvement Program
- Revitalization Tax Increment Grant
- Brownfields Programs

## **Non-CIP Programs**

- DC By-law
- Heritage Property Tax Relief
- Cash in lieu of parking policy
- Municipal Housing Facilities By-law



# Central Area CIP – Revitalizing the Downtown



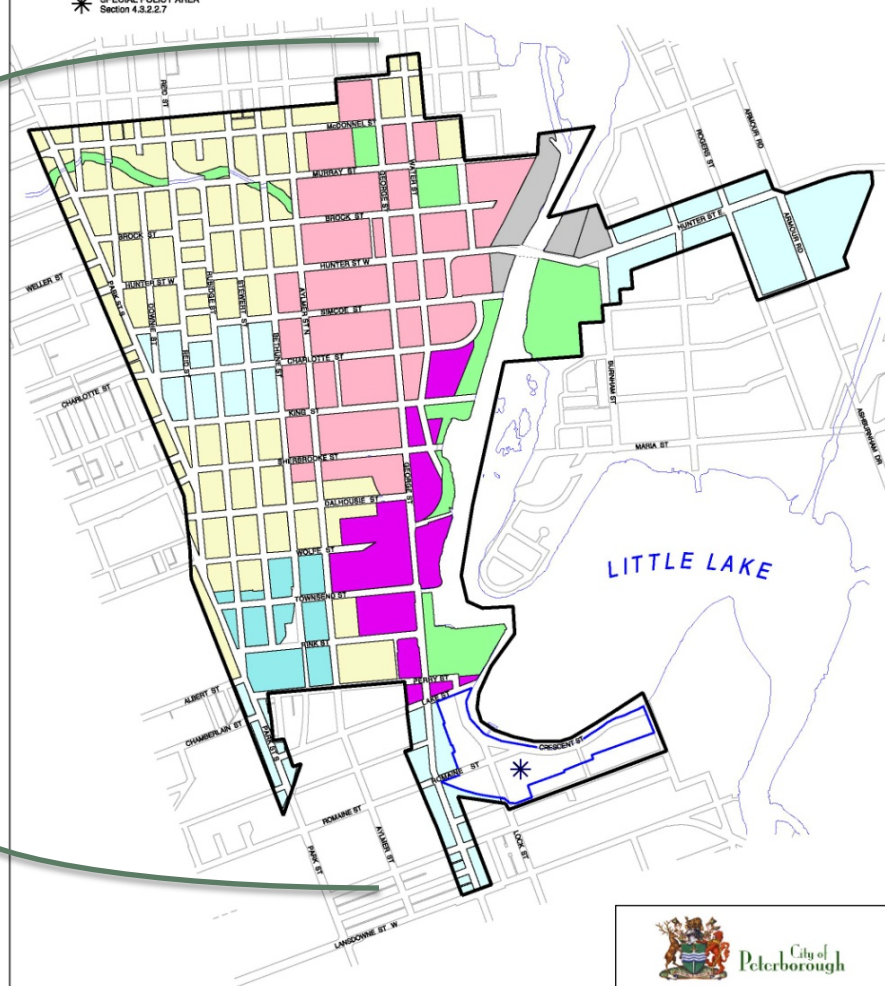
# Central Area CIP Project Area

## ~ SCHEDULE - J ~ Central Area Land-Use Plan



### LEGEND

- CENTRAL AREA BOUNDARY
- COMMERCIAL CORE AREA
- WATERFRONT COMMERCIAL AREA
- BUSINESS DISTRICTS
- INDUSTRIAL CONVERSION AREA
- TRANSITIONAL USES AREA
- INDUSTRIAL AREA
- OPEN SPACE AREA
- \* SPECIAL POLICY AREA  
Section 4.3.2.2.7





# Central Area CIP

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- Façade Improvement Program
- Tax Increment Based Grant Program
- Municipal Incentive Program
- Brownfields Programs





# Central Area CIP

## Façade Improvement Program

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- Grant up to 50% of eligible work
  - Max. \$15,000 per property address with one façade.
  - Max. \$30,000 for property with more than one façade – ie corner buildings.
- Eligible work: repair/restoration of masonry, brick, wood, signage, entryways, lighting, canopies etc
- Staff committee evaluates applications – Urban Design and Heritage considerations.
- Capital is requested annually in the budget process.
- Agreement is required.



# Façade Improvement Before and After



# Façade Improvement Before





# Façade Improvement After





# Façade Improvement Before



# Façade Improvement After





# Central Area CIP

## Central Area Revitalization Program 'CARP'

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- Grant for property owners that undergo redevelopment/restoration that results in reassessment.
- City forgoes the increased taxes, incrementally, over a 10 year period.
  - Years 1 to 5 – 100%
  - Year 6 – 80%
  - Year 7 – 60%
  - Year 8 – 40%
  - Year 9 – 20%
- No Capital funding required. Municipal taxes only.
- Total Grant amount cannot exceed value of work.





# BEFORE



Peterborough  
Kawartha Association  
of Realtors

# AFTER



# Central Area CIP

## Brownfields Tax Assistance Program

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- To encourage the remediation and rehabilitation of brownfield sites.
- Cancellation of the property tax increase.
- In effect for “rehabilitation” and “development” periods to help with cleanup costs.
- By-law approved by Council. Provincial approval required for Education Taxes.
- Total tax assistance cannot exceed total eligible costs.





# Central Area CIP

## Municipal Brownfields Rehabilitation Grant Program

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- Second Brownfields Program to further enhance redevelopment opportunities of contaminated sites and buildings.
- Completely administered by the City (municipal taxes only).
- The tax increase associated with a reassessment of a property that has undergone cleanup and redevelopment will be granted back to the applicant annually until the eligible costs outlined are recovered.
- Total tax assistance cannot exceed total eligible costs.
- Agreement required.



# Central Area CIP

## Municipal Incentive Program



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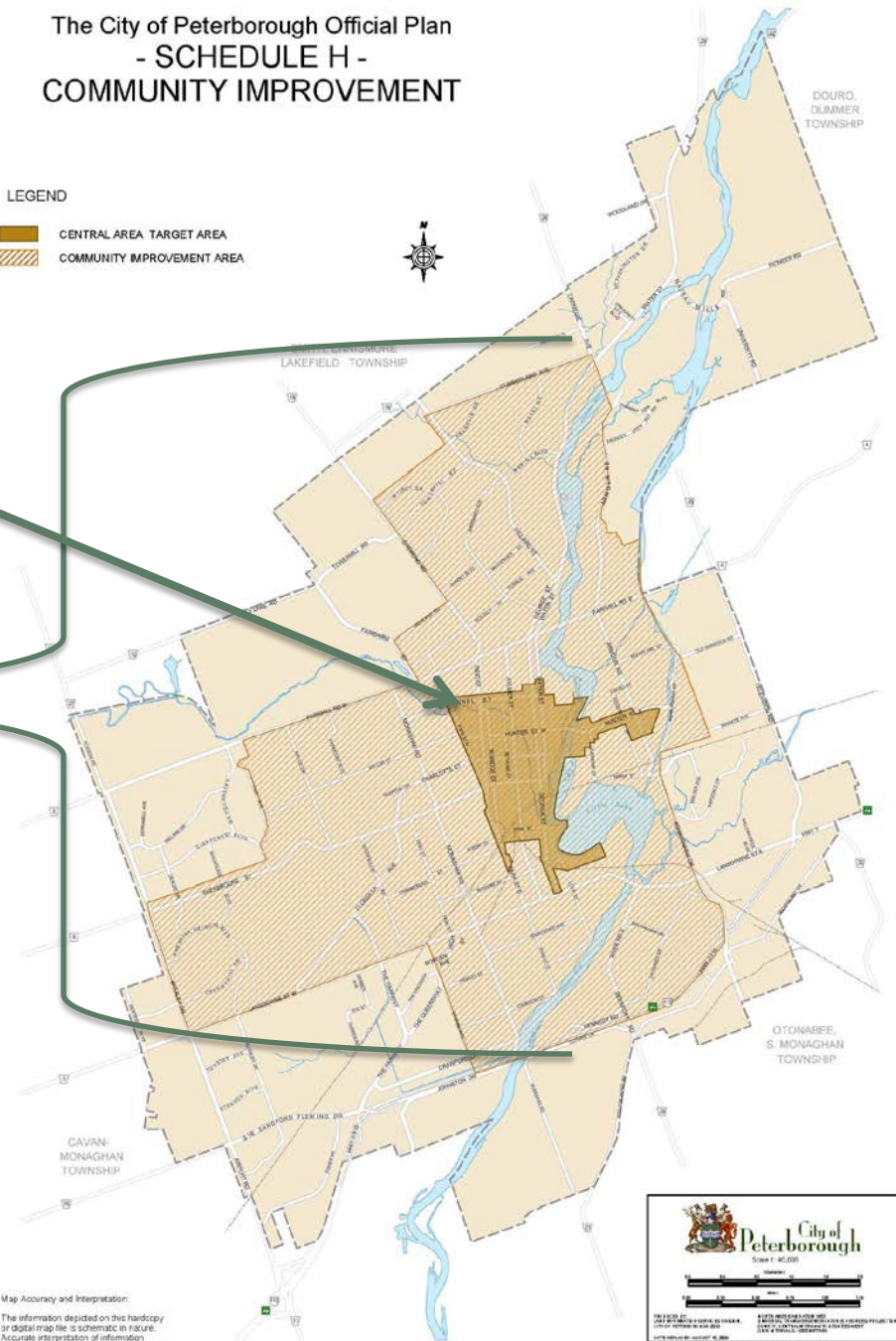
- 50% non-residential, 100% residential.
- Waive planning and cash-in-lieu of parkland fees.
- Refund building permit fees
  - Capital funding required to refund building permit fees.
- Agreement between City and applicant required.



# The City of Peterborough Official Plan - SCHEDULE H - COMMUNITY IMPROVEMENT

## LEGEND

-  CENTRAL AREA TARGET AREA
-  COMMUNITY IMPROVEMENT AREA



Map Accuracy and Interpretation:

The information depicted on this hardcopy or digital map file is schematic in nature. Accurate interpretation of information shown should be obtained from appropriate city planning staff.



**Central Area CIP  
Project Area**

**Affordable Housing  
CIP Project Area**





# Affordable Housing CIP

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- Municipal Incentive Program
- Development Charges Grant Program
- Affordable Housing Tax Increment Based Grant Program

Peterborough's Financial Incentives for  
**Affordable Housing**



In exchange for  
agreeing to  
Average Market  
Rent or lower  
for 20 years



# Affordable Housing CIP Municipal Incentive Program

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- Waive fees: planning fees, cash in lieu of parkland, cash-in-lieu of parking.
- Agreement between City and applicant required.
- No Capital funding required as fees are simply not collected.



# Affordable Housing CIP Development Charges Grant Program

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- DCs cannot be waived.
- Program pays DCs from a reserve fund.
- Agreement between City and applicant required.
- Applicable to affordable housing projects not being developed as Municipal Housing Facilities.





# Affordable Housing Tax Increment Grant Program

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- Affordable Rental Redevelopment that results in increased assessment.
- City will forego the increased taxes, incrementally, over a 10 year period.
  - Years 1 to 5 – 100%
  - Year 6 – 80%
  - Year 7 – 60%
  - Year 8 – 40%
  - Year 9 – 20%
- No Capital funding required. Municipal taxes only.
- Total Grant amount cannot exceed value of work.



# Non-CIP Incentives

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- Development Charges Exemption
  - The redevelopment of any building or structure, in the Central Area and which exists as of January 1, 2005.
  - Lands, buildings or structures located within the Commercial Core Sub-Area and the Waterfront Commercial Sub-Area of the Central Area
- Heritage Property Tax Relief Program
  - Heritage properties in the Central Area may be eligible for a 40% (residential) or 20% (commercial) reduction in their taxes.



# Non-CIP Incentives Affordable Housing

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- Municipal Housing Facilities By-law
  - DC Exemption (full or partial)
  - Tax Exemption (full or partial)
  - Land
  - Capital Funding (subject to availability)





# Summary of Incentives

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- Specific eligibility requirements.
- Must consult with staff early.
- Different types of incentives: waivers, refunds, grants, exemptions, capital.
- Some can be concurrent, some must be consecutive.
- Complicated!



# CIP Program Uptake

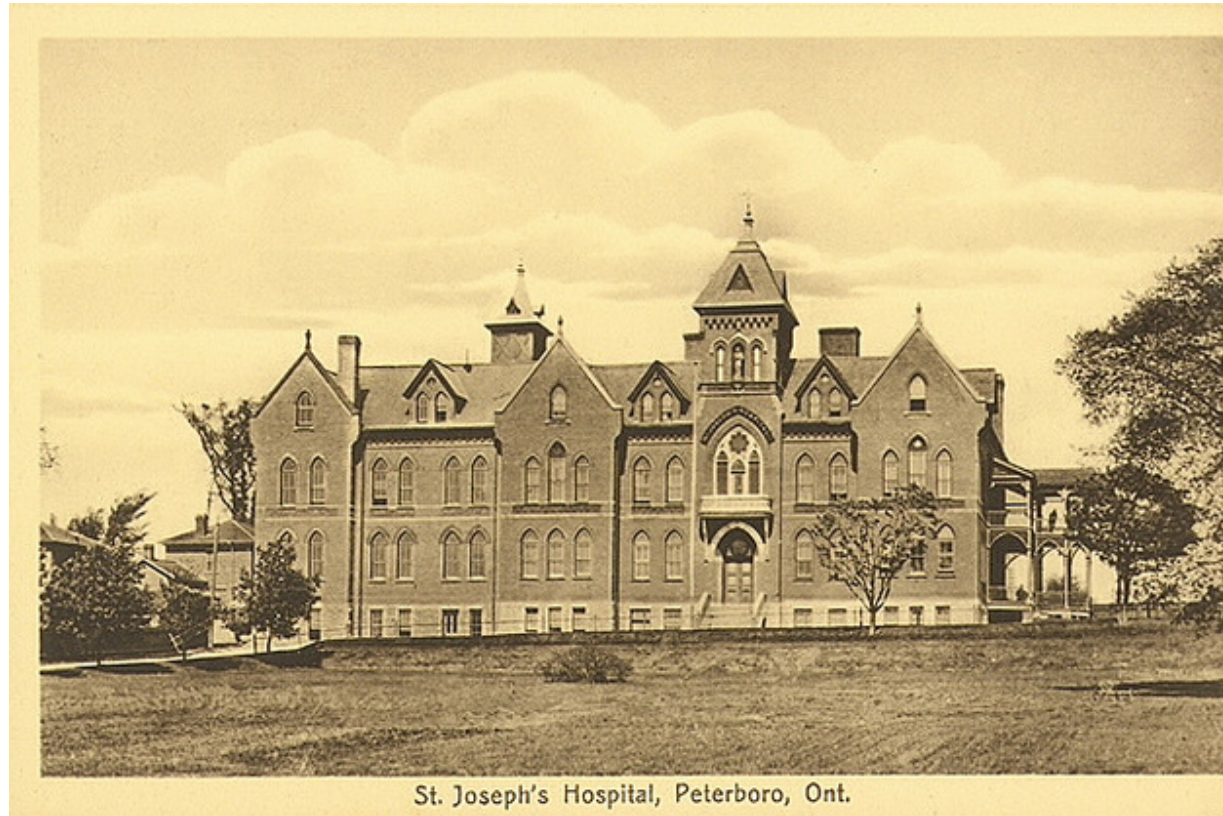
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- Since 2011, there have been:
  - 25 Facade Improvement Projects approved
  - 13 Tax Increment Projects underway
  - 4 Projects received fee waivers or refunds
  - 1 Approved Brownfields Project; 2+ in the queue
  - 3 Affordable Housing Projects ( 2 are adaptive re-use projects)



# St Joseph's Hospital

- In 1880 a 25 bed facility opened, founded by the Sisters of St. Joseph.
- 4.96 acre hospital site + a 1.80 acre ancillary parking lot.





# St Joseph's Hospital

- Located in 'East City'.
- 4 wings.
- Constructed between 1890 and 1964.



# St Joseph's Hospital

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- Health Services Restructuring Commission recommended closure in 1998.
- The facility closed its doors on June 8, 2008 and was put up for sale.
- Vacant since June 2008, when services moved to new PRHC.



# St Joseph's Hospital

- Listed at \$2.8 million
- Sold to TVM group for \$325,000



(c) Clifford Skarstedt/Peterborough Examiner/QMI Agency





# 2012 Proposal

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- 228 Residential Units.
- 3,418m<sup>2</sup> of commercial space.
- Landscaped areas.
- 251 parking spaces on site, and an additional 75 parking spaces to be provided off-site at 367 Rogers St.



# Zoning By-law Amendment

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## Official Plan Policy

- Identified as a Major Site in the Strategic Policies for Reuse provisions
- Located in the Hunter St. E. Business District, which anticipates residential, office, institutional, cultural and/or recreational as well as retail and service commercial uses.
- No OP amendment required



# Zoning By-law Amendment

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## Permitted Uses

- Dwelling units
- Clinic
- Office, excluding veterinary office
- Personal service use
- A bank, financial institution or loan company
- A retail establishment including a convenience retail store and drug store
- A post office or sub-post office.



# Severances

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- Consent to create six properties.
- Cross easements:
  - to accommodate services, utilities and access over each part in order to facilitate financing of each portion of the property to be redeveloped,
  - to preserve the ability of all parts of the property to function as an integrated site.





# St Joseph's Site – Phase 1

- Eligible for:
  - Central Area Revitalization Tax Increment Based Grant
  - Municipal Grant Incentives
  - Development Charges Exemption
- Estimated \$466,000 + in incentives over 10 years



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# St Joseph's Site – Phase 1

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- 30 Market Rent Apartments
- Community Care offices the main floor



# Benefits for the City

- Revitalization
- Eventual increase in tax base
- Utilization of historic and memorable buildings
- A visible portion of the site has been revived and improved streetscape
- 'Good Planning'



Source: Peterborough Bicycle Advisory Committee



Source: Trent University Tour Website 2011





# Benefits for the City

- Spin-off benefits in neighbouring community
  - Ashburnham Ale House
  - Local grocery store staying put
  - Thriving mainstreet area
  - Employers moving to the area
- Helps with neighbourhood perception/safety





# Benefits for TVM

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- Ability to locate in an established neighbourhood.
- Ability to finance next stages in development.
- Adaptive re-use projects become more financially viable/feasible to undertake.

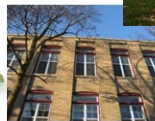


# Future Projects



Former YMCA – currently for sale

Former Mount St. Joseph  
Motherhouse –  
Community Group Purchased



# Incentives Matrix

Municipal Incentives for Residential  
Development - City of Peterborough  
(Effective 2013)

Program				Mechanics for Incentive	Affordable Rent Requirements Yes/No	Term of Payment	Other Requirements	Eligible Location - See Schedules H and J of the Official Plan					
								Central Area	Commercial Core or Waterfront Commercial	Central Area Residential Redevelopment	Affordable Housing Planning Area (includes Central Area)	City-Wide	County
1	Central Area CIP	Municipal Incentives	Planning Application Fees	Waive	No	One Time		✓					
			Cash In Lieu of Parkland	Waive		One Time		✓					
			Building Permit Fees **	Refund (Planning CIP Capital)		One Time		✓					
		Facade Improvement	Facade Improvement *	Capital (City)		One Time		✓					
		Central Area Revitalization	Tax Increment Grant	Tax Increment Grant		10 Years		✓					
		Brownfields Tax Assistance	Tax Increment Grant	Tax Cancellation Grant		Varies	Needs RSC	✓					
		(proposed) Brownfields Rehab Grant	Tax Increment Grant	Tax Increment Grant		Varies	Demonstrate Contamination	✓					
2	Development Charges By-law	Development Charges Exemption	DC Exemption	Exemption	No	One Time		✓	✓				
3	Heritage Property Tax Relief	Heritage Property Tax Relief	Heritage Tax Relief	Tax Reduction	No	Annual	Heritage					✓	
4	Cash In Lieu of Parking Policy	OP Policy 4.3.2.4	Cash in Lieu of Parking	Payment to City in place of provision of parking	No	One Time	Cash Payments to City	✓ Only Area 1 of E2 Unless Affordable					
5	Affordable Housing CIP (all agreements are minimum 15 year terms - 5 year phase out)	Municipal Incentives	Planning Application Fees	Waive	Yes	One Time		✓			✓		
			Cash In Lieu of Parkland	Waive		One Time		✓			✓		
			Cash in Lieu of Parking	Waive		One Time		✓			✓ Section 5.11.5 of OP		
		Development Charges Program	DC Grant *	Grant from Partnership Reserve		One Time	Cannot be a Municipal Housing Facility	✓			✓		
		Tax Increment Based Grant	Tax Increment Grant	Tax Increment Grant		Up to 10 Years		✓			✓		
6	Rent Supplement Programs	Rent Supplement Programs	Rent Supplement *	Direct to Landlord	Yes	Annual						✓	✓
7	Municipal Housing Facilities By-law and Section 110(1) of the Municipal Act (all agreements minimum of 20 years)	Municipal Housing Facilities	DC Exemption (municipal & school)	Full/Partial Exemption	Yes	One Time						✓	
			Tax Exemption (municipal & school)	Full/Partial Exemption		10 Years						✓	
			Land	Provision of land		Multiple						✓	
			IAH Funding *	Capital (Prov/Fed)		Multiple						✓	✓
			Municipal Capital *	Capital (Municipal)		Multiple						✓	



# For More Information

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[www.peterborough.ca/CIP](http://www.peterborough.ca/CIP)

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# Background

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- January 2002
  - Taking Charge No. 1 – municipal capital strategy to promote new affordable housing.
- March 2003
  - Taking Charge No. 2 – specific recommendation to adopt CIP.
- February 2005
  - Draft CIP for affordable housing presented to Council. Financial incentives for Central Area also considered.



# Background

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- 2008 – Downtown Economic Analysis
  - Recommended CIP for Downtown.
- May 2009 – Central Area Master Plan (CAMP)
  - Reinforced the adoption of a CIP for the Central Area (Strategy No. 21).
- August 2009 - Official Plan Amendment No. 140 (adoption of strategic direction of CAMP)
  - Recommended adoption of a CIP for the Central Area.



# Other Projects Utilizing the Suite of Incentives

- 41 Affordable Units
- Applicable incentives:
  - DC exemption
  - Fee waivers/refunds
  - Tax increment programs
  - Cash in lieu of parking waiver
  - Municipal housing facility tax exemption
  - Capital funding



(c) Clifford Skarstedt/Peterborough Examiner/QMI Agency

**Estimated \$1.6 M in incentives**

