



Community Planning and Development Department

Monday, June 20, 2022

Subject: Parking and Development Options for Lands Adjacent to Meridian Community Centre

Recommendation:

BE IT RESOLVED THAT Council receive Report #2022-0144 Parking and Development Options for Lands Adjacent to Meridian Community Centre, for information;

AND FURTHER BE IT RESOLVED THAT Council direct staff to pursue Option #_____, by:

- a) Referring the matter to the 2023 budget including parking lot cost options; and/or**
- b) Initiating the workflow to result in a severance of the Subject Lands so that the Northerly/Southerly portion is retained for future parking lot purposes and the Northerly/Southerly portion is to be sold for development purposes; and/or**
- c) Requiring that staff report back with recommendations on how to specifically subdivide the subject lands by September 6, 2022;**

AND FURTHER BE IT RESOLVED that staff are to report back with a progress and status update pertaining to this file by September 6, 2022.

Background:

On May 3, 2022 Council passed the below noted resolution in open session.

Moved: Councillor Wink

Seconded: Councillor Stewart

WHEREAS staff have been previously directed by Council to prepare a report pertaining to the Town's parking bylaw and its application to the Meridian Community Centre (the "MCC");

AND WHEREAS Staff have previously reported on various options to create temporary parking facilities in the vicinity of the MCC;

AND WHEREAS Town Council has received the draft report of the municipal parking study from RV Anderson Associates on April 4, 2022;

AND WHEREAS the draft municipal parking study indicates that the current parking supply at the MCC is inadequate to meet demand during peak periods;

AND WHEREAS the Town owns a parcel of vacant land to the South and East of the MCC facility;

NOW THEREFORE staff are directed to provide a report to Council which details options for use of the vacant lands, including analysis of the benefits and drawbacks associated with sale of the lands, with potential apportionment of some amount of land for sale and some amount of retention of land for increased parking and with retention of the entirety of the lands for parking, and any other options deemed advisable by staff;

AND STAFF are further directed to assess the cost of incorporating Low Impact Development ("LID") characteristics into the design and cost of any potential parking lot, including but not limited to permeable pavement, specialized storm water features and potential use of botanical features to reduce runoff;

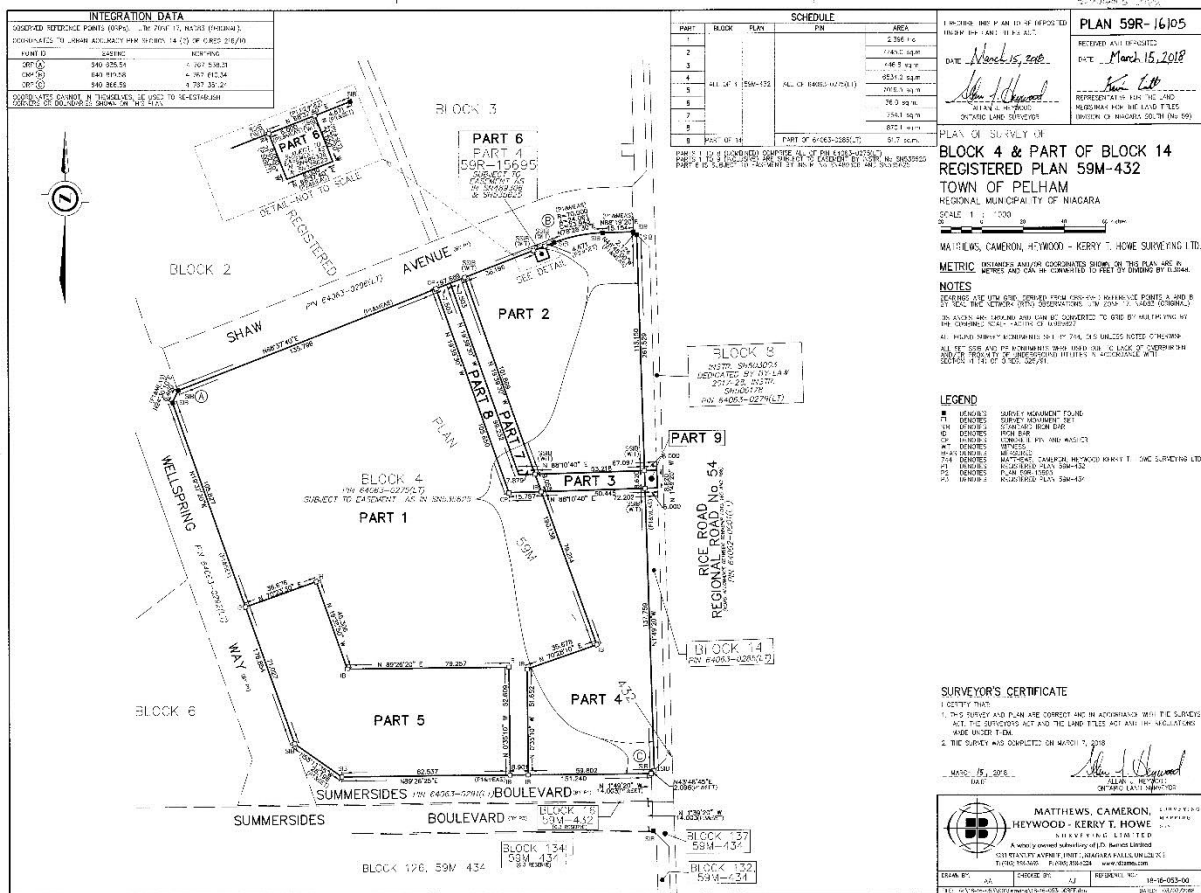
AND STAFF are further directed to draft any closed session companion report they deem necessary or appropriate to address legal ramifications of potential sale of land for specific purposes and/or cost valuations of the lands in question;

AND THAT said report or reports are to be delivered to Council by June 20, 2022.

This report is written in satisfaction of the aforementioned motion. There is a companion, closed session legal report to this one which provides legal advice with respect to a potential sales process and related substantive considerations.

Analysis:

Council directed that Part 4, 59R-16105 be removed from the lands that were being sold in East Fonthill pending some resolution of parking requirements at the MCC. The Parking Study has been completed and Council received a draft of the Study at its meeting on April 4, 2022 in advance of the Study being finalized.



Option 1 – Sell All the Land

In September of 2014, the lands were zoned East Fonthill Mixed Use 3 (EF-MU3) Zone to implement the policies of the East Fonthill Secondary Plan. This Zone permits a variety of land uses for which the lands could be developed including: a multi-use recreational facility, including cultural, recreational and entertainment uses; commercial, professional, medical and/or government offices; retail uses including retail stores, restaurants and personal services; hotels and tourist establishments; conference and convention centres; public and private institutional uses; townhouses and apartment buildings; housing for seniors and special needs housing; child care facilities; parks and urban squares; public uses and public and private utilities; public art installations; and public roads, active transportation facilities and transit facilities. The Zoning permits a minimum building height of 2 storeys and a maximum building height of 10 storeys at this location.

The property could be sold for development purposes consistent with the zoning permissions, however, given its irregular configuration, it is somewhat constrained. It also noted that the Region of Niagara will not permit direct access onto Rice Road so access to the lands would be via Summersides Boulevard or internally from the MCC site either via Part 3, 59R-16104 (owned by the Town) or by extending Summersides Mews rear lane eastward.

The rationale for selling all of the lands is twofold: firstly this was part of the underlying business case for the development of the MCC and the donation of land for Wellspring Niagara. The Town still has more than \$30,000,000 in debt related to the foregoing transactions, and sale of these lands was meant to cover a portion of these costs (at time of writing the Town's only reserve fund to be "in the red" is the land acquisition fund, which is in a deficit of almost \$900,000). Proceeds from sale of this land can be applied towards the reserve deficit (which is a debt). Thereafter the Town would receive property tax revenue, in perpetuity, from any commercial or residential development that occurs as a result.

The second rationale for selling the lands is to avoid the 'double whammy' negative financial impact that the Town would experience if it were to retain the lands and construct additional parking. Firstly, all of the sale proceeds and future revenue streams would be foregone. Secondly, the Town has not budgeted for the costs associated with paving and thereafter maintaining a parking lot. It is extremely unrealistic to hope for any third party (upper tier government) to provide a grant for a parking lot. Most government policy calls for the provision of less parking and greater use of transit – this is the exact opposite of what most communities attempt to do. Accordingly, it is reasonable to assume that all costs associated with a new parking lot would be borne by the local taxpayer.

Another option is to retain all of the lands for expansion of the MCC parking lot to be used for additional parking at the MCC. The recently completed Parking Strategy for the Town recommended an additional 86-130 parking spaces be provided at the MCC to address current and future peak parking demands and that a further 10% reserve capacity of 35-40 parking spaces be provided which combined means an additional 120-170 parking spaces should be planned to be provided at the MCC in the future.

**THE VILLAGE OF EAST FONTHILL
COMMUNITY CENTER ARENA**

**BLOCK 4
TOWN OF PELHAM**

FINISHED FLOOR ELEVATION = 198.95

**REGIONAL ROAD 54
(HIGHWAY 404)**

SUMMERSIDE BLVD

STATION GRANULAR PAD FOR CONSTRUCTION TRAILER

NOTES:

1. ALL CONSTRUCTION SHALL BE IN ACCORDANCE WITH THE TOWN OF PELHAM ZONING BY-LAW AND THE VILLAGE OF EAST FONTHILL ZONING BY-LAW.
2. THE ARENA SHALL BE CONSTRUCTED IN ACCORDANCE WITH THE TOWN OF PELHAM ZONING BY-LAW AND THE VILLAGE OF EAST FONTHILL ZONING BY-LAW.
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PELHAM NIAGARA
THE CORPORATION OF THE TOWN OF PELHAM

THE VILLAGE OF EAST FONTHILL
BLOCK 4
TOWN OF PELHAM
SITE SERVING PLAN

The estimated cost to develop all of Part 4, 59R-16105 for an expanded parking lot is \$1,096,100 (including HST). This cost is based on a conventional asphalt pavement parking lot with conventional storm sewer collection methods. In addition, the Town would incur additional costs of between 5% and 8% for detailed design and contract administration. The estimated total project cost is

approximately \$1.2M. Development of the expanded parking area could potentially be phased to spread cost over two budget cycles.

As Council is well aware, there is strong demand amongst MCC user groups, and to a lesser extent amongst the general public, for additional parking spaces. By every objective measure, the MCC has been more successful than pre-construction predictions called for. With weekend usage rates routinely exceeding 3,000 patrons, the benefit of more parking is clear. Creating more parking would solve a problem experienced by many residents and guests who wish to enjoy the MCC and is fully supported by the Parking Report which is also presented on today's agenda. While the 2022 budget has no resources to create a parking lot, Council could direct staff to include the matter in the 2023 budget for potential approval by the next Council.

Option 3 – Sell Part of the Land and Retain Part of the Land for Parking Lot Expansion using Conventional Construction Methods

The third option is to sell part of the land and retain part of the land for an expanded parking lot at the MCC. If this option is Council's preference, it is recommended that the North portion of Part 4, 59R-16105 be retained and developed for 74 parking spaces and the south portion be sold for development purposes. In the further alternative, Council can approve other variations of how much land is to be retained for parking and how much land is to be offered for sale.

The estimated cost to develop the North portion of Part 4 is approximately \$565,000 (plus HST). This cost is based on a conventional asphalt pavement parking lot with conventional storm sewer collection methods. In addition, the Town will incur additional costs of approximately 5% - 8% for detailed design and contract administration for a total estimated cost of \$610,000.

Option 4 – Parking Lot Construction Using Low Impact Development Concepts

Staff have assessed the cost of incorporating Low Impact Development (LID) characteristics into the design and cost of any potential parking lot, including but not limited to permeable pavement specialized storm water features and potential use of botanical features to reduce runoff.

The traditional approach to dealing with stormwater has been to move it away from city streets as quickly and efficiently as possible. This results in large volumes of water entering our waterways at high velocities, carrying the pollutants picked up along the way.

LID, by contrast, deals with stormwater by mimicking natural water cycles. It increases the infiltration of stormwater into the soil, where it can be filtered and/or

absorbed by plants. LID is a lower-cost alternative to conventional grey infrastructure and provides a number of ecological, economic and social benefits. Some examples of LID practices that may be applicable to this area are as follows:

- Soakaway Pits/Infiltration Trenches

These practices promote infiltration of stormwater into the surrounding soils by excavating a pit or trench which is typically lined with a filter cloth, backfilled with coarse granular material and either fed by sheet drainage from the surrounding area or through perforated pipes conveying flows from a storm conveyance system. (See Appendix B – Low Impact Development Options).

The estimated cost of including this LID feature is \$375/m assuming it is installed between parking bays.

- Vegetated Filter Strips/Enhanced Grassed Swales

This practice provides a vegetated area for stormwater flows to be conveyed through which can provide quality benefits by removing suspended sedimentation and promote infiltration as the flows travel over the pervious area. (See Appendix B).

The estimated cost of including this LID feature is \$150 - \$300 /m.

- Bioretention/Biofilters

This LID feature functions as a filter to improve stormwater quality and also provide quantity controls by retaining flows and either promoting infiltration, given adequate soil conditions, or conveying flows through a perforated subdrain to a storm sewer conveyance system. (See Appendix B for Bioretention/Biofilter examples).

The estimated cost of including this LID feature is \$375 - \$525 /m depending on the types of plantings that are used.

- Permeable Pavement/ Porous Asphalt

Permeable pavement can be utilized to allow for stormwater flows that would typically run off from the impervious pavement area to drain through the pavement surface to the subgrade as opposed to draining to catch basins or spill ways. From the subgrade infiltration can be promoted, provided adequate soil conditions are present, or subdrain can be installed to convey flows to a storm sewer conveyance system. (See Appendix B for Permeable Pavement examples).

The estimated cost of including this LID feature results in a 20% premium over conventional asphalt pavements.

- Permeable Stone Pavers

Permeable Paving Stones act in similar fashion to permeable porous asphalt pavement by allowing infiltration of surface stormwater through the pavement structure prior to the storm runoff entering conventional stormwater conveyance systems. As a light coloured surface there are also significant heat island benefits and associated improved tree and vegetation health. (See Appendix B for Permeable Pavement examples).

The estimated cost of including this LID feature is much more expensive and results in almost a 100% premium over conventional asphalt pavement costs.

The long-term drawbacks for soakaway pits, vegetative strips and biofilters are extensive maintenance to prevent the vegetation from becoming overgrown and encroaching on the parking area. As well, garbage and debris tend to accumulate within the vegetation area which in turn increases maintenance requirements. Without proper and ongoing maintenance the soakaway pits will rapidly fill with sediment and overtime lose the ability to function properly as designed. The cost to excavate and reconstruct the soakaway pits is significant if required.

Staff recommends that if LID alternatives are implemented that permeable pavement options be considered. Below is a description and cost breakdown of permeable porous asphalt and permeable stone paver options.

Permeable Pavement /Porous Asphalt

This alternative is expected to increase the granular cost by approximately \$45,000 (due to replacing crushed granular base with a clear stone layer) and the asphalt cost by \$105,000 for a total cost premium of approximately \$150,000 or 20% of the project cost based on the entire area of Part 4. In addition, if other LID methods are considered such as infiltration trenches and vegetative strips the cost for the entire area Part 4 will increase by \$103,000 to \$412,500. The total estimated additional cost to implement permeable porous asphalt and associated LID features as described above is between \$253,000 to \$562,500. The cost to complete the entire area using permeable asphalt for the northern portion of Part 4 only (approximately 45% of the total parking area) is between \$113,850 to \$253,125. These costs and associated works is in accordance with the Low Impact Development Stormwater Management Planning and Design Guide (LID SWMPD) by the Ministry of Environment.

Due to the high cost of implementing LID pavement strategies over the entire parking area the recommendation from staff is that the permeable asphalt (LID treatment) be only placed on the parking stalls and that normal asphalt be used for the drive isles.

The estimated cost to implement porous asphalt on only the parking stalls for the entire area of Part 4 (including associated LID landscaping features) is between \$106,260 to \$238,250. Considering the North area of Part 4 only the estimated cost to implement porous asphalt on the parking stalls is between \$42,504 to \$95,300.

Permeable porous asphalt does require a significant amount of maintenance. Periodic pressure washing is recommended to ensure long-term usability of the asphalt as it must remain free-draining to prevent ice accumulation and damage to the pavement during freeze-thaw cycles. Further, it is recommended that snow clearing be performed using specialized equipment such as plastic/rubber plowing blades. Another drawback is that permeable porous asphalt is highly susceptible to damage from stationary tire rotations.

Permeable Stone Pavers

Staff investigated the option of using permeable paving stones as a substitute for the LID pavement surfaces in the parking lot expansion, however, there is a significant cost increase associated with its implementation compared to conventional paving methods and using permeable asphalt. The increase in cost over conventional paving methods is 100%.

As noted above, the estimated cost of implementing LID landscaping features to the entire area is between \$253,000 to \$562,500 and between \$113,850 to \$253,125 for the northern portion. These costs and associated works are in accordance with the Low Impact Development Stormwater Management Planning and Design Guide (LID SWMPD) by the Ministry of Environment. If implemented for the entire area of Part 4, the estimated cost of permeable stone pavers is \$1M to \$1.2M. Adding in the other LID landscaping features the total estimated cost for all of Part 4 is \$1.5M.

The estimated cost if permeable paving stones are implemented for the entire Part 4 on the parking stalls only is \$417,000. Including the other LID landscaping features the total estimated cost for this option is between \$700,000 and \$900,000.

Alternatively, if permeable stone pavers are implemented on the parking stalls only for the northern area, the estimated cost is \$178,000. Including other LID landscaping features the total estimated cost is between \$290,000 and \$425,000.

Consultant's Recommendation for LID Implementation

Based on the Consultant's review and recommendation the additional benefit from LID practices within the relatively small portion of the overall drainage area would be minimal. Most of the practices stated above would only provide benefits if infiltration into the native soils is feasible, which would require additional geotechnical investigations. In addition, the LID options will treat the stormwater flows and improve quality, however, the existing storm water management facility located at Hwy 20 and Rice Road, which ultimately receives this stormwater, has already been designed to accomplish this goal.

Because of the in-place implementation, the use of LIDs for the expanded parking lot is unlikely to have any measurable impact upon the downstream water quality or quantity and will compound and increase significantly both the initial capital construction costs, approvals timelines and ongoing operation and maintenance costs for the Town of Pelham.

Financial Considerations:

The financial plan to build the Meridian Community Centre included a total projected cost \$36,204,778 (2016 dollars). The MCC funding model included the following notable elements:

- (1) two debentures to be issued in the amount of \$21,204,758;
- (2) \$12,000,000 in land sales in East Fonthill; and
- (3) \$3,000,000 of donations to be collected over a five-year period by 2023.

Collectively, these three amounts were projected to fully fund the budget of \$36,204,778.

The actual costs of construction and chattels was \$35,597,487. The actual MCC funding results are as follows:

- (1) two debentures were issued in the amount of \$21,204,758 (exactly as predicted);
- (2) \$9,477,439 was received from the East Fonthill land sales (a shortfall);
- (3) some donations were pledged over a 25-year period, resulting in \$914,724 donations received to October 1, 2020;
- (4) interest revenue of \$90,455; and
- (5) a portion of the existing demand instalment loan of \$460,111 was applied.

One of the parcels of land (the Subject Lands of this report) that was earmarked to be sold in East Fonthill was taken off the market by Council in 2019 (recommended by Policy and Priorities Committee on January 21, 2019 and ratified by Council on February 4, 2019), as a precautionary measure given that the MCC was very successful and potentially more parking would be required.

A debenture was issued on October 1, 2020 in the amount of \$3,450,000 to cover the timing difference of the pledges being received and the parcel of land being removed from the market.

Option 1 – Sell All of the Land: The size of the land that is available for sale is 1.61 acres at a cost per acre of approximately \$800,000 which equals \$1.288 million (this number is conservative). The proceeds of this land could be transferred to the MCC reserve (the Town's land acquisition reserve is the other good option) to pay for the principal and interest on the debenture of \$3.45 million that was taken out and reduce the future impact on the tax levy. As of December 31, 2021 there were debenture payments remaining, including principal and interest, of \$3.99 million, with \$630,000 in the MCC reserve and estimated pledges remaining of \$1.31 million. The shortfall will need to be paid for by the tax levy starting in approximately 2029, for \$170,000 per year after donations. Selling the land and putting the proceeds into the reserve would delay the tax levy impact by 9 years to 2037. This debenture is scheduled to be paid off in 2040.

Option 2 – Retain All of the Land for Parking Lot Expansion. There will need to be capital dollars of approximately \$1.2 million to fund the new parking lot for 172 parking spaces. This estimate is based on providing a conventional parking lot pavement structure.

Option 3 – Sell Part of the Land and Retain Part of the Land for Parking Lot Expansion- If part of the land is sold (approximately 0.9 acres), the proceeds from the sale, which is approximately \$800,000 can be used towards the cost of the new parking lot. The parking lot that can be built on the part of land that is not sold is 74 parking spaces, for an estimated cost of \$500,000 (based on conventional parking lot pavement structure). Therefore, the land that is sold for approximately \$800,000 could be sufficient to cover the cost of the 74 parking spaces. The remaining funds of approximately \$300,000 could be transferred to the MCC Reserve to pay for future debenture payments.

Alternatives Reviewed:

The alternatives are outlined in this report.

Strategic Plan Relationship: Build Strong Communities and Cultural Assets

Meeting the parking needs of the community is important to building strong communities and establishing appropriate parking requirements for our recreational facilities ensures that patrons can access these facilities enhancing the quality of life for the residents of the Town of Pelham.

Consultation:

Director Corporate Services and Treasurer

Director of Public Works

Director of Community Planning and Development

Other Pertinent Reports/Attachments:

Appendix A – Implementation Costs and Effectiveness of Low Impact Development (LID) Practices Meridian Centre Expanded Parking Facility

Appendix B – Low Impact Development Options

Meridian Community Centre Parking, November 5, 2018

2022-0081 - Temporary Parking Solutions and Enforcement Options for the Meridian Community Centre, February 22, 2022

2022-0081 - Town of Pelham Parking Strategy Report, April 4, 2022

Prepared and Recommended by:

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Prepared and Submitted by:

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