



City of
Peterborough

To: Members of the Planning Committee

From: Malcolm Hunt, Director, Planning and Development Services

Meeting Date: November 16, 2015

Subject: PLPD15-058
Major Institutions Official Plan Policy and Zoning Update to Recognize Employment Uses

Purpose

A report to recommend modifications to the Major Institutions policies of the Official Plan and the UC (University/College) Zoning District to recognize Employment Uses.

Recommendations

That Council approve the recommendations outlined in Report PLPD15-058 dated November 16, 2015, of the Director, Planning & Development Services, as follows:

- a) That Council authorize that notice be given for a City-initiated Official Plan Amendment and Rezoning to recognize employment uses in the Major Institutions land use designation and the UC Zoning District.
- b) That the CAO be authorized to execute a Memorandum of Understanding with Trent University outlining the essential terms of a business relationship between the City and Trent University to facilitate the implementation of the Trent Research and Innovation Park.

Budget and Financial Implications

There are no Budget and Financial implications with the adoption of the recommendation of this report. Future capital budgets will likely reflect substantial expenditures of the City to develop suitable lands for employment purposes.

Background

The Major Institutions designation of the City's Official Plan recognizes the academic campuses of Fleming College and Trent University as well as the health campus of the Peterborough Regional Health Centre. While the traditional view has been to regard such regional-scale uses as institutional facilities, in contemporary planning language they are major nodes of **Employment**. Under Provincial Policy the city is required to grow its population and employment levels in order to achieve the targets of the "Places to Grow" plan.

Recent estimates of employment levels at the 3 institutions in Peterborough are as follows:

Fleming College:	700
Trent University:	1,500
Peterborough Regional Health Centre:	2,000

For the last 25 years many universities across Canada have also made strategic investments in on-campus centres of research and development as a further extension of the employment function campuses already provide. When research activities become an extension of the strengths of the institution's academic specialities the research entity and the University develop a synergistic relationship that produces opportunities greater than the sum of each part. For example, the University of Waterloo is a national academic leader supporting the broader tech sector. The David Johnston Research and Technology Park on the University campus, designed as a centre for Canada's top technology talent, will accommodate 1.6 million square feet of research and development space in 14 buildings on 120-acres (49 hectares). When completed, the park will house 9,000 knowledge workers, creating new technology jobs and generating billions of dollars in economic impact.

For many years Trent University has contemplated the establishment of a research park as an extension of the Trent Campus. The Endowment Lands Plan (2006) identified an 85 acre tract of the campus east of the original DNA buildings on the north side of Pioneer Road as the preferred location for an Innovation/Research and Development campus. The Trent Lands Plan (2013) confirmed this strategic direction and the preferred location.

The Major Institutions policies of the Official Plan do not reflect the bigger vision that higher centres of learning can also be major centres of employment. To clear the way, from a land use policy perspective, for research and development activities and related manufacturing to co-exist with Trent University and Fleming College on campus lands, a refresh of the Major Institutions policies of the Official Plan is required. The proposed Official Plan amendment is considered an interim step. It is quite likely that the comprehensive Official Plan Review currently underway will replace the traditional Major Institutions designation with an Employment Lands designation and that University/College will become a subset of Employment Lands just as Industrial and Regional Health will become subsets. This holistic view is best positioned as part of the comprehensive Official Plan update. Until the review is complete the interim step is recommended so that there is no policy complication with a quick start on a research and development initiative.

For similar reasons it is recommended that the City initiate a modest amendment to the standard zoning regulations of the UC (University/College) zoning district to harmonize the UC District with the policy flexibility recommended by the proposed Official Plan amendment.

The Proposed Amendment

The text of the proposed Official Plan amendment is reflected in Exhibit A.

The key distinctions of the proposed policy are as follows:

- The Major Institution designation connects the land use designation to the health of the local economy and to the needs of residents of the city and the surrounding region.
- When the Major Institution designation is applied to Trent University and Fleming College it recognizes that the **predominant** use of land is post-secondary educational institutions including academic and administrative facilities but it also recognizes that the lands may be used for;
 - a) **Residential uses**, where they are intended to provide accommodation for persons associated with academic and research uses. This opens the possibility for additional on-campus living that supports employment including live-work opportunities.

- b) **Cultural and Recreational** uses that support the Major Institution as well as the general public. This simply reflects the long-standing practice of Fleming and Trent to partner with the City on the provision of sport and cultural facilities for the betterment of the institution and the general public.
- c) **Research and development facilities**, such as the proposed Trent Research and Innovation Park.
- d) **Manufacturing and employment uses** that are related to a research and development facility or are compatible with the intent of this designation.
- e) **Complimentary** uses, such as convenience retail, small scale office, service commercial, financial and personal service uses provided those uses primarily serve the needs of those persons associated with the Major Institution.

What Is Prompting a Sense of Urgency?

For the past year the City and University have engaged in a number of conversations to move the “idea” of a research park to implementation. We have talked to real investment prospects who desire to be co-located with Trent University in order to take full advantage of the scientific expertise already at the university. The university also looks to the entrepreneurial and investment community to commercialize the research expertise of the university as only entrepreneurial leaders can.

It’s a concept whose time has finally come.

The Trent Research and Innovation Park has been contemplated for the past 10-15 years in concept form. An idea in Trent University’s Master Plan and a future aspiration in the City’s economic development portfolio, a unique set of circumstances are positioning the idea to launch.

In a nutshell the Trent Research and Innovation Park has the potential to capitalize on and commercialize the academic strengths of Trent University. It has the potential to connect the brightest minds at Trent with career opportunities that flow from the University’s positions of strength. The Research and Innovation Park has the potential to continue the transformation of the region’s economy. For the City of Peterborough it is a partial answer to the City’s serviced employment land shortfall.

The implementation of the Trent Research and Innovation Park will necessitate a partnership between Trent University and the City of Peterborough. It is recommended

that the CAO be authorized to execute a Memorandum of Understanding with Trent which captures the essential terms of that business relationship.

The proposed amendments to the City's Official Plan and Zoning by-law are a first step to forward progress. At the Planning Committee staff will provide an update on the work undertaken to date to move the concept from idea to implementation.

Submitted by,

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Attachments:

Exhibit A – Existing and Proposed Official Plan Policies
Exhibit B – Proposed Zoning Amendment

Exhibit A - PLPD15-058

Existing Official Plan Policy

4.7 MAJOR INSTITUTIONS

4.7.1 The Major Institution designation on Schedule “A” means that the predominant use of the land is for the development of Trent University, Sir Sandford Fleming College, Peterborough Civic Hospital and St. Joseph’s General Hospital. This does not preclude the establishment of new major institutions or separate colleges and facilities.

Proposed Official Plan Policy

4.7 MAJOR INSTITUTIONS

The Major Institution designation recognizes the importance of regional health and academic services to the local economy and to the needs of residents of the city and the surrounding region.

4.7.1 The Major Institution designation on Schedule “A” means that the predominant use of the land is for the development of Trent University, Fleming College, and Peterborough Regional Health Centre. This does not preclude the establishment of new major institutions or separate colleges and facilities.

4.7.2 The Major Institution designation covering Trent University and Fleming College recognizes that the predominant use of land is post-secondary educational institutions including academic and administrative facilities. The lands may also be used for the following uses:

- a) Residential uses, where they are intended to provide accommodation for persons associated with academic and research uses; and,
- b) Cultural and Recreational uses that support the Major Institution as well as the general public.
- c) Research and development facilities, such as the proposed Trent Research and Innovation Park;
- d) Manufacturing and employment uses that are related to a research and development facility or are compatible with the intent of this designation;

4.7.3 Complimentary uses, such as convenience retail, small scale office, service commercial, financial and personal service uses may also be permitted provided those uses primarily serve the needs of those persons associated with the Major Institution.

Exhibit B - Report PLPD15-058

SECTION 23

UNIVERSITY AND COLLEGE DISTRICT (UC)

PERMITTED USES

23.1 No person shall within any UC District use any land or erect, alter or use any building or part thereof for any purpose other than;

- (a) a university
- (b) a college
- (c) a university or college residence
- (d) an adult retraining centre
- (e) dwelling unit associated with or required to support a permitted use
- (f) a commercial use associated with or required to support a permitted use, including:
 - i) a bank, financial institution or loan company
 - ii) a drug store
 - iii) a personal service use
 - iv) a convenience retail store
 - v) a restaurant
- (g) a library
- (h) an arena, skating or curling rink
- (i) a recreation centre, including outdoor recreational facilities
- (j) an employment use, including:
 - i) a research and development laboratory
 - ii) an engineering or technical service establishment
 - iii) an industrial office
 - iv) a contained assembly, processing or manufacturing plant excluding a plant used for specific industrial use
 - v) a publishing and printing establishment
- (k) a utility service installation

REGULATIONS

23.2 No person shall within any UC District use any land or erect, alter or use any building or part thereof except in accordance with the following regulations;

Type	Requirement
a) minimum lot width	30 metres
b) minimum lot depth	30 metres
c) minimum building setback - side lot line or rear lot line for uses permitted under Section 23.1(j) - Abutting a residential district - Abutting a non-residential district side lot line or rear lot line for all other permitted uses	9m or 4.3m/storey, which ever is the greater 3 metres or the height of the building, which ever is the greater 3 metres or the height of the building, which ever is the greater
d) maximum building coverage	40%
e) maximum lot coverage by open parking areas, driveways and vehicle movement areas	25%
f) the following regulations shall apply to the commercial purposes in section 23.1(f):	

<p>i) maximum floor area per commercial purpose</p> <p>ii) no curb service, drive-in service, take-out service or pick-up service shall be permitted if such service comprises the primary activity of the establishment</p> <p>iii) any such purpose shall be located only in a building on a lot having a minimum area of 4 hectares</p>	140 square metres
<p>g) the following regulations shall apply to a university or college residence or a dwelling unit to service a permitted use:</p> <p>i) any room used by students for sleeping accommodation shall have a minimum floor area of</p> <p>ii) bachelor dwelling unit</p> <p>iii) minimum floor area per dwelling unit other than i), ii)</p>	<p>6.9 square metres</p> <p>37 square metres</p> <p>55 square metres plus 14 square metres for each habitable room in excess of 4</p>
h) landscaped open space of a minimum width of 3 metres shall be provided and maintained along all lot lines provided that such open space may be interrupted by driveways	
j) planting strips shall be provided and maintained along a lot line abutting an R.1,R.2,R.3 or R.4 District if a building, parking space, driveway or loading space is located within 15 metres of such district	
k) Parking for uses listed in 23.1 g) through j) shall be provided in accordance with Section 4, based on the use or purpose, in addition to the parking otherwise required for University or College	
l) Outside Storage shall be permitted in accordance with an approved Site Plan	
23.3 UC District is hereby designated as an university and college district.	