



City of  
**Peterborough**

---

**To: Members of the Planning Committee**

**From: Jeffrey Humble, Director, Planning and Development Services**

**Meeting Date: July 17, 2017**

**Subject: PLPD17-032**  
**Master Plan – Trent Research and Innovation Park**

---

## **Purpose**

A report to recommend the adoption of the Master Plan for the Trent Research and Innovation Park.

## **Recommendations**

That Council approve the recommendations outlined in Report PLPD17-032 dated July 17, 2017, of the Director, Planning & Development Services, as follows:

- a) That the Master Plan for the Trent Research and Innovation Park, dated April 2017 and attached to Report PLPD17-032 as Exhibit A , be adopted as the framework for the physical development of the Trent Research and Innovation Park;
- b) That the Master Plan be regarded as a dynamic document where adjustments can be made by the City to account for changing market conditions, investment requirements, and the introduction of new information that promotes a more responsive development;
- c) That the conclusions of Trent's Indigenous Consultation process, sponsored by the City of Peterborough, be included as an addendum to the Master Plan where the conclusions have specific relevance to the Trent Research and Innovation Park site; and

- d) That section 3(a) of By-law 11-081, being a by-law delegating site plan approval authority, be amended to include the Trent Research and Innovation Park as a planned industrial park similar to Major Bennett Industrial Park and Peterborough Industrial Park where site plan approval is delegated to the Director of Planning and Development Services.

## **Budget and Financial Implications**

There is no direct budget or financial implication arising out of the adoption of these recommendations.

A Staff Report will be presented to Council in the 3<sup>rd</sup> Quarter to specifically address the key principles of the Head Lease between Trent and the City, the business plan for the Research Park, and the management model that will be used to give broad oversight to marketing, the tenant approval process and general development issues.

The budget implications over time will be the cost of building roads and municipal services within the research park, however; the City's capital costs will be recovered from ground lease payments. Once the City's capital costs are recovered the University will receive the full ground lease payments.

Development within the Research Park will be subject to the City's Development Charge By-law with the acknowledgement that much of the anticipated development will currently fall under the DC exemption for many industrial uses.

On an ongoing basis the roads and common elements, not under a ground lease, will be maintained by the City and supported by municipal taxes generated from development within the Research Park. The roads will be dedicated as public streets and operated as such.

The City will make no Head Lease payment to the University. Rather, the City and University will share ground lease revenues generated from tenants.

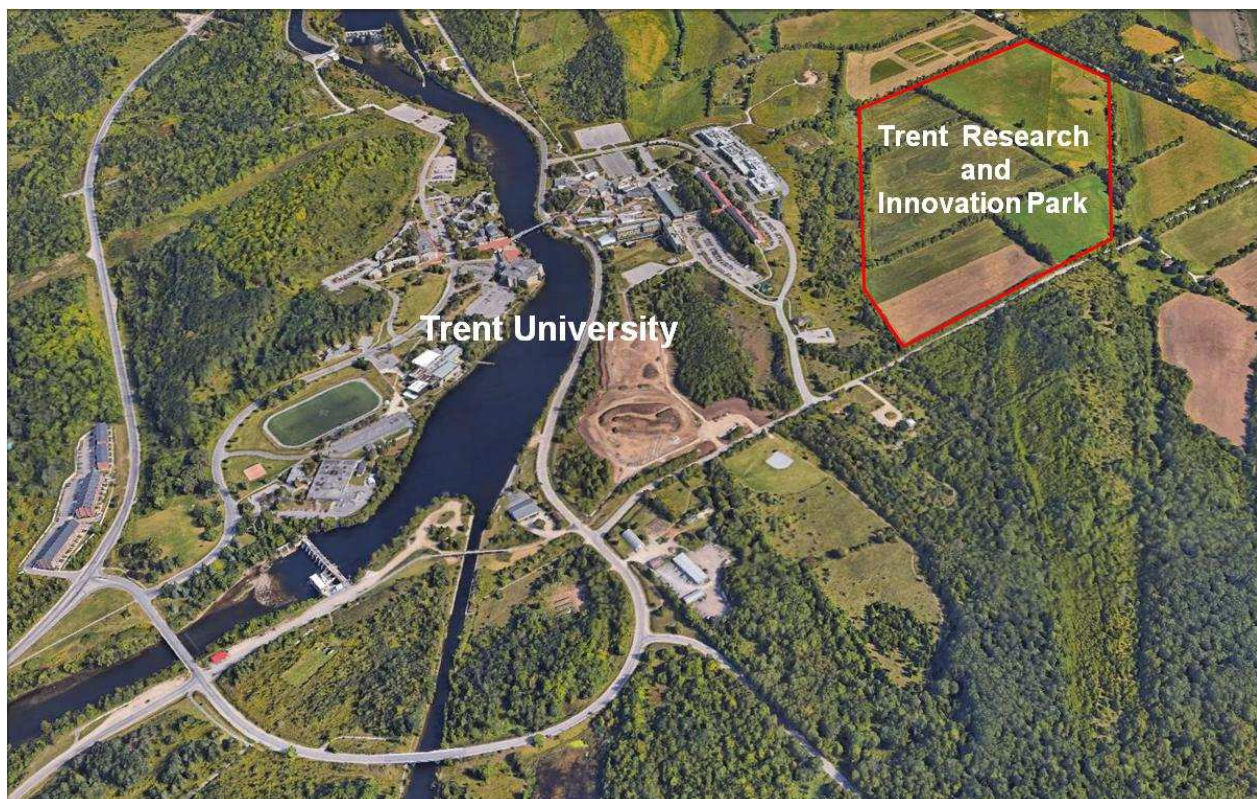
Finally, the Master Plan does set the bar high for road design, public circulation/open space and storm water management within the Research Park. This may result in higher initial capital costs and modified operational practices by the City. However, the capital costs are fully recoverable and many of the new approaches to design and operations are expected to become standard operating procedures as urban development sensibilities evolve.

## Background

During the past two decades, several Canadian universities have made strategic investments in on-campus, or close-to-campus centres of research and development. When research activities become an extension of the strengths of the institution's academic specialties, the research entity and the university develop a synergistic relationship that produces opportunities greater than the sum of each part.

In 1994, the City of Peterborough and the Greater Peterborough Chamber of Commerce completed a Pre-Feasibility Study for the Kawartha Environmental Research Park, a forerunner to the current project, but not necessarily associated with Trent University. While the study at that time did not find that a purpose-built project was warranted, for a number of market and financial reasons, it started a conversation in the community that has not gone away.

For over a decade, Trent University has contemplated the establishment of a research park, as an extension of the Trent Campus. The Endowment Lands Plan of 2006 identified 85 acres, 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 of 2013 confirmed this strategic direction and the preferred location. See map below.



In the fall 2015 the City and Trent University entered into a partnership that will ultimately lead to the establishment of the Trent Research and Innovation Park. To give effect to the partnership, the University and City entered in a Memorandum of Understanding, dated November 24, 2015, to capture the essential terms of that business relationship.

- a. Trent University will retain ownership of the land, excluding any public streets that may be integral to the Research Park;
- b. Trent University will enter into a long-term head-lease with the City for the 85 acre Research Park;
- c. The City will bear responsibility for the planning of the Research Park and the development of roads and services throughout all phases of the Research Park and rough grade building sites for prospective tenants;
- d. The development of the Research Park will proceed by way of a Draft Plan of Subdivision, led by the City. As the City is also a consent-granting authority, individual building lots will be established as user requirements are known;
- e. The City will offer long-term ground leases to tenants who will construct and own buildings within the Research Park;
- f. Ground lease revenues from investors in TRIP will recover the capital debt incurred by the City over time to service the Park and provide a revenue stream to Trent University, well beyond the retirement of the capital debt incurred by the City; and
- g. Municipal taxes from development will provide financial support to manage the common elements.

The Trent Research and Innovation Park (TRIP) 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 and to allow those professionals to call Peterborough "home". TRIP has the potential to continue the transformation of the region's economy. For the City, it is a partial answer to the City's serviced employment land shortfall.

TRIP has been contemplated in concept form for many years. An idea in Trent University's Master Plan and a future aspiration in the City's economic development portfolio TRIP is now ready to launch.

The vision for TRIP is simple:

**The Trent Research and Innovation Park will be Canada's premier Green Technology research and innovation site, hosting a cluster of small to medium sized companies and start-up enterprises.**

To fulfill the responsibility for the planning of the Research Park the City has elected to prepare a Master Plan to guide the planning and development of TRIP over time. Following a competitive procurement process Brook McIlroy, in association with DM Wills, were retained to complete a Master Plan for the Research Park, prepare and file a Draft Plan of Subdivision with the supporting documentation, and complete the detailed engineering design for the first phase of construction. The development of the Master Plan was guided by a multidisciplinary team of City and Trent officials. On June 16, 2017 the Master Plan was unanimously endorsed by Trent University's Board of Governors.

The Master Plan presents an overall planning vision for the 85 acres and the principles that will guide decision-making. A Master Plan is a fluid document because the environment is in constant change. Market conditions may ultimately influence the required lot sizes and lot sizes may negate the need for certain streets currently envisioned by the Master Plan. The mix of uses that find a place within the Research Park may accelerate the constructions of certain roads to support goods movement or public transit. The principles articulated in the Master Plan, however, will assist subsequent planning and development decisions to stay true to the founding principles.

Much has been done over the past 3 years to support the development of the Trent Research and Innovation Park, including:

An Engineering Feasibility Study was undertaken in early 2015 to understand the cost of providing municipal services to the Research Park site. On the basis of that study successive capital budgets of the City secured funding for the rebuilding of Pioneer Road and the extension of municipal services. The work is currently under construction and will be substantially complete in 2017.

In the winter of 2015/16, the City modernized its Official Plan policies and Zoning By-law regulations for the Trent campus to move the concept of a Research Park to implementation.

In the spring of 2016 the University, City and Peterborough and Kawartha's Economic Development retained Stiletto Business Solutions & Strategies to complete a Business Case and Five Year Strategic Plan for TRIP.

In the summer of 2016 the City commenced the "North End – Trent University Area Transportation and Wastewater Management Class EA" to understand the broad implications of north end growth, including the Trent Research and Innovation Park.

## Master Plan Highlights

A graphic representation of the Master Plan at a glance is depicted on Exhibit A whereas the full Master Plan is found as Exhibit B.

The Master Plan is founded on **6 Design Principles** as follows:

### 1. Integrated with the Campus

The Research Park will be integrated with Trent University physically, visually and socially. The Plan identifies an Integration Zone representing a 5 minute walk from the East Bank DNA buildings that will be reserved for businesses requiring the highest degree of interaction with the campus. The plan also depicts 2 road and 3 pedestrian connections directly to campus. From a massing perspective the buildings within the research park will be allowed to exhibit the scale of development already represented at Trent.

### 2. Innovative Community Culture

A Research Park differs from traditional centres of employment by encouraging innovation between companies through collaboration. The Research Park needs to intentionally plan for social interaction in all seasons between the tenants of the Research Park. This is achieved in part by wisely placing like-minded tenants in proximity, and including amenities such as public open space and food services along paths of travel.

### 3. Sustainable Design

TRIP aspires to be a leader in sustainable design and therefore the Master Plan sets the bar high in many areas in order to “walk the talk”. The Plan encourages a LEED Silver target for private investment, innovative energy solutions, and Low Impact Development standards for storm water management on private and public lands. The Master Plan accepts that some businesses may wish to sponsor on-site demonstration projects in lieu of achieving certain LEED targets where those projects advance the science and practices in sustainability.

### 4. Landscape-Led

The pre-development landscape of the TRIP site is a field community marked with gently rolling terrain and a network of agricultural hedgerows. To the greatest extent possible the development of the Research Park will adapt to the landscape

to respect the existing topography and established vegetation. The hedgerows will define a network of public corridors.

## **5. Flexible**

The Research Park lot fabric must be flexible to accommodate a range of uses and size of enterprise. The lot pattern should be pre-determined only by the streets with individual lots being created in direct response to user requirements. The Research Park needs to anticipate that some sites will be used for large-scale manufacturing/processing uses with the need for effective goods movement. Some sites will be required for multi-tenant buildings, while other sites may serve as incubator spaces for emerging businesses.

## **6. Well Connected**

The Plan has been developed to ensure efficient access for public transit from the initial phases, the inclusion of well defined network of trail and pedestrian connections linking all parts of the Research Park, and the promotion of a pedestrian priority with truck access restricted to the main through street and private driveways. Each street within the Research Park has a unique cross section to achieve the planned function.

The Master Plan also provides design guidelines for:

- Public Spaces and Natural Features
- Storm Water Design
- Street and Trail Design
- Individual Lot Design
- Circulation, Parking and Servicing
- Building Design, Height and Massing
- Plant Species Selection

The adoption of a Master Plan is not a statutory planning process governed by the Planning Act. Rather, the City has elected to complete the Master Plan to establish the basis for the design of a Draft Plan of Subdivision and a phased approach to construction.

## **Indigenous Consultation**

Early in the Research Park development process, the City asked Trent University to establish the format desired to fulfill the City's "duty to consult" with Indigenous communities. The University has elected to undertake an Indigenous Consultation process for all of its holdings given that much is happening at Trent and a campus wide process will be more efficient for all concerned. The City has provided the Indigenous Consultation Working Group with an honorarium to facilitate this process on the understanding that the conclusion satisfies our duty to consult. The City has invited the Working Group to look at the physical opportunities within the limits of the Trent Research and Innovation Park for Place-Making.

This month, a four-person delegation from Trent University has been visiting local First Nations – Curve Lake, Hiawatha, Alderville, Scugog Island, Tyendinaga, Metis – Peterborough and District Wapiti Metis Council and Urban aboriginal – Peterborough Friendship Centre to have land consultation conversations with community staff and, where applicable, Chief and Council. Secondary meetings are proposed for August 2017.

Trent's Indigenous Consultation program for the Research Park is scheduled to conclude with a symposium in September, 2017. A final Indigenous Consultation report will be prepared to synthesize consultation meeting notes, discussion points, symposium findings and will result in a protocol to be accessed for future City-University land development projects. The Working Group intends to deliver the report to the governing bodies of Trent University and the City of Peterborough in October, 2017.

Recommendation C is the City's commitment to include, as an addendum to the Master Plan, any findings of the Working Group's Indigenous Consultation report that have a direct bearing on the TRIP site.

## **Site Plan Control**

The degree of advanced planning for the Research Park represented by the Master Plan would suggest that this site meets the intent of a planned industrial park under the City's Site Plan Control By-law. The By-law identifies certain classes of development exempt from site plan approval or where approval is delegated to the Director of Planning and Development Services. Therefore Recommendation d) seeks to position the Trent Research and Innovation Park like Major Bennett Industrial Park and Peterborough Industrial Park where the approval of Site Plans is delegated to the Director of Planning and Development Services.

## Summary

The Trent Research and Innovation Park requires 3 ingredients for success:

- A university culture which aspires to commercialize its academic and research strengths.
- A business entity that is driven to innovate and has an affinity to the university.
- A community that has the political and public will to move idea to action.

Council's adoption of the Master Plan is another step to move the idea to action.

Submitted by,

Jeffrey Humble, MCIP, RPP  
Director, Planning and Development Services

### **Contact Names:**

Ken Hetherington  
Manager, Planning Division  
Phone: 705-742-7777, Ext. 1781  
Toll Free: 1-855-738-3755  
Fax: 705-742-5218  
E-mail: [khetherington@peterborough.ca](mailto:khetherington@peterborough.ca)

Brad Appleby  
Planner, Subdivision Control and Special Projects  
Phone: 705-742-7777, Extension 1886  
Toll Free: 1-855-738-3755  
Fax: 705-742-5218  
E-mail: [bappleby@peterborough.ca](mailto:bappleby@peterborough.ca)

### **Attachments:**

Exhibit A – Master Plan Poster  
Exhibit B – Master Plan: Trent Research and Innovation Park