



City of  
Peterborough

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**TO: Members of the Planning Committee**

**FROM: Ken Hetherington, Manager, Planning Division**

**MEETING DATE: May 22, 2012**

**SUBJECT: Report PLPD12-029**  
**554 Reid Street and Part of 293 London Street**

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## PURPOSE

A report to evaluate the planning merits of amending the Zoning By-Law for the properties known as 554 Reid Street and Part of 293 London Street from the UC – University and College District to the PS.2 – 269 – ‘H’ – Public Service District, to permit the use of the property for a hospice.

## RECOMMENDATIONS

That Council approve the recommendations outlined in Report PLPD12-029 dated May 22, 2012, of the Manager, Planning Division, as follows:

- a) That Section 1 Definitions of the City’s Comprehensive Zoning By-Law #97-123 be amended to add the following in accordance with the draft amendment, attached as Exhibit ‘C’ to Report PLPD12-029:

*“**Hospice** means a building or part thereof used to provide a combination of active and compassionate programs intended to provide support and enhance the comfort, dignity and quality of life of individuals and their families who are living with or dying from advanced illness or are bereaved.”*

- b) That Section 3.9 Exceptions of the City’s Comprehensive Zoning By-Law #97-123 be amended in accordance with the draft amendment, attached as Exhibit ‘C’ to Report PLPD12-029 as follows:

- i. in addition to the permitted uses under the PS.2 Zoning District, to permit use of the subject lands for a Hospice.
  - ii. to permit a setback of 0.8m from Reid Street to recognize the location of the existing building.
  - iii. to permit a setback of 3m from the southerly lot line to facilitate the proposed addition, including a one storey building with a roof top garden and limited enclosed space.
- c) That Section 4.2(D)9) of the City's Comprehensive Zoning By-Law #97-123 be amended in accordance with the draft amendment, attached as Exhibit 'C' to Report PLPD12-029 to include 'hospice' to the 'hospital' parking requirements.
- d) That the zoning of the subject property, be amended from the UC – University and College District to the PS.2 – 269 – 'H' – Public Service District in accordance with the draft amendment attached as Exhibit 'C' to Report PLPD12-029.
- e) That the 'H' Holding Symbol be removed subject to Site Plan Approval being granted for the subject property.
- f) That the Board of Hospice Peterborough be encouraged to consider heritage designation of Langton House under the Ontario Heritage Act.

## **BUDGET AND FINANCIAL IMPLICATIONS**

There are no direct budget or financial implications arising from the approval of this application.

## **RATIONALE**

Approval of this Zoning By-Law Amendment is based upon the following:

The subject property is designated 'Residential' on Schedule 'A' – Land Use. The 'Residential' policies of the Official Plan contemplate housing and other land uses that are integral to a residential environment, including public and institutional uses and special care facilities. The proposed amendment will facilitate development that is consistent with these other land uses contemplated by the Residential policies of the City's Official Plan.

The application demonstrates the ability of the site to maintain the character of the area with the conversion and reuse of the existing building, together with a future addition and the introduction of on-site parking and landscaping.

## BACKGROUND

The subject application was originally received on February 10, 2012, deemed to be complete as of February 29, 2012 and was processed in accordance with department procedures. The Planning Act allows applicants to appeal Zoning By-Law Amendment Applications after the expiry of 120 days of the application being deemed complete. The applicant is in a position to file an appeal to the Ontario Municipal Board any time after June 28, 2012 if Council has not made a decision.

The subject property is approximately 0.37 ha. (0.9 ac.) in size, located at the southeast corner of Reid Street and London Street, and supports an existing building known as Langton House.

The applicant intends to use a portion of the existing building on the property for a hospice for serious illness, bereavement, caregiving and public education, together with administrative offices. A future addition to the existing building is proposed to support a residential hospice consisting of ten (10) bedsitting rooms, resulting in a potential total building floor area of approximately 1600 m<sup>2</sup> (17,223 ft<sup>2</sup>). The redevelopment of the site, including the introduction of parking, is intended to occur in stages.

The lands are currently owned by Peterborough Housing Corporation (PHC).

The application further proposes to permit a reduced setback from Reid Street of 0.8m to reflect the location of the existing building (including the porch) in relation to the street line along Reid Street. The owner will be required to convey a 3m wide road widening along the Reid Street frontage, together with a required daylighting triangle at the intersection of London Street and Reid Street, to the City. The applicant proposes to remove two additions to the front of the building that are in poor shape. This will also facilitate the conveyance of the land for a daylighting triangle.

A proposed 3m setback along the southerly side lot line will facilitate the future construction of an addition to the existing building. The proposed addition is intended to be a single storey addition with a roof top garden and limited enclosed space (100 m<sup>2</sup>) to facilitate an elevator access to the garden.

The applicant hosted a neighbourhood meeting at the Bradburn House (adjacent property) on Monday, April 2, 2012 to introduce the project to the neighbours. One neighbour attended the meeting and expressed his support to the proposed project.

The application is supported by a Concept Site Plan, prepared by Gregg Gordon Architect, illustrating the ability of the site to support the proposed addition and parking requirements of the site, together with landscaping. A Preliminary Site Servicing Review, prepared by D.M.Wills Associates Limited has also been submitted to summarize the site servicing and stormwater management approach, based on the

Concept Site Plan prepared by Gregg Gordon Architect, to ensure adequate servicing for the site.

## ANALYSIS

### a) Official Plan

The lands are currently designated “Residential” on Schedule ‘A’ – Land Use of the City of Peterborough Official Plan. The proposed use of the lands for a hospice is considered a special care facility and consistent with the types of uses customarily considered as public service uses. The policies of the Residential designation contemplate uses that are “complementary to, or serve, the basic residential uses”, including public and institutional uses, parks and recreation areas, churches and special care facilities.

The subject lands have most recently been used to support Trent University programs as an institutional type of use. The conversion of the use from the university use to the use as a hospice is in keeping with both the Official Plan policies and with the compatibility of the former use within the neighbourhood. The introduction of additional parking will also assist to reduce negative impact on street parking within the area.

### b) Zoning By-law

The subject property is currently zoned UC – University and College District, restricting the use of the lands for university, college, adult retraining and uses integral thereto, including residence uses. The conversion of the use of the lands from Trent University to Hospice Peterborough requires an amendment to the Zoning and permitted uses.

The Official Plan policies support alternative uses within the Residential Designation, including the proposed hospice use, however, the Zoning By-Law does not currently define or list a hospice as a permitted use in any existing zoning district. As such, Planning Staff recommend the addition of ‘hospice’ as a permitted use on the subject lands (by way of Exception 269); and the introduction of a definition of the use into the Definitions Section 1 of the Comprehensive Zoning By-Law as follows:

***“Hospice means a building or part thereof used to provide a combination of active and compassionate programs intended to provide support and enhance the comfort, dignity and quality of life of individuals and their families who are living with or dying from advanced illness or are bereaved.”***

In addition, Planning Staff recommend the introduction of parking requirements for a hospice use, consistent with the parking requirements for a hospital at a ratio of 1 space per bed plus 0.5 spaces per staff for this Area 2 location.

The proposed concept illustrates the ability of the site to comply with all PS.2 - Public Service District 2 Zoning requirements, save and except the minimum setback from Reid Street for the existing building (porch); and potentially from the southerly side lot line. The amendment proposes to address these deficiencies as part of the Exception 269 assigned to the zoning of the lands.

**c) Site Development**

Access to the subject lands is proposed by way of a driveway connection to London Street. The property will be severed from the lands to the east, owned by Peterborough Housing Corporation and the applicant has indicated that cross easements will facilitate access to each parking area. The development of the subject lands is intended to occur in phases. The applicant has illustrated how parking can be achieved in the future, to facilitate the conversion of the existing building, together with a future addition. The applicant will be required to address the immediate parking requirements and layout for the initial use as a condition of the removal of an “H” – Holding Symbol, subject to Site Plan Approval. This will address parking layout, driveway connections and stormwater management on an interim basis, to be revised at such time as the future addition is constructed.

The Board of Hospice Peterborough is encouraged to consider the designation of the property under the Ontario Heritage Act to reflect its intention to ensure the preservation of the character and historic value of the building. A letter, dated May 10, 2012 has been received from Linda Sunderland, Executive Director of Hospice Peterborough (attached as Exhibit D to Report PLPD12-029) confirming their intent to respect the heritage attributes of the building where possible and maintain many of the historical elements.

## **RESPONSE TO NOTICE**

**a) Significant Agency Responses:**

Agency circulation was issued on March 12, 2012.

The City's Utility Services Department indicated no objection to the rezoning request subject to confirmation of downstream servicing capacity for the proposed use, that a 'H' Holding Symbol be included to require that the applicant enter into a Site Plan Agreement and cash in lieu of parkland where required.

Further comments have been provided to the applicant for consideration at time of Site Plan Approval, including a requirement for a 3m wide road widening along the Reid Street frontage of the property and a 5m by 8m daylighting triangle at the corner of Reid and London Streets, all to be conveyed to the City as part of a future Planning Application. Full details related to stormwater management will also be required at the Site Plan Approval stage.

Peterborough Utilities Services has no objection to the application, and note that the developer will be required to ensure the adequacy of the water and electrical servicing to the site to facilitate the proposed uses, noting that expansion would require developer fees.

The City's Heritage Resources Coordinator notes that the building on the subject property, known as Langton House is a Category 'A' heritage building. The Community Services Department recommends that the building be designated by Council under the Ontario Heritage Act as part of the proposed rezoning. A Heritage Designation Brief was prepared for the Dumble-Langton House in February, 2008. The Brief describes the Dumble-Langton House as having *"excellent cultural heritage value as a private residence and through its connection to Trent University. It is also an excellent example of Gothic Revival residential architecture."* The heritage attributes of the building apply to all elevations and the roof including all facades, entrances, windows, chimneys, and trim, together with construction materials and their related building techniques and landscape features.

It is understood by Planning Staff that the applicants (Hospice Peterborough) have chosen the subject property as a potential location, based on a large extent on the character of the building. Hospice Peterborough have expressed their desire to preserve that character and compliment it with a future addition. There is a practical concern, however, with the necessary work and expense in the requested designation of the building as a condition of zoning. The applicant is concerned about the necessity of hiring an architect to represent its interests prior to the finalization of the zoning process and the potential to limit the ability of the property to support an addition to accommodate the hospice bed in a proposed addition in future.

In this regard, it is recommended that Council encourage Hospice Peterborough to give favourable consideration to the designation of the Langton House but not to require designation as a condition of zoning.

No further agency has expressed any significant concerns or requests with respect to the proposed rezoning of the subject property.

**b) Summary of Public Responses:**

Notice of Complete Application was issued on March 13, 2012 by newspaper advertisement (Peterborough Examiner) and Notice of Public Meeting was issued by direct mail and by newspaper advertisement (Peterborough Examiner) on April 23, 2012. The notice complies with the requirements of the Planning Act.

No written comments have been received as of April 27, 2012.

Submitted by,

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Ken Hetherington,  
Manager, Planning Division

Prepared by,

Concurred with,

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Caroline Kimble,  
Land Use Planner

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Malcolm Hunt, Director  
Planning and Development Services

Contact Name:

Caroline Kimble  
Planner, Land Use  
Planning & Development Services  
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Fax – 705-742-5218  
E-Mail – [ckimble@peterborough.ca](mailto:ckimble@peterborough.ca)

Attachments:

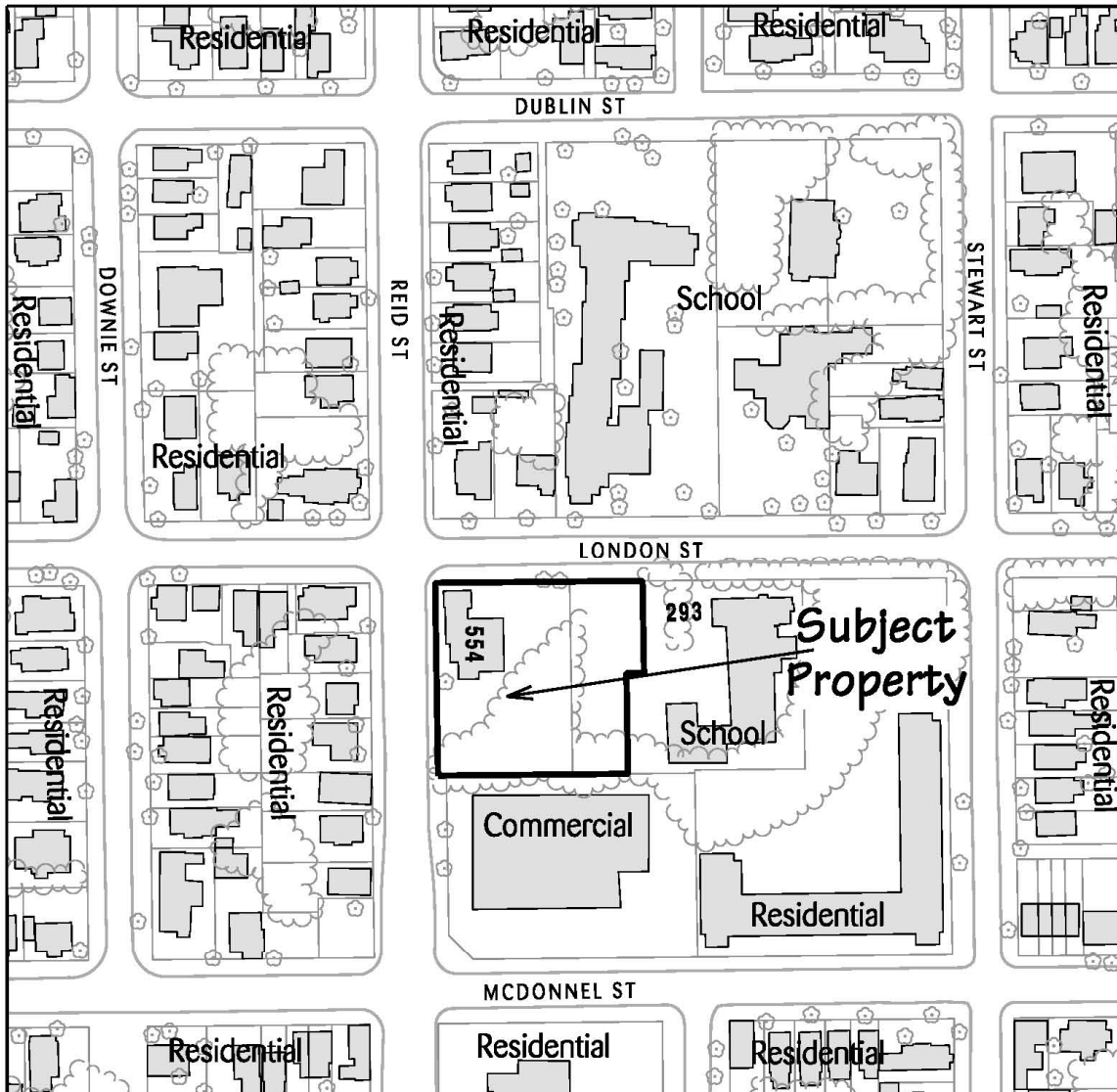
Exhibit A - Land Use Map  
Exhibit B - Concept Plan  
Exhibit C –Draft Zoning By-law  
Exhibit D – Letter from Hospice Peterborough, dated May 10, 2012

# Land Use Map

Exhibit 'A'  
Page 1 of 1

File # z1204

Property Location: 554 Reid St & part of 293 London St



The City of Peterborough Planning Division

The "City of Peterborough," its employees, or agents, do not undertake to guarantee the validity of the contents of this digital or hardcopy mapfile, and will not be liable for any claims for damages or loss arising from their application or interpretation, by any party. It is not intended to replace a survey or to be used for legal description.

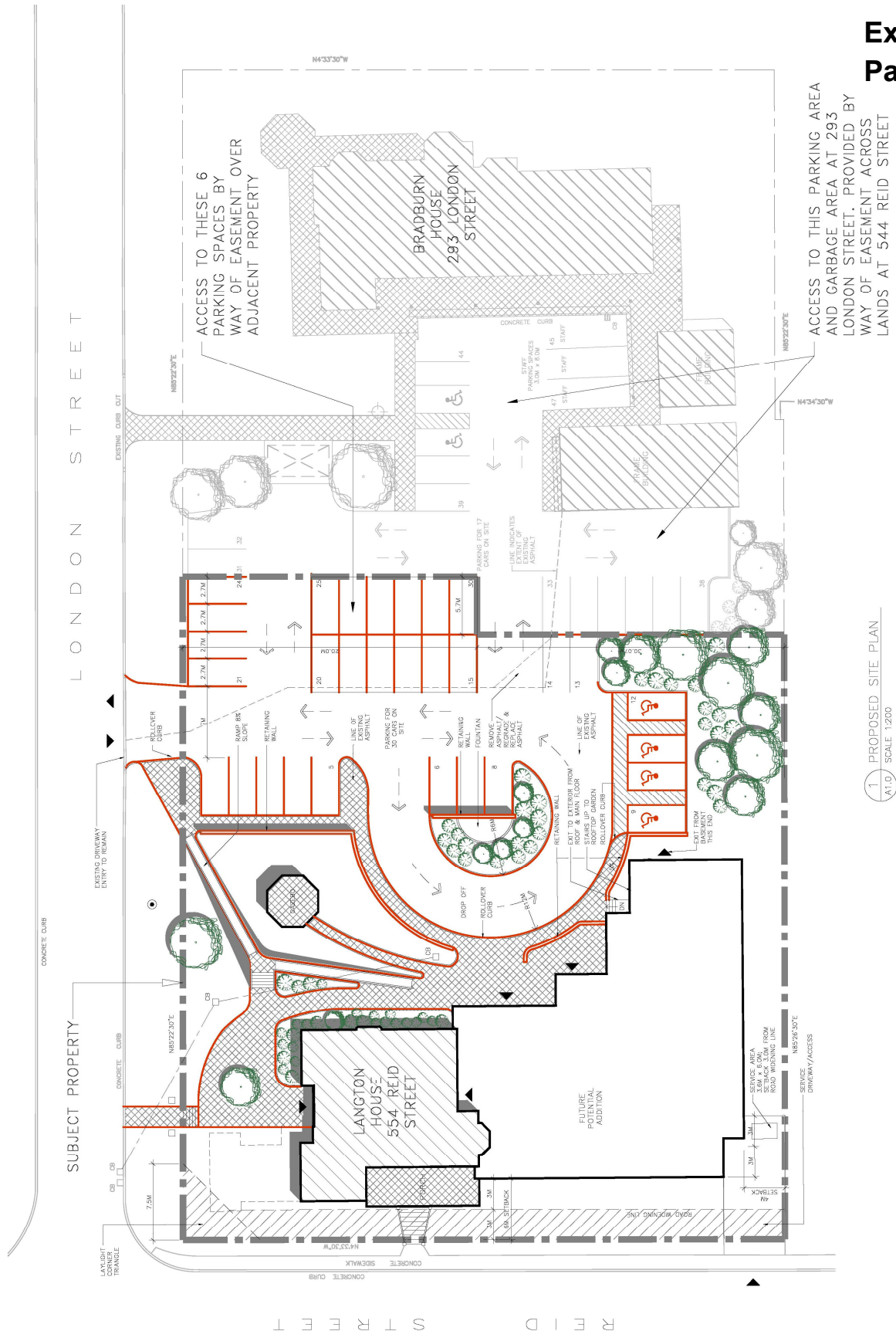


Date - March 2012

Dwg. by - CBerry

METRES  
10 5 0 10 20 30 40

**Exhibit 'B'**  
**Page 1 of 1**



THE CORPORATION OF THE CITY OF PETERBOROUGH

**Exhibit 'C'**

**Page 1 of 2**

**BY-LAW NUMBER 12- \_\_\_\_\_**

**BEING A BY-LAW TO AMEND THE ZONING FOR  
554 REID STREET AND PART OF 293 LONDON STREET**

THE CORPORATION OF THE CITY OF PETERBOROUGH BY THE COUNCIL  
THEREOF HEREBY ENACTS AS FOLLOWS:

1. That Section 1 Definitions, of By-Law #97-123 be amended to add the following:

*“Hospice means a building or part thereof used to provide a combination of active and compassionate programs and accommodation intended to provide support and enhance the comfort, dignity and quality of life of individuals and their families who are living with or dying from advanced illness or are bereaved.”*

2. That Section 3.9 Exceptions, of By-Law #97-123 be amended to add the following:

“269. i. in addition to the permitted uses under the PS.2 Zoning District, a Hospice is a permitted use.  
ii. a setback of 0.8m from Reid Street is permitted to recognize the location of the existing building.  
iii. a setback of 3m from the southerly lot line is permitted.”

3. That Section 4.2(D)9) of By-Law #97-123 be amended to include ‘hospice’ to the ‘hospital’ parking requirements.

4. That Map 12A forming part of Schedule “A” to By-law 97-123 is amended by changing the area shown on the sketch attached hereto as Schedule “A” from **UC to PS.2 – 269 – ‘H’**.

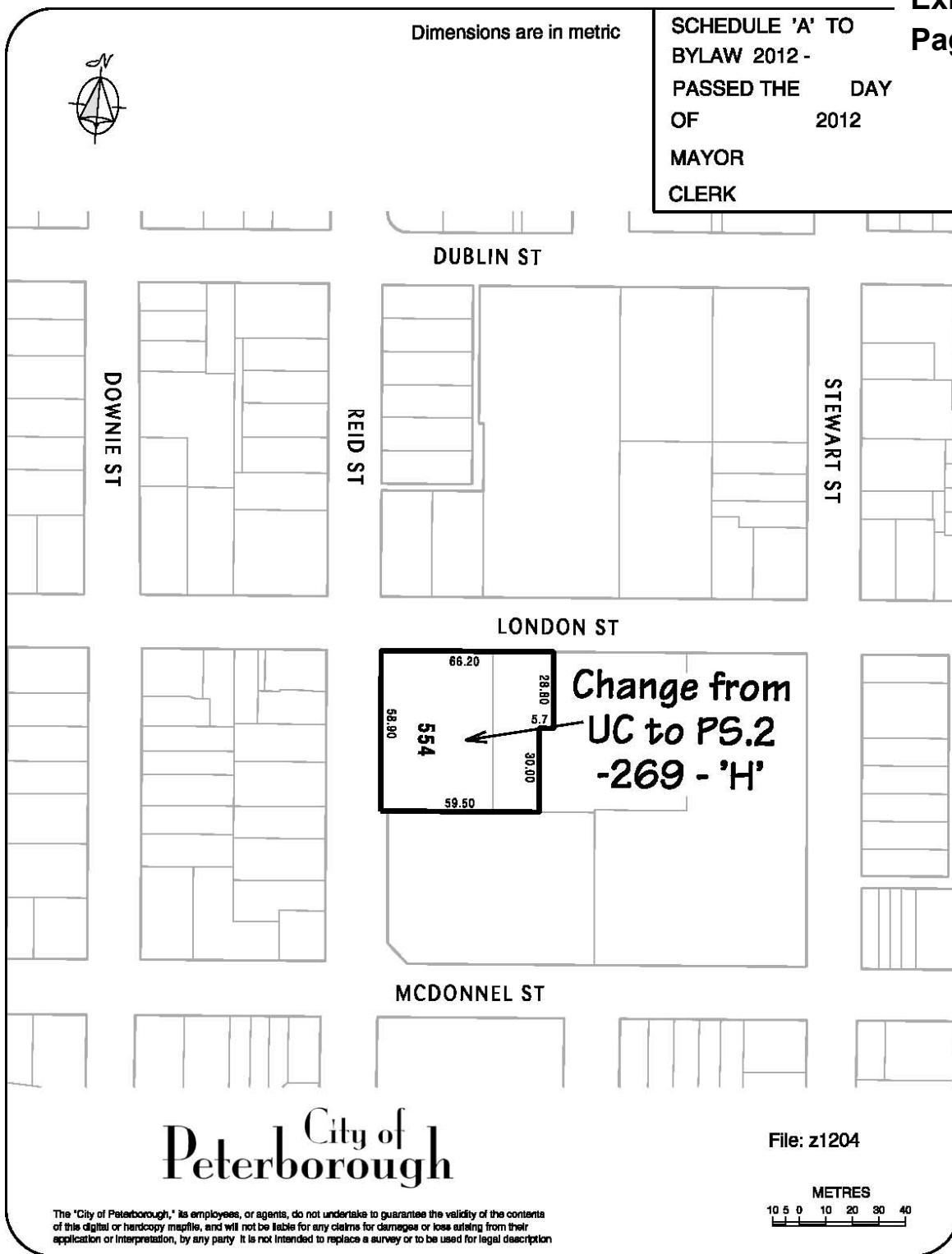
5. That the ‘H’ Holding Symbol be removed subject to Site Plan Approval being granted for the subject property.

By-law read a first, second and third time this \_\_\_\_\_ day of \_\_\_\_\_, 2012.

\_\_\_\_\_  
Daryl Bennett, Mayor

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John Kennedy, City Clerk

**Exhibit 'C'**  
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## Hospice Peterborough

439 Rubidge Street, Peterborough, ON K9H 4E4  
Tel: (705) 742-4042 Fax: (705) 742-0064 [www.hospicepeterborough.org](http://www.hospicepeterborough.org)

**Exhibit 'D'**  
**Page 1 of 1**

Sent via email

City of Peterborough  
Planning Department  
500 George St. N.,  
Peterborough, ON,  
K9H-3R9.

May 10, 2012

Attention Malcolm Hunt

Further to our meetings and discussions with respect to the purchase and redevelopment of Langton House by Hospice Peterborough, we wish to confirm that our intent is to renovate the existing building to meet our current and future programming and administrative needs. Eventually, we hope to construct an addition to the existing structure to accommodate a residential hospice, consisting of 10 bedsitting rooms and nursing care. We would respectfully approach this project and do our very best to preserve the unique features that drew us to this property, keeping in mind that the building must be functional for our clients' and families' needs and the renovations and ongoing operation of the building must be economically feasible for Hospice. It is our intention to maintain where practical the heritage attributes of the building while bringing it into this millennium and making it a functional space for generations to come. In our view, having a respectful owner of the building and a viable use is the best way of preserving the building for the community and the future.

Excellent examples of this can be found with our current facility, which we renovated in 2001, and with the redevelopment of Bradburn House by Peterborough Housing Corporation. We believe that both of these renovations were able to restore the functionality of the buildings while maintaining many of the beautiful historical elements. Hospice Peterborough would approach the redevelopment of Langton House in a similar manner.

We would be happy to discuss this further with you at your convenience.

Sincerely,

Linda Sunderland  
Executive Director

*Supporting you through serious illness and grief*