



City of  
**Peterborough**

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**To:** Members of the General Committee

**From:** Blair Nelson, Commissioner, Infrastructure, Planning and Growth Management

**Meeting Date:** March 10, 2025

**Report:** Zoning By-law Amendment for 2248 Old Norwood Road, Report IPGPL25-010

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## **Subject**

A report to evaluate the merits of amending the Zoning By-law for 2248 Old Norwood Road to permit one Additional Residential Unit, in a detached accessory building, on private well and septic services.

## **Recommendations**

That Council approve the recommendations outlined in Report IPGPL25-010, dated March 10, 2025, of the Commissioner of Infrastructure, Planning and Growth Management as follows:

- a) That section 3.4.12 Alternative Regulations – Maximum Height (Accessory Building) be amended to add regulation (g), specifying a maximum height of 6.7 metres, in accordance with the Draft Zoning By-law Amendment attached as Appendix D to Report IPGPL25-010; and
- b) That the subject property be rezoned from R1 OSM to SP.31, 12g – Residential District, in accordance with the Draft Zoning By-law Amendment attached as Appendix D to Report IPGPL25-009.

## **Executive Summary**

- The subject property currently supports a single unit dwelling serviced by a private well and private septic system. This large property was annexed from

Otonabee South Monaghan Township in 2008 and has retained the Township zoning that was applicable at the time of annexation.

- Along Old Norwood Road, the lands are not serviced by sanitary or stormwater sewers. Stormwater is conveyed via open ditches in the right-of-way. Municipal water is available however, the subject property is not connected to municipal water at this time.
- In recent years, provincial and local municipal land use policies, through Official Plans and Zoning By-laws, have been amended to significantly expand opportunities for Additional Residential Units (ARUs). The subject property falls within the City's Official plan which permits ARUs subject to certain criteria, however, at this time the applicable Township Zoning By-law has not been amended to conform to the new Official Plan.
- The applicant is proposing to construct an Additional Residential Unit (ARU) in a new detached accessory building at the rear of the property. To facilitate the development, the applicant has applied to amend the Zoning By-law of the property to an SP.31 – residential district to allow the continuation of the property to exist as a single unit dwelling, to permit an increased height for the proposed accessory building and to allow the new accessory building to contain an ARU service by a private well and septic system.
- The proposed amendment is consistent with the Provincial Planning Statement and conforms to the City's Official Plan.

## Background

The subject property is located on the north side of Old Norwood Road, west of Television Road, and East of Ashburnham Drive. The property forms part of lands that were annexed by the City of Peterborough from Otonabee South Monaghan Township in 2008. These lands were subject to an annexation agreement which stipulated the Township zoning by-law in effect at the time of annexation, would remain in effect until such time that: a comprehensive City Zoning By-law Amendment would be initiated to bring the lands into an appropriate City zoning district; or, the lands are rezoned through site-specific application to amend the Zoning By-law. The property is 2.85 acres in size and currently is the location of a large two storey century home and barn on private services.

The present zoning of the subject property is R.1 in the former Otonabee Township's Zoning By-law 12-1979, which allows residential use of unserviced lots. Due to the age of the Zoning By-law and it having not been changed or otherwise amended since the lands were annexed, there is no consideration of the ARU potential that has become enshrined in recent legislative and provincial policy direction. As such, an amendment

into an appropriate City of Peterborough Zoning District is necessary prior to being permitted to establish an ARU on site.

It is the intent of the property owner to construct a new detached accessory building and to establish an Additional Residential Unit (ARU) within the building. The concept plan illustrates the new building would be located at the northeast corner of the property.

The general timeline and milestones related to this proposal are as follows:

- A pre-consultation meeting occurred between the property owner and City Staff agencies and departments on October 10, 2024.
- Staff issued a record of pre-consultation on October 11, 2024.
- An initial application was received on December 23, 2024 followed by payment on January 13, 2024. Subsequent modifications to the planning justification supporting the application was received on January 21, 2025 and the application was deemed complete on the same day. This application was supported by the following documents:
  - Planning Justification Report, prepared by D.M. Wills Associates Limited, dated December 2024.
  - Memo to Amend a Zoning By-law Amendment Application, prepared by D.M. Wills Associates limited, Dated January 21, 2024.
  - Conceptual Site Plan, prepared by Ted Ellis.
  - Conceptual Elevation Drawings, prepared by MW Drafting & Design Inc dated December 19, 2024.

The current concept plan is attached as Appendix B.

## **Analysis**

### **City of Peterborough Housing Pledge**

On November 27, 2023, Council pledged to support the construction of 4,700 new homes by 2031 as requested by the Minister on June 16, 2023. Provincially, municipal housing pledges are a key tool for ensuring the construction of 1.5 million new homes by 2031 to address an ongoing housing supply and affordability crisis. This development will facilitate the immediate construction of one ARU and is an example of the type of development needed for the City to meet its housing target.

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## Provincial Planning Statement, 2024 (PPS)

Any decision on the proposed Zoning By-law Amendment must be consistent with the PPS which came into effect on October 20, 2024. The PPS provides general direction to municipalities with respect to addressing matters of provincial interest in land use planning.

Section 2.2 of the PPS requires municipalities to provide an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs. This includes:

- **Permitting and facilitating residential intensification:** Section 2.3.1.3 directs municipalities to support the development of new housing options within previously developed areas, including redevelopment, which results in a net increase in residential units. The proposed amendment aligns with this directive by introducing an ARU within an existing property.
- **Promoting efficient land use and density:** Section 2.2 also emphasizes promoting housing densities that efficiently use land, resources, infrastructure, and public service facilities while supporting active transportation.

Section 3.6.2 of the PPS indicates that the preferred form of servicing for settlement areas is municipal sewage services and municipal water services to support protection of the environment and minimize potential risks to human health and safety. However, Section 3.6.4 of the PPS allows for private servicing options, provided that conditions are suitable for the long-term provision of such services with no negative impacts. The subject property is a large rural property that has relied upon private services since its inception. The property has sufficient area and separation distance from surrounding uses to support the required system upgrades or installation that would be required as part of a building permit.

The subject property is situated outside of areas prone to flooding and other natural hazards, ensuring compliance with related PPS policies.

Section 4.6.2 of the PPS notes that development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless the significant archeological resources have been conserved. The subject property did not have any evidence of having archeological potential in consideration of the Archaeological Model that is utilized by the City.

The proposed Zoning By-law Amendment is consistent with the policy directives of the Provincial Planning Statement, 2024.

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## Official Plan

The subject property is designated Neighbourhoods on Schedule 'A' – Urban Structure; Residential on Schedule 'B' – Land Use. Old Norwood Road is identified as a low capacity collector on Schedule 'D' – Road Network Plan.

The City's Official Plan provides guidance as it pertains to land use planning to the year 2051. Sections 3.3.3g and 3.3.7c of the Official Plan indicates that residential intensification in neighbourhoods (as depicted on Schedule A of the Official Plan) will occur through minor redevelopment and infill, and the establishment of Additional Residential Units and garden suites. The proposed Zoning By-law Amendment will recognize the existing use of the property as a single unit dwelling on private services – allowing this lot to be eligible for up to two ARUs.

Section 3.3.7d. of the Official Plan indicates that new residential development on partial or private services is expected to be limited to minor infilling and minor rounding out of existing development where there are no urban services available or expected, provided that the site conditions are suitable for the long-term provision of such services with no negative impacts. The proposed Zoning By-law amendment will bring the subject property into an appropriate City of Peterborough Zoning District, being SP.31, which is utilized in instances of existing single unit dwelling that utilize private servicing. This proposed Zoning by-law amendment is viewed as a minor rounding out of existing development where an urban service is not available or expected. It is anticipated that in the lifetime of the Official Plan that should the subject property redevelop to a more urban form, it would be at that time that connection to full municipal services would be required.

Section 4.2.2(n) outlines specific policies for Additional Residential Units, indicating the circumstances in which they can occur, including the necessity for them to develop with municipal water and wastewater services unless permission is granted otherwise in the Zoning By-law. Section 6.1.2(h) indicates that limited infilling in areas lacking one or more municipal services, provided the general intent and purpose of the Official Plan is maintained and that the site conditions are suitable for the long term provision of such services with no negative impacts, is permitted. The subject property is unique in its size and it is expected that in the fullness of time a redevelopment of the property as a whole would occur and at that time would support a more urban development. In the time being, there is flexibility enshrined in the residential and servicing policies of the Official Plan that will allow the continuation of the residential use of the property on private services and that infilling through the allowance of ARUs is appropriate.

The proposed amendment, which seeks to amend the Zoning By-law to an appropriate City of Peterborough zoning district, will allow an ARU to establish on an existing privately serviced residential lot. The Official Plan provides for scenarios where infilling and rounding out of residential uses in instances where full municipal services do not exist, and as such, the proposed conforms with the policy direction of the Official Plan.

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## Zoning By-law

The current Zoning of R.1 in the Otonabee Township Zoning By-law 12-1979 recognizes the property as a “single family dwelling house” and does not require municipal services. The proposed amendment will shift the subject property into a comparable City of Peterborough Zoning By-law zone that permits dwelling units on private services – SP.31. The existing development at the subject property meets all the minimum requirements of the SP.31 Zoning District. This zone was specifically written to accommodate instances where private services can continue, by having regulation 59.2(h) “Section 6.4 shall not apply to prevent the erection or use of a single unit dwelling on a lot in an SP.31 District notwithstanding that water distribution and wastewater collection facilities are not available to such lot.” The applicant proposes to establish a detached ARU on the site in accordance with Section 6.18 and 6.33.3 of the Zoning By-law.

The applicant is seeking a modification to the maximum building height for the new structure that will support the ARU – seeking an increase in building height from 4.3 metres to 6.7 metres. The applicant’s planning consultant has provided supporting rationale for the additional height request – citing the scale of the property and existing structures on site (example, two storey century home, driveshed), the taller ARU configuration will be in scale with the property and existing buildings and will remain subordinate to the principal dwelling. It is proposed that a new alternative regulation for Maximum Accessory Building height “12 g” be added in Section 3.4 to the Zoning By-law to accommodate for a maximum building height of 6.7 metres.

Section 6.33.3 of the Zoning By-law provides specific regulations to satisfy prior to the issuance of a Building Permit for an ARU. Of note for this property, is that Section 6.33.3(d)(ii) of the Zoning By-law allows an alternative acceptable to the Peterborough Fire Services and Building Services be utilized, when the distance between a fire hydrant and the location of the principal entrance to the proposed ARU exceeds 90 metres. The applicant proposes that the installation of sprinklers within the building, along with the use of the existing cistern be implemented. The details pertaining to the design, layout and installation of an appropriate system will be finalized at the building permit stage.

The alternative regulation for the height of the proposed residential accessory building, as described by the proposed amendment, is included in the draft Zoning By-law Amendment attached hereto as Exhibit C.

## Strategic Plan

Strategic Pillar: Growth & Economic Development

Strategic Priority: Plan for mid-density and high-density mixed-use neighbourhoods to make the most efficient use of land and municipal services and provide affordable options for residents.

The proposed amendment would introduce an ARU to the subject property and would result in the efficient use of the existing dwelling and property.

## Engagement and Consultation

### Summary of Agency Responses

Agency circulation was issued on January 27, 2025. At the time of the preparation of the staff report no comments of concern were received. Comments with respect to construction that would form part of the Building Permit application and meeting applicable law have been provided to the applicant for their designer's consideration as they work towards preparing permit application.

The Asset Management and Capital Planning Division has noted that Cash In Lieu of parkland is recommended where required, and they also request that a 3.96 metre road widening across the frontage of the property be conveyed to the City. Planning staff note that per the Planning Act (Section 42.1.3), ARUs are exempt from parkland requirements and that requiring a dedication as a condition of approval is only facilitated in Sections 41 (Site Plan Approval) and 51 (Subdivision Control) and is not facilitated via an application under Section 34 (Zoning By-law Amendment) of the Planning Act.

The Otonabee Region Conservation Authority (ORCA) reviewed the application and have noted that the proposal is consistent with Section 5 of the PPS, the proposal will not create new or aggravate existing natural hazards, permits from ORCA are not required prior to the issuance of a building permit and the proposal is not subject to the review by a risk management official and a Restricted Land Use Notice is not required.

The Chief Fire Prevention Officer noted that the principal entrance to the ARU exceeds the 90 metres from the fire hydrant via a travelled pathway. A sprinkler system is one option for meeting the alternative requirements outlined in subsection 6.33.3(d)(ii) of the Zoning By-law and will be addressed through the building permit.

The City's Planning Ecologist reviewed the file and have noted that they are of the opinion that an EIS is not required to support the application. They note that it is the applicant's responsibility to satisfy applicable federal and provincial regulations prior to the commencement of work (Migratory Bird Convention Act and Endangered Species Act regulations). Buildings and trees support nesting habitat and movement corridors, and both birds and nests are protected by the federal Migratory Bird Convention Act

regulation. Avoiding the commencement of work/site preparation during the bird breeding season from April 1 to August 31 complies with this regulation. If active construction is already underway during this window, it is anticipated that wildlife will avoid the area.

The Urban Forest Program Manager reviewed the application and indicated that the City of Peterborough regulates the injury and destruction of trees in accordance with the 21-074 Tree Removal By-law. Prior to the injury or destruction of any trees the Applicant must submit an Arborist Report to the Urban Forest Program and obtain a permit.

Peterborough Utilities Group Service Corp has reviewed the application and noted that Water service sizing is the responsibility of the owner, Development and/or Frontage Charges applicable.

Kawartha Pineridge District School Board (KPRDSB) reviewed the application and did not have any concerns or issues related to their mandate.

The Public Works Operations Manager reviewed the application and had no comments.

Peterborough Public Health reviewed the application and indicated they had no comments.

The Peterborough Police Service reviewed the application and they have no concerns.

### **Summary of Public Responses**

In accordance with **Planning Act** requirements, a Notice of Public Meeting was published in the Peterborough Examiner on February 10, 2025 and was mailed to property owners within 120 metres of the site on February 10, 2025. At the time of the preparation of this report, no written or verbal public comments have been received in response to the Notice.

Due to the provincial direction and priority on the provision of ARUs as of right throughout the Province and the enabling policies of same contained within the City's Official Plan, the applicant opted to follow the minimum requirements set out in the Planning Act for notification of the Public Meeting.

### **Budget and Financial Implications**

There are no direct budget or financial implications arising from the approval of this application. Additional Residential Units are exempt from paying Development Charges per the **Development Charges Act**.

Intensified residential development may increase the assessed value of the property and in turn could also increase the City's tax revenue. This supports the City's financial sustainability and makes more efficient use of the existing services. The value of any



increase in tax revenue is ultimately determined by the assessed value of the property which will be calculated by the Municipal Property Assessment Corporation (MPAC) once a building permit has been issued.

## Conclusion

The applicant seeks to amend the Zoning By-law to facilitate the development an ARU on the property. The recommended Zoning By-law Amendment is consistent with the Provincial Planning Statement, conforms to the City of Peterborough's Official Plan, and supports the City's Strategic Plan objectives. Furthermore, it contributes to the City's housing pledge to deliver at least 4,700 new dwellings by 2031, enhancing local housing options.

## Attachments

Appendix A: Land Use Map  
Appendix B: Proposed Preliminary Concept Plan  
Appendix C: Proposed Preliminary Building Elevations  
Appendix D: Draft Zoning By-law Amendment

Submitted by,

Blair Nelson, P. Eng.  
Commissioner, Infrastructure, Planning and Growth Management

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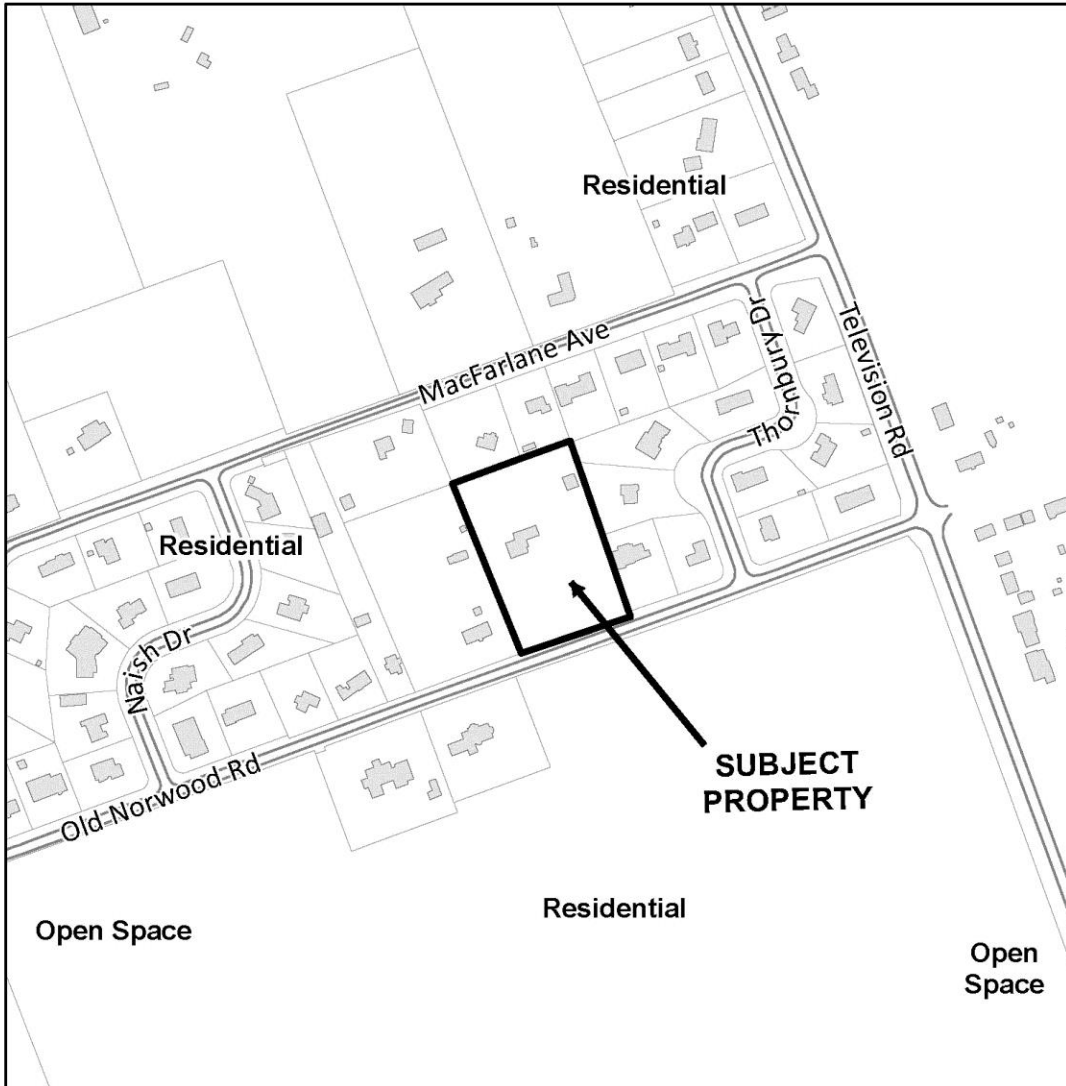
Appendix A – Land Use Map

# Land Use Map

File: Z2413

Property Location: 2248 Old Norwood Rd

EXHIBIT	
SHEET	OF



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 damage or loss arising from their application or interpretation, by any party. It is not intended to replace a survey or to be used for a legal description.



Date: January 14, 2025  
Map by: AReveler  
0 15 30 60 90 120 150 Metres

Appendix B – Proposed Preliminary Concept Plan

2248 Old Norwood Road Peterborough - Site Plan for ARU

Roll #: 070005196000000 Ward: Ashburnham Ward 4

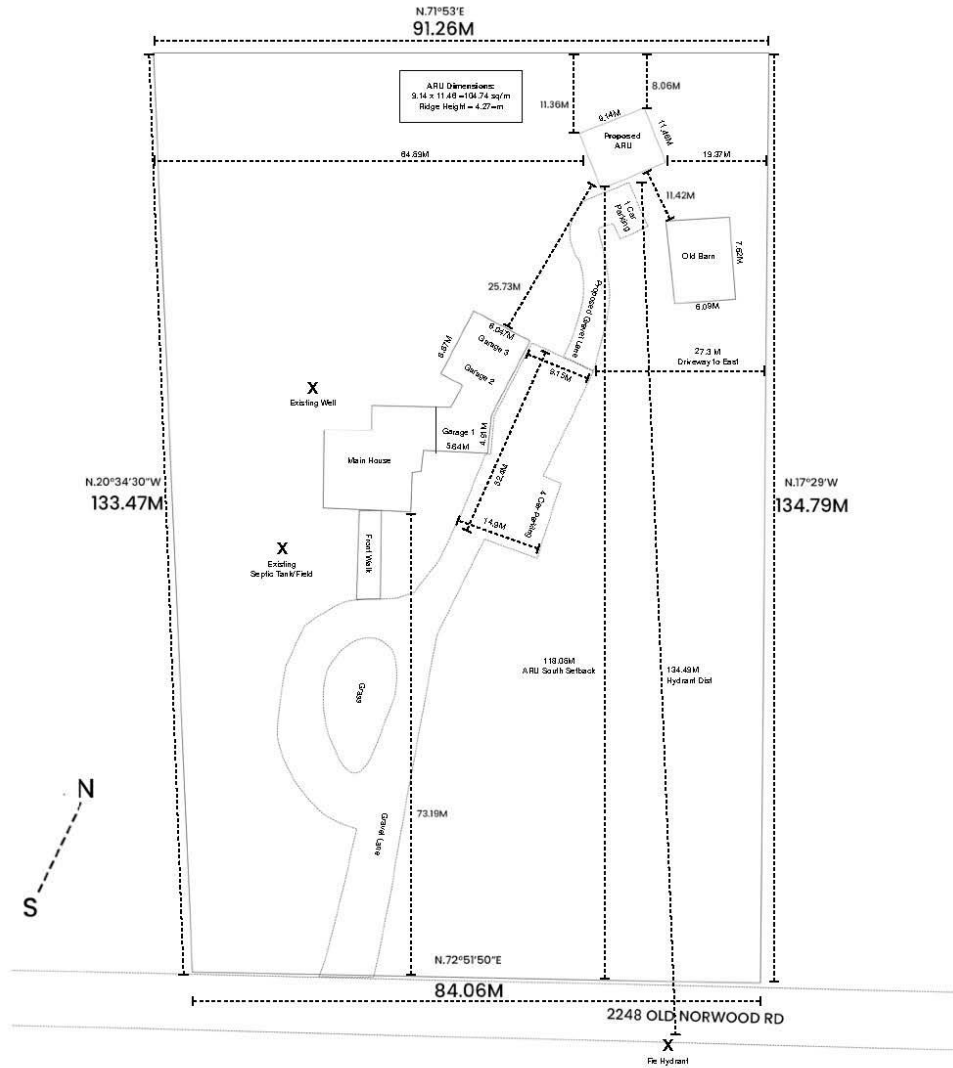
COVERAGE	
<b>MAIN HOUSE:</b>	
Footprint Coverage:	162.71 sq m
<b>GARAGE 1&amp;2:</b>	
Footprint Coverage:	99.09 sq m
<b>OLD BARN:</b>	
Footprint Coverage:	48.41 sq m
<b>TOTAL EXISTING:</b>	<b>309.20 sq m</b>
<b>TOTAL PROPERTY:</b>	<b>11,763 sq m</b>
<b>TOTAL COVERAGE:</b>	<b>2.62%</b>
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<b>PROPOSED ARU:</b>	
New Footprint Coverage:	164.74 sq m
<b>PROPOSED COVERAGE:</b>	<b>1.40%</b>
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Footprint Coverage of Proposed Concept 2025	

Main Building	
Date of Construction:	1978
<b>MAIN FLOOR</b>	
Area:	582.72 sq m
<b>2ND FLOOR</b>	
Area:	200.5 sq m
<b>DISCONNECT (Below Crawl)</b>	
Area:	52.92 sq m
Footprint Area of Crawl:	271.21 sq m
Height:	19.8 m
Depth:	54.85 m
Width:	18.5 m
Volume:	53.89 m <sup>3</sup>
Depth:	73.19 m

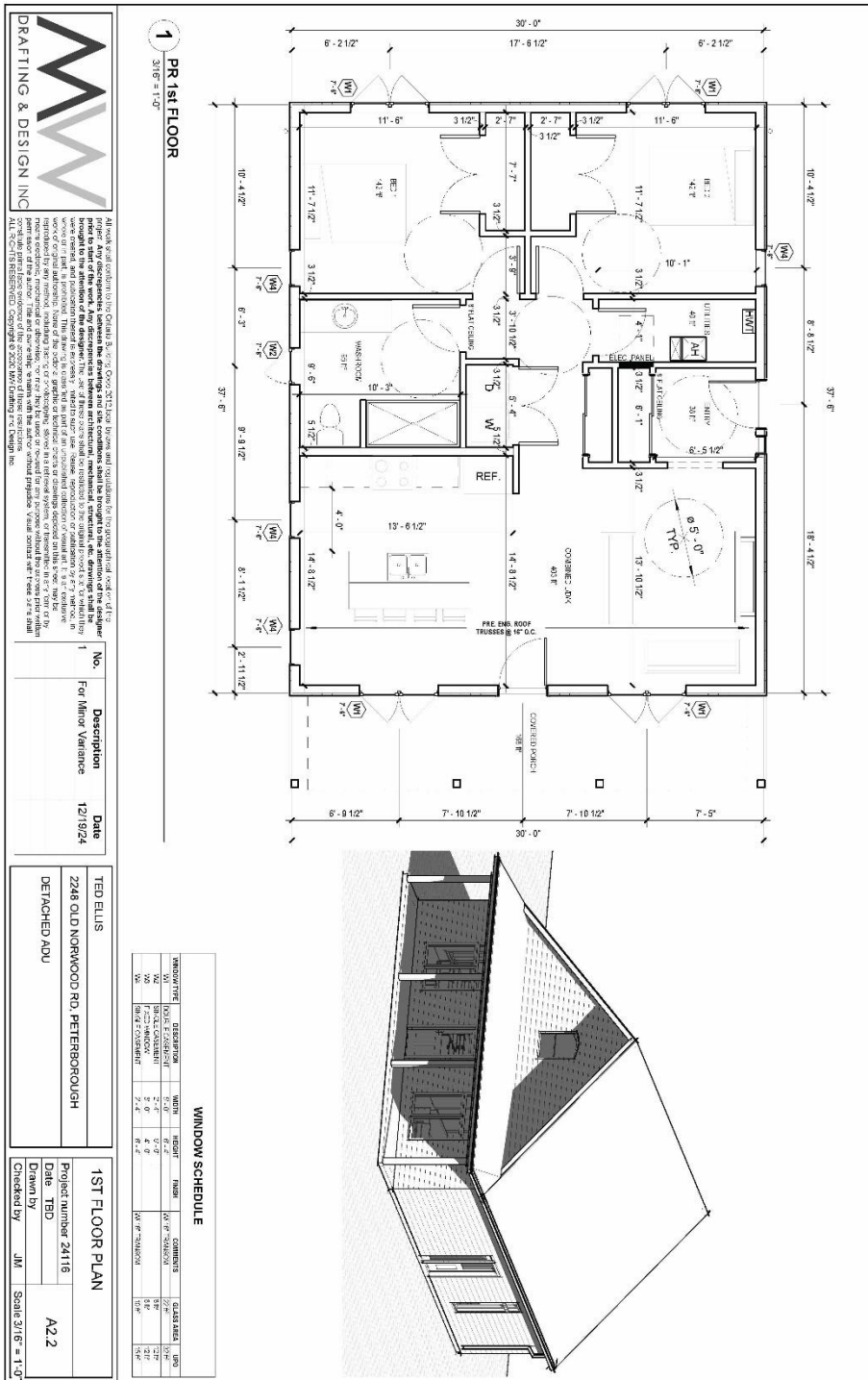
Existing Garage:	
Height:	4.07 m
Date of Construction:	2018?
Depth:	38.7 m
Width:	40.28 m

Existing Old Barn:	
Height:	4.07 m
Date of Construction:	1978
Depth:	6.59 m
Width:	25.19 m

Proposed Gravel Lane:	
Length:	8 m
Depth:	27.3 m
Width:	19.7 m
Volume:	58.97 m <sup>3</sup>



Appendix C – Proposed Preliminary Building Elevations



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**Appendix D – Draft Zoning By-law Amendment**



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**The Corporation of the City of Peterborough**

**By-Law Number 25-[Clerk's Office will assign the number]**

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Being a By-law to amend the Zoning By-law for the lands known municipally as 2248 Old Norwood Road

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The Corporation of the City of Peterborough by the Council thereof hereby enacts as follows:

1. That Section 3.4.12 of the Zoning By-law be amended to add the following:  
“g. 6.7 metres”; and
2. That map 14 forming part of Schedule ‘A’ to By-law 97-123, is amended by changing the area shown on the sketch hereto as Schedule ‘A’ **from R1 OSM to SP.31, 12g**

By-law passed this 17th day of March, 2025.

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Jeff Leal, Mayor

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John Kennedy, City Clerk

Schedule A

