



City of
Peterborough

To: Members of the General Committee

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

Meeting Date: February 17, 2026

Report: Official Plan Amendment relating to 4571 Guthrie Drive, 2006 and 2011 McNamara Road, Report IPGPL26-006

Subject

A report to evaluate the planning merits of adding a site-specific policy to the Official Plan relating to Draft Plan of Subdivision Files 15T-05503 and 15T-10504 at 4571 Guthrie Drive, 2006 and 2011 McNamara Road, to implement Council's direction dated February 3, 2025 to establish appropriate land uses in the Official Plan for the re-instated draft plans of subdivision.

Recommendation

That Council approve the recommendation outlined in Report IPGPL26-006, dated February 17, 2026 of the Commissioner of Infrastructure, Planning and Growth Management as follows:

That the Official Plan be amended in accordance with draft Official Plan Amendment attached as Appendix B to Report IPGPL26-006, to create a site-specific policy pertaining to Draft Plan of Subdivision Files 15T-05503 and 15T-10504 in the Coldsprings Special Study Area.

Executive Summary

- Initial approvals for Draft Plan of Subdivision Files 15T-05503 and 15T-10504 occurred in 2006 and 2010, respectively. Draft Approvals for both Plans of Subdivision were extended multiple times, before lapsing in March 2020.

- With the approvals lapsed, the previous land use designations related to the Draft Plans of Subdivision were not carried forward in the preparation of the Official Plan which came into effect on April 11, 2023.
- In accordance with Section 51(33.1) of the Planning Act, Council approved the re-instatement of both Draft Plans of Subdivision on February 3, 2025. The Draft Plan Approval of both Plans of Subdivision will lapse on February 3, 2035, if Final Approval is not granted beforehand.
- Concurrent with the re-instatement of the draft plans of subdivision, Council directed staff to prepare an Official Plan Amendment to establish appropriate land uses to implement the draft plans of subdivision, for Council's approval.
- The proposed Official Plan amendment fulfils the objective of Council's direction to reinstate the Draft Plans of Subdivision and facilitates implementation of the forthcoming Community Planning Permit System for the Coldsprings area.
- The Official Plan Amendment is consistent with the policy direction of the Provincial Planning Statement.
- The ultimate development of the Draft Plans of Subdivision will be subject to completing the Conditions of Draft Plan Approval prior to receiving Final Approval and/or any holding provisions on the zone or precinct.

Background

The three properties that make up the subject lands are in the southern area of the City known as Coldsprings, the majority of which are on lands annexed into the City from Otonabee South Monaghan in 1998. The lands subject to Draft Plan of Subdivision Files 15T-05503 and 15T-10504 are generally located south of Highway 115 between Wallace Point Road and the Otonabee River (Appendix A).

Draft Plan of Subdivision 15T-05503 went through a public approvals process in 2006 when Draft Plan of Subdivision, Official Plan and Zoning By-law Amendments were granted. Extensions to the Draft Plan Approval were granted in 2010, 2012, 2014 and 2017.

Draft Plan of Subdivision 15T-10504 went through a public approvals process in 2010 when Draft Plan of Subdivision, Official Plan and Zoning By-law Amendments were granted. Extensions to the Draft Plan Approval were granted in 2014 and 2017.

As part of the Conditions of Draft Plan Approval imposed on these plans, Council established a lapsing date whereby, if Final Approval was not granted in the required timeframe that the approval will lapse. Draft Approval for the two plans lapsed on March 2, 2020.

The lands are currently zoned as follows, in accordance with the approved Zoning By-law Amendments that were approved concurrently with each Draft Plan of Subdivision Approval:

- 4571 Guthrie Drive: R.1-H, R.2, R.3-H, SP.325-H, SP.325,11j-H, OS.2, D.2-96
- 2006 McNamara Road: R.1-H and OS.1
- 2011 McNamara Road: R.1-H and SP.325-H

The SP.325 residential zoning district permits dwelling units and a multi-suite residence (e.g. retirement residence) on those blocks. The development standards would facilitate the development of mid-rise residential buildings. The R.1 and R.2 residential zoned lots could be developed with up to four units per lot, while the R.3 zoned lots could accommodate up to eight dwelling units.

The Holding Symbol applied to the zoning districts would be removed at such time that the Plan of Subdivision is registered with the Land Registry Office. This would occur once the conditions of Draft Plan of Subdivision Approval have been satisfied and Final Approval has been granted.

With the Draft Plans of Subdivision having lapsed in 2020, the City's new Official Plan (approved April 11, 2023) placed the lands in the Coldsprings Special Study Area. The Coldsprings Special Study Area is not a land use designation but a set of policies that permit limited development in accordance with the policies of the Rural Transitional Area designation until such time that a secondary plan for the area is completed. The secondary plan would serve to delineate lands for employment uses, residential uses, and public service uses to meet the City's land needs to 2051.

In 2022, Bill 109 amended the **Planning Act** to allow approval authorities (such as Council) to deem plans of subdivision to have not lapsed. Subsequently, in response to a formal request from the landowner, AON Inc., Council re-instated Draft Plan of Subdivision Files 15T-10504 and 15T-05503 on February 3, 2025 for a period of 10 years. With the Draft Plans of Subdivision now being re-instated, there is a need to update the policies of the Coldsprings Special Study Area to establish appropriate land uses for the Draft Plans of Subdivision and allow them to be regulated appropriately in a new zoning by-law or Community Planning Permit (CPP) by-law. Accordingly, Council directed staff to prepare an Official Plan Amendment to that effect on February 3, 2025.

Following approval of the new Official Plan in 2023, the City is required to comprehensively update its land use regulations (i.e. Zoning By-law) to implement the new Official Plan within three years. To this end, staff is currently preparing a new CPP By-law. Because the Coldsprings Special Study area policies currently only permit limited development in keeping with the Rural Transitional Area designation, the proposed Official Plan Amendment is necessary to ensure that the re-instated draft plans of subdivision can be placed with a precinct(s) in the new CPP By-law that allows for urban development.

The proposed Official Plan Amendment does not relieve the need for a Coldsprings Secondary Plan. While the proposed policy amendment is required now, prior to the CPP By-law coming forward, a Secondary Plan for Coldsprings will still occur, with funding anticipated for 2027. The CPP By-law is underway and expected to be presented to Council for approval later this year.

Analysis

City of Peterborough Housing Pledge

On November 27, 2023, Council pledged to support the construction of 4,700 new dwellings 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.

The proposed amendment does not contemplate any additional dwelling units beyond what was considered under previous approvals.

Provincial Planning Statement, 2024 (PPS)

Any decision on the proposed Official Plan Amendment must be consistent with the PPS which came into effect on October 20, 2024. The new PPS is the result of the combination and consolidation of the Provincial Policy Statement, 2020 and the Growth Plan for the Greater Golden Horseshoe, 2020. The PPS provides general direction to municipalities with respect to addressing matters of provincial interest in land use planning.

Key changes between the current PPS and the 2020 Provincial Policy Statement and Growth Plan that were in effect at the time the new Official Plan was approved include:

- Replacement of the population and employment forecast published by the Growth Plan (which is no longer in effect) in favour of forecasts published periodically by the Ministry of Finance;
- Removal of the need for provincially approved land needs assessments prepared in accordance with provincially prescribed methodology;
- Removal of the prescribed need to declare excess lands within Settlement Areas for lands that are not required for development prior to 2051;
- Removal of provincially prescribed intensification targets and density targets for designated greenfield areas.

The PPS seeks to acknowledge that there are a range of municipalities within the Greater Golden Horseshoe, and more broadly the province, with a major change being to allow planning authorities to establish density and intensification targets based on

local conditions. Planning authorities are also directed to “provide for an appropriate range and mix of housing options and densities to meet the projected needs of current and future residents of the regional market area”. Without the PPS prescribing greenfield density and intensification targets, more flexibility is granted to approval authorities in making planning decisions.

It is the opinion of staff that the proposed Official Plan Amendment is consistent with the policy direction of the PPS.

Official Plan

The subject property is identified as ‘Coldsprings Special Study Area’ on both Schedule ‘A’ – Urban Structure and on Schedule ‘B’ – Land Use. Section 3.3.6 of the Official Plan contains policies for the Coldsprings Special Study Area. These policies clarify that:

- The Special Study Area limit is approximate and does not constitute a land use designation;
- Lands within the Special Study Area are anticipated to accommodate growth to 2051;
- The City will complete a Secondary Plan for the Special Study Area to establish an appropriate urban structure, delineate land use boundaries, and provide urban design guidelines and development policies to support the establishment of both employment land and compatible development to help meet the City’s land needs; and,
- Until a Secondary Plan and Official Plan Amendment is approved for the Special Study Area, the policies of the Rural Transitional Area Designation will apply.

While the Coldsprings Special Study Area continues to be an area that requires a Secondary Plan, an interim amendment to acknowledge the status of the reinstated subdivision plans will enable the CPP By-law to carry forward the existing zoning rights and avoid the need for a site-specific rezoning.

It is anticipated that a secondary plan for the Coldsprings Special Study Area will commence in 2027.

It is the opinion of staff that the proposed Official Plan Amendment is consistent with the general policy direction of the Official Plan, while allowing for the CPP By-law to appropriately implement the development permissions of the re-instated Draft Plans of Subdivision.

Site Plan Approval

If Final Approval is granted for the Draft Plans of Subdivision, Site Plan Control would apply to any lots or blocks that would be developed with more than 10 dwellings units or

multi-suite residences. Site Plan Control would address site details including but not limited to the layout and location of parking, site access, lighting and landscape treatments. The detailed design of development-related infrastructure would also occur during the Site Plan Control process.

Strategic Plan

Strategic Pillar: Governance & Fiscal Sustainability

Strategic Priority: Support review/update of City's by-laws to make them effective and efficient, meeting the needs of the growing City.

The proposed Official Plan Amendment will allow for the lands associated with Draft Plan of Subdivision Files 15T-05503 and 15T-10504 to be placed in an appropriate development precinct in the upcoming CPP By-law. If the proposed amendment is not approved, the CPP By-law will not be able to assign a precinct to the subject lands that is in keeping with the re-instated Draft Plans of Subdivision.

Engagement and Consultation

In accordance with Planning Act requirements, a Notice of Public Meeting for the proposed Official Plan Amendment was published in the Peterborough Examiner on January 19, 2026 and was mailed to property owners within 120 metres of the site on January 16, 2026. As of the writing of this report, no written or verbal public comments have been received in response to the Notice.

Additionally, public and agency consultation had previously occurred when the Draft Plans of Subdivision were first approved by Council.

The proposed Official Plan Amendment was presented to the City's Planning Advisory Committee on February 10, 2026.

Additional public engagement and consultation will occur as part of the ongoing CPP By-law project and future secondary plan for the Coldsprings Special Study Area.

Budget and Financial Implications

There are no direct budget or financial implications arising from the approval of this amendment. The proposed amendment solely seeks to implement Council's direction dated February 3, 2025 and allow the subject lands to be placed in an appropriate precinct through the CPP By-law project, representing the land uses contemplated through the approvals of the Draft Plans of Subdivision.

Conclusion

The proposed Official Plan Amendment would add enabling policy to implement the re-instated Draft Plans of Subdivision in keeping with Council's direction dated February 3, 2025. Since the CPP By-law is required to conform to the Official Plan, the proposed amendment would allow for the land uses contemplated through the Draft Plans of Subdivision to be reflected in an appropriate precinct in the preparation of the CPP By-law.

Attachments

Appendix A: Key Map
Appendix B: Draft Official Plan Amendment

Submitted by,

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

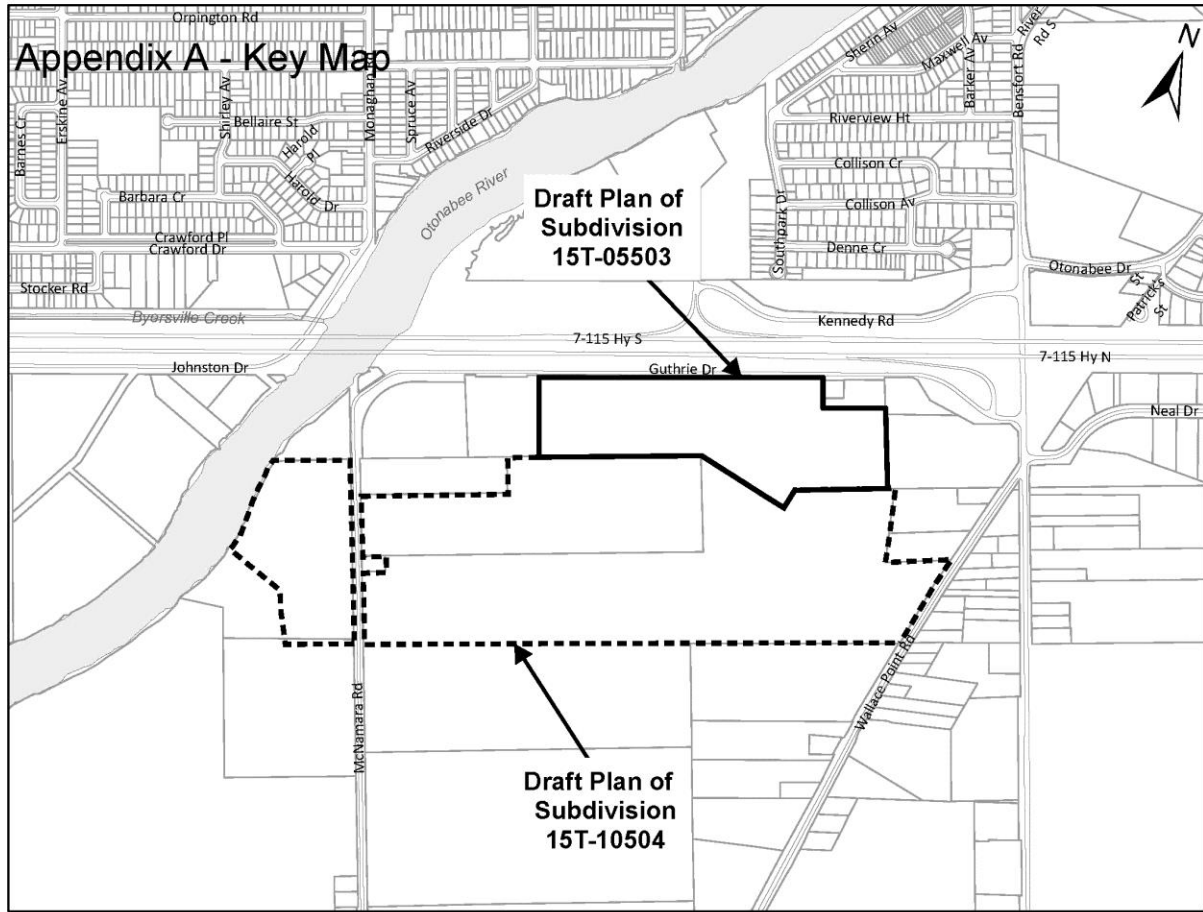
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Appendix A – Key Map



Appendix B – Draft Official Plan Amendment



The Corporation of the City of Peterborough

By-Law Number 26-[Clerk's Office will assign the number]

Being a By-law to adopt Amendment 8 to the Official Plan of the City of Peterborough which will establish a policy in the Coldsprings Special Study Area that recognizes development permissions obtained through the Draft Plan of Subdivision Files 15T-05503 and 15T-10504 at 4571 Guthrie Drive, 2006 and 2011 McNamara Road

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

Section 3.3.6 (Coldsprings Special Study Area) of the Official Plan be amended by adding the following:

- “e. Notwithstanding the policies above, development of the lands included in Draft Plan of Subdivision Files 15T-05503 and 15T-10504 shall be subject to the policies of the Residential designation, provided that the Draft Plan of Subdivision approvals have not lapsed.”

By-law passed this 23rd day of February, 2026.

Jeff Leal, Mayor

John Kennedy, City Clerk