



City of  
**Peterborough**

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**To:** Members of the General Committee

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

**Meeting Date:** February 17, 2026

**Report:** Zoning By-law Amendment for 260 Milroy Drive, Report IPGPL26-007

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## **Subject**

A report to evaluate the planning merits of amending the Zoning By-law for 260 Milroy Drive to establish a commercial zoning district that would permit a range of commercial and residential land uses more aligned with the property's Major Mixed-Use Corridor Official Plan Designation.

## **Recommendations**

That Council approve the recommendation outlined in Report IPGPL26-007, dated February 17, 2026 of the Commissioner of Infrastructure Planning and Growth Management as follows:

- a) That the subject property be rezoned from M3.2 – Enhanced Service Industrial District to C.7 – Commercial District in accordance with the draft Zoning By-law Amendment attached as Appendix B to report IPGPL26-007; and,
- b) That Section 3.0, Exceptions, of the Zoning By-law 1997-123, be amended by adding Exception Number 379 to prescribe site-specific regulations for the property known as 260 Milroy Drive in accordance with the Draft Zoning By-law Amendment attached as Appendix B to Report IPGPL26-007.

## **Executive Summary**

- The application proposes to amend the zoning of the subject property to permit an expanded range of commercial and ancillary uses within the existing building,

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in alignment with the Major Mixed-Use Corridor designation of the City's Official Plan.

- The subject property is currently zoned to permit a range of industrial uses, which are less aligned with the surrounding land use context and the policy direction for this area.
- The application does not propose any new buildings or structures.
- The application for Zoning By-law Amendment was deemed complete on December 10, 2025.
- The proposal 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 Milroy Drive, between Chemong Road and Rowberry Boulevard, in the City's north end. A Key Map is provided as Appendix A. The site contains an existing single-storey building comprising three commercial units, supported by an established parking area with nineteen parking spaces. The surrounding land uses include low-density residential development to the north and east, a commercial plaza (Portage Place) to the south across Milroy Drive, and Habitat for Humanity and the ReStore to the west.

The applicants are not proposing any physical development or expansion of the existing building at this time. Instead, the application seeks to rezone the property to better align its permissions with the Major Mixed-Use Corridor policies of the City's Official Plan.

A pre-consultation meeting was held on February 13, 2025, to discuss a proposed three-storey, 22-unit residential building to the rear of the property while maintaining the existing single-storey commercial building fronting Milroy Drive. A Record of Pre-Consultation was issued on April 16, 2025. Following further discussion, the applicants expressed their intent to proceed with a zoning by-law amendment focused solely on expanding permitted uses for the existing building to improve its marketability. As a result, staff issued a revised Record of Pre-Consultation on April 30, 2025, identifying the submission requirements to expand the list of permitted uses.

To seek public input on the proposal in advance of the application, the applicant circulated a public consultation notice on September 5, 2025 to property owners within a 120-metre radius of the subject lands. The applicant reported receiving correspondence from two property owners regarding potential residential uses on the site. Planning staff did not receive any inquiries directly as part of the public consultation process.

The zoning by-law amendment application was received on November 13, 2025, and deemed complete on December 10, 2025.

The application is supported by the following documents:

- Planning Justification Report with draft By-law, prepared by One Community Planning Inc., dated October 20, 2025;
- Site Plan, prepared by Dobri Engineering Ltd., dated September 18, 2014;
- Site Grading and Servicing Plan, prepared by Dobri Engineering Ltd., dated September 18, 2014;
- Landscape Plan, prepared by Dobri Engineering Ltd., dated September 2014;
- Functional Servicing Report, prepared by Engage Engineering, dated August 2025; and,
- Record of Consultation with Local First Nation Communities, prepared by One Community Planning, dated October 1, 2025.

## **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 Zoning By-law Amendment does not include a development proposal for residential units at this time. However, the amendment seeks to introduce residential as a permitted use on the subject lands, which is consistent with the City's policy direction for accommodating a range of housing types within Strategic Growth Areas and the Major Mixed-Use Corridor.

Considering this, the proposed amendment is supportive of the City's long-term housing objectives while deferring development considerations to a future application stage.

### **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.

The subject property is located within the settlement area of the City of Peterborough. In accordance with Section 2.3.1 of the PPS, "a settlement area shall be the focus of growth and development". Within settlement areas, land use patterns should consist of a variety of site densities, and a mix of land uses which efficiently use land and resources to optimize existing and planned infrastructure. Planning authorities shall

support general intensification and redevelopment to support the achievement of complete communities.

Planning authorities are encouraged to identify strategic growth areas and focus growth and development in those areas (Section 2.4). These areas are to be planned to accommodate significant population and employment growth, and serve as focal areas for commercial uses, to support the achievement of complete communities. The proposal aims to permit a broader range of commercial and service-oriented uses, which facilitates intensification of the existing infrastructure and supports local employment opportunities while ensuring that future development remains aligned with the City's policy framework.

Section 3.6.2 of the PPS states that the preferred form of servicing within settlement areas is municipal sewage and municipal water services. Utilizing municipal services supports the protection of the environment and reduces the risks to human health and safety. The existing building is already connected to municipal water and sanitary services, and a Functional Servicing Report was submitted in support of the application to demonstrate that there is adequate servicing available on-site to support the proposed uses.

Section 4.1.8 of the PPS directs that Natural Heritage Features are to be protected and that development is not permitted within or adjacent to these features unless potential ecological impacts have been evaluated and demonstrated to not negatively affect their ecological functions. The northern portion of the subject property is identified within a Natural Heritage designation. However, no physical development, site alteration, or expansion is proposed as part of the current zoning by-law amendment. As such, the application does not introduce any new impacts to the identified natural heritage area.

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

### **Official Plan**

The subject property is designated Strategic Growth Area on Schedule 'A' – Urban Structure; and Major Mixed-Use Corridor and Natural Areas on Schedule 'B' – Land Use in the Official Plan. Milroy Drive is identified as a High Capacity Collector on Schedule 'D' – Road Network Plan. This proposal is being reviewed in the context of the policies of the Major Mixed-Use Corridor, which encourages higher intensity and mixed-use development to support commercial and residential uses.

The Natural Areas designation corresponds with the northernmost area of the subject property, which used to be a wooded area which was removed with a city permit prior to the passing of the current Official Plan. An Environmental Impact Assessment was not required to support the proposed amendment as no site works are being contemplated as part of the application.

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The City's Official Plan provides a comprehensive framework that forms the basis of decision making with respect to the physical changes of the City. The Official Plan applies to all land use planning decisions made by the City. The Planning Horizon of the current plan is to the year 2051.

Section 3.3.3 states that the City's Delineated Built-Up Area will be the focus of a significant portion of the City's growth through appropriate intensification in locations where infrastructure capacity exists. The proposed amendment to allow a broader range of uses in the existing building supports the efficient use of existing land and infrastructure, attracts potential business operators, and aligns with the City's objectives for sustainable intensification along Major Mixed-Use Corridors.

Section 4.4.2 of the Official Plan outlines the policies applicable to Major Mixed-Use Corridors and provides guidance on appropriate land uses, integration of commercial and residential functions, and the maintenance of street function. Allowing the existing building to operate with the proposed uses is consistent with these policies, as standalone buildings are permitted within the corridor and the proposed uses align with the designation. While the Major Mixed-Use Corridor policies identify a minimum building height of two storeys and a maximum of eight storeys, the zoning amendment proposes a maximum height of two storeys, in accordance with the regulations outlined in the existing C.7 Zone District, to reflect the scoped nature of the application, which does not include new development. Any additional height beyond two storeys would be subject to a future evaluation of site suitability, supported by appropriate technical studies, and would be addressed through subsequent site-specific approvals.

Section 4.4.2(e) of the Official Plan addresses automobile-focused uses, noting that such uses are subject to specific design standards to ensure compatibility with the surrounding land uses. As no development proposal is currently before the City, compatibility cannot be adequately evaluated by Planning Staff. Accordingly, automobile-focused uses have not been included in the list of permitted uses under the proposed By-law outlined in Appendix B.

Section 4.4.2(j) of the Official Plan directs parking, loading, and waste collection and storage facilities be located and designed to promote a high-quality streetscape, and generally not be situated between buildings and Arterial or Collector Roads, particularly where these properties are adjacent to existing residential uses. As the subject property fronts upon Milroy Drive, a designated High-Capacity Collector Road, and abuts low-density residential development, permitting outdoor storage between the building and the street would not align with this policy direction. In the absence of a site-specific development proposal, staff have addressed this policy through the proposed zoning exception by prohibiting outdoor storage between the building and the street frontage.

The Major Mixed-Use Corridor is intended to accommodate significant growth and a broad mix of commercial, retail, office, institutional, and residential uses at varying scales and densities. Section 4.4.2 of the Official Plan identifies permitted uses within the corridor, including retail and service commercial uses, office uses, day care facilities, institutional uses, residential development, and related supportive uses. The

additional uses proposed by the applicant are consistent with the permissions outlined in the Official Plan. The Major Mixed-Use Corridor is also intended to remain responsive to evolving land use needs in order to support a diverse and resilient economic base. In this context, aligning the zoning permissions of the subject property with the Official Plan may facilitate more viable and immediate use of the existing building, supporting its continued upkeep and functional contribution to the corridor.

Considering the above, it is the opinion of staff that the proposed amendment conforms to the City's Official Plan.

### **Zoning By-law**

The current M3.2 – Enhanced Service Industrial District zoning of the subject property permits a range of industrial uses. The lands were historically located at the City's northern limits, with predominantly rural and agricultural uses to the north prior to the annexation of those lands by the City of Peterborough in 1998. The most recent rezoning of the subject property occurred in 1996, at which time the lands were reclassified from the former M.1B Industrial District to the existing M3.2 zoning, reflecting the land use context of that period.

Since that time, the surrounding area has experienced change. Residential subdivision development to the north, the continued commercialization and intensification of Chemong Road, and the designation of Chemong Road and part of Milroy Drive as part of a Major Mixed-Use Corridor have altered the land use character of the area. In this context, the subject property's existing industrial zoning no longer reflects the prevailing land use pattern or the policy direction established by the City's Official Plan.

Staff are recommending to rezone the property to a C.7 – Commercial District with a site-specific Exception (379) to permit the following uses:

- A bank, financial institution or loan company, including an automated banking machine;
- A business services establishment;
- A clinic;
- A day care or day nursery;
- A dwelling unit;
- A funeral parlour;
- A gymnasium or health club;
- A multi-suite residence;
- A hotel;
- A miniature golf course;
- A nursery or greenhouse;

- A personal service use;
- A place of assembly;
- A place of entertainment, excluding a cinema;
- A place of worship;
- A restaurant;
- A retail establishment, including a retail convenience store;
- A studio or workshop;
- An animal hospital or veterinary office; and,
- An office.

The proposed Zoning By-law amendment would introduce a defined list of permitted uses that are more compatible with the surrounding residential and commercial uses abutting the property. The exception also includes site-specific provisions restricting outdoor storage between the building and the street to align the zone with the policy direction of the Official Plan, and removes the minimum floor area requirements to recognize the size and configuration of the existing commercial units.

The subject property's existing parking layout is adequate to support the proposed uses and exceeds the requirements established in Section 4 of the City's Zoning By-law. Minor deficiencies are legally established through the approval of the previous Site Plan Agreement.

The existing M3.2 – Enhanced Service Industrial zoning on the property was established in the 1990s under a different Official Plan. The proposed zoning by-law amendment will establish new land use permissions that are more compatible with the surrounding neighbourhood and better aligned with the Major Mixed-Use Corridor designation of the Official Plan. This amendment will improve the existing building's marketability in the immediate term. Full implementation of Major Mixed Use Corridor land use permissions is expected later this year with approval of the forthcoming Community Planning Permit By-law.

### **Site Plan Approval**

The applicants currently have a Site Plan Agreement registered on title. Although no development is proposed at this time, Site Plan Approval could be required in the future should new development or redevelopment be proposed. Furthermore, building permits and/or change of use permits may be required as deemed necessary by the Ontario Building Code for any conversion of existing building space.

## **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 enable a wide range of commercial and residential permissions within an existing building located in the City's Major Mixed-Use Corridor. By making efficient use of existing land and municipal services, the proposal aligns with the City's objective to accommodate growth in appropriate locations while supporting economic activity and employment opportunities.

## **Engagement and Consultation**

### **Summary of Agency Responses**

Agency circulation was issued on January 15, 2026.

As of the writing of this report, no written or verbal public comments have been received in response to the Notice.

### **Summary of Public Responses**

In accordance with Planning Act requirements, a Notice of Public Meeting for the proposed Zoning By-law 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 19, 2026. As of the writing of this report, no written or verbal public comments have been received in response to the Notice.

The applicant sent out an information mailer to property owners within 120 metres of the subject property and received no feedback or comments in response to this mailer.

## **Budget and Financial Implications**

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

## Conclusion

The applicant is proposing to amend the Zoning By-law as it applies to 260 Milroy Drive to better-align with the property's Major Mixed-Use Corridor Designation. The amendment would allow for the existing building's three units to be used for a range of commercial and residential purposes.

The proposal is consistent with the Provincial Planning Statement, conforms to the City's Official Plan and supports the City's Strategic Plan objectives.

## Attachments

Appendix A: Key Map  
Appendix B: Draft Zoning By-law Amendment

Submitted by,

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

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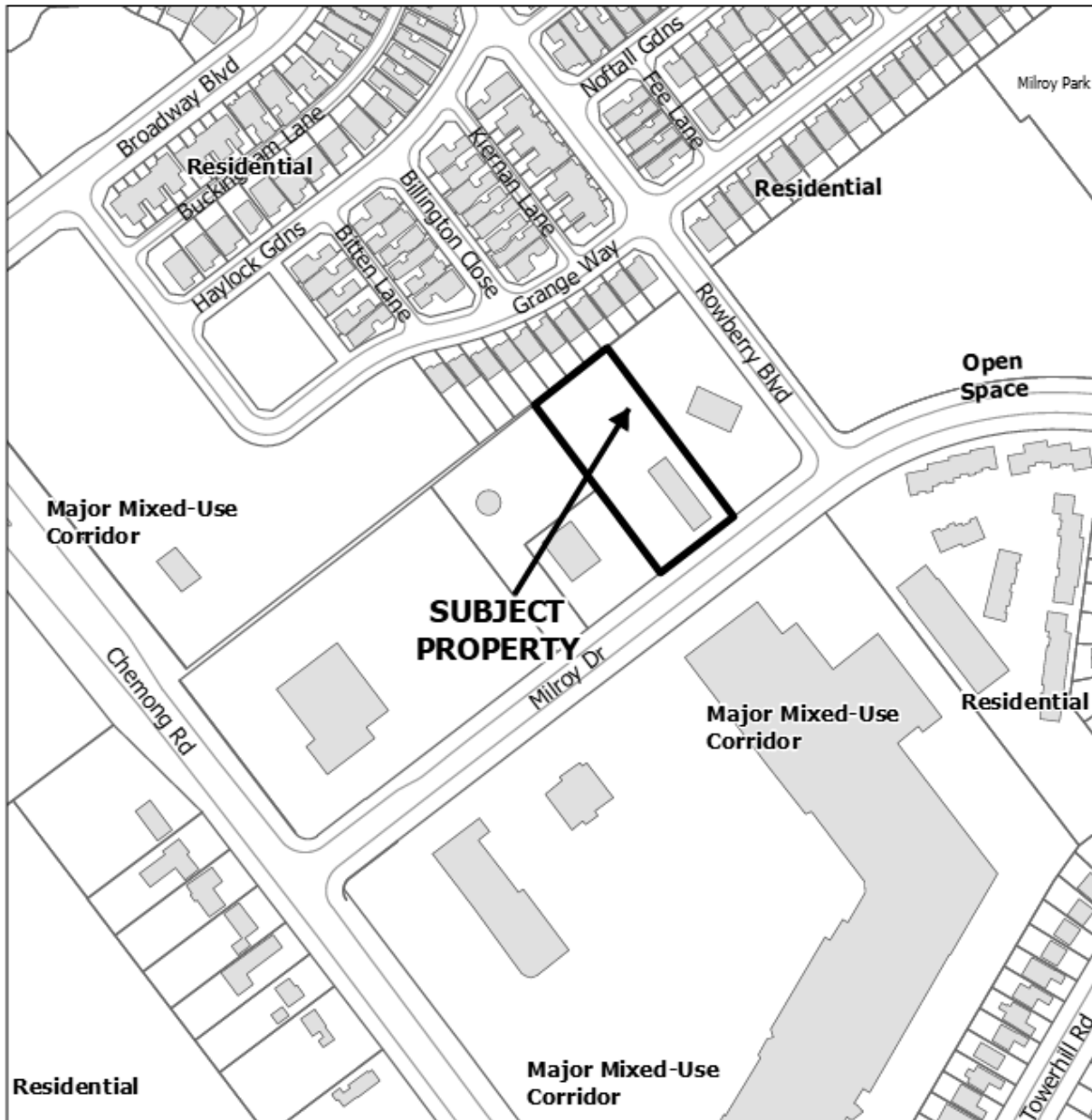
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Appendix A – Key Map

# Key Map

File: Z2517 Property Location: 260 Milroy Dr



The City of Peterborough Planning, Development and Urban Design Division

The "City of Peterborough" its employees, or agents, do not undertake to guarantee the validity of the contents of this digital or handcopy 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: Dec 9, 2025  
Map By: bgautam

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



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**The Corporation of the City of Peterborough**

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

Being a By-law to amend the Zoning By-law for the lands municipally known as 260 Milroy Drive

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

1. That Section 3.9 – Exceptions of the Zoning By-law be amended to add the following exception:
  - “.379 Notwithstanding the permitted uses listed in Section 18A.2, the permitted uses shall be limited to the following:
    - a) A bank, financial institution or loan company, including an automated banking machine
    - b) A business services establishment
    - c) A clinic
    - d) A day care or day nursery
    - e) A dwelling unit
    - f) A funeral parlour
    - g) A gymnasium or health club
    - h) A multi-suite residence
    - i) A hotel
    - j) A miniature golf course
    - k) A nursery or greenhouse
    - l) A personal service use
    - m) A place of assembly
    - n) A place of entertainment, excluding a cinema
    - o) A place of worship
    - p) A restaurant
    - q) A retail establishment, including a retail convenience store
    - r) A studio or workshop
    - s) An animal hospital or veterinary office
    - t) An office

Notwithstanding the provisions of Section 18A.3, (c) shall not apply.

Notwithstanding the provisions of Section 18A.3(k), no outdoor storage is permitted between the building and the street.

2. Map 3 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 M3.2 to C.7-379.**

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

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Jeff Leal, Mayor

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John Kennedy, City Clerk

Schedule A

