

Planning Justification Report

County of Peterborough
Prepared for Evan Leahy
October 14, 2025

This Planning Justification Report has been prepared in support of an
Official Plan Amendment application affecting the subject lands,
known legally as:

147 Douro Eighth Line, Township of Douro-Dummer, County of
Peterborough

EcoVue Project No: [25-2885]



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1.0 Background

The following Planning Justification Report (PJR) is being submitted in support of an application for an Official Plan Amendment (OPA) affecting the subject lands legally known as 147 Eighth Line of Douro in the Township of Douro-Dummer (**Figure 1 – Site Location**). The property owners are looking to sever two (2) residential lots from the subject property. However, as the property is partially designated Extractive Industrial, a redesignation is required to move forward with the severances.

1.1 Description of Subject Property and Surrounding Lands

The subject property is located at Part of Lot 2, Concession 8, geographic Township of Douro, and is known municipally as 147 Eighth Line. The property is located between Division Road and County Road 4, approximately 4 kilometres west of the City of Peterborough. The irregularly-shaped lot is approximately 31 hectares (76 acres) with approximately 245.5 metres (805 feet) of frontage on Douro Eighth Line.

The subject property contains a single detached dwelling with private well and septic in the northwest corner. The majority of the balance of the lands is used for the growing of crops. There are three (3) primary crop fields that are separated by forested areas that are oriented in a northeast-southwest direction along the eastern flank of a drumlin that is located within the centre of the property. The area along the frontage of the property is not farmed and is largely comprised of early successional forest vegetation.

. The property contains two driveway lanes that connect immediately east of a single access off Douro Eighth Line: the northern lane provides access to the western farm field, while the southern line provided access to the former pit and the eastern fields.

The surrounding lands are comprised of:

- Environmental lands to the north,
- Agricultural lands to the east
- Agricultural lands and residential lands to the south and,
- Eighth Line to the West.

1.2 Description of Proposal and Reasons for the Amendment

The landowners are proposing to sever two (2) rural residential lots from subject lands, as shown on **Figure 2 – Consent Sketch**. The two lots will be located along the Eighth Line frontage in the northwest corner of the subject property. Each lot (proposed **Lot 1** and **Lot 2**) will be 4,032 square metres with 45 metres of frontage on Eighth Line. The retained lands will be 30.2 hectares with 62 metres of frontage on Eighth Line.

Lot 1 will contain the existing single detached dwelling (with septic and well) that was recently constructed on the subject lands. **Lot 2** will accommodate a future single detached dwelling on private services.

The subject property is designated the Rural and the Extractive Industrial designation, according to Schedule “A4-1” to the County of Peterborough Official Plan (CPOP). The majority of the property, including the proposed severed parcels, are located within the Extractive Industrial designation which identifies potential aggregate resources. Residential development, including lot creation, is not permitted within this designation in order to protect the resource for future extraction.

Potential aggregate resource areas are derived from mapping provided by the province’s Aggregate Resource Inventory Paper (ARIP) mapping. It was determined ,through consultation with the County and Township, that the Extractive Industrial designation within this portion of the Township does not accurately reflect the updated ARIP mapping provided by the province. In fact, it has been determined that there is no mapped aggregate resource on the subject lands. Therefore, It is proposed that the lands be redesignated, by way of an Official Plan amendment (OPA), to the Rural designation in order to permit the proposed severances and to permit the continued agricultural use on the balance of the retained lands.

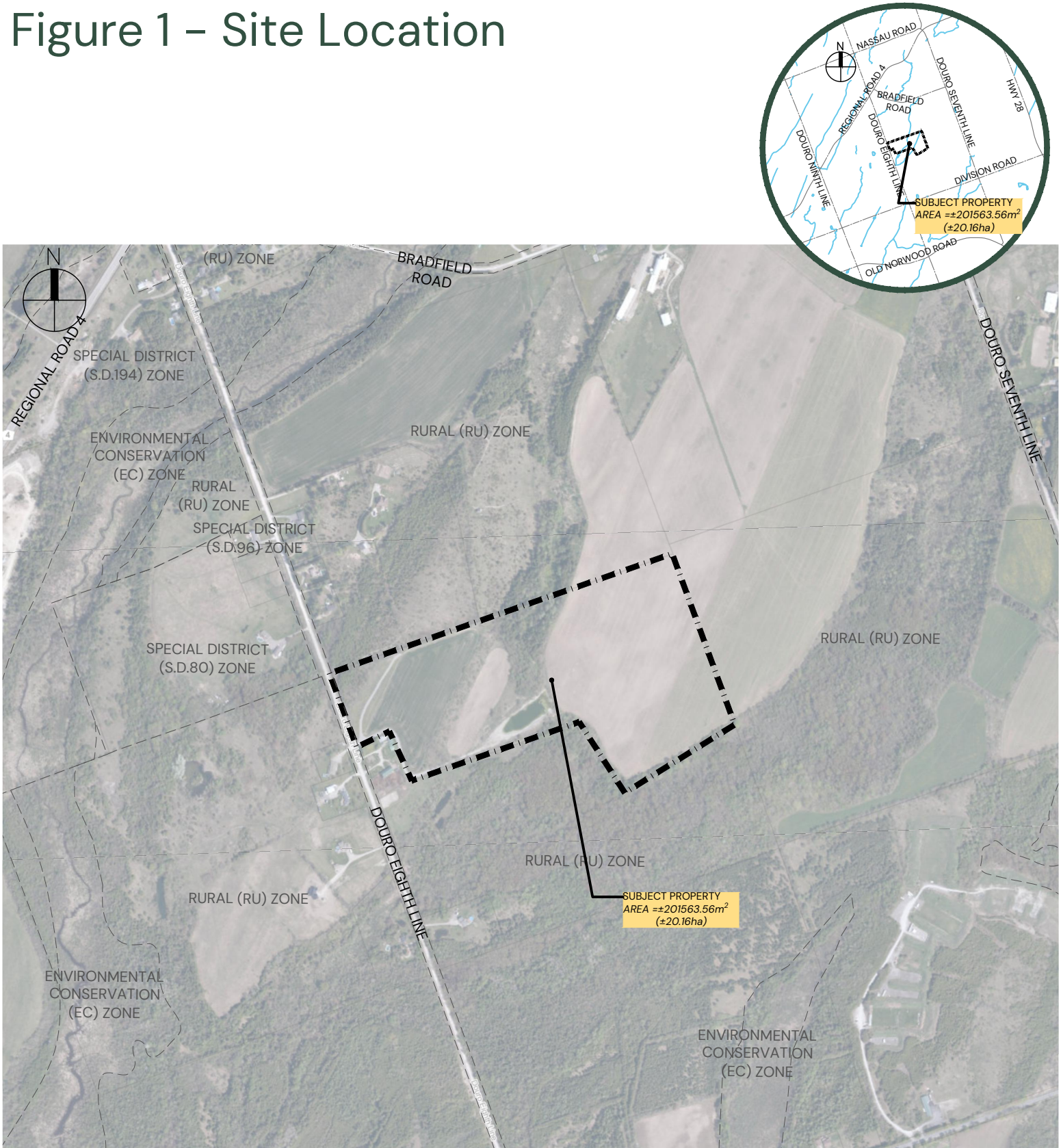
It should be noted that these lands have been redesignated as Rural in the newly adopted County of Peterborough Official Plan (2025 CPOP), which is not yet in full force and effect. Given the uncertainty of when the adopted CPOP will be approved by the province, the applicant has elected to move forward with an amendment to the current CPOP which will reflect the current and future land use on the site.

1.3 Pre-Consultation

Pre-consultation with County and Township staff occurred on July 25, 2025. At that time it was noted that the Official Plan amendment would be required in order for the severances to occur. In addition to this Report, the following is also being submitted in support of the applications:

- Stage 1 Archaeological Assessment
- Severance Sketch.

Figure 1 – Site Location



Leahy Aggregate OPA
Evan Leahy
147 Douro Eighth Line
Part of Lot 02
Concession 08
Geog. Twp. of Douro
Township of Douro-Dummer
County of Peterborough

Project Number: 25-2885

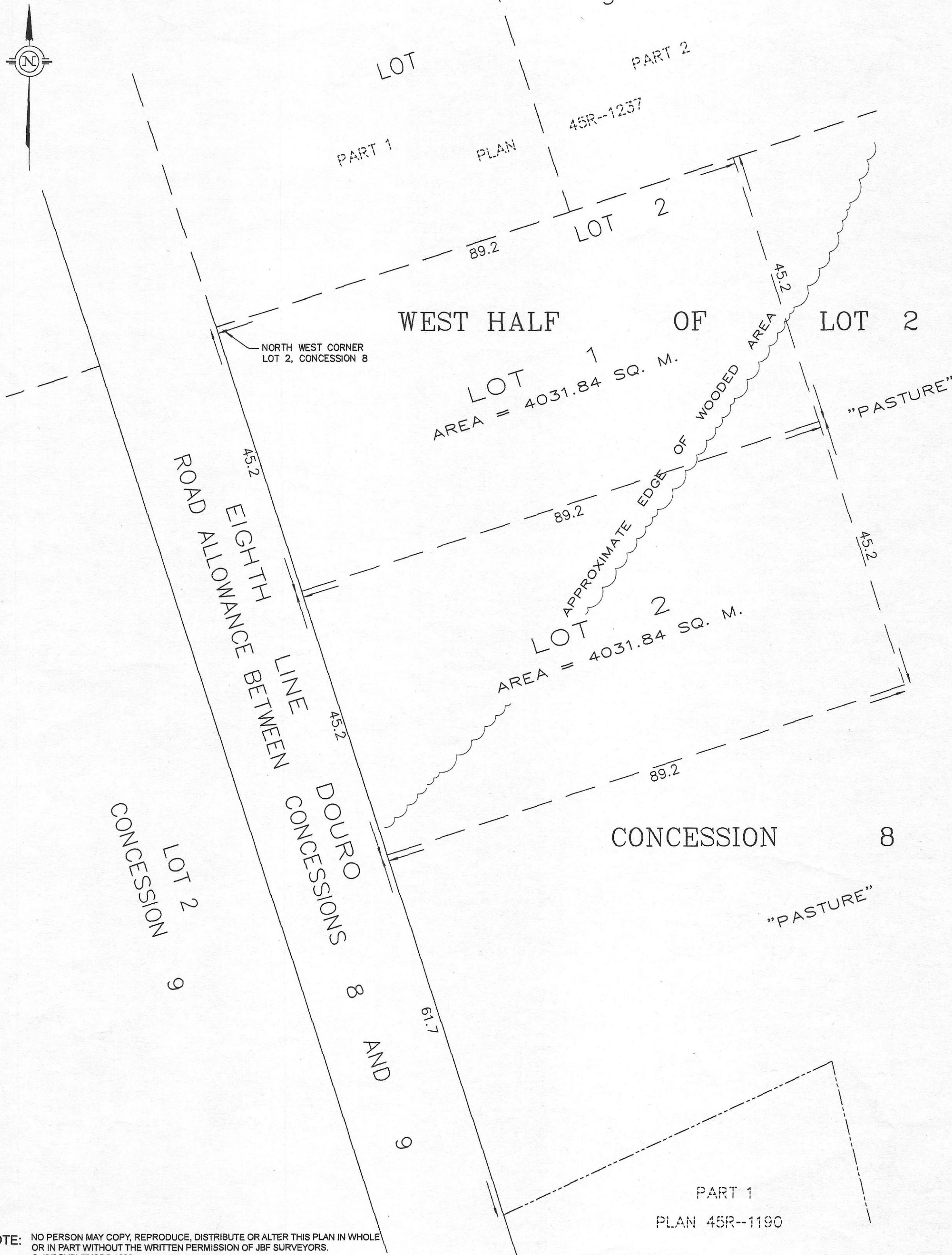
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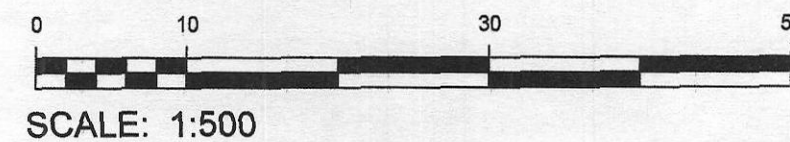
METRIC:
DISTANCES SHOWN ON THIS PLAN ARE IN METRES AND
CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048.

CAUTION: THIS IS NOT PLAN OF SURVEY



SKETCH SHOWING
PROPOSED SEVERANCES AT
No. 147 EIGHTH LINE DOURO

TOWNSHIP OF DOURO-DUMMER
COUNTY OF PETERBOROUGH



DATE: 7 DECEMBER 2023

SITE STATISTICS
LEGAL DESCRIPTION

PART OF THE WEST HALF OF LOT 2, CONCESSION 8
GEOGRAPHIC TOWNSHIP OF DOURO

CAUTION: THIS IS NOT A PLAN OF SURVEY
BOUNDARY INFORMATION SHOWN ON THIS SKETCH HAS BEEN TAKEN FROM
PLANS 45R-1190 AND 45R-1237.

NO NEW FIELD WORK HAS BEEN CONDUCTED TO VERIFY THE INFORMATION
SHOWN ON THIS PLAN.
THIS SITE PLAN SHOULD NOT BE UTILIZED FOR ANY TRANSFER OF TITLE/
OWNERSHIP OR FINANCING ARRANGEMENTS.



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2.0 Policy Review

Land use policies and regulations at the provincial level that affect the subject lands include the 2024 Provincial Planning Statement (PPS). At the municipal level, the County of Peterborough Official Plan including the local component applicable to the Township of Douro-Dummer and the Township of Douro-Dummer Zoning By-law affect the subject lands. In this section of the report, the proposed OPA will be reviewed in the context of the policies and provisions contained in these documents.

2.1 Provincial Policy Statement (2024)

The 2024 Provincial Policy Statement (PPS) provides a policy framework for land use within the Province of Ontario. It is the responsibility of the local planning authority – in this case, the County of Peterborough and Township of Douro-Dummer – to uphold the policies of the PPS pertaining to land use planning and development. In particular, the planning authority must ensure that their decisions are consistent with key provincial interests including policies related to settlement areas in urban communities, the wise use and management of resources, and public health and safety.

2.1.1 RURAL AREAS IN MUNICIPALITIES

The property is not located within a settlement area and therefore subject to Section 2.5 of the PPS. It is stated in Section 2.5.1(a) that “[h]ealthy, integrated and viable rural areas should be supported by...building upon rural character and leveraging rural amenities and assets” It is further stated in Section 2.5.3 that “growth and development may be directed to rural lands in accordance with policy 2.6...”

The proposed severed lots will build upon the rural character and will be of a similar size and shape to nearby existing rural residential development.

2.1.2 RURAL LANDS IN MUNICIPALITIES

Section 2.6 of the PPS speaks to rural lands in municipalities. It is stated in Section 2.6.1 that permitted uses within rural lands shall include:

- a) *The management or use of resources;*
- b) *Resource-based recreational uses (including recreational dwellings not intended as permanent residences);*

- c) *Residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services;*
- d) *Agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards;*
- e) *Home occupations and home industries;*
- f) *Cemeteries; and,*
- g) *Other rural land uses.*

As noted in subsection c) residential lot creation is permitted in the rural area as long as adequate servicing can be provided. The proposed severed lots have been sized to accommodate a suitable building enveloped for single detached dwelling with private septic and well. Further, the severed lots will be keeping with the rural character of the area.

Section 2.6.2 states that *“development that can be sustained by rural service levels should be promoted.”* Additionally, Section 2.6.3 states that *“development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the uneconomical expansion of this infrastructure.”*

As mentioned, the proposed severed lot will be serviced with private individual septic and water servicing therefore not requiring any uneconomical expansion of existing infrastructure. The proposed development is also not expected to place any additional strain on rural services levels.

Therefore, the proposed OPA is consistent with the rural lands policies of the PPS.

2.1.3 SEWAGE, WATER AND STORMWATER

According to Section 3.6.4

Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual onsite sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts.

There are no municipal services available on the subject property. Both the proposed severed lots will be serviced by private individual well and septic.

2.1.4 NATURAL HERITAGE

Section 4.1 of the PPS requires that all natural features and areas be protected for the long term. According to the available mapping, the subject lands contain a small unevaluated wetland and a woodland feature. The proposed severed lots are approximately 250 metres from the unevaluated wetland and woodland on the property. Additionally, the proposed lots are approximately 245 metres from the pond located on the retained lands. As such, the proposed severances will not interfere with these lands, and they will remain fully on the retained lands.

2.1.5 MINERAL AGGREGATE RESOURCES

Section 4.5.1 states that *“mineral aggregate resources shall be protected for long-term use and, where provincial information is available, deposits of mineral aggregate resources shall be identified”*

As discussed during pre-consultation, the property was previously identified as having aggregate resources. Through updates and refinements to provincial mapping, the property is no longer identified to have any resources. As such, the proposed OPA will be consistent with Section 4.5.1 as it will not interfere with the protection of known mineral aggregate resources.

2.1.6 CULTURAL HERITAGE AND ARCHAEOLOGY

Section 4.6.2 states that planning authorities *“shall not permit development or site alteration on lands containing archaeological resources or areas of archaeological potential unless the significant archaeological resources have been conserved”*. As noted in a letter prepared by Past Recovery Archaeological Services Inc., the property has low to no archaeological potential, and does not merit further archaeological assessment.

Therefore, it is our opinion that the proposed OPA is consistent with the 2024 PPS.

2.2 Local Planning Documents

In addition to demonstrating consistency with Provincial planning documents, it is necessary that the proposal conform to the policies and provisions of the upper and lower-tier municipal planning documents. The County of Peterborough Official Plan including the lower-tier component and the Douro-Dummer Zoning By-law are applicable.

2.2.1 COUNTY OF PETERBOROUGH OFFICIAL PLAN

The upper tier sections of the County of Peterborough Official Plan (CPOP) do not contain land use designations. Instead, Section 4 of the CPOP identifies “Rural and Cultural Landscape”, “Shoreland Areas and the Waterfront”, and “Settlement Areas”. The subject lands are located within the Rural and Cultural Landscape on Schedule ‘A’ to the CPOP.

2.2.1.1 RURAL AND CULTURAL LANDSCAPE

According to Section 4.3.3.1, *“the County, recognizing the need for growth on a limited basis, will permit non-agricultural related uses in the rural community outside prime agricultural areas and other agricultural areas designated in local plans in accordance with Section 4.3.3.2...”*.

As proposed through the OPA, the subject lands would remain in the Rural and Cultural Landscape designation and continue to allow agricultural and residential activities on the property.

Further to this, Section 4.1.3.3 of the CPOP speaks to mineral aggregate and non-aggregate mineral resources. Specifically, it states that *“mineral aggregate and non-aggregate resources shall be recognized and managed by local Official Plans as limited and non-renewable natural resources to be protected for the long-term use.”*

As discussed throughout this report, the provincial mapping has been updated and identified there are no resources available on the subject property.

2.2.2 LOCAL COMPONENT – DOURO-DUMMER

The subject lands are designated Rural and Extractive Industrial on Schedule A4-1 (**Figure 3**). As discussed during pre-consultation, an Official Plan Amendment (OPA) is required to remove the Extractive Industrial designation as it is no longer applicable. The predominant

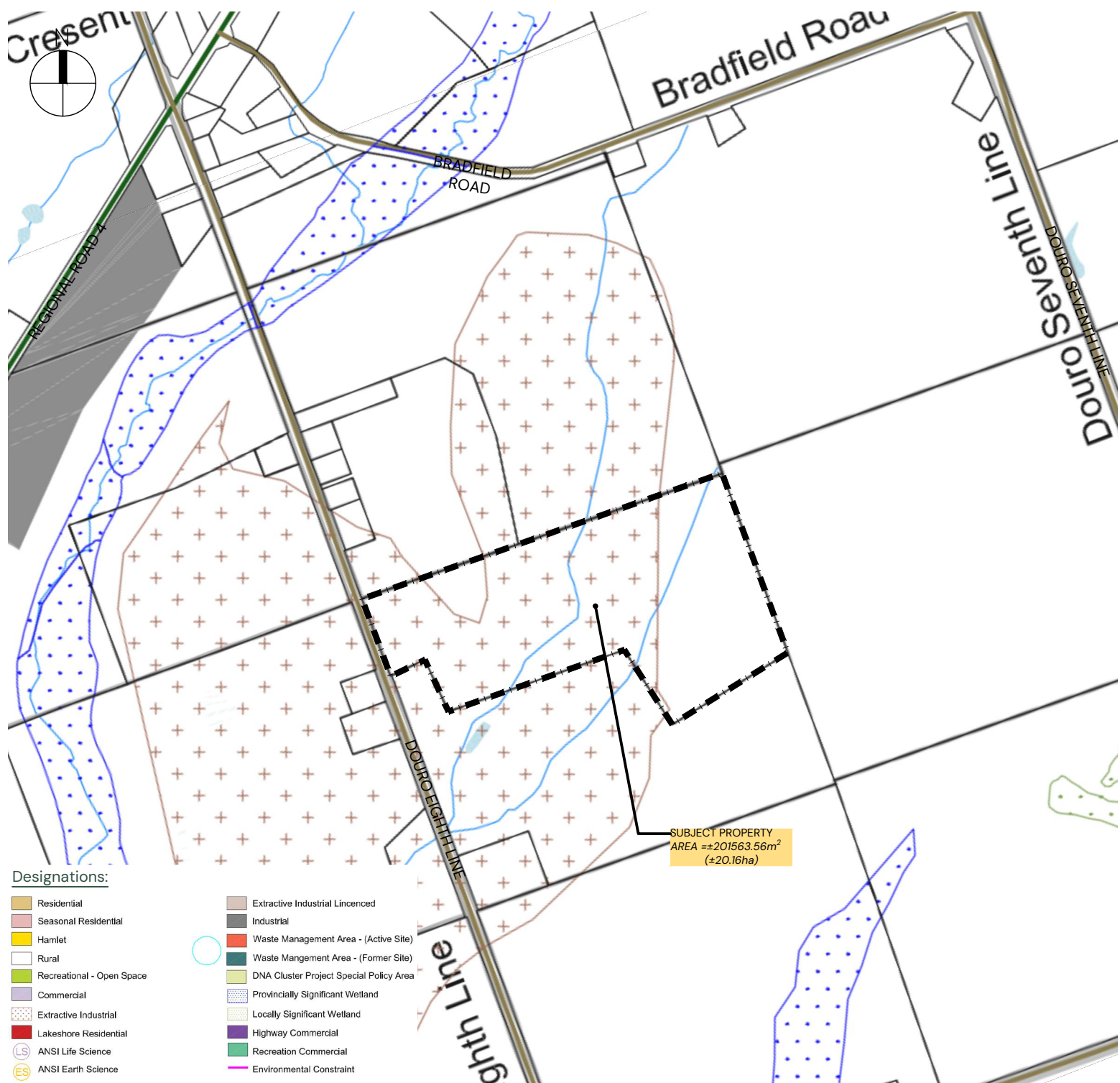
use of land within the Extractive Industrial designation “*shall be sand, gravel and quarry operations*”. Based on refined mapping provided from the province, there is no resource located on the subject lands and the Extractive Industrial designation is no longer required. As previously discussed, the property has been used for farming and is not known to have an aggregate resource. It is proposed these lands will be redesignated to the Rural designation, which the adjacent and underlying designation.

2.2.2.1 RURAL DESIGNATION

Permitted uses in the Rural designation includes all agricultural uses, and conservation uses. In addition, the Rural designation permits “*low density residential development as defined by the Policies of Section 6.2.2.3, home occupations and home industries shall be permitted*”.

As such, it is our opinion that the Rural designation is appropriate for the subject lands, given the existing uses and the area in which the lands are located.

Figure 3 – Township of Douro-Dummer Official Plan Schedule 'A4-1'



Designations:

- Residential
- Seasonal Residential
- Hamlet
- Rural
- Recreational - Open Space
- Commercial
- Extractive Industrial
- Lakeshore Residential
- ANSI Life Science
- ANSI Earth Science
- Extractive Industrial Lincenced
- Industrial
- Waste Management Area - (Active Site)
- Waste Management Area - (Former Site)
- DNA Cluster Project Special Policy Area
- Provincially Significant Wetland
- Locally Significant Wetland
- Highway Commercial
- Recreation Commercial
- Environmental Constraint

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2.2.2.2 CRITERIA FOR OFFICIAL PLAN AMENDMENTS

Section 7.9 of the CPOP outlines criteria specific to Official Plan Amendments. Applicable policies to this proposal are outlined below:

7.9.1 *The need for the proposed use.*

The proposed OPA would remove the Extractive Industrial designation from the lands and add them to the Rural designation. The Rural designation will allow for the continuation of agricultural uses or the proposed severances for residential purposes. Based on updated provincial mapping, there is no need to apply the Extractive Industrial designation to the subject lands.

7.9.2 *The extent to which the existing designated areas in the proposed categories are developed, and the nature and adequacy of such existing development.*

The area of the subject lands currently in the Extractive Industrial designation is currently farmed. By redesignating to Rural, agricultural uses can continue on the subject lands without restriction.

7.9.3 *The physical suitability of the land for such proposed use, and in the case of lands exhibiting a potential hazard (i.e. Environmental Areas), consideration shall be given to:*

- a) *the existing environmental and/or physical hazards and opportunities;*
- b) *the potential impacts of these hazards; and,*
- c) *the proposed methods by which impacts deemed to be significant may be overcome in a manner consistent with accepted engineering techniques and resource management practices in consultation with the Conservation Authority, where appropriate;*
- d) *the anticipated impacts of the proposed use on the natural environment.*

The subject lands appear to contain a small unevaluated wetland and woodland features according to the available mapping. However, the proposed OPA does not seek to permit any development within the vicinity of these areas.

7.9.5 *The compatibility of the proposed use with uses in adjoining areas.*

The surrounding lands are rural and agricultural in nature. A large portion of the lots to the west and south of the subject lands also contain the Extractive Industrial designation in the current Official Plan, which will be changed to Rural designation in the new 2025 CPOP to reflect the updated provincial ARIP mapping. Therefore, proposed OPA will be keeping with the existing character and future uses within the immediate area.

7.9.7 *The potential effect of the proposed use on the financial position of the Township.*

We do not believe that there will be any effect on the financial position of the Township from this OPA application. However, the removal of the Extractive Industrial designation will allow for future severed lots that will add to the municipal tax base.

2.2.2.3 CRITERIA FOR ASSESSING CONSENT APPLICATIONS

Section 7.12 of the CPOP outlines policies for consent applications. Applicable policies are outlined below.

7.12.1 *Except for the enlargement of an existing lot, creation of a right-of-way or easement and the validation/correction of title, or as otherwise stated in this plan including the policies of 2.6.3.1, a consent shall only be granted where the proposed lot fronts upon an improved public street or road, which is maintained year-round, and which is of a reasonable standard of construction.*

The proposed severed lots will front onto Eighth Line, a municipally maintained road.

7.12.4 *All residential consents shall conform to the appropriate regulations for residential uses established in the implementing Zoning By-law.*

Conformity with the applicable zoning provisions are discussed below in Section 2.2.3 of this report.

7.12.13 *A sketch plan of the proposed development shall be submitted in support of the application for consent...*

Please see **Figure 2** for the consent sketch.

7.12.17 *The Township shall have regard for high potential aggregate resource areas and existing aggregate operations and the compatibility of the proposed development with these areas in accordance with Section 6.2.13 of this Plan.*

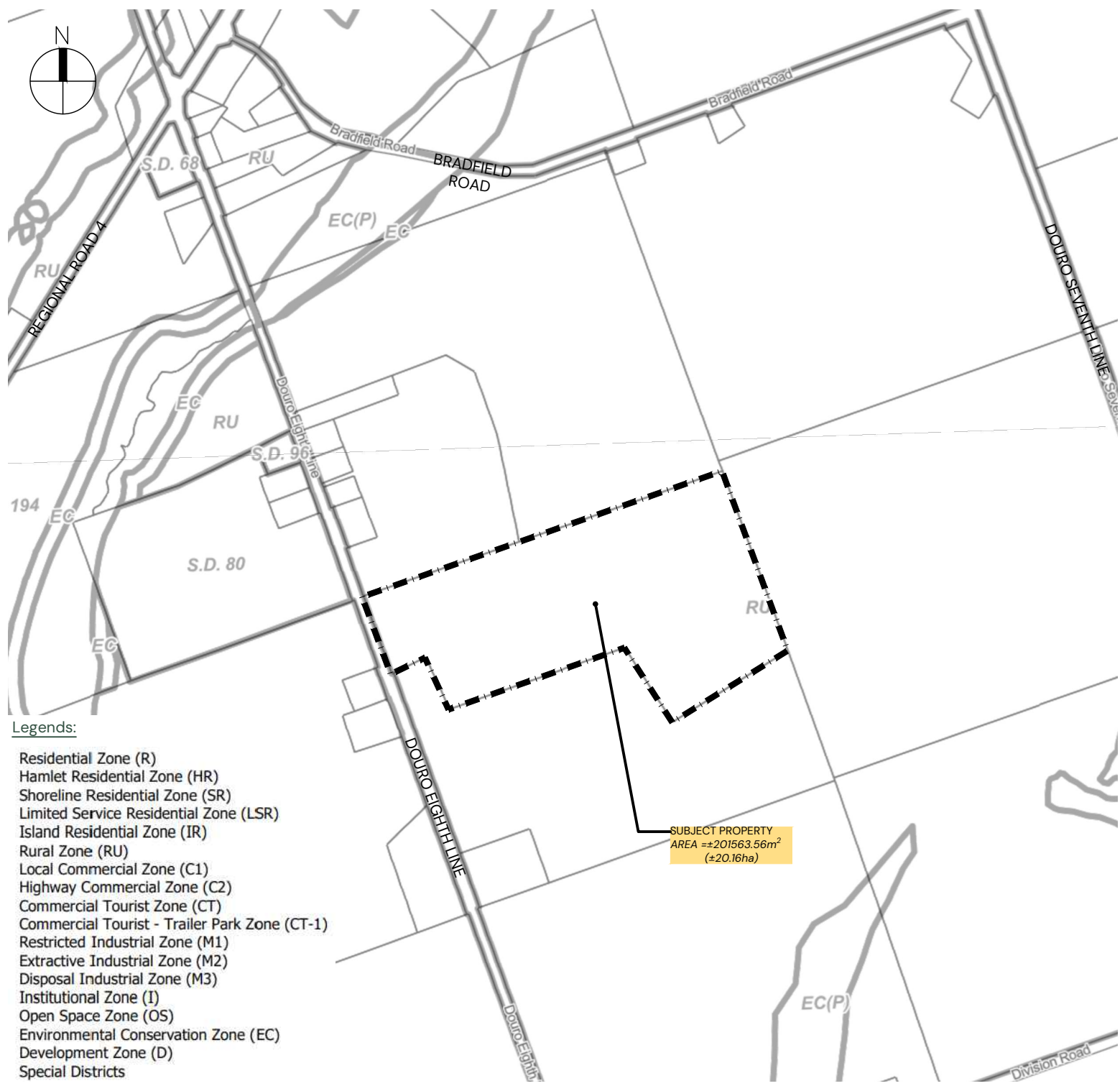
As discussed throughout this report, there is no longer an identified aggregate resource on the property.

2.2.3 TOWNSHIP OF DOURO DUMMER ZONING BY-LAW

The subject lands are zoned Rural (RU) Zone in the Township of Douro Dummer Zoning By-law (DDZB). The RU Zone permits a range of agricultural and residential uses on the subject lands. Further, the RU Zone requires a minimum of 20 hectares lot area for agricultural uses. It is understood that should a future consent application be approved, the retained lands will be undersized for an agricultural lot. It is anticipated that the retained lands will be rezoned to a site-specific Rural zone to capture the deficient lot area.

According to Section 9.2.4 of the Zoning By-law, the severed lots require a minimum lot area of 0.4 hectare. As proposed both Lot 1 and Lot 2 will meet this requirement. According to the letter from JBF Surveyors to the Don Hellman (February 27, 2024) the dwelling constructed meets the setback requirements of the Rural zone for single detached dwellings. As such it is not anticipated that the severed lots will require a rezoning.

Figure 4 – Township of Douro-Dummer Zoning Bylaw Map 'Online'



- Legends:
- Residential Zone (R)
 - Hamlet Residential Zone (HR)
 - Shoreline Residential Zone (SR)
 - Limited Service Residential Zone (LSR)
 - Island Residential Zone (IR)
 - Rural Zone (RU)
 - Local Commercial Zone (C1)
 - Highway Commercial Zone (C2)
 - Commercial Tourist Zone (CT)
 - Commercial Tourist - Trailer Park Zone (CT-1)
 - Restricted Industrial Zone (M1)
 - Extractive Industrial Zone (M2)
 - Disposal Industrial Zone (M3)
 - Institutional Zone (I)
 - Open Space Zone (OS)
 - Environmental Conservation Zone (EC)
 - Development Zone (D)
 - Special Districts

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3.0 Summary

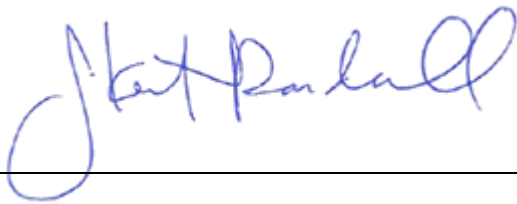
This planning report describes the proposed Official Plan Amendment and provides an analysis of the application in the context of the Provincial Policy Statement, the County of Peterborough Official Plan and the Douro-Dummer Zoning By-law.

Based on the foregoing, it is the opinion of the author that:

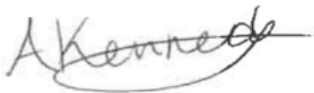
- The proposed application is consistent with the applicable policies of the Provincial Planning Statement, 2024
- An amendment to the County of Peterborough Official Plan Local Component will be required. This Planning Report sets out the details of the proposed amendment.
- The proposed Official Plan Amendment complies with the Township's Zoning By-law.
- The proposed development represents good planning and is in the public interest.
- The application for Official Plan Amendment should be approved.

Respectfully submitted,

ECOVUE CONSULTING SERVICES INC.



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