

Planning Justification Report



7708 Colborne Street North West Fergus Area “West Phase”

Nigus Fergus Joint Venture

Township of Centre Wellington

Draft Plan of Subdivision
Zoning By-law Amendment

UPDATED

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Prepared for:

Nigus Fergus Joint Venture
3700 Steeles Avenue West, Suite 800
Vaughan, Ontario
L4L 8M9

Prepared by:

GSP Group Inc.
72 Victoria Street South, Suite 201
Kitchener, Ontario
N2G 4Y9



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1. BACKGROUND

1.1 Planning Background

GSP Group was retained by Nigus Fergus Joint Venture to assist with planning approvals for their property known as the North West Fergus Area in the Township of Centre Wellington. This property was the subject of the North West Fergus Secondary Plan process that commenced in 2007 to provide the basis for future, more detailed planning work at the development approvals stage. Official Plan Amendment No. 7 was approved in April 2015 and provides the land use plan and other supporting policies for the long-term development of the North West Fergus area.

The first phase Draft Plan of Subdivision (referred to as the “East Phase”) was draft approved in December 2016, and the Zoning By-Law Amendment was approved in 2017. Applications for a Draft Plan of Subdivision and Zoning By-law Amendment for the remainder of the property (referred to as the “West Phase”) were submitted in December 2016 to the County and Township. A Planning Justification Report (December 2016) was submitted as part of the complete application submission for the West Phase.

Since that time, the applications were reviewed in 2017 by the County, Township, and Grand River Conservation Authority, and a public meeting was held in November 2017. The proposed plan of subdivision has now been revised to address comments received through this process, together with corresponding changes to the implementing Zoning By-law Amendment schedule. This updated Planning Justification Report reflects these updated plans and is provided for purposes of assessing the revised plans and confirming the opinions of the original December 2016 report.

1.2 Report Contents

This Planning Justification Report provides:

- An overview of the property’s existing conditions and surrounding context in Section 2;
- A summary of the relevant policies and regulations in Section 3;
- A description of the proposed neighbourhood plan and development details in Section 4;
- A description of the proposed Draft Plan of Subdivision and Zoning By-law Amendment applications in Section 5;
- A summary of the studies and reports supporting this Planning Justification Report and the proposed applications in Section 6;
- An assessment of the proposed Draft Plan of Subdivision and Zoning By-law Amendment applications in Section 7; and,
- A summary and conclusions of the report in Section 8.

2. SITE OVERVIEW

This Planning Justification Report distinguishes between the “Site”, which represents the entire property, and the “West Phase”, which represents the portion of the “Site” for which the proposed Draft Plan of Subdivision and Zoning By-law Amendment applications apply.

2.1 Location and Description

The Site is known municipally as 7708 Colborne Street North and is a 99.35 hectare parcel of land on part of Lots 18, 19 and 20, Concession 14 in the former Nichol Township, the current Township of Centre Wellington. The Site is located at the northwest edge of Fergus, between the communities of Fergus and Elora, and is bounded by Colborne Street to the south and partially to the west, Beatty Line North to the east, and an abandoned CNR railway line to the northeast (**see Figure 1**). The West Phase represents 70.64 hectares and is situated in the Site’s western portion north of the Nichol Drain and the entire portion south of the Nichol Drain.

2.2 Existing Site Conditions

2.2.1 Land Use

The Site is currently used for agricultural purposes, and contains agricultural fields and a single residence and several farm-related buildings and structures located near the center of the Site (**see Figure 2**). The principal building is the 19th century stone farmhouse (circa 1881) which has been added to in the 20th century. The bank barn to the east of the farmhouse was recently demolished, while to the west of the barn is a 20th century metal-clad driveshed surrounded by a large space with freestanding concrete walls and a concrete floor. None of the buildings are designated under provincial or municipal heritage protection.

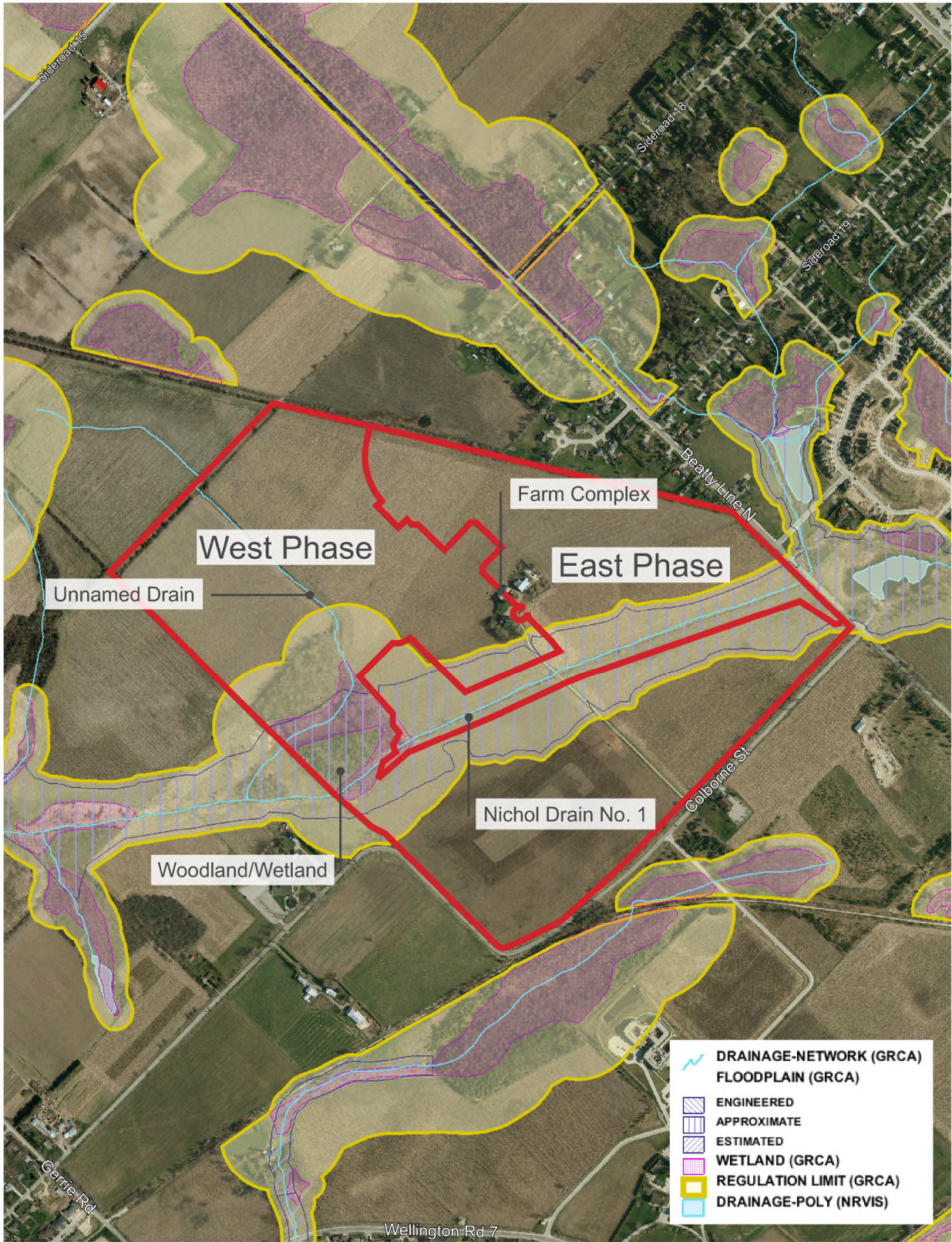
2.2.2 Watercourses

The main channel of the Nichol Drain (“Nichol Drain No. 1”) runs westward through the centre of the Site in an undefined valley feature (**see Figure 2**). The Drain is a tributary of Irvine Creek, a coldwater tributary that discharges into the Grand River, which supports an internationally recognized brown trout fishery. An unnamed, intermittent tile drain flows from the northern boundary of the Site southward and converges with the Nichol Drain No. 1. Existing riparian vegetation surrounding both the Nichol Drain No. 1 and the smaller ditch consists primarily of grasses. Some scattered woody vegetation is also present including silver maple, pussy willow, white cedar, white pine and European buckthorn, but trees are rare and a closed canopy exists only along a short stretch through the forest block at the western boundary of the Site.



Site Location
Source: GRCA Aerial Imagery (2010)

Figure
1



Existing Site Conditions
 Source: GRCA Constraint Mapping & Aerial Imagery (2010)

Figure
2

2.2.3 Topography

The Site's existing topography gently slopes towards both the Nichol Drain and the unnamed drain. The Nichol Drain No. 1 or the unnamed drain collects drainage from the majority of the Site and conveys it through the Site to the Nichol Drain No. 1. Smaller pockets in the northwest and southwest areas of the Site drain to the existing Colborne Street ditch and western limits of the woodlot, respectively.

2.2.4 Wooded Wetland

A larger wooded wetland is situated at the western end of the Nichol Drain No.1 on the Site, along the western property edge (**see Figure 2**). This feature contains five different vegetation communities, including two wetland pockets, which consists of mature forest, young forest, shrub thicket, and cultural meadow communities. The boundaries of the wetland were staked in the field with the GRCA in June 2014.

2.2.5 Roads

Colborne Street is an existing collector street that currently forms part of the Site's western boundary and its entire southern boundary, while Beatty Line North is an existing and proposed north-south collector street that forms the Site's eastern boundary. A Class Environmental Assessment ("Class EA") for Colborne Street was undertaken concurrently with the Secondary Planning Study process to investigate the possibility of realignment given its extreme, deficient curves. The Class EA ultimately recommended a realignment of the curve through the Site as new east-west collector street.

2.3 Surrounding Community Context

The Site sits between the residential and institutional uses to the east and south and agricultural uses to the north and west. The immediately surrounding properties to the north, west, and south are fields that are currently used for agricultural purposes. To the south of the Site across the existing Colborne Street, the existing Elora-Cataract Trailway runs alongside the southwest corner of the Site, while further to the south is Wellington Terrace and the Wellington County Museum and Archives. To the east of the Site are existing, larger lot residential dwellings on Collie Court and Beatty Line North, while to the immediate north of those residences is a future residential subdivision in process (the "Keating Subdivision"). Across Beatty Line North to the east of the Site is a residential subdivision (Millage Lane) that is currently being developed.

3. EXISTING POLICY AND REGULATORY CONTEXT

3.1 Provincial Policy Statement, 2014

The overriding vision of the Provincial Policy Statement, 2014 states that “*the long-term prosperity and social well-being of Ontarians depends on maintaining strong communities, a clean and healthy environment and a strong economy*”. The following policies in the Provincial Policy Statement are directly relevant to the proposed applications for the Site:

1.1.1 *Healthy, liveable and safe communities are sustained by:*

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- e) *promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;*
- f) *improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;*
- h) *promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.*

1.1.3.2 *Land use patterns within settlement areas shall be based on:*

- a) *densities and a mix of land uses which:*
 - 1. *efficiently use land and resources;*
 - 2. *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
 - 3. *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
 - 4. *support active transportation;*

1.1.3.6 *New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.*

1.5.1 *Healthy, active communities should be promoted by:*

- a) *planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;*
- b) *planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;*

1.6.7.4 *A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.*

1.7.1 *Long-term economic prosperity should be supported by:*

- d) *encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes;*

2.1.1 *Natural features and areas shall be protected for the long term.*

2.1.2 *The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.*

2.1.6 *Development and site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements.*

2.1.8 *Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 2.1.4, 2.1.5, and 2.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.*

3.2 Growth Plan for the Greater Golden Horseshoe, 2006

The Site is identified as part of the “Designated Greenfield Area” on Schedule 2 of the Growth Plan of the Greater Golden Horseshoe. Section 2.2.7 Growth Plan contains the following policies for Designated Greenfield Areas:

1. *New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that –*

- a. *contributes to creating complete communities*
 - b. *creates street configurations, densities, and an urban form that support walking, cycling, and the early integration and sustained viability of transit services*
 - c. *provides a diverse mix of land uses, including residential and employment uses, to support vibrant neighbourhoods*
 - d. *creates high quality public open spaces with site design and urban design standards that support opportunities for transit, walking and cycling.*
2. *The designated greenfield area of each upper- or single-tier municipality will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare.*
 5. *The Minister of Infrastructure may review and permit an alternative density target for an upper- or single-tier municipality that is located in the outer ring, and that does not have an urban growth centre, to ensure the density target is appropriate given the characteristics of the municipality and adjacent communities.*

3.3 Growth Plan for the Greater Golden Horseshoe, 2016

The 2017 Growth Plan took effect on July 1, 2017, after the submission of the West Phase Draft Plan and Zoning By-law Amendment applications that were deemed completed in January 2017. Ontario Regulation 311/06 was updated to reflect the applicable transitional regulations between the 2006 Growth Plan and the 2017 Growth Plan as it relates to the processing of planning applications. Under this transitional regulation, applications for a Draft Plan of Subdivision and Zoning By-law Amendment fall under the policies in place the date the applications were made. In this case, the West Phase applications would be subject to the 2006 Growth Plan, and the corresponding County targets of 40 people and jobs per hectare and 16 units per hectare. Furthermore, it is understood that any further increases in density would follow a County Municipal Comprehensive Review, which, per the 2017 Growth Plan policies, would have to review the previously approved alternative target of 40 jobs and people per hectare.

3.4 County of Wellington Official Plan

The Site is designated “Urban Centre” on Schedule A-1 of the County Official Plan, while a small portion associated with the woodland and drain corridor is designated “Core Greenlands”. Per Section 7.3.1, the Urban Centre designation is intended to accommodate a full range of land use types, including residential, commercial, institutional, and parkland uses, where compatible and where municipal services are available. The residential policies for the Urban Centre designation indicate that, per Section 8.3.3, a “*variety of housing types shall be allowed, but low rise and low density housing forms such as single-detached and semi-detached dwelling units shall continue to predominate*”. Further, per Section 8.3.3., the residential policies indicated “*townhouses and apartments... may also be allowed subject to*

the requirements of the Zoning By-law and the applicable policies of this Plan". This includes the criteria of Section 8.3.5 which indicates a general maximum density of 35 units per hectare for townhouses or row houses, and 75 units per hectare for apartments".

Section 3.3.1 and Section 4.4.4 identifies that the County's designated greenfield area, including the Site, will be "*planned to achieve an overall minimum density of not less than 40 residents and jobs per hectare.*" Implementing this target, Section 4.4.4 identifies that the County will "*strive to attain at least 16 units per gross hectare (6.5 units per gross acre) in newly developing subdivisions*" within greenfield areas.

Per Section 5.4 of the County Official Plan, the Core Greenlands designation includes areas with greater sensitivity or significance, and which require a greater level of protection. Core Greenlands include provincially significant wetlands, other wetlands, habitats of endangered or threatened species, floodways and hazardous lands. In the Core Greenland designation, development is not permitted within provincially significant wetlands, significant habitats, or floodways. Where development is proposed on land adjacent to these components of the Greenlands system, the developer is required to identify the nature of the natural heritage resources potentially impacted; prepare an environmental impact assessment to address potential impacts; consider enhancement of the natural area where appropriate; and demonstrate that there will be no negative impacts on the natural heritage feature or function.

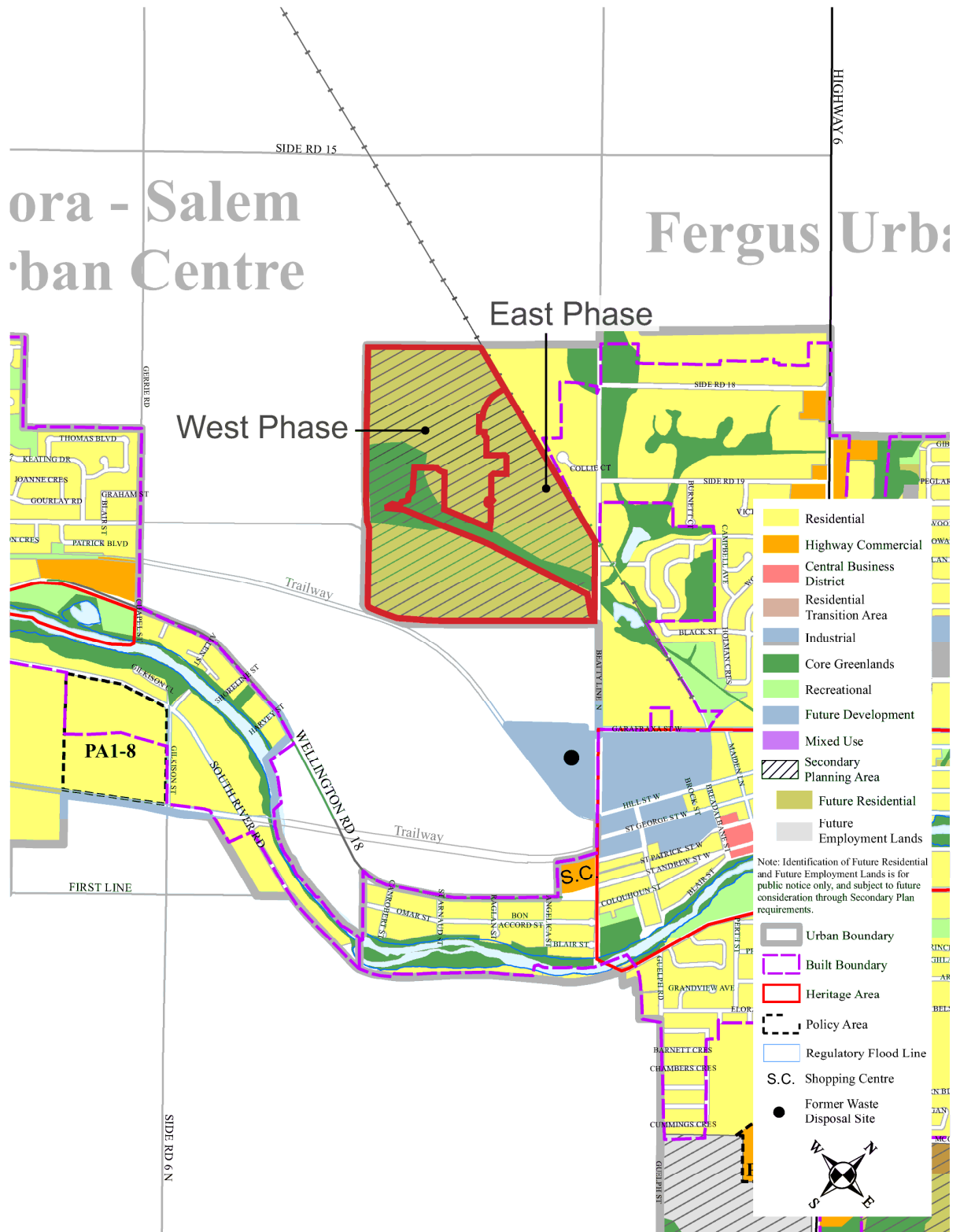
3.5 Township of Centre Wellington Official Plan

3.5.1 General Land Use Designations

Paralleling the County Official Plan, the Site is primarily designated "*Residential*" on Schedule A-1 of the Township Official Plan, with a portion designated "*Core Greenlands*" corresponding to the woodland and drain corridor in the area (**see Figure 3**).

Per Section D.2.3, the Residential designation is intended primarily to accommodate residential development, but other complementary uses such as schools, churches, local convenience stores, neighbourhood parks and other public facilities are also permitted. Singled detached units are intended to continue as the primary dwelling type, however, Section D.2.1 anticipates other types such as semi-detached, townhouses and apartment units are anticipated over time to account for one quarter of the total units in Fergus and Elora-Salem. Per Section D.2.5, densities for such multiple residential types are expected to be up to 35 units per hectare for townhouses and 75 units per hectare for apartments.

Section D.5.6 of the Township Official Plan contains the same greenfield density provisions as the County Official Plan, namely "*an overall minimum density of not less than 40 residents and*

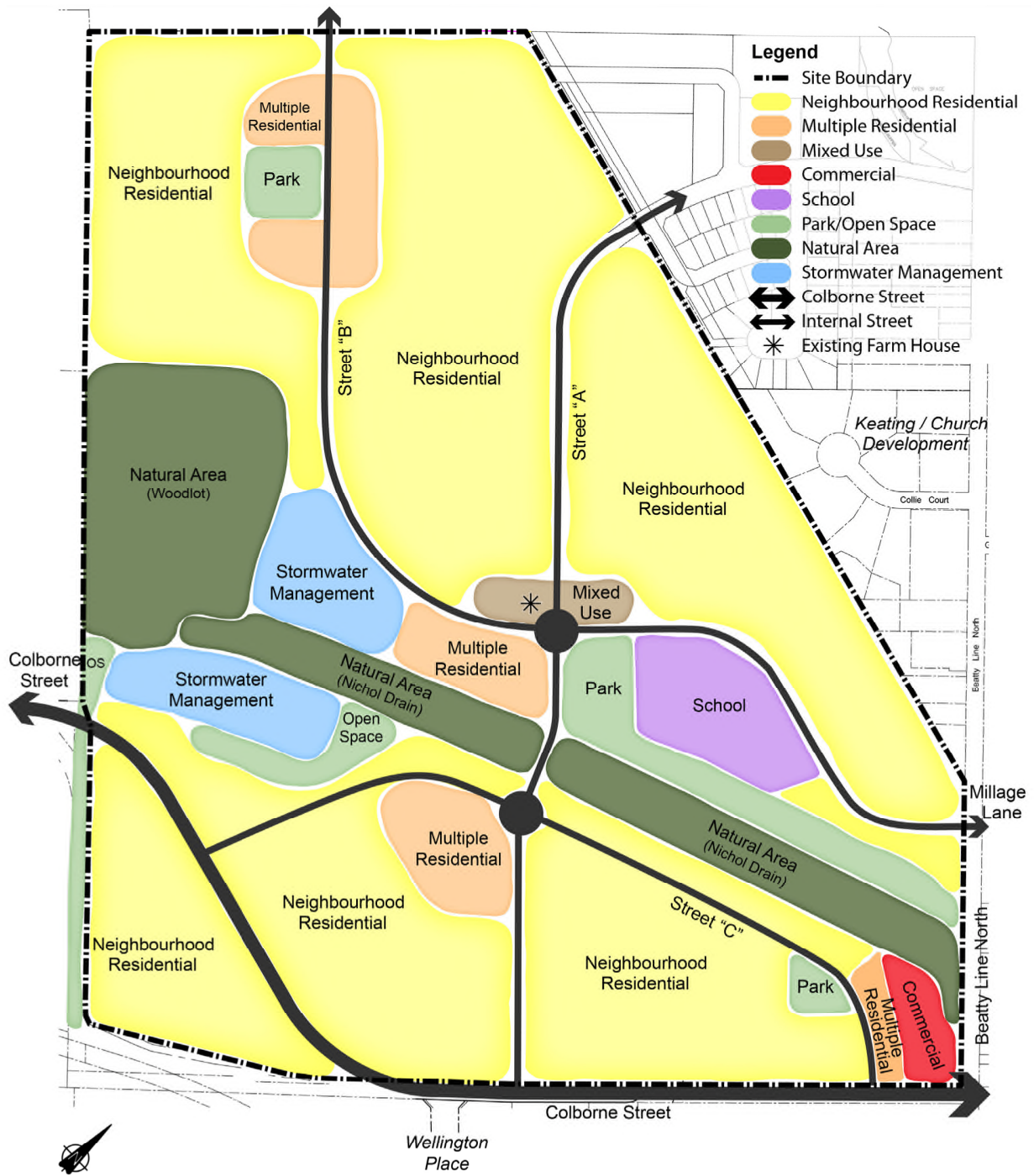


Per Section D.8, the Core Greenlands designation, similar to the County Official Plan designation, applies to provincially significant wetlands, the habitat of endangered or threatened species, and floodways and hazardous lands. Further discussion on the policies and standards related to the Core Greenlands designation is provided in the Environmental Implementation Report prepared by Burnside in support of this Secondary Planning Study.

3.5.2 Special Policy Area

The Township of Centre Wellington adopted Official Plan Amendment No. 7 on April 27, 2015, which replaced the “Secondary Planning Area” overlay on the Site with a new “Special Policy Area (PA1-15), in order to implement the land use plan and policies of the North West Fergus Secondary Plan. The land use concept plan in Schedule B of OPA No.7 provides a more defined land use pattern for the Site (**see Figure 4**) than the general Residential and Core Greenlands designations of the Township Official Plan. The following provides a summary of the key planning-related policies in Section 3 of the Secondary Plan that apply to the different areas of the Site:

- Per Section 3.2, the Neighbourhood Residential area is to contain single detached housing (generally at least 85% of total), but also permits ground-oriented multiple dwellings in areas surrounding neighbourhood focal points (generally no more than 15% of total). Development along the eastern edge abutting existing residential lots is to provide appropriate measures such as wider frontage lots, deeper lots, and abutting lot line plantings. The overall minimum residential density is 22 units per net hectare and is intended for a distributed mix of dwelling types, lot sizes and widths.
- Per Section 3.3, the Multiple Residential area is intended for ground-oriented multiple dwellings and low-rise apartments, at a minimum residential density of 30 units per gross residential hectare. A mix of dwelling types and lot sizes are to be distributed throughout each sub-neighbourhood. The specific location and configuration of such areas surrounding parks may be adjusted, provided the general area remains relatively the same.
- Per Section 3.4, the Mixed-Use area permits a range of uses, such as commercial and community-type uses, and townhouses arranged in a “village centre” concept comprising smaller scale uses, pedestrian-oriented streets, and buildings that define street edges. The existing farm house is preferably maintained in its current location, either as a standalone building or incorporated as part of a new development.
- Per Section 3.5, the Commercial area is intended for a range of retail, restaurant, personal service, offices, and community-type uses, to be specifically defined by the zoning by-law. Development is intended in a form that includes smaller scale uses and buildings that define the street edges, and a maximum commercial floor space of 3,000 square metres.
- Per Section 3.6, the Natural Area includes the area of the woodland/wetland and the Nichol Drain corridor and their associated buffers, and is limited to conservation uses, resource management uses, open space uses, and trails.



North West Fergus Secondary Plan Schedule

Source: GSP Group (July 2014)

Figure 4

- Per Section 3.7, the Park/Open Space areas are intended as either structured park spaces or unstructured open spaces. The park co-located with the elementary school site is intended to be between generally 2.0 to 2.5 hectares in size, while the other two parks are generally to be up to 0.5 hectares in size and square or rectangular in shape. The specific size and configuration of each park is to be determined through the Subdivision process in keeping with the general intent of the Secondary Plan. The design of the co-located park must be coordinated with the school site to ensure appropriate connections and interface, and to accommodate the potential joint use.
- Per Section 3.8, the Stormwater Management areas are intended for stormwater management facilities as well as conservation uses, passive recreation uses, and public trails. They are generally sized at 2.0 hectares, although specific sizing and configuration is to be determined through the detailed design, as approved by the Township and the GRCA. Stormwater management facilities are meant to be designed as neighbourhood amenities, contributing to the natural heritage system and parkland system.
- Per Section 3.9, the School area is intended to accommodate an elementary school and associated uses, although Multiple Residential uses are also permitted should the site not be utilized for a school. The design of the School site is to be coordinated with the design of the abutting park to ensure connections and the interface is appropriate, and to accommodate the potential joint use.

The transportation policies of Sections 4.1 through 4.5 of PA1-15 contain the following planning related policies:

- Colborne Street is to have a right-of-way width of 22 metres to be confirmed through the subdivision process, where lots fronting onto Colborne Street may be permitted but not reverse frontage development.
- Collector Streets are to have a maximum right-of-way width between 20 and 22 metres, with flexible alignments and locations that may be refined through the subdivision process, provided that the general intent for their alignment and connections is maintained. Individual direct access to any development site is permitted along Collector Streets, but not reverse frontage development.
- Local Streets will have a maximum right-of-way width of 18 metres, with a connected pattern with Collector Streets to be defined through the subdivision process.
- Rear access lanes (private or public) with a maximum right-of-way of 8.5 metres may be considered for Multiple Residential areas along Collector Streets; within the mixed-use area; and land designated Neighbourhood Residential or Multiple Residential uses surrounding or abutting a park.
- The pedestrian and cyclist network will consist of trails along the Nichol Drain and connecting to the school, parks, and the Elora Cataract Trailway; on-street bicycle lanes

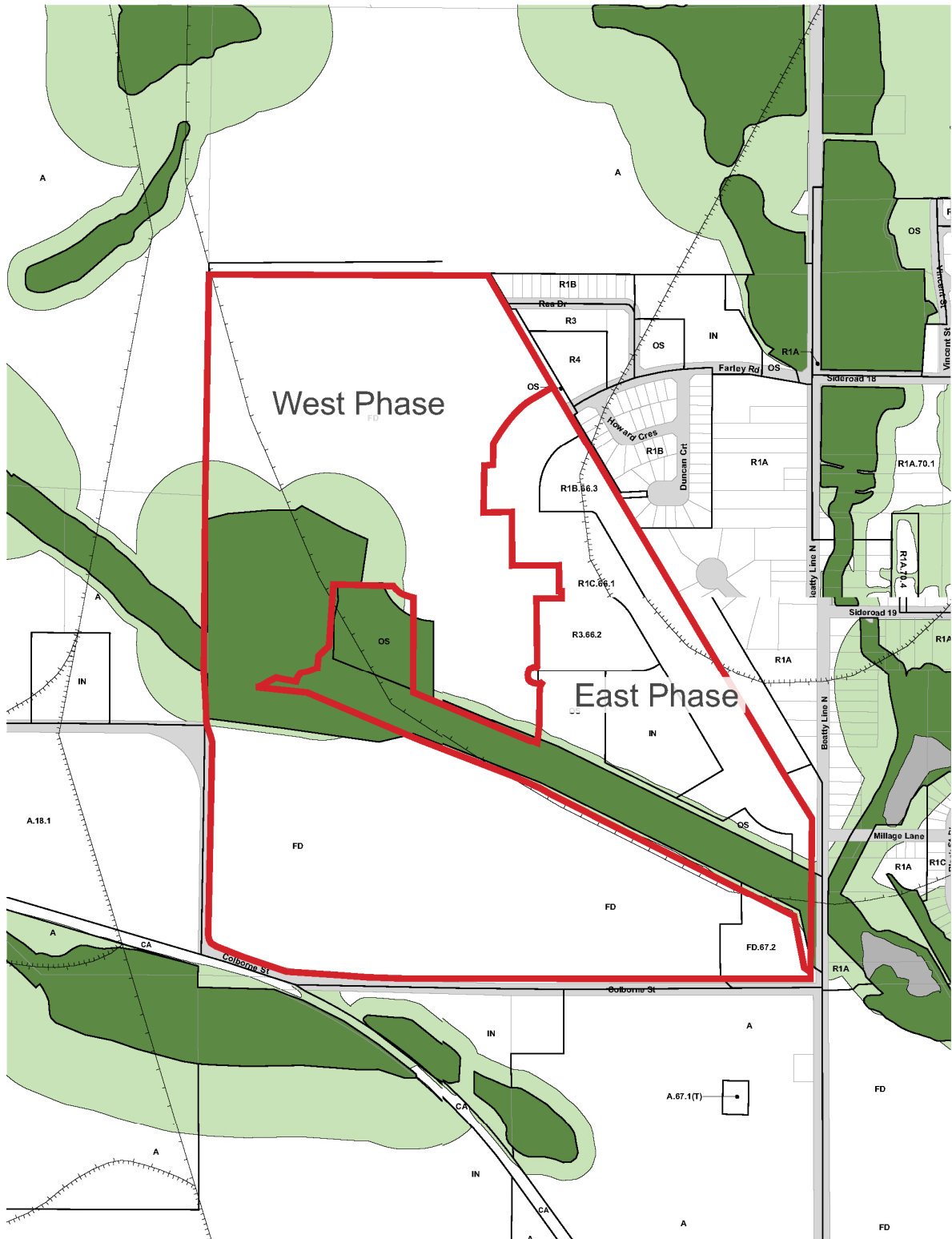
on Collector Streets; sidewalks on both sides of Collector Streets; sidewalks on at least one side of Local Streets; and, mid-block walkways where warranted given block lengths.

- The existing Colborne Street right-of-way following re-alignment will be utilized as a multi-use public pathway through the Subdivision stage.

In reading the above and other policies of the Secondary Plan, Section 5.5.1 b) of PA1-15 does identify that “[f]lexibility in interpretation of policies and boundaries of Schedule A-3 is permitted, provided the general intent of the goals and policies of PA1-15 are maintained to the Township’s satisfaction”.

3.6 Centre Wellington Zoning By-law

The West Phase is currently zoned Future Development (FD) in Comprehensive Zoning By-law No. 2009-045 with the remaining portions corresponding the woodland/wetland and Nichol Drain No.1 corridor zoned Environmental Protection (EP) with an Environmental Protection Overlay (EP Overlay) in some locations (**see Figure 5**). The existing EP Zone does extend past the flagged boundaries and buffers of the natural features, following the Residential designation in the Township Official Plan. The FD Zone only permits those uses, buildings, and structures that existed at the time of passing of the Comprehensive Zoning By-law. The EP Zone allow principally existing uses, buildings, and structures, as well as conservation and passive recreation uses. The EP Overlay overlies the FD Zone with additional special provisions requiring demonstration of impacts depending on type of natural feature.



Centre Wellington Zoning By-law
 Source: Township of Centre Wellington Zoning By-law Maps 62, 63, 66 & 67
 (February 2018)

Figure
5

4. MASTER CONCEPT PLAN

4.1 Purpose

Section 5.3 of PA1-15 from the North West Fergus Secondary Plan requires the preparation of a “Master Concept Plan” for the entirety of the North West Fergus area concurrent with the submission of the first Draft Plan of Subdivision in situations where the neighbourhood’s development is phased through individual plans of subdivision, to ensure the orderly development of the neighbourhood as per the Secondary Plan’s land use schedule and supporting policies. It is to include, at a minimum, more specific details and configurations for elements such as natural features, road patterns, higher density residential uses, parks and open spaces, the school and park site, trails and pathways, and development phasing. Regarding development phasing, it is specifically to include a phasing plan that identifies the planned sequencing of housing types and densities and the timing of the facilities, amenities, and infrastructures in support of the development.

4.2 Plan Details

The updated Master Concept Plan (**see Figure 6**) illustrates the following structural elements for the Site, which includes the discussion of the East Phase and West Phase, per the requirements of the Secondary Plan. The below commentary provides a summary of the elements that were updated as part of the post-submission changes to the Draft Plan of Subdivision.

(a) Natural Features

The Master Concept Plan shows the defined boundaries for the wooded wetlands, a combination of 10, 15 and 30-metre setbacks around the southern, eastern and northern edges the wooded wetland feature, and a 67.5 metre corridor associated with the Nichol Drain No.1, all as per the Secondary Plan and supporting reports. The boundaries of the wetland areas were staked in the field with the GRCA in June 2014.

Noted Updates:

- (A) *The projection of the wetland from the larger woodland/wetland feature near Street A now includes a 30 metre buffer per the direction of the GRCA.*

(b) Road Network

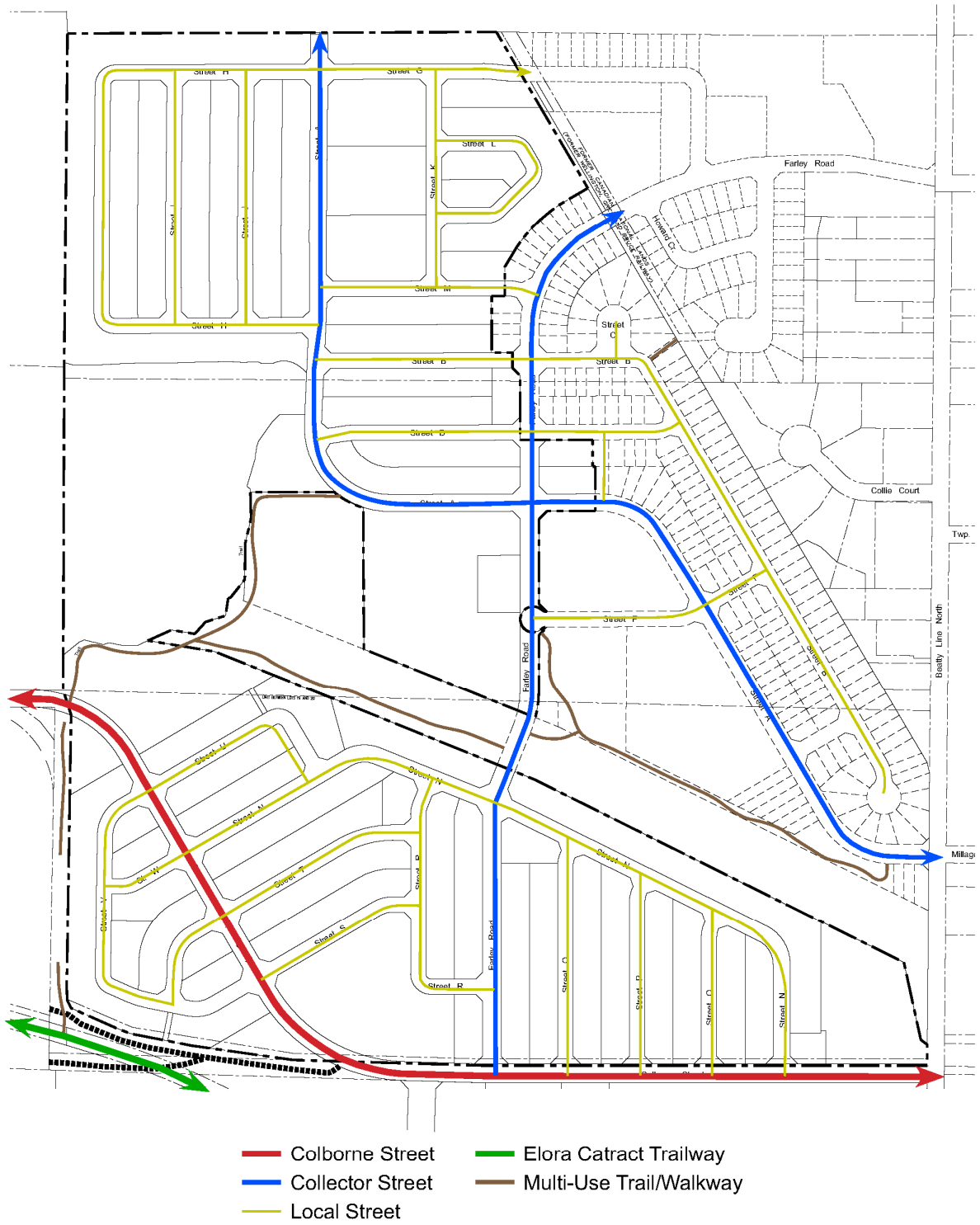
The Master Concept Plan shows a complete network of streets proposed for the Site per the direction of the Secondary Plan and its policies (**see Figure 7**), including the following:

- Colborne Street is the “major” collector street aligned as per the Class EA with a right-of-way width of 22 metres. The proposed Colborne Street cross-section in the supporting



Master Plan Concept - Land Use
 Source: GSP Group (February 2018)

Figure
6



Master Plan Concept - Transportation

Source: GSP Group (February 2018)

Figure
7

Traffic Impact Study includes two travel lanes (one lane in each direction), a bike lane on each side of the street, opportunities for lay-by parking on one side of the street, and a sidewalk on each side of the street.

- Farley Road is the north-south connecting street with a right-of-way width of 22 metres. The proposed Farley Road cross-section in the supporting Traffic Impact Study includes two travel lanes (one lane in each direction), a “sharrows” arrangement for bike travel, marked parking lanes on each side of the street, and a sidewalk on both sides.
- Street A is the east-west connecting street located north, respectively, with a right-of-way width of 20 metres. The proposed Street A cross-section in the supporting Traffic Impact Study includes two travel lanes (one lane in each direction), unmarked parking along one side of the street (recommended to be prohibited near the school site), a delineated bicycle lane on each side of the street, and a sidewalk on each side of the street.
- The remainder of the streets on the Master Concept Plan are local streets with 18 metre rights-of-ways organized in a connected pattern with the higher order streets. The proposed cross-section in the supporting Traffic Impact Study includes two travel lanes (one lane in each direction), unmarked parking along one side of the street, “share the road” signage and/or bicycle route signage, and a sidewalk on one side of the street.

Noted Updates:

- (B) *The curve in the Street A alignment abutting the northern stormwater management facility was re-aligned slightly from that of the original alignment in the original Draft Plan of Subdivision to straighten out the northern portion of the curve.*

(c) Higher Density Residential Uses

The Master Concept Plan illustrates six development blocks distributed throughout the Site that are configured for a “Breezeway” townhouse form with rear garages accessed from internal private roadways, and intended as freehold lots contained with a common element condominium. The blocks include a southern block situated along Colborne Street facing the southern park; a block abutting the commercial block, intended in the interim as model homes; two blocks in the central area generally clustered surrounding the park/school complex and linear green corridor; and, two blocks flanking the northern park.

(d) Single Detached Residential

The remainder of the residential land within the Site is intended for a mix of single detached dwellings together with opportunities for semi-detached dwellings and street townhouse dwellings as part of the Neighbourhood Residential policies of the Secondary Plan. The proposed zoning for the West Phase would permit a range of housing forms providing flexibility as the market dictates and in compliance with density policies of the County and Township Official Plans.

Noted Updates:

- (C) *The previous residential block abutting the north side of the northern stormwater management block to the east of the woodland/wetland features, on the west side of Street A, was changed to a park block per the suggestion of the Township of Centre Wellington.*
- (D) *The re-configuration of the southern stormwater management block, pulling the block to the Colborne Street frontage, resulted in a reconfiguration of the abutting residential blocks and Street U configuration surrounding the stormwater management block. This change to the stormwater management block was meant to eliminate driveway accesses directly onto Colborne at its western bend to address Township of Centre Wellington comments.*
- (E) *The street configuration of Street T and Street V was reconfigured to incorporate additional residential blocks and a reduced park size in this location. This change was a result of re-distributing this larger park space to other locations south of the Nichol Drain, including at the southern side of western bend of Colborne Street to address driveway concerns onto Colborne Street at this bend.*

(e) Parks and Open Space

The Master Concept Plan incorporates a series of six park blocks for the Site in keeping with the general direction of the Secondary Plan. This includes the following:

- A 1.82-hectare central park situated abutting Farley Road and the school site, as well as a linear portion running alongside the Nichol Drain corridor.
- A 0.93-hectare park situated along the north side of Street A, flanked by two multiple residential blocks and with full frontage on two public streets.
- A 0.53-hectare park situated on the south side of Street A between the northern stormwater management area and the woodland/wetland feature.
- Two parks, 0.32 and 0.33 hectares in size, that are situated on the southern side of the two bends of Colborne Street to connect to the proposed trail system.
- A 0.27-hectare park situated at the northeast corner of Farley Road and Street N.

Noted Updates:

- (E) *The existing park block on the southern side of the western bend of Colborne Street was extended to the Colborne Street frontage to address driveway concerns onto Colborne Street at this bend and provide a larger sized park alongside the trail system of existing and new proposed trails.*
- (F) *An additional park block was added at the corner of Farley Road and Street N resulting from the redistribution of the previous park identified in (E) above. This new park is meant to better reflect the intention of the Secondary Plan concerning a smaller park space serving the northeast quadrant of the neighbourhood.*

(f) School and Park Site

The Master Concept Plan shows the central park, described above, co-located with a 2.58 hectare block for an elementary school site. Principally the school site has collector street frontage on Street A but also has local street frontage on Street F. Additionally, the abutting park block provides off-street pedestrian connections from the west and east.

(g) Trails and Pathways

The Master Concept Plan shows a trail system on the Site that includes a route between Street A and the Elora-Cataract Trailway through the stormwater management blocks and former alignment of Colborne Street connecting to a route to Beatty Line North through the Nichol Drain corridor and the central park. The trails and pathway complement the on-street network of sidewalks described above.

Noted Updates:

(H) The trail alignment along the woodland/wetland has been reconfigured to accommodate the proposed trails within the two stormwater management blocks, and outside the natural area buffers as originally conceived.

4.3 Land Use Composition

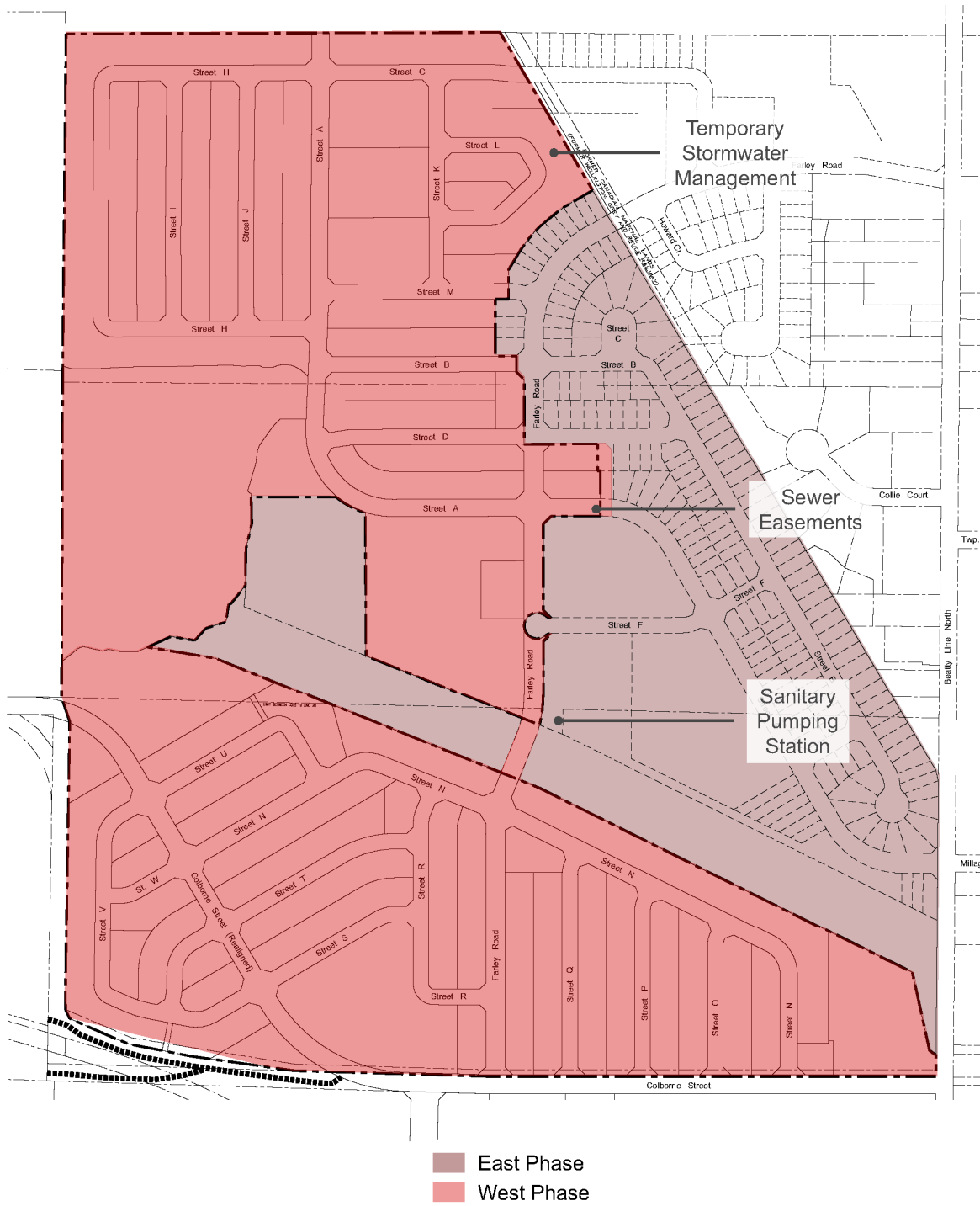
The composition of land uses within the Master Concept Plan within the two phases of development for the Site is per the below table.

	East Phase	West Phase	Total
Single Detached & Street Townhouse Residential	9.39	34.20	43.59
Medium Density Residential	1.69	7.51	9.2
Mixed-Use	0	1.53	1.52
Existing Farmhouse	0	0.33	0.33
School	2.58	0	2.58
Park	1.82	2.43	4.25
Open Space (Nichol Drain)	6.29	0	6.29
Open Space (Woodland)	0	7.27	7.27
Stormwater Management	2.09	1.88	3.97
Roads	4.76	15.45	20.21
Pumping Station	0.06	0	0.06
Walkways / Access / 0.3 m reserves	0.04	0.04	0.08
Total	28.72	70.64	99.36

4.4 Phasing

The Phasing Plan (see Figure 8) illustrates the proposed development phases, and the below table outlines the sequencing and requirements per the Secondary Plan considerations

	EAST PHASE	WEST PHASE
Area	<ul style="list-style-type: none"> 28.72 hectares of land total 	<ul style="list-style-type: none"> 70.64 hectares of land total
Housing Types and Density	<ul style="list-style-type: none"> 172 single detached dwelling lots 1 multiple residential block anticipated for 46 townhouse units 11.1 units per gross hectare per the County Official Plan 	<ul style="list-style-type: none"> 53 lotless blocks intended for single detached dwellings and street townhouses (range of 850 to 948 units) 5 multiple residential blocks (estimated of 202 units) 17.6 to 19.2 units per gross hectare per the County Official Plan
Community and Public Facilities	<ul style="list-style-type: none"> Conveyance of the school site to the School Board Dedication of the central park to the Township 	<ul style="list-style-type: none"> Dedication of the 5 remaining parks to the Township Construction of the commercial / mixed-use block Construction of trails as part of the SWM blocks and the Nichol Drain corridor
Major Infrastructure and Utilities	<ul style="list-style-type: none"> Construction of gravity sanitary sewer to Millage Lane outlet Construction of water supply connection to Beatty Line North Provision of easements in favour of the Township for sewers within Farley Road and Streets A and F through the West Phase land for the interim Construction of local water and sanitary sewers to service East Phase 	<ul style="list-style-type: none"> Construction of local water and sanitary sewers to service West Phase
Stormwater Management (SWM) Facilities	<ul style="list-style-type: none"> Construction of the northern SWM pond as part of East Phase. Construction of temporary SWM pond and overland flow route to service Keating Subdivision 	<ul style="list-style-type: none"> Dedication of northern SWM pond after completion of streets for access Construction and dedication of southern SWM pond Construction of cleanwater conveyance system between northern property edge and wetland
Major Roads	<ul style="list-style-type: none"> Construction of Street A from Beatty Line to Street E Construction of Farley Road from Keating Subdivision to Street D 	<ul style="list-style-type: none"> Construction of Colborne Street Construction of remaining portion of Farley Road Construction of remaining portions of Street A
Natural Heritage	<ul style="list-style-type: none"> Restoration and dedication of entirety of Nichol Drain corridor 	<ul style="list-style-type: none"> Dedication of woodland/wetland and associated buffers



Phasing Plan
 Source: GSP Group (February 2018)

Figure
8

4.5 Density Projections

The below tables identify the projected unit counts and density for the Site based on the Master Concept Plan. These projections are intended to illustrate how the potential full build-out of the Master Concept Plan is in keeping with the density targets of the County and Township Official Plans of 40 people and jobs per hectare (per the Growth Plan for the Greater Golden Horseshoe) and 16 residential units per hectare.

(A) County and Township Density Projections

	EAST PHASE	WEST PHASE	TOTAL
Total Area	28.56	70.79	99.35
- Nichol Drain	6.29	0.00	6.29
- Woodlot	0	7.27	7.27
- School	2.58	0.00	2.58
- Commercial	0	1.52	1.52
Gross Area	19.69	62.00	81.69

	LOWER	UPPER	LOWER	UPPER	LOWER	UPPER
Single Detached	172	172	764	627	936	799
Townhouses	46	46	288	523	334	569
Apartments	0	0	40	40	40	40
Total Units	218	218	1,092	1,190	1,310	1,408

Gross Density (u / ha)	11.1	11.1	17.6	19.2	16.04	17.24
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Notes:

- (1) Area take-outs for Gross Area calculation per Section 4.4.4 iii) of the County of Wellington Official Plan.

(B) Places to Grow Density Projections

	EAST PHASE	WEST PHASE	TOTAL
Total Area	28.56	70.79	99.35
- Nichol Drain	6.29	0.00	6.29
- Woodlot	0	7	7.27
Gross Area	22.27	63.52	85.79

	LOWER	UPPER	LOWER	UPPER	LOWER	UPPER
People - Singles	530	530	2,353	1,931	2,883	2,461
People - Townhouses	114	114	711	1,292	825	1,405
People - Apartments	0	0	68	68	68	68
Jobs - School	60	60	60	60	120	120
Jobs - Commercial	0	0	0	0	0	0
Jobs - Pop'n Based	19	19	92	97	111	116
Total People & Jobs	723	723	3,284	3,447	4,007	4,170

P2G Density (p&j / ha)	32.5	32.5	51.7	54.3	46.7	48.6
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Notes:

- (1) Area take-outs for Gross Area calculation per Section 2.2.7.3 of the Growth Plan for the Greater Golden Horseshoe, 2016.
- (2) People per unit (ppu) based on Schedule 4 of the Township of Centre Wellington Development Charges Background Study (August 2013), which was based on the 2011 Census: 3.08 ppu per single detached, 2.47 ppu per townhouse, and 1.49 ppu per apartment.
- (3) Commercial-based employment assumption of 1 employee per 45 square metres of commercial floor space as a blended rate of retail, service, and office activities.
- (4) Population-based employment assumption of 3% of the total residential base.

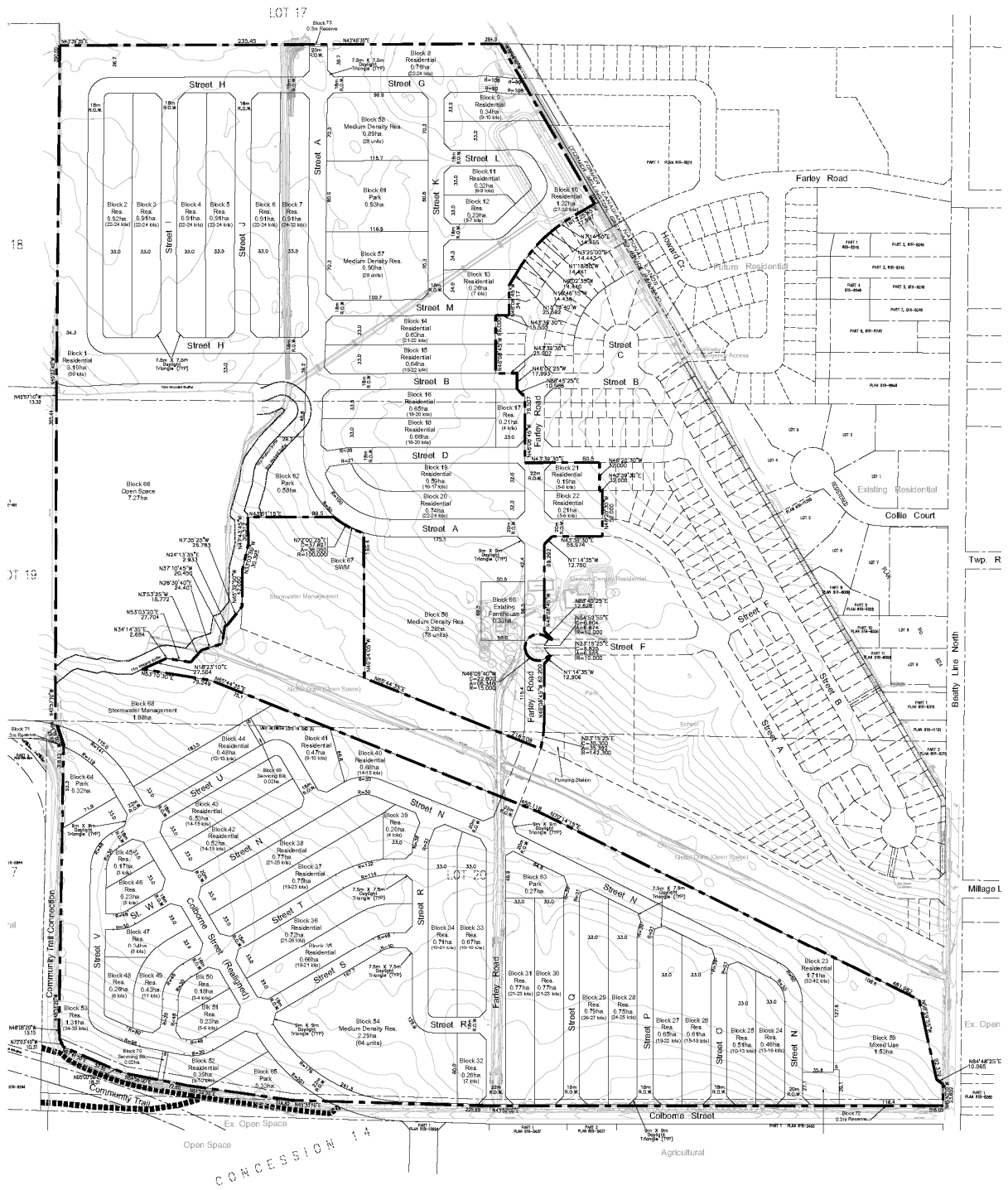
5. PROPOSED APPLICATIONS

5.1 Draft Plan of Subdivision

5.1.1 Updated Subdivision Details

A Draft Plan of Subdivision is required to further subdivide the West Phase land to accommodate the proposed development. The updated Draft Plan of Subdivision (**see Figure 9**) for the West Phase of the Site divides the 70.64-hectare area into 22 streets and 73 blocks. The updated West Phase Draft Plan of Subdivision includes the following streets and blocks for development:

- Colborne Street: a 22 metre street right-of-way that provides a principal east-west street through the broader community;
- Farley Road: a 22 metre street right-of-way that provides a portion of the north-south collector street through the Site;
- Street A: a 20 metre street right-of-way that provides a portion of the east-west collector street across the Site;
- Streets B through W: 18 metre street rights-of-way for local streets;
- Blocks 1 to 53: lotless blocks for a mix of 850 to 948 detached dwellings and street townhouse dwellings;
- Blocks 54 to 58: blocks for 202 cluster townhouse dwellings targeted for the “Breezeway” form of rear garage townhouses;
- Block 59: a 1.52-hectare block for a mixed commercial and residential development;
- Block 60: a 0.33-hectare block containing and surrounding the retained portion of the farm house with opportunities for different residential and non-residential uses;
- Blocks 61 to 65: five blocks for park space including a range of sizes and contexts;
- Block 66: a 7.27-hectare block reflecting the boundaries of the existing woodlot and associated buffer areas;
- Block 67: a small addition to the northern stormwater management block in the East Phase owing to the slight Street A curve realignment;
- Block 68: a 1.88-hectare block for the southern stormwater management pond for the neighbourhood; and,
- Blocks 69 to 73: blocks for stormwater block access and 30 centimetre reserves along street extensions for future phases of development.



Proposed Draft Plan Of Subdivision
 Source: GSP Group (February 2018)

Figure
9

5.1.2 Updated Parkland Dedication

The entire Site, per the below calculations, satisfy the parkland dedication requirements of 5% for residential purposes and 2% for commercial purposes per the below calculation, recognizing a very slight deficit that can be addressed as needed in the final plan.

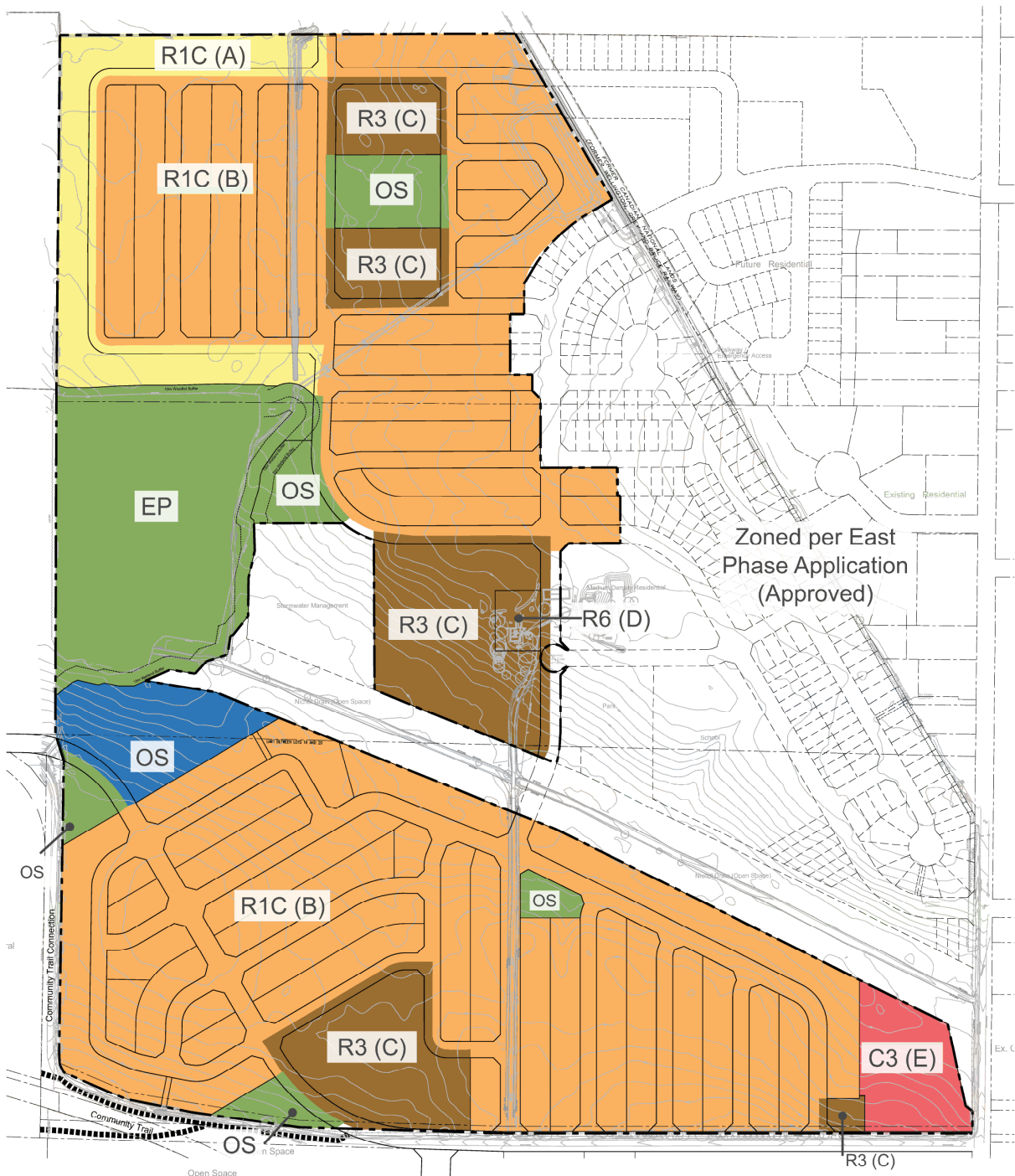
	EAST PHASE (ha)	WEST PHASE (ha)	TOTAL (ha)
Gross Area	28.560	70.790	99.350
- Nichol Drain	6.290	0.000	6.290
- Woodlot	0.000	7.270	7.250
Net Area	22.270	63.520	85.790
Residential Area	22.270	63.520	85.790
Commercial Area	0.000	1.520	1.520
Parkland Required	1.114	3.206	4.320
Residential (5%)	1.114	3.176	4.290
Commercial (2%)	0.000	0.030	0.030
Parkland Provided	1.820	2.451	4.271
Central Park (Blk 177)	1.820		
Park (Blk 61)		0.936	
Park (Blk 62)		0.580	
Park (Blk 63)		0.275	
Park (Blk 64)		0.327	
Park (Blk 65)		0.333	
Surplus (Deficit)	0.707	-0.755	-0.049

5.2 Zoning By-law Amendment

A Zoning By-law Amendment is required to implement the Draft Plan of Subdivision for the West Phase, as the subject site's current zoning generally limits development to existing uses. **Figure 10** shows the intended zoning approach for the West Phase zoning, similar to the East Phase zoning, and **Appendix A** contains the proposed zoning provisions for the site-specific zones. The proposed zoning and regulations remains the same as originally proposed in the December 2016 Planning Justification Report, except for changes to the schedule to reflect the revisions to the Draft Plan of Subdivision in terms of residential and park zones.

The proposed zoning for the West Phase would:

1. Refine the existing Environmental Protection (EP) Zone to match the boundaries of the proposed Nichol Drain corridor width and the woodlot and its buffer areas, per the supporting Secondary Plan studies;
2. Rezone the land for the five park blocks to an Open Space Recreation (OS) Zone;
3. Rezone the land for the southern stormwater management facility to an Open Space Recreation (OS) Zone;
4. Rezone the perimeter portion of land along the western/northwestern boundary to a Residential (R1C "A") Zone that would permit detached dwellings with a minimum of 10.9 metre wide lot frontages;
5. Rezone the land for the defined medium density residential blocks to a Residential (R3 "C") with site-specific permissions and provisions for street townhouses, cluster townhouses, and stacked townhouses;
6. Rezone the land for the existing farmhouse block to a Residential (R6 "D") Zone with site-specific provisions that would allow a range of residential and non-residential uses within the block;
7. Rezone the land for the commercial block at Colborne and Beatty Line intersection to a Neighbourhood Commercial (C3 "E") Zone that would permit standalone commercial and community uses as well as a mixed commercial and residential development; and,
8. Rezone the remainder of the site for a Residential (R1C "B") Zone with site-specific permissions and provisions that establish a "flex" zone similar to the East Phase, which would permit a mixture of detached dwellings, semi-detached dwellings, and street townhouses. A principal difference for the West Phase zoning is the establishment of minimum residential density regulations for the R1C "B" Zone that applies to the majority of the West Phase. Recognizing the lot-less blocks proposed for the West Phase identify a unit range for each block, these minimum density regulations in the zoning will ensure that the County's target of 16 units per hectare across the Site will be achieved at a minimum, together with the expected conditions of draft approval.



- OS - Open Space and Stormwater Management (Parks and Trails)
- EP - Environmental Protection (Wetlands and Woodlands)
- R1C (A) - Single Detached Dwellings (12.2m+ Frontages)
- R1C (B) - Single Detached Dwellings (9m+ Frontages), Semi-Detached Dwellings and Townhouse Dwellings
- R3 (C) - Townhouse (Street, Cluster, Stacked)
- R6 (D) - Mixed Use Associated with Existing Farm House
- C3 (E) - Commercial and Mixed-Use



Community Zoning Concept
Source: GSP Group (February 2018)

Figure
10

6. SUPPORTING STUDIES AND REPORTS

6.1 Functional Servicing Report and Stormwater Management Report

Burnside prepared the Functional Servicing and Stormwater Management Report (dated December 2016) in support of the proposed West Phase applications. The Report addresses site servicing and stormwater management required for the entirety of the Site, both West Phase and East Phase, collectively. The Report concludes the following:

- **Sanitary:** the existing 375 mm trunk sewer along Millage Lane, at the intersection of Beatty Line and Millage Lane across the frontage of the Site, will convey flows through the Fergus Urban Area to the Fergus Water Pollution Control Plant. The Site will be serviced through a combination of gravity sanitary drainage and a sanitary pumping station with ultimate connection to the Beatty Line trunk sewer. The East Phase of the development will be serviced entirely by an internal gravity system. The Site can be accommodated with the existing Fergus Control Plan, although the need for the planned expansion is dependent on the Site's phasing and growth pressures in other areas.
- **Water Supply:** there is sufficient capacity and pressure within the existing trunk distribution watermains along both Beatty Line and Colborne Street to service the entire Site. Trunk distribution mains would be extended via the collector roads with the Site to supply local distribution mains extended throughout the area via the local road network.
- **Stormwater:** two SWM facilities will be required to service the subject lands located on the north and south sides of Nichol Drain towards the western edge of the development. The stormwater system north of the Nichol Drain will accommodate flows from the Keating Subdivision along the north-east boundary and has been sized to accommodate residences on Collie Court. A cleanwater conveyance system will convey the existing major system drainage from the property north of the Site to the existing receiver adjacent to the woodlot. Water balance across the Site can be achieved through implementation of roof leader discharge.

6.2 Environmental Impact Study Memorandum

Burnside prepared an Environmental Impact Study Memorandum (dated December 14, 2016) in support of the West Phase applications. This Memorandum complements the Environmental Impact Study that was prepared for the East Phase applications (which was further to the studies prepared as part of the secondary planning process) and which addressed the majority of the natural heritage system throughout the broader Site, including the Nichol Drain corridor, the tile drain outlet, and woodlot. The Memorandum specifically addresses the justification of the buffers surrounding the woodlot contained within the West Phase portion of the Site, in keeping with GRCA guidelines, and concludes that:

“the proposed 15 m buffer between the SWM ponds and the wetland edge, and the 10 m buffer between the roadway and the woodland edge will not only prevent any adverse effects within the wetland and woodland features, but will enhance existing conditions through an increase to the size of the vegetated area on the site and a reduction to the edge effects”.

Subsequent to the submission and evaluation of the Memorandum, the GRCA has determined that a 30 metre buffer to the wetland edge is required as it effects the wetland projection near Street A. This buffer has been reflected in the updated Draft Plan of Subdivision. As well, the GRCA is satisfied regarding the small encroachment of Street A into the 30 metre buffer per correspondence dated February 7, 2018.

6.3 Cultural Heritage Impact Evaluation Report

Unterman McPhail Associates prepared a Cultural Heritage Impact Evaluation Report (dated March 2013) through the Secondary Plan process for the Site. The Report provided an inventory of existing buildings and structures within the North West Fergus area, which developed as an agricultural landscape in the early 19th century and continues to be used for agricultural purposes currently. The Report identifies that none of the buildings are designated under Provincial or Municipal protection, but concludes that the property is *“of local cultural heritage value”* and is *“worthy of protection as a heritage resource”*, preferring the retention of the existing farmhouse in situ, together with a number of mitigation and protection measures, although it does identify options for demolition relocation of the farmhouse. The barn, other structures, and surrounding landscape is recommended for photo inventory, salvage and commemoration where possible.

6.4 Hydrogeological Study

Burnside prepared a Hydrogeological Study (dated November 2016) in support of the West Phase applications, further to the work undertaken as part of the secondary planning process. The Study evaluated the existing hydrogeologic setting of the property, documented existing ground water levels; identified ground water recharge and discharge zones; identified base flow contributions; and identified requirements and design measures for maintaining the Site’s ground water function. Based on the above, the Study identifies that Low Impact Development techniques are required to mitigate potential impacts of the proposed development on the water balance on the Site, as well as stormwater management ponds are required to be designed to meet Enhanced Level water quality controls to maintain surface water quality.

6.5 Detailed Vegetation Plan

Aboud and Associates prepared a Detailed Vegetation Plan (dated December 2, 2016) in support of the proposed Draft Plan of Subdivision application. Based on a comprehensive

inventory of existing trees contained on the entire Site, the Plan recommends preservation of 33 of the 194 existing trees and tree groups, with the majority to be removed within hedgerows along the perimeter of the Site. It recommends tree protection measures prior to site servicing and grading as well as 322 trees to be planted in compensation for the 161 trees recommended for removal, to be confirmed as detailed plans progress.

6.6 Traffic Impact Study

Burnside prepared the Traffic Impact Study (dated December 2016) in support of the proposed West Phase applications. The Traffic Impact Study focuses on the requirements for the West Phase, but is a continuation of the work undertaken for the secondary planning process and the East Phase Draft Plan applications.

Based on the analysis, the Study identifies road and traffic control improvements (principally turn lanes and traffic signals) within the study area to accommodate the development of the West Phase and other planned developments as well as increases in the background traffic level. These include improvements to the intersections of Beatty Line North and St. Andrew Street (Wellington Road 18); Beatty Line North and Colborne Street; Beatty Line North and Garafraxa Street; Beatty Line and the proposed Street A / Millage Lane; and, Colborne Street and the proposed Farley Road. With the implementation of these improvements, the Traffic Impact Study concludes that the “Level of Service for all intersections is forecast to be good through horizon year 2028”.

Further to the analysis of traffic operations, the Study also provides recommendations for cross-sections to accommodate the transportation requirements along Colborne Street, Beatty Line North and local streets within the Site. The recommended cross-sections form the basis of the Master Concept Plan details in Section 4.3 of this Planning Justification Report.

6.7 Urban Design Brief

The Planning Partnership prepared the Urban Design Addendum (dated December 2016) in support of the proposed West Phase applications, as addendum to the Urban Design Brief for the East Phase applications that considered the entire Site. The Addendum focused on the differences between the master plan concept as part of the West Phase applications and the master plan concept in the original Urban Design Brief. The Addendum concludes that the *“revisions to the draft plan for the new community of Storybrook continues to encompass all of the urban design objectives outlined in the Urban Design Guidelines prepared for the North West Fergus Secondary Plan Area”*.

7. PLANNING JUSTIFICATION

7.1 Provincial Policy Statement, 2014

The updated Draft Plan and Subdivision and Zoning By-law Amendment are consistent with the relevant policies of the Provincial Policy Statement (2014) in that they would facilitate a proposed development that:

- Is consistent with Policy 1.1.1 in that it would contribute to a healthy, livable and safe community with an efficient development pattern of an fully serviceable greenfield site that features a range of residential unit types (including those geared for seniors) and supporting non-residential uses of commercial, institutional, and recreation uses, all while maintaining and enhancing the existing natural features and biodiversity on the Site;
- Is consistent with Policy 1.1.3.2 in that it would accommodate a land use pattern within a settlement area that is efficiently planned and logically phased, has an appropriate mix and density of land uses fitting with the nature of the Fergus community, and, accommodates an integrated system of active transportation movements;
- Is consistent with Policy 1.1.3.6 in that it would be within a designated growth area adjacent to the existing built-up area of Fergus and efficiently uses the land and existing/planned infrastructure with a complete mix of uses and a density that satisfies the County and Township targets for the area;
- Is consistent with Policy 1.5.1 and Policy 1.6.7.4 in that it would contribute to a healthy and active community by providing an interconnected street pattern and an off-street system of trails and walkways that provides a connected movement system to the network of parks and open spaces proposed throughout the Site and the abutting Elora-Cataract Trailway;
- Is consistent with Policy 1.7.1 in that it would support the long-term economic prosperity of Centre Wellington by contributing to a sense of place in the neighbourhood through built form patterns as well as preservation of existing built heritage resources and natural heritage features on the Site;
- Is consistent with Policies 2.1.1, 2.1.2, 2.1.6, and 2.1.8 in that it would retain the existing natural heritage features on the Site and maintain their functions, including the Nichol Drain corridor and wooded wetland feature, as per the findings of the Scoped Environmental Impact Study; and,
- Is consistent with Policy 2.6.1 in that it would conserve a cultural heritage resource with the retention and future re-use of the existing farm house on the Site as a separate block on the Draft Plan of Subdivision with requested permissions for residential and non-residential uses.

7.2 Growth Plan, 2006

The proposed Draft Plan of Subdivision and Zoning By-law Amendment remain consistent with the Designated Greenfield Area policies of the Section 2.2.7 of the 2006 Growth Plan in that they would facilitate a proposed development that:

- Contributes to a complete community within the broader Fergus community with a mix of residential uses as well as commercial, school, and park and recreation uses;
- Establishes a highly connected street and block pattern that accommodates active transportation options, both on-street and off-street, for moving through the Site and to the surrounding community;
- Provides a range of different housing types and small-scale commercial opportunities to support day-to-day needs of the local residents;
- Creates an interconnected open space system comprised of the existing natural features, neighbourhood parks, and stormwater management areas that are linked by a coordinated system of on-street and off-street connections; and,
- Are consistent with the alternative density target policies of the Growth Plan, which are implemented through the County Official Plan, per the below discussion.

7.3 County and Township Official Plans

The proposed Draft Plan of Subdivision and Zoning By-law Amendment remain consistent with the relevant policies of the County Official Plan and Township Official Plan respecting residential development in the respective designations. They are generally consistent with the Urban Centre designation (County) and Residential designation (Township) in that they would facilitate a proposed development would contain a mixture of residential, commercial, institutional, and park uses. Single detached dwellings would be the predominant use of residential land ranging generally from 55% to 70% of the total unit count, depending on the ultimate unit type and lotting mix. While the proportion of multiple residential forms of development may exceed the general anticipation of one quarter expressed by the Official Plans, the exceedance would be required to satisfy and further the minimum density policies of the Official Plans.

In respect to the greenfield density policies, the Master Concept Plan and Draft Plan of Subdivision for the West Phase demonstrate how the broader Site, including the East Phase and West Phase, is planned to achieve a density of generally 46 to 48 people and jobs per hectare and a residential density of generally 16 to 17 units per hectare. Recognizing the lot-less blocks shown on the Draft Plan of Subdivision identifies a broad range of units, the density target would be achieved through the minimum residential density provisions in the proposed Zoning By-law Amendment as well as expected conditions in the Draft Plan approval that required demonstration of the lot mix as registration occurs.

Furthermore, the applications remain consistent with the Core Greenlands designation in that they would facilitate a proposed development that maintains the existing natural features on the Site associated with the wooded wetland along the western edge of the property as well as the Nichol Drain corridor through the centre of the Site. The management plan includes sufficient buffering along the woodland/wetland incorporated into the block and an appropriate corridor width and restoration efforts along the Nichol Drain No. 1 corridor that will maintain these features and functions per the County policies. The Environmental Impact Study Memorandum concludes that the buffers proposed for the wooded wetland are adequate for the protection of the feature and its function, recognizing the feature's limited sensitivity and the proposed protection measures, and also recognizing that the GRCA's subsequently noted requirement for a 30 metre buffer around the wetland edge.

7.4 Secondary Plan

In keeping with the policies of the North West Fergus Secondary Plan within the Township Official Plan, the Master Plan Concept as implemented in part by the updated Draft Plan of Subdivision and Zoning By-law Amendment remains consistent with:

1. Section 3.6 of PA1-15 in that it defines the boundaries for the woodland/wetland and the associated 10, 15 and 30 metre buffers as well as the 67.5 metre corridor associated with the Nichol Drain No.1, as per the Environmental Implementation Report in support of the Secondary Plan.
2. Sections 4.1 through 4.3 of PA1-15 in that it implement the complete network of streets for the Site, including the higher order collector streets of Colborne Street, Farley Road, and Street A with right-of-way widths varying between 20 and 22 metres in width, as well a pattern of local streets with 18 metre rights-of-ways organized in a connected pattern with the collector streets.
3. Section 3.2 of PA1-15 in that it meets the intent for the majority of the residential land identified as Neighbourhood Residential area in the Secondary Plan. The blocks on the Master Plan Concept that would correspond to the Neighbourhood Residential classification in the Secondary Plan contain 83% of their total units as detached dwellings at the lower end of the projected range and 65% at the upper end of the projected range, with the remainder as of units as street townhouse dwellings. While the Secondary Plan anticipates no more than 15% as townhouses within the Neighbourhood Residential classification, the exceedance is required to satisfy, and further exceed, the density target of at least 16 units per hectare per the County and Township Official Plan (the Secondary Plan were projected based on satisfying the Places to Grow density of 40 people and jobs per hectare). Such an exceedance would still be in keeping with the general intent of the Neighbourhood Residential

classification Secondary Plan, which is the predominance of the single detached dwelling.

4. Section 3.3 of PA1-15 in that it incorporates multiple residential blocks distributed throughout the three development phases. The location of the 4 blocks west of Farley Road and 1 block abutting the commercial block are generally consistent with the corresponding locations of the Multiple Residential designation; while the 1 block east of Farley Road (in the East Phase) is located within the Neighbourhood Residential, which does allow a limited amount of multiple dwellings preferably in locations along higher order streets. All 6 blocks are located with frontage on collector streets per the Secondary Plan policy. The multiple residential blocks are configured for a townhouse form with rear lanes and garages. On a whole, preliminary concepts demonstrate a density for all 6 multiple blocks that ranges between 24 and 32 units per hectare depending on the shape and layout efficiency of the block. Although some blocks would be below the minimum density target of 30 in the Medium Density Residential classification, the unique nature of the proposed townhouse types with rear lanes townhouses maintains the intent of the Medium Density Residential for a higher intensity form of development.
5. Section 3.4 of PA1-15 in that it defines an appropriate list of permitted uses and built form regulations that ensure a small-scale character and neighbourhood-servicing function for the commercial block together with permissions for residential uses as part of a mixed-use development.
6. Section 3.5 of PA1-15 in that it maintains the existing farm house in its current location as a block to the southwest of Street A and Farley Road. The area surrounding this general intersection maintains the intent of a focus for the broader neighbourhood per the Mixed-Use Area policies of the Secondary, although with a residential focus and a combination of park and natural areas coupled with street-fronting, rear lane townhouse dwellings.
7. Section 3.7 of PA1-15 in that it incorporates three parks in keeping with the direction of the Secondary Plan. The central park's configuration and size (1.82 hectare) is generally consistent with the Secondary Plan's land use schedule and policies. North of the Nichol Drain along Street A, the western park's configuration is consistent with the Secondary Plan, although it is located on the other side of the collector street and is larger in size (0.93 hectares) as part of the satisfaction of parkland dedication requirements, while the new eastern park abutting the wetland was incorporated at the request of the Township. The previous larger park along the Elora-Cataract Trailway was divided into two smaller parks at the bends of Colborne to contribute to take advantage of locations alongside the Elora-Cataract Trailway for access purposes. The remainder of this previous park was added as a new park in the northeast quadrant of neighbourhood in

keeping with the general direction of the Secondary Plan for a park in that area. The above refinements to the park system are contemplated by the Secondary Plan, which provided by Section 5.4 a) that the “*specific location, configuration, and size of parks shall be confirmed during the plan of subdivision process*”.

8. Section 3.9 of PA1-15 in that it incorporates the central park/school campus generally consistent with the configuration and direction of the Secondary Plan. The Street A alignment through the Site was re-aligned from that of the Secondary Plan general alignment principally for reasons of the collector street circulation pattern, sizing of the stormwater management block, incorporation of the farm house into the multiple residential block south of Street A, and efficiency for development blocks in the East Phase. This resulting shift provides the school site with principally collector street frontage on Street A, but also with local street frontage on Street F (as well as off-street pedestrian connections from the west and east through the abutting park). The length of frontage for the school site on the Draft Plan of Subdivision for the East Phase is consistent with that illustrated in the Secondary Plan land use schedule.
9. Section 4.5 of PA1-15 in that it incorporates a connected pedestrian and cyclist network through the Site. Per the Secondary Plan, these networks consist of trails along the Nichol Drain and connecting to the school, parks, and the Elora Cataract Trailway; on-street bicycle facilities on Colborne Street (lane), Street A (lane) and Farley Road (sharrows); sidewalks on each side of Colborne Street and Streets A and Farley Road; sidewalks on at least one side of Local Streets; mid-block walkways for longer block lengths; and, the use of the existing Colborne Street right-of-way following re-alignment as a multi-use trail.
10. Section 5.2 a) in that it is supported by the required studies as outlined by Section 5.2 a), namely a Functional Servicing Report and Stormwater Management Report, a Environmental Impact Study Memorandum, this Planning Report, an Urban Design Addendum, and other studies or reports deemed necessary by the Township at the time of preconsultation.
11. Section 5.3 of PA1-15 in that it is supported by a Phasing Plan that demonstrates how the Site can be developed in keeping with the policies of the Secondary Plan related to the provision of servicing and community infrastructure as well as the residential mix and density for density projections.
12. Section 5.5.1 b) of PA1-15 in respect to the differences to the Secondary plan outlined above given the Secondary Plan does permit “*[f]lexibility in interpretation of policies and boundaries of Schedule A-3 ... provided the general intent of the goals and policies of PA1-15 are maintained to the Township’s satisfaction*”.

8. SUMMARY AND CONCLUSIONS

The first phase Draft Plan of Subdivision (referred to as the “East Phase”) of the North West Fergus area was draft approved in December 2016, and the Zoning By-Law Amendment was approved in 2017. Applications for a Draft Plan of Subdivision and Zoning By-law Amendment for the remainder of the property (referred to as the “West Phase”) were submitted in December 2016 to the County and Township. A Planning Justification Report (December 2016) was submitted as part of the complete application submission for the West Phase.

Since that time, the applications were reviewed in 2017 by the County, Township, and Grand River Conservation Authority, and a public meeting was held in November 2017. The proposed plan of subdivision has now been revised to address comments received through this process, together with corresponding changes to the implementing Zoning By-law Amendment schedule. This updated Planning Justification Report reflects these updated plans and is provided for purposes of the assessing the revised plans and confirming the opinions of the original December 2016 report.

The Draft Plan of Subdivision and Zoning By-law Amendment affects the West Phase of the development for the remaining 70.64 hectares of the Site. The Draft Plan of Subdivision would divide the first phase of the Site into 22 streets and 73 blocks to accommodate the development of the mixed-use neighbourhood. The Zoning By-law Amendment would refine the existing EP Zone to match the boundaries defined by supporting technical studies, and would rezone the remainder of the land for urban zones, including those for residential, commercial, and open space zones.

In support of these applications, this Planning Justification Report finds that the proposed applications continue to represent good planning and are justified as they:

1. Are consistent with the relevant policies of the Provincial Policy Statement 2014 in that they contribute to a more complete community, accommodate a compact and mixed-use development within an existing built and serviced area, and they maintain the existing cultural and natural heritage features on the Site;
2. Are consistent with the relevant policies of the Growth Plan related to Designated Greenfield Areas in that they contribute to a complete and mixed community, provide a highly connected street and block pattern, provide a range of a range of different housing types and small-scale commercial opportunities, and establish an interconnected open space system;
3. Are consistent with the relevant policies of the County Official Plan and Township Official Plan regarding greenfield area densities in that they are planned to satisfy the targets of 40 people and jobs per hectare and 16 units per hectare (and have been

shown to exceed these targets), which are implemented through density provisions in the proposed zoning as well as expected conditions of Draft Plan approval;

4. Are consistent with the relevant policies of the County Official Plan and Township Official Plan in respect to the Core Greenlands designation in that they maintain and enhance the existing woodland/wetland and Nichol Drain No. 1 corridor through the Site;
5. Are consistent with the relevant policies of the Township Official Plan in respect to the Residential designation in that they would facilitate a proposed development with a mixture of residential, commercial, institutional, and park uses, with single detached dwellings as the predominant use and multiple residential uses that diversify the unit mix;
6. Are consistent with policies of Special Policy Area PA1-15 of the Township Official Plan concerning the North West Fergus Secondary Plan in that they accommodate a new land use and transportation pattern on the Site in keeping with the direction of the Secondary Plan;
7. Are supported by a Master Concept Plan and Phasing Plan required per Special Policy Area PA1-15 of the Township Official Plan to ensure the orderly and coordinated development of the West Phase and the Site over time, and are supported by the technical studies required by the Special Policy Area PA1-15 in respect to servicing and traffic which demonstrate that adequate infrastructure exists or is planned to accommodate the West Phase applications.

APPENDIX A

**Zoning By-law Amendment
Proposed Zones and Site-Specific Provisions**

ZONE	R1C (A)
Permitted Uses	<i>Singles</i>
Minimum Lot Frontage	12.2 m
Minimum Lot Area	317 m ²
Minimum Lot Depth	26 m
Maximum Height	3 storeys but not greater than 12 m.
Minimum Front Yard	4.5 m, except 6.0 m to front face of garage if driveway crosses front lot line.
Minimum Exterior Side Yard	4.2 m, except 6.0 m to garage where a driveway crosses an exterior side lot line.
Minimum Interior Side Yard	1.2 m on one side and 0.6 m on the other side
Minimum Rear Yard	7 m
Maximum Lot Coverage	(i) 42.5% for lots with frontages of 12.5 m or greater. (ii) 45% for lot with frontages that are less than 12.5 m. (iii) 50% for lots with frontages that are less than 12.5 m for any lot containing a single storey dwelling, which may include those with a loft with a maximum floor area that is 60% of the floor area below.
Minimum Landscaped Open Space	The Front Yard on any Lot, excepting the Driveway, shall be landscaped and no parking shall be permitted within this Landscaped Open Space.
Garage / Driveway	(i) The width of the driveway shall not constitute more than 50% of the width of the Front Yard. (ii) For lots with non-parallel side lot lines, the calculation of driveway width in relation to front yard width shall be taken at a line parallel to the chord measured 6.0 m back.
Encroachments	A maximum 2.0 m projection into the Front Yard, Exterior Side Yard, and/or Rear Yard for: (i) A Balcony, whether covered or uncovered; (ii) An Uncovered Porch; (iii) A Covered and Unenclosed Porch; and (iv) A Ground Oriented Amenity Area (Deck) that Is More Than 1.2 Metres Above Finished Grade But Not Exceeding The Height Of The Main Floor/Entry Level. An additional maximum 1 m projection into the Front Yard, Exterior Side Yard, and/or Rear Yard is permitted for steps further to the above encroachments.
Parking	1 space per unit

ZONE	R1C (B)			
Permitted Uses	<i>Singles</i>	<i>Small Lot Singles</i>	<i>Semis</i>	<i>Street Townhouses</i>
Minimum Lot Frontage	10.9 m	9 m	7.2 m	6 m
Minimum Lot Area	283 m ²	234 m ²	187 m ²	156 m ² per unit
Minimum Residential Density	(i) For the land zoned R1C (B), the minimum residential density is 25.3 units per hectare. (ii) Minimum residential density for the purposes of the R1C (B) Zone will be measured by dividing the total number of units divided by the area of development blocks net of public streets.			
Minimum Lot Depth	26 m	26 m	26 m	26 m
Maximum Height	3 storeys but not greater than 12 m.	3 storeys but not greater than 12 m.	3 storeys but not greater than 12 m.	3 storeys but not greater than 12 m.
Minimum Front Yard	4.5 m, except 6 m to front face of garage if driveway crosses front lot line.			
Minimum Exterior Side Yard	4.2 m, except 6 m to garage where a driveway crosses an exterior side lot line.			
Minimum Interior Side Yard	1.2 m on one side and 0.6 m on the other side	1.2 m on one side, 0.6 m on the other side, and 1.8 m between dwellings on abutting lots.	1.2 m on one side and 0.6 m on the other side	0 on the attached side and 1.2 m on the unattached side
Minimum Rear Yard	7 m			
Maximum Attached Dwelling Units in a Row	N/A	N/A	N/A	9
Maximum Lot Coverage	(i) 42.5% for lots with frontages 12.5 m or greater. (ii) 45% for lot with frontages that are less than 12.5 m. (iii) 50% for lots with frontages that are less than 12.5 m for any lot containing a single storey dwelling, which may include those with a loft with a maximum floor area that is 60% of the floor area below.	N/A	N/A	N/A
Minimum Landscaped Open Space	The Front Yard on any Lot, excepting the Driveway, shall be landscaped and no parking shall be permitted within this Landscaped Open Space.			
Garage / Driveway	(i) The width of the driveway shall not constitute more than 50% of the width of the Front Yard. (ii) For lots with non-parallel side lot lines, the calculation of driveway width in relation to front yard width shall be taken at a line parallel to the chord measured 6.0 m back.	(i) The width of the driveway shall not constitute more than 55% of the width of the Front Yard, up to a maximum driveway width of 6 metres. (ii) The driveway leading to the garage can be no more than the width of the exterior dimensions of the garage.	(i) The width of the driveway shall not constitute more than 55% of the width of the Front Yard, up to a maximum driveway width of 6 metres. (ii) The driveway leading to the garage can be no more than the width of the exterior dimensions of the garage.	(i) The width of the driveway shall not constitute more than 50% of the width of the Front Yard, up to a maximum driveway width of 6 metres. (ii) The driveway leading to the garage can be no more than the width of the exterior dimensions of the garage.

		(iii) For lots with non-parallel sides, the calculation of driveway width in relation to front yard width shall be taken at a line parallel to the chord measured 6 m back.	For lots with non-parallel sides, the calculation of driveway width in relation to front yard width shall be taken at a line parallel to the chord measured 6 m back.	(iii) For lots with non-parallel sides, the calculation of driveway width in relation to front yard width shall be taken at a line parallel to the chord measured 6 m back.
Encroachments	<p>A maximum 2.0 m projection into the Front Yard, Exterior Side Yard, and/or Rear Yard for:</p> <ul style="list-style-type: none"> (i) A Balcony, whether covered or uncovered; (ii) An Uncovered Porch; (iii) A Covered and Unenclosed Porch; and (iv) A Ground Oriented Amenity Area (Deck) that Is More Than 1.2 Metres Above Finished Grade But Not Exceeding The Height Of The Main Floor/Entry Level. <p>An additional maximum 1 m projection into the Front Yard, Exterior Side Yard, and/or Rear Yard is permitted for steps further to the above encroachments.</p>			
Parking	1 space per dwelling unit			

ZONE	R3 (C)		
Permitted Uses	<i>Street Townhouses</i>	<i>Cluster Townhouses</i>	<i>Stacked Townhouse</i>
Minimum Lot Frontage	6 m	20 m	20 m
Minimum Lot Area	156 m ² per unit	The greater of 700 m ² or 200 m ² per unit	700 m ²
Minimum Lot Depth	26 m	N/A	N/A
Maximum Height	3 storeys but not greater than 12 m	3 storeys but not greater than 12 m	5 storeys but not more than 16 m
Minimum Front Yard	For a lot frontage or width of 7.5 m or greater, the minimum front yard is 4.5 m to the front face of the dwelling or 6 m to the front face of a garage.	<ul style="list-style-type: none"> (i) The minimum distance from a street line or a 0.3 m reserve to the nearest portion of a dwelling shall be 4 m. (ii) The minimum distance from an abutting open space or park to the nearest portion of a dwelling shall be 4 m. 	3.5 m
Minimum Exterior Side Yard	4.2 m, except 6 m to front face of a garage if the driveway crosses an exterior side lot line.		3.5 m
Minimum Interior Side Yard	0 on attached side and 1.2 m on the unattached side		N/A
Minimum Rear Yard	7 m		7 m
Minimum Building Separation	N/A	<ul style="list-style-type: none"> (i) The minimum distance between the end walls of separate dwellings shall be 3 m. (ii) The minimum distance between the end wall of a dwelling and a wall other than an end wall on a separate dwelling shall be 8 m. (iii) The minimum distance between walls other than the end walls on separate dwellings shall be 11 m. (iv) The minimum distance from an internal roadway to the nearest portion of an end wall is 1.2 m. (v) The minimum distance from an internal roadway to the nearest portion of a garage is 0.6 m. 	Where two or more buildings are located on any one lot, the distance between the face of one building and the face of another building shall be at least 11 m.
Maximum Attached Dwelling Units in a Row	9	9	N/A
Private Amenity Area for Each Unit	N/A	<ul style="list-style-type: none"> (i) Have a minimum area of 15 m²; (ii) Have a minimum depth from the wall of the dwelling unit of 2.0 m; (iii) Have a minimum width of 2.0 m; (iv) Be allowed to face a public street in an exterior side yard provided they are not located between the front face of a dwelling, defined as the shortest side of any unit, and the public street. (v) Be separate and not include walkways, play areas, or any other communal area; and. 	<ul style="list-style-type: none"> (i) Have a minimum area of 15 m²; (ii) Have a minimum depth (from the wall of the dwelling unit) of 3.5 m; (iii) Have a minimum width equal to the width of the unit when the layout of the unit permits. If the preceding cannot be accomplished, the minimum width of the private amenity area shall be 4.5 m; (iv) Not form part of a required front or exterior side yard; (v) Be accessed through a doorway to a hall or habitable room, other than a bedroom; (vi) Be separate and not include walkways, play areas, or any other communal area; and (vii) Be defined by a wall or fence.

			Notwithstanding the foregoing, for stacked townhouse units above grade, each private amenity area shall: (i) Have a minimum area of 10 m ² ; (ii) Consist of a patio or terrace; and (iii) Be defined by a wall or railing between adjacent units to a height of 1.8 m.
Minimum Communal Amenity Area	N/A	N/A	N/A
Minimum Landscaped Open Space	The Front Yard on any Lot, excepting the Driveway, shall be landscaped and no parking shall be permitted within this Landscaped Open Space.	30% of the lot area	25% of the lot area
Garage / Driveway	N/A	(i) The minimum width of an internal roadway, measured curb to curb, is 6.4 m (ii) A driveway access to an individual unit may not cross a perimeter lot line, but rather shall be accessed from a private roadway. (iii) Maximum driveway width of 6 m per unit.	N/A
Encroachments	<p>A maximum 2.0 m projection into the Front Yard, Exterior Side Yard, and/or Rear Yard for:</p> <ul style="list-style-type: none"> (i) A Balcony, whether covered or uncovered; (ii) An Uncovered Porch; (iii) A Covered and Unenclosed Porch; and (iv) A Ground Oriented Amenity Area (Deck) that Is More Than 1.2 Metres Above Finished Grade But Not Exceeding The Height Of The Main Floor/Entry Level. <p>An additional maximum 1 m projection into the Front Yard, Exterior Side Yard, and/or Rear Yard is permitted for steps further to the above encroachments.</p>		
Parking	1 space per dwelling unit	(i) 2 spaces per dwelling unit plus 0.1 spaces per unit dedicated for visitor parking. (ii) In respect to parking spaces within garages: <ul style="list-style-type: none"> • the minimum internal dimension for a private garage that serves a single vehicle shall be 6.2 m in length and 3 m in width measured from foundation wall to foundation wall; • the minimum internal dimension for a private garage that serves two or more vehicles shall be 6.2 m in length and 5.5 m in width measured from foundation wall to foundation wall; and, • all required parking spaces within a private garage shall be a minimum of 5.4 m in length, 2.6 m in width and 2.1 m in height free of all obstructions. 	1 space per dwelling unit plus 0.1 space per unit devoted exclusively to visitor parking.

ZONE	R6 (D)	C3 (E)
Permitted Uses	<p>One or more of the following uses:</p> <ul style="list-style-type: none"> (i) All uses permitted under the R3 (C) Zone in accordance with those provisions. (ii) Detached dwelling in accordance with R1 Zone per Table 7B (iii) Apartment dwelling in accordance with Table 7H (iv) Public building (v) Community centre (vi) Church (vii) Retirement residence (viii) Art gallery (ix) Artisan studio (x) Auditorium (xi) Business or professional office (xii) Commercial Recreation (xiii) Commercial School or Studio (xiv) Convenience Store (xv) Hotel (xvi) Medical clinic (xvii) Parking lot (xviii) Personal service shop (xix) Private or commercial club (xx) Restaurant (xxi) Retail store with gross floor area of 465 m² of less (xxii) Speciality food store (xxiii) Uses, buildings and structures accessory to the foregoing 	<ul style="list-style-type: none"> (i) Art gallery (ii) Artisan studio (iii) Automobile service station in accordance with Section 4.5 (iv) Bed and breakfast establishment, Class 1 or Class 2 (v) Business or professional office (vi) Church (vii) Commercial School or Studio (viii) Convenience Store (ix) Day care centre or day nursery (x) Dry cleaning depot (xi) Dwelling unit above a ground level commercial use (xii) Financial establishment (xiii) Funeral home (xiv) Gas bar including an accessory automobile wash (xv) Laundromat (xvi) Library (xvii) Medical clinic (xviii) Personal service shop (xix) Photofinishing establishment (xx) Postal or courier outlet (xxi) Restaurant (xxii) Retail store with a gross floor area less than 300 m² (xxiii) Specialty food store (xxiv) Veterinarian clinic (xxv) Video rental outlet (xxvi) Any commercial use lawfully existing as of the date of passing of this by-law (xxvii) All uses permitted under the R3 (C) Zone in accordance with those provisions.
Minimum Lot Frontage	5 m	21 m
Minimum Lot Area	N/A	650 m ²
Maximum Height	4 storeys but not greater than 14 m	5 storeys but not more than 15 m
Minimum Front Yard	N/A	3.0 m or in accordance with Section 4.39
Minimum Exterior Side Yard	N/A	6 m
Minimum Interior Side Yard	No minimum, except 1 m where a side yard abuts a residential zone; or 1.5 m where a side yard abuts public land.	3 m
Minimum Rear Yard	4 m	7.5 m
Maximum Lot Coverage	N/A	80%
Minimum Landscaped Open Space	10% of the lot area	N/A
Buffer Strip	N/A	N/A
Parking	Based on specific use per Section 5.5 of the Zoning By-law.	Based on specific use per Section 5.5 of the Zoning By-law.