

PLANNING JUSTIFICATION REPORT

ZONING BY-LAW AMENDMENT

223 St. Andrew Street E

Fergus, Township of Centre Wellington

Date:

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Prepared for:

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Our File 17389F

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1.0 INTRODUCTION

MHBC has been retained by MMDG Health Services Inc., to provide a planning opinion on a Zoning By-law Amendment application in support of a proposed redevelopment on a property municipally addressed as 223 St. Andrew Street E, Fergus, Centre Wellington ("subject property").

The subject property is situated at the intersection of Gowrie Street N and St. Andrew Street E. The subject property is located within the Central Business District (CBD) of Fergus, and is bounded to the north by commercial/office uses fronting St. Patrick Street, low rise residential uses to the east, to the south by St. Andrew Street E, and to the west by Gowrie Street N. The subject property contains a two storey dwelling and accessory garage. The property has approximately 25 metres of frontage on St. Andrew Street East and 38 metres of frontage on Gowrie Street. The total area of all parcels is 978 m².

The owner of the subject property is proposing to redevelop the site as residential and commercial mixed-use. The proposal includes the demolition of the existing structures on site and the construction of a five storey mixed use building with ground floor commercial use and 4-storeys of residential dwelling units above.

Implementation of the proposed redevelopment on the subject property requires approval of a Zoning By-law Amendment in order to facilitate the development of the five storey building.

This Planning Report assesses the redevelopment proposal in the context of the applicable planning framework and includes:

- An introduction and general description of the subject property, surrounding uses and existing conditions;
- An overview of the proposed development;
- A description of the proposed Zoning By-law Amendment;
- A review of the existing policy framework and assessment of consistency with the Provincial Policy Statement, conformity with A Place to Grow, the County of Wellington Official Plan, Centre Wellington Official Plan, and the Zoning By-law; and
- Consideration and integration of recommendations from the supporting studies and reports.

1.1 Pre-Submission Consultation

No formal pre-consultation occurred as part of this application. The consultant team has had ongoing communication with the Township of Centre Wellington planning staff. This Planning Justification Report has been prepared in support of the proposed development and is supported by technical reports and studies, including:

- Functional Servicing and Stormwater Management Report prepared by MTE Consultants Inc.;
- Urban Design Brief prepared by MHBC;
- Heritage Impact Assessment prepared by MHBC;
- Arborist Report and Tree Inventory Plan prepared by MHBC; and
- Site Plan and Elevations prepared by Fryett Turner Architects.

2.0 CONTEXT

The subject property is situated on the north-east corner of the Gowrie Street N and St. Andrew Street E intersection in the Central Business District of Fergus. The subject property and surrounding land uses are illustrated on **Figure 1**.

There are two existing structures on the property, including a two storey commercial and residential building, and an accessory garage. The remainder of the property consists of minimal landscape elements including shrubs and grass, with a parking area.

The subject property is located within the 'Urban Centre' as delineated in the County of Wellington Official Plan, is designated as 'Central Business District Commercial' in the Centre Wellington Official Plan and is zoned 'C1' in the Zoning By-law No. 2009-045.

The surrounding area is characterized by residential and commercial development, generally comprised of 1-2 storey residential dwellings and various 2-3 storey commercial uses within the downtown core. The immediate surrounding context is described in detail below.

NORTH: Abutting the subject property is a two storey commercial building, located

at the St. Patrick Street E and Gowrie Street intersection. Further north of St. Patrick Street E. consists of an established single detached neighbourhood.

EAST: A one storey dwelling is located adjacent to the subject property with

frontage on St. Andrew Street. The area to the east fronting St. Andrew Street East is predominately comprised of single detached dwellings, and all zoned

Commercial C-1).

SOUTH: South of the subject property are a mix of commercial establishments and

residential dwellings. These uses back onto the Grand River.

WEST: West of the subject property is downtown Fergus, which consists of

commercial buildings ranging in height from one to three storeys.

In summary, the subject property is well located in an established mixed use area of the Commercial Business District of Fergus. The surrounding area is complemented with community, retail/commercial, natural features, as well as residential uses. The subject property is well situated within the built-up area of the Urban Centre and is in close proximity to various road networks, including St. Andrew Street, St. David Street (Highway 6), and Garafraxa Street which all provide excellent connections to the broader provincial, County and local arterial/collector road network. The subject property is also in close proximity to natural heritage (Grand River) and parks, including Confederation Park, and public service facilities.

3.0 PROPOSED DEVELOPMENT AND PLANNING APPLICATIONS

3.1 Overview of Proposed Development

The owner is proposing an infill development, which includes the demolition of the two existing structures and development of one mixed-use building. The new building is proposed to be a five storey purpose built rental with ground floor commercial use and 17 residential units comprising the remaining 4 storeys. A copy of the proposed site plan is included as **Figure 2** to this report.

Vehicular access will be provided from Gowrie Street, which will be located to the rear of the proposed building. The parking area will provide a total of 12 parking spaces. There is an existing sidewalk network along Gowrie Street and St. Andrew Street which will provide pedestrian access to the building as well as the construction of a pedestrian pathway connecting the rear building entrance to the parking area.

The concept plan describes the following details:

- A total of 2 commercial ground floor units and 17 residential units above;
- A building area of 367.5 m²;
- Vehicular parking will be provided in the form of 12 surface spaces accessed from Gowrie Street;
- Bicycle parking storage will be provided; and
- Private amenity areas will be provided for residential units in the form of private balconies.

Access to the road system and active transportation networks will be provided via the driveway that connects to Gowrie Street as well as building entrances. Ultimately the proposed development is intended to help increase housing stock, provide more housing options, and support live-work opportunities in downtown Fergus that will contribute to the local economy.

3.2 Planning Application

The following Planning Application is proposed for the development.

Zoning By-law Amendment

Zoning By-law No. 2009-045 identifies the subject property as Central Business District Commercial 'C1'. The C1 zone regulations provide that the maximum building height is 3 storeys and not more than 11 metres.

The proposed amendment is seeking site specific regulations for the subject property to increase the permitted height from 3 storeys to 5 storeys, with a maximum height of 15 metres. The purpose of the amendment is to facilitate the redevelopment of the property to accommodate a proposed 5 storey building.

Site Plan Application

A site plan application will also be required and will be filed separately with the Township following the approval of this Zoning By-law Amendment. The site plan application will address matters of landscaping, lighting, building materials/colours, parking layout and detailed site servicing.

4.0 PLANNING ANALYSIS

The proposed development must be assessed in terms of applicable policies prescribed by the Province, County and Township. The following is a review of the applicable land use policy framework related to the subject property, and how the proposal will meet policy considerations.

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement (the "PPS") was issued under Section 3 of the Planning Act and applies to planning decisions made on or after May 1, 2020. As a result, the 2020 PPS is applicable to the proposed development.

The PPS outlines policy for Ontario's long term prosperity, economic health, and social well-being. These directives depend on the efficient use of land and development patterns that support strong, sustainable, and resilient communities that protect the environment and public health and safety, and facilitate economic growth. One of the key considerations of the PPS is that planning decisions "shall be consistent with" the Policy Statement. The following is an analysis of the development in the context of the policies in the PPS.

4.1.1 Settlement Areas

Policy 1.1.3.1 of the PPS states that Settlement Areas shall be the focus for growth and development. Settlement areas are urban areas and rural settlement areas within a municipality that are built-up areas where development is concentrated and which have a mix of land uses or lands which have been designated in an official plan for development of the long term planning horizon (25 years). The subject property is located within the Built-Up Area and Urban Area of the County. Accordingly, the subject property is located within a settlement area.

Land use patterns within settlement areas shall be based on a density and mix of uses which: efficiently use land and resources; 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; minimize negative impacts to air quality and climate change, and promote energy efficiency; prepare for the impacts of a changing climate; support active transportation; are transit-supportive, where transit is planned, exists or may be developed; and, are freight supportive (Policy 1.1.3.2).

The PPS requires planning authorities to promote opportunities for to accommodate a significant supply and range of housing options through intensification and redevelopment with consideration given to brownfield sites and the availability of suitable infrastructure and public service facilities.

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

The proposed redevelopment is well located within the Township and well located to a range of supportive land uses. The subject property has been designated for a range of uses, which include residential and commercial urban uses. The development represents an efficient use of land as it will result in the infill and intensification of an underutilized parcel of land in the Urban Centre, and is located within an established area of the Township, in close proximity to downtown Fergus and a range of land uses. The redevelopment will utilize existing infrastructure, including servicing and roadways and will therefore make efficient use of these services and contribute to providing a complete community.

4.1.2 **Housing**

Policy1.4.3 of the PPS provides that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents by:

- Establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with housing and homelessness plans;
- Permitting and facilitating: all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements; and all types of residential intensification and redevelopment;
- Directing the development of new housing to locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
- Requiring transit-supportive development and prioritizing intensification in proximity to transit, including corridors and stations; and,
- Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

The proposed redevelopment represents a compact form of development which will utilize existing infrastructure and will result in the development of underutilized lands within the built-up area where infrastructure and public services are available. The proposed

development introduces more housing types, which will contribute to the provision of housing options in the community, where single detached dwellings are the dominant residential form. Offering multiple unit housing that supports accessibility standards will help meet the social, health, economic and well-being requirements of current and future residents. Further, the residential units will be purpose built rental, which will help to improve the overall vacancy rate in the Township.

4.1.3 Public Spaces, Recreation, Parks, Trails and Open Space

Policy 1.5.1 of the PPS states that healthy, active communities should be promoted by: planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

The proposed development includes sidewalk and driveway connections from the proposed development to the surrounding neighbourhood and the Central Business District. The development will also include private amenity areas, and lockers able to accommodate secure indoor bicycle storage. Additionally, the subject property is well situated relative to public amenities and community facilities.

4.1.4 Sewage, Water and Stormwater

As per policy 1.6.6.2 of the PPS, municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. The Functional Servicing and Stormwater Management Report prepared in support of the proposed development assesses the feasibility of servicing the subject lands and concludes that the proposed redevelopment can be adequately serviced through connections to existing and proposed infrastructure on St. Andrew Street E and Gowrie Street.

4.1.5 Transportation

Policy 1.6.7 of the PPS provides that transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods and are appropriate to address projected needs. Land use patterns, density and mix of uses should be promoted that minimize the length of vehicle trips and support current and future use of transit and active transportation.

The proposed redevelopment will be appropriately connected to the existing road network within the built-up area. The subject property will be accessed from Gowrie Street, which is well connected to the road network within Fergus, providing access to other key roadways including St. Andrew Street and Garafraxa Street. Pedestrian connectivity to the existing road network will also be maintained and improved.

Additionally, the proposed redevelopment is for a mixed use development containing both commercial uses and residential uses. This form of development supports the overall objectives of the PPS, and will contribute to minimizing vehicle trips and supporting active transportation in the area.

4.1.6 Long-Term Economic Prosperity

Policy 1.7 of the PPS provides that matters of long-term economic prosperity should be supported. Applicable policies for this development include: the provision of a range and mix of housing options; optimizing the long-term availability of land and infrastructure; and promoting a sense of place. The redevelopment of the subject property for mixed-use will contribute to the long-term economic prosperity of Centre Wellington by providing more housing choice for various demographic needs, and increase opportunities for businesses to grow and develop, as well as employment opportunities. The proposed development provides an opportunity for development in a location well situated relative to existing land uses and serviced by existing and planned infrastructure, and will be well designed to be consistent with the neighbourhood in order to ensure a sense of place for current/future residents.

4.1.7 Cultural Heritage and Archaeology

Section 2.6.3 of the PPS states that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

The subject property is adjacent to, and surrounded by 'listed' (non-designated) heritage properties that are identified on the *Centre Wellington Municipal Heritage Register*. While the subject property is not located within a Heritage Conservation District under Part V of the *Ontario Heritage Act (OHA)*, it is within a 'Heritage Area' as per the Township Official Plan. A Heritage Impact Assessment (HIA) has been prepared to assess the impacts of the proposed redevelopment on surrounding heritage buildings. The HIA has been submitted with the Zoning Amendment application, and is summarized in **Section 5.3** of this Report. The HIA concludes that no major adverse impacts are anticipated as a result of the proposed development, provided that the recommendations within the HIA are incorporated into the design of the overall development.

4.1.8 PPS Summary

The 2020 PPS seeks to achieve healthy, livable and safe communities by promoting efficient development and land use patterns. Given the above assessment, in our opinion the proposed redevelopment plan is consistent with the broad vision of land use planning in Ontario. In this respect, the intended use of the property:

- Represents efficient development in the Built-Up Area and supports compact intensification on a property designated for a range of uses;
- Proposes residential and commercial use that will provide housing diversity to help broaden housing options, and help the County and Township achieve forecasted growth;

• Promotes a scale of development appropriate for the neighborhood that will utilize existing infrastructure and support the safe movement of people.

In light of these considerations, it is our opinion that the proposed development is consistent with the PPS.

4.2 Growth Plan for the Greater Golden Horseshoe

The 2020 A Place to Grow – Growth Plan for the Greater Golden Horseshoe ('A Place to Grow') came into effect on August 26, 2020. This Plan is the framework for implementing the Provincial Government's initiative to plan for growth and development in a way that supports the economic prosperity, protects the environment, and helps communities achieve a high quality of life. The preamble of A Place to Grow sets out those areas where intensification should occur, prioritizing settlement areas.

Policy 1.2.1 of A Place to Grow sets out the guiding principles of the Plan. These principles include: supporting the achievement of complete communities that are designed to support healthy and active living and meet the needs of daily living; prioritizing intensification and higher densities to make efficient use of land and infrastructure and support transit viability; providing flexibility to capitalize on employment opportunities; supporting a range and mix of housing options; improving the integration of land use planning with planning and investment in infrastructure and public service facilities, and providing for different approaches to manage growth that recognize the diversity of communities in the Greater Golden Horseshoe.

4.2.1 Built-up Area

The subject property is located within the Built-Up Area, as delineated in Schedule 2, attached as **Figure 3**. In accordance with policy 2.2.2 of A Place to Grow, a minimum of 50 percent of all residential development occurring annually within the County will be within the Built-Up Areas. As per the

In accordance with the Intensification Policy 2.2.2.3, intensification is encouraged generally, throughout the Built-Up Area; must ensure lands are zoned and developed in a manner that supports the achievement of complete communities, and be implemented through official plans, zoning by-laws and other supporting documents.

The subject property is located within the delineated Built-Up Area as per Schedule 2 A Place to Grow Concept. Accordingly, Schedule 3 of A Place to Grow forecasts that by 2051 the County of Wellington will have a resident population of 160,000 with an employment rate of 70,000 jobs.

The County designates the subject property as Urban Centre within the Wellington County Official Plan. Further, the property is designated Central Business District in the Township of

Centre Wellington Official Plan. The proposed redevelopment will result in the intensification of an underutilized site, at a density higher than currently exists. It will support the achievement of complete communities through the construction of a mixed-use development by providing both residential and commercial units. Moreover, the subject property is located in an area with convenient access to a range of land uses.

4.2.2 Housing

Section 2.2.6 of A Place to Grow provides policies to support the achievement of complete communities. Specifically, Section 2.2.6.2 states that municipalities will support the development of complete communities by: planning to accommodate forecasted growth to the horizon of this Plan (2051); planning to achieve the minimum intensification target and density targets; considering the range and mix of housing options and densities of the existing housing stock; and planning to diversify the overall housing stock across the municipality

The proposed redevelopment will assist the County and Township in achieving the intensification targets set out in A Place to Grow through the intensification and infill of the subject property with a higher density mixed-use development,. The proposed residential units will contribute a range and mix of housing options and help meet various demographic needs, while the commercial units will provide increased employment opportunities and services. The proposed redevelopment will make use of and support existing transportation networks, and support active transportation.

Overall, the proposed redevelopment will support a complete community with both commercial and residential units in an existing Urban Centre that has convenient access to several other land uses.

Based on the above, it is concluded that the proposed Zoning By-law Amendment conforms to the policies of A Place to Grow.

4.3 County of Wellington Official Plan

The County of Wellington Official Plan was approved by the Minister of Municipal Affairs on April 13 1999. The Plan pre-dates the 2020 PPS and 2020 Growth Plan. As of the date of this report, the County was undertaking a Municipal Comprehensive Review of their Official Plan to implement the 2020 PPS and Growth Plan.

The Plan outlines a vision and establishes a number of general policies to plan and manage growth and implement provincial land use policy. The County Official Plan provides a policy framework that establishes the goals and objectives, statements, land use designations, and policies intended to guide physical, social, and economic development within the County while protecting the natural environment.

The subject property is designated Urban Centre (**Figure 4**). Lands within an Urban Centre are intended to accommodate the majority of growth (82% of population growth

forecasted) within Wellington County to the year 2041. A substantial portion of growth in the Urban Area is to be accommodated within the Built-Up Area.

4.3.1 Growth Strategy

Part 3 of the Official Plan sets out the County's Growth Strategy for development patterns, some of which include: compatibility with existing uses and providing access to community services and facilities. The County's objectives for growth include identifying and promoting opportunities for growth in the built up areas of Urban Centres through intensification and redevelopment and encouraging mixed-uses and pedestrian-friendly development in appropriate locations.

Section 3.5 of the County Official Plan provides growth allocations for each of the seven municipalities. For Centre Wellington, the projected growth of households in 2041 is 18,690 in total (10,785 in 2016), with 11,415 households within the Urban Centres of Fergus and Elora-Salem (5,605 in 2016). These forecasts are to be used in planning for growth and related developments.

In accordance with these policies, the proposed redevelopment will provide for growth and development within the existing Urban Centre, will utilize lands that are currently underutilized for intensification, and will assist in meeting the forecasted growth objectives. In addition, the scale of the proposed redevelopment is appropriate for the small town character of the area, considering the urban context and existing municipal services available.

4.3.2 Housing

Section 4.4 outlines the housing policy for the County. It states that the County is to provide a range of housing types at densities that are suited to small town character. Further, it provides direction on residential intensification, which is to occur primarily in Urban Centres. The approach to intensification is to have it occur within all areas of the built boundary, as well as intensification that encourages:

- modest intensification within residential areas consisting of predominantly low rise residential,
- that which results in rental accommodation,
- the development of appropriate standards for residential intensification, redevelopment and new residential development that is effective, environmentally sound and compatible with existing uses, small town scale and character;
- Infrastructure is or will be established to serve the development.

The proposed development is a modest form of residential intensification within the Central Business District of Fergus. The surrounding uses adjacent to the subject property have historically been low density housing. The proposal will support both the CBD as well as the surrounding residential uses as it will be a purpose built rental that will increase housing

choice, it will be compatible with the CBD of Fergus, and will not detract from the small town character of the community.

4.3.3 Residential Development and Land Use

Section 8.1 of the County Official Plan provides detailed land use policies for all Urban Centres within the County. Specifically, Section 8.1.3 identifies the County's vision for Urban Centres and reaffirms the County's desire to maintain small town character within Urban Centres, while still providing for a greater variety of housing types beyond single-detached homes, the current dominant form of housing.

The subject property is designated as 'Urban Centre'. The lands included within the Urban Centre (along with Hamlets) are intended to accommodate the majority of the County's urban area growth through intensification and redevelopment, as per section 3.1 of the Plan.

Section 8.0 of the County Official Plan outlines the policies for Urban Centre areas. A summary of applicable Residential policies are provided in table the below.

Table 1.0 – Detailed Urban Centre Policies

Policy 8.3 Residential	Summary
a) to ensure that an adequate supply of land is available to accommodate anticipated population growth over the planning period;	The subject property is adequate in size to accommodate a higher density than what is typically built in Fergus. This will support the growth objectives for the community.
b) to provide a variety of dwelling types to satisfy a broad range of residential requirements and ensure that affordable housing is available;	The proposal contemplates apartment rental units which will provide more housing options contributing to housing affordability.
c) to manage the rate of growth and the amount of residential development within the Urban Centre in order to maintain and enhance the small town character;	The proposal meets development and intensification objectives while also maintaining the character through design measures such as an animated pedestrian realm, building articulation in the form of projections, recessions, and building materials consistent with existing building facades.
d) to support the development, at appropriate locations and densities, of residential facilities that meet the housing needs of persons requiring specialized care;	The proposed development is well located relative to local amenities, public services and will conform to accessibility standards. The proposed development will accommodate persons who require specialized care with the provision of an elevator.

e) to ensure that adequate infrastructure will be available to all residential areas;	The subject property is serviceable through existing and planned infrastructure.	
f) to minimize potential compatibility issues between residential and other land uses;	Adjacent land uses are residential and commercial. The height and mass of the building will be mitigated through architectural design and building materials. As noted in the Urban Design Brief, the proposed building would comply with a 45 degree angular plane along St. Andrew Street East, and anticipated impacts from shadows on neighbouring properties are marginal. Further compatibility measures such as landscaping and buffering will be developed during the Site Plan phase.	
g) to encourage intensification, development proposals should maintain the stability and character of existing neighbourhoods;	The subject property is underutilized and is proposed to have a higher density with a mix of uses that will complement the uses in the surrounding area and downtown core. The development will support the character of the area through architectural detailing as described in the Urban Design Brief.	
i) to encourage residential developments which incorporate innovative and appropriate design principles which contribute to public safety, affordability, energy conservation and that protect, enhance and properly manage the natural environment;	The proposal will utilize various design tools to ensure an appealing façade, meet accessibility standards, introduce more housing options, be energy efficient and not encroach on the environment. Active transportation is also supported with the provision of secure indoor bicycle storage and implementation of other Transportation Demand Measures.	

Policy 8.3.12 provides criteria on intensification, for which all residential land uses designations shall be evaluated. Table 1 demonstrates how this criteria has been considered in the proposed development.

<u>Table 2.0 – Intensification Criteria</u>

Policy 8.3.12	Response
a) the compatibility of the proposed development in built form including height, massing, scale, setbacks, orientation, use, built form, architectural character and materials, separation distances, shadowing and privacy. Compatible development is considered to be development that may not be the same as existing adjacent development but which can co-exist with existing development while not creating unacceptable adverse impacts;	The proposed redevelopment will be comprised of both residential and commercial uses, however, predominantly residential offering bachelor to 2 bedroom units. The proposed building form has been designed to provide an appropriate height, massing, setbacks, and architectural character to complement existing nearby buildings. Refer to the Urban Design Brief for more details.

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b) the degree to which building height and massing shall provide a transition between planned and existing development;	The proposed redevelopment is planned to have 5 storeys. The proposed building will be oriented towards the downtown frontage (St. Andrew Street). This will support compatibility to neighbouring land uses. Furthermore, a HIA has been prepared to evaluate and assess the impacts of the proposed development on the heritage attributes of surrounding buildings. The HIA concludes that no major adverse impacts are anticipated as a result of the proposed development. The final recommendations and conclusions of the HIA are summarized in Section 5.3 of this Report.
c) the maintenance of a lotting pattern that is generally consistent and compatible with the predominant character of the area;	Not applicable. Lotting pattern is not changing with this application.
d) the ability of infrastructure to accommodate the proposal;	As per the Functional Servicing and Stormwater Management Report, it has been confirmed that the proposed development can be serviced by municipal infrastructure.
e) the impact of the development on the streetscape including, where feasible, the protection of municipal street trees;	Existing pedestrian paths municipal street trees which form the existing streetscape will be maintained; additional consideration to streetscape can be addressed through the Site Plan application.
f) the degree to which impact on the adjacent properties is minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, views, enjoyment of outdoor amenities, and shadowing; and	The Functional Servicing and Stormwater Management Report concluded that the subject property will have suitable drainage capabilities, and will minimize impact to adjacent properties from a drainage and grading perspective.
g) the conservation of significant cultural heritage resources	A HIA has been prepared to evaluate and assess the impacts of the proposed development on the heritage attributes of listed heritage resources and concludes that no major adverse impacts are anticipated as a result of the proposed development.

Based on the foregoing, the proposed redevelopment represents appropriate land use planning within the County and Township that will contribute to the prescribed growth goals and support housing and development objectives. In our opinion the proposed development conforms to the County of Wellington Official Plan.

4.4 Township of Centre Wellington Official Plan

The Township of Centre Wellington Official Plan was adopted on November 24, 2003, and subsequently approved on May 31, 2004. The Official Plan pre-dates the 2020 PPS and Growth Plan. The following provides an assessment of the proposed application in the context of the in effect Official Plan.

The subject property is designated Central Business District and is identified as being within the Heritage Area overlay as per Schedule A-1 (**Figures 6 and 7**). The land use designations for the subject property are in line with the designations in the County Official Plan.

4.4.1 Central Business District Designation

The Central Business District designation is intended to accommodate a wide range of uses including retail, office, service, administrative, religious, cultural and entertainment uses. In addition, residential development is permitted within this designation, provided that retail, office, or service commercial uses are located at street level. Policy D.3.4 states that the Central Business District is intended to accommodate the most intensive development within the Urban Centres. Given the designation, the subject lands are an optimal location to propose a higher-density, mixed-use development.

Policy D.3.6 states that when considering any development or redevelopment within this designation, Council shall ensure that such proposals are both aesthetic and functional with respect to building height, bulk, setback, landscaping, parking and vehicular circulation. In addition, where any development or redevelopment is proposed adjacent to residential areas, appropriate measures shall be taken to provide adequate setbacks and screening for the residential areas.

The subject property is adjacent to existing residential uses within a Central Business District. The development plan proposes to orient the mixed-use building away from any low density residential use, and has located the parking area, which will have the least impact, closest to the residential uses (as it exists today). The parking for the proposed development will be in the form of surface parking which is to be located at the rear of the property. Vehicles will access the parking area from Gowrie Street.

Furthermore, the proposed redevelopment will be architecturally designed to complement the existing built form of the Central Business District and the adjacent buildings. It is anticipated that the site design may be further refined through the site plan approval process. Additional details regarding the evaluation of the proposed site design is provided in the Urban Design Brief, and summarized in **Section 5.2** of this report.

The proposed redevelopment includes a five storey building, comprised of residential and commercial space, and has been designed with consideration for the surrounding uses and buildings. As such, the proposed development conforms to the Central Business District designation of the Official Plan.

4.4.2 **Development within Heritage Areas**

The subject property is located within a Heritage Area, as shown in Schedule A-1 of the Township Official Plan. The Heritage Area classification is used by the municipality to identify the areas where collections of heritage resources are located. The Heritage Area is not designated under the Ontario Heritage Act and is therefore only subject to the Township policies for heritage resources.

Section C.2.1 of the Township Official Plan identifies policies relating to development within Heritage Areas. The policies state that in reviewing any development or redevelopment proposals within the Heritage Areas, the Township will encourage the design of new development in a manner that is compatible, sensitive and sympathetic to any existing heritage buildings, neighbouring buildings and the area. Furthermore, the policies recognize that while Heritage Areas are broadly defined and contain many buildings that are not heritage resources, the intent of Heritage Areas is to identify an area in which a significant number of buildings contain heritage values and to ensure proper consideration is given to protecting these buildings when development proposals are put forward.

A Heritage Impact Assessment (HIA) has been prepared to assess the impacts of the proposed development on surrounding heritage buildings. The HIA concludes that there are no adverse impacts anticipated. The recommendations and conclusions of the HIA are summarized in **Section 5.3** of this Report.

4.4.3 Residential Intensification

Section C.5.5 of the Township Official Plan contains policies encouraging intensification, primarily in the Urban Centres. The Township's approach to intensification is to retain the small town character and revitalize downtown areas by:

- b) supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields;
- c) encouraging added housing above commercial uses in and near the downtown, in residential transition areas, and in other main commercial areas;
- d) encouraging intensification within Urban Centres along major roadways and arterial roads;
- g) encouraging intensification which results in new rental accommodation;
- i) encouraging the development of appropriate standards for residential intensification, redevelopment and new residential development which are cost effective, environmentally sound and compatible with existing uses, small town scale and character.

The proposal will result in the redevelopment and intensification of an under-developed property within the built boundary, and will be located along a major roadway.

Furthermore, the proposed development will introduce more housing choice in the form of rental housing, which is needed in Centre Wellington and is well located within the downtown commercial area (Central Business District). The proposed development will provide for a compact, and cost-effective building design that is compatible with existing surrounding uses and the small town scale and character of downtown Urban Centres within the Township. The proposed development will provide residential and commercial uses which will offer both residential and employment growth in the Built-Up area of Centre Wellington.

The proposed mixed use building will be similar to the downtown core, which has street level retail with residential uses above. The stepping, articulation and material changes, minimize the impact of the height. The street front will be animated and the development will create a pedestrian scaled public realm that will be compatible with existing uses, and be in keeping with existing and future development of the community.

Section D.2.12 of the Township Official Plan identifies a number of intensification criteria which shall be used in the evaluation of intensification proposals within all residential land use designations. The criteria outlined is the same as the criteria identified in Policy 8.3.12 of the County Official Plan. Refer to Table 2.0 for the analysis.

4.4.4 Municipal Services

The proposed redevelopment is located within the Urban Centre boundary, and will efficiently utilize existing servicing infrastructure for water and waste water systems. Section C.6.2 and C.6.4.2 state that new development within Urban Centres shall be required to connect to the existing municipal services when they are available. The existing building on the subject property is connected to the municipal servicing system, and the proposed development will also connect to existing available and planned services. The analysis and findings contained in the Functional Servicing Report (FSR) submitted in support of the proposed development confirm that the subject property can be serviced by municipal infrastructure along St. Andrew Street E and Gowrie Street N.

4.4.5 Compatibility

Section C.11 contains policies to ensure the continued compatibility between proposed land uses and sensitive land uses. The Township identifies a sensitive land use as a use associated with residences, schools, hospitals and senior citizen homes or other land uses such as outlined in the Ministry of Environment's Separation Distance Guideline.

Section D.2.11 discusses compatibility between new developments and existing land uses. It states that the development of vacant or under-utilized properties for residential uses are encouraged but should be compatible with surrounding uses in terms of dwelling type, building form, site coverage and setbacks.

Section D.2.11 has been considered in the development proposal, as follows:

- The proposed land uses, include residential apartment uses and commercial uses, are an appropriate mix of uses for the subject lands, given the size, configuration and location.
- The concept plan includes sufficient areas for on-site landscaping and buffering. Details regarding landscaping, buffering and lighting will be addressed during site plan approval process.
- The transition of the proposed development and existing land uses has been considered, and there are no adverse impacts on adjacent land uses.
- The proposed development is compatible with the existing cultural heritage resources, so long as the recommendations within the HIA are incorporated into the design of the overall development.

It is noted that 'being compatible' does not mean being the same or identical. Compatible can take on various sizes, styles and materials. In summary, the development proposal addresses the compatibility policies set out in the Official Plan and is considered to be compatible with the surrounding neighbourhood.

4.4.6 Community/Urban Design

Section C.15 of the Township Official Plan provides details on urban design policies and guidelines which generally encourage a higher standard in the physical design of the built and natural environment in its Urban Centres. An Urban Design Brief has been prepared in support of the proposed development and includes a detailed assessment of the proposal in the context of the policies of the Official Plan and the Township's draft Urban Design Guidelines.

Generally, the proposed redevelopment will be designed as a safe, attractive, pedestrian friendly mixed-use development, with high quality building and site design, and sensitive to the existing surrounding land uses, including the adjacent cultural heritage resources.

Given the location and prominence of the subject property, a high level of urban design and materials will be incorporated into the proposed development, and are detailed in the Urban Design Brief submitted with the application.

4.4.7 Township of Centre Wellington Official Plan Summary

The subject property is designated Central Business District, which is intended to accommodate the most intensive development within the Urban Centres. The proposed development is permitted within the Central Business District designation, and will complement and support the other existing uses in the CBD.

The proposed redevelopment represents the intensification of an underutilized parcel of land within the Built-up Area and will contribute to the intensification targets established by the County of Wellington. The development will not only efficiently utilize the existing land base in the Built-Up Area but also maximize the use of existing infrastructure. The

proposed development conforms to the objectives and relevant policies of the Township of Centre Wellington Official Plan.

4.5 Zoning By-law No. 2009-045

The subject property is zoned Central Business District Commercial (C1) (**Figure 8**). The current zoning applied to the property permits a variety of commercial uses as well as dwelling units above ground floor permitted uses.

The C1 zone restricts height to 3 storeys or 11 metres. Given the existing zoning regulations, development on the subject property cannot exceed 11 metres in height. The redevelopment proposal contemplates a height of 5 storeys at 15 metres.

The Zoning By-law Amendment is being requested in order to seek the appropriate regulations in order to redevelop the site as proposed (**Figure 9**). Specifically, the application is requesting site specific regulations ("C1.x.x") that reflect the increased height of five storeys (15 metres).

Additionally, the Zoning By-law includes parking regulations for the Commercial (C1) Zone which permits a 50% reduction to the required parking. The subject property is zoned C1 and therefore qualifies for the 50% parking reduction. With the 50% reduction in parking spaces, the proposed redevelopment complies with the required parking. However, the 50% parking reduction regulation is intended for buildings up to the maximum height permission of the C1 Zone, that being 3 storeys. The redevelopment concept is proposing a height that exceeds the 3 storey C1 zone permission. Therefore, in order to apply the parking rate reduction, justification is required. See below for justification on the proposed height increase and parking rate reduction.

4.5.1 Analysis

Building Height

The maximum height proposed for the development is 5 storeys, whereas the maximum permitted height is 3 storeys.

The subject property is located in the Built-Up area of the County of Wellington, which has been directed by the province to grow to 160,000 residents by 2051. The subject property is also located within the Urban Centre of Centre Wellington, specifically the Central Business District of Fergus, which is planned to accommodate a large portion of the forecasted growth. In order to achieve the provincial growth target, the Township will require steady development in a compact form with a range of housing types that will assist in maintaining a consistent growth rate.

The proposed development represents a higher form of density in a compact built form that will support the growth strategy by providing 17 dwelling units on lands that are currently underutilized within the CBD. The subject property is located in an existing Urban

Centre with a variety of existing land uses and is well connected to the road network that provides access throughout the Township and County. The increased height and density proposed is consistent with other development occurring within the Township, and will assist in meeting the growth targets outlined in the A Place to Grow legislation. Further, the increase in dwelling units will assist in broadening housing choice, which is an objective in both the County and Township Official Plans and will support varying socioeconomic needs of current and future residents.

The proposed mixed-use development will provide an opportunity for businesses to expand, provide employment opportunities, as well as grow the County's economic viability. The intensification of the subject property will result in the highest and best use of an underutilized, well situated property in the Urban Centre of the Township.

Parking

The application proposes a maximum of 12 surface parking spaces, which is consistent with the C1 parking regulations. The proposed development applies the 50% reduction to the parking as per the C1 Zone regulations, as permitted by Section 5.5.5 of the Zoning By-law.

Not applying the 50% reduction to the proposed development would result in a need for 21 parking spaces. The 50% reduction is being applied in order to increase the lands available to accommodate the proposed development and ultimately provide more dwelling units.

In support of the application of the 50% reduction, additional Transportation Demand Management (TDM) measures are proposed which will help alleviate the parking demands for the proposed redevelopment. The overall objectives of TDM strategies are to support and enhance sustainable transportation choices and discourage single occupant vehicle trips, and to reduce traffic congestion, parking supply needs, and demand for parking spaces by encouraging various modes of travel.

The proposed development will include unbundled parking and secure indoor bicycle storage. Unbundled parking will mean that in order for a tenant to occupy a parking space, they will have to pay an extra fee that is unassociated to the dwelling unit rental cost. Providing unbundled parking prevents the development from having many vacant parking spaces and providing parking spaces consistent with demand, as they will only be provided to those who have a vehicle and require the space. Additionally, the increased provision of bicycle storage will promote non-motorized transportation and re-direct vehicle transportation to active transportation for in-town trips. These measures will assist in reducing the number of vehicles and tenants that require parking.

Summary

Given the foregoing, we are of the opinion that the requested amendment for a site specific regulation for 223 St. Andrew Street E to permit increased building height is appropriate. Further, we are of the opinion that the C1 Zone 50% parking reduction is applicable to the proposed development in tandem with TDM measures. The proposed amendment and

parking rate are in conformity with the Official Plan, and will result in the highest and best use of the subject property.

5.0 TECHNICAL REPORTS

5.1 Functional Servicing and Stormwater Management Report

MTE Consultants Inc., prepared the Functional Servicing and Stromwater Management Report and Plan, which provides servicing recommendations for the proposed development. The report provides the following conclusions:

- Existing municipal infrastructure for water, sanitary and storm is available along St. Andrew Street E and Gowrie Street N
- A new connection to the watermain along Gowrie Street N will be required, with private water service connecting to the northwest corner of the building
- The site will be serviced by a new diameter sanitary sewer connecting to the existing sanitary plug and clean out located at the west property line, which connects to the municipal sewer in the Gowrie Street N right-of-way
- A private storm sewer system will be installed on-site to collect rooftop run-off as well as driveway run-off, which will enter a new catch basin connecting to the storm sewer at the main entrance of the site. A new storm sewer will connect to the existing municipal storm sewer at a new manhole
- Stormwater quality control can be provided

5.2 Urban Design Brief

An Urban Design Brief has been prepared by MHBC in support of the proposed redevelopment. The purpose of the brief is to establish the vision for the redevelopment, and assess the development in the context of the Township of Centre Wellington's design policies. The brief concludes that the proposed redevelopment will create new mixed-use units in a high-quality development, all of which will contribute positively to the Central Business District. The proposed development will:

- Capitalize on the location of the subject property within close proximity to the Downtown Core and within the designated Central Business District;
- Provide for modest infill and intensification that is sensitive to the existing and planned surrounding context;
- Result in a pedestrian friendly development that supports active transportation and fosters a safe public realm;
- Create strong visually appealing street edges;
- Result in a more efficient use of the property;
- Increase the variety of residential unit types within Centre Wellington by offering multiple residential units at an attainable price point; and

• Define the Gowrie and St. Andrew Street E street edge by incorporating high quality architectural detailing.

5.3 Heritage Impact Assessment

MHBC completed a Heritage Impact Assessment for the proposed redevelopment of the subject property. The purpose of the HIA is to determine the level of impact the proposed redevelopment of 223 St. Andrew Street E will have on surrounding heritage properties. These heritage properties are located at:

- 181 St. Andrew Street E (Across the street)
- 210 St. Andrew Street E (Across the street)
- 233 St. Andrew Street E (Adjacent)
- 238St. Patrick Street E (Adjacent)

The HIA concludes that there is a potential adverse impact of land disturbances to 233 St. Andrew Street E due to its close proximity. The HIA recommends the following measures to address land disturbance impacts:

- Completion of a vibration monitoring plan to determine if a vibration monitoring plan is required;
- Certification by an engineer that the development will be constructed in a manner that avoids impacts related to grading and run-off;
- A temporary construction fence be erected; and
- Material storage and parking of equipment be prohibited in the immediate area.

5.4 Arborist Report

MHBC completed an Arborist Report and Tree Inventory Plan for the proposed redevelopment. The Purpose of the Arborist Report and TIP is to conduct an inventory of existing trees on the subject property. The repot investigated 12 trees and two groupings, concluding that two trees are in bad health and should be removed, two trees conflict with the development and should be removed, and all other trees can be successfully retained so long as these recommendations are followed:

- Install tree protection fence and inspect site every month to ensure it is in place
- Where possible, hand dig areas closest to each tree to avoid tearing or pulling of roots
- Irrigate tree preservation zones during drought conditions
- Prune crowns to remove any newly developed deadwood only. Do not remove any live growth.
- Inspect the trees three times per year (May, July, and September) to monitor condition for a minimum period of 2 additional years.

• Any landscaping completed within the tree preservation zones should not cause damage to any trees or their roots. No grade changes are permitted which include adding/removing soil, no excavation is permitted that may cause damage to roots, no heavy equipment can be used to compact the soil, and where possible hard surface paving around trees should be constructed such as interlocking stone.

6.0 PUBLIC CONSULTATION STRATEGY

The Planning Act (specifically O. Reg 544/06, amended by O. Reg. 178/16) requires that applicants submit a proposed strategy for consulting with the public with respect to an application as part of the 'complete' application requirements. This section summarizes the proposed Public Consultation Strategy.

We propose that the public consultation process for the proposed Zoning By-law Amendment application follow the Planning Act statutory requirements.

The following points of public consultation are proposed:

- A statutory public meeting advertised by the Township and heard by Council.
- Direct written responses to comments raised through the public consultation process will be provided to Township Staff for their review and consideration in the preparation of a Township Staff Report.
- Preparation of a Township Staff Report, with the Report to be available to the public in advance of Township Council's consideration of the applications. It is understood that Township Staff will post information on the Township's website for public review. This will include the Township Staff Report and may also include technical studies and reports prepared in support of the applications.
- A Council Meeting, at which time the Township Staff Report, all available information, and public input will be considered in Council's final decision.

The consultation strategy proposed will provide members of the public with opportunities to review understand and comment on the proposed Zoning By-law Amendment application. The consultation strategy will be coordinated with Township Staff and additional opportunities for consultation will be considered and may be warranted based on the input received.

7.0 SUMMARY & CONCLUSIONS

The purpose of this Planning Justification Report is to evaluate the proposed Zoning By-law Amendment that is required to facilitate the redevelopment of the subject property. This report has assessed the redevelopment in the context of existing land use policies and regulations, including the Provincial Policy Statement, A Place to Grow Growth Plan for the Greater Golden Horseshoe, the County of Wellington Official Plan, the Centre Wellington Official Plan and Zoning By-law. The analysis contained in this report demonstrates that the proposed Zoning By-law Amendment is in the public interest and represents good planning for the following reasons:

- The proposal represents intensification of an underutilized site within the Urban Centre on a property that is that is well located with respect to the transportation network and neighbourhood convenience;
- The proposed redevelopment will contribute to a range and mix of housing types and commercial opportunities supporting a live-work community;
- The proposed site and building design will result in an attractive, high quality development which will be compatible with the neighbourhood;
- The proposed redevelopment meets the growth objectives for the County and is consistent with other planned developments in the Township;
- The proposed redevelopment will optimize the use of available infrastructure within the developed portion of the community and can be adequately serviced through connections to existing and planned infrastructure;
- The proposed redevelopment will not adversely affect the adjacent cultural heritage resources, nor other adjacent uses;
- The proposed Amendment and development proposal are consistent with the PPS, and conform to A Place to Grow, County Official Plan, and Township Official Plan.

Based on these conclusions, it is our opinion that the application for Zoning By-law Amendment is appropriate and should be considered for approval.

Respectfully submitted,

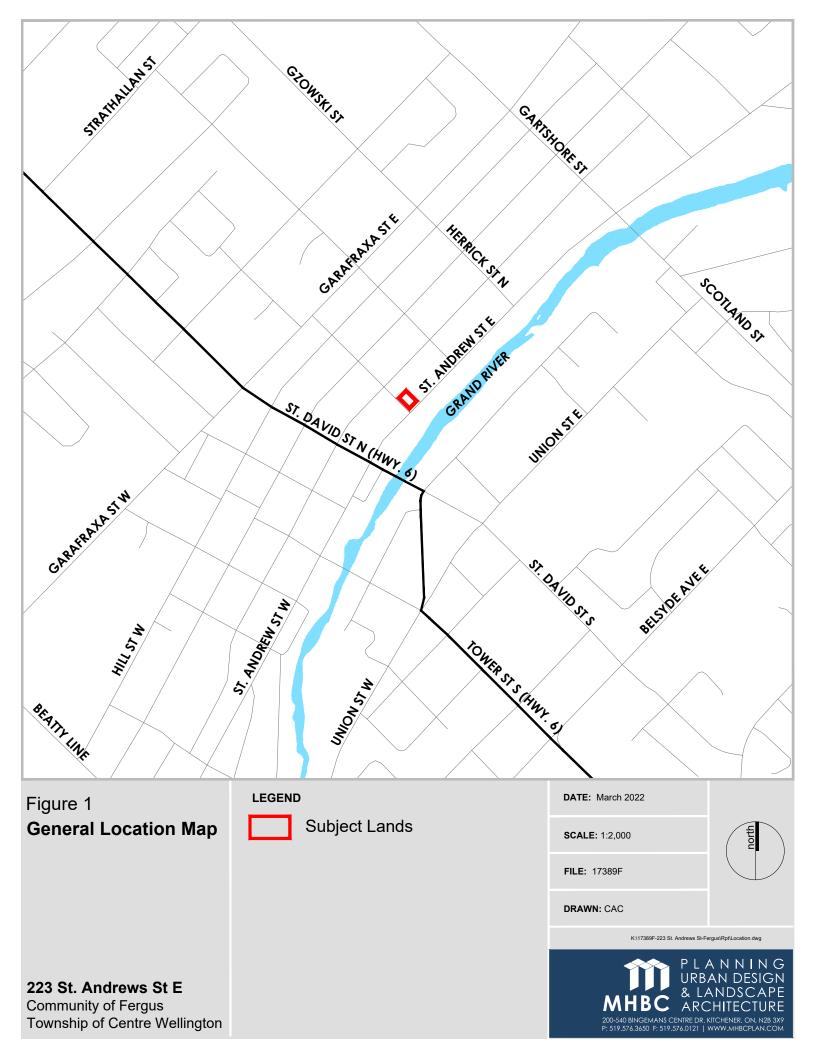
MHBC

Pierre Chauvin, MA, MCIP, RPP Partner

Planner

Gillian Smith, MSc.

Figures



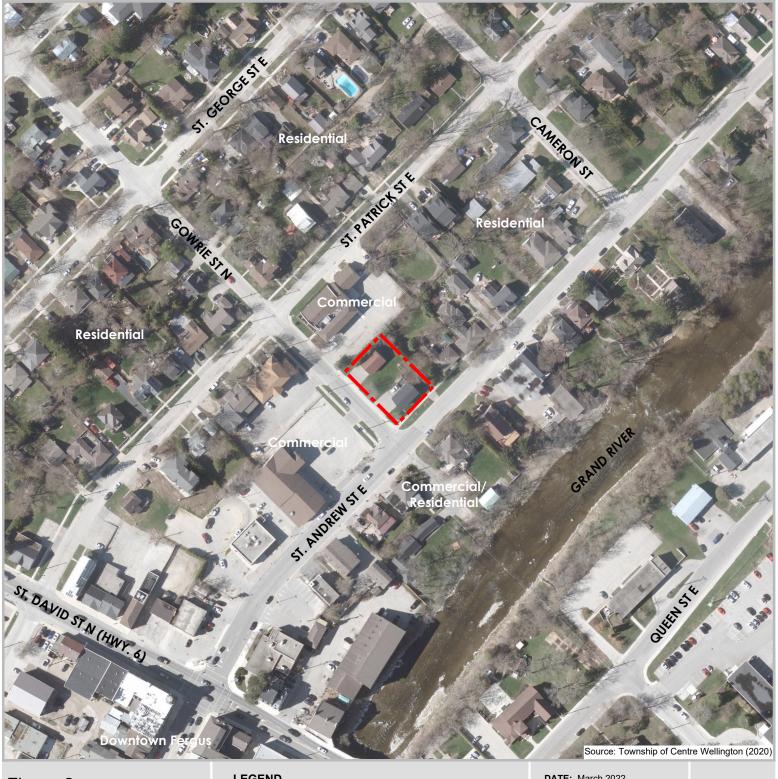


Figure 2 **Context Map**

LEGEND



Subject Lands

DATE: March 2022

SCALE: 1:2,000

FILE: 17389F

DRAWN: CAC



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223 St. Andrews St E Community of Fergus Township of Centre Wellington



Site Plan



SCALE: NTS

FILE: 17389F

DRAWN: CAC



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223 St. Andrews St E Community of Fergus Township of Centre Wellington



Figure 4 A Place to Grow -**Concept Schedule 2**

223 St. Andrews St E Community of Fergus Township of Centre Wellington



Subject Lands



Plan Area**

SCALE: NTS

FILE: 17389F

DRAWN: CAC

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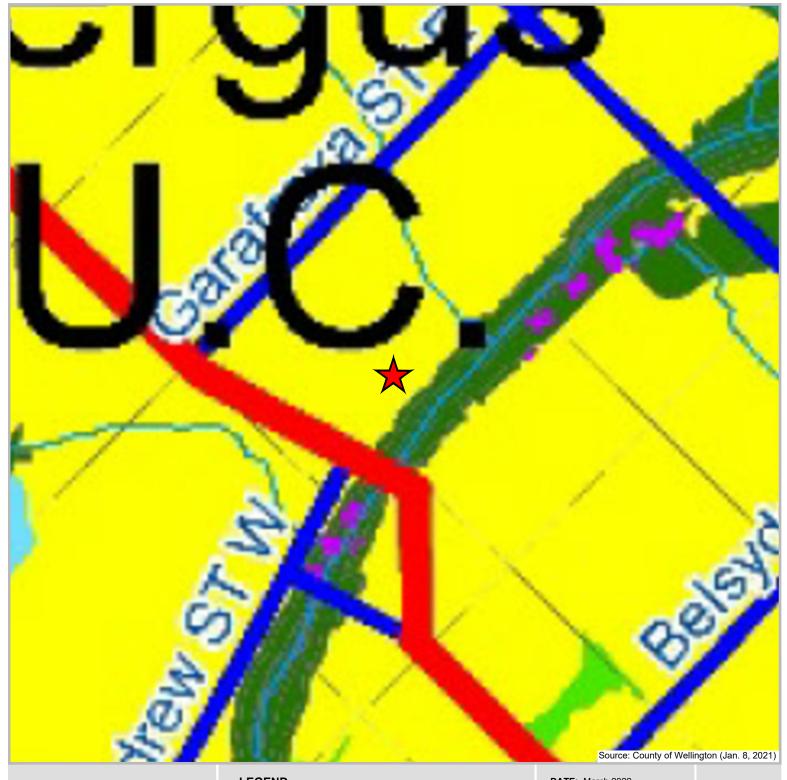


Figure 5 **Wellington County** Official Plan -Schedule A-1

223 St. Andrews St E Community of Fergus Township of Centre Wellington **LEGEND**

Subject Lands

Fergus Urban Centre

Core Greenlands

Greenlands

Trails



Provincial Highways

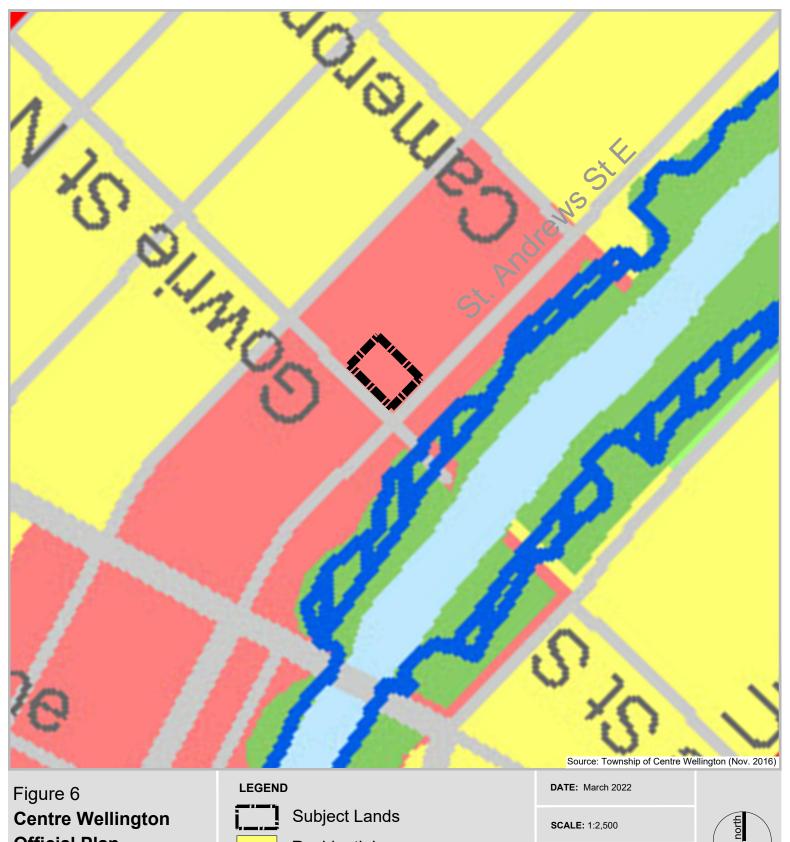
County Roads

DATE: March 2022

SCALE: 1:8,000

FILE: 17389F

DRAWN: CAC



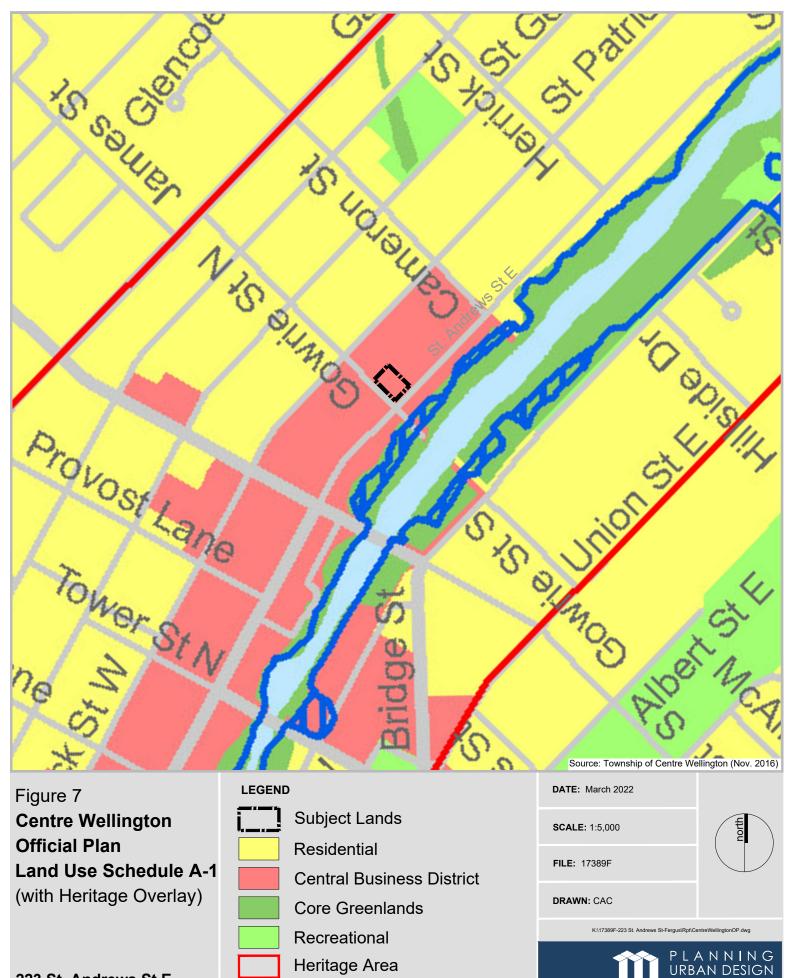
Official Plan Land Use Schedule A-1

223 St. Andrews St E Community of Fergus Township of Centre Wellington



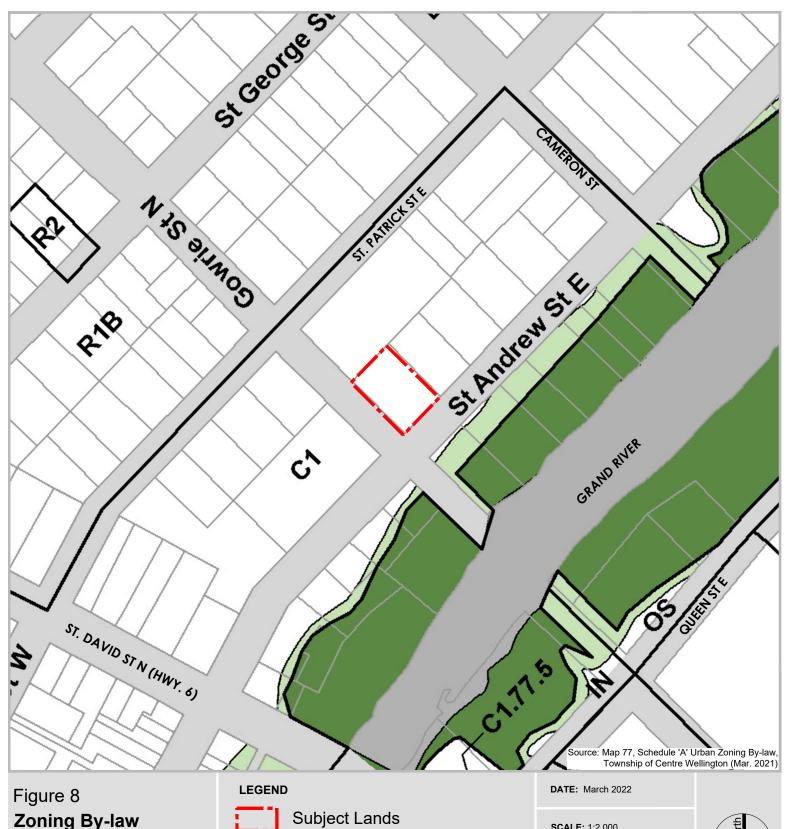
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Regulatory Floor Line

223 St. Andrews St ECommunity of Fergus
Township of Centre Wellington



No. 2009-045 **Current Zoning**

223 St. Andrews St E

Community of Fergus Township of Centre Wellington

Environmental Protection



Environmental Protection

Overlay

C1 Central Business District Commercial

R1B Residential Zone R2 Residential Zone

OS Open Space Recreation

IN Institutional **SCALE:** 1:2,000

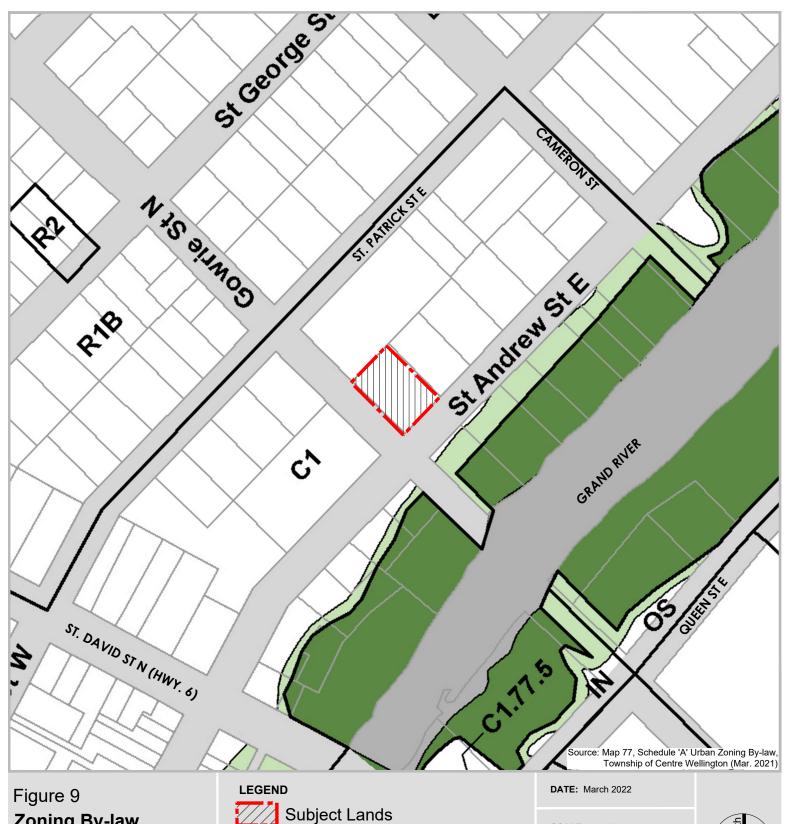
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Zoning By-law No. 2009-045 **Proposed Zoning**

223 St. Andrews St E Community of Fergus Township of Centre Wellington



Proposed to be rezoned from Central Business District Commerical (C1) to Central Business District Commerical (C1.x.x)



Environmental Protection



Environmental Protection

Overlay

C1 Central Business District Commercial

R1B Residential Zone

R2 Residential Zone OS Open Space Recreation

IN Institutional **SCALE:** 1:2,000

FILE: 17389F

DRAWN: CAC



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