

# **PLANNING JUSTIFICATION REPORT**

**Proposed Residential Development  
45 Bishop Street, Township of Selwyn ON**

**PREPARED FOR**

**Veranda Property Investments Inc.**

**PREPARED BY**



**ZELINKA PRIAMO LTD**

*A Professional Planning Practice*

**January 2021**

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## **1.0 INTRODUCTION**

### **1.1 BACKGROUND**

On behalf of Veranda Property Investments Inc., Zelinka Priamo Ltd. has prepared this Planning Justification Report (PJR) in support of Official Plan Amendment (OPA), Zoning By-law Amendment (ZBA) and Draft Plan of Subdivision applications to facilitate the development of a residential subdivision consisting of 4 lots and two blocks that will facilitate the development of 16 units, at 45 Bishop Street in the Township of Selwyn (the “subject lands”). This PJR is also prepared in relation to a request made to the County of Peterborough to withdraw the existing 11 lot Draft Plan of Subdivision under Section 51(44) of the *Planning Act*, concurrent with the above noted applications.

The purpose of the following land use assessment is to provide planning justification for the proposed development and requested amendments for the subject lands. The applications are consistent with the Provincial Policy Statement, 2020 (PPS) and conform to the County of Peterborough Official Plan (OP). A pre-consultation meeting was held on January 13, 2020 to discuss the nature of the application and the required supporting technical studies.

### **1.2 DESCRIPTION OF THE SUBJECT LANDS**

The subject lands are located on the south side of Bishop Street, east of Concession St. in the Township of Selwyn (see Figure 1). The lands are known municipally as 45 Bishop Street and legally as Part of Block F, Registered Plan 9, Former Village of Lakefield, Township of Smith-Ennismore-Lakefield, County of Peterborough. The lands have an area of approximately 1 ha (2.49 acres), a frontage of approximately 27.62 m, and are irregularly shaped. The bulk of area of the subject lands are set behind the existing single detached lots along Bishop Street. The subject lands narrow towards Bishop Street where they have frontage and public access as noted. Full municipal services are available through Bishop Street.

**Figure 1**  
**Locational Setting – 45 Bishop Street**



Location and boundaries are approximate

The lands are currently vacant of structure, and are relatively flat in nature. An 11 lot Draft Plan of Subdivision approved by the Province in 1989 exists on the subject lands and is requested to be removed concurrent with the applications, should they be approved.

The subject lands are immediately south of five (5) existing single detached dwellings on Bishop Street, three to the west of the subject lands' frontage and two to the east. Bishop Street is developed with existing single detached dwellings that align the street on the north and south. Bishop Street terminates approximately 60m east of the frontage of the subject lands, and intersects with Concession Street approximately 250m west of the subject lands, where Bishop Street also terminates. The subject lands are surrounded by a single detached dwelling with a long rear yard to the east, and vacant industrial designated lands to the south. Industrial designated lands are located to the west, which are partially vacant and partially occupied by a parking lot along Concession St. The rear yard of a further single detached dwelling along Bishop St. flanks a small portion of the western lot line.

Bishop St. is a two way local road with no sidewalk. A sidewalk exists along the east side of Concession St. north of Bishop St.

The low density residential neighbourhood north of the lands extends further to the north and contains schools, parks and open space. To the east are lands designated rural, with a portion subject to policy 7.28 of the County OP with respect to *Areas of Natural and Scientific Interest* (ANSI). West of Concession St. are industrial lands, occupied by the SGS Canada Plant. The *Main Central Area* of Lakefield is located approximately 550 m northwest of the subject lands, just east of the Otonabee River. Additional urban uses exist on the west side of the Otonabee River.

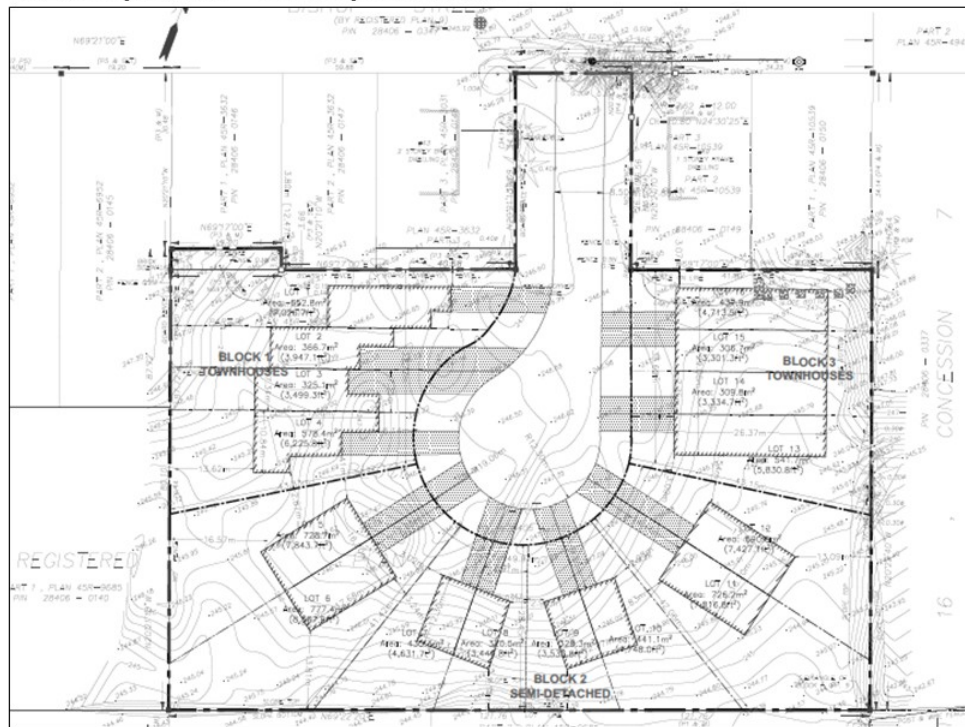
There are no lands designated *Environmental Constraint Area* in the OP, or identified built heritage features on or adjacent to the subject lands.

## **2.0 THE PROPOSAL**

### **2.1 PROPOSED DRAFT PLAN OF SUBDIVISION**

Veranda Property Investments Inc. is proposing to develop a four (4) lot, two (2) block Draft Plan of Subdivision containing townhouse and semi-detached dwellings, for a total of 16 dwelling units. The draft plan of subdivision is attached to this Report as Appendix 1, and a figure of the site plan shown in Figure 2.

**Figure 2**  
**45 Bishop Street – Concept Site Plan**



Location and boundaries are approximate

Lots 1-4 will each contain two semi-detached dwelling units. Future Part Lot Control applications will be made to divide Lots 1-4 once foundations are poured and surveyed, resulting in a total of 8 lots and 8 dwelling units. Lot 1 has an area of 0.151 ha, and frontage of 18.26 m. Lot 2 has an area of 0.075 ha, and frontage of 17.01 m. Lot 3 has an area of 0.077 ha, and frontage of 16.78 m. Lot 4 has an area of 0.141 ha, and frontage of 17.02 m.

Block 5 has an area of 0.192 (ha), a frontage of 33.75 m and will contain four (4) townhouse dwellings. Block 6 has an area of 0.159 (ha), a frontage of 33.81 m and will contain four (4) townhouses units. Future Part Lot Control applications will be made to divide blocks 5 and 6 once foundations are poured and surveyed, resulting in a total of 8 lots and 8 dwelling units.

The Draft Plan of Subdivision proposes one new municipal road, which will connect to Bishop Street and terminate in a cul-de-sac. All lots and blocks will have direct access to

and frontage along the newly proposed public road. The municipal road has a right-of-way that is sufficiently sized to accommodate a local road and required services.

Each dwelling will have a minimum two parking spaces, one in the garage and one in the driveway. Landscaping will be incorporated into the public road allowance, to be included as a condition of approval.

As noted, there is an existing 11 lot plan of subdivision approved for the subject lands. Should the proposed draft plan of subdivision be approved, the application seeks to concurrently remove the existing 11 lot plan of subdivision to be replaced with the proposed 16 lot, 3 block plan of subdivision.

## **2.2 PROPOSED OFFICIAL PLAN AMENDMENT**

The requested amendment to the Township of Selwyn Official Plan is attached as Appendix 2 to this Report. The amendment would change the land use designation applying to the subject lands from the existing “Low Density – Residential” to the proposed “Medium Density – Residential” on Schedule A1-1.

## **2.3 PROPOSED ZONING BY-LAW AMENDMENT**

A draft Zoning By-law Amendment for the subject lands is attached to this Report at Appendix 3. The proposed Zoning By-law Amendment would remove the “Residential Type One (R1-H) Zone” to “Residential Type Two Exception 5XX (R2-5XX) Zone”, “Residential Type Three Exception 5XX (R3-5XX) Zone”, and “Residential Type Three Exception 5XX (R3-5XX) Zone”.

The requested general provisions primarily relate to the constraints of the site (i.e. irregular lot shapes resulting from the cul-de-sac), and are intended to allow for an efficient form of development. The provisions are generally summarized as follows:

- Site specific minimum lot area;
- Site specific minimum lot frontage;
- Site specific minimum rear yard setback;
- Site specific minimum dwelling unit area;
- Site specific maximum lot coverage;

- Site specific front yard setback;
- Site specific setback from the street centreline;
- That in one instance a planting strip shall not be required; and
- That tandem parking spaces for semi-detached dwellings and streetfront townhouse dwellings shall be permitted.

As noted the requested site specific provisions generally relate to creating a more efficient use of the subject lands through a reduction in required lot size/dimensions, dwelling size, an increase in lot coverage, and reduced setbacks. A number of the requested provisions are reflective of 'pinch point' type scenarios that result in particular locations created by the irregularly shaped lots and building form.

### **3.0 PLANNING DOCUMENTS AND ANALYSIS**

The following sections demonstrate how the proposed OPA, ZBA and Draft Plan of Subdivision applications are consistent with the PPS and conform to the County of Peterborough OP.

#### **3.1 PROVINCIAL POLICY STATEMENT, 2020**

The 2020 Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act, "provides policy direction on matters of provincial interest related to land use planning and development" in order to ensure efficient, cost-effective development and the protection of resources. The PPS requires that decisions affecting planning matters "shall be consistent with" the policy direction established by the Plan.

The following PPS policies are of particular relevance to the development of the subject lands:

- Policy 1.1.1 states that healthy, liveable and safe communities are sustained by:
  - Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
  - Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, 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;
  - promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- Policy 1.1.3.1 states that Settlement areas shall be the focus of growth and development;
- Policy 1.1.3.2 states that land use patterns within settlement areas shall be based on densities and a mix of land 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;
  - Support active transportation; and
  - Are transit supportive, where transit is planned, exists or may be developed;
- Policy 1.1.3.2 further states that land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated;
- Policy 1.1.3.4 states that appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety;
- Policy 1.4.1 states that to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:
  - maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and

- maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans;
- Policy 1.4.3 states 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 of the regional market area by:
  - 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 needs arising from demographic changes and employment opportunities; and
    - all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3
  - directing the development of new housing towards 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; 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
- Policy 1.5.1 states that 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; and

- Policy 1.6.6.2 states that municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.

### **3.1.1 Planning Analysis**

The proposed Draft Plan of Subdivision, Official Plan Amendment, and Zoning By-law Amendment are consistent with the Provincial Policy Statement for reasons including:

- The proposed development achieves a density of approximately 16 units per hectare and provides for an efficient land use of vacant lands. The development includes a mix of dwelling types including townhouses and semi-detached dwellings, which are generally a more affordable housing type than traditional greenfield development (i.e. single detached dwellings) (Policy 1.1.1);
- The subject lands are within the *Urban Boundary* of Lakefield, which is identified as a *Growth Centre* on Schedule A1 Selwyn Land Use Plan in the Peterborough County OP. The subject lands are vacant and located on the boundary of a low density residential neighbourhood and industrial area, within an existing settlement area, where growth and development are directed (Policy 1.1.3.1);
- The proposed development form achieves a density that is appropriate for the existing context, while efficiently using land and contributing to the available housing mix. The development makes efficient use of available infrastructure and public service facilities. The lands are located approximately 550 m from the *Main Central Area* of Lakefield with sidewalk connections 250 m to the west at Concession Street. The location supports alternative modes of transportation such as walking and cycling which help reduce negative impacts to air quality and climate change (Policy 1.1.3.2);
- The proposed dwelling types, including a mix of townhouses and semi-detached dwellings, make efficient use of the subject lands in a compact form that is appropriate for the existing context, and utilizes existing servicing capacity (Policies 1.1.3.4, 1.4.1, and 1.4.3);

- The proposed public road will be designed to municipal standards, ensuring the proposed infrastructure is realized in a safe manner that prioritizes the pedestrian (Policy 1.5.1); and
- The proposed development is within a settlement area and full municipal services are available (Policy 1.6.6.2).

### 3.2 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) was approved and modified by the Province, coming into effect May 16, 2019. Amendment 1 to the Growth Plan took effect August 28, 2020. All decisions that affect a planning matter will conform to the Growth Plan.

The lands are located within the Township of Selwyn and the settlement area of Lakefield, identified conceptually on Schedule 2 (see Figure 3).

**Figure 3**  
**Growth Plan Schedule 2: A Place to Grow Concept**



Location and boundaries are approximate

The built boundary maps produced by the Ministry of Municipal Affairs and Housing (the “Ministry”) are not of sufficient detail to determine if the subject lands fall within or outside of the built boundary. Furthermore, the County and Local OP Schedules do not identify the built boundary and designated greenfield area (DGA) for the purpose of measuring intensification and density targets as required in policy 5.2.5.3. The subject lands are designated *Low Density - Residential*, are currently vacant, and are bounded by residential development to the north and undeveloped lands to the east, south and west. For the purpose of conformity to the Growth Plan, County and Local OPs, the subject lands are deemed to be within the DGA and outside of the built boundary.

Relevant Growth Plan policies include:

- The vast majority of growth will be directed to settlement areas that: i. have a delineated built boundary; ii. have existing or planned municipal water and wastewater systems; and iii. can support the achievement of complete communities (2.2.1.2.a);
- Within settlement areas, growth will be focused in: i. delineated built-up areas; ii. strategic growth areas; iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and iv. areas with existing or planned public service facilities (2.2.1.2.c);
- Applying the policies of this Plan will support the achievement of complete communities that (2.2.1.4):
  - feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
  - provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
  - Expand convenient access to: i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation; ii. public service facilities, co-located and integrated in community hubs; and iii. an appropriate supply of safe,

- publicly-accessible open spaces, parks, trails, and other recreational facilities; and
- provide for a more compact built form and a vibrant public realm, including public open spaces;
- Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will (Policy 2.2.6.1):
  - support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
    - identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents; and
    - establishing targets for affordable ownership housing and rental housing;
- New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that (Policy 2.2.7.1):
  - supports the achievement of complete communities;
  - supports active transportation; and
  - encourages the integration and sustained viability of transit services.
- The minimum density target applicable to the designated greenfield area of each upper- and single-tier municipality is as follows (Policy 2.2.7.2):
  - The County of Peterborough will plan to achieve within the horizon of this Plan a minimum density target that is not less than 40 residents and jobs combined per hectare
- The minimum density target will be measured over the entire designated greenfield area of each upper- or single-tier municipality, excluding the following (Policy 2.2.7.3):
  - natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas;
  - rights-of-way for:
    - electricity transmission lines;
    - energy transmission pipelines;

- freeways, as defined by and mapped as part of the Ontario Road Network; and
- railways;
- employment areas; and
- cemeteries.

### **3.2.1 Analysis**

The proposed Draft Plan of Subdivision, Official Plan Amendment, and Zoning By-law Amendment conform with the Growth Plan, and in particular the overarching goal to build compact, vibrant and complete communities for reasons including:

- The proposed development is within a settlement area, which has a delineated built boundary, existing municipal water and wastewater systems and can support the achievement of a complete community. Furthermore, the proposed development is within an area with existing public service facilities (Policy 2.2.1.2a and 2.2.1.2c);
- The proposed development provides for a mix of housing options in the area, including townhouses and semi-detached units. This contributes towards more affordable housing options for a mix of household size and incomes, and is in a compact form that makes efficient use of the land (Policy 2.2.1.4);
- The proposed development achieves a density of approximately 36 units per hectare (based on anticipated persons per unit from the County of Peterborough Development Charges Background Study), which approaches the prescribed density target of 40 people and jobs / ha. The density target is to be achieved across the municipality, not at a site specific basis. The proposed development makes efficient use of the subject lands for the context, which requires a cul-de-sac to provide access and lot frontage. The proposed development contributes towards a mix of housing options and densities (Policy 2.2.7.2); and
- The proposed greenfield development is at a scale and form that is supportive of the achievement of a complete community (Policy 2.2.7.1), and contributes to the County of Peterborough and Selwyn meeting density targets, which are to be measured across the entire designated greenfield area (Policy 2.2.6.1 and 2.2.7.3).

### 3.3 COUNTY OF PETERBOROUGH OFFICIAL PLAN

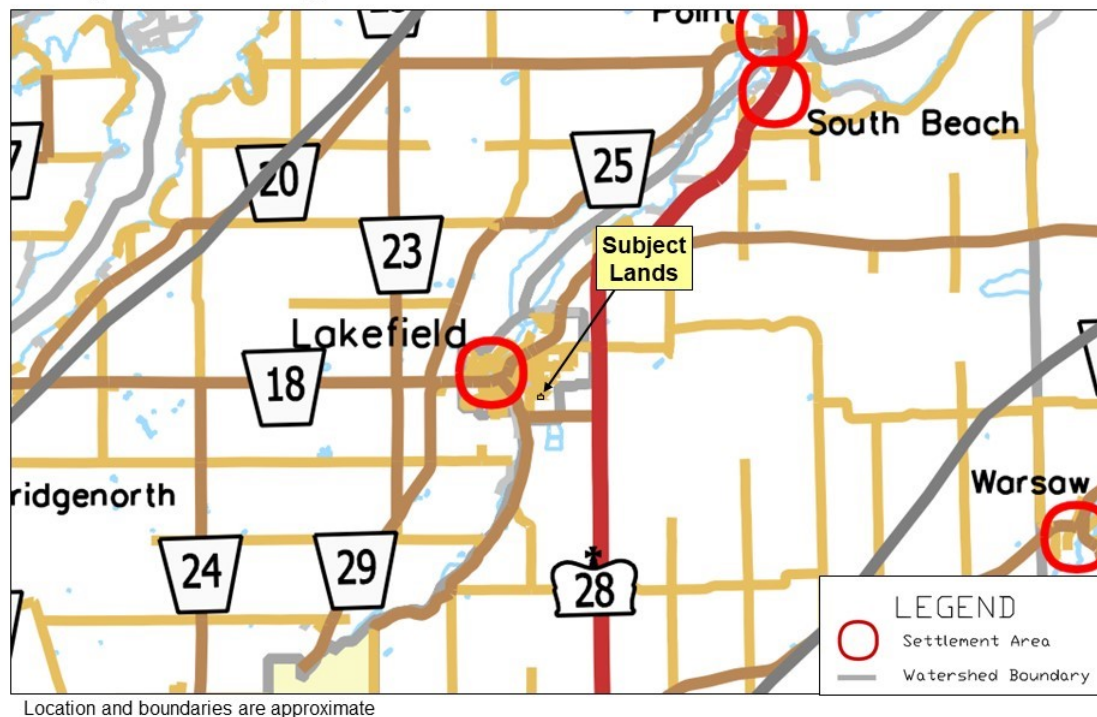
The County of Peterborough Official Plan (OP) serves two primary functions:

- 1) Serves as the upper-tier OP for the County providing a strategic goals, objectives and policies for land use planning on a County level; and,
- 2) Serves as the lower-tier OP for four local municipalities, including the Township of Selwyn.

This report has broken down the analysis of the County OP on this basis.

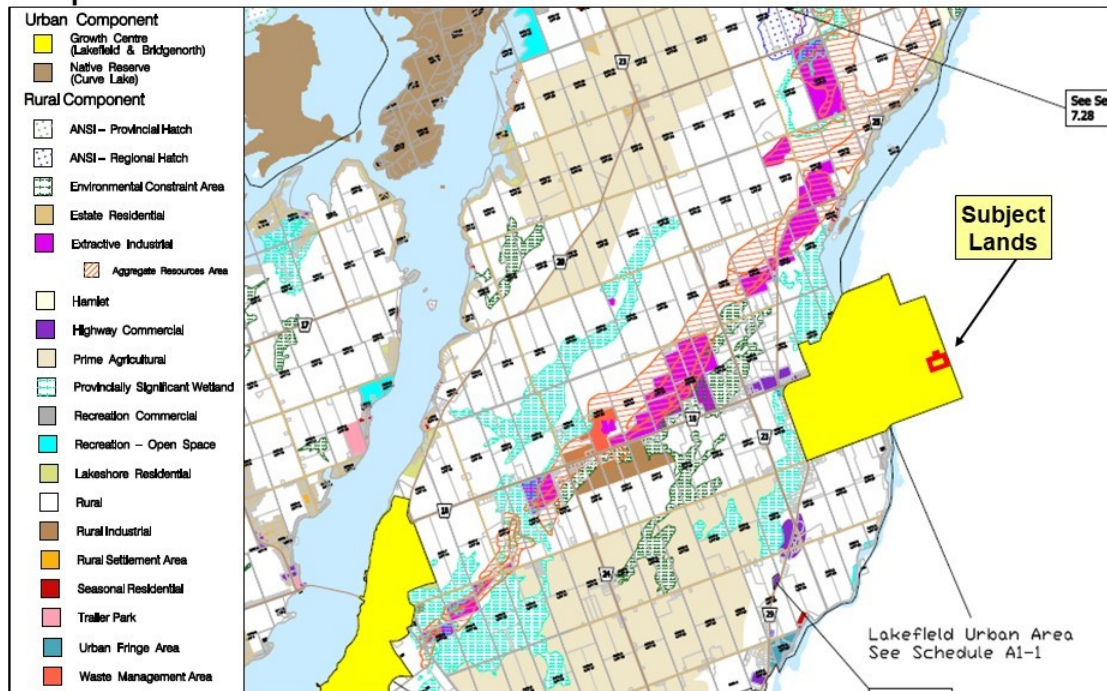
The subject lands are located within the village of Lakefield, which is identified as a *Settlement Area* on Map A – Settlement Areas, Watershed Boundaries (see Figure 4). Lakefield is identified as a *Growth Centre* on Schedule A1 of the Official Plan (see Figure 5), and are designated *Low Density Residential* on Schedule A1-1 Land Use Plan – Urban Component Village of Lakefield in the County OP (see Figure 6).

Figure 4  
Township of Selwyn Official Plan Map A Settlement Area, Watershed Boundaries  
County of Peterborough



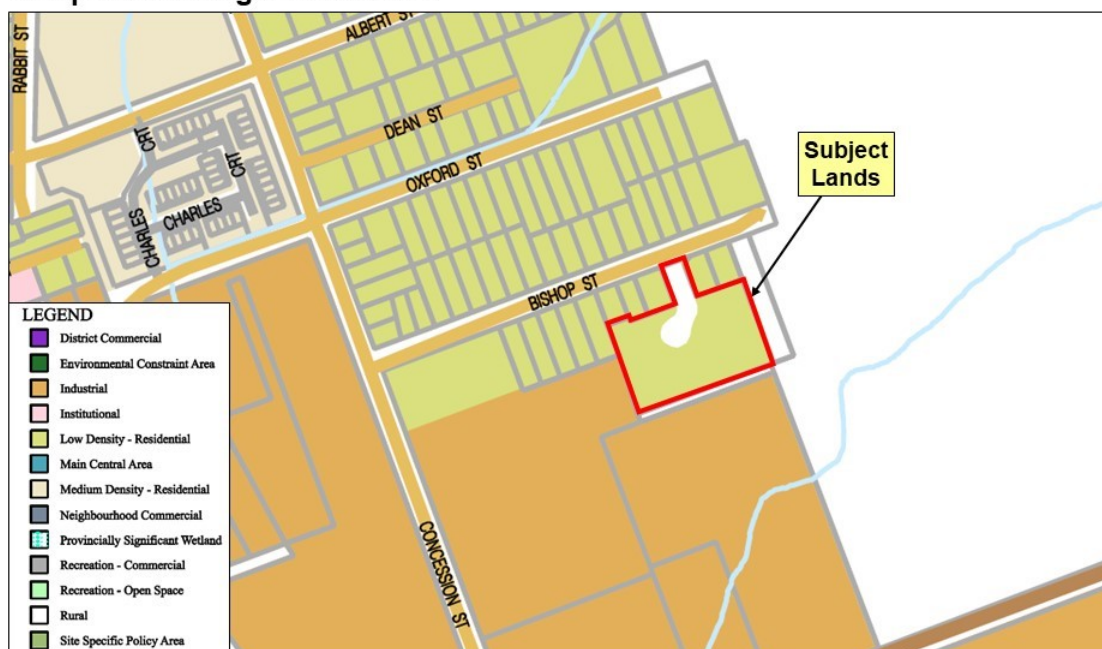


**Figure 5**  
**Township of Selwyn Official Plan Schedule A1 Land Use Plan – Rural**  
**Component Smith and Ennismore Wards**



Location and boundaries are approximate

**Figure 6**  
**Township of Selwyn Official Plan Schedule A1-1 Land Use Plan – Urban**  
**Component Village of Lakefield**



Location and boundaries are approximate

### **3.3.1 County of Peterborough Official Plan**

Section 1.2.3 of the OP states that the County will plan for and manage growth for a population of 61,000, as per Schedule 3 of the Growth Plan, 2006. The County OP has not been updated to reflect Schedule 3 of the Growth Plan, 2019, which has increased the County population forecast for 2031 to 70,000, 2036 to 73,000 and 2041 to 76,000. However, the County is in the process of developing a new OP. The County OP allocates 31.7% of new growth to the Township of Selwyn.

An analysis of applicable policies is as follows:

#### Section 1.2 County Strategy

##### *1.2.3 - Future Growth*

*...Densities of development should result in the efficient use of land, resources, infrastructure and public service facilities, which are cost effective and minimize land consumption, while avoiding the need for unnecessary and/or uneconomical expansion of infrastructure. Development should also support a range of uses having appropriate infrastructure and take into account the applicable policies related to Resources and Public Health and Safety of the Provincial Policy Statement. Opportunities for redevelopment, intensification and revitalization of the area should also be considered...*

The proposed development is an efficient use of land resources, infrastructure and public service facilities. The proposed development is appropriate residential intensification and revitalization within a settlement area and conforms to Section 1.2.3.

#### Section 2.6 Development Applications

##### *2.6.1 - Subdivision Approvals and Agreements*

*County Council shall consider for approval only those plans of subdivision which:*

- a) comply with the provisions of this Plan and the applicable local official plan, including the criteria outlined in Section 7.13 of this Plan; and*

*b) can be supplied with adequate County services, to the satisfaction of County Council or local municipal services to the satisfaction of the local municipal Council; and*

*c) optimize existing infrastructure and public service facilities wherever feasible before consideration is given to developing new infrastructure and public service facilities.*

The proposed development addresses the criteria of Section 7.13, as is demonstrated further in this report. The proposed development can be supplied with, and make efficient of existing County services and infrastructure, as demonstrated in the Functional Servicing Report (FSR) prepared by Counterpoint Engineering. The proposed development conforms to Section 2.6.1.

*A plan of subdivision under the Planning Act is necessary when any of the following occur:*

*1) more than 3 lots (two severed and one retained) from a land holding are being created unless the local Official Plan contains policies regarding the number of lots required for a plan of subdivision or adequate land use planning justification and rationale are provided to permit otherwise;*

*2) a new public road for the provision of lot access is necessary*

*3) the provision or extension of municipal servicing (water and/or sewers, including communal servicing) is required*

The proposed development is proceeding by way of a draft plan of subdivision.

#### **Section 4.1 Natural Environment**

##### **4.1.3.1 - General**

*... development or site alteration such as filling, grading and excavating may be permitted within or adjacent to the remaining natural heritage features listed in Section 4.1 of this Plan, provided that it has been demonstrated by an*

*Environmental impact assessment that there will be no negative impacts on the natural features or ecological functions for which the area is identified...*

An Environmental Impact Statement (EIS) has been prepared in support of the proposed development. The EIS confirmed that the subject lands are located approximately 70 m from the Provincially Significant Wetland (PSW) southeast of the subject lands and that there will be no negative impacts on the natural features or ecological functions of this area from the proposed development. The proposed development conforms to policy 4.1.3.1.

#### Section 4.2 Settlement Areas

##### *4.2.3 – Policies*

*Lower tier municipalities shall designate a sufficient supply of land for residential, industrial, commercial, recreational/open space and institutional uses in their municipalities to accommodate their projected growth over a minimum 20 year time-frame...*

The subject lands are designated for residential land uses. The proposed development will assist the lower tier municipality in achieving policy 4.2.3 by increasing the overall supply of lots/units for residential use.

*...future growth should be directed to those settlement areas that currently have servicing systems or can reasonably expect to obtain them in the future...*

The subject lands are within a settlement area with full municipal services.

*...Where possible, but especially for development on full services, mixed-use developments, narrowing of streets, reducing parking requirements, incorporation of pedestrian walkways/linkages, open spaces, variations of lot sizes, unit types, and a mix of storefront retail and residential zoning are encouraged in order to ensure more complete and livable neighborhoods for residents...*

An appropriate mix of unit types and sizes that efficiently utilize the subject lands is proposed by the applications, contributing to a more complete neighbourhood on full services.

*... A range of land uses and facilities shall be encouraged in settlement areas to promote linkages between the population and employment opportunities...*

The proposed development is for medium density residential uses in a transitional area between residential and industrial areas. The proposed development will provide for a range of residential dwelling units that will assist in achieving this policy.

*...Development in Settlement Areas should be as compact as possible based on the type of servicing available. In addition, development should occur in depth rather than in an extended linear form along existing roads...*

The proposed development is a compact built form, utilizing existing infrastructure and public service facilities in an efficient manner. The subject lands are adjacent to existing residential uses and are developed “in depth” rather than linearly along existing roads.

The proposed development conforms to policy 4.2.3.

#### Section 4.7 Physical Services and Utilities

##### 4.7.3.2 – Sanitary Sewage and Water

*...full municipal sewage and water services are the preferred form of servicing for the settlement areas. In areas which are currently fully serviced, lot creation will only be permitted if sufficient reserve water and sewage plant capacity is available to accommodate the development...*

The proposed development is within a settlement area with full municipal sewage and water services. We understand there are no capacity constraints at the water and sewage treatment plants. The proposed development conforms to policy 4.7.3.2.

#### Section 5.1 Housing

##### 5.1.3.1 – Policies

*The County promotes the orderly development of new housing which makes efficient use of existing transportation, education, recreation, commercial and servicing systems and facilities in accordance with the Settlement Areas policies of Section 4.2 of this Plan...*

The proposed development is orderly development of new housing adjacent to existing residential dwellings. The proposed development is an efficient use of existing infrastructure and public services facilities as per the policies of Section 4.2 of the County OP.

*... Local municipalities shall provide a range and mix of housing in their municipalities to accommodate their projected growth over a 20 year time-frame...*

The proposed development will add street townhouse and semi-detached residential units to a residential neighbourhood containing primarily single detached dwellings. The proposed development will assist the municipality in achieving this policy.

*...Local municipalities shall provide opportunities for affordable housing taking into account their share of the County's households, an analysis of local housing needs as well as infrastructure constraints...*

The proposed development will add street townhouses and semi-detached dwellings to the market, which is generally a more affordable type of residential unit compared to single detached dwellings. The proposed development will assist the local municipality in achieving this policy by creating more affordable home ownership opportunities.

*...Local municipalities shall maintain at least a three year supply of lots in draft approved or registered plans of subdivision, and individual lots where servicing and pressures for development permit...*

The proposed development will assist the local municipality in achieving this policy through the creation of additional lots through a plan of subdivision.

*... In order to create complete communities, make efficient use of infrastructure, promote sustainable alternative modes of transportation, plan walkable*

*communities having a range of housing types, the careful development of greenfield areas is necessary. Greenfield Targets in the County of Peterborough will be realized through developments that include a range of housing including singles, semis and multiple dwellings and condominiums. The Greenfield Target for Peterborough County will be implemented on a phased-in approach with a density target of 35 residents/jobs per hectare being implemented immediately and that this number moves to 40 residents/jobs per hectare with the next 5-year review required by the Planning Act or by 2015, whichever is sooner. The achievement of a Greenfield Target is calculated at the upper tier on an average basis...*

The proposed development is projected to introduce approximately 36 new residents, calculated based on the County of Peterborough Development Charges Background Study projected persons per unit of 2.7 for semi-detached dwellings, and 1.8 for townhouses. This results in an approximate density of 36 residents per ha. The overall density target is calculated on an average basis over the County. The proposed development contributes to the County's target for greenfield development by making efficient use of the subject lands.

### **3.3.2 County of Peterborough Official Plan – Local Plan Policies**

#### *Section 6.3 Local Plan Policies – Urban Component*

*...In Selwyn, Lakefield is serviced with full municipal water supply and waste water systems. The Township anticipates that Lakefield will function as a major growth centre in Peterborough County, attracting investment opportunities from both within and beyond the County due to the immediate availability of full municipally serviced lands for development...*

Lakefield is identified as settlement area that will function as a major growth centre in the County. The proposed development contributes to the growth of Lakefield through the introduction of additional residential dwellings, conforming to this policy.

#### *6.3.2 – Policies Applicable to Lakefield, Bridgenorth and Norwood*

*...The Township of Selwyn has designated the Lakefield as the primary growth centre for the municipality...It is also making capital improvements to Lakefield's water supply and sanitary sewerage services to increase their capacity to accommodate new residential, commercial and/or industrial development...*

The proposed development is within the Lakefield settlement area and has access to existing infrastructure and public service facilities. The proposed development conforms to policy 6.3.2.

#### *6.3.2.2 – General Policies*

*d) In an effort to control township expenditures and investments in hard infrastructure, development should generally occur as a logical extension of existing development.*

The subject lands are located adjacent to existing single detached dwellings, and are a logical extension to an existing developed area.

*e) For new development on lands outside of the built up areas in Lakefield and Norwood, the greenfield policies of Section 5.1.3.1 shall apply.*

The proposed development conforms to the greenfield policies of Section 5.1.3.1 as demonstrated through this report.

#### *6.3.3.1 – Residential – General*

*a) General Principles: It is the intent of this Plan to provide areas for residential development or redevelopment as part of an orderly and desirable land use pattern which ensures that residential uses are suitably located in areas where the residential use is compatible with adjacent land uses. Sufficient land shall be designated for residential purposes to accommodate the anticipated population growth and to provide for a choice of life-styles consistent with changing demands.*

The subject lands are an appropriate location for medium density residential land uses, being a transitional area between low rise residential and industrial land uses. The



proposed draft plan of subdivision is compatible with adjacent development and provides housing options to accommodate anticipated population growth.

*b) Permitted Uses*

*The predominant use of land within the Residential Category shall be low and medium density residential uses. In addition, uses which are compatible with and serve the basic residential function, such as recreational, public and institutional uses, and home occupation uses shall also be permitted. Public and institutional uses permitted within the Low and Medium Density Residential designations shall be limited to day care centres, group homes, public uses, and, local parks having an area of less than 0.4 hectares.*

The proposed built form is consistent with the permitted uses for the proposed designation.

*c) General Policies Applicable to All Residential Designations*

*i) The Township shall endeavour to maintain and/or improve the quality of existing residential development in those areas which are designated for residential use.*

The subject lands are designated for residential use and the proposed development improves the quality of the existing residential housing stock.

*ii) Priority shall be given to the infilling of residential areas. All new residential development shall be fully serviced by municipal water supply and sanitary sewerage systems.*

The subject lands are within the DGA for the purpose of conformity to the Growth Plan and OP, however are on full municipal services and are adjacent to existing residential land uses to the north.

*iii) A variety of low and medium density housing types, styles and densities shall be made available in the residential areas of the Community. Medium density housing shall not be intermixed indiscriminately with low density*

*housing. Through careful site planning provision shall be made to ensure that higher density developments are compatible with adjacent lower density housing.*

The proposed development for *Medium Density – Residential* land uses is not indiscriminately mixed with low density housing. The subject lands are on the boundary of existing low density residential lands to the north and industrial lands to the south and west. The subject lands are an appropriate location for medium density residential lands uses and are compatible with the adjacent single detached dwellings.

*iv) In reviewing plans for residential redevelopment, infilling or intensification within existing residential areas, the Township shall ensure that the residential character of the area will be maintained or enhanced and that the redevelopment will not burden existing facilities and services.*

The residential character of Bishop Street will be maintained. The proposed development is set behind the existing single detached dwellings and no units are proposed to front along Bishop Street. The proposed development is modest in nature and existing infrastructure and public service facilities are appropriately sized.

*v) The average population density of the Lakefield shall not exceed 75 persons per gross hectare of land designated for residential purposes on Schedule “A1-1” of this Plan.*

The proposed development is projected to introduce approximately 36 new residents, calculated based on the County of Peterborough Development Charges Background Study projected persons per unit of 2.7 for semi-detached dwellings, and 1.8 for townhouses. This results in an approximate density of 36 residents per ha. The overall density target is calculated on an average basis over the County, and the proposed development will not exceed the maximum prescribed by this policy.

*ix) Adequate off-street parking shall be provided for all permitted uses within the Residential designations.*

The proposed development will provide adequate off-street parking in accordance with the Zoning By-law. The proposed development conforms to policy 6.3.3.1.

#### *6.3.3.2 - Low Density Residential Areas*

*a) The predominant use of land within the Low Density Residential Area designation shall be for low density residential development. Permitted uses shall include single-detached and single attached dwellings, semi-detached and duplex dwellings, home occupation uses, Bed and Breakfasts, and, public and institutional uses which are complementary to and compatible with the basic residential function of the area.*

*g) Notwithstanding the above, the permitted residential uses on lands within the Lakefield South Development Area that are designated "Low Density Residential" on the Land Use Schedule shall include single detached dwellings as well as single attached, duplex and semi-detached dwellings, street townhouses and quattroplexes.*

The proposed Official Plan Amendment seeks to redesignate the subject lands from the existing Low Density Residential Area designation, to the Medium Density Residential Area designation. The existing designation permits residential building types that include semi-detached dwellings as are proposed, however on the subject lands does not contemplate townhouses. According to Policy 6.3.3.2g), the Official Plan permits street townhouse dwellings on significant portions of lands designated Low Density Residential Area. The area that street townhouse dwellings are permitted is described as the Lakefield South Development Area, which is approximately 370 acres of land in the southern portion of the town, on the west side of the Otonabee River.

#### *6.3.3.3 – Medium Density Residential Area*

*a) The predominant use of land within the Medium Density Residential Area designation shall be medium density residential uses. Permitted uses shall include row or cluster housing, quadraplexes, low rise apartments, street townhouses or other similar multiple-density housing, home occupation uses and public and institutional uses which are complementary to and compatible with the basic residential function of the area.*

The proposed development includes street townhouse and semi-detached units, which can be classified as “other similar multiple-density housing”. The proposed development is reflective of a Medium Density Residential Area designation built form.

- b) The average density of development within a Medium Density Residential Area shall generally be 30 units per gross hectare.*

The proposed development has a density of approximately 16 units per hectare. It is our understanding that the above policy is a general policy and is not intended to be applied on a site specific basis, but rather a target to achieve throughout the designation. The proposed development is lower than the policy target as the development can only be accommodated through a cul-de-sac, which is more land intensive than a typical subdivision. Notwithstanding, the proposed uses are in accordance with the permitted uses of the designation and seek to make efficient use of the lands.

- c) Notwithstanding the provisions of Section 6.3.3.3 b), the maximum height and density of a low rise apartment permitted within the Medium Density Residential designation shall be three storeys and 50 dwelling units per net hectare respectively, provided that, where adjoining lands are designated Medium Density Residential, the overall density of development within the Medium Density Residential Area as a whole does not exceed 37 units per gross hectare.*

The proposed development will not exceed the maximum height of 3 storeys, and achieves a density of approximately 16 units per hectare, below the required maximums of this policy.

- d) The development of new multiple density dwelling units within the Medium Density Residential designation shall be designed and sited to minimize their effect on adjacent land uses, particularly low density residential uses.*

The development proposes street townhouses adjacent to the rear yards of the existing single detached dwellings to the north, which is compatible in terms of use and built form. Rear yards will be adjacent to rear yards.

- e) *Adequate buffer planting and screening shall be provided between Medium Density Residential and Low Density Residential areas to provide for a reasonable degree of compatibility and spatial separation.*

Required landscaping elements for buffer purposes can be incorporated as a condition of draft plan approval to effectively buffer and screen the subject lands from surrounding land uses.

- f) *The Township in considering an application for an amendment to this Plan to designate additional lands Medium Density Residential, shall have regard to the policies in Section 7.9 as well as the following:*

- i) the location of the subject lands relative to existing and proposed arterial and collector roads;*

The subject lands are located proximate (approximately 250 m) from Concession Street, where they will have access via Bishop Street.

- ii) the availability and adequacy of municipal services, public and parkland and schools;*

The subject lands are on full municipal services and have access to local parks and schools.

- iii) the nature of adjoining land uses and the potential impact on adjacent residential areas, particularly low density areas; and*

The development proposes townhouses adjacent to the rear yards of the existing single detached units, which are compatible in land use and built form. Additional buffering measures such as fencing and landscaping can be incorporated as a condition of draft plan approval.

- iv) the availability of lands for development or redevelopment of medium density residential and the need to designate additional lands.*

The proposed development for *Medium Density - Residential* land uses is appropriate. The lands are adjacent to existing development, on full municipal services and within a

transitional area between residential and industrial land uses. There is an evident gap in Medium Density Residential designated lands in the southeast of Lakefield, where the subject lands are located. The addition of the subject lands is appropriate.

- g) Medium density residential uses shall be zoned in separate zoning categories in the implementing zoning By-law. New development of medium density residential shall require an amendment to the implementing Zoning By-law and shall address the policies in Section 7.9 of this Plan*

The proposed development is accompanied with a site specific ZBA application. The proposed development addresses the policies in Section 7.9 of the OP further below. The proposed development conforms to policy 6.3.3.3.

#### *Section 7.0 Local Plan Policies – General Development*

##### *7.5 Stormwater Management*

*7.5.1 For any major development proposals within the Township, including plans of subdivision, runoff from the development shall be minimized and the impact of any proposed development on local and area-wide drainage patterns shall be identified...*

- d) No Official Plan or Zoning By-law Amendment shall be approved if the proposed development would have a significant adverse impact on surface drainage, flooding, water quality or erosion of soil*

As demonstrated in the Functional Servicing Report prepared in support of the applications, the proposed development will not have any significant adverse impacts on surface drainage, flooding, water quality or soil erosion. The proposed development conforms to Section 7.5.

#### *7.9 Criteria for Assess Official Plan Amendment Applications*

##### *7.9.1 The need for the proposed use.*

The proposed OPA application will provide additional housing options to current and future residents and assist the Township in achieving the population forecast allocation

in the Growth Plan and County OP. The applications would propose a mix of dwelling types that will positively contribute to a complete community, and that expand the housing options available to residents in the area.

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

There is an evident gap in Medium Density Residential designated lands in the southeast of Lakefield, where the subject lands are located. There are no vacant Medium Density Residential designated lands immediately proximate to the subject lands.

*7.9.3 The physical suitability of the land for such proposed use, and in the case of lands exhibiting a potential hazard (i.e. Environmental Areas), consideration shall be given to: a) the existing environmental and/or physical hazards and opportunities; b) the potential impacts of these hazards; and, c) the proposed methods by which impacts deemed to be significant may be overcome in a manner consistent with accepted engineering techniques and resource management practices in consultation with the Conservation Authority, where appropriate; d) the anticipated impacts of the proposed use on the natural environment.*

The subject lands are physically suitable to accommodate residential development. An EIS prepared by GHD concluded that development as proposed will result in no negative impacts to the functions of the identified natural heritage features, if the recommendations of the report are implemented.

*7.9.4 The location of the area under consideration with respect to:*

*a) the adequacy of the existing and proposed highway system and municipally owned and maintained roads in relation to the development of such proposed areas;*

The Traffic Impact Statement prepared in support of the application concluded that the proposed development would have negligible impact on the nearby intersections. The existing road network is adequate to accommodate the proposed development.

*b) the convenience and accessibility of the site for vehicular and pedestrian traffic and the traffic safety in relation thereto;*

The subject lands can be access through a future municipal ROW connecting to Bishop Street. Sidewalk connection exists 250 m to the west along Concession Street.

*c) the adequacy of the potable water supply, sewage disposal facilities, and other municipal services in view of the policies contained in Section 7.3 of this Plan and in accordance with technical reports or recommendations which the Township shall request from any appropriate authority such as the Ministry of the Environment and the Peterborough Health Unit deemed advisable; and*

As demonstrated in the FSR, the subject lands can be adequately serviced.

*d) opportunities for the protection and enhancement of the natural environment.*

The natural environment will be protected and enhanced to the extent possible, as demonstrated in the EIS submitted in support of the proposed development.

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

The subject lands are in a transition area between low rise residential and industrial land uses. Medium density residential land uses are appropriate and compatible with the surrounding community.

#### *7.9.6 The effect of such proposed use on the surrounding area regarding possible depreciation of adjacent properties.*

Medium density and low density residential land uses are compatible from a land use and built form perspective. Based on of previous Land Use Planning Tribunal ("Tribunal") decisions respecting this issue, perceptions regarding impacts on property values do not represent a ground upon which a land use approval should be denied. Rather, the



applications can be regarded as an investment in the neighbourhood, bringing additional revenue to the municipality for the provision of services.

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

The proposed development is within a settlement area with full municipal services. The proposed development will contribute positively to the financial position of the Township.

*7.9.8 Consideration of the soil capability for agriculture and the potential impacts on surrounding agricultural uses and operations.*

No impacts on the surrounding agricultural uses and operations are expected.

*7.9.10 The Minimum Distance Separation requirements of the Provincial Policy Statement shall be met for new uses being proposed in proximity to existing livestock facilities.*

The proposed development is beyond the MDS requirements of the PPS with respect to adjacent existing livestock facilities.

*7.9.11 Demonstration of how the proposal conforms to the Provincial Growth Plan.*

The proposed development conforms to the Growth Plan as demonstrated through this report. The proposed development conforms to policy 7.9.

*7.13 Criteria for Assessing Plans of Subdivision*

*In assessing proposals for residential development by plan of subdivision or condominium, the Township shall have regard for the following considerations:*

*7.13.1 The proposed development is compatible with the existing scale of development in the area.*

The proposed development of street townhouse and semi-detached dwellings is compatible with the existing scale of development in the area. The subject lands are

located along the boundary of a low-density residential area and industrial area. Street townhouses and semi-detached dwelling are an appropriate transition and are a compatible form and scale to the adjacent single detached dwellings to the north and east. The proposed dwellings are located adjacent to the rear yards of the existing single detached dwellings, where they will benefit from greater separation distances.

Specific conditions of approval regarding fencing and/or landscaping can be imposed as a condition of draft plan approval to further buffer the proposed development from the rear yards of the adjacent residential properties.

*7.13.2 The proposed development is compatible with the Conservation Authority's regulations.*

The subject lands are not located within an area regulated by the Ontonabee River Conversation Authority (ORCA). However, an Environmental Impact Statement (EIS) has been prepared by Niblett Environmental Ltd. which has concluded that the development would not result in negative impacts to identified environmental features, through the implementation of the recommendations of the study,

*7.13.3 Access roads have the capability to support the additional traffic loads anticipated from the proposal and will be constructed to standards determined by the Township. Where upgrading and additional maintenance may be required, the Township shall assess the financial impact of these additional expenditures and may levy fees to offset these costs.*

The Traffic Brief prepared in support of the proposed development has concluded that the proposed development will have negligible impact to the capacity of surrounding intersections, and that no upgrades are recommended as a result.

*7.13.6 All lots should have frontage on an interior road, developed to municipal standards. Lots having direct access onto arterial roads shall generally not be permitted.*

Lots are oriented around a new local street that provides access to Bishop Street, which is not an arterial road.

*7.13.7 As many trees as possible shall be preserved, particularly mature and healthy stands of trees, and reforestation shall take place where necessary.*

Trees will be preserved to the extent possible. Exact details will be confirmed through detailed engineering design.

*7.13.9 Any proposed plan of subdivision or condominium must not landlock any other parcel of land, and should be designed to allow for the integration of future residential development in the area.*

The proposed development does not landlock any parcel of land.

*7.13.10 The proposal shall be adequately served by existing levels of municipal services such as fire protection, police protection, garbage collection and school facilities. Any proposal requiring substantial upgrading to existing services beyond the present financial capability should generally not be permitted.*

The proposed development is on full municipal services and is within an existing settlement area for the purpose of police and fire protection.

*7.13.11 Residential subdivision or condominium developments shall be encouraged to locate in designated growth centres as identified on the Land Use Schedules however it is recognized that shoreland areas may also be suitable for limited development of this nature. Where possible, but especially for development on full services, mixed-use developments, narrowing of streets, reducing parking requirements, incorporation of pedestrian walkways/linkages, open spaces, variations of lot sizes, unit types, and a mix of storefront retail and residential zoning are encouraged in order to ensure more complete and livable neighborhoods for residents. Smaller driveways, wider sidewalks, curbside parking and narrower streets are also encouraged.*

The proposed draft plan of subdivision is occurring within the town of Lakefield, and will be on full municipal services. A variety of unit types are provided that make efficient use of the lands.

7.13.12 The Township shall enter into a development agreement with each developer as a condition of the approval of a plan of subdivision or condominium. This agreement will set out the internal and external services which the Township will require the developer to provide.

As part of the application process, the applicant would enter into an agreement with the Township as prescribed by Policy 7.13.12.

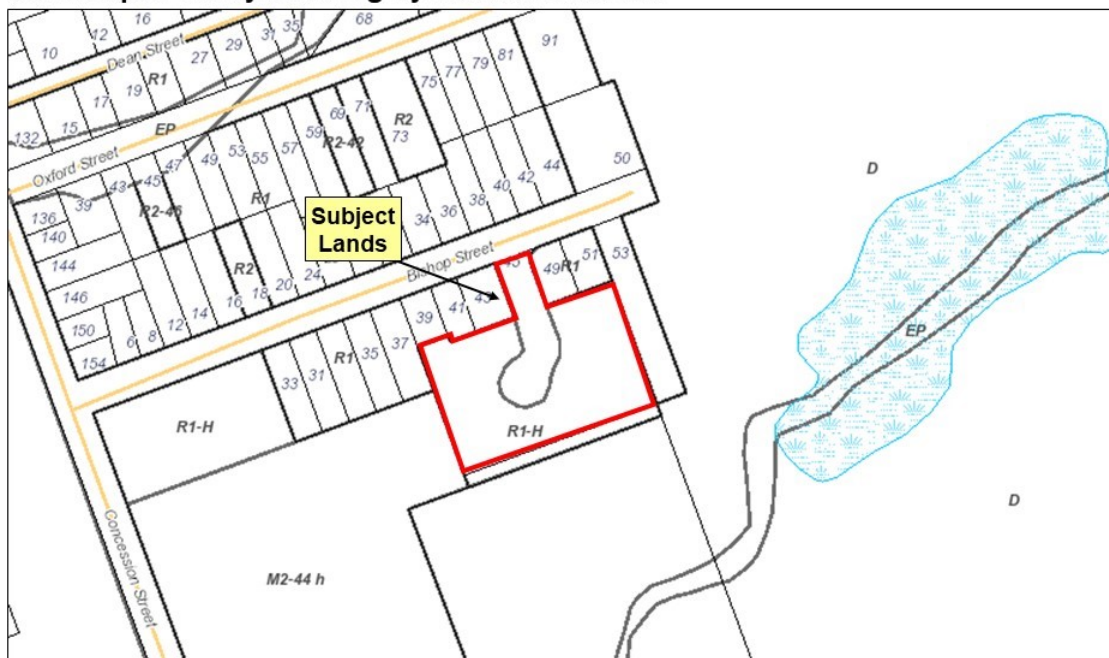
7.13.15 The Township shall have regard for the compatibility of the proposed development with designated environmental areas.

The natural environment will be protected and enhanced to the extent possible, as demonstrated in the EIS submitted in support of the proposed development.

### 3.4 ZONING BY-LAW 2009-021

The subject lands are zoned Residential Type One (R1-H) in By-law 2009-021, which permits various uses including: *single-detached unit; existing semi-detached, duplex, or multi-unit dwellings, and group home.*

Figure 7  
Township of Selwyn Zoning By-law No. 2009-021



Location and boundaries are approximate

An amendment to the Zoning By-law has been forwarded to permit the proposed uses and recognize site specific provisions to facilitate the development in an efficient manner.

## **4.0 SUPPORTING MATERIALS**

This planning justification is based in part on the following materials that have been prepared in support of the applications:

### **4.1 ENVIRONMENTAL IMPACT STUDY**

An Environmental Impact Assessment was prepared by GHD Engineering. The Assessment offers a number of recommendations for the mitigation and avoidance of negative impacts to natural heritage features. The Report concludes that the development as proposed will result in no negative impacts on the functions of the identified natural heritage features, if the recommendations of the report are implemented.

### **4.2 FUNCTIONAL SERVICING REPORT**

A Functional Servicing Report was prepared by Counterpoint Engineering to analyze the servicing strategy for the proposed development. The assessment finds that the existing adjacent infrastructure is sufficient to accommodate the proposed development, including an existing 150mm watermain and an existing 200mm sanitary sewer on Bishop Street. The development is anticipated to generate sanitary flows that will allow the existing system to operate in a non-surcharged condition. The water capacity is to be reviewed concurrent with the application.

The site is to be appropriately serviced by a storm system that will collect and direct drainage appropriately. The servicing strategy includes stormwater storage provided through a combination of low impact development features, pipe storage, and storage in manholes and catchbasins.

### **4.3 STAGE 1 & 2 ARCHEOLOGICAL ASSESSMENT**

A Stage 1-2 Archaeological Assessment was prepared by Amick Consultants Limited. As a result of the Stage 2 Property Assessment of the subject lands, no archaeological

resources were encountered. The assessment recommends that no further archaeological assessment of the study area is warranted, and that the development is clear of any archaeological concern.

#### **4.4 TRAFFIC IMPACT BRIEF**

A Traffic Impact Brief was prepared by Paradigm Transportation Solutions Limited as it relates to the proposed development. The Traffic Impact Brief concludes that the proposed development would have negligible impact on traffic operations at the Concession Street/Bishop Street intersection, and no improvements are recommended. The Brief indicates that the planning applications should not be refused on the basis of traffic impact.

## **5.0 CONCLUSIONS**

The proposed Draft Plan of Subdivision, Official Plan Amendment and Zoning By-law Amendment that together seek to establish a framework for the development of 16 dwelling units, including semi-detached and townhouse unit types, is appropriate. The proposal is consistent with the Provincial Policy Statement, conforms with the Growth Plan, and is generally consistent with and appropriate for the direction provided by the County of Peterborough Official Plan, and represents good land use planning, as follows:

- Residential permissions currently exist for the Subject Lands under the City's Official Plan;
- An 11 lot plan of subdivision was previously approved and currently applicable to the subject lands, which is proposed to be removed and replaced by the proposed development, making more efficient use of the lands;
- The Subject Lands are located within a designated settlement area which is the focus of new growth and development. The proposed development will create a mix of new housing. It will help promote the vitality, land use diversity and economic well-being of the wider community;
- The density of the proposed residential uses contributes to the municipality achieving density targets for greenfield development;
- The design of the proposed development and scale of proposed uses contributes to facilitating a complete community;
- An attractive high quality development will be created on currently vacant lands. The design of the proposed development will reinforce and enhance the local community character, while respecting its immediate context and will create a quality living environment;
- The proposed residential lots and blocks provide sufficient opportunity for future development that will generally respect the Township of Selwyn Zoning By-law regulations for these forms of development while ensuring an efficient form of development through site specific development provisions; and
- The subject lands are in a location primarily characterized by single detached dwellings, and is flanked on three sides by lands which remain undeveloped. The lands are proximate (approximately 550m) from the Main Central Area of the

town. The subject lands are in an appropriate location so as to accommodate the proposed residential subdivision.