PLANNING JUSTIFICATION REPORT

in support of an application for a Zoning By-law Amendment and a Plan of Subdivision

for 2006316 Ontario Inc.

for lands municipally known as 123 Robert Street East Town of Penetanguishene County of Simcoe

January 24, 2021

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TABLE OF CONTENTS

1.0	INTR	ODUCTION	3			
2.0	BACKGROUND					
	2.1 2.2 2.3	Location Official Plan Designation and Zoning Technical Reports				
3.0	PROPOSED DEVELOPMENT					
4.0	REVIEW OF APPLICABLE PLANNING POLICIES					
	 4.1 Provincial Policy Statement 4.2 Growth Plan for the Greater Golden Horseshoe 4.3 County of Simcoe Official Plan 4.5 Town of Penetanguishene Official Plan 4.6 Requested Zoning Approval 					
5.0	SUMMARY					

Figure 1: Location Map Figure 2: Context Plan

Figure 3: County of Simcoe Official Plan Schedule 5.1 (extract)
Figure 4: Official Plan Designation – Town of Penetanguishene

Figure 5: Zoning Extract

Figure 6: Proposed Zoning Standards

APPENDICES

Concept Plan

Proposed Plan of Subdivision



1.0 INTRODUCTION

Celeste Phillips Planning Inc. has been retained by 2006316 Ontario Inc. to request approvals for a Zoning By-law Amendment (ZBA) and a plan of subdivision for lands located at 123 Robert Street East, in the Town of Penetanguishene. A medium density development is proposed, consisting of twenty-two (22) freehold townhouses (street facing) and eleven (11) rental townhouses, to be located on a private roadway.

This report presents my professional planning opinion and includes a synopsis of applicable Provincial, County and Municipal planning policies as they relate to the subject lands. Further, this report provides the background and rationale relative to the applications.

2.0 BACKGROUND

2.1 LOCATION

The subject property ("MacPherson") shown in **Figure 1** is triangular in shape and consists of approximately 1.174 hectares (2.90 acres). The property is located on the north side of Robert Street East, south of Burke Street and east of Lecarron Avenue. The property is currently developed with a single detached dwelling.

Figure 1: Location Map



The land is treed and slopes from the northeast to the southwest The property has frontage on three roads, Lecarron Avenue, Burke Street and Robert Street



East. Surrounding lands are developed with single detached dwellings as illustrated in **Figure 2**.

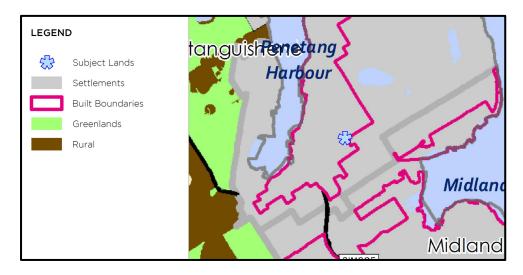
Figure 2: Context Map



2.2 OFFICIAL PLAN DESIGNATION AND ZONING

The lands are designated Settlements in the County of Simcoe Official Plan and located within the Built Boundary identified for the Town of Penetanguishene.

Figure 3: County of Simcoe Land Use Designations (extract)





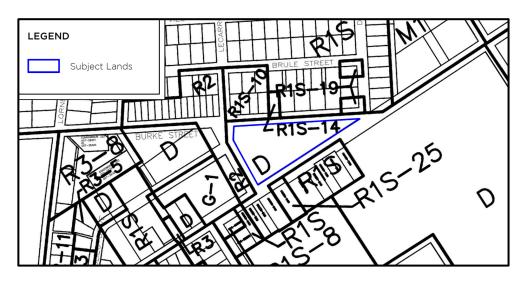
In the Town of Penetanguishene Official Plan, the lands are designated Neighbourhood Area. Schedule B1 to the Town's Official Plan does not show the property being affected by any Policy Overlay designation. Schedule B2 shows the property within the WHPA-C1 policy overlay area with a Highly Vulnerable Aquifer. Schedule C of the Official Plan sets out the Town's Transportation Network. This Schedule shows Robert Street East as a Major Road with a Future Trail Connection.

Figure 4: Town of Penetanguishene Official Plan Land Use Structure (extract)



Penetanguishene's Zoning By-law 2000-02 zones the property "D" which represents the Deferred Development Zone (**Figure 5**). A rezoning to various residential zones is required prior to development proceeding.

Figure 5: Zoning Extract





A Pre-Consultation meeting was held with the Director of Planning and Community Development, and the Director of Public Works on March 1, 2019. It was determined that two planning applications would be required: an application for plan of subdivision approval and an application for a zoning by-law amendment, with site specific standards. An Official Plan Amendment is not required.

2.3 TECHNICAL REPORTS

The list of supporting reports were determined at the March 1, 2019 meeting and have been completed as follows:

- Stage 1-2 Archaeological Property Assessment, CRM Lab Archaeological Services.
- Functional Servicing and Stormwater Management (including a Traffic Impact Assessment), WMI & Associates Limited.
- Species at Risk Assessment, Cambium Inc.
- Test Pit Investigation, Soil Engineers Ltd.
- Hydrogeological Analysis and Water Balance Analysis, Wilson Associates.
- Planning Justification Report, Celeste Phillips Planning Inc.

The reports/studies have concluded that the proposed development will meet all applicable requirements of the Province of Ontario, County of Simcoe and Town of Penetanguishene.

A copy of each of the above-noted reports as well as the plan of subdivision, application forms and draft zoning by-law can be accessed at:

https://drive.google.com/drive/folders/1Juv7TteYvTERes8hit51WoPbuk-91ugY?usp=sharing

3.0 PROPOSED DEVELOPMENT

The proposed development consists of twenty-two (22) freehold townhomes, and a residential block that would permit the development of eleven (11) rental townhomes on a private roadway. The Concept Plan and the Proposed Plan of Subdivision are appended to this report. It is proposed that the freehold townhouse lots would be created by way of Release of Part Lot Control following registration of the plan of subdivision.

A 3 metre road widening along Robert Street East is shown on the proposed draft plan of subdivision as well as two daylighting triangles: at the corner of Lecarron Avenue and Robert Street, and at the corner of Burke Street and Lecarron Avenue.



Two Open Space blocks, consisting of 7.9 percent of the total area, are proposed for dedication to the municipality as parkland.

4.0 REVIEW OF APPLICABLE PLANNING POLICIES

4.1 PROVINCIAL POLICY STATEMENT, 2020

The Provincial Policy Statement, 2020 (PPS) came into effect on May 1, 2020 and provides planning policy direction on matters of Provincial interest related to land use planning and development in Ontario. It is noted that all planning decisions made in the Province of Ontario are required to be consistent with the Provincial Policy Statement.

The Provincial Policy Statement encourages a range of housing options, including new development as well as residential intensification to respond to current and future needs. A summary of relevant policies is as follows:

- Promoting efficient development (1.1.1 a)) and cost-effective development patterns (1.1.1 e)).
- Accommodating a range and mix of residential types to allow appropriate affordable and market-based housing options (1.1.1 b)).
- Focusing growth and development to settlement areas (1.1.3.1).
- Encouraging a mix of land uses within settlement areas that efficiently use land and resources and that efficiently use the planned or available infrastructure (1.1.3.2 a) and b).
- Promoting opportunities for a range of housing options through intensification and redevelopment (1.1.3.3 and 1.1.3.6).
- Facilitating intensification, redevelopment and compact form by way of appropriate development standards (1.1.3.4).
- Implementing specific intensification targets (1.1.3.7).
- Providing a range and mix of housing types and densities required to meet projected requirements and promoting all forms of residential intensification (1.4.1 and 1.4.3).
- Providing for housing that is affordable to low and moderate income households (1.4.3 a)).



- Permitting and facilitating housing options and all types of residential intensification (1.4.3 b)).
- Directing development of new housing with appropriate levels of infrastructure (1.4.3 c)).
- Promoting the efficient use of land and infrastructure and prioritizing intensification and compact format (1.2.3 d) e) and f)).

In more specific terms, approval of the rezoning for the subject lands will:

- accommodate new population growth on vacant land in an area that can be serviced, within a defined Settlement Area and within the defined Built Boundary;
- incorporate an appropriate range and mix of residential uses (including affordable housing units) in a compact form to meet the long-term needs of the community;
- assist the Town of Penetanguishene in achieving its intensification and density targets set by the Province of Ontario;
- permit housing on lands designated for development, on full municipal services;
- providing green space for community use.

The proposed development will contribute to Penetanguishene's long term prosperity by providing an efficient use of land within a settlement area. No significant or sensitive resources will be impacted by the proposal, nor will the proposal present a hazard to future uses of the site. The proposal is consistent with the Provincial Policy Statement.

4.2. GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE, 2019

A Place to Grow: Growth Plan for the Greater Golden Horseshoe was prepared and approved under the Places to Growth Act, 2005 and has been updated in 2017 and most recently in May 2019. This document contains policies to manage growth to the year 2041 and is to be read in conjunction with the Provincial Policy Statement.

This document guides decisions on a wide range of issues, including transportation, infrastructure, land use planning, urban form, housing, natural



heritage and resource protection. All Regional and Municipal documents in the Greater Golden Horseshoe are required to conform to the policies of this Plan.

Section 2.1 of the Growth Plan states: This Plan is about accommodating forecasted growth in complete communities. These are communities that are well designed to meet people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes.

Also in Section 2.1 is reference to the achievement of complete communities, as follows: To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH [Greater Golden Horseshoe] need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification...

As noted, the Growth Plan directs new development to settlement areas such as the Town of Penetanguishene where there are full municipal services and where there is a delineated built boundary (2.2.1.2 a). It is important to note that the Growth Plan identifies the Town of Midland together with the Town of Penetanguishene as a 'primary settlement area'.

Supporting policies from the new Growth Plan include the following:

- Supporting a range and mix of housing options including second units and affordable housing to serve all sizes, incomes, and ages of households (Guiding Principles 1.2.1).
- Directing development to settlement areas and away from hazardous lands (2.2.1.2 d), e)).
- Achieving a complete community that provides a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes (2.2.1.4 a) and c)).
- Encouraging the construction of affordable housing to meet projected needs of current and future residents of the municipality (2.2.6.1 a) i)).
- Supporting the achievement of complete communities by:
 - planning to accommodate forecasted growth (2.2.6.2 a)).
 - planning to achieve the minimum intensification and density targets (2.2.6.2 b))



 planning to diversify the overall housing stock across the municipality (2.2.6.2 c)).

Given this policy framework, the proposed development concept for the subject lands represents the type of development that the Growth Plan encourages. This residential development represents growth in a settlement area providing a medium density residential development in the Town of Penetanguishene.

Based on my review of the proposed development plan as well as the reports and studies submitted, it is my opinion that the proposal conforms with the Growth Plan for the Greater Golden Horseshoe, 2019.

4.3 COUNTY OF SIMCOE OFFICIAL PLAN

The County of Simcoe Official Plan provides the land use policies for planning in the County including the Town of Penetanguishene. One of the key themes of the Plan is to *direct a significant portion of growth and development to settlements where it can be effectively serviced with a particular emphasis on primary settlement areas (3.1.1).* As noted earlier, the MacPherson lands are designated 'Settlements' on Schedule 5.1 to the County Plan, and the Town of Penetanguishene has been identified by the Province as a Primary Settlement Area.

Policies of the County Official Plan indicate that:

- The majority of population growth will be directed to settlement areas with full municipal services (3.2.3, 3.2.4, 3.5.1, 3.5.2, 3.5.7).
- A proportion of new growth will be accommodated through intensification (3.2.3) and priority will be given to infill and intensification proposals that use existing infrastructure (3.5.15). Intensification is defined as: the development of a property, site or area at a higher density than currently exists through: a) redevelopment, including the reuse of brownfield sites; b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; and d) the expansion or conversion of existing buildings.
- Division of land by plan of subdivision is permitted in the Settlements designation (3.3.2). The proposed freehold townhouses will have access to and frontage on a public road (Policy 3.3.4) and the rental units will have access via a private roadway. The local municipality will require the owner to enter into a subdivision agreement (Policy 3.3.9) prior to development proceeding.



- There are no significant wetlands, significant coastal wetlands that will be impacted by the proposed lot creation (Policy 3.3.15 i).
- The Town of Penetanguishene's Official Plan has not identified natural heritage features on the subject property (Policies 3.3.15 ii, 3.3.15 iii).
- A Species at Risk Report has been prepared by Cambium Inc. and no fish habitat, endangered or threatened species were found (3.3.15 v, 3.3.15 vi).
- Servicing and stormwater management of the property and a review of potential traffic issues has been undertaken by WMI & Associates Limited demonstrating that the proposed development can be efficiently serviced (Policies 3.3.19, 3.3.20).
- The proposed lots are unlikely to adversely affect adjacent uses in terms of odour, noise vibration, particulates or other emissions (Policy 3.3.21).
- A range of housing types and densities are encouraged (3.2.8). and the Plan promotes a development form that minimizes land consumption and servicing costs (3.5.4).
- Primary settlement areas such as the Town of Midland/Town of Penetanguishene are suitable for high intensification targets (3.5.6).
- The minimum density target (residents and jobs per hectare) for the Town of Penetanguishene is 50 (3.5.23). Assuming 33 townhouse units with 2 persons per unit, the proposed density for the MacPherson project would be 56.2 persons per hectare (66 persons/1.174 ha.), thereby meeting the minimum density target.
- The County has set the intensification target for Penetanguishene at 40 percent (3.5.24). This means that 40 percent of all new residential units are to be developed within the built boundary of the Penetanguishene settlement area. As indicated in Section 2.2 of this report, the MacPherson property is located within the Penetanguishene built boundary and the proposed development will assist the Town in meeting its intensification target.
- Development within the built up areas of settlement areas may be of a higher density in order to achieve the policy directives of the County Plan (3.5.29). A range of types of housing is anticipated by the County and local municipal Official Plans are to facilitate such housing (3.5.30).

In summary of relevant policies of the County of Simcoe Official Plan, it is my planning opinion that the proposed development is in conformity with the objectives and policies of the Official Plan.



4.4 TOWN OF PENETANGUISHENE OFFICIAL PLAN

The Town of Penetanguishene's new Official Plan came into effect on January 9, 2020 and designates the MacPherson lands as Neighbourhood Area. Reference is made to pertinent Official Plan polices as follows:

- The environmental work by Cambium Inc. concludes that the proposed development of the MacPherson lands will not have an impact on Natural Heritage Features and Areas (1.4.2.1).
- Development of the lands will increase access to different housing types and tenures in the Town (1.4.2.2.).
- The proposed development responds to the Town's interest in accommodating a wide range of land use and opportunities for intensification, infill and redevelopment (2. Managing Growth) where full municipal services are available.
- The plan of subdivision proposes a total of 33 townhouses as a residential intensification project which will assist in diversifying the existing housing stock in the Town of Penetanguishene (2.2).
- The Town's Official Plan supports residential intensification within the Delineated Built Boundary and along Major Roads while minimizing negative impacts on established Neighbourhood Areas (2.2.2, 2.2.5).

The Town's Official Plan at Section 2.2.6.12 sets out criteria for considering applications for infill development. A response to each of the criterion is as follows:

a) The proposed development lands are appropriately suited for intensification based on the determination that the type and scale of development is appropriate and the effects of intensification have been mitigated including, but not limited to, consideration of transitional densities, built form and land uses.

The MacPherson land are triangular in shape, surrounded by three roadways. This 'island 'of development will not abut any existing residential yards, therefore there are no perceived impacts associated with loss of privacy, shadowing or incompatibility.

b) the existing water, sanitary sewer services, and stormwater management facilities can accommodate the additional development;

The WMI & Associates engineering report confirms that the existing municipal services can accommodate the proposed development.



c) the road network can accommodate the traffic generated;

The MacPherson lands have frontage on three roadways, Robert Street, Lecarron Avenue and Burke Street. The engineering report prepared by WMI & Associates assesses the traffic resulting from the proposed development (as well as sight distances) and concludes that the minor increase in vehicular trips is insignificant and will not adversely impact traffic movements and capacities on local area roadways.

d) the proposed development is consistent with the policies of the appropriate land use designation associated with the land;

Section 4.2 of the Town's Official Plan sets out the policies for Neighbourhood Areas. Neighbourhood Areas are "characterized by low density residential uses as well as some medium-density residential and a range of service uses and facilities".

There is no requirement to amend the Official Plan designation (Neighbourhood Area) for the proposed development, and the existing zoning (D) contemplates development.

e) the proposal respects and reinforces the existing physical character of the buildings, streetscapes and open space areas;

The Town of Penetanguishene Official Plan defines 'character' as the "collective qualities and characteristics that distinguish a particular area or neighbourhood".

The physical character of the area consists of varied housing styles. To the north are older single storey homes along with side splits. To the south along Robert Street are single storey dwellings as well as 2 storey residential dwellings. Also along the south side of Robert Street are two newly constructed residential dwellings at 118 and 120 Robert Street East.

Approximately 300 metres to the west of the subject property, at the southeast corner of Burke Street and Lorne Avenue is a townhouse project consisting of approximately 20 units constructed on a private road.

Two open space areas are proposed as part of the subdivision application. The easterly open space block provides an opportunity for the municipality to landscape same as an entry feature at the intersection of Burke and Robert Streets. The other open space area consists of approximately 0.032 hectare. Both of these open space blocks meet the Town's standard for 'pocket parks'.



f) the proposal is compatible with the surrounding development;

The Town's Official Plan anticipates medium density development within the Neighbourhood Area, and the land use policies encourage residential infill development and intensification. It is understood in land use planning law that 'compatible' does not mean 'the same as' and in this regard, although there are single detached dwellings constructed on nearby lands, this does not preclude townhouse development on the MacPherson property, and as noted, there is an already constructed townhouse development to the west along Burke Street.

g) the proposal provides heights, massing and scale appropriate to the site and compatible with adjacent lands;

Both the freehold townhouses and the rental townhouses will be of a similar scale as nearby development as no height variation is being requested. At present, the owner is proposing bungalow townhouses.

As indicated previously, the MacPherson lands are surrounded on three sides by roadways so are not immediately adjacent to existing development.

The density meets the minimum target set by the Province for the Town of Penetanguishene and the development will contribute to the achievement of the percentage of new units to be developed by way of intensification.

While the proposed built form (townhouses) is different from that which exists in the immediate area, it is my opinion that the development will be compatible.

h) the proposal provides adequate privacy, sunlight and sky views for existing and new residents;

The site is currently predominantly treed and likely provides shadowing on lots to the north on Burke Street. The removal of trees and replacement with bungalow (or even two storey) townhouses is unlikely to cause any greater solar shadowing than currently exists. No variations in height are required for the development of 33 townhouses and there is no expectation that the units will create any shadowing issues.

With respect to privacy, each of the proposed townhouses will have its own backyard amenity area. With the MacPherson property separated from other area properties by three streets, there are no concerns regarding loss of privacy for existing residents in the area.



i) the proposal screens loading and service areas; and

Loading and service areas will not be required for the freehold townhouses. It is expected that the rental townhouses will be subject to Site Plan Control at which time there can be a discussion regarding waste disposal, be it municipal or private.

j) the proposal complies to the appropriate urban design and built form policies of this Plan.

The Town's Official Plan contemplates medium density uses within the Neighbourhood Area and policies promote infill residential development as proposed. The proposed density does not exceed what is expected for a residential intensification project in the Town of Penetanguishene.

General Policies are found in Section 3 of the Town's Official Plan. Section 3.1, entitled Community Design and Built Form contains policies related to new development applications, including infill development proposals. Of note is the Town's interest in promoting efficient and cost effective development design patterns that minimize land consumption (3.1.2 a), are compatibly scaled and designed to enhance the character of the area (3.1.2.5).

Housing policies are located in Section 3.8 of the Town's Official Plan. Reference is made in policy 3.8.1 to encouraging an appropriate range of attainable housing and increasing the diversity of housing types and tenures. The Official Plan indicates that most of the Town's existing supply of housing is made up of single detached dwellings and there is a limited supply of semi-detached and townhouse dwellings. Approval of the MacPherson development will assist the Town in increasing the availability of other housing types for existing and future residents in the Town.

Policy 3.8.1.2 indicates that the Town will work with proponents to ensure a full range of housing types and densities are provided to meet the anticipated demand and anticipated demographic change. Similarly, policy 3.8.14 states that the Town will encourage the development of a full range of unit types and sizes to respond to changes over time, and the Town will support the diversification of the housing stock by encouraging a greater share of townhouse units (3.8.1.5 a)).

The Official Plan also references the need to prioritize the provision of housing that is attainable and affordable. This includes opportunities for rental or ownership as is proposed for the subject lands (3.8.2). The intent of this policy is reiterated in 3.8.2.2 wherein the Town is to encourage the provision of affordable and attainable housing through supporting increased residential densities in appropriate locations as well as residential intensification.



Section 4.2 of the Official Plan sets out policies for Neighbourhood areas. Of note is the Town's desire to see the provision of a variety of housing types and tenures and "The provision of affordable housing is a vital characteristic of Neighbourhood Areas".

The Official Plan anticipates that the existing housing stock in Neighbourhood Areas will be supplemented by various forms of intensification. Further, a range of residential accommodation by housing type, tenure, size, and location are to be provided to assist in meeting the Town's housing needs. Toward that end, the Official Plan policies suggest that there may be the need for innovative zoning standards to accommodate the range of housing that is needed. For this proposed development, a compact form is promoted, allowing for the efficient use of land and infrastructure.

The permitted uses in the Neighbourhood Areas are identified in Section 4.2.1 of the Official plan and include medium density residential uses such as row or block townhouses (4.2.1.3).

The Land Use and Built Form Policies are set out in Section 4.2.2 of the Town's Official Plan. It is my position that the proposed development complies with criteria (a-j) because it:

- a) Is compatible with adjacent uses and will not exceed three storeys;
- b) Will not result in height and massing that is out of character with surrounding land uses;
- c) Has direct access to a year-round maintained roadway;
- d) Has access to municipal servicing facilities that are capable of accommodating the development;
- e) and h) Proposes two 'pocket parks' as part of the development concept and is in proximity to school facilities;
- f) Is surrounded on all sides by roadways so can be easily integrated with existing uses in the area;
- g) Provides adequate on-site parking;
- i) is supported by a Functional Servicing, Stormwater Management and Traffic Report;
- j) the rental townhouse component may be subject to Site Plan Control.

With regard to municipal services,

- Per Policy 5.2.4 of the Town's Official Plan, a 3 metre road widening along Robert Street is shown on the draft plan of subdivision, and
- Per Policy 5.3.1.1, full municipal services are proposed.



Having reviewed the Official Plan for the Town of Penetanguishene, it is my planning opinion that the development proposed for 123 Robert Street East conforms to the applicable policies.

4.5 REQUESTED ZONING APPROVAL

Three zoning categories are requested, Residential Third Density Exception (R3) for the rental townhouses, Residential Fourth Density Exception (R4) for the freehold townhouses and Open Space (OS) for the parkland.

Figure 6 identifies the proposed zoning standards. Of note is a request for a rear yard exception for two of the units, Unit 25 and Unit 33. For both Units 25 and 33, the yard exceptions are functionally side yards given the situation of the proposed dwellings. These reduced yards are not anticipated to diminish the usable rear yard amenity area for either of these two units. Lot coverage in the proposed R4 zone is proposed to be 55 percent rather than the maximum permitted, as a result of the proposed larger sized bungalow style townhouses, which are wider than the minimum permitted by the Zoning Bylaw.

Figure 6: Proposed Zone Standards

ZONING REQUIREMENTS								
	R4 Zone Required Proposed		R3 Zone Required Proposed					
Number of Units		22		11				
Lot Area	220m²	236m²	2,530m²	3,968.6m²				
Lot Frontage	7.5m	8.0m	30m	68m				
Front Yard	6.0m	6.0m	3.0m	4.5m				
Ext. Side Yard	4.5m	4.5m	3.0m	7.0m				
Int. Side Yard	1.5m	1.5m	2.0m	7.5m				
Rear Yard	7.5m	2.5m	7.5m	2.6m				
Height (max)	11.0m	<11.0m	11.0m	<11.0m				
Coverage (max)	40%	55%	35%	32%				
Gross Floor Area	32m²	>32m²	32m²	>32m²				
Parking Spaces	-	2 / unit	-	2 / unit				



It is my planning opinion therefore that the rezoning of the lands from Deferred Development (D) to the Residential Third and Fourth density categories with exceptions, is supportable.

5. SUMMARY

Having reviewed the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the County of Simcoe Official Plan, the Town of Penetanguishene Official Plan and the Town's Zoning By-law, it is my opinion that the proposed Plan of Subdivision and Zoning By-law Amendment are appropriate for the following reasons:

- The lands are designated Neighbourhood Area and zoned Deferred Development (D). As such, lot creation is contemplated for this property.
- Approval of the Plan of Subdivision and Zoning By-law Amendment will be consistent with the policies set out in the Provincial Policy Statement and will conform to the Growth Plan for the Greater Golden Horseshoe. Additionally, the planning requests conform to both the County of Simcoe and Town of Penetanguishene Official Plans.
- The environmental work undertaken by Cambium Inc. concludes that the lands can be developed without any adverse impact on significant natural heritage features.
- The Stage 1-2 Archaeological work concludes that the property has no archaeological resources and no further archaeological assessment is warranted.
- The Hydrogeological Analysis (Wilson Associates), the Soils investigation (Soil Engineers Ltd.) and the Functional Servicing and Stormwater Management and Traffic Report (WMI & Associates) all demonstrate that the lands are suitable for development.
- The proposed rezoning will allow for the creation of thirty-three (33) townhomes that represent an appropriate intensification project for the Town of Penetanguishene.

For all of these reasons, it is my professional planning opinion that the approval of the planning applications to permit a plan of subdivision and rezoning of the MacPherson property is appropriate and represents good planning.



Respectfully submitted,

Chilips

Celeste Phillips, MCIP, RPP



APPENDICES

Concept Plan

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Proposed Plan of Subdivision





