

Planning Justification Report Final

Zoning By-law Amendment
30 Montcalm Street, Deep River

March 30, 2026

Jp2g Project # 25-7022A





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Author and Review Panel

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1 Introduction

This report has been prepared in support of a proposed residential development on the property known as 30 Montcalm Street in the Town of Deep River. The development proposal consists of a four-storey, 42-unit residential apartment building on the north side of the subject property, adjacent to an existing apartment building located to the south. The subject property is approximately 1.3 hectares in area, with frontage on Poplar Street, Montcalm Street and Forest Avenue. The applications required to facilitate this development include an application for Zoning By-law Amendment and an application for Site Plan Control, which is intended to be submitted concurrently. An application for consent has been filed with the County of Renfrew to separate the existing apartment from the proposed second apartment building site.

The purpose of the Zoning By-law Amendment is largely technical in nature and required to provide the property owners with the ability to begin construction of the second apartment building prior to the completion of the severance process. The proposed 'order of operations' is discussed in greater detail in Section 6 of this report. The rezoning would amend the Residential Four-Exception Four-holding (R4-E4-h) zone to permit a second apartment building on the same lot; to accommodate a reduced rear yard setback to Forest Avenue; to provide relief to the required parking area buffer requirements; and to remove the holding (h) symbol that currently applies to the subject lands.

This report includes a description of the subject lands and surrounding area, as well as an assessment of the planning merits of the application for Zoning By-law Amendment in accordance with the applicable provisions of the Provincial Planning Statement, 2024 (PPS), the Town of Deep River Official Plan and the Town's Comprehensive Zoning By-law.



2 Site and Surrounding Land Uses

The proposed development is located at 30 Montcalm Street in the Town of Deep River. The subject lands are approximately 1.3 hectares in area and front on three municipally maintained roads: Poplar Street to the south, Montcalm Street to the west, and Forest Avenue to the north. The southwest portion of the site, adjacent to the intersection of Poplar Street and Montcalm Street, is currently occupied by a four-storey, 32-unit apartment building that was constructed in 2021. The proposed second apartment building will be located towards the northwest corner of subject lands, adjacent to the intersection of Forest Avenue and Montcalm Street, which currently consists of vacant field with limited vegetation. As noted above, a consent application has been submitted that will separate the existing apartment building from the proposed second apartment building, such that they will be located on separately conveyable parcels of land.

Map 1: Key Map, attached this report, shows the location of the subject lands and the surrounding area. The surrounding land uses are as follows:

North: G.C. Laurence Hall, Residential Uses along Forest Avenue and Ridge Road

East: J.L. Gray Engineering Centre, Commercial Uses along Champlain Street

South: Institutional and Residential Uses along Poplar Street

West: Residential Uses along Montcalm Street

The subject lands are designated Town Centre - Exception One on Schedule "A" to the Town of Deep River Official Plan, as illustrated on Appendix 1. The subject lands are zoned Residential Four-Exception Four-holding (R4-E4-h) on Schedule "A" – Map 3 to the Town of Deep River Comprehensive Zoning By-law, as shown on Appendix 2.



3 Proposed Development

The proposed development contemplates a new four-storey, 42-unit residential apartment building with surface parking on the northern portion of the subject lands. A current conceptual site plan for the proposed apartment building has been included as Appendix 3. The proposed development will be serviced by municipal water and sewer. Similar to the existing apartment building, stormwater will be managed by an exfiltration gallery.

The proposed apartment building will have a total gross floor area of approximately 3,437 square metres and a height of 13.5 metres, consistent with the scale and design of the existing apartment building located on the south side of the subject lands. The proposed residential units will be a mix of one-bedroom (three), one-bedroom plus den (12), and two-bedroom (27) units. The proposed units range in size from 49-58 square metres for the one- and one-bedroom plus den units, while the two bedroom units are proposed to be 75 square metres in area.

As per the zoning by-law, discussed in greater detail in Section 6.0 below, a total of 66 parking spaces, inclusive of 3 barrier-free spaces, are required for the 42 proposed apartment units. A total of 66 parking spaces, inclusive of 3 barrier free spaces, will be provided for the proposed development. The main parking area will be located at the front of the building, with some additional parking towards the east. Bicycle parking will also be provided towards the front of the building, east of the barrier-free parking spaces. Two vehicular access points to the proposed apartment are proposed, one being via Montcalm Street and the other being via Forest Avenue, as shown on Appendix 3.

Garbage is to be stored externally to the southeast side of the building. An area for snow storage will also be provided south of the parking area. Additional details regarding the building and landscaping design and detailed engineering analysis will be provided with the site plan control application.

While not part of this application, and no development is contemplated at this time, the site has been designed such that the remaining area at the northeast corner of the site can be developed without the need for additional vehicular access. It is also anticipated that, when developed in the future, the third phase would tie into the proposed parking area for the second building and locate waste in the same general area that is proposed at this time for the second building.



4 Provincial Planning Statement, 2024 (PPS)

The Provincial Planning Statement provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario's policy-led planning system, the Provincial Planning Statement sets the policy foundation for regulating the development and use of land province-wide, helping achieve the provincial goal of meeting the needs of a fast-growing province while enhancing the quality of life for all Ontarians.

4.1 Planning for People and Homes (Section 2.1)

Section 2.1 of the PPS provides policies for planning for people and homes. Subsection (6) states that

"Planning authorities should support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

The proposed development supports the achievement of complete communities defined in the PPS as it provides for more housing, in particular, purpose-built rental housing, within the Town core. The lands are within walking distance from a variety of commercial and institutional uses including Giant Tiger, Independent, the Deep River Public Library, and local schools. The proposed apartment building will include units of varying sizes to provide a variety of rental housing options to current and future residents of the Town.

4.2 Housing (2.2)

Section 2.2 of the PPS relates specifically to housing. Section 2.2.1 states that "planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

"b) permitting and facilitating:

1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities.
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation."

The proposed development would provide 42 new rental housing units, increasing the available housing options in the Town. The proposed density is an efficient use of the lands which are fully serviced by municipal infrastructure including water, sewers and roads. The proposed development supports active transportation as it is located within walking distance to various commercial and public service facilities within the Deep River downtown core.



4.3 Settlement Areas (Section 2.3)

The Subject Lands are within a “Settlement Area”, which is defined by the PPS as: “urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets). Ontario’s settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available.” Section 2.3.1 states that “settlement areas shall be the focus of growth and development.” The proposal is consistent with the policies of Section 2.3.1.2 for the following reasons:

- The proposal represents an efficient use of land and resources (2.3.1.2 (a)).
- The proposed apartment will efficiently use the existing available infrastructure (2.3.1.2 (b)).
- The development is within walking distance of a number of commercial and institutional uses (2.3.1.2(c)).
- The proposed development supports the intensification of a vacant, underutilized portion of the subject lands which is located in a built-up area and already designated and zoned to permit medium to high residential use (2.3.1.4)

4.4 Sewage, Water and Stormwater (Section 3.6)

Section 3.6 of the PPS sets out the servicing policies and the preferred servicing hierarchy. Full municipal sewage and water services are the preferred form of servicing for urban areas (Section 3.6.2). In areas where full municipal sewage and water services are not or cannot be provided, and where site conditions are suitable over the long term, communal services are the preferred means of servicing development (Section 3.6.3). Development may be serviced by individual on-site systems where the use of communal systems is not feasible and where site conditions are suitable over the long term (Section 3.6.4). The development of the site will be on full municipal sewage and water services.

4.5 Summary

Overall, the proposed development represents the intensification of an existing, undeveloped portion of a property within an existing residential area that is within walking distance to many community facilities and businesses. The proposed development is located within a settlement area, will be on full municipal services and will provide additional rental housing options within the Town of Deep River. For these reasons, the proposal is consistent with the PPS.



5 Town of Deep River Official Plan

The Town of Deep River Official Plan sets out policies and directions that are intended to guide Council and Town staff in decision making to ensure that the form of development implements the Town's vision and goals, and to ensure the form of development follows good planning.

5.1 Goals of the Plan – (Section 2.2)

Section 2.2 of the Plan sets out various planning goals and objectives to guide the growth and development in the Town of Deep River. Several of these objectives speak to accommodating future development and providing for a full range of housing types and densities, including:

- (7) To provide for a compact and energy efficient land use pattern that optimizes the use of available infrastructure (roads, water, sewer, waste disposal) and public service facilities (schools, hospitals, recreation and cultural facilities, fire and police services), and which utilizes densities and development standards that are cost effective and supportive of active transportation.*

- (14) To provide for a full range of housing types and densities to meet demographic and market requirements of current and future residents of the Town while maintaining at all times at least a twenty year supply of land designated and available for new residential development and residential intensification.*

- (17) To maintain the well-being of Town Centre as the community focus for the Town and surrounding area by facilitating the further development of the Town Centre to provide a wide range of activities, including offices for municipal government and branches of the senior governments, the major shopping district for the region, an increased amount and density of housing, tourist and retail facilities, and adequate off-street parking*

The subject proposal would meet the above housing and development objectives as outlined in the Official Plan for the following reasons:

- The proposed development constitutes residential intensification of underutilized land in an existing built-up area where there are adjacent public service facilities and existing municipal infrastructure in place.
- The proposal supports the use of active transportation as it is within walking distance to many local businesses and amenities.
- The proposed residential apartment would provide additional housing supply to the community and provide opportunities to meet demographic and market requirements of current and future residents of the Town.
- The proposed development contributes to increased housing density within the Town Centre specifically. Adequate parking is provided in accordance with the requirements of the Zoning By-law.

5.2 Active Transportation (Section 3.16)

Section 3.16 of the Plan speaks to active transportation. It is the Plan's intent to address active transportation in planning decisions, through matters such as accessibility, density, access to amenities, connectivity/linkages between land uses, provision of sidewalks in new residential



plans of subdivision and safety along walking routes. The proposed development is located within walking distance of the downtown core as well as various parks and recreation areas, including Huron Park and Lamure Beach.

5.3 Town Centre – Exception One Designation (Section 4.3.6)

The subject lands are designated Town Centre – Exception One (TC-E1) on Schedule “A” to the Town of Deep River Official Plan. The TC-E1 designation has been placed on lands adjacent to or in close proximity to the Town Centre designated area. The intent of the designation is to “allow all the land uses currently permitted in the “Town Centre” designation, but also an additional wider range of uses of a technical, residential and light industrial nature.”

Section 4.3.6(2) provide the objectives for the TC-E1 designation, which are:

- a) To encourage high density residential development on vacant lands located in the downtown core.
- b) To encourage redevelopment of aging buildings on large lots in the Town Centre.

Section 4.3.6(3) direct that all uses within the Town Centre designation are permitted within TC-E1 designation, in addition to several other uses including medium to high density residential uses.

Lastly, Section 4.3.6(4)(c) states that all permitted uses in the TC-E1 designation shall be in accordance with the following policies:

- a) Council will encourage new development and redevelopment of the lands located within the Town Centre – Exception area that supports and reinforces the function of the Town Centre as a place to work, shop, recreate and visit;
- b) The Town Centre – Exception area provides a significant opportunity to create a much broader range of housing types and tenure in the community, which could be attractive to a large age cohort that is aging and downsizing;
- c) All new development and redevelopment within this designation shall be subject to Site Plan Control;
- d) Compatibility between adjacent uses within the designation and abutting designations shall be considered in the design of any new uses;
- e) Maintaining and improving pedestrian, wheelchair and bicycle linkages between this designation and the Town Centre shall be an important consideration in the approval of projects;
- f) Projects which generate large truck traffic, heavy traffic volumes, emit noise, dust and/or odour shall not be permitted.

The proposed development represents intensification of a vacant, underutilized portion of land in Deep River’s downtown core that has already been designated for high density residential use. The proposed development will be located within walking distance of many local businesses, amenities and community facilities within Deep River’s downtown core, supporting the function of the Town Centre as a place to work, shop and visit. The development will exist harmoniously with the preceding apartment building at the south end of the site, as well as adjacent low to medium-rise apartment buildings within the vicinity of the lands. The proposed apartment building will be appropriately sized in terms of height, density and scale to be in keeping with the surrounding neighbourhood character. An application for site plan control will be submitted with a design that is compatible with the Town Centre designation.



5.4 Water Supply and Sewage Disposal (Section 5.2)

The servicing policies of the Official Plan are set out in Section 5.2 and largely reiterate the servicing hierarchy of the PPS. In this case, the proposed development will be serviced by full municipal water and sewage systems. Detailed engineering will be submitted with the site plan control application to detail service connections, grading/drainage and stormwater management.

5.5 Summary

The proposed development complies with all applicable policies of the Town of Deep River Official Plan. The development will align with various goals and objectives to guide growth and development in the Town of Deep River as a whole and the Town Centre – Exception One (TC-E1) designation specifically. The proposal represents the intensification of an underutilized portion of land within close proximity of local business, amenities and recreational opportunities.



6 Town of Deep River Zoning By-Law No. 07-2024

The subject lands are currently zoned Residential Four-Exception Four-holding (R4-E4-h) on Schedule "A" – Map 3 to the Town of Deep River Comprehensive Zoning By-law No. 07-2024. An excerpt of Schedule A to the zoning by-law is attached to this report as Appendix 3.

As discussed above, the primary purpose of this zoning by-law amendment is to facilitate the construction of a second apartment building on the subject site while it is still one singular property. It is assumed that the site plan control application and zoning by-law amendment will be completed prior to the severance application so certain relief is required for this scenario. In the event that the severance process concludes prior to the zoning by-law amendment/site plan control process, then relief to permit two buildings on one lot is not required, nor is the relief for the rear yard setback (as this property line will ultimately become an exterior side lot line).

The ultimate desire is to have the two buildings each on their own lot. In order to 'future proof' this eventuality, relief to reduce the required parking buffer strip should be included in the zoning by-law amendment. While not required under the scenario where the site plan application and zoning by-law amendment conclude first, this relief should be included to ensure that non-compliance is not introduced when the severance is completed.

An explanation of the relief requested is provided below.

Holding Symbol (h)

The site-specific R4-E4 zoning is currently subject to a holding symbol (h). As stated in Section 8.4.1 (b) of the Zoning By-law, the holding symbol (h) shall not be removed until such time as a detailed site plan has been submitted and approved by the Town of Deep River for future development. As noted elsewhere in this report, a site plan control application will be submitted concurrently or shortly after the zoning by-law submission and it is assumed the review of both applications can proceed in parallel. Ideally, the timing of the site plan review process is such that the holding symbol can be removed at the same time as the requested relief below is considered.

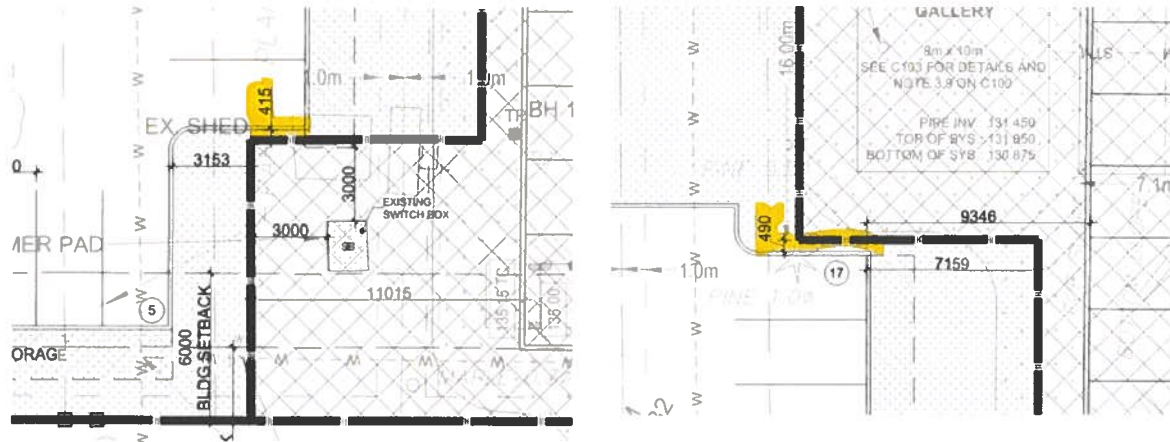
Dwellings Per Lot (Section 3.8)

Section 3.8 of the Zoning By-law states that "no more than one building used as a dwelling or containing one or more dwelling units shall be erected on any lot unless the second building is a garden suite or contains an additional dwelling unit..." The proposed development would result in two buildings containing dwelling units on a single lot, and as such, relief is required from this provision. If the severance process concludes first, this relief is not required.

Parking Requirements (Section 3.28)

The proposed development consists of 42 residential units. As per Section 3.28.1 of the Town's Zoning By-law, 1.5 parking spaces are required per apartment unit, which results in a requirement of 63 parking spaces for the proposed building. One barrier-free parking space is required for every 20 standard parking spaces, for a total of 3 barrier-free parking spaces in this case. The proposed development will provide 63 parking spaces, inclusive of 3 barrier-free parking spaces, meeting the parking requirements of the Zoning By-law.

Section 3.28.1 (i) requires a buffer strip of a minimum width of three metres from proposed parking areas. Relief is required to permit a reduced setback of 0.4 metres from the proposed parking area to the new side yard lot line (once the consent application is finalized) at the southwest corner of the subject site. The relief is only required for two very small portions of the parking area as shown on the following excerpts from the site plan below:



These two areas where relief is required are a result of the placement of the new lot line that will separate the existing apartment building from the proposed building. As shown on the conceptual site plan, there are two 'jogs' in the proposed property line. These jogs have been introduced to accommodate existing infrastructure that service the existing apartment building, being an electrical switch box adjacent to Montcalm Street and an exfiltration gallery towards the east side of the subject site. The desire is to keep the existing infrastructure with the building that they service and it is our opinion that the proposed relief from Section 3.28.1 (i) is reasonable and appropriate. The reduction in parking buffer strip in each of these areas is not anticipated to have any impact on neighbouring properties. Given the two areas where relief is requested will remain primarily as open space (no building will take place over the exfiltration gallery and the switch box requires a minimum buffer zone), the parking buffer strip requirement will appear to be met from the public realm.

R4-E4 Zone Standards

A table comparing the proposed development to the zoning provisions of the R4 zone and R4-E4 zone, as applicable, is included below. Areas of non-compliance (for the assumption that the zoning by-law amendment and site plan control application are completed prior to the severance) are shown in red.

Zone Provision	By-law Requirement	Actual
Lot Area (minimum)	1,000 sq. m.	12,796 sq. m.
Lot Frontage (minimum)	27 metres	121.68 metres
Front Yard Depth (minimum)	6 metres	50+ metres
Exterior Side Yard Depth (minimum)	2.8 metres	6.5 metres

Interior

Exterior Side Yard Depth (minimum)	3.0 metres	53 metres
Rear Yard Depth (minimum)	10.0 metres or height, whichever is greater (13.5 metres proposed building height)	6.6 metres
Lot Coverage (maximum)	40%	14.61%
Building Height (maximum)	17 metres	13.5 metres
Building Height - Storeys (maximum)	4 storeys	4 storeys

As identified in the table above, the only relief required from the R4-E4 zoning standards is a reduction in the rear yard setback. To provide a small amount of flexibility for eventual construction, we would propose a reduction in rear yard setback from 13.5 metres to 6 metres. Similar to the standard only permitting one building per lot, this reduction is not required if the severance is completed first. The front lot line for the new lot will be on Montcalm Street and the building will meet the minimum 6.0-metre front yard setback requirement. When the Forest Avenue frontage becomes a side lot line, the new building at more than six metres will exceed the minimum required exterior side yard setback of 4.5 metres.

Summary of Relief Required

As described above, an amendment to the R4-E4 zone is required to facilitate the proposed development. Assuming the zoning by-law amendment and site plan control applications are completed prior to the severance, the proposal requires the following relief to the Town's Comprehensive Zoning By-law:

1. To reduce the rear yard setback from 13.5 metres to 6 metres;
2. To permit a reduction in parking area buffer strip from 3 metres to 0.4 metres for two areas;
3. To permit two apartment buildings on one lot; and
4. To remove the holding symbol from the subject lands.

The relief requested is largely technical in nature. The reduced rear yard setback is appropriate as this will eventually become compliant when the Forest Avenue frontage becomes a side lot line for the new lot. The provision to allow two buildings on the lot is appropriate whether or not the severance ever comes to pass. The two buildings are able to provide the required amount of parking for their respective unit counts while maintaining appropriate setbacks from streets and providing ample landscaping. The reduced parking area buffer strip is appropriate to accommodate existing infrastructure and will not be discernable from the public realm.



7 Conclusions and Recommendations

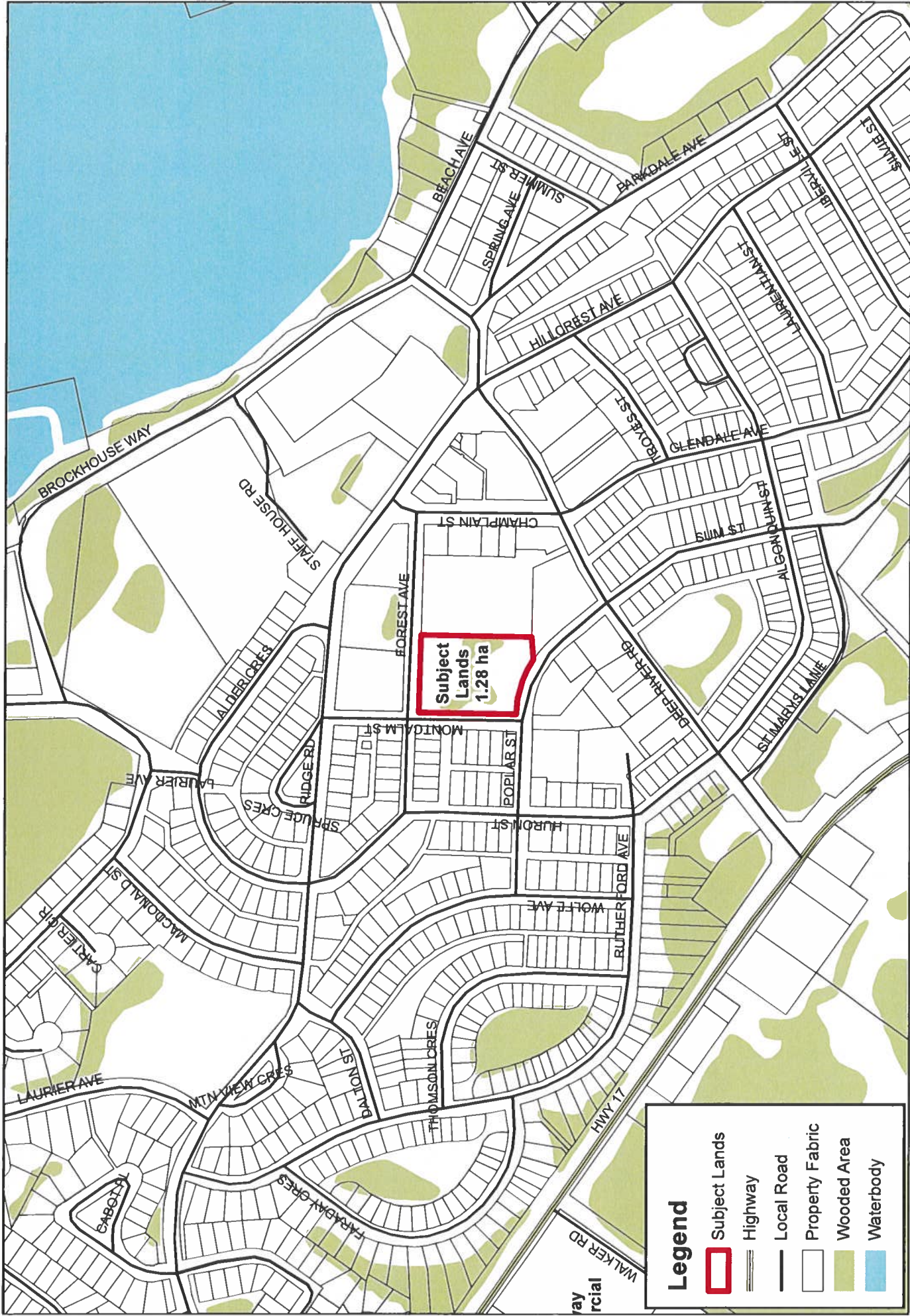
The proposed application for Zoning By-law Amendment has been reviewed against the policies contained in the PPS, the Town of Deep River Official Plan and the standards in the Town of Deep River Comprehensive Zoning By-law.

The Zoning By-law Amendment is consistent with the PPS and conforms to the Official Plan for the Town of Deep River. The requested relief to certain standards is largely technical in nature and mainly required to facilitate the continued development of the property while a severance works its way through the approvals process. The removal of the holding symbol is appropriate once Town staff are satisfied with the state of the site plan control application review.

The Zoning By-law Amendment will facilitate the development of a vacant piece of land that has already been designated and zoned for high density residential use. The proposal will provide additional rental housing units within the settlement area in close proximity to many amenities in the downtown core. The proposed development will be connected to full municipal water and sewage services and will manage stormwater appropriately.

For the reasons described in this report, it is concluded that the Zoning By-law Amendment represents good planning and should be approved.

Key Map



Subject Lands
1.28 ha

Legend

- Subject Lands
- Highway
- Local Road
- Property Fabric
- Wooded Area
- Waterbody



1:6,000

Key Map



Project No. 25-7022A
 Prepared by: KC
 Reviewed & Approved by: AH
 Date: February 2025

Map 1

Site and Surrounding Land Use



Legend

- Lands Subject to Amendment
- Lot Fabric
- Local Road
- Property Fabric



1:2,500

Site and Surrounding Land Uses









Project No. 25-7022A
 Prepared by: KC
 Reviewed & Approved by: AH
 Date: February 2025

County of Penitex

Map 2
Zoning Sketch



Legend

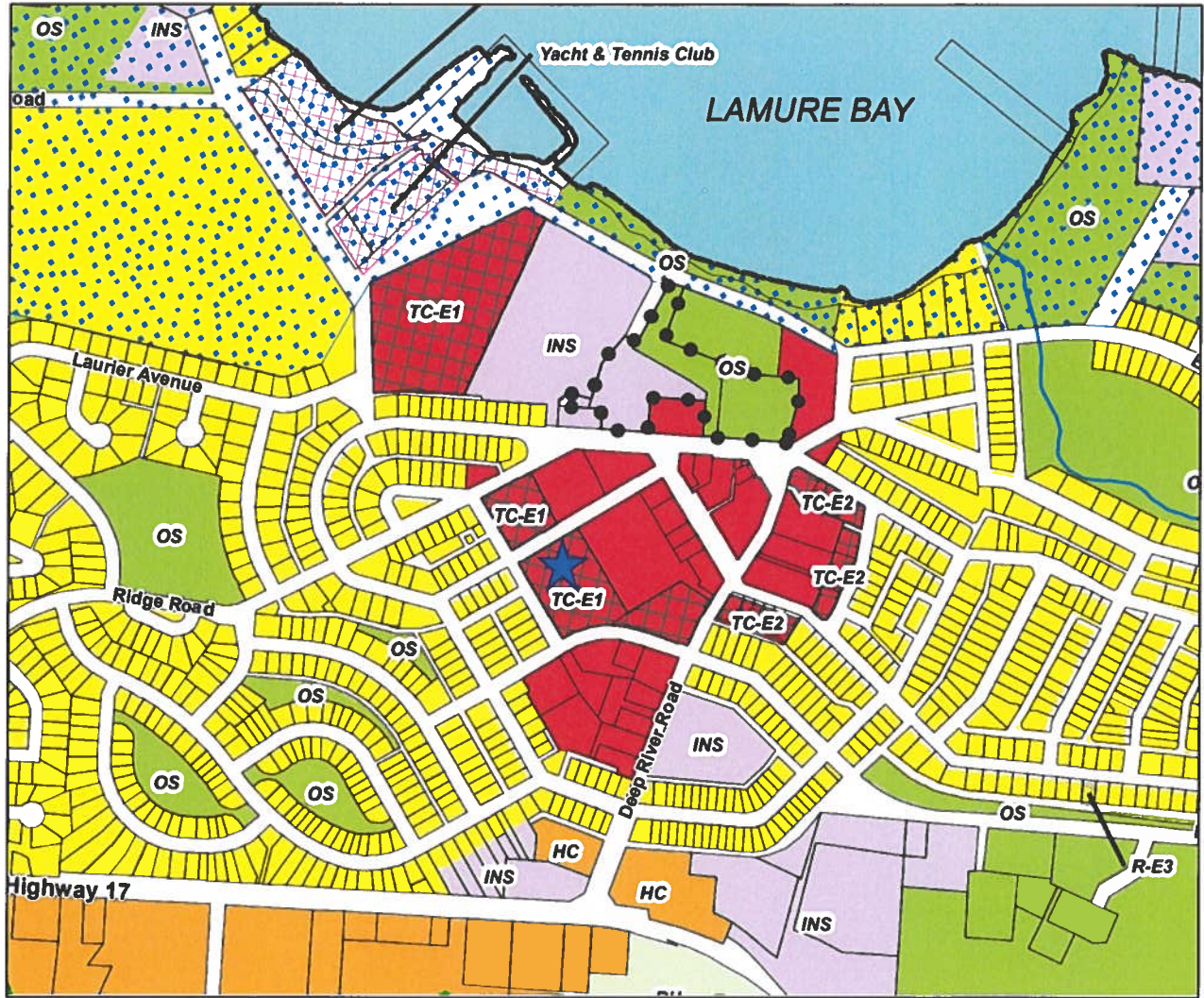
-  From R4-E4-h to R4-EX
-  Lot Fabric
-  Highway
-  Local Road
-  Property Fabric
-  Wooded



1:2,000

Zoning Sketch

Appendix 1
Excerpt of Schedule "A" to the Town of
Deep River Official Plan



Legend

	Municipal Boundary
	Property Fabric
	Waterbody
	Watercourse
	Campus
	Hazardous, Unstable and Steep Slope
	Town Centre
	Town Centre - Exception X (TC-EX)
	Residential
	Residential - Exception X (R-EX)
	Rural (RU)
	Rural - Exception X (RU-EX)
	Development (D)
	Institutional (INS)
	Highway Commercial (HC)
	Open Space & Recreation
	Open Space & Recreation - Exception X (OS-EX)
	Environmental Protection (EP)
	See Schedule E
	Waste Disposal
	Waterfront Overlay
	Waterfront Site Specific Policies
	Lands Owned by AECL

Subject Lands

Appendix 2
Excerpt of Schedule “A” to the Town of
Deep River Zoning By-Law No. 07-2024



R1 Residential One	Environmental Protection
R2 Residential Two	OS1 Open Space One
R3 Residential Three	OS2 Open Space Two
R4 Residential Four	OS3 Open Space Three
ER Estate Residential	RU Rural
LSR Limited Service Residential	D Development
C1 Town Centre - General	Waterbody
C2 Town Centre - Restricted	Watercourse
HC Highway Commercial	Collector Road
M1 Light Industrial	Outside Planning Area
M2 Public Industrial	Approximate location of the Ottawa River Flood Plain (115.2m contour)
M3 General Industrial	-E1 Exception (Numbered consecutively within respective zone category)
ME Extractive Industrial	-h Holding Symbol (Used in conjunction with any zone classification)
MD Disposal Industrial	
IN Institutional	
WD Waterfront Development	

Subject Lands

Appendix 3

Site Plan