

# PLANNING JUSTIFICATION **REPORT**

ZONING BY-LAW AMENDMENT

19 East Mill Street  
Elora, Township of Centre Wellington

Date:

**March 2023**

Prepared for:

**Oxford Green Riverside Developments**

Prepared by:

**MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC)**

540 Bingemans Centre Drive, Suite 200

Kitchener, Ontario

T: 519.576.3650

F: 519.576.0121

Our File 1924B

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# 1.0 INTRODUCTION

MHBC has been retained by Oxford Green Riverside Developments to coordinate the Official Plan and Zoning By-law Amendment applications for the property municipally addressed as, 19 East Mill Street, Elora, Centre Wellington ('subject property'). The proposed amendments will facilitate the redevelopment concept of the property with mixed-uses including commercial and residential units.

The subject property was previously occupied by 'Elora Concrete Burial Vaults', which produced monuments for burial yards. The property is occupied with a two storey structure (former monument manufacturing building), a two storey single detached dwelling, and a shed. The property and its structures are not currently occupied, and the owner is proposing to redevelop the property with a 5 storey mixed commercial/residential condominium apartment, a single detached dwelling and a stand-alone commercial building.

The subject property is located on the south east corner of Geddes Street and East Mill Street, on the south side of East Mill Street, on the east side of Geddes Street and west of Princess Street (see **Figure 1**). The subject property is 2,935m<sup>2</sup> in area (0.29 hectares/0.73 acres), with approximately 54 metres of frontage on East Mill Street and 71 metres of frontage on Geddes Street. The Grand River forms the southern property boundary.

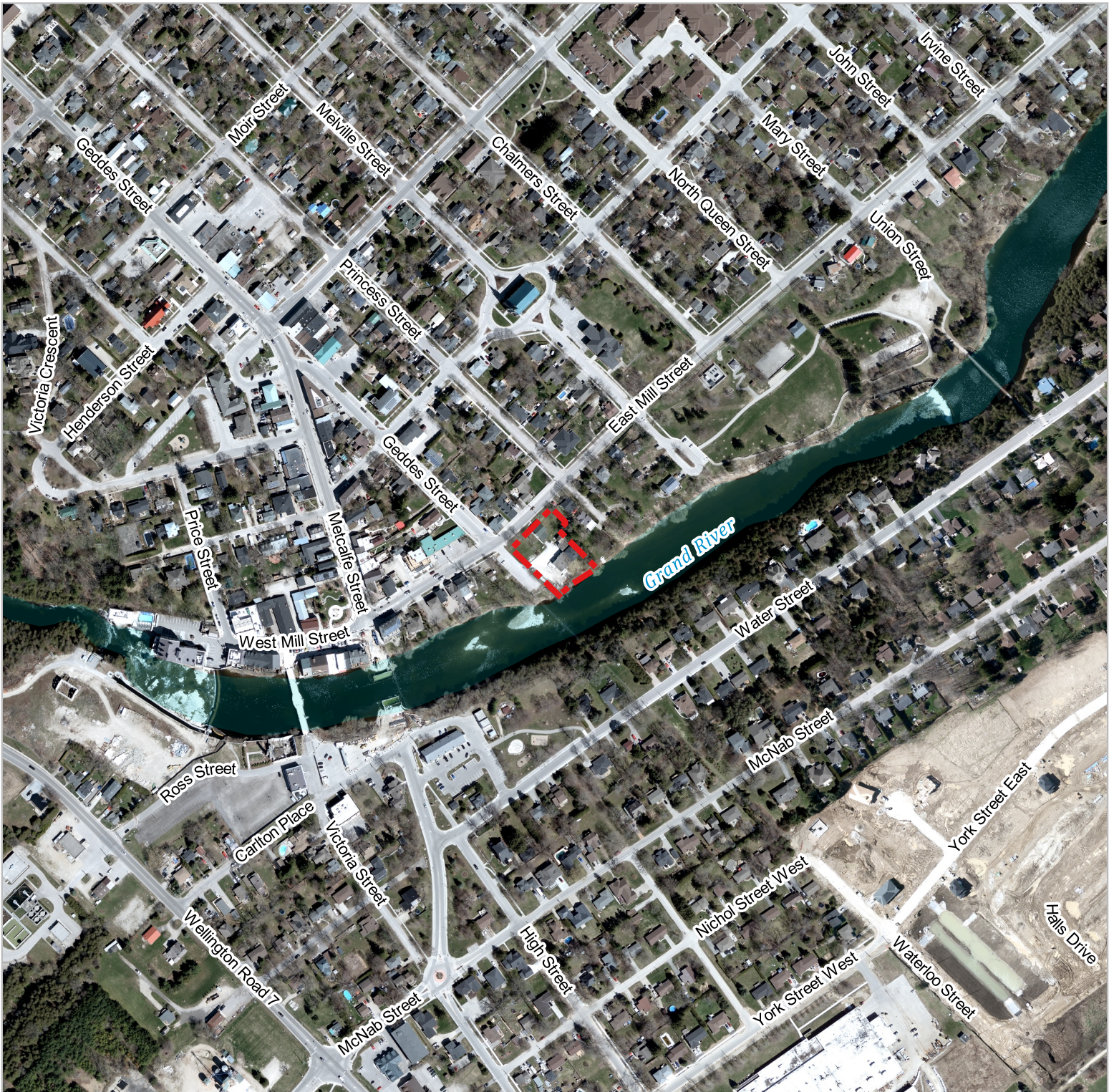
The redevelopment proposal includes the retention of the original portion of the secondary structure (manufacturing building) and the demolition of the shed and single detached dwelling. Our client is proposing to relocate and reconstruct the single detached dwelling as well as construct a new five storey mixed-use building at the corner of East Mill Street and Geddes Street. The existing secondary structure along the Grand River will be restored for commercial/retail uses.

Implementation of the proposed development requires approval of an Official Plan and Zoning By-law Amendment in order to facilitate the proposed mixed-use component of the subject property.

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


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





**Figure 1  
Location Map**

**LEGEND**

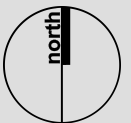
 Subject Lands

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**19 East Mill Street**  
Township of Centre Wellington  
Wellington County



## 1.1 Pre-Submission Consultation

No formal pre-consultation took place, however, the consultant team has had ongoing communication with the Township of Centre Wellington planning staff leading-up to the application submission. Based on our experience with similar planning applications within Centre Wellington and input we received from Staff, the following reports and studies have been prepared in support of the applications:

- Planning Justification Report, prepared by MHBC;
- Urban Design Brief, prepared by MHBC;
- Heritage Impact Assessment, prepared by MHBC, which includes a structural assessment by Tacoma Engineers;
- Tree Management Plan, prepared by MHBC;
- Site Plan and Elevations, prepared by Fryett Turner Architects;
- Functional Servicing Report and Stormwater Management Brief, prepared by GM Blue Plan; and.
- Traffic Impact Study, prepared by Paradigm Transportation Solutions Ltd.

## 2.0 CONTEXT

The subject property is located in the village of Elora, situated on the south-east corner of the Geddes Street and East Mill Street intersection, north of the Grand River, and west of Princess Street. The subject property and surrounding land uses are illustrated on **Figure 2**.

There are three existing buildings on the property, including a single detached dwelling, a secondary structure, and a shed (attached to the secondary structure). The property is listed on the Centre Wellington Municipal Heritage Register, which identifies the single detached dwelling as a heritage resource. MHBC completed a Heritage Impact Assessment, which determined that both the single detached dwelling and original portion of the secondary structure are heritage resources. However, a structural engineering report of the property determined that the single detached dwelling is in poor condition and restoration is not feasible. The single detached dwelling is proposed to be demolished and the existing secondary structure is proposed to be retained and restored.

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

**NORTH:** 1 and 2 storey single-detached dwellings are located on the north side of East Mill Street opposite the subject property. The residential area extends northwards, predominantly consisting of single detached dwellings. The north-west and north-east intersection of East Mill Street and Geddes Street opposite the subject property forms part of the Elora Central Business District, which extends west and north of the subject property.

**EAST:** Single detached dwellings that front on East Mill Street are located east of the property. Further east along East Mill Street is Bissell Park, the Elora Centre for the Arts and the Elora Public School. Continuing along East Mill Street will lead to the Village of Fergus, which is approximately 4 kilometers to the east.

**SOUTH:** The subject property is adjacent to the Grand River. Opposite the subject property on the other side of the Grand River are single detached dwellings along Water Street E, approximately 100 metres away

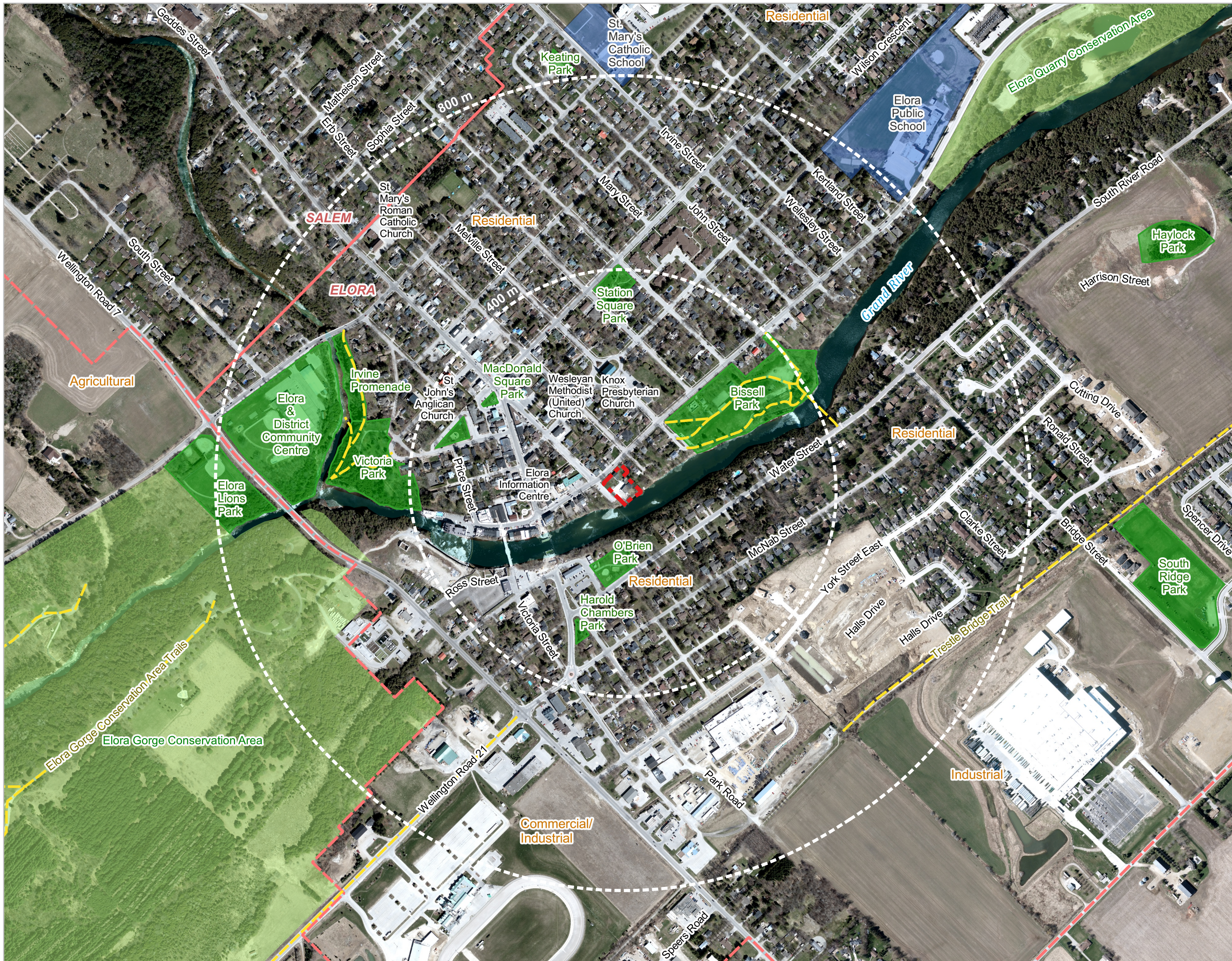
**WEST:** West of the subject property is downtown Elora, which contains a range of commercial, civic, and residential uses at various densities and sizes.

In summary, the subject property is well located in an established mixed use area of Elora. The surrounding area is complemented with community, residential, commercial, and open space amenities. The property is well situated within the Urban Centre built area and is in close proximity to various road networks, including:

- Geddes Street, identified as a County Road (Schedule A1 - County of Wellington Official Plan)
- East Mill Street, identified as a County Road (Schedule A1 - County of Wellington Official Plan)
- Metcalfe Street, identified as a County Road (Schedule A1 - County of Wellington Official Plan)

These roads provide access to local streets, as well as the broader provincial transportation network.





**Figure 2**  
**Context Map**

**19 East Mill Street**  
Township of Centre Wellington  
Wellington County

**LEGEND**

**Context map**

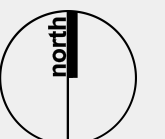
- Subject Lands
- Buffer (400m, 800m)
- Urban Centre Boundaries
- Conservation Area
- Park
- School
- Trails
- Grand River

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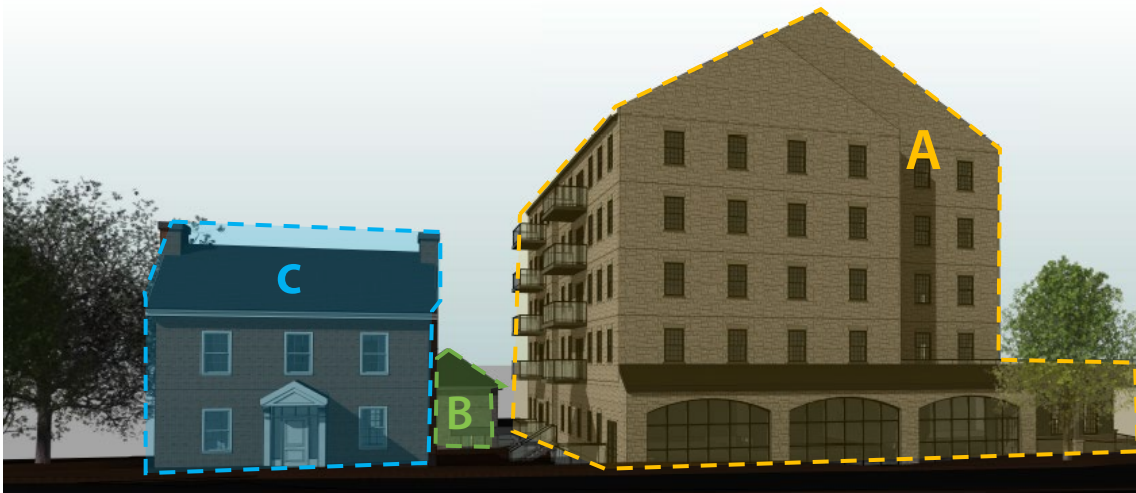
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# 3.0 PROPOSED DEVELOPMENT AND PLANNING APPLICATIONS

## 3.1 Overview of Proposed Development

The owner is proposing to redevelop the property as mixed-use with commercial and residential units. The proposal includes the demolition of the existing single detached dwelling and shed, and the retention of the secondary stone building along the Grand River. The development proposes to construct a new single detached dwelling and a five storey mixed-use building. The planned land uses include: residential for the single detached dwelling, a restaurant for the retained stone building, and mixed-use (ground floor commercial and residential above) for the five storey building. The image below identifies each of the buildings.



*Buildings are identified as buildings 'A', 'B', & 'C'*

Currently, the subject property is occupied with a two storey single detached dwelling and a secondary stone structure with a shed. The property was the original site of the 'Dalby Tannery and Brewery' and later as the 'Waddell Mill'. The tannery and mill building is no longer on the site, however, the brewery operated out of the stone building that remains on site, which has subsequently been added to over its lifetime (building B). The general development plan includes the following buildings:

### **Building A**

- Five storey mixed-use commercial and residential building, with the design inspired by the former Waddell Mill which was located in the same area (no longer standing);

- Ground floor will consist of 296m<sup>2</sup> (3,186 sq.ft.) of commercial/retail space, with remaining four upper storeys consisting of 18 residential units proposed as condominium units;
- A covered parking garage will be incorporated into the building at a lower level located to the rear of the building and accessed from Geddes Street;
- A total of 21 parking spaces will be provide, including:
  - 18 residential spaces
  - 2 commercial spaces
  - 1 barrier free space
- 40 secure in-door bicycle parking spaces will be provided; and
- Private amenity areas will be provided for residential units in the form of private balconies.

### **Building B**

- Retain existing stone structure (former brewery and casket facility) and adaptively re-use it as a proposed restaurant;
- Contemporary additions, including the concrete addition and shed will be removed;
- Building B and Building C will be located on one property;
- Pedestrian access will be provided from East Mill Street and Geddes Street via sidewalk connections.

### **Building C**

- Two storey single detached dwelling will be developed (to replace the existing dwelling);
- The new dwelling will be located closer to the eastern property line and have 18m of frontage on East Mill Street;
- Dwelling will be retained on its own lot to be severed with driveway access provided from East Mill Street. The new property will remain zoned R1A.

The parking area included within Building A will serve Buildings A and B, and will be located in a lower level covered garage. The single detached dwelling, identified as Building C, will have its own driveway off of East Mill Street. Currently, the Township of Centre Wellington is planning for the reconstruction of East Mill Street in 2023. It is expected that a new sidewalk will be installed when the site is redeveloped. The proposed development of the subject property will include a pedestrian pathway connected to the sidewalk that will provide access to both Buildings A and B.

Ultimately the proposed development is intended to contribute to the overall mix and range of housing stock, provide home ownership opportunities, and support live-work opportunities in downtown Elora that will contribute to the local economy. The preliminary site plan is included as **Figure 3** to this report.

# Figure 3 Site Plan

**19 East Mill Steet**  
Township of Centre Wellington  
Wellington County

## LEGEND

- C1 ZONING
- R1A ZONING
- SOD OR LANDSCAPED AREA
- PROPOSED ASPHALT DRIVEWAY
- PROPOSED WALKWAYS
- PROPOSED SITE FEATURES
- EXISTING BUILDING STRUCTURES
- PROPOSED BUILDINGS
- SETBACK BOUNDARY
- FIRE ROUTE
- LINE OF DEMOLITION OR REMOVAL
- LINE OF FUTURE SEVERANCE
- GRCA FLOOD FRINGE
- GRCA FLOODWAY
- RB-93 ACCESSIBLE PARKING SIGN REFER TO TYPICAL DETAIL
- CONCRETE CURB  
ALL CURBS TO BE SINGLE STAGE PER OPSD 600 04 UNLESS NOTED OTHERWISE. REFER TO CIVIL DRAWINGS FOR DETAILS
- LIGHT POST (L.P.)
- FIRE DEPARTMENT CONNECTION (F.D.C.)
- E PARKING STALL COMPLETE WITH ELECTRIC VEHICLE CHARGING STATION
- V VISITOR PARKING

## SITE PLAN NOTES

1. ALL SITE LIGHTING TO BE DIRECTED AWAY FROM ADJACENT RESIDENTIAL LAND.
2. PROPOSED DRIVEWAY AND PARKING TO BE ASPHALT.
3. ALL PARKING LINES TO BE PAINTED WITH HIGH TONAL CONTRAST AGAINST ASPHALT SURFACE.
4. ALL BARRIER FREE PARKING STALLS TO INCLUDE INTERNATIONAL SYMBOL OF ACCESSIBILITY PAINTED WITH HIGH TONAL CONTRAST AGAINST ASPHALT SURFACE.
5. PROPERTY BOUNDARIES TAKEN FROM SURVEYOR'S REAL PROPERTY REPORT WITH TOPOGRAPHIC DATA, ALL OF LOTS 11 & 12 NORTHEAST SIDE OF GEDDES STREET & PART OF LOTS 11, 12 & 13 SOUTHWEST OF PRINCESS STREET, REGISTERED PLAN 181, VILLAGE OF ELORA, TOWNSHIP OF CENTRE WELLINGTON, COUNTY OF WELLINGTON, PREPARED BY VAN HARTEN SURVEYING INC., DATED JANUARY 14, 2021.

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## 3.2 Planning Application

The following Planning Applications are proposed for the development.

### **Official Plan Amendment**

The application is proposing to amend the Centre Wellington Official Plan to re-designate a portion of the property from 'Residential' to 'Central Business District'. There are additional designations on the property including 'Regulatory Flood Line', 'Regulatory Flood Fringe', and 'Greenlands', which are proposed to remain. The portion of the property with the single detached dwelling is proposed to remain designated as 'Residential' and will eventually be severed from the property.

The remainder of the property, consisting of the mixed use building and restaurant are proposed to be re-designated to 'Central Business District'. The purpose of this amendment is to extend the downtown area of Elora (Central Business District) to a portion of the subject property. The Central Business District designation would permit the proposed mixed-use development, which includes commercial and residential land uses.

### **Zoning By-law Amendment**

The proposed development requires an amendment to Zoning By-law No. 2009-045. The subject property is currently zoned 'Residential' (R1A) which permits low density residential land uses, such as single detached dwellings. There are additional zoning categories applied to the property, including 'Environmental Protection' and 'Environmental Protection Overlay', as well as 'Floodplain', which would not be changed. Additionally, the single detached dwelling would remain zoned R1A and is planned to be severed from the property, such that it could be a separate conveyable lot.

The proposed amendment is seeking to rezone a portion of the property to the 'Central Business District' (C1) zone with site specific regulations permitting a maximum height of five storeys. The proposed C1 zone would implement the proposed Central Business District designation. The proposed amendment would also retain the R1A zone on the portion of the property with the single detached dwelling (Building C), with site specific regulations to address a reduced lot area, reduced lot depth, and a reduced rear yard setback.

### **Site Plan Application**

A site plan application will also be required and will be submitted separately with the Township. The site plan application will address matters of landscaping, lighting, building materials/colours, parking layout and detailed site servicing.

As noted, Building C (detached dwelling) is proposed to be severed from the subject property and will remain designated as 'Residential' and zoned 'R1A'.

## 4.0 PLANNING ANALYSIS

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

### 4.1 Provincial Policy Statement, 2020

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

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

#### 4.1.1 **Settlement Areas**

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

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

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

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

The proposed development represents an efficient use of land as it will result in the infill and intensification of an underutilized parcel of land in the Urban Centre, and is located within an established area of the Township, in close proximity to downtown and a range of land uses. The development will utilize existing infrastructure, including servicing and roadways and will therefore make efficient use of these services and contribute to providing a complete community in the form of commercial and residential uses.

### 4.1.2 *Housing*

Policy 1.4.3 of the PPS provides that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents by:

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

The proposed development represents a compact form of development, which will utilize existing infrastructure and will result in the development of underutilized lands within the built-up area where infrastructure and public services are available. The proposed development introduces more housing types, which will contribute to the provision of housing options in the community, where single detached dwellings are the dominant

residential form. Offering multiple unit housing that supports accessibility standards will help meet the social, health, economic and well-being requirements of current and future residents.

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

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

The proposed development includes sidewalk and driveway connections from the proposed development to the surrounding neighbourhood and the Central Business District. The development will be adjacent to the Grand River, recognized as a Canadian Heritage River that provides visual and physical amenities. Additionally, the subject property is well situated relative to public amenities and community facilities including existing parks, trails and community facilities.

### **4.1.4 Sewage, Water and Stormwater**

As per policy 1.6.6.2 of the PPS, municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. The Functional Servicing and Stormwater Management Report prepared in support of the proposed development assesses the feasibility of servicing the subject property. The report concludes that the proposed development can be adequately serviced through connections to existing and proposed infrastructure along East Mill Street and Geddes Street. A summary of the report is provided in section 5.1.

### **4.1.5 Transportation**

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

The proposed development will be appropriately connected to the existing road network within the built-up area. Proposed development includes pedestrian connections to the sidewalks located on East Mill Street and Geddes Street, both of which are County Roads. Vehicular access for the mixed-use building will be provided via a driveway connection to Geddes Street, and driveway access for the detached dwelling will be provided via East Mill Street. The subject property is well located in proximity to the existing road network.

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

#### 4.1.6 **Long-Term Economic Prosperity**

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

#### 4.1.7 **Cultural Heritage and Archaeology**

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

The property is 'listed' (non-designated) on the *Centre Wellington Municipal Heritage Register* and is identified as being in the 'Heritage Area' known as the Elora Historical Village Core. Additionally, the property is located within the Cultural Heritage Landscape identified as '#7 Elora Historical Village Core' in the Cultural Heritage Landscape Study and Inventory Vol.3. A Heritage Impact Assessment (HIA) has been prepared to assess the impacts of the proposed development on the subject property. The HIA is summarized in **Section 5.3** of this Report. The HIA concludes that no major adverse impacts are anticipated as a result of the proposed development, provided that the recommendations within the HIA are incorporated into the design of the overall development.

#### 4.1.8 **Natural Hazards**

The subject property is located within the floodway and flood fringe of the Grand River. Policies for Natural Hazards are included in section 3.1 of the PPS. Of relevance is policy 3.1.1 (b) which provides that development is to be located away from hazardous lands adjacent to rivers. Further, policy 3.1.2 (c) states that development and site alteration is not permitted in areas that would be rendered inaccessible to people or vehicles during times of flooding hazards, unless demonstrated that the site has safe access for the nature of the hazard.

Notwithstanding the above, policy 3.1.6 provides that where the two zone concept is applied (flood fringe and floodway), development may be permitted in the flood fringe, subject to flood proofing to the hazard.

The subject property has a two zone concept, delineated on the Centre Wellington Official Plan schedule A-1, consisting of the GRCA Floodway and the GRCA Flood fringe. There is an existing building within the floodway and all new development is proposed within the

flood fringe. The majority of buildings A and C are proposed to be within the flood fringe, and the entirety of existing building B will be located within the floodway.

Safe access from the enclosed parking garage within building A is included in the development plan, and buildings A and C will be flood proofed to the standards of Centre Wellington. Building B is considered to be legal non-conforming. No residence is proposed within Building B and it will be used as a restaurant with safe access. Given that the PPS policies permit development within the flood fringe (subject to the special policy in the Official Plan), and the existing condition of Building B, the proposal is consistent with the policies for Hazard Lands.

#### 4.1.9 **PPS Summary**

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

- Represents efficient development in the Built-Up Area and supports compact intensification;
- Proposes residential and commercial use that will provide housing and employment diversity to help broaden housing options, and help the County achieve forecasted growth;
- Promotes a scale of development appropriate for the neighborhood that will utilize existing infrastructure and support the safe movement of people.

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

## 4.2 Growth Plan for the Greater Golden Horseshoe

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

Policy 1.2.1 of A Place to Grow sets out the guiding principles of the Plan. These principles include: supporting the achievement of complete communities that are designed to support healthy and active living and meet the needs of daily living; prioritizing intensification and higher densities to make efficient use of land and infrastructure and

support transit viability; providing flexibility to capitalize on employment opportunities; supporting a range and mix of housing options; improving the integration of land use planning with planning and investment in infrastructure and public service facilities, and providing for different approaches to manage growth that recognize the diversity of communities in the Greater Golden Horseshoe.

#### 4.2.1 **Built-up Area**

The subject property is located within the Built-Up Area, as delineated in Schedule 2, attached as **Figure 4**. In accordance with policy 2.2.2 of A Place to Grow, a minimum of 50 percent of all residential development occurring annually within the County will be within the Built-Up Areas.

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

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

The County designates the subject property as Urban Centre within the Wellington County Official Plan. The proposed development will result in the intensification of underutilized lands, at a density higher than currently exists. It will support the achievement of complete communities through the construction of a mixed-use development providing both residential and commercial units.

#### 4.2.2 **Transportation**

Transportation policies are provided in section 3.2.2. Transportation systems are required to provide connectivity among transportations modes, offer a choices that reduce reliance on vehicles, support sustainability and reduce emissions, and offer multimodal access. Municipalities are required to implement transportation demand management policies that reduce trip distance, provide alternative forms of transit, and prioritize active transportation.

The proposed development is well situated to the transit network. While Centre Wellington does not have a transit system, the proposed development will support TDM by emphasizing active transportation through safe and secure bicycle parking as well as connections to the public sidewalk as well as throughout the development site.

#### 4.2.3 **Housing**

Section 2.2.6 of A Place to Grow provides policies to support the achievement of complete communities. Specifically, Section 2.2.6.2 states that municipalities will support the





Figure 4  
**A Place to Grow**  
**Growth Plan for the**  
**Greater Golden**  
**Horseshoe:**  
**Schedule 2**

19 East Mill St  
 Township of Centre Wellington  
 Wellington County

**LEGEND**

- Subject Lands
- Urban Growth Centres
- Future Transportation Corridors\*
- Existing Major Highways\*
- Highway Extensions\*
- Built-Up Area – Conceptual
- Designated Greenfield Area – Conceptual
- Existing Higher Order Transit\*
- Future High-Speed Rail Corridor\*
- ✈ International Airports
- Greenbelt Area\*
- Greater Golden Horseshoe Growth Plan Area\*\*

\* Lines shown are conceptual and not to scale. They are not aligned with infrastructure and municipal boundaries.

Sources: Ministry of Municipal Affairs and Housing, Ministry of Natural Resources and Forestry, Ministry of Transportation

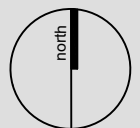
\*Ontario Regulation 59/05  
 \*\*Ontario Regulation 416/05

DATE: August, 2022

SCALE: 1:250,000

FILE: 1924B

DRAWN: PL



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development of complete communities by: planning to accommodate forecasted growth to the horizon of this Plan (2051); planning to achieve the minimum intensification target and density targets; considering the range and mix of housing options and densities of the existing housing stock; and planning to diversify the overall housing stock across the municipality

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

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

**Based on the above, it is concluded that the proposed Official Plan and Zoning By-law Amendments conform to the policies of A Place to Grow.**

## 4.3 County of Wellington Official Plan

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

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

The development lands are designated Urban Centre (**Figure 5**). Lands within Urban Centres are intended to accommodate the majority of growth (82% of population growth forecasted) within Wellington County to the year 2041. A substantial portion of growth in the Urban Area is to be accommodated within the Built-Up Area.

### 4.3.1 **Growth Strategy**

Part 3 of the Official Plan sets out the County's Growth Strategy for development patterns, some of which include: compatibility with existing uses, maintaining of the small town character and providing access to community services and facilities. The County's objectives for growth include identifying and promoting opportunities for growth in the built up areas

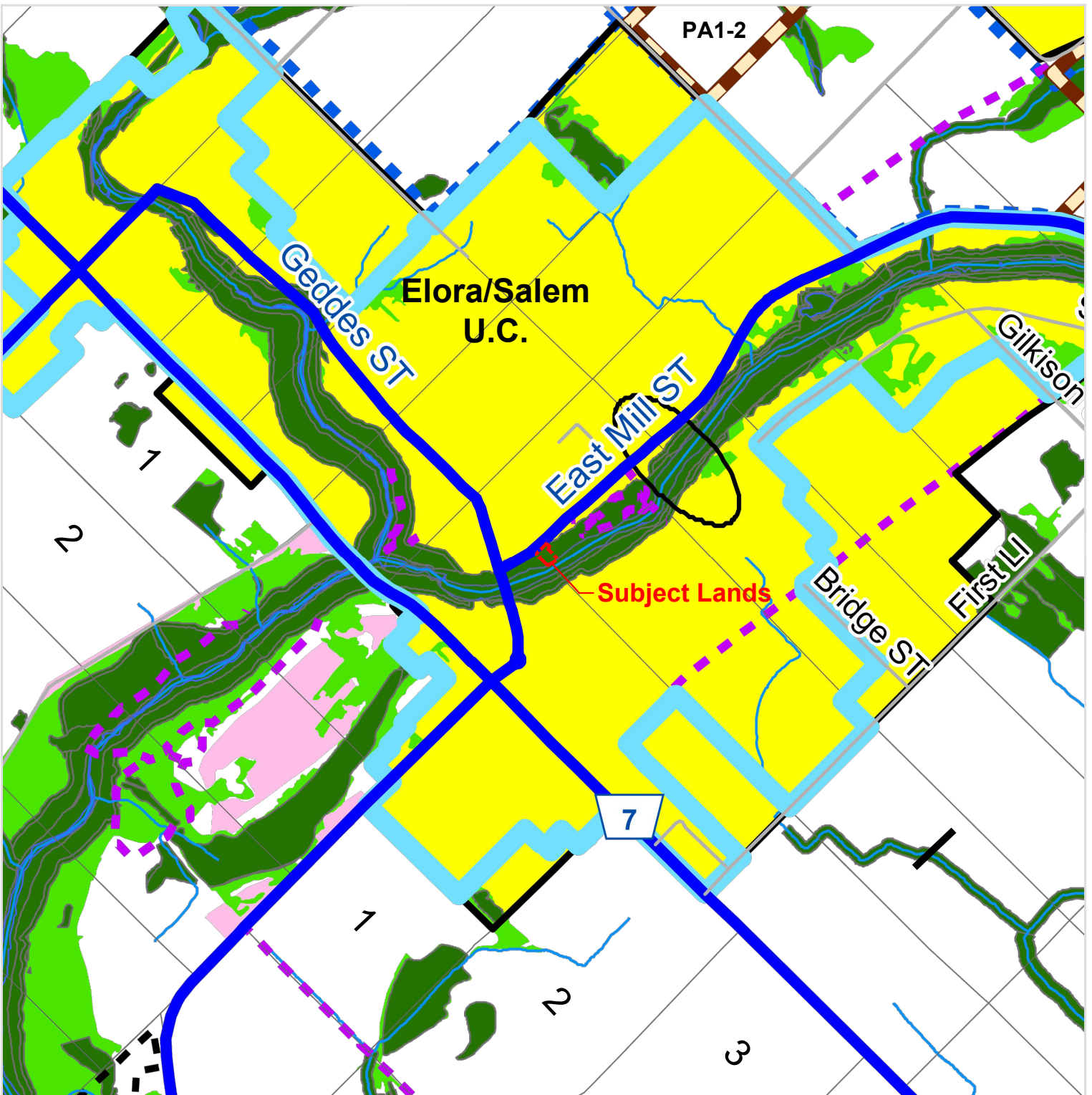


Figure 5  
**County of Wellington**  
**Official Plan:**  
**Schedule A1 -**  
**Centre Wellington**

19 East Mill Street  
 Township of Centre Wellington  
 Wellington County

**LEGEND**

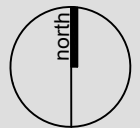
- Subject Lands
- The Greenlands System**
- Core Greenlands
- Greenlands
- The Rural System**
- Prime Agricultural
- Recreational
- PA Policy Area
- Community Planning Study Area
- The Urban System**
- U.C. Urban Centre
- Other**
- Trail
- Montrose Water Management Protection Area
- Grand River Crossing
- County Roads
- Built Boundary

**DATE:** August, 2022

**SCALE:** 1:20,000

**FILE:** 1924B

**DRAWN:** PL



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of Urban Centres through intensification and redevelopment and encouraging mixed-uses and pedestrian-friendly development in appropriate locations.

Section 3.5 of the County Official Plan provides growth allocations for Centre Wellington. The projected growth of households in 2041 is 18,690 in total (10,785 in 2016), with 11,415 households within the Urban Centres of Fergus and Elora-Salem (5,605 in 2016). Currently, the County is conducting a Municipal Comprehensive Review. Through the MCR process, it is forecast that by 2051, the County will require an additional 22,000 households. It is expected that 66% of this growth will occur within the urban system of the County, majority of which is Centre Wellington. These forecasts are to be used in planning for growth and related developments.

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

### 4.3.2 *Housing*

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

- Added housing above commercial uses in and near the downtown, in residential transition areas and in other main commercial areas;
- Intensification within urban centres along major roadways and arterial roads;
- Modest intensification within residential areas consisting of predominantly low rise residential;
- Conserving cultural heritage and archaeological resources;
- Development of appropriate standards for residential intensification, redevelopment and new residential development that is effective, environmentally sound and compatible with existing uses, small town scale and character;
- Infrastructure is or will be established to serve the development.

The proposal will result in modest intensification on a property that is fully servicable, that will include dwelling units above commercial use adjacent to the downtown, will be located along County roads, will conserve and protect existing heritage resources, and will be compatible with the existing character of Elora in its design.

### 4.3.3 Residential Development and Land Use

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

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

Section 8.0 of the County Official Plan outlines the policies for Urban Centre areas. A summary of applicable Residential policies are provided in Table 1.0 below.

**Table 1.0 – Detailed Urban Centre Policies**

<b>Policy 8.3 Residential</b>	<b>Summary</b>
a) to ensure that an adequate supply of land is available to accommodate anticipated population growth over the planning period;	The subject property is adequate in size to accommodate a higher density than what is typically built in Elora. This will support the growth objectives for the community.
b) to provide a variety of dwelling types to satisfy a broad range of residential requirements and ensure that affordable housing is available;	The proposal contemplates multiple dwelling units, which will provide more housing options and home ownership opportunities. While this proposal is not affordable housing, it will increase housing supply and type, which will support the County's overall housing objectives.
c) to manage the rate of growth and the amount of residential development within the Urban Centre in order to maintain and enhance the small town character;	The proposal meets development and intensification objectives while also maintaining the character of the area through design measures. The proposal includes the retention of the former brewery (stone building). Further, the design of the mixed-use building has been inspired by the former mill that once resided on the site.
d) to support the development, at appropriate locations and densities, of residential facilities that meet the housing needs of persons requiring specialized care;	The proposed development is well located relative to local amenities and public services, and will conform to accessibility standards. The proposed development will accommodate persons who require specialized care with the provision of accessible parking, and an elevator.
e) to ensure that adequate infrastructure will be available to all residential areas;	The proposed development is serviceable through existing and planned infrastructure.

f) to minimize potential compatibility issues between residential and other land uses;	Adjacent land uses include residential. The single detached dwelling will be oriented closest to the sensitive land uses. The mixed-use building will be located at the corner of East Mill Street and Geddes Street, which is adjacent to the downtown area of Elora. Compatibility issues are not anticipated.
g) to encourage intensification, development proposals should maintain the stability and character of existing neighbourhoods;	The subject property is underutilized and is proposed to have a higher density. The proposal will support the character of the area through architectural detailing as described in the Urban Design Brief.
i) to encourage residential developments which incorporate innovative and appropriate design principles which contribute to public safety, affordability, energy conservation and that protect, enhance and properly manage the natural environment;	The proposal will utilize various design tools to ensure an appealing façade, meet accessibility standards, introduce more housing options, be energy efficient and not encroach on the environment. Active transportation is also supported with the provision of secure indoor bicycle storage and implementation of other Transportation Demand Measures.

Policy 8.3.12 provides criteria on intensification, for which all residential land uses designations shall be evaluated. Table 2.0 demonstrates how these criteria have been considered in the proposed development.

**Table 2.0 – Intensification Criteria**

<b>Policy 8.3.12</b>	<b>Response</b>
a) the compatibility of the proposed development in built form including height, massing, scale, setbacks, orientation, use, built form, architectural character and materials, separation distances, shadowing and privacy. Compatible development is considered to be development that may not be the same as existing adjacent development but which can co-exist with existing development while not creating unacceptable adverse impacts;	<p>The proposed development will be comprised of both residential and commercial uses, consistent with surrounding land uses.</p> <p>The proposed building form has been designed to provide appropriate height, massing, setbacks, and architectural character to complement existing nearby buildings and maintain the history of the area. An angular plan has been prepared (provided in the Urban Design Brief), which demonstrates that the massing is appropriate as the building will preserve sight lines (measured within a 45 degree angle).</p>
b) the degree to which building height and massing shall provide a transition between planned and existing development;	The proposed mixed-use development is planned to have 5 storeys. The proposed 5 storey building will have a large setback from the low rise residential area to the east. The building will be oriented towards the downtown frontage (Geddes St and East Mill St). This will support compatibility to neighbouring land uses. Furthermore, a HIA has been prepared to evaluate and assess the impacts of the proposed development

	<p>on the heritage attributes of the existing buildings. The HIA concludes that no major adverse impacts are anticipated as a result of the proposed development. The final recommendations and conclusions of the HIA are summarized in <b>Section 5.3</b> of this Report.</p>
<p>c) the maintenance of a lotting pattern that is generally consistent and compatible with the predominant character of the area;</p>	<p>As part of the proposed development, the single detached dwelling will be severed onto its own residential lot. The new lot will be the same size as surrounding lots.</p>
<p>d) the ability of infrastructure to accommodate the proposal;</p>	<p>As per the Functional Servicing and Stormwater Management Report, it has been confirmed that the subject property and proposed development can be serviced by municipal infrastructure.</p>
<p>e) the impact of the development on the streetscape including, where feasible, the protection of municipal street trees;</p>	<p>Existing pedestrian paths, municipal street trees which form the existing streetscape will be maintained; additional consideration for the streetscape can be addressed through the site plan application. The Township is planning for the reconstruction and road improvements to East Mill Street in 2023. The road upgrade will be considered as part of the redevelopment of the property and sidewalk connections will be provided.</p>
<p>f) the degree to which impact on the adjacent properties is minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, views, enjoyment of outdoor amenities, and shadowing; and</p>	<p>The Functional Servicing and Stormwater Management Report concluded that the subject property will have suitable drainage capabilities, and will minimize impact to adjacent properties from a drainage perspective.</p>
<p>g) the conservation of significant cultural heritage resources</p>	<p>A HIA has been prepared to evaluate and assess the impacts of the proposed development on the heritage attributes of the listed heritage property and concludes that no major adverse impacts are anticipated as a result of the proposed development. Further, the proposed development will retain the original stone structure and integrate into the broader development concept.</p>

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



## 4.4 Township of Centre Wellington Official Plan

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

The subject property is designated 'Residential', 'Core Greenlands', and within the 'Flood Fringe' overlay and 'Heritage Area' overlay (**Figures 6 and 7**).

### 4.4.1 *Residential Designation*

The Residential designation is intended to accommodate a range of residential uses, with the predominant use being low-density residential in the form of single detached dwellings. Multiple residential development such as townhouses and apartments may be permitted in the Residential designation, permitted that it does not exceed 75 units per hectare for apartments.

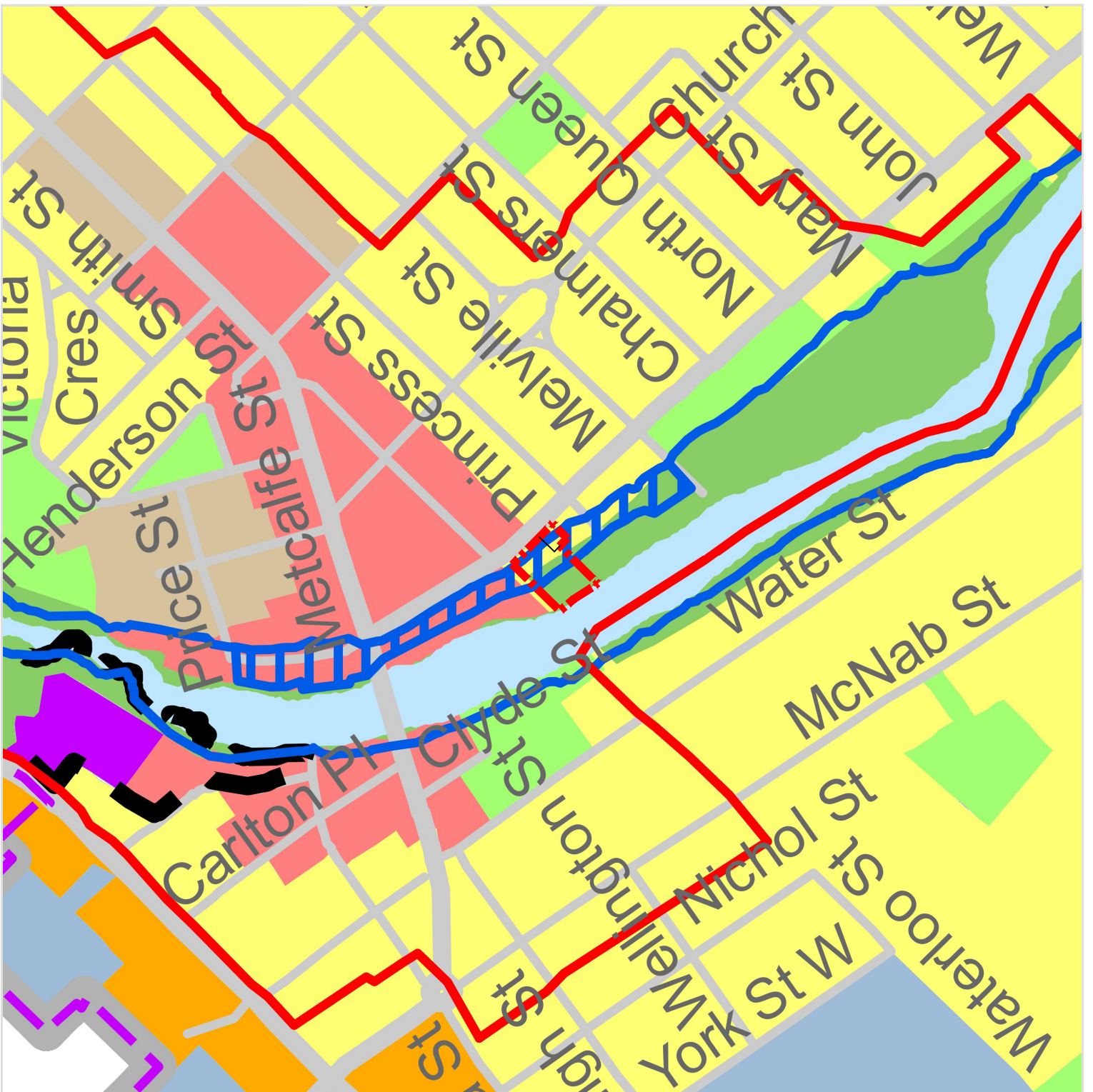
Non residential development is also permitted within the Residential designation, including local convenience stores, medical clinics, professional offices, personal services, day care centres and nursery schools. A Zoning By-law amendment to establish the appropriate zoning for the uses is required for both the multiple residential and non-residential uses. The Official Plan does not confirm whether mixed-use buildings (commercial uses located within a multiple residential building) are permitted in the Residential designation.

The proposed development includes three buildings consisting of a new single detached dwelling, existing commercial building (for restaurant), and a new mixed-use multiple residential and commercial building. The density for the mixed-use building is 92 units per hectare, which exceeds the density criteria for the Residential designation.

An Official Plan amendment is being requested to re-designate a portion of the property to 'Central Business District', which will extend the existing CBD boundary to the subject property. The portion of the property with the single detached dwelling will not be included in the proposed re-designation. It is the intent that a future severance application will be submitted to sever the single detached dwelling from the subject property.

### 4.4.2 *Central Business District Designation*

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



**Figure 6**  
**Township of Centre Wellington Official Plan Schedule A-1: Land Use Plan Fergus, Elora-Salem**

19 East Mill Street  
 Township of Centre Wellington  
 Wellington County

**LEGEND**

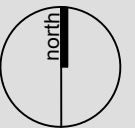
- Subject Lands
- Residential
- Highway Commercial
- Central Business District
- Residential Transition
- Industrial
- Core Greenlands
- Recreational
- Mixed Use
- Urban Boundary
- Built Boundary
- Heritage Area
- Policy Area
- Regulatory Flood Line
- Regulatory Flood Fringe

**DATE:** August, 2022

**SCALE:** 1:5,000

**FILE:** 1924B

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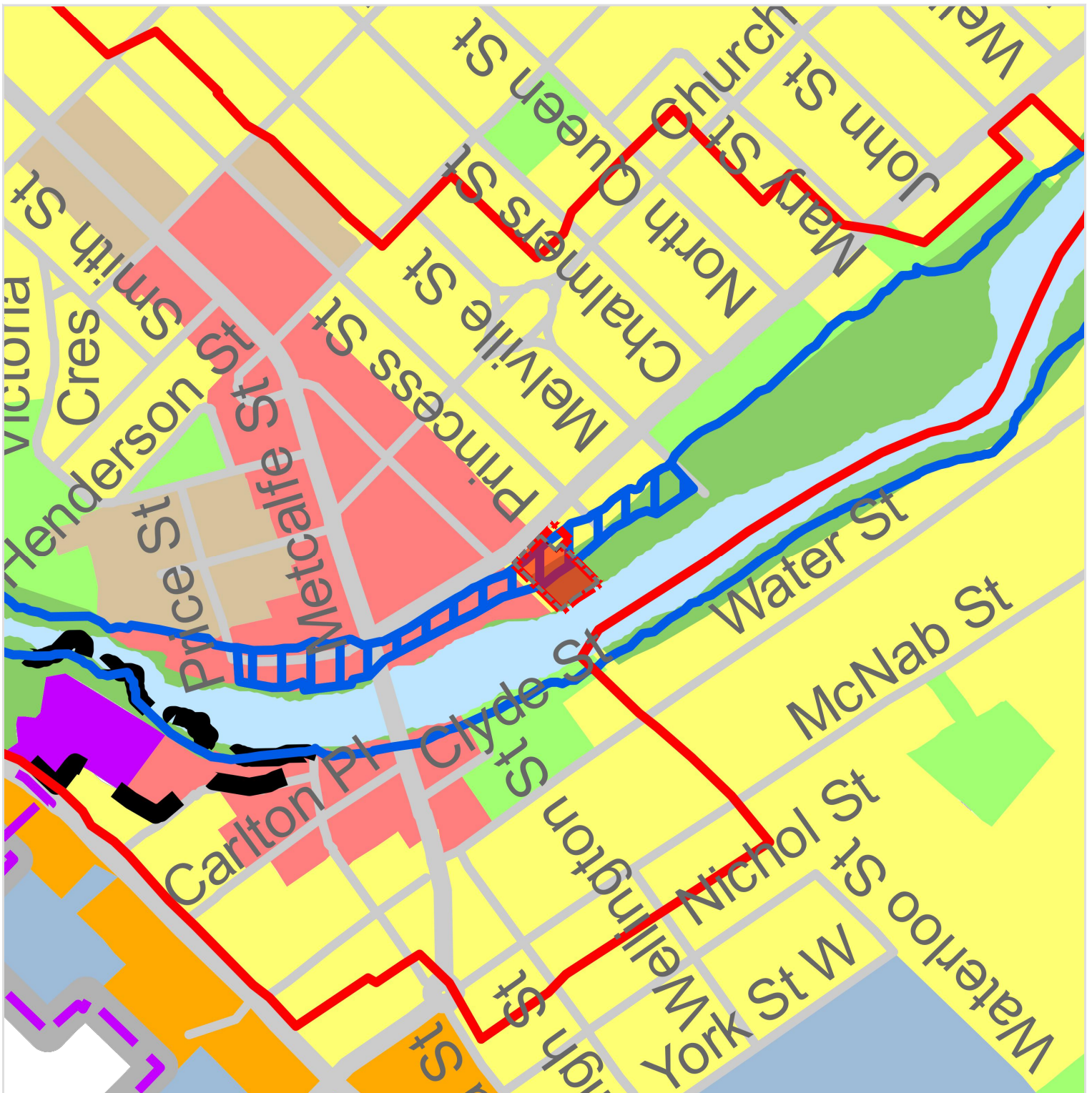


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**Figure 7**  
**Proposed Official**  
**Plan Schedule A-1:**  
**Land Use Plan**  
**Fergus, Elora-Salem**

19 East Mill Street  
 Township of Centre Wellington  
 Wellington County

**LEGEND**

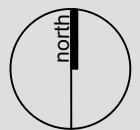
- Subject Lands
- Area to be re-designated to Central Business District
- Residential
- Highway Commercial
- Central Business District
- Residential Transition
- Industrial
- Core Greenlands
- Recreational
- Mixed Use
- Urban Boundary
- Built Boundary
- Heritage Area
- Policy Area
- Regulatory Flood Line
- Regulatory Flood Fringe

**DATE:** August, 2022

**SCALE:** 1:5,000

**FILE:** 1924B

**DRAWN:** PL



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

The subject property is adjacent to existing residential uses and across from the existing CBD boundary. The development plan proposes to orient the mixed-use building away from any low density residential use, towards the existing CBD boundary. The proposed single detached dwelling will remain designated as Residential and will be oriented closest to the adjacent residential uses. This will ensure that the proposed mixed-use building will have the least impact on the existing residential areas. The parking for the proposed development will be located below grade in a covered garage, which will be located at the rear of the property. Vehicles will access the parking garage by a driveway access from Geddes Street.

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

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

#### **4.4.3 Core Greenlands Designation/ Flood Fringe**

The Official Plan designates a portion of the property as Core Greenlands as well as Flood Fringe overlay. Policies for the Core Greenlands designation are provided in section D.8 and apply to provincially significant wetlands and floodways. Permitted uses include conservation, open space, passive recreation and resource management. Policies of the Core Greenlands designation are to be read in conjunction with the policies of section C.3 Natural Heritage. Specifically, Section C.3.4 of the Official Plan speaks to Flooding Hazards and Hazard Lands. Development is to be directed away from areas, which may pose risks to human safety. No development is permitted in the floodway of a river.

A two zone concept is applied to the subject property, which consists of the floodway (closest to the Grand River) and the flood fringe. Notwithstanding the Official Plan policies, the Zoning By-law regulations for this portion of the property state that in a two zone floodplain, development for residential and commercial uses is permitted in the flood fringe. Additionally, provincial policy permits development within the flood fringe.

The proposed buildings A and C will be within the flood fringe portion of the property, which is permitted. Existing building B will remain within the floodway. The proposed development of building A and C, and the adaptive re-use of building B will include flood proofing measures, as well as ensure safe access. The proposal therefore conforms with the Official Plan policies as commercial and residential uses are permitted within the flood fringe.

#### 4.4.4 *Heritage Areas Overlay*

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

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

There are identified heritage resources on the property. The development proposal includes the retention and adaptive re-use of building B. Furthermore, a Heritage Impact Assessment (HIA) has been prepared to assess the impacts of the proposed development on the heritage attributes of the existing buildings on the subject property. The HIA concludes that there are no adverse impacts anticipated. The recommendations and conclusions of the HIA are summarized in **Section 5.3** of this Report.

#### 4.4.5 *Residential Intensification*

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

- b) supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields;
- c) encouraging added housing above commercial uses in and near the downtown, in residential transition areas, and in other main commercial areas;

- d) encouraging intensification within Urban Centres along major roadways and arterial roads;
- g) encouraging intensification which results in new rental accommodation;
- i) encouraging the development of appropriate standards for residential intensification, redevelopment and new residential development which are cost effective, environmentally sound and compatible with existing uses, small town scale and character.

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

The proposed mixed use building will be similar to existing and planned development within Elora CBD, which has street level retail with residential uses above. The development will create a pedestrian scaled public realm, with a focus on the pedestrian environment. No vehicular movement is planned internal to the site, and will consist of pedestrian pathways.

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

#### **4.4.6 Municipal Services**

The proposed development is located within the Urban Centre boundary, and will efficiently utilize existing servicing infrastructure for water and waste water systems. Section C.6.2 and C.6.4.2 state that new development within Urban Centres shall be required to connect to the existing municipal services when they are available. The proposed development, including all buildings, proposes to connect to available and planned services along East Mill Street and Geddes Street. The analysis and findings contained in the Functional Servicing and Stormwater Management Report confirm that the subject property can be serviced by municipal infrastructure.

#### **4.4.7 Compatibility**

Section C.11 contains policies to ensure the continued compatibility between proposed land uses and sensitive land uses. The Township identifies a sensitive land use as a use



associated with residences, schools, hospitals and senior citizen homes or other land uses such as outlined in the Ministry of Environment's Separation Distance Guideline.

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

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

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

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

#### **4.4.8 Community/Urban Design**

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

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

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

#### 4.4.9 **Township of Centre Wellington Official Plan Summary**

The subject property is designated Residential and Core Greenlands. The proposed development is not permitted within the existing land use designation. The application is proposing to re-designate a portion of the subject property to the Central Business District designation. This will permit the proposed mixed-use building on the subject property. The Core Greenlands designation applies to the floodfringe on the property. Provincial and Zoning regulations allow development within and adjacent to the flood fringe.

The proposed development represents the intensification of an underutilized parcel of land within the Built-up Area and will contribute to the intensification targets established by the County of Wellington. The proposed development conforms to the objectives and relevant policies of the Township of Centre Wellington Official Plan.

### 4.5 Zoning By-law No. 2009-045

The subject property is zoned Residential (R1A), Environmental Protection, Environmental Protection Overlay, Flood Fringe, and Heritage Area Overlay (**Figure 8**) in the Township of Centre Wellington Zoning By-law No. 2009-045.

#### 4.5.1 **Existing Zoning 'R1A'**

The existing R1A zoning permits low density residential uses, such as single detached dwellings. The subject property is also within the Heritage Area Overlay, which provides additional regulations for the R1A zone, including a more restrictive building height of 9.1m, as well as increased minimums for lot frontage, area, depth, and yard setbacks. The proposed concept for the property consists of a five storey mixed-use building and retaining a commercial building, which does not comply with the R1A zone requirements. Therefore, the application is proposing to re-zone a portion of the subject property to the Central Business District zone (C1) in order to facilitate the proposed uses.

The proposed single detached dwelling will remain zoned R1A and subject to the Heritage Area Overlay regulations. It is the intent that a future consent application be submitted to sever the detached dwelling onto its own lot. As such, the following site specific regulations are being requested for the R1A property: (R1A.X.X).

- A reduced lot area of 360m<sup>2</sup> instead of the 560m<sup>2</sup> requirement;
- A minimum lot depth of 20m instead of the 26m requirement; and
- A minimum rear yard of 3.63m instead of the 7.5m requirement

The new dwelling will be reflective of similar residential developments in the area in terms of lot coverage, frontage, and setbacks. Many of the dwellings within the Heritage Area Overlay do not conform to the zoning regulations. The intent of re-constructing the detached dwelling is to maintain compatibility with existing detached dwellings along East Mill Street. The new dwelling design is inspired by the existing dwelling on-site, as well as



**Figure 8**  
**Township of Centre Wellington Zoning By-law No. 2009-045 Schedule "A"**

19 East Mill Street  
 Township of Centre Wellington  
 Wellington County

**LEGEND**

- Subject Lands
- Zone Boundary
- Environmental Protection
- Environmental Protection Overlay
- Heritage Area Overlay
- Parcel Fabric
- Floodplain
- Flood Fringe
- Waterbody
- Watercourse
- Road

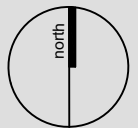
- R1A RESIDENTIAL 1A
- C1 COMMERCIAL 1
- IN INSTITUTIONAL
- OS OPEN SPACE

**DATE:** August, 2022

**SCALE:** 1:2,000

**FILE:** 1924B

**DRAWN:** PL



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**MHBC** PLANNING  
 URBAN DESIGN  
 & LANDSCAPE  
 ARCHITECTURE

200-540 BINGEMANS CENTRE DR. KITCHENER, ON, N2B 3X9  
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surrounding dwellings and will therefore have a similar lot area, lot frontage, lot coverage, and yard setbacks to surrounding development. The proposed site specific permissions are a result of this compatibility.

The proposed lot area, lot depth, and rear yard setback will be consistent with the adjacent property at 23 East Mill Street and will have approximately the same building footprint of the existing dwelling to be removed. The proposed size and orientation of the future lot will ensure compatibility with the adjacent property and create property uniformity. With respect to the rear yard setback, the interior yard setbacks exceed the zoning requirements and will provide sufficient yard space. The purpose of the rear yard setback is to ensure there is adequate outdoor amenity space. Given that the side yard setbacks are exceeded, and that the lot coverage is under the 40% requirement, sufficient outdoor space will be provided.

#### 4.5.2 ***Proposed Zoning 'C1'***

The purpose of the Zoning By-law amendment is to extend the C1 zone to a portion of the subject property to be designated Commercial Business District. The C1 zone permits multiple residential use in buildings with ground floor commercial use. The proposed development would be permitted in the C1 zone. Regulations of the C1 zone restrict the building height to 3 storeys or 11 metres and has minimal regulations for lot area, frontage or yard setbacks. Additionally, the C1 zone allows for a 50% parking reduction to parking requirements.

In addition to the C1 zone change, the proposed zoning amendment is seeking the following site specific regulations:

- increased building height of five storeys (19.5m) for the proposed mixed-use building, rather than the 3 storey (11m) requirement;
- reduced interior side yard setback abutting a residential zone of 2.77m, rather than 3m requirement;
- reduced commercial parking for building A of 1 space, rather than the 6 required;
- reduced commercial parking for building B of 1 space, rather than the 18 required; and
- reduced barrier free parking for buildings A and B of 1 space, rather than the 3 required.

#### **Building Height**

The subject property is adjacent to the Grand River and is within the two-way floodzone, being the flood fringe where development is permitted, and the floodway where no development is permitted. A large portion of the property is within the floodway which constrains the developable area. In order to provide an adequate amount of dwelling units on the property, two additional storeys are proposed.



The proposal represents a higher form of density in a compact built form as a result of the floodway constraint. The subject property is located in an existing Urban Centre with a variety of existing land uses and is well connected to the road network that provides access throughout the Township and County. The increased height and density proposed for the subject property is consistent with other development occurring within the Township, and will assist in meeting the growth targets outlined in the A Place to Grow legislation. Further, the increase in dwelling units will assist in broadening housing choice and home ownership, which is an objective in both the County and Township Official Plans. The proposed mixed-use development will provide an opportunity for businesses to expand, provide employment opportunities, as well as grow the Township's economic viability. The intensification of the subject property will result in the highest and best use of underutilized, well situated lands in the Urban Centre of the Township.

### **Interior Yard Setback**

As a result of the floodway constraint, the building footprint has been expanded within the developable area. Within the C1 zone, there is no minimum for interior side yard setbacks, unless adjacent to a Residential zone. The proposed single detached dwelling (building C) is intended to remain zoned R1A and maintain its residential function. As a result of the future severance of the dwelling, the proposed C1 zone will abut the R1A zone. The proposed setback will be 2.77m, rather than the 3m requirement. This is a difference of 0.23m, which does not vary exceptionally from the requirement. Additionally, the interior side yard setbacks of the detached dwelling will comply with the requirements and exceed the minimum, effectively providing more than enough distance between lots. The proposed setback is considered negligible.

### **Parking**

The Zoning By-law permits a 50% reduction to the required parking for developments within the C1 zone. With the proposed Zoning By-law amendment, a portion of the property will be re-zoned to C1 and will qualify for the 50% parking reduction. With the 50% reduction applied, the proposed mixed-use building will meet the minimum parking requirements for dwelling units. However, parking requirements for the commercial uses (buildings A and B) will not be met, nor will the barrier free requirements be met. Therefore, a justification analysis has been provided for the site specific regulations.

The proposed development will apply the 50% reduction to the parking requirements for the mixed-use building, as per the C1 zone regulations, as permitted by Section 5.5.5 of the Zoning By-law. A total of 21 parking spaces will be provided for both buildings A and B. All of the parking spaces will be provided within the lower level parking garage that will be incorporated into the mixed-use building, and will include:

- 18 spaces for the residential component within building A;
- 1 space for the commercial use within building A;
- 1 space for the commercial use within building B; and

- 1 barrier free parking space.

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

The proposed development will include bicycle storage, consisting of 6 external bike racks and 34 internal bike racks, which will promote non-motorized transportation and re-direct vehicle transportation to active transportation for in-town trips. These measures will assist in reducing the number of vehicles and tenants that require parking.

Furthermore, there are several public parking locations located within the downtown of Elora, as well as a municipal parking lot located across from the subject property along Geddes Street. Generally, the proposed development is intended to support the community of Elora, with patrons of the commercial components being residents of the proposed development as well as surrounding residents.

Given the foregoing, we are of the opinion that the requested amendment/site specific regulations for 19 East Mill Street are appropriate, and will result in the most efficient use of the property.



**Figure 9**  
**Zoning By-law**  
**Amendment**

**19 East Mill Street**  
 Township of Centre Wellington  
 Wellington County

**LEGEND**

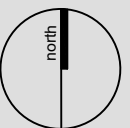
- Subject Lands
  - Area to be re-zoned to C1 with site specific regulations
  - Zone Boundary
  - Environmental Protection
  - Environmental Protection Overlay
  - Heritage Area Overlay
  - Parcel Fabric
  - Floodplain
  - Flood Fringe
  - Waterbody
  - Watercourse
  - Road
- |     |                |    |               |
|-----|----------------|----|---------------|
| R1A | RESIDENTIAL 1A | IN | INSTITUTIONAL |
| C1  | COMMERCIAL 1   | OS | OPEN SPACE    |

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## 5.0 TECHNICAL REPORTS

### 5.1 Functional Servicing and Stormwater Management Design Report

GM Blue Plan Engineering Ltd has completed a functional servicing and stormwater management report in support of the proposed development. The purpose of the report is to assess and determine the servicing requirements for the proposed development. The report concludes that the proposed development can be serviced through existing infrastructure.

Specifically, water and sanitary servicing for the proposed development is available via (separate) connections to the existing watermain and sanitary sewer on East Mill Street. A lateral extension will be required for the sanitary sewer connection from the mixed-use building to the stone building at the rear of the property.

There is an available storm sewer connection to the existing sewer on Geddes Street. Stormwater management will be provided via on-site storm sewers that will direct run-off to the proposed on-site stormwater management facility. Quality control measures are not recommended as the proposal consists of rooftop and landscaped areas, which generate clean run-off. It is recommended that prior to construction, a silt fence be installed along all property lines where run-off may discharge.

### 5.2 Transportation Impact Study

Paradigm Transportation Solutions Ltd prepared a Transportation Impact Study, which analyzes existing traffic conditions and forecasts future traffic conditions while considering and including background growth. The Study examined Geddes Street, Irvine Street and East Mill Street. The Study concludes that existing traffic conditions are operating at acceptable levels with no issues. The development is forecast to generate between 44 and 73 trips during the AM and PM peak periods. The forecast trip generation is not expected to result in significant impacts to traffic within the study area. Given that traffic will continue to operate at acceptable levels, no road improvements are warranted to support the proposed development.

### 5.3 Urban Design Brief

An Urban Design Brief has been prepared by MHBC in support of the proposed redevelopment. The purpose of this brief was to establish the vision for the redevelopment, and assess the development in the context of the Township of Centre Wellington's design policies. The brief concludes that the proposed redevelopment represents a significant

investment in Elora, and will create new mixed-use units in a high-quality development, all of which will contribute positively to the Central Business District. The proposed development will:

- Capitalize on the existing location of the subject property within close proximity to the Downtown Core and within the designated Central Business District;
- Provide for intensification that is sensitive to the existing and planned surrounding context;
- Result in a pedestrian friendly development that supports active transportation and fosters a safe public realm;
- Create strong visually appealing street edges;
- Result in a more efficient and sustainable use of the subject property;
- Increase the variety of unit types within Downtown Elora by offering multiple residential units at an attainable price point; and
- Define the East Mill Street and Geddes Street edge by incorporating high quality architectural detailing.

The proposed redevelopment is appropriate for this location and will contribute positively to the character and built form of downtown Elora. The proposal also supports the vision to provide additional housing units into the downtown core that are well connected to surrounding commercial, institutional, and recreational uses.

## 5.4 Heritage Impact Assessment

MHBC completed a Heritage Impact Assessment for the proposed redevelopment of the subject property. The purpose of the HIA is to confirm the heritage value of the lands, and to assess adverse impacts on the heritage values as a result of the proposed redevelopment. The HIA was completed in two phases. The first report evaluated the cultural heritage value of the property and assess the impact of demolition of the detached dwelling. The second report assessed the potential impacts of the proposed development.

The phase I report concludes that the subject property has significant cultural heritage value, including the stone building and house. While the removal of the house will result in an impact to a heritage resource, the house is in poor condition and is structurally compromised. Prior to its removal a salvage and documentation report is to be completed.

The phase II report identified the following impacts as a result of the proposal:

- Negligible impact of destruction to the stone building due to the minimal removal of building fabric on the south elevation to facilitate proposed fenestration;
- Minor impact of alteration due to the removal of later additions and impact on the stone building as well as the enclosure of existing openings and creation of new window and door openings; this impact also includes interior alterations that would be required for the adaptive re-use of the building;

- Potential impact of land disturbances due to the proximity between the stone building and the excavation required for the proposed mixed use building.

The following measures are recommended to mitigate the identified impacts:

- Complete a Conservation Plan that identifies the short, medium and long-term conservation goals for the historic stone building to provide guidance for the proposed changes to ensure that the building is protected and include the rehabilitation of the building;
- Salvage and repurpose rubble stone for enclosures where possible and/ or stored on-site appropriately for the ability to reverse changes;
- Complete a detailed landscape plan that ensures fluid circulation on-site and incorporates seating/ vantage areas for significant views of the historic stone building and Grand River; this is to allow for a cohesive and well-integrated context on-site to avoid isolation;
- Provide a commemoration strategy in the form of interpretative panel(s), art installations or other form of interpretation that would represent the history of the site.

## 5.5 Arborist Report

MHBC completed a tree inventory plan and arborist report in support of the proposed development. The arborist report concludes that minor tree removal is required in order to accommodate the mixed-use building and driveway, including the removal of two Norway Maples and two Manitoba Maples. Remaining trees will be subject to tree protection measures. Additionally, the driveway for the detached dwelling will require the pruning of abutting trees. Prior to any work commencing, consent from the abutting tree owner will be required.

# 6.0 PUBLIC CONSULTATION STRATEGY

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

We propose that the public consultation process for the proposed Official Plan and Zoning By-law Amendment applications follow the Planning Act statutory requirements. We may also hold an informal public meeting early in the process, prior to a statutory public meeting.

The following points of public consultation are proposed:

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

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

## 7.0 SUMMARY & CONCLUSIONS

In summary, the proposed Official Plan and Zoning By-law Amendments in support of the proposed development is in the public interest and represents good planning for the following reasons:

- The proposal represents intensification of an underutilized site within the Elora Urban Centre;
- The proposed redevelopment will increase housing choice and homeownership opportunities, and provide commercial services that will provide employment opportunities supporting a live-work community;
- The proposed development concept will be compatible with the existing neighbourhood, and will improve the property's utilization;
- The proposal will meet the growth objectives for the area and is consistent with other planned developments in the Township;
- The proposed redevelopment will optimize the use of available infrastructure within the developed portion of the community and can be adequately serviced through connections to existing and planned infrastructure;
- The proposed redevelopment will conserve heritage resources, rehabilitating and adaptively re-using the existing stone structure for its long term use; and
- The proposed Amendments and development proposal are consistent with the PPS, and conform to A Place to Grow, County Official Plan, and Township Official Plan, as well as the Zoning By-law.

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

Respectfully submitted,

**MHBC**



Pierre Chauvin, MA, MCIP, RPP  
Partner



Gillian Smith, MSc.  
Planner