

Planning Justification Report

40-60 Emma Street

Sheldon Creek Developments

Town of Grand Valley

Zoning By-law Amendment

Official Plan Amendment

October 2023

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1. Introduction

1.1 Background and Context

GSP Group is the planning consultant to Sheldon Creek Developments, the owners of the property known municipally as 40-60 Emma Street in the Town of Grand Valley (the “Subject Site”). The Subject Site is legally described as PLAN 22A Block 5 Part of Lot 1 and PLAN 33A, Block 5, Lots 13, 14, and 15. Our client proposes to redevelop the property as two four-unit townhouse developments (“Proposed Development”).

Based on the pre-consultation comments from November 30, 2022, it is understood that a Planning Justification Report is necessary as part of a Zoning By-law Amendment and Official Plan Amendment application to permit the Proposed Development. An Urban Design Brief is also required for the application. City staff have confirmed the inclusion of an urban design section in this Planning Justification Report is satisfactory for this requirement.

1.2 Subject Applications

Under the Town of Grand Valley Official Plan, the Subject Site is designated Downtown Commercial. This designation permits a range of commercial, residential and institutional and recreational uses that serve the residents of the Town and surrounding area. The uses are to be generally small in scale. Residential uses shall only be permitted above commercial or institutional uses, with the intent of maintaining the character of the Downtown Commercial core. To permit the Proposed Development, an Official Plan Amendment is required (the “Subject OPA”).

Under Zoning By-law 09-10, the Subject Site is zoned Downtown Commercial (CD) and Downtown Commercial Flood Fringe with an Exception (CD(F)-3). The CD zone permits a range of commercial uses, as well as apartment uses if the dwellings are above or behind a permitted non-residential use. As such, the Subject Site is proposed to be changed to the RM(F) (Multiple Residential) zone (the “Subject ZBA”). The Flood Fringe zone indicates that certain site requirements must be met. The Exception permits an existing wood manufacturing establishment, including the manufacturing and retailing of trim and moulding and wood specialty products. The details of the Subject OPA and Subject ZBA (the “Subject Applications”) are provided in Section 5 of this Report.

1.3 Purpose and Scope

This Report has been prepared in support of the Subject Applications and will provide planning justification for the Proposed Development. The objectives of this Report are as follows:

- To provide an overview of the Subject Site, including site description and surrounding uses;
- To provide an overview of the Proposed Development;
- To provide a summary of existing planning policies and regulations that apply to the Subject Site;
- To provide a brief summary of the Subject Applications; and,
- To provide a planning justification for the Subject Applications.

2. Site Location and Context

The Subject Site is located in the Town of Grand Valley, along the west side of Emma Street (see **Figure 1**). The Subject Site is approximately 3,212 m² in area, with a frontage of approximately 75 metres along Emma Street and depth of approximately 50 metres. The Subject Site is currently vacant and slopes downwards toward Emma Street.

The Subject Site is generally surrounded by a mix of uses, including residential, commercial, institutional, and light industrial uses. To the west and north are predominately single detached houses, with a Hydro One transformer being directly to the north. To the east of the Subject Site are a mix of residential and non-residential buildings. The commercial core of Grand Valley is located walking distance to the northeast, roughly 250 metres away. To the south of the Subject Site is Barclay Trim and Mouldings, a small scale business. One property beyond this business is the site of the recently approved “Emma Grand” development by Golden Canadian Homes Inc. This is a 3 storey, 23 unit, mixed used development.



Site Location
Source: Dufferin County (2022)

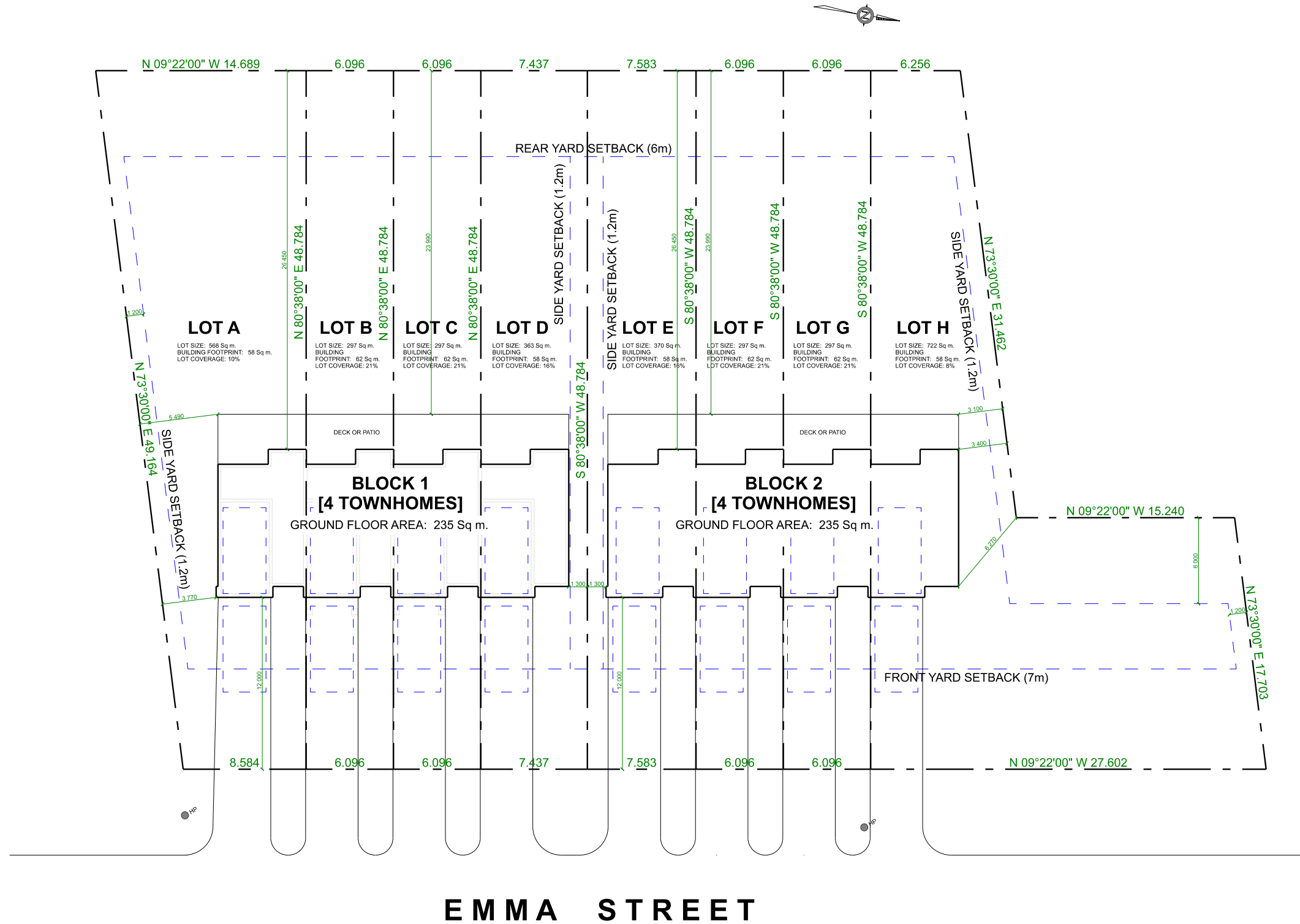
Figure
1

3. Proposed Development

The Proposed Development consists of two, four-unit townhouses (see **Figure 2**). As noted, the Subject Site is approximately 3,212 m² in size, which results in an overall floor space index of 0.48 and density of 25 units per hectare.

Each townhouse block is three levels with a gross floor area of approximately 771 m². Each unit contains three bedrooms, contributing to housing options for families. As demonstrated on **Figures 3 to 11**, the townhouses will be contemporary in style, utilizing the slope of the Subject Site to have the garage at the first level, while maintaining a walk-out back yard. A mix of materials will be used.

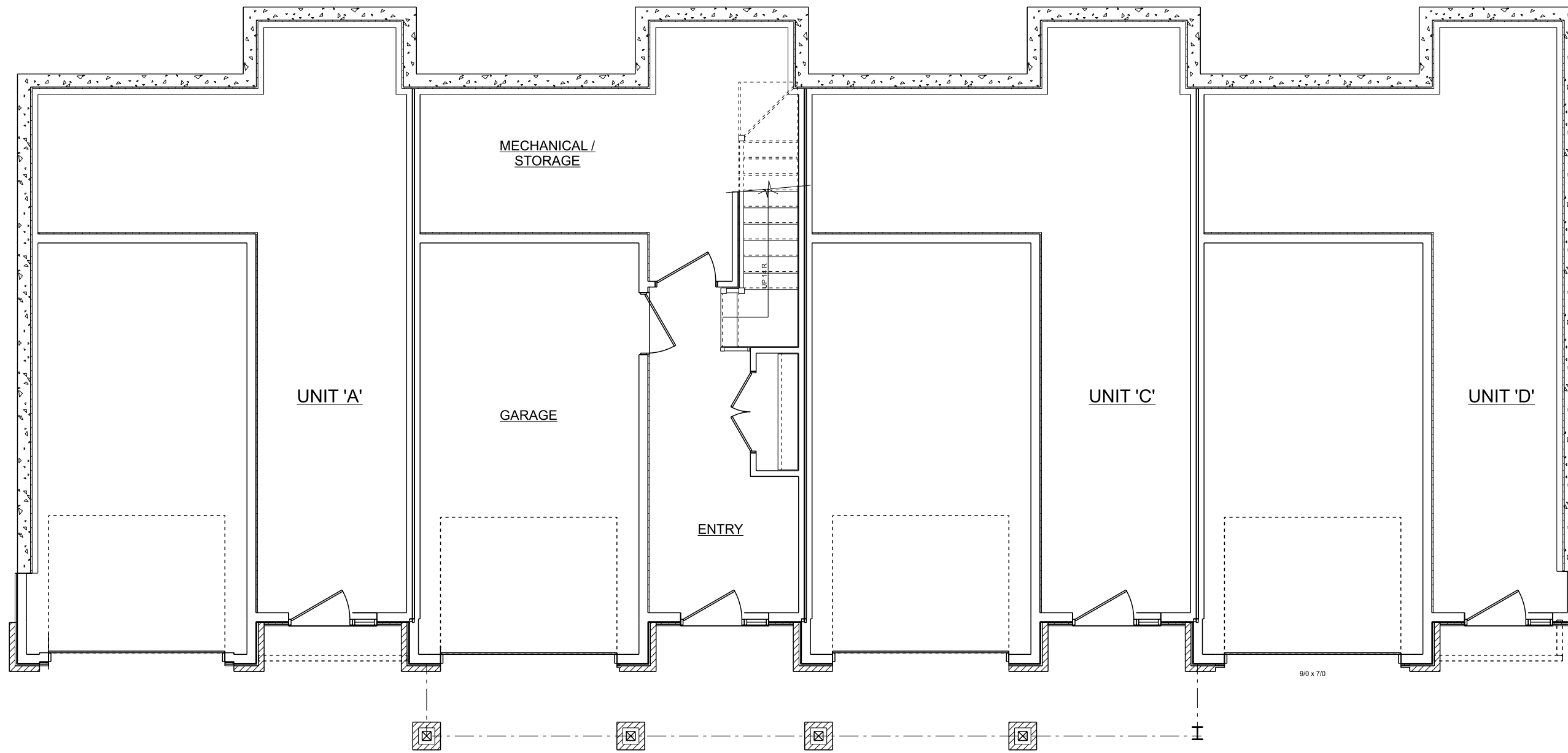
The townhouses are set back approximately 12 metres from Emma Street. The backyards of each unit are at least 23.9 metres in length, providing ample room for the peaceful and private enjoyment of the outdoors. Each unit is proposed to have a rear deck, with the interior units also having a front balcony. Renderings and elevations have been prepared. The units will be separated onto individual parcels through a future land division application. Each future lot has been designed to fit the proposed RM zone.





Concept
Source: Elevate Home Design (2022)

Figure
3



910 x 710

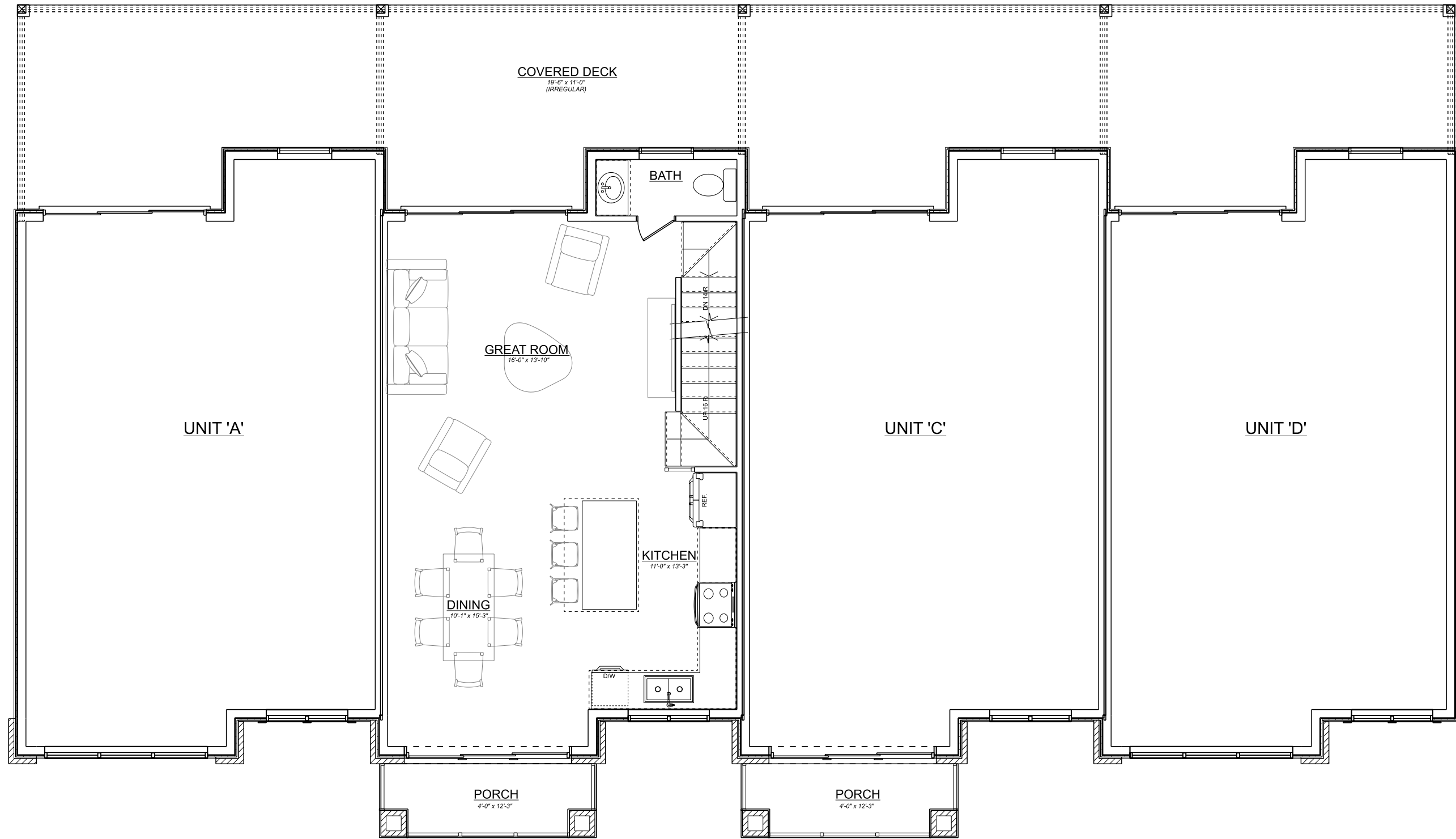
AREA SCHEDULE
 LEVEL 1 FINISHED AREA: 116 sq. ft.
 LEVEL 2 FINISHED AREA: 558 sq. ft.
 LEVEL 3 FINISHED AREA: 715 sq. ft.
 TOTAL AREA: 1390 sq. ft.

LEVEL 1
 SCALE: 1/4" = 1'-0"



Level 1
 Source: Elevate Home Design (2022)

Figure
4

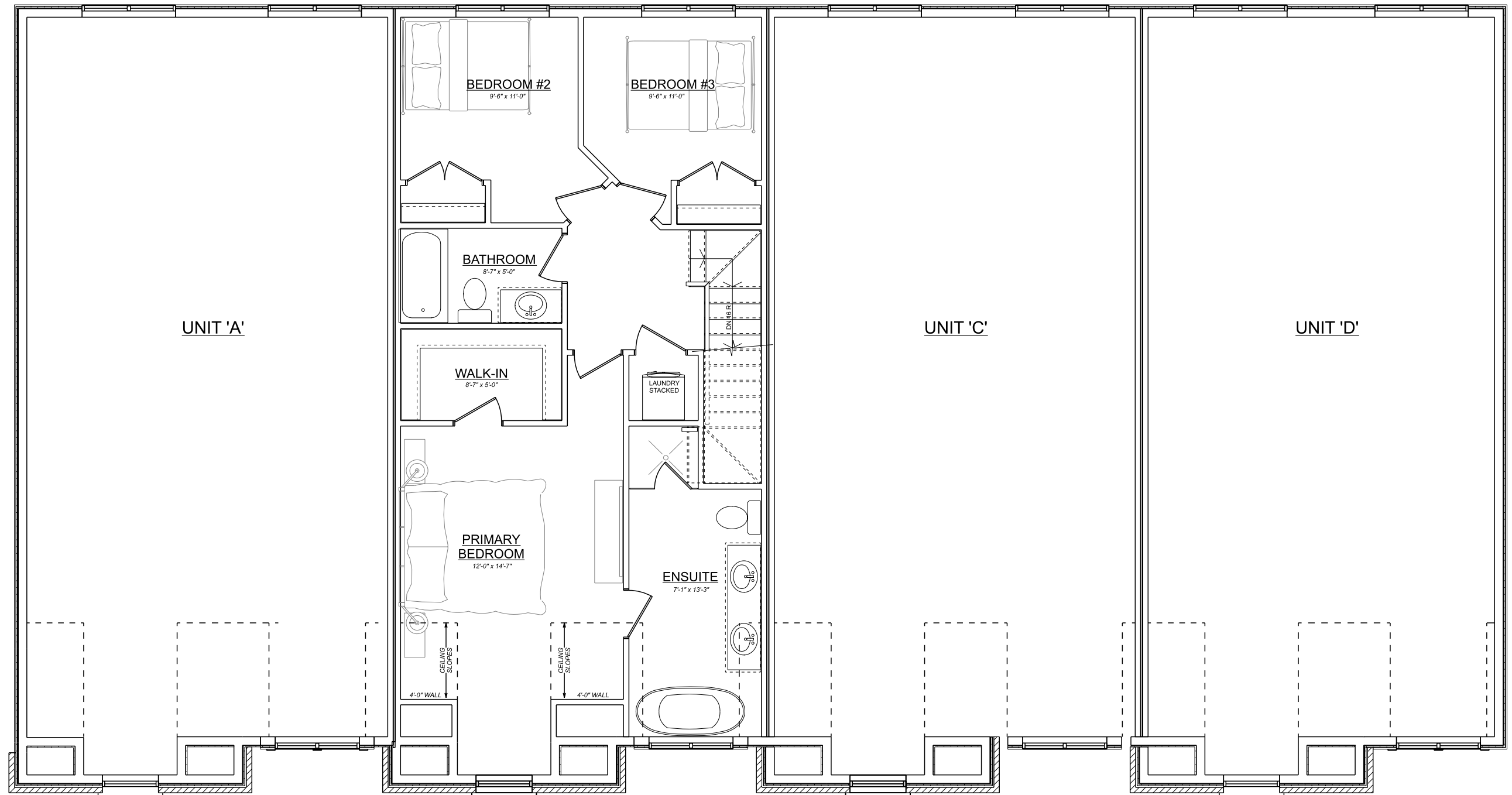


LEVEL 2
SCALE: 1/4" = 1'-0"

AREA SCHEDULE
LEVEL 1 FINISHED AREA: 116 sq ft.
LEVEL 2 FINISHED AREA: 558 sq ft.
LEVEL 3 FINISHED AREA: 715 sq ft.
TOTAL AREA: 1390 sq ft.



Level 2
Source: Elevate Home Design (2022)



LEVEL 3
SCALE: 1/4" = 1'-0"

AREA SCHEDULE
LEVEL 1 FINISHED AREA: 116 sq ft.
LEVEL 2 FINISHED AREA: 558 sq ft.
LEVEL 3 FINISHED AREA: 715 sq ft.
TOTAL AREA: 1390 sq ft.



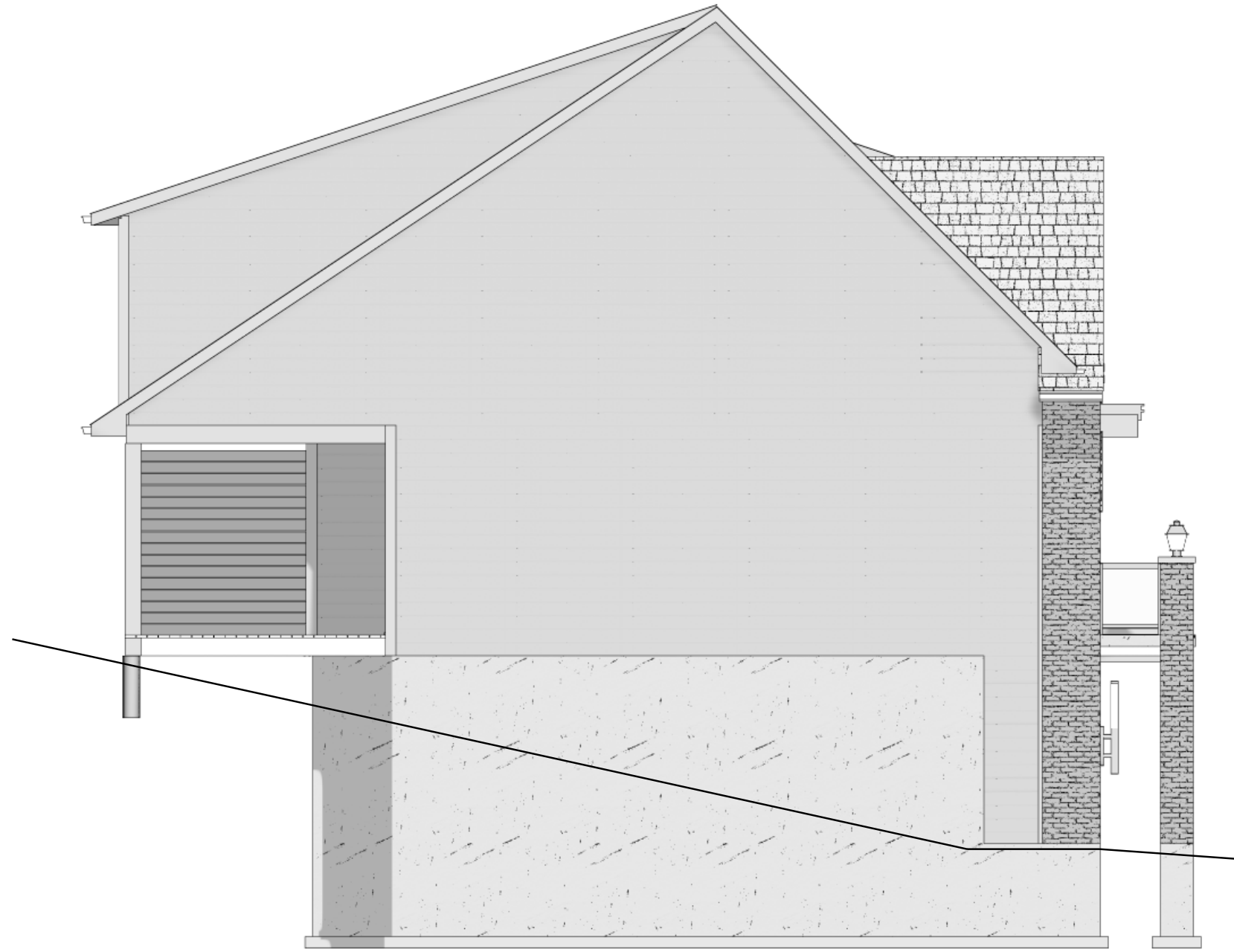


FRONT ELEVATION
 SCALE: 1/4" = 1'-0"



Front Elevation
 Source: Elevate Home Design (2022)

Figure
7



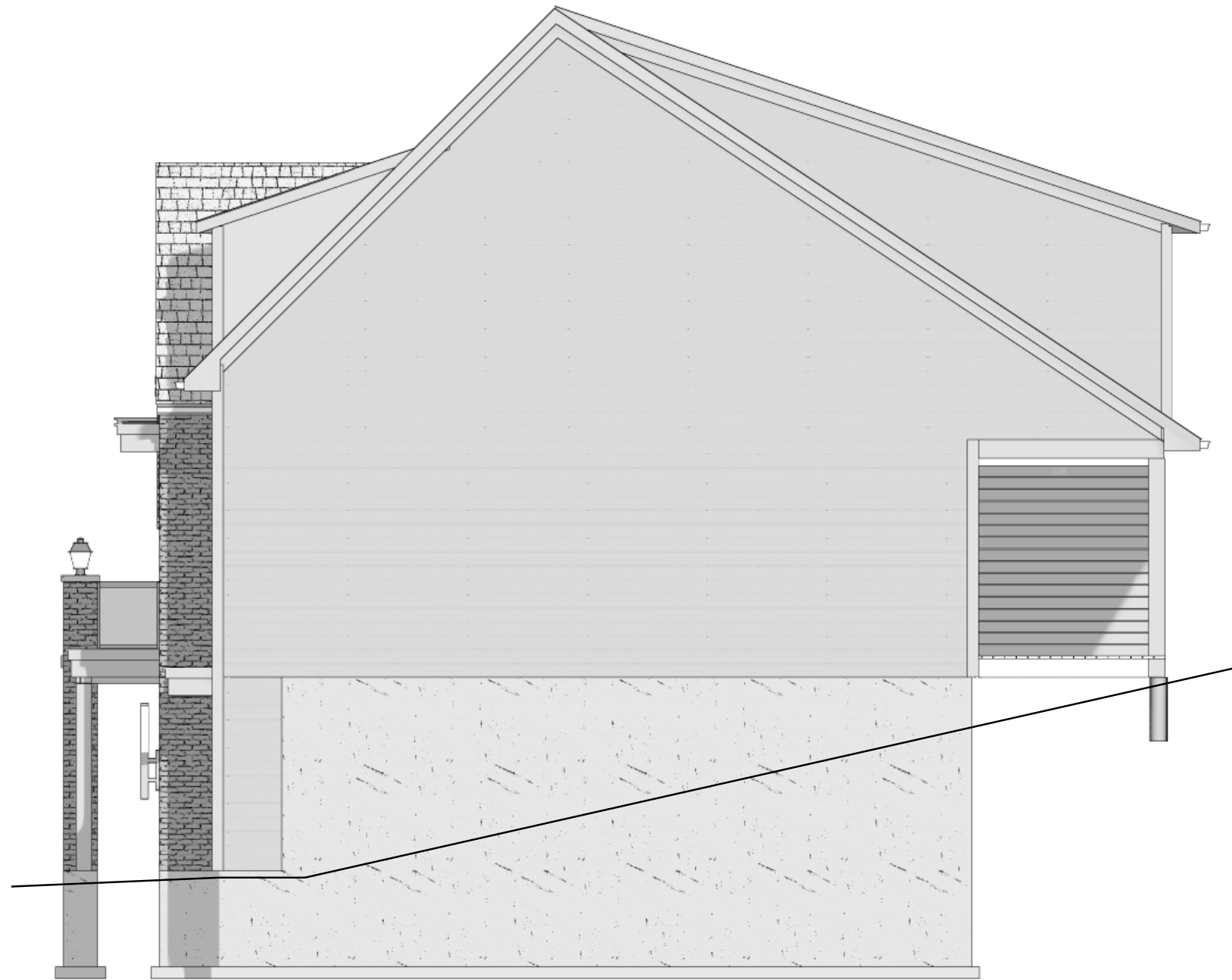
LEFT ELEVATION
SCALE: 1/4" = 1'-0"



REAR ELEVATION
SCALE: 1/4" = 1'-0"



Rear Elevation
Source: Elevate Home Design (2022)



RIGHT ELEVATION
SCALE: 1/4" = 1'-0"



Landscape Concept Plan
Source: GSP Group (2023)

4. Planning Policy and Regulatory Overview

4.1 Provincial Policy Statement

The Provincial Policy Statement (“PPS”) provides land use planning policy on matters of provincial significance. The 2020 PPS came into effect on May 1, 2020. The overriding vision of the PPS states that “*the long-term prosperity and social well-being of Ontarians depends on maintaining strong, sustainable and resilient communities for people of all ages, a clean and healthy environmental, and a strong and competitive economy*”.

The following specific PPS policies are relevant to the Subject Site and the Subject Applications.

Community Design

Section 1.1.1 of the PPS seeks the establishment of “healthy, livable, and safe communities” through:

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) *avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- h) *promoting development and land use patterns that conserve biodiversity; and,*
- i) *preparing for the regional and local impacts of a changing climate.*

Response: The Subject Applications are consistent with Section 1.1.1 of the PPS. The Proposed Development is an efficient use of the Subject Site and provides eight residential units, adding to the range and mix of housing options in Grand Valley. Environmental and human health will not be negatively affected by the development.

Settlement Area Land Use Patterns

Section 1.1.3.1 of the PPS directs that settlement areas are to be the focus of growth and development and that their vitality and regeneration shall be promoted.

Section 1.1.3.2.a) of the PPS directs that land use patterns in settlement areas are to be based on densities and a mix of land uses which:

- a) *efficiently use land and resources;*
- b) *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;*
- c) *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) *prepare for the impacts of climate change;*
- e) *support active transportation;*
- f) *are transit-supportive, where transit is planned, exists or may be developed; and*
- g) *are freight-supportive.*

Response: The Subject Applications are consistent with Sections 1.1.3.1 and 1.1.3.2a) of the PPS. The Subject Site is within the settlement area of Grand Valley, and the Proposed Development is an efficient use of land and can be adequately serviced. The Proposed Development efficiently develops an underutilized site in the Town, which will promote energy efficiency through higher-density development, and is in close proximity to the downtown.

Intensification and Compact Form

Section 1.1.3.3 of the PPS states *“Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.”* Section 1.1.3.4 of the PPS directs the promotion of that appropriate development standards *“which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety”*. Further, Section 1.1.3.6 identifies that new development in designated growth areas *“should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities”*.

Response: The Subject Applications are consistent with Sections 1.1.3.3, 1.1.3.4, and 1.1.3.6 of the PPS. The Subject Site is within the built-up area of Grand Valley, where compact built forms and densities to efficiently use infrastructure and public services facilities are directed. The Proposed Development that can be constructed without creating risks to public health and safety.

Housing

Section 1.4 of the PPS encourages the provision of an appropriate range and mix of housing types and densities by requiring municipalities to maintain a 10-year supply of land for residential intensification and redevelopment and directing development of new housing towards locations with appropriate levels of infrastructure and public service facilities.

Response: The Proposed Development is consistent with the Housing policies of the PPS as eight residential units will be added to the Grand Valley housing supply. The townhouse units proposed will add to the mix of housing options in the community and can be serviced by municipal infrastructure.

Sustainability

Section 1.8.1 of the PPS provides direction for environmental sustainability through land use and development patterns which:

- a) *promote compact form and a structure of nodes and corridors;*
- b) *promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;*
- c) *focus major employment, commercial and other travel-intensive land uses on sites which are well served by transit where this exists or is to be developed, or designing these to facilitate the establishment of transit in the future;*
- d) *focus freight-intensive land uses to areas well served by major highways, airports, rail facilities and marine facilities;*
- e) *encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;*
- f) *promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation and green infrastructure; and,*
- g) *maximize vegetation within settlement areas, where feasible.*

Response: The Subject Applications are consistent with Section 1.8.1 of the PPS. The Subject Site is within the settlement area and built-up area of Grand Valley and the

Proposed Development is compact in built form. The proximity to commercial uses can reduce car reliance for day-to-day tasks.

PPS Conclusion

The Subject Applications are consistent with the PPS. The Proposed Development is compact in form, efficiently utilizes the Subject Site, is appropriately located, can be appropriately serviced, and will not result in harm to the natural environment or human health.

4.2 Place to Grow: Growth Plan for the Greater Golden Horseshoe

The Province recently announced a new Growth Plan for the Greater Golden Horseshoe (“Growth Plan”) which came into effect in May 2019 and amended August 28, 2020. The Growth Plan provides an overall growth strategy for the Greater Golden Horseshoe region that complements the Provincial Policy Statement and is implemented by municipal planning documents. At the core of the Growth Plan are guiding principles for building compact, vibrant and complete communities; prioritizing intensification and higher densities, supporting a range and mix of housing options, planning and managing growth to support a strong, competitive economy; and optimizing the use of existing or planned infrastructure to support growth in a compact and efficient form.

The following policies are relevant to the Subject Applications:

Managing Growth

Section 2.2.1.2 directs the vast majority of growth to delineated settlement areas with municipal water and wastewater systems that can support complete communities. Section 2.2.1.4 encourages complete communities that include a mix of land uses, provide a diverse range and mix of housing that accommodate people at all stages of life and with all household sizes and incomes, and expand convenient access to a range of transportation options, public service facilities, recreation, and healthy food options. The development of more compact built form is encouraged.

Response: The Proposed Development conforms to the Managing Growth policies of the Growth Plan. The development will assist with meeting the County of Dufferin’s population forecast and will add eight residential units in a compact built form to a property that is fully serviced by municipal water and sewage. The Subject Site is in close proximity to the downtown, and the addition of townhouses adds to the range of housing options available in the Town of Grand Valley. The Proposed Development replaces a vacant plot of land with eight units providing for an efficient use of land and infrastructure.

Delineated Built-up Areas

Section 2.2.2.1 of the Growth Plan sets minimum intensification targets within the Delineated Built-up Areas. These targets are to be achieved by the time the next municipal comprehensive review is approved. The intensification target for Dufferin County is 40% of all residential development to occur within the delineated built-up area.

Response: The Subject Site is located within the identified Built-Up Area. The Proposed Development supports the intensification targets by providing a development that replaces multiple vacant plots of land with eight residential units. The overall intensification of the Subject Site supports the Growth Plan direction for additional growth and intensification within the delineated Built-Up Area.

Housing

Section 2.2.6.2 of the Growth Plan requires municipalities to support the achievement of complete communities by planning to accommodate forecasted growth, achieving the minimum intensification and targets of the Plan, considering the range and mix of housing options and densities of existing housing stock, and planning to diversify overall housing stock.

Response: The Proposed Development contributes to the achievement of density targets and range of options in the housing stock. According to the 2021 Census, of the 1,395 dwellings in Grand Valley, only 35 are row houses, with the overwhelming majority being single detached houses.

Protecting What is Valuable

Section 4 of the Growth Plan includes policies to protect water resources, natural heritage systems, hydrologic features and areas, public open spaces, the agricultural system, cultural heritage resources, and mineral aggregate resources. Climate change is identified as a priority, with municipalities directed to reduce greenhouse gas emissions and address climate change adaptation goals.

Response: The Subject Site is appropriate for development and conforms to the policies of Section 4 of the Growth Plan. The Subject Site does not include natural heritage or agricultural features, does not include mineral aggregate resources, and is not a public open space or contain cultural heritage resources. A Tree Management Plan has been prepared as part of this application.

The Proposed Development is identified as being within the flood fringe. Based on the record of pre-consultation, the regulatory flood elevation is at 455.39m. The entirety of the Subject Site is above this elevation. The Proposed Development will reduce greenhouse gas generation through accommodating more people in less space, and being in proximity to the downtown resulting in a reduction in automobile dependence. The Proposed

Development will provide appropriate stormwater management to control water quality and quantity impacts.

Growth Plan Conclusion

The Proposed Development is consistent with the policy directives provided by the Growth Plan. The development of the Subject Site supports intensification within the delineated Built-Up Area, does not cause any negative environmental impacts, plans for appropriate stormwater management infrastructure and introduces a form of housing underrepresented in the Town. The form of housing will provide opportunities for entry level home ownership, opportunities for those looking to downsize or new homeowners.

4.3 Dufferin County Official Plan

The Dufferin County Official Plan (“DCOP”) was adopted by the County of Dufferin on September 11, 2014, and received final approval from the Ministry of Municipal Affairs and Housing on March 17, 2015. The overall purpose of the DCOP is to provide *“upper-tier land use planning policies to manage growth and development within the County over the planning horizon. This Plan establishes the criteria for evaluating proposals for change and growth, based on a policy led system that focuses on the County’s long-term goals and objectives.”*

Growth and Settlement Area

Section 3 of the DCOP establishes the policy framework for Growth and Settlement Areas. The objectives of this section include:

- Promote a settlement structure which directs the majority of urban development on full municipal services to the County’s three urban settlement areas which include the: Town of Orangeville, Town of Shelburne and Town of Grand Valley urban area, and to a lesser extent to the community settlement areas, which are able to accommodate additional growth.
- Promote development patterns in settlement areas that efficiently use land, resources, infrastructure, and public service facilities, through compact urban forms, a mix of land uses and appropriate densities.
- Encourage opportunities for redevelopment, revitalization and intensification in appropriate locations and of a scale and character of development that is compatible with the community.

These objectives are further implemented by the policies of Section 3.3, Settlement Structure.

Response: The Subject Site is within the Urban Settlement Area of Grand Valley, as indicated on Schedule B of the DCOP (see **Figure 12**). The Proposed Development presents a development opportunity at an appropriate location and scale to the surrounding area, efficiently using land and infrastructure.

Section 3.4.2 provides intensification policies, including:

- a. *Recognize that there are limited opportunities for intensification, and the County will encourage intensification within the existing built boundary/built-up area wherever feasible and appropriate*
- b. *The County will encourage intensification within urban settlement areas and community settlement areas that is of an appropriate scale and character. Intensification will only be encouraged subject to other policies of this Plan, including the availability of servicing, and the protection of existing stable neighbourhoods.*
- c. *Local municipal official plans will identify appropriate locations and the type and form of intensification to be promoted. Intensification will include any of the following:*
 - ii. *infill residential development and new residential development of vacant land or underutilized land within the built-up area;*

Response: The Proposed Development is both feasible and appropriate for the Subject Site, conforming with the policy direction to intensify within the built-up area where possible. The scale and character of the townhouses is appropriate for the area, as townhouse developments are commonly found adjacent to single detached dwellings. The recently approved three storey building to the south of the Subject Site provides a further basis for higher density built forms in the area. Lastly, infill residential development is promoted on vacant land within the built-up area, including the Subject Site.

Infrastructure

Section 7 of the DCOP provides policy guidance for the integration of and efficient use of municipal infrastructure. The Servicing Brief submitted in support of this application finds that the Proposed Development can connect to existing municipal infrastructure.

Dufferin County Official Plan Conclusions

The Subject Applications are consistent with the policy framework provided by the DCOP. The Subject Site is located within the Grand Valley urban settlement area and within the delineated built-up area. The Proposed Development appropriately develops the Subject Site at a scale sensitive to the existing area.



Community Structure and Land Use
 Source: Dufferin County Official Plan, Community Structure and Land Use (2022)

Figure
12

4.4 Town of Grand Valley Official Plan

The Town of Grand Valley Official Plan (the “OP”) was adopted in 2006, receiving Minister approval in December 2009. The OP is “*intended to manage land use change in a manner that has the greatest positive impact on the Town.*”

Flood Plains

Section 4.1.3.2 of the OP provides the policies regarding flood plains. A small portion of the southernmost lot of the Subject Site is within the Flood Fringe as identified on **Figure 13**. The following policies apply to land within the Flood Fringe and settlement area:

Within those lands identified as the flood fringe as shown on Schedule A-2 as determined by the Grand River Conservation Authority, development and site alteration may be permitted, subject to appropriate flood proofing to the flooding hazard elevation and, where the effects and risk to public safety are minor so as to be managed or mitigated in accordance with provincial standards which achieve the following:

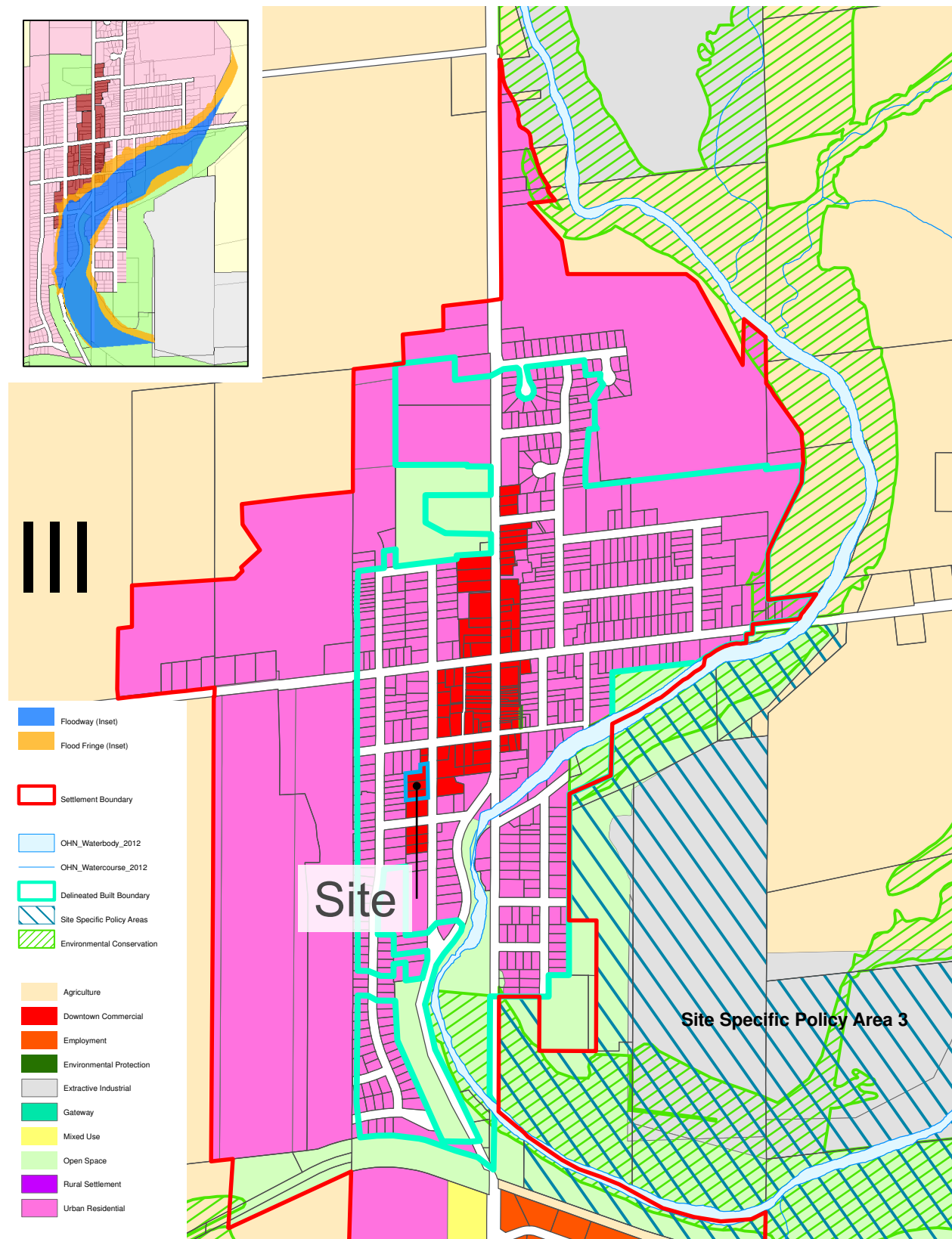
- i. development and site alteration is carried out in accordance with floodproofing standards, protection works standards and access standards;*
- ii. vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies;*
- iii. new hazards are not created and existing hazards are not aggravated; and*
- iv. no adverse effects will result.*

Response: Site alteration will be carried out in accordance with necessary floodproofing standards, which will be confirmed in future applications. Based on the record of pre-consultation, the regulatory flood elevation is at 455.39m. The entirety of the Subject Site is above this elevation, resulting in safe access to each unit.

Land Use Designations

As indicated on Appendix B of the OP, the Subject Site is designated as Downtown Commercial (see **Figure 13**). The Downtown Commercial designation generally includes commercial and service establishments within the downtown area included in the Downtown Commercial designation. Commercial, residential, institutional, and recreational uses are all permitted within this designation, with residential uses only being permitted above commercial or institutional uses.

Response: Based on the permitted uses of the Downtown Commercial land use designation, an Official Plan Amendment is required to permit the Proposed Development.



Source: Town of Grand Valley Official Plan Schedule A-2 (2016)

The Subject OPA proposes to change the land use designation to the Urban Residential designation in order to permit the Proposed Development. The following objectives are provided for this designation:

- a) *to provide for a range of housing forms in order to meet the varied needs of existing and future residents;*
- b) *to ensure the rate of growth is appropriate for the settlement area;*
- c) *to encourage urban design that is in keeping with the character of the existing village;*
- d) *to create a compact urban area that can be serviced by municipal water and wastewater systems; and*
- e) *to encourage an adequate supply of housing for vulnerable populations*

Further, Section 5.3.4 provides the development policies for the Urban Residential land use designation, stating that *“All new development within the Urban Residential designation shall be on municipal water and wastewater systems, in accordance with section 6 of [the OP].”*

Response: The Proposed Development implements the objectives of the Urban Residential designation and conforms to the development policy. The townhouse dwellings contribute an underrepresented form of housing to the Town, which will maintain the character of the surrounding area. The development is compact and will efficiently use municipal services.

Growth Management

Section 8 of the OP provides the policies regarding Growth Management. Section 8.4 states that *“It is the intent of this Plan to direct the majority of growth to the Settlement Area where it will be developed on municipal water services and municipal sewage Services.”*

Appendix C of the OP demonstrates that the Subject Site is within the Intensification Area of the Town (**Figure 14**). Section 8.5 states that *“The Intensification Area is the area to be the focus for accommodating intensification, infill, redevelopment, expansions, and development of vacant or underutilized lots.”*

Section 8.5.1.2 lists the objectives of the built-up area as encouraging new growth where capacity exists to accommodate population and employment through intensification, encouraging the redevelopment of the downtown area, and planning for lands, buildings, and structures that support the quality of life for people and community.

Response: The Subject Site is located within the settlement area, built-up area, and intensification area of Grand Valley. The Proposed Development contributes conforms to the policy direction to intensify these areas, efficiently developing an underutilized site.

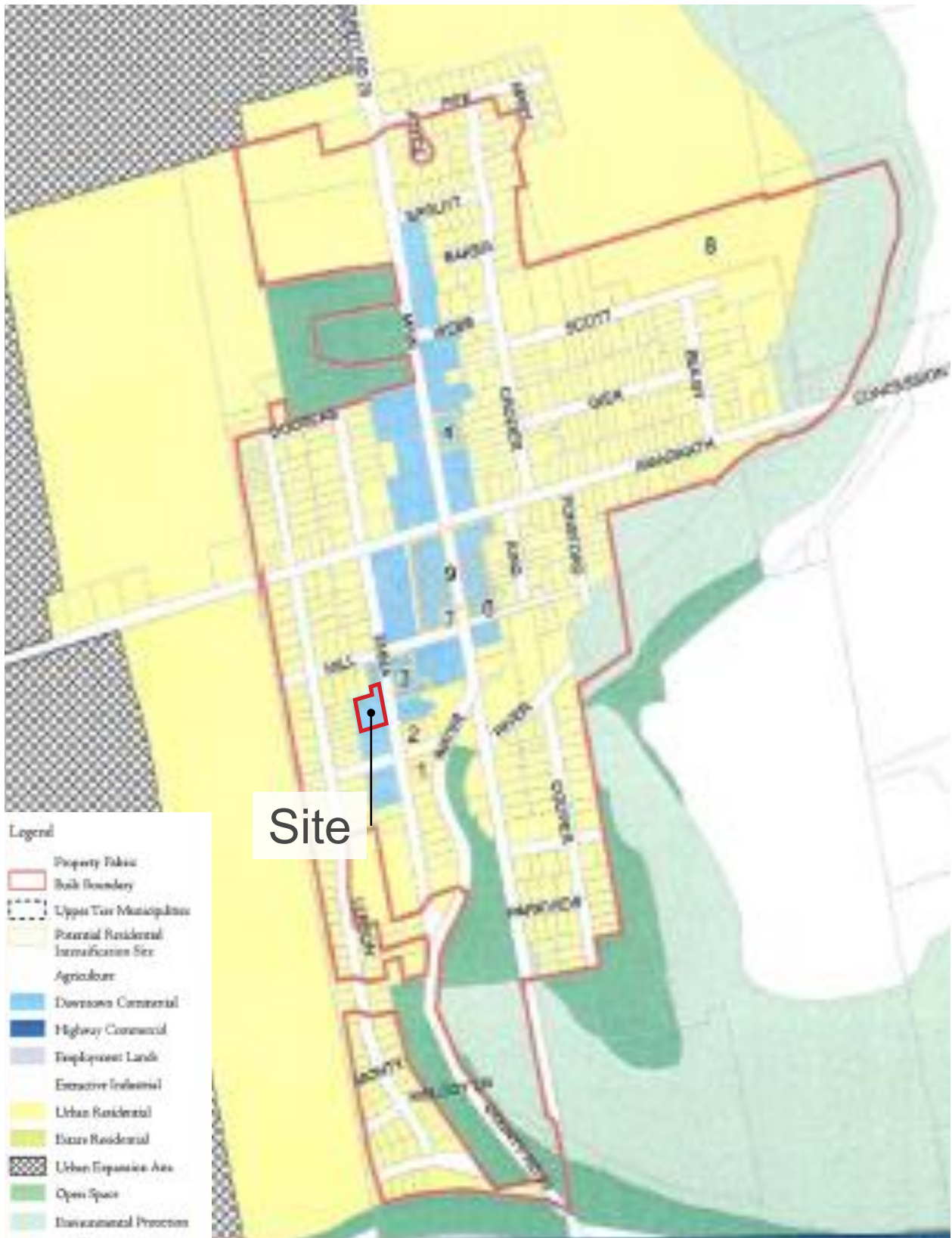
Wellhead Protection Area

The Subject Site is located within a wellhead protection area (**Figure 15**). Based on the OP, the Town will pre-screen development applications to determine if there is a potential for a prescribed significant drinking water threat, and if so, forward to the Risk Management Official (RMO) for review and further processing.

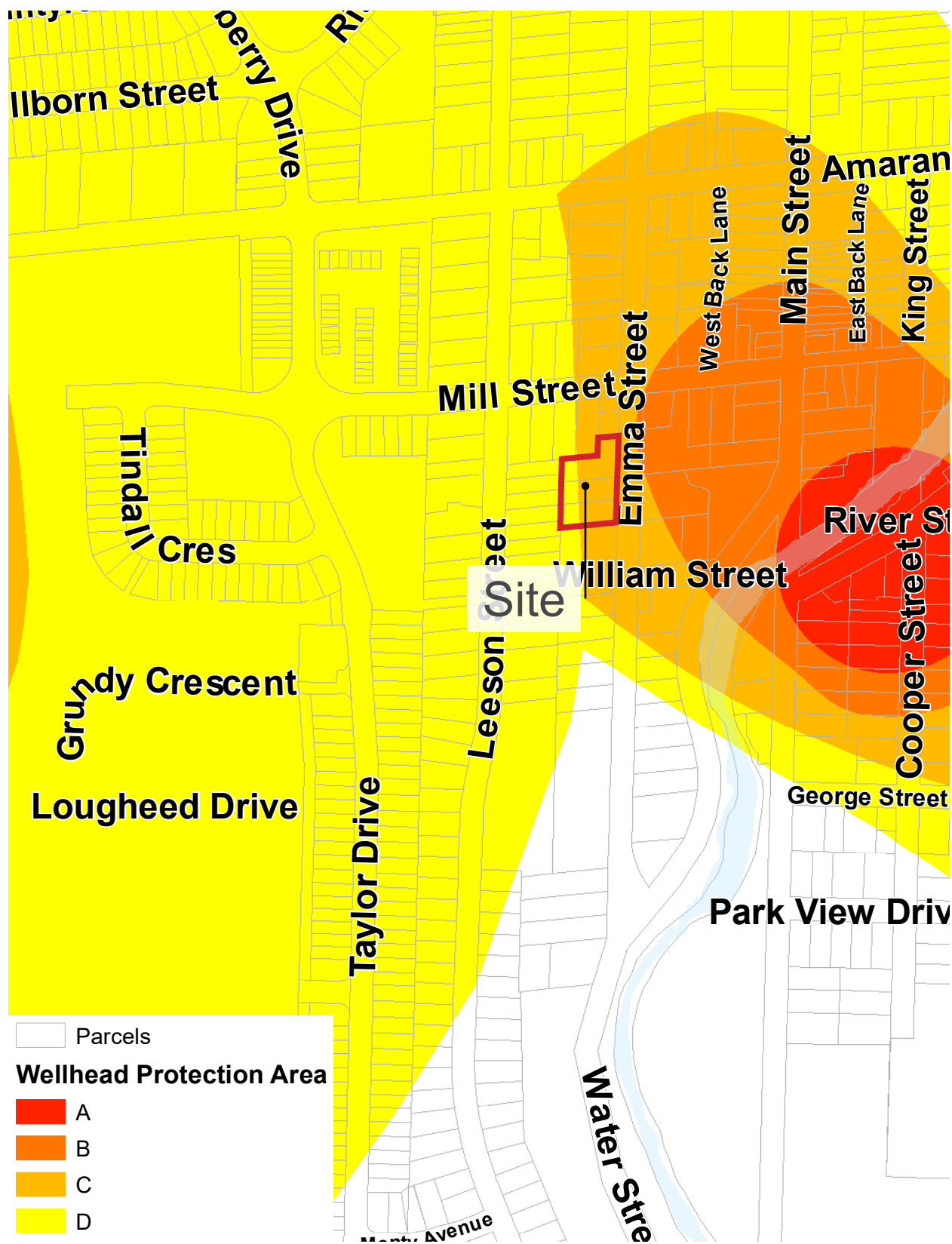
Response: Based on the pre-consultation materials provided by BluMetric, there are no existing significant threats to drinking water on the Subject Site. It is recommended that the Town incorporate existing Education and Outreach materials as part of the approval package. In addition, it is recommended that in the review process, the Town consider and request that Low Impact Development (LID) practices be implemented with the aim to protect both water quantity and water quality. Potential LID measures will be discussed with the Town through future permit applications.

Town of Grand Valley Official Plan Conclusions

The Subject Applications are consistent with the policy framework provided by the OP. The Proposed Development develops land within the built-up area in a compact form and on municipal services. The Subject Site is located within the Intensification Area, further establishing the appropriateness of redevelopment for townhouse uses.



Site



Wellhead Protection Area
Source: Town of Grand Valley Zoning By-Law (2022)

Figure
15

4.5 Urban Design Analysis

Development Overview

The Proposed Development consists of two townhouse blocks, each containing 4 units. Each unit has an individual driveway that is 12 metres in length, providing sufficient room for vehicle parking in addition to the garage provided for each unit. The backyards of each unit are at least 23.9 metres in length, providing ample room for private enjoyment of the outdoors. Landscaped areas will be located along the Emma Street frontage, side yards and rear yard. Streetscaping and built form will define the street edges, reinforce the human-scale and encourage animated block edges.

The Proposed Development will support and encourage intensification, through incorporating housing diversity which will be complementary to the surrounding context. The development will integrate with the character and block pattern of the neighbourhood to the west by incorporating high quality architecture and urban design principles. Furthermore, the Proposed Development will enhance the streetscape condition of Emma Street as the townhouse blocks are oriented to face Emma Street, contributing to an improved visual appeal.

Built Form

The Proposed Development will consist of three levels, taking advantage of the slope of the Subject Site by placing the garage at the first level while retaining a walk-out backyard and incorporating two levels above. The proposed townhouses are set back 12 meters from the street-facing property lines and at least 3.85 meters and 4 meters from the side yards. Each townhouse is accessed through a weather-protected overhead canopy. There is a play of recessed and projecting elements to break the visual mass of the building, a combination of building materials, and strategic placement of large windows and building articulation to create an animated building form. There are balconies for the two townhouse units in the middle to enhance the overall design.

These setbacks ensure that a consistent “street wall” is maintained and are intended to animate the streets while providing sufficient space for landscaping and driveways. The ground floor area for each townhouse block is 233 square metres in area. The unit entrances are recessed and designed to be weather protected.

Streetscape and Landscape Design

The landscape design will contribute to improvements to the Emma Street streetscapes and around the edges of the building; landscaping on the Subject Site is generally limited to such areas given the form and footprint of the building.

The landscape design will be seamlessly integrated with the building design to ensure it does not obstruct building entrances but instead complements the existing streetscape, framing and delineating entrances through paving treatments and landscaping. To enhance the pedestrian experience, weather protection elements and strategically placed building overhangs will be incorporated across the Subject Site. Tree planting and shrub/perennial plantings will animate the streets and serve as screens for undesirable views, such as utility equipment. Additional tree plantings along the Subject Site's perimeter will provide privacy.

Water-efficient and drought-resistant landscaping, including native planting materials, will be considered to promote sustainability. Each townhouse unit's rear yard will feature patio spaces with privacy screens. Retaining walls will be proposed along the property's perimeter and between the two townhouse blocks, as indicated in the civil drawings. To provide privacy and delineate between properties, board-on-board fencing will be installed on the outer side of the retaining walls along the property's perimeter.

Conclusion

The Proposed Development's placement, scale, massing and character are compatible with the surrounding neighbourhood character. The proposed built form succeeds in enhancing the character of the Site, while still being respectful of the surrounding context. The design features an appropriate height and scale that defines the public realm with good proportion. The proposed townhomes will have a high standard of design and quality. There are no blank walls proposed for this building, as all visible facades of the building contain projections and recessions as well as more than one type of material used.

In conclusion, the Proposed Development fits well within the surrounding context, offering a low-rise form that enhances the public realm and aligns with the area's characteristics, all while increasing local density and housing options.

4.6 Town of Grand Valley Zoning By-law

The Subject Site is zoned CD and CD(F)-3 in the Town of Grand Valley Zoning By-law (see **Figure 16**). The CD zone permits a range of commercial uses, as well as apartment uses if the dwellings are above or behind a permitted non-residential use. The Flood Fringe zone indicates that certain site requirements must be met, listed below.

- i. the habitable floor space elevation of the dwelling unit shall be located above the regulatory flood level;*
- ii. all building openings shall be above the regulatory flood level, and shall be flood proofed;*

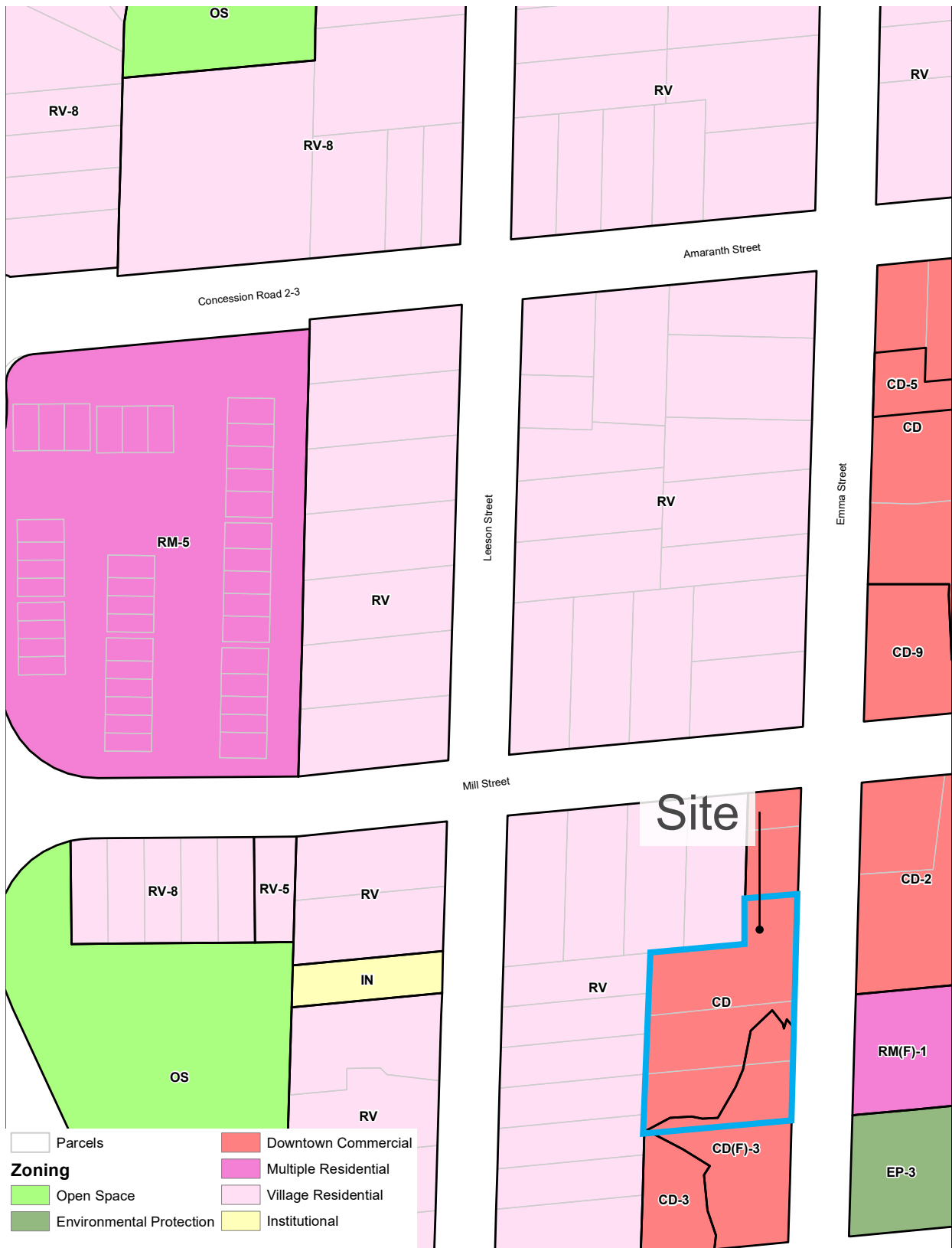
- iii. *no basement shall be constructed;*
- iv. *mechanical, electrical, and heating equipment shall be located above the regulatory flood level; and,*
- v. *a permit shall be required in accordance with GRCA Reg. 150/06 for any development.*

Based on the record of pre-consultation, the regulatory flood elevation is at 455.39m. The entirety of the Subject Site is above this elevation. As a result, the habitable floor space elevation, all building openings, mechanical, electrical, and heating equipment are all above the regulatory flood level. No basements are proposed. A GRCA permit will be applied for in the future. Therefore, all provisions of the Flood Fringe zone are or will be met.

The Exception permits an existing wood manufacturing establishment, including the manufacturing and retailing of trim and moulding and wood specialty products. This exception is not required to remain on the Subject Site.

Based on the permitted uses in the CD zone, a Zoning By-law Amendment is required to permit the Proposed Development. It is proposed that the Subject Site be rezoned to the RM zone. The following table outlines the provisions of this zone:

RM Zone Provision	Required	Provided
Minimum Lot Area (Interior Lot)	0.02 ha	0.029 ha
Minimum Lot Area (Exterior Lot)	0.04 ha	N/A
Minimum Lot Frontage (Interior Lot)	6 m	6 m
Minimum Lot Frontage (Corner Lot)	15 m	N/A
Minimum Front Yard	7 m	12 m
Minimum Interior Side Yard	1.2 m	1.3 m
Minimum Exterior Side Yard	4.5 m	N/A
Minimum Rear Yard	6 m	23 m
Maximum Lot Coverage	40%	21%
Maximum Height	12 m	11 m



5. Technical Summaries

5.1 Noise Study

A Noise Study was prepared by Jade Acoustics to assess potential noise impacts on the Proposed Development. Both transportation and stationary sources were assessed.

Regarding transportation noise, Emma Street and Mill Street are determined as low traffic volume corridors and considered acoustically insignificant. Truck routes were considered using the Transportation Master Plan, and ultimately it is concluded that traffic noise is within acceptable standards.

Regarding stationary noise, the neighbouring Hydro One transformer is determined to be acoustically insignificant. The adjacent Barclay Trim and Mouldings was investigated, and it is determined that no sound mitigation measures are required on the Subject Site. A proximity warning to future owners/tenants is recommended.

5.2 Servicing Brief

A Servicing Brief was prepared by Moore Excavating to review the required servicing for the Proposed Development. Storm water, sanitary sewer, and water services are the primary areas of focus.

The Brief concludes that storm water will be directed to new sewers in the right of way, and that quantity control is not recommended. A gravity storm service will be provided to each unit. Regarding sanitary sewer, extensions will be put in place to connect the individual units perpendicular to the sanitary main. Lastly, water services will be provided to each unit, utilizing existing services where possible.

5.3 Geotechnical Investigation and Slope Stability Assessment

A Geotechnical Investigation and Slope Stability Assessment was prepared by CMT Engineering to assess the subsoil conditions and slope stability of the Subject Site.

The subsurface conditions are suitable to support conventional foundations. The existing slopes are considered stable and the Report provides measures to ensure stable slopes through construction.

5.4 Phase 1 Environmental Site Assessment

A Phase 1 Environmental Site Assessment (ESA) was prepared by Criterium-Jansen Engineers to identify actual and potential site contamination. The ESA concludes that

there is no evidence of recognized environmental conditions in connection with the property; however, there is a Certificate of Prohibition on the Site by the Ministry of the Environment and there could be wildlife protection regulations that are applicable to the Subject Site. Based on this conclusion, a site screen technical memorandum was prepared.

5.5 Site Screening Technical Memorandum

A Site Screening Technical Memorandum was prepared by EnVision to recommend mitigation measures to address potential impacts to natural heritage features and functions found on and within the area of influence of the Proposed Development.

The Memorandum finds that the Proposed Development will not have a negative impact on any Significant natural heritage features or functions associated with the Subject Site and Study Area of the Memorandum, provided that the recommended mitigation measures specified in the Memorandum are implemented through construction. The Proposed Development is determined to be consistent with the environmental protection legislation, policies and regulations at the provincial, regional and local levels.

6. Subject Applications and Rationale

6.1 Subject Official Plan Amendment

The Subject Site is currently under the Downtown Commercial land use designation of the OP. An Official Plan Amendment is required to permit the Proposed Development. It is proposed that the land use designation be changed to the Urban Residential designation. No site-specific policies are necessary to implement the Proposed Development.

6.2 Subject Zoning By-law Amendment

The Subject Site is currently zoned CD and CD(F)-3 in the Town of Grand Valley Zoning By-law. A Zoning By-law Amendment is required to permit the Proposed Development. It is proposed that the Subject Site be rezoned to the RM zone to permit the proposed townhouse units. No site-specific exceptions are necessary to implement the Proposed Development. The Flood Fringe (F) zone will be maintained as currently delineated, and as required.

6.3 Subject Application Rationale

Land use designation change from Downtown Commercial to Urban Residential

A land use designation change from the Downtown Commercial to Urban Residential designation is required as the Downtown Commercial designation does not permit stand alone residential uses. As directed by the OP, this is to maintain the character of the Downtown Commercial Core.

The Subject Site is on the periphery of the area designated Downtown Commercial, and is currently vacant. The development of the Subject Site for townhouse dwellings would not compromise the character of the Downtown Commercial core, which is primarily located along Water Street to the east and north of the Subject Site. Further, Emma Street does not currently feature the small-scale or granular commercial offerings of a Downtown Commercial area. Additionally, as the Subject Site is currently vacant, no commercial or retail uses are being removed from the current commercial supply.

Adjacent to the north of the Subject Site is a Hydro One transformer. It is not anticipated that there are any land use compatibility concerns with this adjacent use. The Noise Study does not indicate that the transformer will be a noise concern. This is further demonstrated through the existing residential uses adjacent to the transformer property. In reviewing the setback information available from Hydro One, the power lines along Emma Street must be 4.8 metres away from any building, which is achieved by the Proposed Development.

The PPS, Growth Plan, DCOP, and OP all direct for compact built forms and residential intensification within settlement areas and the built-up area, that efficiently use existing municipal services and contributes to the range of housing available in the Town. The Proposed Development is consistent and in conformity with these policies.

Zone change from the CD and CD(F)-3 zones to RM(F).

A zone change from the Downtown Commercial to the Multiple Residential zone implements the Subject OPA. The RM zone is the only zone that permits townhouses, and as such is the zone that implements the Proposed Development. The Proposed Development is compatible with the existing character of the surrounding area, which is one in transition. With the approval of the three storey building to the south, compact built forms are coming to the area. Townhouses are commonly located adjacent both low-rise apartments as well as single detached houses, and will contribute towards the lack of attached housing forms in the Town. The Flood Fringe (F) will be maintained where applicable.

7. Public Consultation Strategy

As part of the application package, the *Planning Act* requires a Public Consultation Strategy to outline opportunities for members of the public to be involved in the processing of the Subject Application. The Applicant is proposing to utilize the public process provided in the *Planning Act*.

In accordance with Sections 17(15), 17(17), 17(19), 17(21), 34(12) and 34 (13) of the *Planning Act*, the Town of Grand Valley provides public notice of the applications in the prescribed manner and holds a Statutory Public Meeting as part of a regularly scheduled Council Meeting. Any individuals or property owners that request further notification regarding the applications would be formally notified by the Municipality as to the time and location when the Town of Grand Valley Council will be considering the application.

8. Conclusion

GSP Group Inc. has been retained by Sheldon Creek Developments to coordinate and prepare the submission of a Planning Justification Report for Official Plan Amendment and Zoning By-law Amendment applications for 40-60 Emma Street. The Subject Applications are necessary to permit the redevelopment of property for eight townhouse units.

At the pre-application consultation meeting with the Town of Grand Valley on November 22, 2023, the preliminary concept design for the Subject Site was presented and the Town provided requirements for the proposed planning application. From this meeting, the Town identified the complete application requirements, including a Planning Justification Report, which is to include an Urban Design Analysis. All necessary reports and studies have been completed and are submitted in support of the development applications.

This Planning Justification Report concludes that the proposed Official Plan Amendment and Zoning By-law Amendment applications are appropriate and represents good planning for the following reasons:

- They are consistent with the policies of the Provincial Policy Statement (2020);
- They conform to the policies of the Growth Plan for the Greater Golden Horseshoe;
- They conform to the policies of the County of Dufferin Official Plan;
- They conform to the intent of the Town of Grand Valley Official Plan;
- The Proposed Development will provide for the redevelopment of an under-utilized site within the built-up area of Grand Valley;
- The Subject Site can be serviced through proposed service connections to the existing sanitary and water networks;
- The technical work provided as part of this application indicate the Subject Site is suitable for safe development; and,
- Approval of the Subject Applications will permit development that is appropriate and compatible with the surrounding context and contribute to the range of housing options available in the Town.

It is therefore our opinion that the Subject Applications are appropriate, represent good planning, and should be approved.



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Planner