

Planning Justification Report

**19 Elm Street and 13
Mountain Street**
Town of Grimsby

Prepared For
Valentine Coleman 1 Inc. and
Valentine Coleman 2 Inc.

May 2021



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This Planning Justification report has been prepared in support of applications by Valentine Coleman 1 Inc. and Valentine Coleman 2 Inc. (the “owner”) to amend the Town of Grimsby Official Plan and Zoning By-law No. 14-45, as amended, in order to permit the redevelopment of a 0.32 hectare land assembly located at the northeast corner of Elm Street and Mountain Street in Downtown Grimsby.





1

Introduction

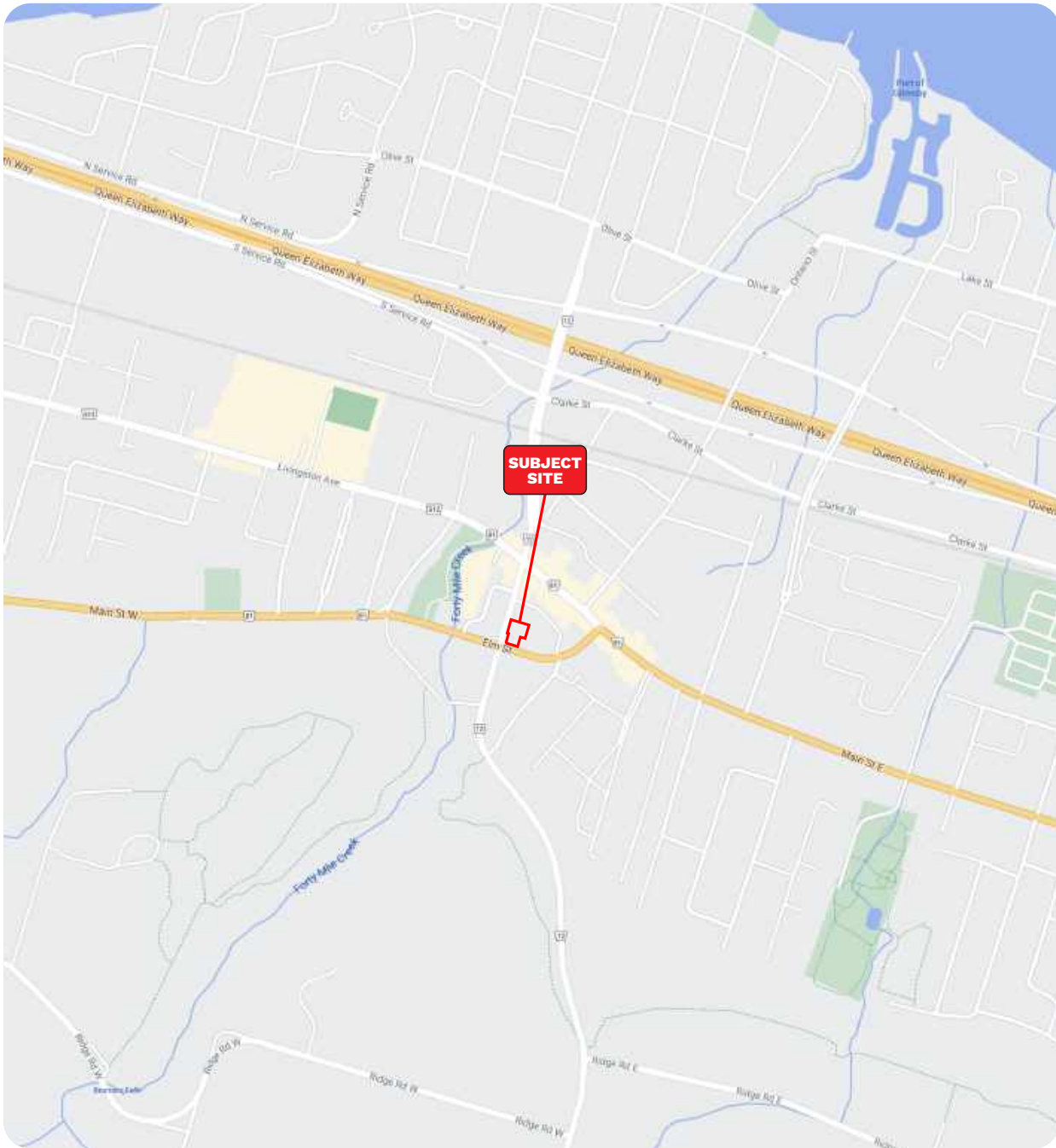


Figure 1 - Location Map

This Planning Justification report has been prepared in support of applications by Valentine Coleman 1 Inc. and Valentine Coleman 2 Inc. (the "owner") to amend the Town of Grimsby Official Plan and Zoning By-law No. 14-45, as amended, in order to permit the redevelopment of a 0.32 hectare land assembly located at the northeast corner of Elm Street and Mountain Street in Downtown Grimsby (the "subject

site"). Municipally known as 19 Elm Street and 13 Mountain Street, the subject site is located generally south of the Main Street commercial core and north of the Niagara Escarpment (see **Figure 1**, Location Map).

The subject site is currently developed with a former church building at 19 Elm Street that was previously converted for commercial and subsequently community uses (the "Woolverton Hall"), a 2-storey former residential dwelling at 13 Mountain Street that is currently used for commercial and residential purposes (the "Woolverton House"), and a smaller 2-storey vinyl sided structure at the rear of 13 Mountain Street used for commercial purposes. The official plan and zoning by-law amendment applications would permit the careful redevelopment of the subject site with a new 7-storey mid-rise residential building, while integrating and adaptively reusing the majority of the existing Woolverton Hall and Woolverton House for commercial and community uses and introducing significant areas of publicly accessible open space (the "proposal" or "proposed development"). Overall, the proposal will result in 462 square metres of existing, improved and new non-residential gross floor, along with 74 residential dwelling units. The resulting proposed density is 2.3 times the area of the lot.

This report concludes that the proposal is consistent with the planning framework established in the Provincial Policy Statement (the "PPS") and conforms to the policies of A Place to Grow: Growth Plan for the Greater Golden Horseshoe, as amended (the "Growth Plan), the Greenbelt Plan, the Niagara Escarpment Plan, the Niagara Regional Official Plan (the "Regional OP") and the Town of Grimsby Official Plan (the "Grimsby OP").

This report also includes a detailed summary of consultation efforts undertaken to date as well as the planned consultation approach moving forward to support the applications. Comments and input collected prior to the submission of these applications has informed the current design as presented in the application materials. Throughout the formal review process, the owner will continue to work with municipal staff, local councillors, and interested community members to inform future changes to the proposed development.

From a land use planning perspective, the proposed development will contribute to the achievement of numerous policy objectives at both the provincial, regional and local levels

that promote intensification and the creation of complete communities within built-up areas. The proposal will establish a southern gateway into the Downtown at the intersection of Mountain Street and Elm Street and will contribute to the ongoing evolution of the downtown core and the cultural landscape within Grimsby. The existing use of the subject site for low-rise commercial and community uses with substantial surface parking areas represents a significant underutilization of land within the Downtown, along an arterial road and within a community that is well served by schools, restaurant and retail spaces, employment opportunities, supportive services and excellent access to outdoor recreational space.

From a built form and urban design perspective, the proposal represents an appropriate design response to the locational characteristics of the subject site, establishing a building height, massing and setbacks that are contextually appropriate for the existing and planned surrounding context. The integration of the existing buildings into the base levels of the new mid-rise building, along with the introduction of a new publicly accessible "village square" space between the key buildings of the Woolverton Hall and Woolverton House, will create a unique architectural addition to the Downtown that will set a high standard for future developments. Accordingly, it is our opinion that, while varying slightly from the prescribed built form and massing permissions of the Grimsby OP, the proposal will successfully implement the objectives of the design policies for the Downtown District by enhancing the livability and physical appeal of the Town through the introduction of new high quality spaces and buildings that will contribute to the built environment and provide visual diversity, interest and beauty, all while achieving the Town's intensification and growth objectives.

For the foregoing reasons, it is our opinion that the proposal represents good planning and urban design in accordance with the in-force provincial, regional and local planning framework, and, accordingly, we recommend approval of the subject official plan amendment and rezoning applications.

An aerial photograph of a town, heavily filtered with a red color. In the foreground, there are trees with sparse, brownish leaves. The middle ground shows a dense residential area with many houses. In the background, a large body of water is visible under a hazy sky. A white circle with a thick border is positioned on the left side of the image, containing the number '2' in white.

2

Site & Surroundings

2.1 SUBJECT SITE

The subject site is located on the northeast corner of Elm Street and Mountain Street in the Town of Grimsby ("Grimsby" or the "Town"), within the Regional Municipality of Niagara ("Niagara" or the "Region"). An assembly of two properties, the subject site has a collective site area of approximately 3,188 square metres (0.32 hectares). The assembly is generally rectangular in shape; however, the property fronting onto Mountain Street extends eastward to a greater depth than the width of the property fronting onto Elm Street, resulting in an irregular upside-down "L" shaped site. Notwithstanding this irregular configuration, the subject site has a combined frontage of approximately 32.9 metres along Elm Street and 70.5 metres along Mountain Street.

In terms of topography, there is a moderate increase in grade from the north end to the south end of the subject site. As such, there is an existing retaining wall that runs along the property line between the two properties that make up the assembly. There are several existing small trees and shrubs on the subject site, generally located adjacent to the south façades of the existing structures and along the east property line (see **Figure 2**, Site Aerial).



Subject Site - 19 Elm Street, View looking east



Subject Site - 13 Mountain Street, View looking east

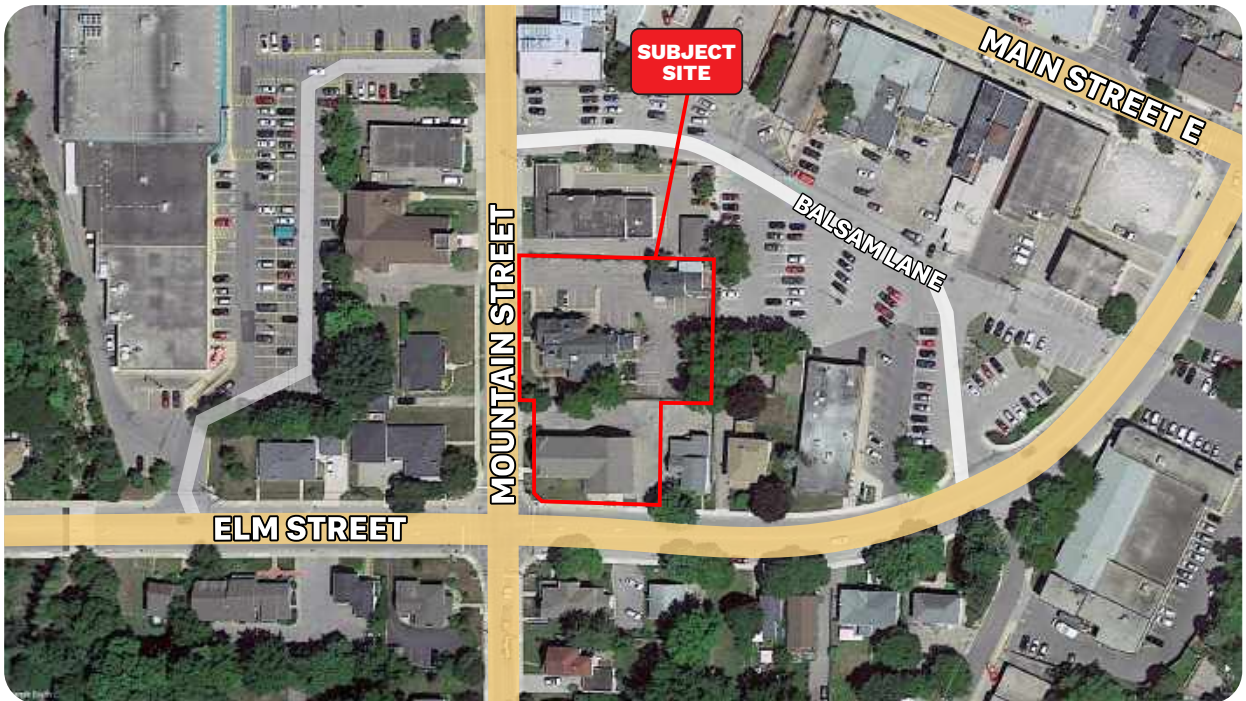


Figure 2 - Aerial of Subject Site

The subject site is currently occupied by three low-rise buildings and substantial paved surface parking areas. At 19 Elm Street, the Woolverton Hall is a two-storey former Baptist church that was initially constructed in 1880, with a rear addition (fronting onto Elm Street) constructed in 1913 to serve as the church's Sunday school. In the late 1980s, the building was converted into a banquet hall and then a billiards hall. The building currently houses a community wellness hub operated by GBF Community Services, a non-profit organization operating within the Town since 1965.



Subject Site, View looking southeast

At 13 Mountain Street, the Woolverton House is a two-storey former single-detached dwelling that was constructed in 1873. The building was converted to a nursing home in 1965, followed by a restaurant in the early 1980s and later further renovated to serve the currently uses, which include an "H&R Block" accounting office on the ground floor and a single residential dwelling unit on the second floor. At the rear of the property at 13 Mountain Street is a two-storey vinyl-sided building that is currently used as a retail store and music school. To the south of this building is a small structure that serves as a "gate" between the property at 13 Mountain Street and the adjacent municipal parking lot.



Subject Site, View looking northeast



Subject Site - 19 Elm Street, View looking north

2.2 AREA CONTEXT

The Town of Grimsby is located along the southern shore of Lake Ontario, at the northwest corner of Niagara Region, just east of the City of Hamilton. The boundaries of the Town extend from Lake Ontario in the north to Mud Street East in the south, with the Niagara Escarpment (the "Escarpment") providing a natural division between the Town's urban areas north of the Escarpment and rural lands to the south. The Queen Elizabeth Way ("QEW") Expressway further divides the Town, with primarily residential neighbourhoods to the north of the QEW and a mix of employment, residential and commercial uses to the south.

Central to the Town's urban area and south of the QEW, is Downtown Grimsby. The Downtown District is comprised of the lands generally bounded by the railway line to the north, Robinson Street North to the east, Main Street West, Elm Street and Livingston Avenue to the south and Grimsby Square shopping centre to the east (44 Livingston Avenue). Within the boundaries of the Downtown District, are a variety of commercial, institutional, civic, cultural and residential uses, as well as natural areas along Forty Mile Creek, which bisects the Downtown. Despite the inclusion of the Grimsby Square shopping

centre within the boundaries of the Downtown, the historic main street remains the commercial centre of the area.

As described in Subsection 2.3 below, the historic Downtown main street extends along Main Street West, generally between Mountain Street/Christie Street and Elm Street. This section of Main Street West includes a number of buildings that are historic to the early days of the Town's development, as well as many more recent buildings. Collectively, the traditional main street character has been carefully maintained along this corridor, with a consistent streetwall condition and the majority of buildings containing active retail, restaurant and service uses at-grade.

There have been few significant redevelopments advanced within the Downtown District in recent years; however, a settlement agreement to permit official plan amendment and rezoning application was recently approved by the Local Planning Appeal Tribunal (the "LPAT") for the redevelopment of a currently vacant lot just east of the historic main street with a four-storey mixed use building (21 and 23 Main Street East and 6 Doran Avenue).

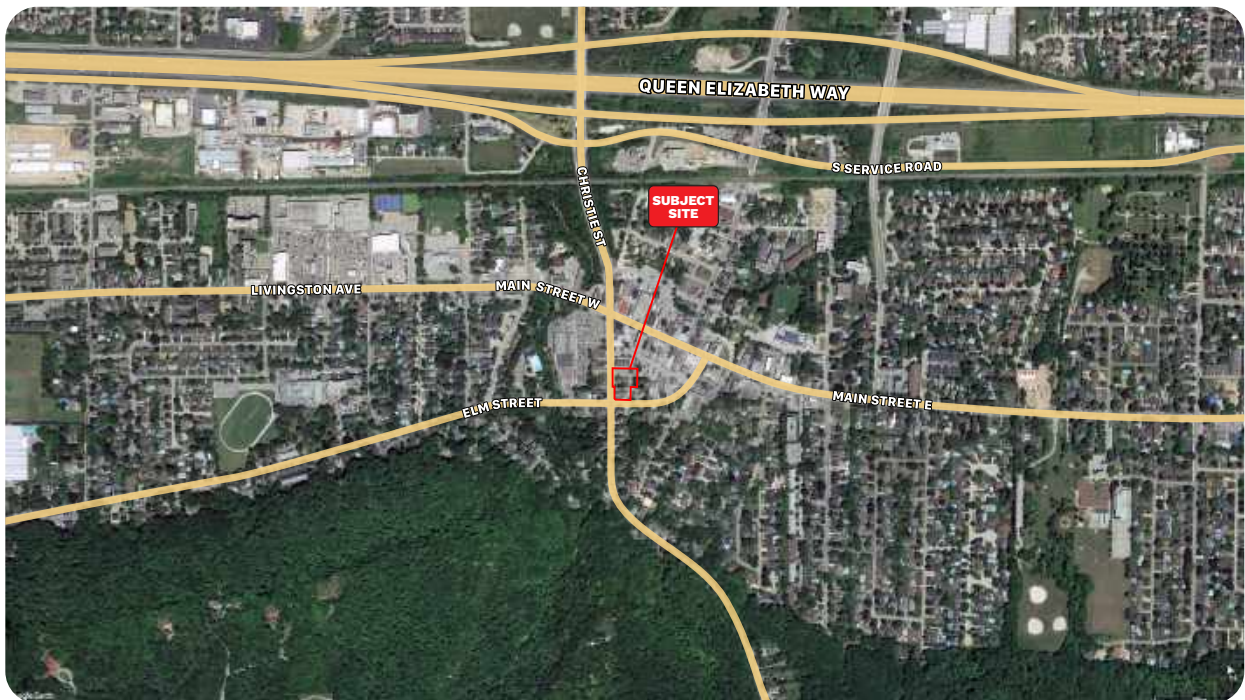


Figure 3 - Aerial of Surrounding Area

2.3 IMMEDIATE SURROUNDINGS

To the immediate north of the subject site is a two-storey funeral home (11 Mountain Street) and associated driveways, surface parking and a small outbuilding at the rear. To the north of the funeral home is Balsam Lane, a narrow right-of-way that primarily serves as an access route to a number of surface parking lots that serve the businesses of the Downtown. North of Balsam Lane are a series of one- and two-storey buildings fronting onto Mountain Street that contain a range of restaurant, retail, office and service commercial uses at grade, with residential units on the second floors, where applicable (1, 3 and 5 Mountain Street). These commercial and mixed-use buildings continue towards the intersection of Mountain Street and Main Street West.



11 Mountain Street, View looking east



View looking east down Balsam Lane



3 & 5 Mountain Street, View looking east



1 Mountain Street, View looking east



View looking southeast at the intersection of Mountain Street and Main Street West

Main Street West (which transitions to Main Street East at its intersection with Elm Street), is the central commercial corridor within Downtown Grimsby. Starting at Mountain Street, Main Street West assumes a tradition retail “main street” character with one-and two-storey buildings lining the street and active retail, service and restaurant uses at grade. On-street parking is provided along both sides of the street, as well as intermittent street-trees, street furniture and generous sidewalks. Generally, buildings are located close to the street, with surface parking provided at the rear and accessed via adjacent laneways. This character continues to the east towards Elm Street, at which point, commercial uses continue but the character transitions to a more “highway commercial” type form, where buildings are generally stand-alone, with surface parking between the buildings and also between the buildings and the street.



View looking east down Main Street West



View looking west down Main Street West



39 to 51 Main Street West, View looking southwest



6 to 18 Main Street West, View looking northeast



36 to 53 Main Street West, View looking northeast



37 to 43 Main Street East, View looking northeast

Further north of the Main Street West commercial corridor is a mixed neighbourhood comprised of residential dwellings, places of worship, community and cultural uses and limited commercial uses – generally within converted former dwellings. In particular, this area includes the Grimsby Public Art Gallery and Public Library (18 Carnegie Lane) and the Grimsby Historical Society Archives (25 Adelaide Street). This neighbourhood is bounded to the north by a railway line. At the intersection of this railway line and Ontario Street is the Grimsby ViaRail Station (99 Ontario Street), which is served by the “Maple Leaf” train that travels between Toronto and New York City, and is jointly operated by ViaRail and Amtrak. While the station was previously serviced by addition Via Rail lines, the majority of these were discontinued in the early 2010s. Further north of the railway line is the Grimsby Public Works Operation Centre (2 Clark Street), the Grimsby Fire Station (261 Ontario Street) and the Queen Elizabeth Way (“QEW”) Expressway.

To the immediate east of the subject site, fronting onto Elm Street, is a two-storey former single-detached dwelling that has been converted for use as a medical office on the ground floor, with a residential unit on the second level (21 Elm Street). Adjacent to this building is a property that contains a two-storey residential single detached dwelling fronting onto Elm Street with a large, detached garage in the rear (23 Elm Street), followed by a single-storey brick building that is currently occupied by an LCBO store (25 Elm Street) and an associated surface parking lot. To the rear of these properties, and east of the subject site, is a large surface municipal parking lot that is bounded to the north by Balsam Lane.



18 Carnegie Lane (Grimsby Public Art Gallery and Library), View looking east



99 Ontario Street (ViaRail Station), View looking southwest



25 Adelaide Street (Grimsby Historical Society Archives), View looking north



21 and 23 Elm Street, View looking north



25 Elm Street, View looking northwest



View looking south down Elm Street



View looking northwest towards municipal parking lot



20 Main Street East, View looking east

Further east, on the east side of Elm Street, are one-storey commercial buildings, including the GBF Community Services main building (40 Elm Street) and a TD Canada Trust banking branch (20 Main Street), both of which are located near the street with substantial surface parking at the rear. East of these properties, fronting onto Main Street East, are two stand-alone restaurant/take-out restaurant buildings (24 and 28 Main Street East), also with individual surface parking lots, followed by a small retail-strip plaza (36 Main Street East) that is well set back from the street with surface parking between the building and the street. To the rear (south) of these properties, is a residential neighbourhood, comprised primarily of single-detached dwellings, that extends south towards the base of the Niagara Escarpment.



28 Main Street East, View looking southwest



36 Main Street East, View looking south

To the south of the subject site, at the southeast corner of Elm Street and Mountain Street, is a two-storey former single-detached dwelling fronting onto Mountain Street that has been converted into a medical office/counselling centre (18 Elm Street), as well as several one- and-two storey single detached dwellings fronting onto Elm Street towards Oak Street. Similar dwellings, some of which have been converted to commercial and/or office uses, are located at the southwest corner of the intersection and continue along the south side of Elm Street towards the southerly extension of Main Street West.



16 Mountain Street, View looking southwest



18 Elm Street, View looking southeast



12 & 14 Elm Street, View looking southeast



24 to 28 Elm Street, View looking south



View looking southeast along Mountain Street, south of Elm Street

To the south of the subject site, along both sides of Mountain Street are one- and two-storey single-detached dwellings, which continue south towards the base of the Niagara Escarpment. At this point, where Mountain Street jogs eastwards to ascend the escarpment, is an entrance to the Bruce Trail main trail which marks the beginning of the Iroquoia Section of this 900 kilometre trail that extends from Niagara to Tobermory. At this location, the Bruce Trail intersects with Forty Mile Creek that continues north through the Town towards Lake Ontario and south through Beamer Memorial Conservation Area (20 Quarry Road) towards Ridge Road West, where it serves as the source for Beamer's Falls. South of Ridge Road West is rural farmlands that are part of the Greenbelt.

To the west of the subject site, fronting onto Mountain Street are two one-storey single-detached dwellings (12 and 15 Elm Street) with substantial landscaping and mature trees at the rear. To the north of these dwellings is St. Johns Presbyterian Church (10 Mountain Street) and a one-storey Bell Canada service building (8 Mountain Street). To the rear of these properties along Mountain Street is a large commercial plaza known as the Village Inn Centre (63 Main Street) that is anchored by a Food Basics grocery store, and also features a number of restaurants, retail stores and service commercial uses. This plaza, which extends the full length of the block between Elm Street and Main Street West, is well setback from the adjacent street frontages with significant surface parking, and is bounded to the rear by Forty Mile Creek.



12 Elm Street, View looking west



10 Mountain Street (St. Johns Presbyterian Church), View looking northwest



8 Mountain Street, View looking west



14 Elm Street, View looking west



63 Main Street (Village Inn Centre), View looking west

To the west of Forty Mile Creek, is Coronation Park (77 Main Street West) and Grimsby Lions Community Pool (1 Elm Street). To the west of these community uses are one- and two- storey single-detached dwellings fronting onto the east side of the southerly Main Street West extension. On the west side of Main Street West are additional community uses, including the Grimsby Museum (6 Murray Street) and Grimsby Cenotaph (6 Murray Street), as well as Trinity United Church (100 Main Street West) and two low-rise residential apartment buildings. Further west is a residential neighbourhood, primarily comprised of single and semi-detached dwellings, as well as local institutions including Grimsby Secondary School (5 Boulton Avenue) and St. Andrew's Anglican Church (7 St. Andrews Avenue).



95 Main Street West, View looking east



77 Main Street West (Coronation Park), View looking south



100 Main Street West (Trinity United Church), View looking west



1 Elm Street (Grimsby Lions Pool), View looking north



6 Murray Street (Grimsby Museum and Cenotaph), View looking northwest

2.4 TRANSPORTATION NETWORK

Mountain Street is a Regional Arterial Road, part of Regional Road 12, which runs in a generally north-south direction between the QEW Expressway in Grimsby and Regional Road/Highway 20 in Smithville. Between Main Street West and Ridge Road East, Mountain Street has a planned right-of-way width of 20.1 metres as identified on Table 9.1 of the Regional Official Plan. Adjacent to the subject site, Mountain Street currently has a right-of-way width of between 11.6 and 15.6 metres. As such, protection for a future road widening has been provided for as part of the proposal. Notwithstanding this future road widening, Mountain Street adjacent to the subject site has a two-lane urban cross-section, with sidewalks provided on both sides of the street. No on-street parking is permitted along this block of Mountain Street.

Elm Street is a Collector Road as identified on Schedule C of the Grimsby OP. Elm Street runs in a generally east-west direction, connecting in both directions to Main Street – as Main Street West turns northwards at Gibson Street and then turns and continues in a southeast manner through the centre of the Downtown District. Adjacent to the subject site, Elm Street has a right-of-way width of approximately 20.1 metres. As set out in Policy 5.4.5.4 of the Grimsby Official Plan, Collector Roads are planned to have a right-of-way width of 20 metres. On this basis, no wide road widening requirement has been identified for the subject site's Elm Street frontage. Throughout its length, Elm Street has a two-lane urban cross-section, with one lane of vehicle traffic per direction and dedicated turning lanes at major intersections. Sidewalks are located along both sides of the street, with on-street parking restricted to the south side of the street, east of Mountain Street, and in limited locations on the north side of the street, west of Mountain Street.

From a public transit perspective, the Town does not operate a traditional local transit service; however, it is piloting an "on-demand" ride-share service, known as NRT On Demand, through a partnership between the Town, Niagara Region and Via Mobility. Through this service, residents are able to pre-book trips through a ride-share vehicle at subsidized set rates based on their

destination. Where trips end at a regional or local transit hub connected to other NRT services, riders can transfer to those services at no additional fare.

In addition to the NRT On Demand program, several limited service options exist for Town residents with specific needs, including the Niagara Student Transportation Services, which provides school bus services for the District School Board of Niagara and the Niagara Catholic District School Board, and the Red Cross Bus and Senior's Residences Bus, both of which provide services for senior's in the community.

In terms of broader regional public transit, GO Transit currently operates GO Bus Route 12 which provides service between the Niagara Falls Bus Terminal and the Burlington GO Station, with a stop at the Casablanca Boulevard carpool lot (424 South Service Road) Grimsby, among others. This GO Transit carpool lot is located approximately 3.0 kilometres radial distance from the subject site, representing approximately a 6 minute drive or 12 minute bicycle ride. Once at Burlington GO Station, Grimsby residents can connect to the rest of the Greater Toronto Hamilton Area via the GO Rail and GO Bus network.

In 2016, the Province of Ontario announced that Metrolinx, as the province's regional transportation authority, would extend its daily Lakeshore West rail services to Niagara Falls, including a new station in Grimsby. The first phase of this service – commuter service connecting the Niagara Falls VIA Rail Station with Toronto's Union Station – began in January 2019. The timeline for delivery of the new Grimsby GO Station and its connection to the extended Niagara Falls service is still to be determined and is dependent on Metrolinx securing a third party partner for the design and construction of the station. The new GO Station will be located at the site of the current GO Bus stop and carpool lot at Casablanca Road. An update to the Grimsby Official Plan incorporating a new Secondary Plan to guide development within and around the future GO Station was adopted in 2018.



3

Proposal



3.1 DEVELOPMENT PRINCIPLES

Prior to initiating the design of the proposed development, the owner established a series of seven core development principles to help guide the redevelopment of the subject site. These principles were informed by conversations with area residents and key stakeholders. The principles include:

- Continuing to invest in the site and surrounding neighbourhood: provide improved space within both existing and new built structures;
- Integrating community spaces that are accessible to the public: activate and develop publicly accessible open spaces with the community and opportunities for indoor community based programming;
- Integrating and adaptively re-using existing buildings: capture embodied energy of existing site features;
- Connecting to local community: building access and open space design to enhance the public realm and support downtown pedestrian connections;
- Contextually approaching development: optimize building orientation for day-lighting;
- Designing from the ground up to include great open spaces: integrate programmed open space with buildings; and
- Responding to context: respect view corridors, including Escarpment views, and align building massing to natural features.

As described in Section 3.2 and Section 5 of this report, these design principles are generally consistent with the Town's vision for the Downtown and the proposal for the subject site successfully implements these principles. The owner will continue to work with the community, Town staff and other stakeholders to demonstrate how the proposal responds to these core development principles and to determine whether any additional considerations need to be integrated into these guiding principles.

3.2 DESCRIPTION OF THE PROPOSAL

The proposal provides for the careful redevelopment of the subject site with a new mid-rise, mixed-use development supported by valuable contributions to community infrastructure, including a community, retail and commercial space and publicly accessible open spaces (see **Figure 4**, Site Plan). The proposed development contemplates the removal of portions of the existing structures on the subject site but integrates most of the original forms of Woolverton House and Woolverton Hall into the base of a new 7-storey residential building (30.24 metres including the mechanical penthouse). Overall, the proposal provides a total gross floor area ("GFA") of 6,993 square metres, consisting of 462 square metres of new and preserved non-residential GFA and 74 residential dwelling units.

In order to give prominence to the retained building elements within the proposal, the space between the two buildings will be preserved as a publicly accessible plaza, or "Village Square" (per the language of the Grimsby OP). Connecting Woolverton House and Woolverton Hall and framing the Village Square, the new mid-rise residential building is oriented parallel to the rear (east) property line and will provide a contemporary architectural element that will complement the existing restored structures, while providing for an optimization of land within the Downtown intensification area.

While the majority of the new building will be utilized for residential purposes, the ground floor of Woolverton House will continue to be used for commercial/retail uses and the second floor will be maintained with an existing 3-bedroom residential unit. Woolverton Hall will be maintained as a community hub to support a range of non-residential and community based programming and activities. In addition, a small portion of the ground floor space within the new building, adjacent to the retained structures, will be designed to accommodate complementary retail and restaurant uses.

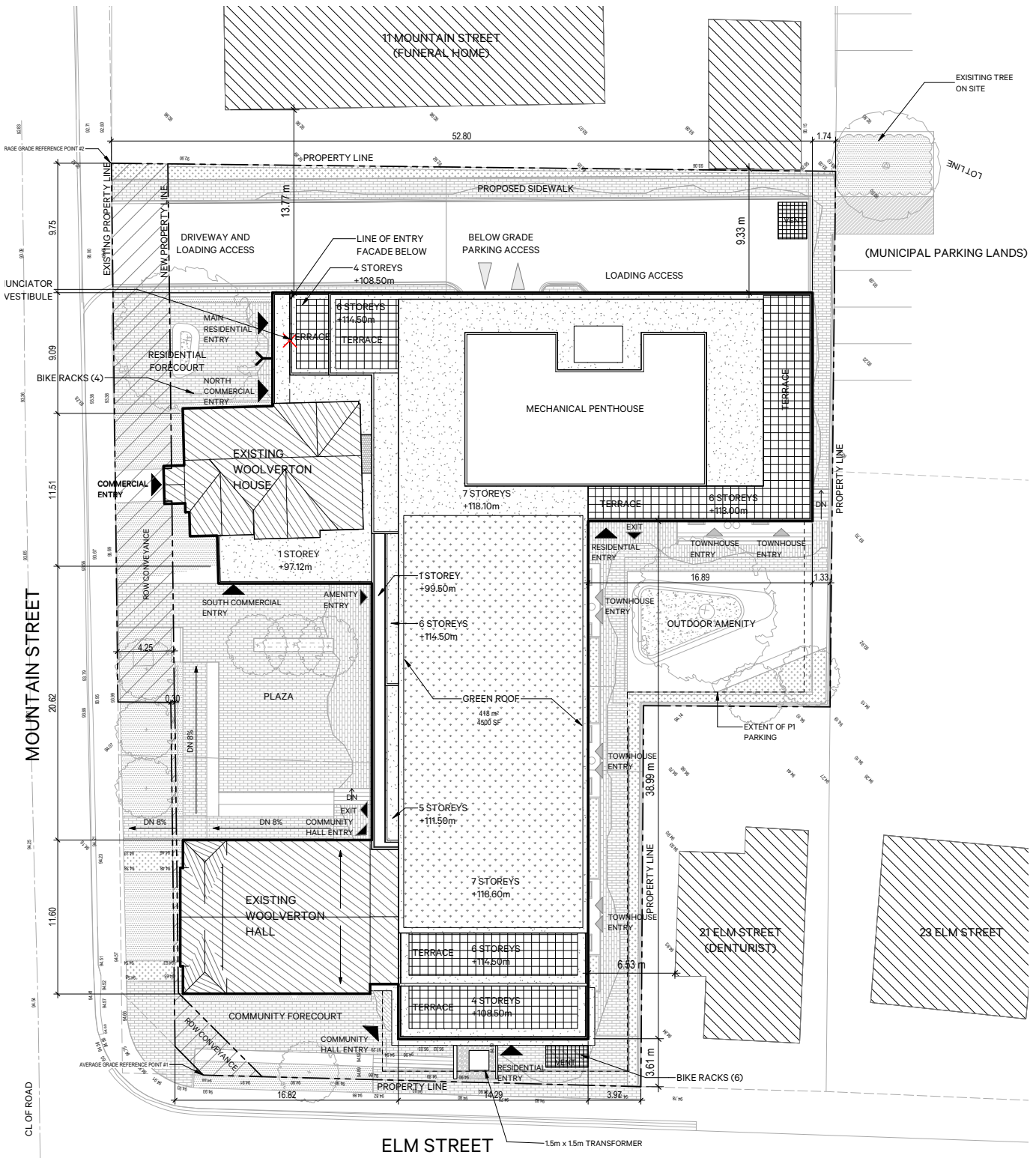


Figure 4 - Site Plan (Prepared by: SvN)

The new building is substantially setback from the Mountain Street property line (before any road widening conveyances), with a minimum setback of 12.1 metres at the building's northwest corner and a typical setback of 19.3 metres along the west facade between Woolverton Hall and Woolverton House. The purpose of this setback is to allow the forms of the Woolverton House and Woolverton Hall to continue to define the streetscape along Mountain Street, with the new building to the rear. At the northwest corner of the building, this setback allows for a residential forecourt to be provided adjacent to the primarily residential entrance to the building. At the southwest corner of the building, the setback will be animated with a community-oriented forecourt adjacent to the main entrance to the community hall. Central to the site, as previously described, this setback will accommodate a Village Square space. To Elm Street, the proposed building is setback a minimum of 3.6 metres, generally in line with the front yard setbacks of the commercial and residential dwellings to the east.

To the north, the new building is setback a minimum of 9.3 metres to the internal side (north) property line. This setback accommodates a two-way driveway entrance to the proposed underground parking garage and internalized loading space. Due to the grading conditions on site, this driveway will gently slope down from west to east, doubling as a ramp. Along the north property line, a continuous publicly accessible pedestrian walkway has been provided, connecting the municipal parking lot to the east with the Mountain Street sidewalk.

Along the rear of the new building, a setback of varying widths is provided – from 3.9 metres at the southeast corner to 1.3 metres at the northeast corner, and 18.2 metres near the centre of the building. At the south end of the building, the proposed setback will accommodate a private pedestrian mews, which provides access to the primarily entrances to eight ground-related townhouse-style dwelling units. Moving north, this mews opens up to a private outdoor amenity space that will be accessible to all residents on site. Further north, the walkway narrows and connects with the proposed walkway provided along the north property line.

At Level 2, the proposed building steps back along the Mountain Street façade, incorporating a contemporary ribbon form that will serve as a foundation to the proposed residential building mass and connection to the two adaptively re-used buildings. At Level 5 a stepback is provided at the building's northwest corner and south façade, with a further stepback in these same locations at Level 7. A stepback at Level 7 is also provided at the building's northeast corner and along the central portion of the Mountain Street façade. As described in Sections 5.3 and 5.4 of this report, these stepbacks have been provided to sculpt the new building in order to minimize visual impacts and to provide a gradual transitioning down in height to 4-storeys – being the planned maximum height for the surrounding properties (see **Figures 5-8**, Building Elevations). Ultimately, in combination with the planned building setbacks, the resulting floor plate for the upper levels of the proposed building is a slender, upside-down "L" shape, that has been oriented to ensure maximum access to sunlight for future residents.

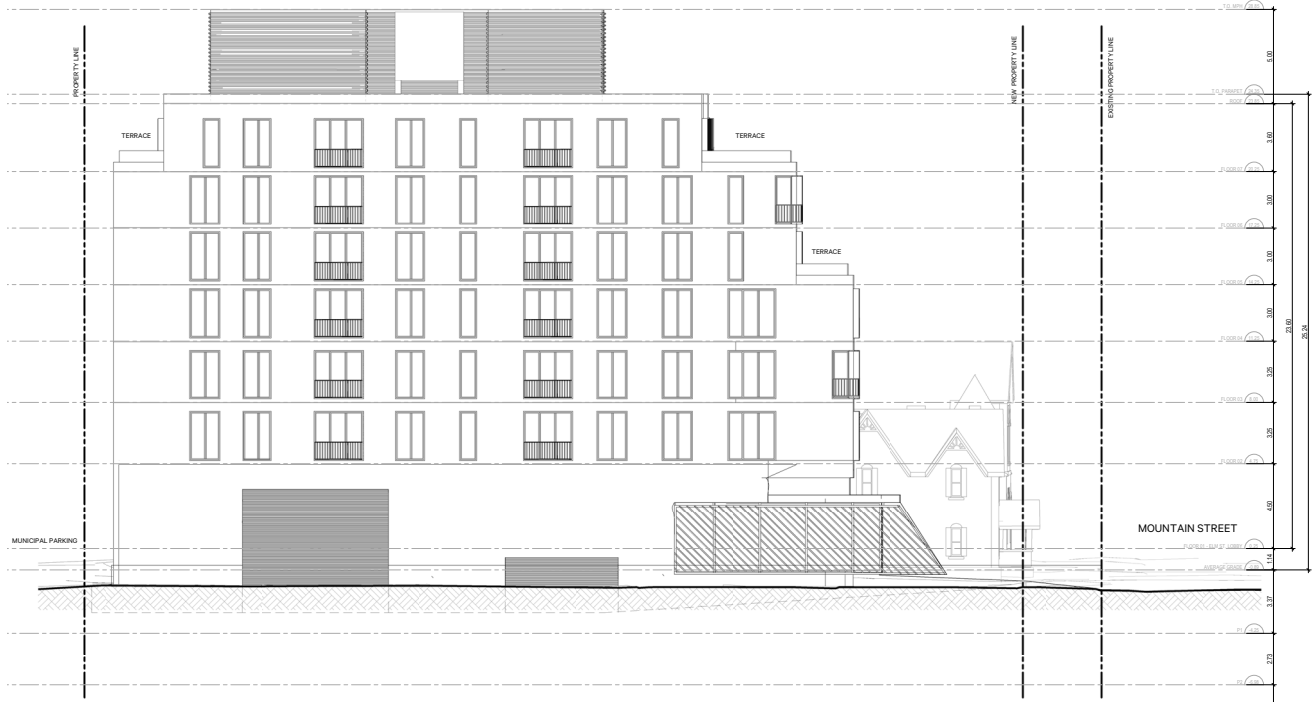


Figure 5 - North Elevation (Prepared by: SvN)



Figure 6 - South Elevation (Prepared by: SvN)

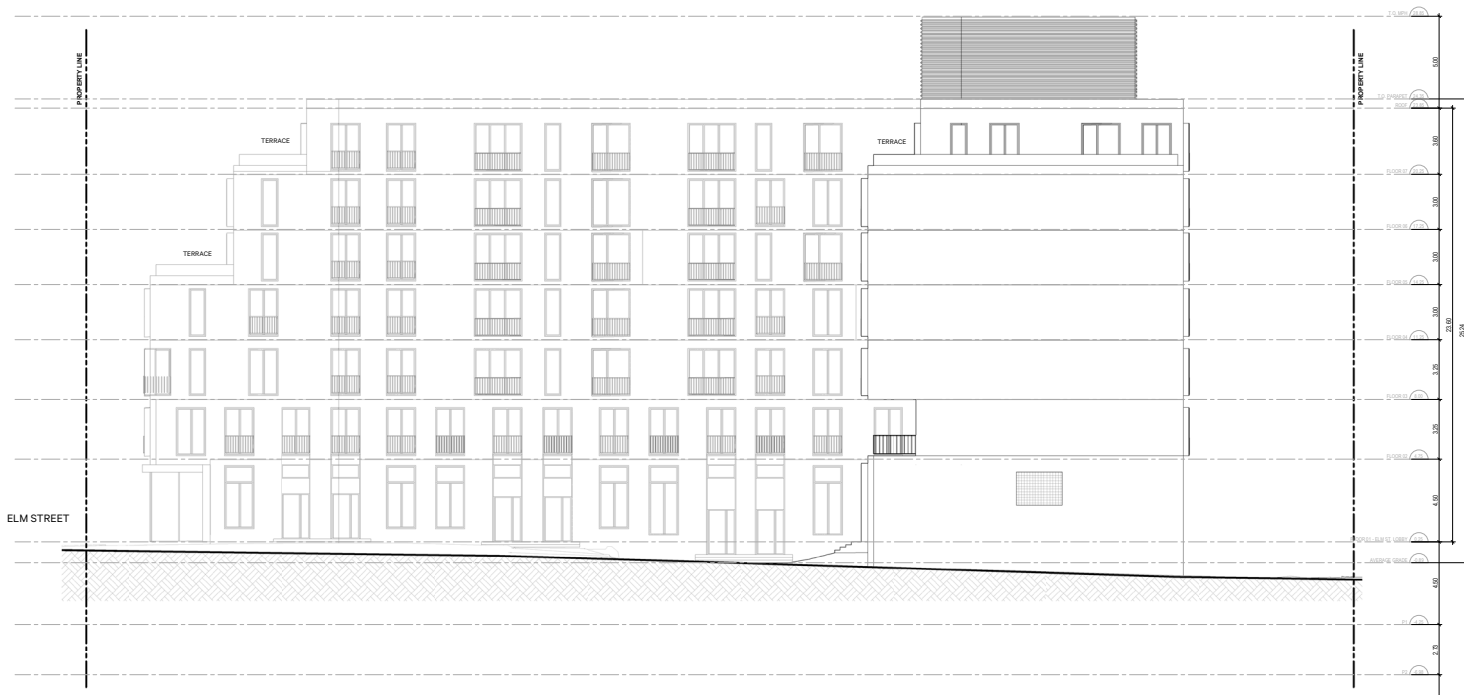


Figure 7 - East Elevation (Prepared by: SvN)



Figure 8 - West Elevation (Prepared by: SvN)

UNIT DISTRIBUTION AND AMENITY SPACE

The proposal includes a total of 74 residential dwelling units, with a mix of 26 one-bedroom units (35%), 41 two-bedroom units (55%) and 7 three-bedroom townhouses (10%). This unit mix includes one existing three-bedroom unit located on the second floor of the Woolverton House which will be maintained through the redevelopment. It also includes eight townhouse-style two-storey units which contain either two or three-bedrooms and are located along the building's east façade with individual direct access at-grade.

In terms of common amenity space, the proposal incorporates a total of 258 square metres of amenity spaces, including indoor and outdoor amenity spaces that will be accessible to all building residents. The proposed amenity areas are all located at-grade, including a 135 square metre indoor amenity room within the new building that fronts onto the Village Square/plaza space along Mountain Street and a 123 square metre outdoor amenity space at the rear of the building that will feature landscaping and flexible use space. Access to the outdoor amenity space is provided through a secondary residential vestibule that connects to the main residential lobby.

More details with respect to the programming of the common indoor and outdoor amenity spaces will be provided as the proposal progresses through the detailed design stage.

ACCESS, PARKING AND LOADING

Vehicular access to the subject site for both passenger vehicles and service trucks is provided via the two-way driveway that extends along the subject site's north property line, with access to Mountain Street. This driveway doubles as an access ramp to the underground parking levels, with a 6% slope accommodate along the westerly half of the driveway. At this point, passenger vehicles can enter the underground garage, while the remainder of the driveway levels out and provides access to loading space and staging area that is recessed into the building's façade.

Within the three proposed underground parking levels, 100 vehicular parking spaces are provided, including 74 parking spaces for residents (1 space per dwelling unit), and 26 spaces for non-residents, including residential visitors. The non-resident parking supply will be located nearest the garage entrance, while the residents' parking supply will be located primarily on the second and third levels below grade. In addition, two (2) surface parking spaces located within the municipal parking lot to the east of the subject site are owned by the owner and will be available for non-residents accessing the site.

In addition to vehicular parking, the proposal provides 84 bicycle parking spaces for use by residents and visitors to the building. Two secure bicycle storage rooms are located on the ground floor of the new building adjacent to the main residential lobby contain space for 74 bicycles. The remaining 10 bicycle parking spaces are located outdoors, adjacent to the primary residential entrance at the building's northwest corner and to the secondary residential entrance at the south-east corner of the subject site.

OPEN SPACE

As previously described, a key organizing element of the proposal is the provision of publicly accessible open spaces that will complement the proposed uses on site, while creating community gathering spaces that will help to strengthen the public realm of the Downtown District. The proposed publicly accessible open spaces include the central Village Square space between Woolverton House and Woolverton Hall, the residential forecourt to the north of Woolverton House and the commercial forecourt to the south of Woolverton Hall. Each of these spaces serves a distinct purpose and will be activated in varying manners, appropriate to their intended user group.

3.3 KEY STATISTICS

Table 1 below provides a summary of the key statistics for the proposal. These statistics are reflective of the architectural plans prepared by SvN Architects + Planners Inc. dated May 25, 2021.

Statistic	Proposal
Site Area	<i>Gross Site Area</i> 3,188 square metres <i>Road Widening</i> 195 square metres <i>Net Site Area</i> 2,993 square metres
Gross Floor Area	<i>New Residential GFA</i> 6,431 square metres <i>New Non-Residential GFA</i> 190 square metres <i>Existing Residential GFA</i> 100 square metres <i>Existing Non-Residential GFA</i> 272 square metres Total Gross Floor Area 6,993 square metres
Building Height	<i>Storeys</i> 7 storeys <i>Measured Height</i> 30.24 metres (including 5.0 metre MPH)
Floor Space Index	2.34
Lot Coverage	51.5%
Residential Dwelling Units	<i>One Bedroom</i> 26 units <i>Two Bedroom</i> 41 units <i>Three Bedroom</i> 7 units Total Dwelling Units 74 units
Amenity Areas	<i>Indoor Amenity</i> 135 square metres <i>Outdoor Amenity</i> 123 square metres
Vehicle Parking Spaces	<i>Resident</i> 74 <i>Non-Resident (including visitor)</i> 26 <i>Additional Parking at Municipal Lot</i> 2 Total Vehicle Spaces 102
Bicycle Parking Spaces	<i>Resident</i> 74 spaces <i>Non-Resident</i> 10 spaces Total Bicycle Spaces 84 spaces

3.4 REQUIRED APPROVALS

A pre-application consultant meeting was held on February 18, 2021, with the owner's consultant team and Regional, Town and relevant agency staff in attendance, in order to discuss the proposed development and the required planning approvals.

In our opinion, the proposal conforms with the Regional Official Plan and is in conformity with the land use permissions and urban structure set out in the Grimsby Official Plan. However, as the *Downtown – Intensification* designation policies in the Grimsby Official Plan limit the height of new buildings to 4 storeys, or 6 storeys where a visual impact assessment demonstrates no detrimental impact on view of the Escarpment, an amendment to the Grimsby Official Plan is required in order to allow the proposed building height of 7-storeys. In addition, as the design policies for the Downtown District require 50% of the street fronting facades to be within 0 to 3.0 metres of the front and exterior side lot lines, an amendment may be required to permit the orientation of the new building relative to Mountain Street. The need to amend this requirement will be subject to interpretation and consideration by Town staff.

The proposal also requires an amendment to the Grimsby Zoning By-law 14-45, as amended, in order to increase the permitted height, revise the required building setbacks and to provide for a site-specific parking rate, among other development standards necessary to accommodate the specific design and functional elements of the proposed development.

A Site Plan Control Approval application will also be required to facilitate the proposed development. It is anticipated that this application will be submitted following the approval of the subject official plan amendment and rezoning applications.

3.5 PUBLIC CONSULTATION STRATEGY

The owner has already initiated a public consultation process for the project and is looking forward to continuing to engage with all interested stakeholders throughout the development application review process. This section of the report details the approach to engagement, including the objectives, a summary

of who has been consulted to date, and the plans for future consultation. The project team is open to hearing from all stakeholders with respect to how this process could be modified to ensure that a meaningful engagement process is achieved.

ENGAGEMENT OBJECTIVES

Targeted Goals	Desired Outcomes
Share information and seek input related to the proposal with the public and any interested stakeholders	The public and stakeholder groups felt that they were sufficiently informed and consulted about the proposed development
Consult with interested persons and groups, using various methods of consultation, including online and in-person consultations (depending on public health and safety considerations)	The various consultation methods were simple, straightforward, and useful, allowing a range of people to learn about the project, ask questions, and provide input
Determine overarching themes and key points about the proposal from various consultations	The feedback received during consultations helped inform the applicant team’s understanding of the community’s sentiments related to the project
Communicate openly and transparently with the public about the proposal as well as the consultation process	The public, stakeholder groups, and the applicant team are clear on the overall consultation and feedback processes and their outcomes

PRE-APPLICATION CONSULTATION

Engaging with the community prior to the formal submission of the official plan amendment and rezoning applications to the Town of Grimsby was very important to the owner and is encouraged by Town staff as part of the development application process. The goal of this part of the consultation process was to inform and consult with stakeholders. The information gained by the project team during the pre-application consultation period has informed the proposed development, as described in Section 3.2 of this report.



Stakeholder One-on-Ones

August 2020-Ongoing

Beginning in August 2020, almost 200 individual meetings, site visits and phone calls were facilitated with community members who expressed interest in the project. These meetings and site visits took place with elected officials, Town staff, community groups, and area residents. The owner has engaged a local community liaison to help facilitate these important discussions.



Pre-consultation Meeting with Town Staff

February 2021

As previously described, this meeting with Regional and Town staff occurred in order to confirm what approvals/documents were required and review the relevant planning policies that apply to the subject site.



Preliminary Concept Introduction Video

March 2021

A video introducing the project to the broader community was posted on the project website, following the pre-consultation meeting with Town staff. The video introduced the owner and key project team members, including Drew Sinclair (architect) from SvN Architects + Planners, and Emma West (planner) from Bousfields Inc. The purpose of the video is to share information about the history of the subject site, the proposed development, and the planning context and rationale for the intensification and redevelopment of the property.



Project Website

www.thewoolverton.ca

February 2021

The project website was launched in February 2021; allowing for anyone who is interested in the project to learn more and provide feedback. This website will continue to be a key information hub throughout the development application review process.



Website Feedback Form

February 2021 - March 2021

The first survey, launched on the website, was an opportunity for the community to provide their input on project objectives, priorities for the project, and gather any other feedback community members were open to sharing.

Overall, the final ranking of the objectives were:

- 1 Ensuring high quality architecture and design excellence
- 2 Ensuring the adaptive reuse of historic buildings
- 3 Incorporating a vibrant and inviting public realm that provides opportunity for public gathering
- 4 Respecting the view corridor to the Escarpment
- 5 Introducing a variety of uses on site including community, commercial, residential, and retail uses
- 6 Providing a diversity in housing, including rental housing
- 7 Providing publicly accessible community spaces including commercial/office space and open space (such as a plaza)
- 8 Supporting downtown pedestrian connections across and around the site

Community members also suggested including the following additional objectives:

- 1 Ensuring that community stakeholders, including nearby residents, are engaged throughout the process
- 2 Considering the amenity needs of users in different stages of life including young families and seniors

The additional objectives fit well into the original eight principles drafted by the project team and will become a part of the conversation as the formal review process begins with municipal staff.

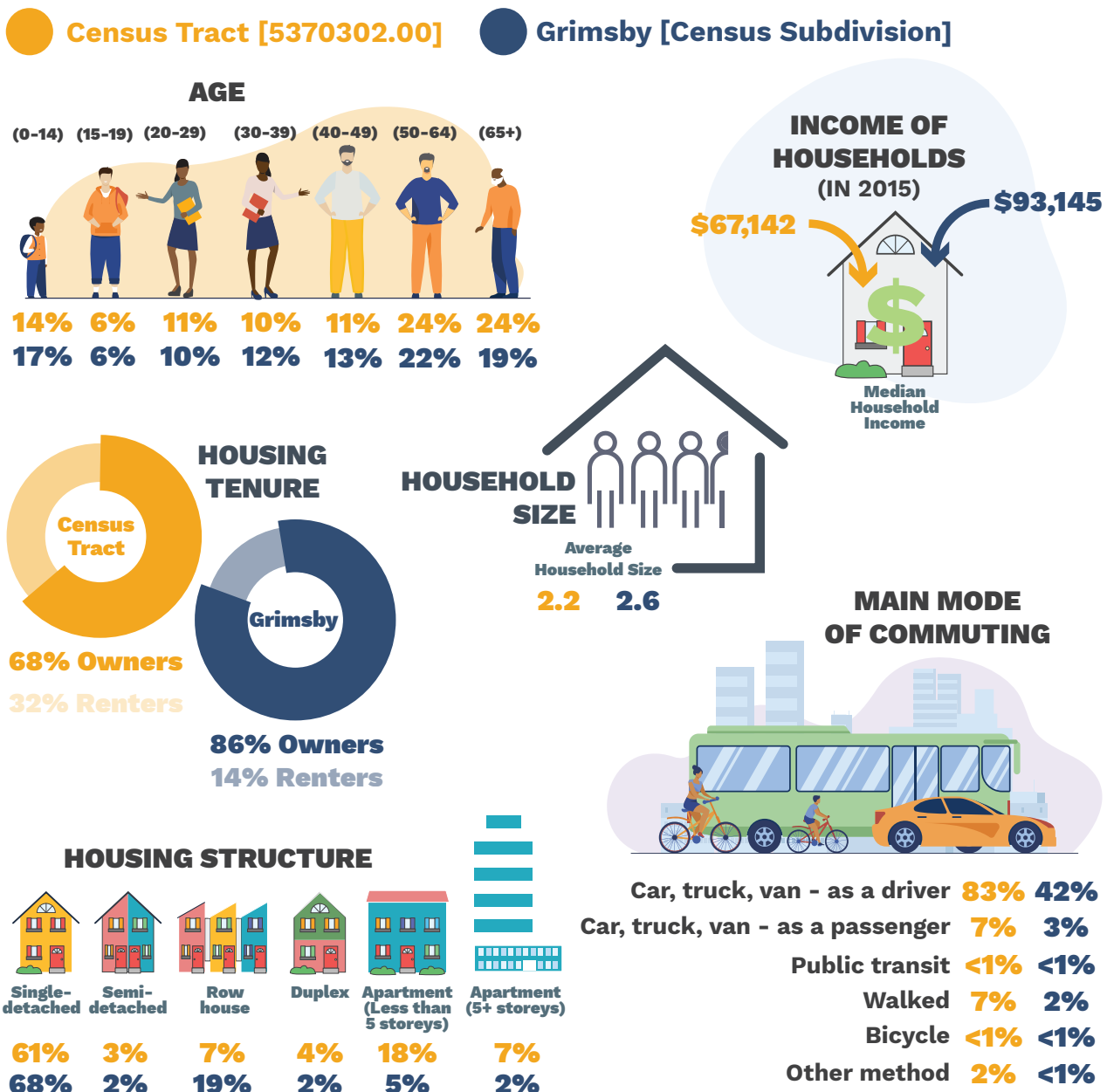
ENGAGEMENT AUDIENCE

The audience for consultation is based on an understanding of the subject site, its history and its surrounding community. It is further defined by the demographic characteristics of the census tract that the subject site is located within and the Town of Grimsby. This demographic information also helps to inform the overall consultation process that acknowledges who is living in the surrounding neighbourhood.

Stakeholder Groups

The significant outreach that has occurred to date will continue to inform the engagement and consultation strategy throughout the redevelopment process. The initial stakeholder communications list developed prior to the application submission is meant to represent those who live close by, are active in their community, and/or represent the area the site is located within. This list will grow as the formal consultation process begins and is not meant to be a comprehensive list of all individuals or organizations might be interested in the proposal.

Demographic Profile



ENGAGEMENT METHODS



Project Website & Email

What?

- www.thewoolverton.ca & grimsby@castlepointnuma.com
- A dedicated project website and email that serve as an information hub for all stakeholders interested in learning about the site and the proposal
- It provides stakeholders with the opportunity to:
 - Read about the history of the site and what exists on site today
 - Learn about the proposal
 - Review plans and reports
 - Learn about the applicant
 - Get updates on the status of the project
 - A FAQ section with questions we have received through the website
 - Provide comments and ask questions through the feedback form
- Launched in February 2021
- Unique visitors: 450

Who?

- Anyone interested in the project



Feedback Forms

What?

- Online survey that provides anyone interested in the project the ability to answer specific questions about the project posed by the project team
- The first feedback form was posted on the website prior to the application being submitted gathering input on project objectives and the proposed design
- The team will continue to assess what opportunities there are for the community to participate in providing their input on

Who?

- Anyone interested in the project



Stakeholder One-on-ones

What?

- Collaborate with key stakeholders through **site visits, individual conversations, and small group meetings** for in-depth communication, consultation, and feedback
- Individual and smaller meetings are effective for having more tailored conversations and discussions around specific issues
- Through these discussions, there is an increased ability to get detailed feedback that can be incorporated into modifications to the proposal

Who?

- Onsite Businesses & Organizations
- Elected Officials
- Town Staff
- Community Groups
- Area Residents



Broader Community Meetings

What?

- These types of meetings are held for the broader community to learn more about what stage in the process the proposal is, changes that have been or will be made, and ask questions or provide feedback
- The first community meeting was posted on the website in March 2021 introducing the proposed concept design by three members of the project team (see pre-application consultation)
- The team will continue to host virtual meetings until public health guidelines allow us to gather in person. Castlepoint looks forward to meeting the community on the site when permitted
- The intention is to host a community meeting at all major milestones in the application review process

Who?

- Anyone interested in the project



Town of Grimsby

Learning More

- Current Planning Applications
 - Once the application is submitted, the proposal will be listed on the Town's website with information about the proposal as well as the planning process
 - A Let's Talk Grimsby site may also be created for the proposal where you can submit your feedback. If it is created, it will be listed on the current planning applications page.
 - <https://www.grimsby.ca/en/doing-business/current-planning-applications.aspx#About-the-Planning-Process>
- Development Application Notice Sign
 - The applicant is required to install a development application notice sign to notify the community of the application

Asking Questions & Informing Decisions

- Town Planner & Councillor
 - Contact the Planner on the file to submit your feedback and ask questions
- Public Open House & Statutory Public Meeting
 - Triggered by the submission of the application
 - Organized by Planning Staff to consult with those who are interested in the proposal

CONSULTATION APPROACH

The overall engagement approach described above is meant to be inclusive of anyone who is interested in the future of the subject site. The owner hopes that the consultation done to date and their plan for future engagement is supportive of the community's desire to engage regarding this landmark development in Downtown Grimsby. The overall outcome of this consultation process is for all the feedback and input received to be used to inform future iterations of the proposal, and ultimately the final design concept put forward to Town Council

The project team is open to and welcomes feedback on the engagement process and look forward to working with all stakeholders as they look to continue the rich history of the site in the heart of Grimsby.



Policy & Regulatory Framework

4.1 OVERVIEW

As set out below, the proposed development is supportive of numerous policy directions set out in the PPS, the Growth Plan, the Greenbelt Plan, the Niagara Escarpment Plan, the Regional OP and the Grimsby OP, all of which promote and encourage intensification within the existing built-up area.

4.2 PROVINCIAL POLICY STATEMENT

On February 28, 2020, the Ministry of Municipal Affairs and Housing released the Provincial Policy Statement, 2020, which came into effect on May 1, 2020. The PPS provides policy direction on matters of Provincial interest related to land use planning and development. In accordance with Section 3(5) of the Planning Act, all decisions that affect a planning matter are required to be consistent with the PPS. In this regard, Policy 4.2 provides that the PPS “shall be read in its entirety and all relevant policies are to be applied to each situation”.

Part IV of the PPS sets out the Province’s vision for Ontario, and promotes the wise management of land use change and efficient development patterns:

“Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities. These land use patterns promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel. They support the financial well-being of the Province and municipalities over the long term, and minimize the undesirable effects of development, including impacts on air, water and other resources. They also permit better adaptation and response to the impacts of a changing climate, which will vary from region to region.”

One of the key policy directions expressed in the PPS is to build strong communities by promoting efficient development and land use patterns. To that end, Part V of the PPS contains a number of policies that promote intensification, redevelopment and compact built form.

In particular, Policy 1.1.1 provides that healthy, liveable and safe communities are to be sustained by promoting efficient development and land use patterns; accommodating an appropriate affordable and market-based range and mix of residential types, employment, institutional, recreation, park and open space, and other uses to meet long-term needs; and promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments and standards to minimize land consumption and servicing costs.

Policy 1.1.3.2 supports densities and a mix of land uses which efficiently use land, resources, infrastructure and public service facilities and which are transit-supportive, where transit is planned, exists or may be developed. Policy 1.1.3.3 directs planning authorities to 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 and the availability of suitable existing or planned infrastructure and public service facilities. In addition, Policy 1.1.3.4 promotes appropriate development standards, which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

With respect to housing, Policy 1.4.3 requires provision to be made 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, among other matters, permitting and facilitating all types of residential intensification and redevelopment, promoting densities for new housing which

efficiently use land, resources, infrastructure and public service facilities and support the use of active transportation and transit, and requiring transit-supportive development and prioritizing intensification in proximity to transit, including corridors and stations.

The efficient use of infrastructure is a key element of provincial policy (Section 1.6). Section 1.6.3 states that the use of existing infrastructure and public service facilities should be optimized, before consideration is given to developing new infrastructure and public service facilities. With respect to transportation systems, Policy 1.6.7.4 promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

Policy 1.7.1 of the PPS states that long-term prosperity should be supported through a number of initiatives including: encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and a range of housing options for a diverse workforce; optimizing the use of land, resources, infrastructure and public service facilities; maintaining and enhancing the vitality and viability of downtowns and main streets; and encouraging a sense of place by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources.

With respect to energy conservation, air quality and climate change, Policy 1.8.1 directs planning authorities to support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and preparing for the impacts of a changing climate through land use and development patterns which: promote compact form and a structure of nodes and corridors; promote the use of active transportation and transit in and between residential, employment and other areas; and encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

With respect to cultural heritage, Policy 2.6.1 states that significant built heritage resources and significant cultural heritage landscapes shall be conserved. The PPS defines built heritage resources as “a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Indigenous community. Built heritage resources are located on property that may be designated under Parts IV or V of the Ontario Heritage Act, or that may be included on local, provincial, federal and/or international registers.” In this regard, both Woolverton Hall and Woolverton House are listed in the Town’s Heritage Register as non-registered properties believed to be of cultural heritage value or interest.

While Policy 4.6 provides that the official plan is “the most important vehicle for implementation of this Provincial Policy Statement”, it goes on to say that “the policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan”. Accordingly, the above-noted PPS policies must be considered and applied.

For the reasons set out in Section 5.1 of this report, it is our opinion that the proposed development and, in particular, the requested official plan amendment and rezoning applications are consistent with the PPS, in particular, the policies relating to residential intensification and the efficient use of land and infrastructure.

4.3 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019)

On May 16, 2019, a new Growth Plan (A Place to Grow: The Growth Plan for the Greater Golden Horseshoe) came into effect, replacing the Growth Plan for the Greater Golden Horseshoe, 2017. All decisions made on or after this date in respect of the exercise of any authority that affects a planning matter must conform with the new Growth Plan, subject to any legislative or regulatory provisions providing otherwise. Subsequently, on August 28, 2020, the 2019

Growth Plan was amended by Growth Plan Amendment No. 1.

Section 1.2.3 provides that the Growth Plan is to be read in its entirety and the relevant policies are to be applied to each situation. It also indicates that the policies of the Plan represent minimum standards and that, within the framework of the provincial policy-led planning system, decision-makers are encouraged to go beyond these minimum standards to address matters of importance, unless doing so would conflict with any policy of the Plan.

The Guiding Principles, which are important for the successful realization of the Growth Plan, are set out in Section 1.2.1. Key principles relevant to the proposal include:

- supporting the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime;
- prioritizing intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability;
- supporting a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes and ages of households;
- conserving and promoting cultural heritage resources to support the social, economic and cultural well-being of all communities, including First Nations and Métis communities; and
- integrating climate change considerations into planning and managing growth, such as planning for more resilient communities and infrastructure that are adaptive to the impacts of a changing climate.

The Growth Plan policies emphasize the importance of integrating land use and infrastructure planning, and the need to optimize the use of the land supply and infrastructure. It includes objectives that support the development of complete communities and promotes transit-supportive development. As noted in Section 2.1 of the Plan:

"To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification, with a focus on strategic growth areas, including urban growth centres and major transit station areas, as well as brownfield sites and greyfields. Concentrating new development in these areas provides a focus for investments in transit as well as other types of infrastructure and public service facilities to support forecasted growth, while also supporting a more diverse range and mix of housing options... It is important that we maximize the benefits of land use planning as well as existing and future investments in infrastructure so that our communities are well-positioned to leverage economic change."

Section 2.1 of the Growth Plan goes on to further emphasize the importance of optimizing land use in urban areas:

"This Plan's emphasis on optimizing the use of the existing urban land supply represents an intensification first approach to development and city-building, one which focuses on making better use of our existing infrastructure and public service facilities, and less on continuously expanding the urban area."

The subject site is located within a "strategic growth area" pursuant to the definition in the Growth Plan which includes lands "within settlement areas, nodes, corridors and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form." The definition goes on to state that "strategic growth areas include [...] major opportunities that may include infill, redevelopment [and] lands along major roads [and] arterials." In this respect, the subject site has been identified on Schedule A of the Grimsby Official Plan as a *Major Intensification Area* and is located along Mountain Street, which is a Regional arterial road.

Policy 2.2.1(2)(c) provides that, within settlement areas, growth will be focused in delineated built-up areas, strategic growth areas, locations with existing or planned transit (with a priority on higher order transit where it exists or is planned), and areas with existing or planned public service facilities. Policy 2.2.1(3)(c) directs municipalities to undertake integrated planning to manage forecasted growth to the horizon of the Growth Plan, which will, among other things, provide direction for an urban form that will optimize infrastructure, to support the achievement of complete communities through a more compact built form.

Policy 2.2.1(4) states that applying the policies of the Growth Plan will support the achievement of complete communities that, among other things, feature a diverse mix of land uses including residential and employment uses and convenient access to local stores and services, improve social equity and overall quality of life for people of all ages, abilities and incomes, provide a diverse range and mix of housing options to accommodate people at all stages of life and the needs of all household sizes and incomes, provide for a more compact built form and a vibrant public realm, and mitigate and adapt to climate change impacts, and contribute to environmental sustainability.

Policy 2.2.2(3) requires municipalities to develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will, among other things, identify strategic growth areas to support achievement of the target and recognize them as a key focus for development, identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas, encourage intensification generally throughout the delineated built-up area, and ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities.

Section 2.2.6 of the Growth Plan deals with housing. Policy 2.2.6(1) requires municipalities to support housing choice through, among other matters, the achievement of the minimum intensification and density targets in the Growth Plan by identifying a diverse range and mix of housing options and densities to meet projected

needs of current and future residents, including establishing targets for affordable ownership and rental housing.

Notwithstanding Policy 1.4.1 of the PPS, Policy 2.2.6(2) states that, in implementing Policy 2.2.6(1), municipalities will support the achievement of complete communities by: planning to accommodate forecasted growth; planning to achieve the minimum intensification 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.

With respect to climate change, Policy 4.2.10(1) provides that municipalities will develop policies in their official plans to identify actions that will reduce greenhouse gas emissions and address climate change adaptation goals that will include, among other things, supporting the achievement of complete communities as well as the minimum intensification and density targets in the Growth Plan, and reducing dependence on the automobile and supporting existing and planned transit and active transportation.

In the introductory text in Section 5.1, the Growth Plan indicates that, where a municipality must decide on a planning matter before its official plan has been amended to conform with the Plan, it must still consider the impact of the decision as it relates to the policies of the Plan which require comprehensive municipal implementation.

Policy 5.2.5(6) addresses targets and states that, in planning to achieve the minimum intensification and density targets in this Plan, municipalities are to develop and implement urban design and site design official plan policies and other supporting documents that direct the development of a high-quality public realm and compact built form.

For the reasons set out in Section 5.1 of this report, it is our opinion that the proposed development and, in particular, the requested official plan amendment and rezoning applications conform with the Growth Plan, including the policies that seek to optimize the use of land and infrastructure and to encourage growth and intensification in "strategic growth areas".

4.4 GREENBELT PLAN

The Greenbelt Plan was originally approved under the Greenbelt Act, 2005 and took effect on December 16, 2004. An amended Greenbelt Plan was approved by the Lieutenant Governor in Council, Order in Council No. 1025/2017 as an amendment to the 2005 Greenbelt Plan and came into effect on July 1, 2017. The Greenbelt Plan was introduced to help shape the future of the Greater Golden Horseshoe, with the Greenbelt being a cornerstone of Ontario's Growth Plan. Together with the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan, the Greenbelt Plan identifies where urbanization should not occur, in order to provide permanent protection to the agricultural land base and the ecological and hydrological features, areas and functions of the Greater Golden Horseshoe.

As set out in Section 1.2.1, the Greenbelt is a broad band of permanently protected land which:

- Protects against the loss and fragmentation of the agricultural land base and supports agriculture as the predominant land use;

- Gives permanent protection to the natural heritage and water resource systems that sustain ecological and human health and that form the environmental framework around which major urbanization in south-central Ontario will be organized;
- Provides for a diverse range of economic and social activities associated with rural communities, agricultural, tourism, recreation and resource uses; and
- Builds resilience to and mitigates climate change.

The subject site is identified as being within the Niagara Escarpment Plan Area on Schedule 2 of the Greenbelt Plan (see **Figure 9**, Schedule 2 - Niagara Peninsula Tender Fruit and Grape Area). As set out in Section 2.2 of the Greenbelt Plan, the requirements of the Niagara Escarpment Plan continue to apply and the Protected Countryside policies do not apply, with the exception of section 3.3, which relates to parkland, open space and trails across the Greenbelt.

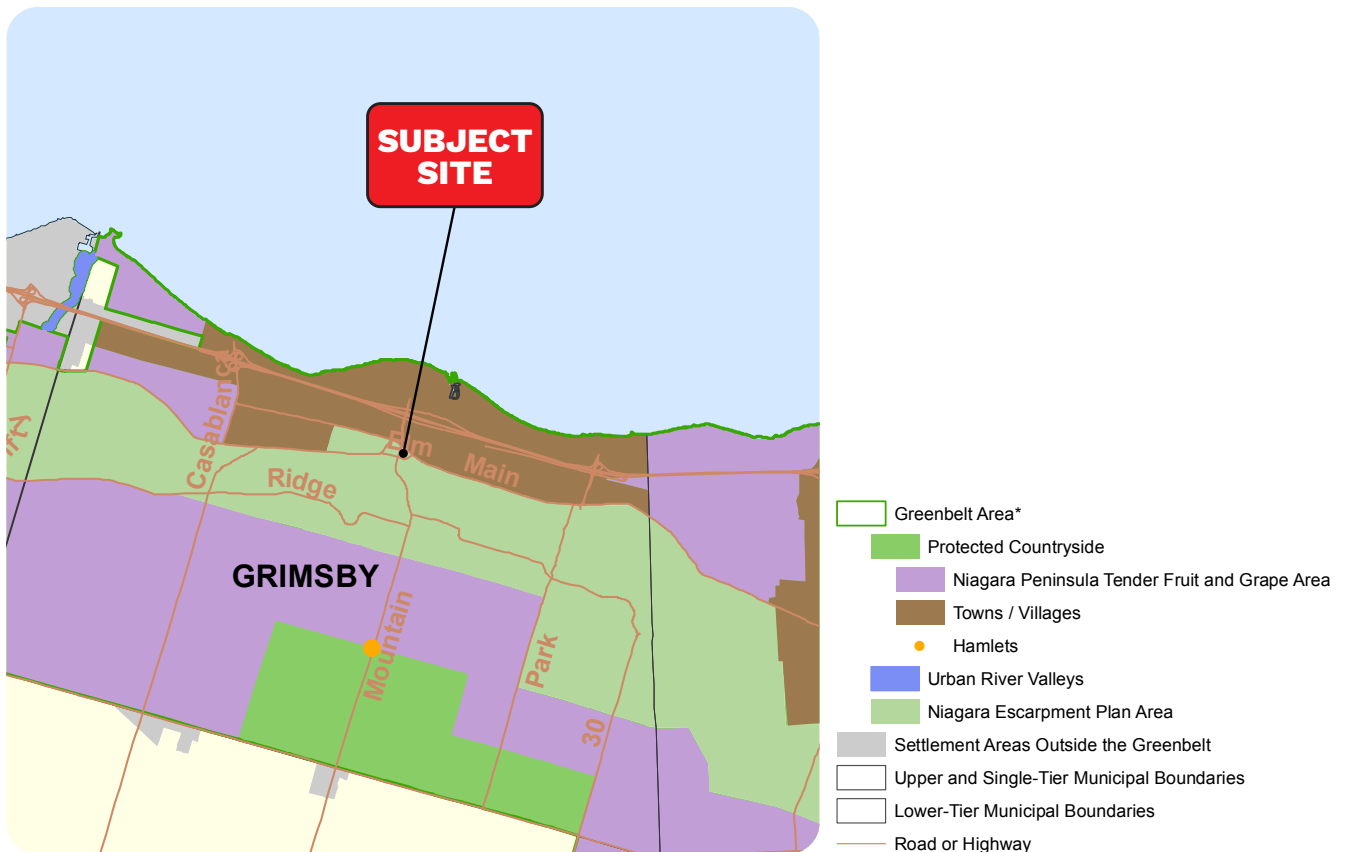


Figure 9 - Schedule 2 - Niagara Peninsula Tender Fruit and Grape Area

Appendix II of the Greenbelt Plan, which is a schematic showing settlements within the Greenbelt Area, further identifies that the subject site is within an Urban Area under the Niagara Escarpment Plan.

4.5 NIAGARA ESCARPMENT PLAN

The Niagara Escarpment Plan derives its authority from the *Niagara Escarpment Planning and Development Act*. It was originally approved on June 12, 1985, and was subsequently revised through reviews in 1990, 1995 and most recently in 2017. The current version of the Niagara Escarpment Plan was approved by the Lieutenant Governor in Council, Order in Council No. 1026/2017, as an amendment to the original Niagara Escarpment Plan, and came into effect on June 1, 2017. The purpose of the Niagara Escarpment Plan is to provide for the maintenance of the Niagara Escarpment and lands in its vicinity substantially as a continuous natural environment and to ensure only such development occurs as is compatible with that natural environment. The objectives of the Niagara Escarpment Plan are as follows:

- To protect unique ecologic and historic areas;
- To maintain and enhance the quality and character of natural streams and water supplies;
- To provide adequate opportunities for outdoor recreation;
- To maintain and enhance the open landscape character of the Niagara Escarpment in so far as possible, by such means as compatible farming or forestry and by preserving the natural scenery;
- To ensure that all new development is compatible with the purpose of the Plan;
- To provide for adequate public access to the Niagara Escarpment; and
- To support municipalities within the Niagara Escarpment Plan Area in their exercise of the planning functions conferred upon them by the Planning Act.

As set out in Section 1.2, the area of the Niagara Escarpment Plan is divided into seven land use designations. The subject site is located with an Urban Area, identified on Map 1 of the Niagara Escarpment Plan (see **Figure 10**, Niagara Escarpment Plan Map 1). Section 1.7 provides that this Urban Areas designation identifies Urban Areas in which the Escarpment and closely related lands are located. The objective of this designation is to minimize the impact and prevent further encroachment of urban growth on the Escarpment environment. Subsection 1.7.4 provides that, within this designation, proposed uses and the creation of new lots may be permitted, subject to conformity with the relevant Development Criteria, the Development Objectives and, where applicable, zoning by-laws that are not in conflict with the Niagara Escarpment Plan. Furthermore, the plan notes that changes to permitted uses, expansions and alterations of existing uses or the creation of new lots within the Urban Area designation will not require an amendment to the Niagara Escarpment Plan.

With respect to development objectives, Subsection 1.7.5 provides the following policies relevant to the proposed development, among other objectives:

- All development shall be of an urban design compatible with the scenic resources of the Escarpment. Where appropriate, provision for maximum heights, adequate setbacks and screening are required to minimize the visual impact of urban development;
- Development within Urban Areas should encourage reduced energy consumption, improved air quality, reduced greenhouse gas emissions (consistent with provincial reduction targets to 2030 and 2050) and work towards the long-term goal of low-carbon communities, including net-zero communities and increased resilience to climate change, including through maximizing opportunities for the use of green infrastructure and appropriate low impact development;
- The co-location of compatible public services should be promoted to address local community needs in convenient locations that are accessible by walking, cycling and public transit, where available;

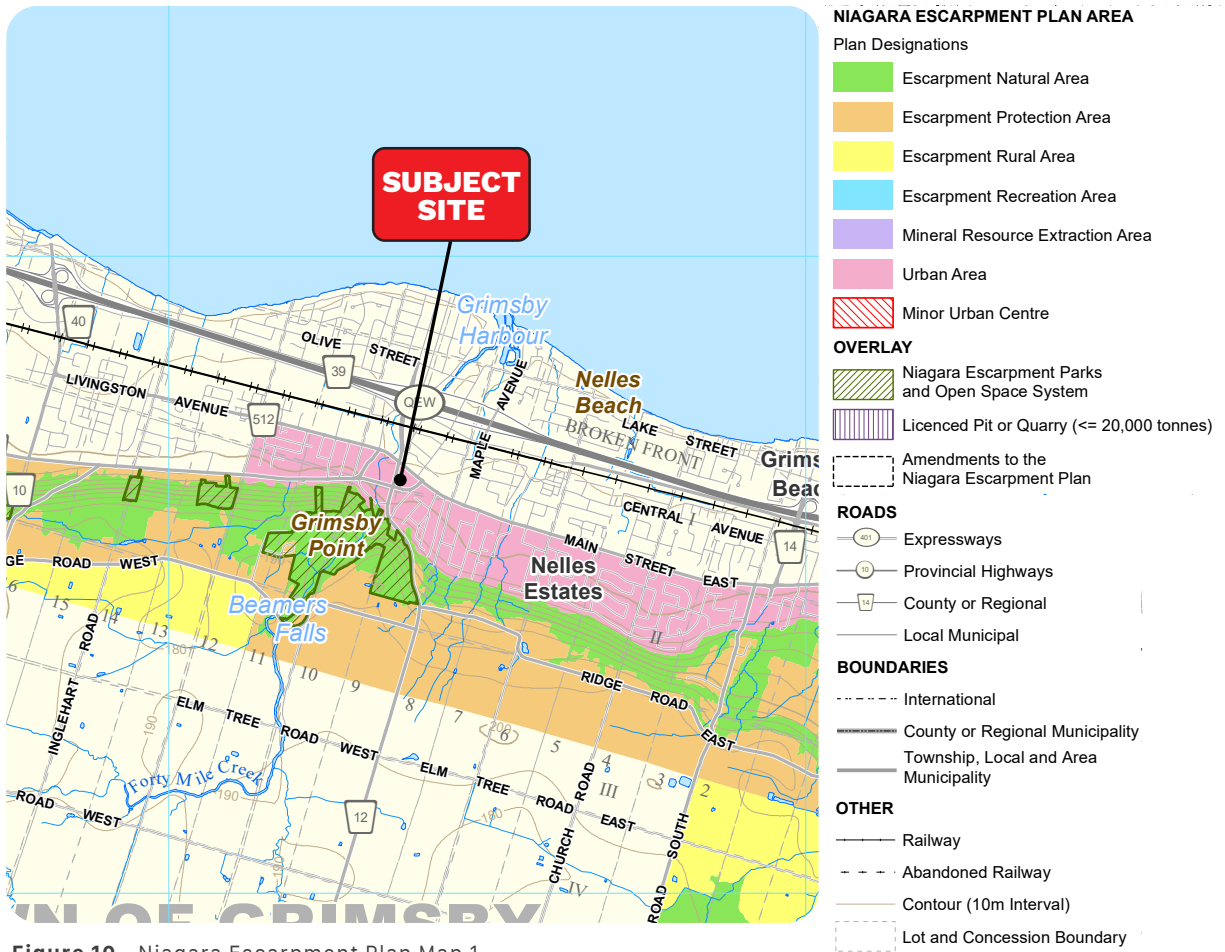


Figure 10 - Niagara Escarpment Plan Map 1

- Development within Urban Areas shall not encroach into Escarpment Natural, Escarpment Protection, Escarpment Rural or Mineral Resource Extraction Areas;
- Adequate public access to the Escarpment should be provided by such means as parking areas, walkways or pedestrian trails (e.g., the Bruce Trail); and
- Growth and development in Urban Areas shall be compatible with and provide for: protection of natural heritage features and functions; the protection of hydrologic features and functions; the protection of agricultural lands, including prime agricultural areas; the conservation of cultural heritage resources, including features of interest to First Nation and Métis communities; considerations for reductions in greenhouse gas emissions and improved resilience to the impacts of a changing climate; sustainable use of water resources for ecological and servicing

needs; and compliance with the targets, criteria and recommendations of applicable water, wastewater and stormwater master plans, approved watershed planning and/or subwatershed plan in land use planning.

While the subject site is not included within the Niagara Escarpment Commission’s development permit area, the development criteria and policies set out in Section 2 of the Niagara Escarpment Plan are to be applied to all development within the area of the plan. Given the location of the subject site and the proposed form of development, only limited development criteria are applicable to the subject site. In particular, this includes the criteria in Subsection 2.13, the objective of which are to ensure that development preserves the natural scenery and maintains Escarpment related landforms and the open landscape character of the Escarpment. The Niagara Escarpment Plan defines natural scenery as “the existing scenery of the Escarpment environment associated with the continuous natural environment”.

With respect to scenic resources, Policy 2.13(1) provides that development shall ensure the protection of the scenic resources of the Escarpment, while Policy 2.13(2) states that where a visual impact on the scenic resources is identified as a concern by the implementing authority, a visual impact assessment shall be required. Policy 2.13(3) sets out requirements for these visual impact assessments.

Policy 2.13(4) sets out appropriate siting and design measures to be used to minimize the impact of development on the scenic resources of the Escarpment, including:

- Establishing appropriate setbacks and maximum building heights;
- Changing the orientation and height of built form to reduce visibility and skylining;
- Clustering buildings where appropriate;
- Minimizing the development footprint and changes to the existing topography and vegetation;
- Using natural topography and vegetation as screening for visual mitigation;
- Where there is minimal existing screening or vegetation that cannot be retained, providing new planting of native species to screen development;
- Using non-reflective materials on roofs and walls along with measures to reduce reflectivity associated with windows; and
- Minimizing the effect from exterior lightings.

For the reasons set out in Sections 5.3 and 5.4 of this report, it is our opinion that the proposal conforms with the development objectives of the Urban Areas designation and the development criteria of the Niagara Escarpment Plan.

4.6 NIAGARA REGIONAL OFFICIAL PLAN

The Official Plan for the Regional Municipality of Niagara (the "Regional OP") was adopted by Niagara Regional Council in 1973 and has been subject to numerous reviews and amendments, including a major review in 1991 and a five-year scoped review conducted in 2013. In 2017, the Region initiated a municipal comprehensive review with the goal of developing a new Niagara Regional Official Plan and to bring it into conformity with the Growth Plan (2019), a final draft of which is expected in December 2021. To date, the draft materials for the new Regional Official Plan indicate that the Region expects that the Town of Grimsby will accommodate 98% of its growth through intensification and is expected to grow to 37,000 residents and 14,670 jobs by 2051 from 30,300 residents and 11,470 jobs.

Chapter 2 of the Regional OP sets out a series of strategic objectives for the future economic growth of the Region. These objectives are intended to form a framework to guide change in the Region that will preserve and enhance what is special about Niagara which also accommodating growth and new development. As they relate to the proposed development for the subject site, these objectives include, among others: recognizing the diversified opportunities and needs in Niagara by balancing both urban development and the conservation of natural resources; facilitating and maintaining a pattern of distinctive and identifiable urban communities; and improving regional self-reliance through long-range economic development planning and economic diversification.

GROWTH MANAGEMENT POLICIES

Section 4 of the Regional OP sets out objectives and policies for managing growth in the Region, including: Objective 4.A.1.1, which directs the majority of growth and development to Niagara's existing *Urban Areas*; Objective 4.A.1.2, which provides that a significant portion of Niagara's future growth will be directly to the *Built-up Area* through intensification; Objective 4.A.1.3 which directs said intensification to Local Municipally Designated Intensification Areas; and Objective 4.A.1.6 which encourages building compact, mixed use, transit supportive, active transportation friendly communities in the *Built-up Area* and in *Designated Greenfield Areas*.

On this basis, Schedule A – Regional Structure identifies the subject site as being within a *Built-Up Area*, within the Urban Area Boundary for the Town of Grimsby (See **Figure 11**, Regional Structure). It also confirms that the subject site is within the Niagara Escarpment Plan area, as discussed in Section 4.5 above.

With respect to intensification, Policy 4.C.2.1 requires that each municipality develop and implement through its local official plan and other supporting documents, a strategy and policies for promoting intensification and achieving the intensification targets of the Regional OP. These local official plans are required to, among others:

- Incorporate the *Built Boundary* delineated on Schedule A as the basis for identifying the *Built-up Area*;
- Generally, encourage intensification throughout the *Built-up Area*;

- Identify specific *Intensification Areas* to support the achievement of the intensification targets, including downtowns, intensification nodes and corridors and strategically located brownfield and greyfield areas;
- Plan *Intensification Areas* to attract a significant portion of population and employment growth, relative to the shape and character of the community;
- Plan *Intensification Areas* so as to be transit supportive and link intensification opportunities with existing or planned future transit hubs and active transportation routes;
- Plan each *Intensification Area* to achieve higher densities than currently existing within the *Intensification Area*; and
- Ensure that *Intensification Areas* provide appropriate densities and transitional areas to ensure relative compatibility with surrounding neighbourhoods including the use of minimum and maximum heights and densities.

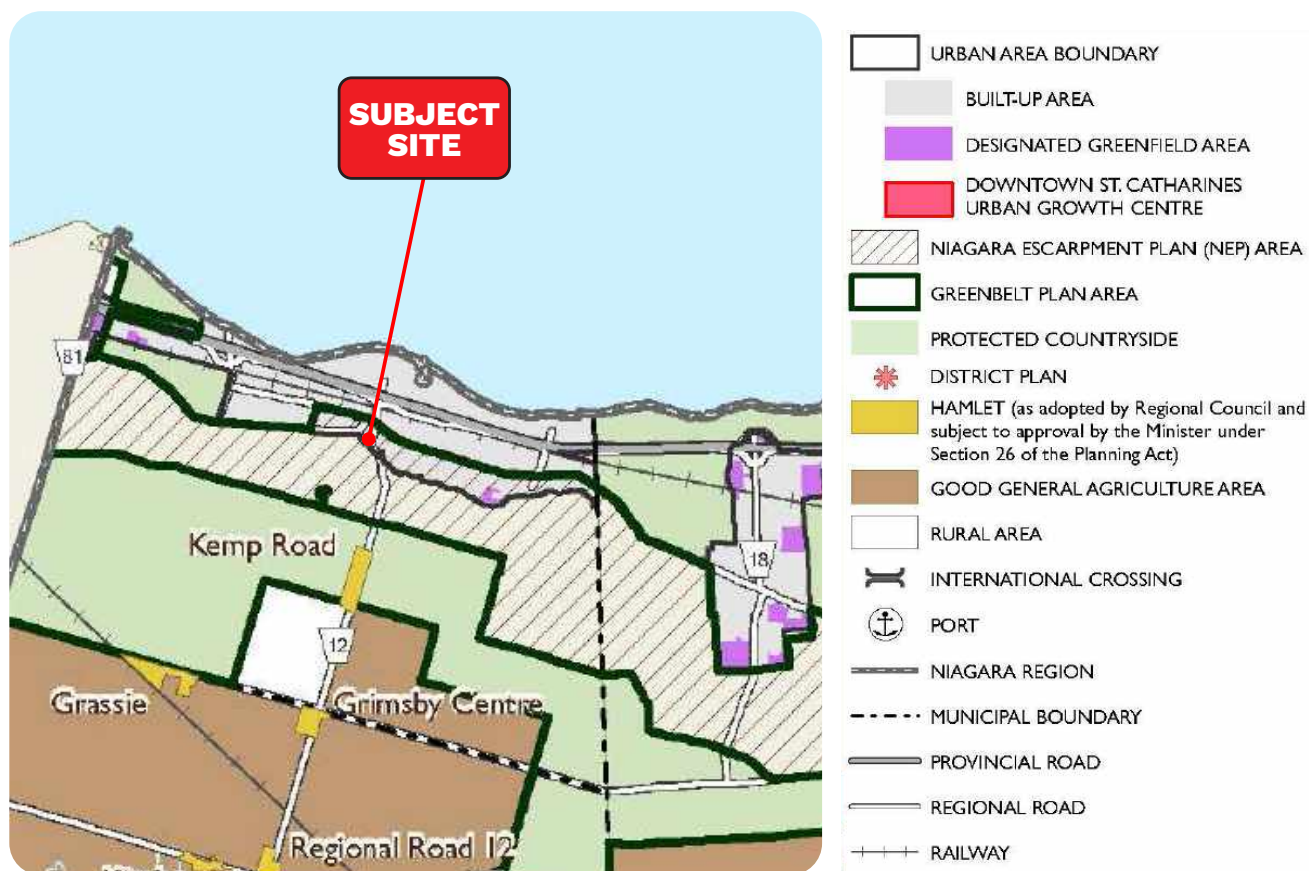


Figure 11 - Niagara Official Plan, Schedule A – Regional Structure

Policy 4.C.3.1 states that by the year 2015 and for each year thereafter, a minimum of 40% of all residential development occurring annually within Niagara will occur within the *Built-up Area* of Niagara's communities. Specific to the Town of Grimsby, Policy 4.C.4.1 sets out a residential intensification target of 80% of total annual development, while Policy 4.C.4.2 provides that this target (or a target equal to or greater than this target) shall be incorporated into the local official plan.

Sub-section 4.G of the Regional OP details the Region's vision for urban growth, and its aspiration for the development of sustainable, complete communities. On this basis, Policy 4.G.7.1. identifies that *Urban Areas* will be the focus of the Region's long term growth and development, while Policy 4.G.8.1 notes that *Built-up Areas* will be the focus of residential and employment intensification and redevelopment within the Region over the long term.

MIXED USE DEVELOPMENT, PUBLIC REALM AND URBAN DESIGN POLICIES

In terms of mixed-use development, Policy 4.1.1 encourages the development of mixed use areas in Niagara, which should be planned to accommodate a variety of complementary land uses, including residential, commercial, employment, recreation, institutional, the Core Natural Heritage System, hydrological features and open space. Policy 4.1.2 goes on to provide that mixed use areas should be planned to accommodate a variety of housing types, with an emphasis on providing opportunities for medium and high density residential development, while Policy 4.1.5 states that mixed use areas should be located in both greenfield and *Intensification Areas*. Finally, Policy 4.1.7 directs that the planning of mixed use areas should direct particular attention to providing an attractive streetscape environment and public realm. A higher quality of public realm design is expected for mixed use areas compared to other residential areas, as mixed use areas often have a higher proportion of public space as compared to private space.

From an urban design perspective, Policy 4.J.1 promotes urban design analysis, municipal beautification, streetscape improvement, public art and the establishment of public gardens to ensure the Region's communities remain attractive places, to promote quality of life and to encourage tourism. Policy 4.J.4 further encourages complementary private realm site design that addresses public safety, active transportation, landscaping and human scale in buildings facing public space. Policy 4.J.5 promotes the development of the public realm in a manner that supports vibrant social and cultural gathering spaces easily accessed by a variety of transportation modes. This principle is particularly important in planning for Niagara's downtowns.

BUILT HERITAGE POLICIES

The creation and protection of creative places are the focus of Subsection 10.C of the Regional OP, which provides objectives and policies related to recognizing the critical role that these places and spaces play in creating a sense of place and improving quality of life for residents and visitors.

With respect to built heritage resources, Policy 10.C.2.1.2 states that the Region shares an interest in the protection and conservation of such resources and encourages local municipalities to develop policies to protect and conserve locally significant built heritage resources, including the designation of individual properties under the Ontario Heritage Act. Policy 10.C.2.1.5 provides that where development, site alternative and/or a public works project is proposed on or adjacent to a significant built heritage resource(s), a heritage impact assessment will be required, and the findings of which shall include recommendations for design alternatives and satisfactory measure to mitigate any negative impacts on identified significant heritage resources.

HOUSING AND COMMUNITY SERVICES POLICIES

Section 11 of the Regional OP provides policy direction with respect to housing and community services. In terms of housing, Policy 11.A.1 encourages the provision of a variety of housing types within urban communities and neighbourhoods to serve a variety of people as they age through the lifecycle. Policy 11.A.2 further encourages the development of attractive, well-designed residential *development* that, among other things:

- a. Provides for active transportation within neighbourhoods with connections to adjacent residential and commercial areas, parks and schools;
- b. Is accessible to all persons;
- c. Incorporates the principles of sustainability in building design;
- d. Provides functional design solutions for such services as waste collection and recycling;
- e. Provides an attractive, interconnected and active transportation friendly streetscape;
- f. Contributes to a sense of safety within the public realm;
- g. Balances the need for private and public space;
- h. Creates or enhances an aesthetically pleasing and functional neighbourhood; and
- i. Encourages a variety of connections based on transportation mode between land uses based on diverse transportation modes, allowing people to move freely between the places where they live, work and play.

Policy 11.A.3 encourages housing which allows people to work at home or in relatively close proximity to work.

In terms of community facilities and institutions, Policy 11.B.3 provides that smaller scale community service facilities should, where possible and practical, be co-located and sited in *Intensification Areas* and/or existing nodes and corridors to increase multi-modal transportation opportunities for accessing community services.

For the reasons set out in Sections 5.1 and 5.2 of this report, it is our opinion that the proposal and the requested official plan and zoning by-law amendments conform Regional OP, particularly with respect to directing growth to Urban Areas and intensification in *Built-up Areas*.

4.7 TOWN OF GRIMSBY OFFICIAL PLAN

The Town of Grimsby Official Plan (the "Grimsby OP") was adopted by Council in 2009 and approved by the former Ontario Municipal Board in 2012, replacing the former 1988 Official Plan for the Town, as amended. The Grimsby OP is intended to guide growth and development in the Town to the year 2031, and is subject to 5-year reviews to determine if it is still providing adequate and appropriate direction to Council, the public and other involved in the development of the Town. Once the Regional OP has been updated to conform to the Growth Plan as described in Section 4.6 of this report, the Grimsby OP will subsequently need to be updated to conform to the new Regional OP, including addressing how and where new growth will occur.

The policies of the Grimsby OP are based on a series of assumptions surrounding the future growth and development of the town, including that, among others:

- Grimsby will develop as a complete community, and reduce out-commuting by providing and appropriate mix and range of employment opportunities and community services and facilities to its residents to meet long-term needs;
- The majority of residential development in the Town will continue to consist of low rise housing, but new development will provide a greater proportion of multiple unit housing that in the past to meet the needs of the different socio-economic population groups, to create compact settlements, and to meet established intensification targets; and
- The Town will achieve a population of approximately 33,000 by 2031, the majority of which will be concentrated in the urban portion of the community north of the Escarpment.

With respect to official plan amendments, Policy 1.4.3 provides that it is not intended that the Grimsby OP be amended unless substantial evidence can be presented which will justify that such an amendment is based on good planning. Policy 1.4.4 further provides that in determining whether or not an amendment to the Grimsby OP is appropriate, regard shall be had to the Vision, and Municipal Structure goals, objectives and policies, under Section 2, as well as the policies, study requirements and evaluation criteria within the respective land use category under Section 3, and the implementation policies found in Section 9.

MUNICIPAL STRUCTURE POLICIES

Developed in order to establish the broad long-term intent of the Town, the municipal structure set out in Section 2.0 of the Grimsby OP forms the broad pattern defining the community and provides the strategic framework within which more detailed land use descriptions can be established. This section includes strategic policies related to growth management, housing and economic development. The overall strategic direction of the Town during the period of the Grimsby OP is guided by a Vision Statement in Subsection 2.1, which states in part:

Grimsby's future will build on its small town scenic character through managed growth that will provide for a greater choice for housing, alternative modes of transportation, increased employment, a vibrant downtown and an accessible public waterfront. Grimsby's natural heritage, cultural heritage, and arts will be celebrated and protected. The existing urban settlement area of Grimsby will be intensified in a few key areas while respecting the small town character and cultural heritage of the Town. Small-scale infill will be promoted in other parts of the urban settlement area but will be sensitive to the surrounding housing character. The Downtown will be enhanced as a vibrant and clean place where people can live, work, dine, and shop in a small town atmosphere. A thriving employment area will be focused along the QEW corridor.

The Town's municipal structure is further guided by a series of principles set out in Subsection 2.2 which relate to the Town's natural environment, housing, controlled growth, travel, accessibility, economic growth, recreation opportunities, small town feel, design and culture and rural character. With respect to controlled growth, this Subsection states that the Grimsby OP will:

- Provide for controlled and efficient growth that takes advantage of existing infrastructure, and prevents sprawl;
- Promote efficient development and land use patterns which minimize land consumption through compact development in areas best able to accommodate it;
- Permit strategic intensification and infill in appropriate areas with high quality design that is sensitive to the surrounding character of the neighbourhood;
- Sustain the financial wellbeing of the Town by minimizing servicing costs from new development and creating financial arrangements where new development pays for itself;
- Avoid development and land use patterns that would prevent the efficient expansion of settlements; and
- Ensure that infrastructure and public service facilities are or will be available to meet the needs of the residents by planning for these facilities concurrent with the development process and ensuring development charges and other financial arrangements are updated to deliver the facilities.

Schedule A of the Grimsby OP identifies the subject site as being within an Urban Settlement Area, as well as a Major Intensification Area associated with the Downtown, and the Niagara Escarpment Plan Area (see **Figure 12**, Schedule A – Municipal Structure).

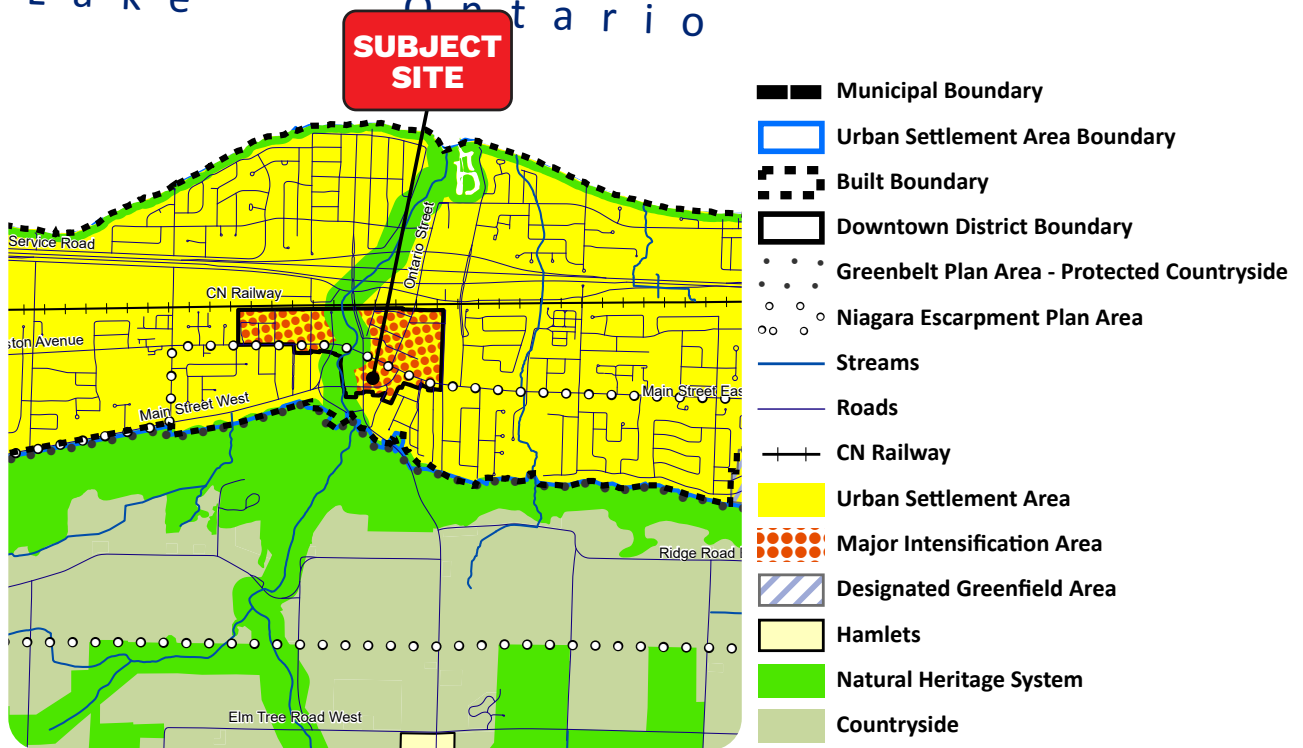


Figure 12 - Town of Grimsby Official Plan, Schedule A – Municipal Structure

As set out in Subsection 2.3.2, the Urban Settlement Area is the prime focus of, and location for urban growth within the Town of Grimsby. It is intended to provide for a broad range of housing opportunities, commercial facilities and services, recreation, culture, government facilities and services and employment opportunities. The objectives of this municipal structure element include:

- To permit growth to occur in a controlled, orderly fashion on full municipal services;
- To ensure that the land uses in the Urban Settlement Area contribute to and respect Grimsby's cultural heritage and small town character;
- To ensure that the Downtown will be enhanced as a vibrant place to live, work, and play; and
- To recognize the Downtown as the primary location for retail shopping, entertainment, restaurants and personal services including professional and government offices, which serve the residents of the Town.

Policy 2.3.2.1 d) identifies major intensification areas as the two areas where the majority of intensification will be directed, while Policy 2.3.2.1 e) further clarifies that the Downtown represents one of the two major intensification areas, but it also plays a more significant role in the municipal structure than simply as a location for intensification. It is also the primary location for retail goods and services and is the perceived centre of the Town and its meeting place.

Policy 2.3.2.8 provides that the Town shall encourage intensification in the Downtown; however, such intensification shall consider the compatibility criteria of Section 3.5.6, support the small town atmosphere, and preserve and maintain the Downtown's cultural heritage. Policy 2.3.2.9 further states that in addition to being a major intensification area, the Downtown shall also serve as the commercial centre of the Town, its meeting place and place of socialization, and as the recognized core of the Town. The policies of the Grimsby OP and any amendments thereto shall endeavour to strengthen these key strategic functions of the Downtown.

With respect to intensification targets, Policy 2.4.4 provides that the Town shall target for approximately 80 % of new dwelling units to be provided through intensification after 2015. To achieve this target, Policy 2.4.6 sets out an intensification strategy that includes, among other things:

- Encouraging infill and intensification through the built-up area of the Urban Settlement Area to achieve higher densities than what currently exist within the Intensification Area subject to the other policies of the intensification strategy and the Grimsby OP;
- Directing the majority of intensification to two major intensification areas in the Downtown and Casablanca interchange area; and
- Facilitating intensification by offering development incentives such as reduced parkland dedication requirements; reduced parking standards; reduced development charges; and pre-zoning.

Policy 2.4.13 states that Intensification Areas are to be planned to provide a diverse mix of land uses that complement and support the overall residential intensification objective. These may include employment, commercial, recreation, institutional and other compatible land uses in relative proportions dependent on area characteristics and the intended critical mass of residential development. Policy 2.4.14 further provides that Intensification Areas are to be planned so as to be transit supportive and link intensification opportunities with existing or planned future transit hubs and active transportation routes.

HOUSING POLICIES

With respect to the provision of housing and provincial requirements to provide a range of housing types and opportunities to accommodate growth, Subsection 2.5 of the Grimsby OP states that this residential growth is to occur not only in traditional greenfield settings, but also through infill and redevelopment in the Town's existing *built-up area*. Facilitating opportunities for infill and intensification will require a balance to ensure that adjacent residents are not unduly impacted and the existing character of stable residential neighbourhoods are protected.

In terms of accommodating a diversity of housing choices, Policy 2.5.1 encourages the development industry to provide housing which includes a variety of dwelling unit types in terms of density, tenure, unit size and price including special needs housing.

Policy 2.5.4 provides that the Town shall permit and facilitate all forms of residential intensification in accordance with the Intensification Strategy in Section 2.4.6. Furthermore, Policy 2.5.5 states that in considering applications for infill and intensification, the Town shall consider the impact on adjacent residential uses including overlook and shadowing, the character of the surrounding area and the need for a transition in heights and densities adjacent to existing residential uses as per Section 3.4.7.

In order to facilitate the provision of affordable housing, Policy 2.5.6 a), among other methods, promotes higher density housing forms in appropriate locations, as set out in the land use designations of the Grimsby OP, as such housing is more affordable due to reduced per unit land costs.

LAND USE POLICIES

Schedule B-2 of the Grimsby OP designates the subject site as *Commercial Core - Intensification* (see **Figure 13** – Schedule B-2, Land Use - Urban Settlement Area (East), while Schedule B-3, further designated the subject site as *Downtown - Intensification* (see **Figure 14** – Schedule B-3, Land Use - Downtown District). The lands to the immediate north, east and west are similarly designated on Schedules B-2 and B-3, while the lands further north along Main Street East are designated *Commercial Core - Main Street* and *Downtown - Main Street*, and the lands on the south side of Elm Street are designated *Commercial Core - Transition* and *Downtown - Transition*.

Subsection 3.5 of the Grimsby OP sets out the land use policies for the Downtown District, the objectives of which include, among others: protecting and enhancing the character of the historic 'Main Street'; promoting new intensified development in appropriate locations; and ensuring that new development is compatible with existing development patterns. More

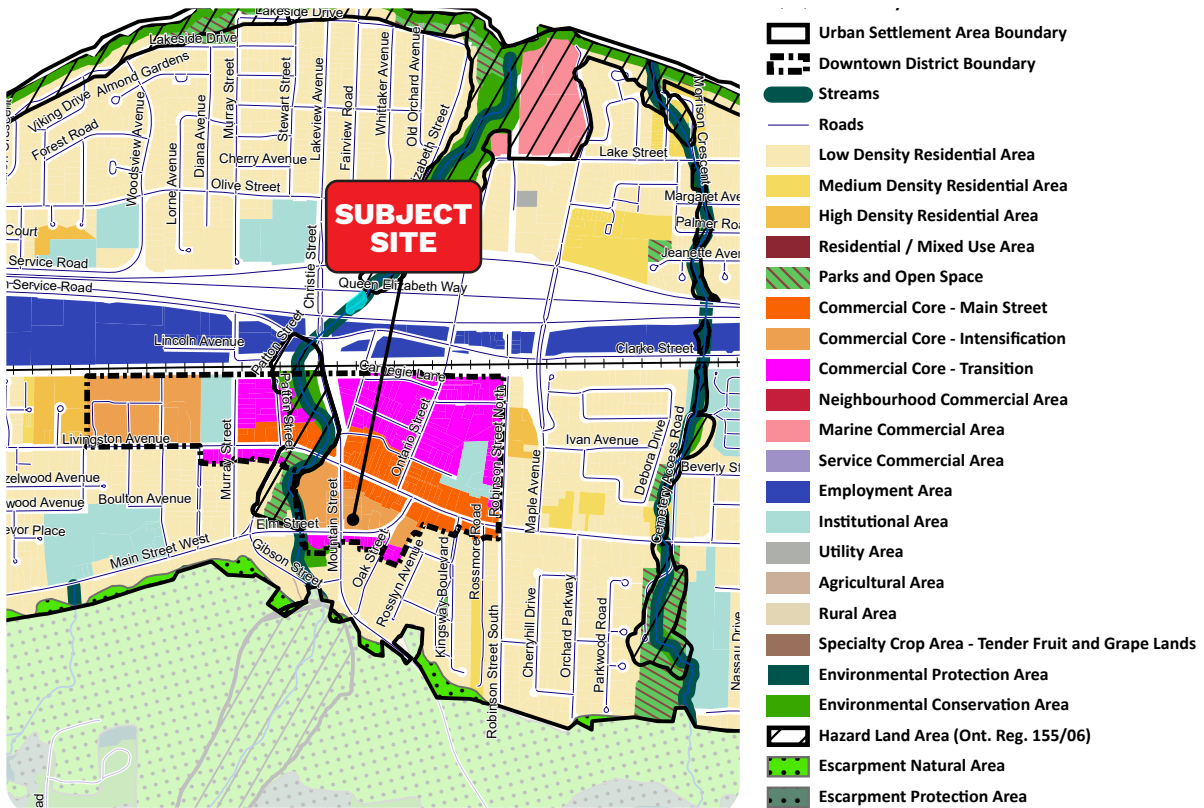


Figure 13 - Town of Grimsby Official Plan, Schedule B-2 - Land Use - Urban Settlement Area

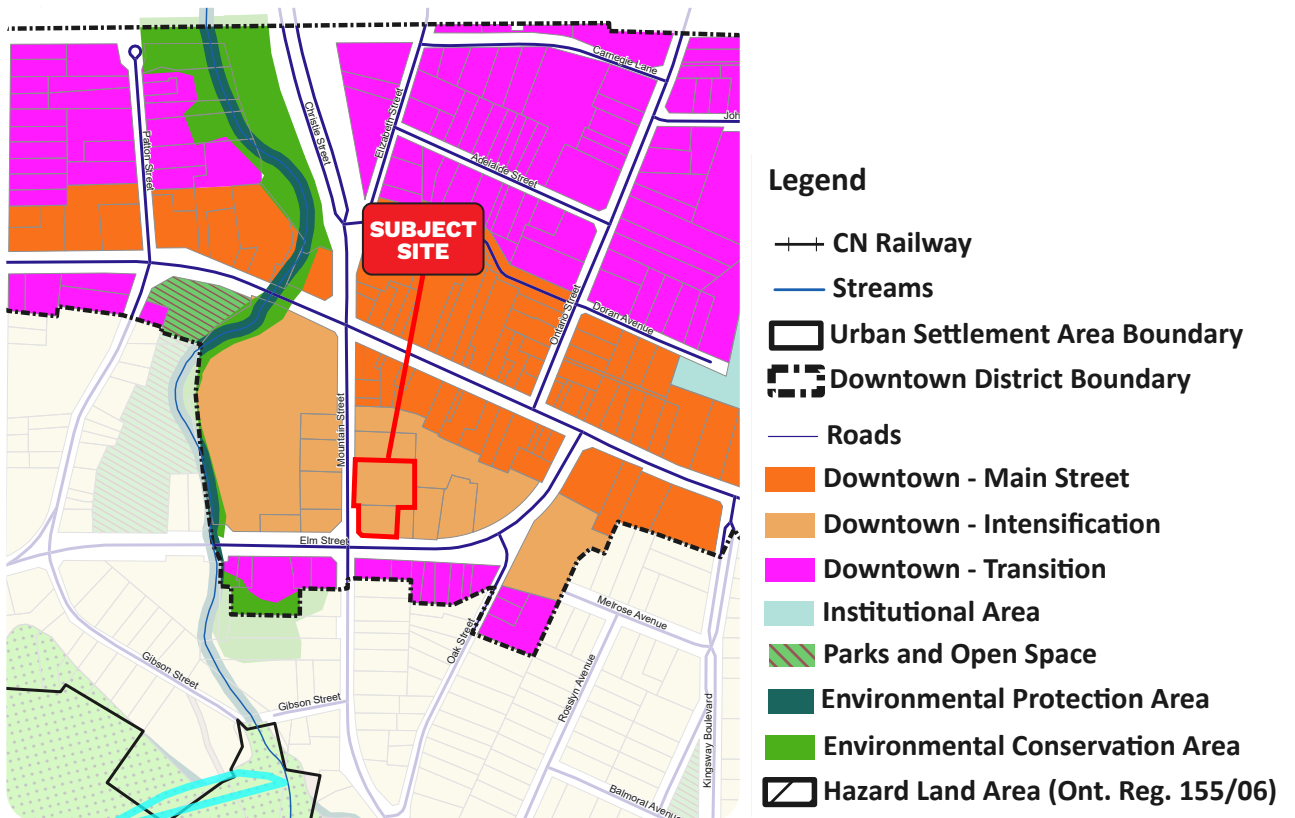


Figure 14 - Town of Grimsby Official Plan, Schedule B-3 - Land Use - Downtown District

specifically, the *Downtown – Intensification* designation is intended to provide opportunities for large scale commercial development, mixed use developments and/or significant residential intensification.

Policy 3.5.5.5 provides that within the *Downtown – Intensification* permitted uses include: townhouses and other forms of multiple unit ground related housing; apartments; offices; a full range of retail stores; restaurants; hotels; community and institutional uses; cultural, recreational and entertainment uses; parking facilities at-grade and/or in structure; neighbourhood parks and village squares; and public and private utilities. Policy 3.5.5.2 specifically prohibits single detached, semi-detached and duplex dwelling units in the *Downtown – Intensification* designation.

Policy 3.5.5.4 encourages buildings and sites to accommodate an array of uses, including a mixture of uses not just within the designation in general, but on individual development sites and within individual buildings. High activity uses that animate the streetscape, like retail, are encouraged at-grade, with uses such as offices and residential uses on second floors and above.

In addition, Policy 3.5.5.5 recognizes that while the provision of restaurants, cafes, stores and display windows adjacent to the street provides visual interest, encourages the use of sidewalks, promotes retail continuity and viability, and contributes to a safer and more vibrant pedestrian environment, in this portion of the Downtown District, buildings are largely set back from the street with larger parking lots in front of the buildings. Therefore, as *intensification* and redevelopment occur, it is a policy of the Grimsby OP that:

- A strong pedestrian focus shall evolve through infilling of retail, service commercial and mixed use buildings in a physical arrangement which assists in creating a vibrant and active street environment;
- Where possible, buildings should provide an active use at-grade in order to promote pedestrian activity;
- Retail uses shall be encouraged at-grade;

- At-grade uses will change over time to adapt to a variety of community needs. As a result, the floor-to-ceiling height of ground floors for all buildings should be sufficient to adapt to all typically permitted uses;
- New buildings shall be built up to the streetline with no parking, driveways or lanes located between the buildings and the street except as set out in subsection g);
- Parking should generally be orientated to the side and rear yards;
- Single use buildings exceeding a ground floor area of 5,000 square metres shall generally be directed to the interior or rear of a property with smaller stores oriented onto the public street in front of the larger stores. Alternatively, larger stores could be located up to the streetline provided they have multiple entrances or other similar means to animate the streetscape; and
- Each store that abuts the public street, shall face onto the street with the main door and substantial fenestration facing on to the street.

As provided by Policy 3.5.5.6, density is not specifically regulated within the *Downtown – Intensification* designation, but will rather be considered a product of the relationship between height and lot coverage. In terms of building height, Policy 3.5.5.7 notes that new buildings shall have a minimum building height of 2 storeys, and a maximum building height of 4 storeys. The minimum building height can be provided through two functional stories or other design features that give the appearance of two storeys. For building heights of greater than three storeys proposed within the Niagara Escarpment Plan Area, a visual impact assessment may be required.

Notwithstanding Policy 3.5.5.7, Policy 3.5.5.8 provides that Council may, in consultation with the Niagara Escarpment Commission consider building up to 6 storeys provided a visual impact assessment is submitted and the angular plane requirements of Section 3.5.6.7 are implemented. The visual impact assessment must demonstrate that views of the Escarpment are not detrimentally impacted.

A Visual Impact Assessment has been prepared by Seferian Design Group for the proposed development. A summary and discussion of the findings are provided in Sections 5.3 and 5.4 of this report.

DESIGN POLICIES

Section 3.5.6 of the Grimsby OP provides general design policies for the Downtown District, which apply to the *Downtown – Intensification* designation as indicated by Policy 3.5.5.11. The Town’s objectives for urban design within the Downtown District are:

- To enhance the livability and physical appeal of the Town through the quality, layout and attractiveness of its public and private spaces and buildings;
- To provide development proponents with an understanding of the design intent of the Town; and
- To create a built environment, which provides: visual diversity, interest and beauty; a well-defined public realm, including an interconnected open space network; sensitive integration of new development with existing development; a transit supportive and pedestrian oriented development pattern; and a road system which recognizes and preserves the historic character of the Downtown District.

Policy 3.5.6.2 describes the characteristics of the four distinct street types within the Downtown District. As they are applicable to the subject site, this includes:

- **Arterial Roads** - Livingston Avenue and Mountain Street are identified as Arterial Roads on Schedule C. They have distinct identities and characteristics that should be enhanced with streetscape improvements making them enjoyable, safe and walkable environments. In retail areas, the sidewalks should be located from the back of the curb all the way to the adjacent storefronts providing space for outdoor cafes and spill-out retail. Alternative materials should be considered for pedestrian paving including concrete unit pavers, brick pavers and high quality poured

in place concrete. In addition, on Arterial Roads, trees should be located along the curb edge. Pedestrian scale decorative lighting should illuminate the sidewalks. Where space permits, planted boulevards should line the streets, separating pedestrians from vehicles.

- **Collector Roads**—Elm Street and Ontario Street are identified as Collector Roads on Schedule C. They are characteristically narrower than Arterial Roads and are considered to be a lower order road. They should be walkable, tree lined, safe and well-lit at night. Generally, the sidewalks should be located adjacent to the curb and be continuous on both sides of the street. In some cases, a narrow sodded boulevard separates the sidewalk from the road. Standard streetlights should illuminate the vehicular and pedestrian realms.

In terms of open space, Policy 3.5.6.4 a) provides that Downtowns typically require smaller park spaces, distributed strategically throughout the entire district to enhance adjacent development. It is the intention of the Town to promote public open space features as key aesthetic and functional components to complement the anticipated redevelopment activity. Policy 3.5.6.4 b) goes on to provide that the open space system of the Downtown District should continue to be focused on the interconnected system of streets, parks and Village Squares.

As set out in Policy 3.5.6.4 c) Village Squares should be widely distributed throughout the Downtown District to ensure easy access and multiple opportunities for rest, relaxation and visual interest. Village Squares should be sited to encourage the development of building frontages that extend the street wall around the edges of the publicly accessible space. Building entrances, lobbies, windows and balconies should provide a direct visual connection into the building’s interior spaces. It is understood that some Village Squares will cater to primarily a local resident population, while others will have a broader range of clientele and activities.

In establishing Village Squares Policy 3.5.6.4 d) ii) provides that for lands within both the *Downtown – Transition* and *Downtown – Intensification* designations all development applications on sites greater than 0.2 hectares in size shall include a location for a Village Square. Village Squares are intended as formal pedestrian spaces, in support of the adjacent higher density, mixed use development. Policy 3.5.6.4 d) iii) requires that Village Squares be sized and located to the satisfaction of the Town, be designed and built to Town standards, and include frontage abutting the public sidewalk system where possible. Policy 3.5.6.4 d) v) provides that Village Squares be designed to reinforce a high quality formalized relationship with adjacent building use and streetscape.

Policy 3.5.6.4 e) provides consideration for privately owned Village Squares as fulfilling all or part of the required parkland dedication, whether or not the land is dedicated to the Town, subject to the execution of an agreement that ensures that: Village Squares are designed and built to the satisfaction of the Town; Village Squares are maintained by the owner to the satisfaction of the Town; and Village Squares remain open and accessible to the public at all times.

In terms of ensuring compatible development, Policy 3.5.6.5 a) states that it is a fundamental principle to avoid and/or mitigate any inappropriate interface between buildings and/or uses. As such, the concept of compatible development is of paramount importance throughout the Downtown District. All development applications shall be reviewed with respect to their compatibility with existing and/or approved developments.

Policy 3.5.6.5(b) provides that all new development and redevelopment within the Downtown District shall demonstrate sensitivity to the existing architectural styles, building materials and scale, with the exception of the existing suburban style plaza developments. The design and selection of materials used for proposed additions, alterations, and new buildings shall also have regard for the style, both volumetrically and materially, of existing buildings to strengthen themes of existing character in the vicinity.

Policy 3.5.6.6 (c) further provides that all development and redevelopment shall respect the character of existing development, with the exception of the existing suburban style plaza developments, through compatible and complementary building massing (i.e. building height and scale), building design principles, landscaping, and streetscape elements. New buildings shall be designed at a height and scale, which is compatible with the surrounding area and in conformity with the policies of this Plan. Specific consideration shall be given to massing options that establish an appropriate relationship to the surrounding built form.

Policy 3.5.6.6 (c) sets out a series of principles for all new development in the Downtown District, including that:

- Building design shall be barrier free;
- Permitted uses can be in a stand-alone or in mixed use buildings;
- Continuous streets of monotonous and repetitive façades shall be avoided. A more textured architectural quality can be achieved by introducing variation in certain elements of the façade treatment;
- All new buildings shall create a street space scaled to the pedestrian and organized to present an appropriate façade to all adjacent streets to provide interest and comfort at ground level for pedestrians. Primary pedestrian entrances shall provide direct and universal access to the public sidewalk;
- Ground floors of all buildings shall be designed with windows and doors opening onto the street or public open spaces to provide “eyes on the street”;
- A pedestrian weather protection system including awnings, canopies, colonnades, or front porches along the sidewalk edge of important pedestrian streets and adjacent to the Village Squares are also encouraged at the entrances to buildings;
- Variation in three-dimensional elements, such as balconies, bay windows and porches, cornices, window trim, entrances and the articulation of the building mass, shall be used to create a dynamic façade;

- Variation and articulation in the building such as a step-back at the upper storeys, shall be established in the implementing zoning by-law. A typical multi-storey building will include a 2-storey podium, a step back, and then a taller component;
- Any visible mechanical equipment should be screened and located in a manner that has a minimal physical and visual impact on public sidewalks and accessible open spaces;
- Transformers and other above ground utilities, should be located underground, where feasible, within the building, or in other locations which are screened from public view; and,
- An interesting architectural feature/treatment is encouraged on all rooftops of buildings over 4 storeys to prevent typical box shaped building forms.

As it relates to the development of corner sites, Policy 3.5.6.6 d) states that the advantages of better visibility, light and view, make corner sites good locations for landmark buildings. Consequently, prestigious buildings often occupy corner sites. In addition to all the other design policies for development in the Downtown District, corner sites shall also:

- Articulate and define the intersection at which the building is located by enhancing its presence at each corner;
- Include an architectural feature, such as an additional storey, greater than abutting buildings;
- Turn the corner, for example, the building should have primary, articulated façades towards both streets and should be visually different from adjacent development; and,
- A corner building should have the highest level of architectural detailing and a distinct architectural appearance.

Policy 3.5.6.7 sets out an angular plane requirement where a new apartment or mixed use building is proposed that is either abutting or across a public street right-of-way from the Medium Density or Low Density Residential designations. As the abutting lands and those across the street from the subject site are all within the *Downtown – Intensification* and *Downtown – Transition* designation, this angular plane requirement does not apply.

In terms of the locations of new buildings on a lot, Policy 3.5.6.8 a) recognizes that a relatively consistent building edge adjacent to the street is important to provide spatial definition and containment to the street. Build-within zones essentially set both a minimum and maximum setback. This semi-public space of the front yard and exterior side yard creates a buffer zone between the public and the private domains, which enhances the visual appearance of the street edge, the level of privacy, and provides outdoor spaces for casual social interaction.

On this basis, Policy 3.5.6.8 b) provides that for all development within the Downtown District where the at-grade use is not residential, the following build-within zone policies apply except as set out in Section 3.5.5.5.g):

- The build-within zone is located between 0 and 3 metres from the front and/or exterior side lot line. Building setbacks would need to be established in accordance with NPCA’s regulations;
- All buildings shall be generally sited parallel to the street and along the edges of parks and open spaces. The public faces of these buildings are to align with neighbouring buildings in a manner that establishes a consistent building face lining the street; and
- The lands in front of buildings shall include an appropriate hard surface and other landscape features that are complementary to the adjacent streetscape in the build-within zone to ensure ease of access to the building from the public sidewalk;

For all development within the Downtown District where the at-grade use is residential, Policy 3.5.6.8 c) requires that:

- Buildings with an at-grade residential use should be located close to the street line with a minimum front yard setback to provide for privacy;
- The finished first floor level of an at-grade residential use shall be of sufficient height above the grade of the adjacent sidewalk to provide greater privacy; and,

- Planted and constructed elements in the semi-public space adjacent to an at-grade residential development – low hedges, trees, masonry and decorative metal fences and gates—shall be designed to provide a transition from the public sidewalk to the finished first floor level of adjacent residences.

Finally, to achieve a consistent street wall condition Policy 3.5.6.8 d) iii) requires that a minimum amount of building wall must be located within the identified build-within zone. Within the *Downtown – Intensification* designation, the minimum built frontage of all block faces abutting a public street shall be 50 percent.

In terms of the design and provision of parking, access and service facilities, Policy 3.5.6.9 provides that, among others:

- Parking within the remainder of the Downtown District (other than the *Downtown – Main Street* designation) shall meet the parking requirements set out in the Town’s Zoning By-law;
- Subject to the provision of on-street parking and/or other public parking facilities, the Town may consider the reduction of parking requirements for redevelopment proposals in proximity to those facilities. The Town may require a parking study be prepared to justify such a parking requirement reduction;
- Where a development within the Downtown District is unable, or does not wish to provide all of the required parking spaces, the Town may, at its discretion, accept cash-in-lieu of the parking spaces subject to: the minimum parking requirement shall be used to calculate any parking space deficiency; the cost of each parking space shall be established by the Town, and may be waived for any specific development, at the discretion of the Town; and, the funds raised through this provision shall be utilized by the Town solely for the purchase of property for public parking and/or the building of public parking within the boundaries of the Downtown District;
- In order to reinforce streets as primary public spaces, the locations of parking, driveways and service entrances and loading areas need to be carefully considered and coordinated with the locations for pedestrian entrances. As such, public parking facilities, service access

points, loading areas and any visible garbage containers and/or mechanical equipment are to be located in a manner that has a minimal physical impact on sidewalks and accessible open spaces. Shared driveways, service courts at the side and rear of buildings are encouraged to provide for these functions; and

- Pedestrian connectivity between rear yard parking lots and the street is encouraged through the establishment of pedestrian linkages via side lot walkways;

DEVELOPMENT WITHIN THE NIAGARA ESCARPMENT PLAN AREA POLICIES

As the subject site is located with the Niagara Escarpment Plan Area as shown on Schedule A (see **Figure 12**, shown previously), new development is subject to an additional series of criteria set out in Subsection 4.7 of the Grimsby OP. These criteria deal with development in a variety of situations, and therefore, not all criteria will apply to every development.

The general development criteria for the Niagara Escarpment Plan Area are set out in Policy 4.7.1. The relevant criteria to the proposed development include:

- Permitted uses may be allowed provided that: The long-term capacity of the site can support the use without a substantial negative impact on Escarpment environmental features such as water quality, natural vegetation, soil, wildlife, population and visual attractiveness; and
- Development should be designed and located in such a manner as to preserve the natural, visual, and cultural characteristics of the area.

As it relates to cultural heritage resources within the Niagara Escarpment Plan Area, Policy 4.7.10 provides that such features shall be maintained and conserved through the following, among others:

- Care shall be taken to preserve known archaeological sites (especially native burial sites) or areas where such sites might reasonably be expected to exist;
- Existing heritage features, areas and properties should be retained and reuse;

- New development including reconstruction and alterations should be in harmony with the area’s character and the existing heritage features and building(s) in general mass, height and setback and in the treatment of architectural details, especially on building facades; and
- Where new development involves a heritage feature it should express the feature in some way, including the preservation of the heritage resource or cultural landscape in its original setting as part of the new development.

IMPLEMENTATION POLICIES

Grimsby OP Policy 9.11.1 requires applicants to consult with the Town prior to submitting an application for an Official Plan Amendment, Zoning By-law Amendment, Site Plan approval, Draft Plans of Subdivision and Draft Plans of Condominium. The Town also encourages applicants to consult with the municipality prior to submitting an application. The pre-submission consultation meeting will be held with Town staff and any other government agency or public authority that the Town determines appropriate.

Policy 9.11.2 provides that at the pre-submission consultation meeting the list of required studies may be scoped depending on the nature of the application. The Town in consultation with applicable agencies may also prepare terms of reference for any of the required studies, which set out the required study information and analysis. Additional studies may be determined necessary for submission with the application based on the nature of the application. The Town’s completed application requirements for Official Plan Amendment, Zoning By-law Amendment, Consent, Site Plan approval, Draft Plans of Subdivision, or Draft Plans of Condominium application are provided in Subsection 9.12 of the Grimsby OP.

In support of the proposed development, please see the draft Official Plan Amendment submitted under a separate cover. As described in Section 3.4 and 3.5 of this report, a pre-submission consultation meeting for the proposal was held with Regional and Town staff in February 2021.

4.8 GRIMSBY ZONING BY-LAW 14-45

The Town of Grimsby Zoning By-law 14-45, as amended (“Zoning By-law 14-45”) zones the subject site DI - Downtown Intensification on Schedule 12-A and identifies 19 Elm Street as being subject to Site Specific Exception 115 on Schedule 12-B (see **Figures 15-16**).

The DI Zone permits a broad range of commercial and residential uses, including apartment buildings, dwelling units, offices, retail stores, restaurants, service shops, places of entertainment, and community recreational centres, among others and subject to specific use qualifications. In particular, it is noted that the DI Zone permits dwelling units only at or above the second storey.

The lot, building and yard requirements of the DI Zone are as follows:

- Maximum lot coverage: 40%;
- Front yard setback: minimum 0 metres, maximum 6 metres;
- Exterior side yard setback: minimum 0 metres, maximum 6 metres;
- Interior side yard setback: minimum 2 metres; maximum 4 metres;
- Rear yard setback: minimum 7.5 metres; and
- Height: minimum 7.5 metres (2-storeys), maximum 15 metres (4-storeys).

Further to these requirements, Zoning By-law 14-45 requires that, above the second storey, the front wall of a building be set back 1.0 metres towards the interior of the building, measured from the outer edge of the exterior wall of the storey directly below it. In addition, where any new development abuts an existing residential use, no portion of the building can extend beyond the area of an angular plane measured at 45-degree from a height of 7.5 metres above the abutting lot line.

With respect to commercial uses, Zoning By-law 14-45 required that new buildings over 4,000 square metres within the DI Zone include at least 40% of the surface of each wall facing and location within 30 metres of a front lot line be comprised of openings. In addition, the front wall of a building is to occupy a minimum of 50% of the distance of the front lot line and 40% of the distance of the exterior lot line and is to be set back no further than 3 metres from the street line.

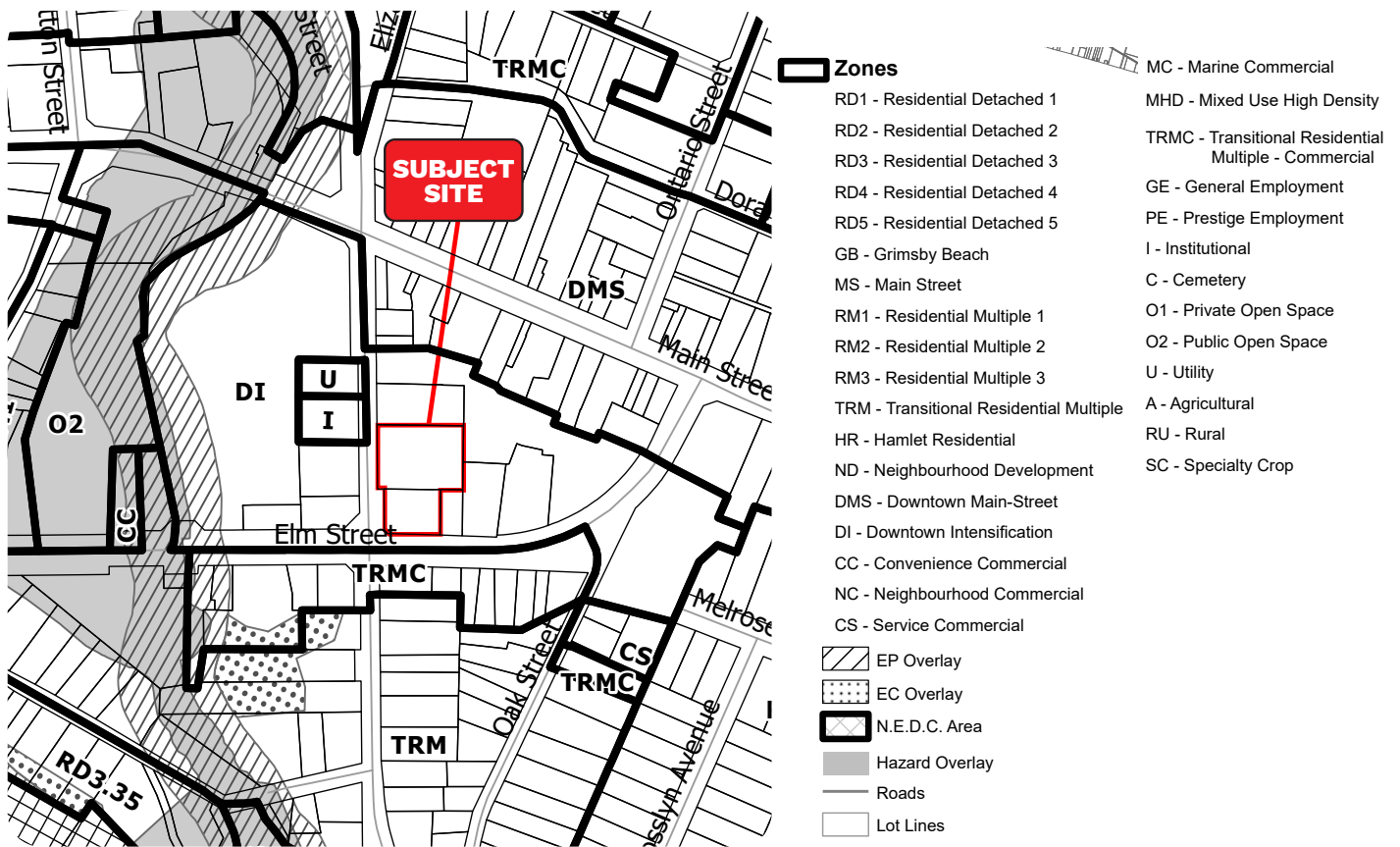


Figure 15 - By-law Schedule 12-A

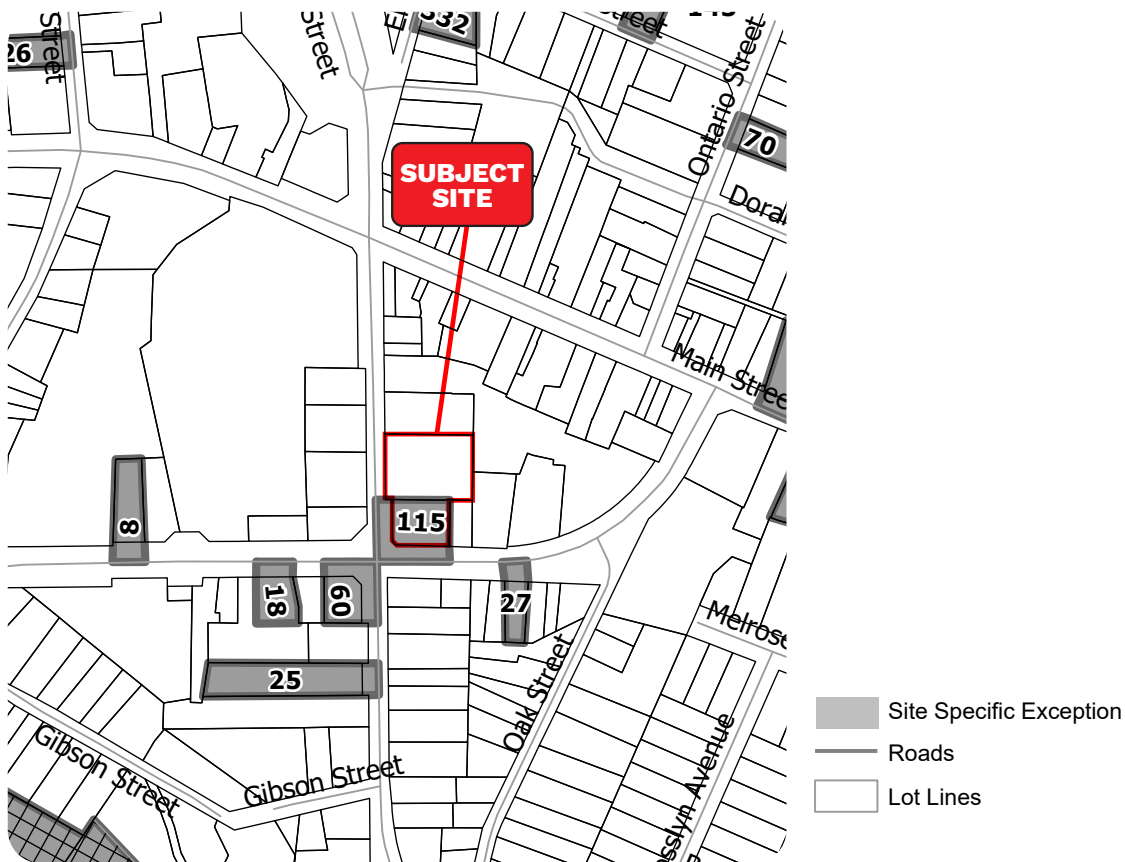


Figure 16 - By-law Schedule 12-B

The parking and loading provisions of Zoning By-law 14-45 are set out in Section 5 therein. The parking requirements applicable to the proposed development include:

- Residential dwelling units in an apartment building: 1.25 spaces per dwelling unit, plus 0.25 visitor parking spaces per dwelling unit;
- Retail Stores: 1 space per 28 square metres of gross retail floor area; and
- All commercial uses not individually specified: 1 space per 30 square metres of gross floor area.

In addition, Zoning By-law 14-45 requires that bicycle parking spaces be provided within Downtown zones at a rate of at least 7% of the motor vehicle parking spaces required for non-residential uses. For apartment buildings in any zone, bicycle parking is to be provided at a ratio of 0.3 spaces per unit.

Site Specific Exception 115 was brought into effect through By-law 95-105 and permits custom workshops and garden centres as additional uses on 19 Elm Street. In addition, the applicable parking requirement was amended such that two spaces less than the standard by-law requirement could be provided where a road widening has been dedication, and the minimum loading space requirements for a billiards hall were reduced to zero.

In support of the proposed development, please see the draft Zoning Bylaw Amendment submitted under a separate cover.

4.9 DOWNTOWN GRIMSBY COMMUNITY IMPROVEMENT PLAN AND DESIGN GUIDELINES

The Grimsby Downtown Improvement Area and the Town of Grimsby, together with other community groups, initiated a Community Improvement Plan ("CIP") for Downtown Grimsby in December 2008. The need for a CIP originated from a comprehensive review of conditions in Downtown Grimsby and the preparation of the "Blueprint for Action", a comprehensive action plan that outlined and prioritized a series of projects for the revitalization of Downtown Grimsby.

This "Downtown Master Plan" produced as part of the Downtown Grimsby CIP process, a background report to the CIP, provides the overall design strategy for improvement to Downtown Grimsby. It outlines the recommended design treatment for a number of elements within the downtown area, including buildings, streetscapes, utilities, parking, gateway features, signage, and heritage assets, among others. As part of the Downtown Master Plan, a comprehensive set of design guidelines were developed to provide guidance to property owners, business owners and developers when designing and developing new buildings or making improvements to the facades of buildings.

The Design Guidelines provide specific guidance to the design and development of projects within Downtown Grimsby, from both the public and private sector. The design guidelines express the expectations during the development review process and are intended to facilitate high quality urban design within Downtown Grimsby. They provide "mid-level" guidance for design, operating between the general policies and principles of the Town of Grimsby Official Plan and the specific details and plans of the development review process, including Site Plan and Zoning By-law Amendment applications. The Design Guidelines provide guidance on four principal components, as follows:

- Building form: guidelines for the scale and positioning of buildings on a property;
- Façades: guidelines for the elements and features that comprise the front façade of the exterior of a building;
- Site Planning: guidelines for the organization and function of all elements on a property; and;
- Façade Improvements: guidelines for the improvements that are made to an existing building façade
- For an analysis of the proposal in relation to the Downtown Grimsby Design Guidelines, please refer to the Urban Design Brief prepared by SvN Architect + Planners.



Planning & Urban Design Analysis



5.1 INTENSIFICATION

The proposed form of residential and mixed-use intensification represents a carefully designed and appropriate implementation of the policy directions articulated in the PPS, the Growth Plan, the Regional OP and the Grimsby OP, all of which promote intensification on sites within built-up areas that are well served by municipal infrastructure. The proposal balances this directive for growth with the applicable policies of the Greenbelt Plan and the Niagara Escarpment Plan which seek to protect the broader region's natural heritage landscape and prime agricultural lands. By directing population growth towards existing developed and built up areas, rather than on the edges of urban boundaries, the development pressures on these valuable resources are lessened and municipalities can make the most efficient use of existing services and infrastructure.

The subject site is located within a "strategic growth area" pursuant to the Growth Plan as it is located along a Regional Arterial Road (Mountain Street) and within an intensification area identified in the Grimsby OP. "Strategic growth areas" are areas identified by the Growth Plan as being a focus for accommodating intensification and higher density mixed uses in a more compact built form.

On this basis, the proposed residential and mixed-use intensification of the subject site is supportive of the Regional OP policies that promote intensification throughout the *Built-Up Area*, as well as the Grimsby OP policies which seek to achieve 80% of residential growth in the Town after 2015 through intensification. As one of only two Major Intensification Areas identified in the Grimsby OP, as well as the Town's perceived centre and meeting place, intensification within the Downtown District is vital to achieving these targets. Within the Downtown, opportunities for significant intensification and redevelopment are further limited to only a few properties designated as *Downtown – Intensification*, including the subject site, the properties to the immediate north, east and west, and the Grimsby Square Shopping Centre.

Within this context and given its prominent location, it is our opinion that the subject site is well situated for intensification that will make more efficient use of land and infrastructure than the current uses on-site today. As the southerly gateway locations into Downtown Grimsby, the subject site is well situated for intensification and public realm improvements which will contribute to the established and evolving character of the Downtown. By introducing additional residents to the area, while preserving the existing commercial and community uses, the proposal will help to strengthen the key strategic functions of the Downtown identified in the Grimsby OP, including its role as the commercial centre of the Town, a meeting place and place of socialization, and the recognized core of the Town. While Downtown Grimsby is unique amongst small towns in Ontario in the continued success and vibrancy of its commercial core, the continued success of the Downtown will require more residents who live within its boundaries and are able to walk to and frequent its businesses and social gathering spaces.

As described in Section 2.1 of this report, the subject site is currently occupied by three low-rise, buildings currently utilized for commercial and community use purposes, each of which is supported by surface parking areas. It is our opinion that this form of development represents an underutilization of land and infrastructure in an area with excellent access to commercial, institutional, social and recreational amenities. The optimization of land and infrastructure on the subject site (i.e. making the best possible use of land and infrastructure) is consistent with both good planning practice and overarching provincial, regional and local policy direction, subject to achieving appropriate built form relationships.

The existing form of development on the subject site has remained generally consistent for the last century – and while the applicable local policy and zoning framework has evolved and does permit for an intensified form of development on the site, it does not fully reflect the highest and best use of the lands from the optimization perspective set out in the PPS and the Growth Plan. The Grimsby OP recognizes this disconnect through Policy 3.5.5.7, which allows for additional height (with additional density resulting therefrom) where adherence to specific built form impact requirements can be demonstrated. While the proposal slightly exceeds the additional height permissions available through this policy, it is representative of an appropriate built form response to the residential growth and intensification needs of the Town while balancing the need to mitigate impacts onto surrounding land uses and nearby natural features.

Furthermore, the subject site is an excellent opportunity for intensification that can specifically address and support the character of Downtown Grimsby through the adaptive reuse of the two key existing buildings on site (the Woolverton House and Woolverton Hall). Policy 2.3.2.8 of the Grimsby OP encourages intensification in the Downtown with the caveat that such intensification support the small town atmosphere, and preserve and maintain the Downtown's cultural heritage. Whereas many of the properties within the *Downtown – Intensification* designation are either used for surface parking, commercial strip plazas or post-war single detached dwellings, the subject site is both constrained by and benefits from the existing historic structures on site. In this respect, the proposed redevelopment of the subject site strives to maintain and emphasize these structures in a manner that, while limiting the site area available for new development, will preserve a significant piece of Downtown's cultural heritage and set a high standard for new development in the immediate vicinity and Downtown more broadly.

Based on the foregoing, the redevelopment of the site for an intensified, mixed-use form of development that includes housing, community and commercial uses is anticipated and supported by the in-force policies of the Grimsby OP and will help to implement the Town and Region's urban structure and residential intensification goals.

5.2 LAND USE

The proposed residential, commercial and community uses on the subject site achieves the mixed-use development objectives of the Regional OP, conform with the *Downtown – Intensification* designation in the Grimsby OP and are generally permitted by the applicable DI Zone category.

The Regional OP encourages the development of mixed-use areas within Intensification Areas and directs that such mixed-use areas should be planned to accommodate a variety of housing types with an emphasis on providing opportunities for medium and high density residential development. The *Downtown – Intensification* designation in the Grimsby OP provides for a broad range of commercial, residential, community, institutional and cultural uses, among others, and encourages a mixing of these permitted uses not just within the designation, but on individual development sites and within individual buildings. The DI zoning of the site implements these land use permissions, by allowing a similar array of uses, including office, retail, restaurants and community recreational centres, as well as residential uses.

The proposal includes a significant mix of uses, with a proposed residential net density of 2.18 FSI and a proposed non-residential net density of 0.15 FSI. This proposed mix of uses will help to implement the overall planning objectives of the *Downtown – Intensification* designation. In this regard, Policy 3.5.5.5 recognizes that the provision of restaurants, cafes, stores and display windows adjacent to the street provides visual interest, encourages the use of sidewalks, promotes retail continuity and viability, and contributes to a safer and more vibrant pedestrian environment. On this basis, the policy goes on to require that new development support the achievement of such environments by providing active uses, including retail uses, at-grade in order to promote pedestrian activity, among other built form and design characteristics.

The proposed street-related retail and community uses will maintain and expand the mix of non-residential uses on the subject site, while the proposed residential component will contribute to an increase in the number of residents living in Downtown Grimsby, thereby supporting the long-term vitality and small town atmosphere of

the Downtown community. The proposed publicly accessible open spaces will further contribute to these goals, while also supporting Downtown its role as the Town's meeting place and place of socialization.

It is noted that the proposed community hub does not strictly fall within the definition of any permitted use in the DI Zone category, nor does it fit within any other defined use in Zoning By-law 14-45. Notwithstanding, as Woolverton Hall is currently being utilized for community-oriented/non-residential purposes it is our opinion that a community hub is a permitted use on the subject site. In order to provide clarity on this use going forward, the draft Zoning By-law Amendment prepared in support of the official plan amendment and rezoning applications proposes to add "Community Hub" as a permitted use on the subject site and defines it as "a premises or facility providing non-residential and/or community-based activities and services, such as arts, crafts, technology and multi-media, food and beverage, recreational, social, charitable and educational activities."

The proposed residential uses will also help to implement Grimsby OP Policy 2.5.1, by introducing a form of housing in terms of form, tenure and affordability that is not currently present in the Downtown in any substantial manner. As a purpose built rental, multiple dwelling unit development, the proposal will fill a gap in the current Grimsby housing stock and will expand the range of housing choices in the Town. In this respect, the proposal incorporates a broad range of unit types and sizes, including 35% one-bedroom units, 55% two-bedroom units and ground-related two-bedroom townhouse style units and 9% three-bedroom units and ground-related three-bedroom townhouse style units, that will expand and diversify Grimsby's rental housing stock. As the DI Zone category restricts dwelling units (other than those in an apartment building) to the second storey and above, the draft Zoning By-law Amendment prepared in support of the official plan amendment and rezoning applications seeks to allow dwelling units on the ground floor in order to facilitate the proposed ground-related townhouse-style units. It is noted that these units do not fit the by-law definition of a townhouse as they will not be situated on individual lots. Further, these ground-related units are located away from the street frontage

and therefore would not detract from the ground floor animation that will be achieved through the provision of the non-residential uses along the active street frontages.

With respect to open spaces, Policy 3.5.6.4 of the Grimsby OP recognizes that Downtowns typically require smaller park spaces, distributed strategically throughout the entire district to enhance adjacent development and provides that Village Squares should be widely distributed throughout the Downtown to ensure east access and multiple opportunities for rest, relaxation and visual interest. These Village Squares may be privately owned, and will generally be secured through development applications on sites greater than 0.2 hectares in size. On this basis, the proposed central open space fronting onto Mountain Street has been designed in accordance with this policy and will support the proposed high density, mixed-use development on the subject site, as well as the potential future redevelopment of other smaller sites in the vicinity.

5.3 HEIGHT, MASSING AND DENSITY

In our opinion, and as noted in Section 5.1 above, the subject site is an appropriate location for mid-rise intensification in land use policy terms. From a built form perspective, the subject site is a contextually appropriate location for mid-rise development given its location at a significant intersection, along a Regional Arterial Road and within the Downtown intensification area, as well as the limited and acceptable built form impacts associated with the proposal onto nearby properties, streets and public spaces.

In addition, the incorporation and adaptive re-use of the existing structures on-site has reduced the available site area for redevelopment, thereby necessitating the additional height being sought through the subject official plan amendment and rezoning applications. As set out in Section 5.1 of this report, the retention of these historic building elements will support the policies and objectives of the Grimsby OP which seek to protect existing cultural heritage features and the small town character of the Downtown while allowing for necessary urban intensification. In combination with the built form characteristics set out above and the urban structures considerations detailed

below, it is our opinion that the proposed 7-storey height is an appropriate and moderate response to the unique opportunities and constraints presented by the desire to integrate the existing on-site structures, while also maximizing publicly accessible open space.

From an urban structure perspective, the proposed building height is appropriate and compatible with the existing and planned building heights in the Downtown generally and in the Downtown intensification area specifically. In this respect, the Grimsby OP permits a maximum building height of 4-storeys within the *Downtown - Intensification* designation, with additional height up to 6-storeys permitted where a visual impact assessment can demonstrate that views of the Niagara Escarpment will not be detrimentally impacted. In addition, Policy 3.5.6.6 d) provides that development of corner sites should include an architectural feature, such as an additional storey greater than abutting buildings, in order to provide a distinct architectural appearance and landmark building design.

While the proposed 7-storey height exceeds this maximum permission, the Visual Impact Assessment undertaken by Seferian Design Group, as discussed in greater detail in Section 5.4 of this report, confirms that the subject site is well located and the proposed building well sited to avoid any significant adverse impacts onto specific views of the Escarpment. While the proposal will have some impacts on views of the Escarpment slopes at two identified view receptor points, these impacts are minor in nature and substantially minimized through the proposed setbacks and stepbacks in accordance with the applicable development objectives and criteria of the Niagara Escarpment Plan. These impacts can be further mitigated through the detailed design of the proposed building at the Site Plan Approval phase. As set out in Policy 2.13(4) of the Niagara Escarpment Plan, these mitigation measures may include vegetative screening, the use of non-reflective materiality, and carefully designed exterior lighting.

It is noted that, for the view receptor point looking southwest from the intersection of Elm Street and Main Street West, the visual impact of the proposal does not arise from the additional building height being sought by the official plan amendment and rezoning applications. In this

respect, a similar visual impact would result from any redevelopment of the subject site in the scale and form permitted as-of-right on the subject site.

For the view receptor point looking south from the intersection of Mountain Street and Main Street West, the proposed building will impact views of the easterly Escarpment slope, but importantly does not impact views of the "peak" that is visible just beyond Woolverton Hall. The additional height proposed for the development has been carefully sculpted to protect this view, with terracing providing along the west façade, and does not exceed the perceived height of the Escarpment at this location.

From a massing perspective, the proposed building has been carefully sited and massed to fit within the existing and planned built form context along both street frontages, while also establishing a gateway into Downtown Grimsby. The proposed building will support an appropriate and pedestrian-friendly scale along the adjacent public streets, while establishing the mid-rise character envisioned for the *Downtown - Intensification* designation. Furthermore, the incorporation and adaptive re-use of the existing on-site historic buildings responds to and supports the traditional character of the area, and the proposed new building has been designed to allow these original site elements to continue to define the adjacent streets.

Along Mountain Street, the proposed new building has been well set back from the street frontage, whereas the existing maintained buildings are generally built right up to this property line with no setback. While this configuration was not anticipated by the built form and design policies of the Grimsby OP which encourage new buildings to be built up to the street line and with a relatively consistent building edge adjacent to the street, it is our opinion that the proposed design will support the desired pedestrian-oriented character through the careful animation of the ground floor uses in Woolverton House and Woolverton Hall and the incorporation of the publicly accessible Village Square central to the site. Stepping along this east façade will further serve to support this adjacent pedestrian realm and will provide variation and articulation of the building's massing for the purposes of visual interest and comfort at the ground level.

Along Elm Street, the first four levels of the proposed building have been aligned with the setback of the adjacent buildings to the east, and this setback will serve as the secondary residential entrance to the building. In order to establish a pedestrian-scale built form along Elm Street, the setbacks at Level 5 and Level 7 pull this façade away from the street and will reduce the perceived height of the building. This massing strategy response to the Grimsby OP policies which encourage massing options that establish an appropriate relationship to the surrounding built form while creating a street space scaled to the pedestrian.

From a density perspective, it is our opinion that the proposed density of 2.3 FSI is appropriate and desirable. Firstly, it is important to optimize the use of land and infrastructure on the subject site given its location with the Downtown intensification area. Secondly, it is noted that the Grimsby OP, through Policy 3.5.5.6, specifically does not include density limitations within the *Downtown – Intensification* designation, but rather provides that density will be considered as a produce of the relationship between height and lot coverage. Accordingly, it is reasonable to establish an appropriate density for the site based on specific built form design, context and urban structure considerations, rather than on the basis of density numbers alone.

5.4 BUILT FORM IMPACTS

In our opinion, the proposed development will have no unacceptable built form impacts on any surrounding buildings or properties. In particular, the proposal has been designed to provide a transition in building heights, with the tallest heights internal to the site, and a gradual stepping down in height towards the street frontages, where the properties on the opposite sides of the street are currently occupied by low-rise residential dwellings. It is noted that, despite the low-rise residential character of these nearby properties, the properties to the north, east and west of the subject site are all permitted a maximum building height of four-storeys as-of-right under the current zoning regulations. The property to the south is permitted a maximum building height of three-storeys.

LIGHT, VIEWS AND PRIVACY

Light, Views and Privacy (“LVP”) impacts are considered to ensure that the residents of existing and proposed buildings have adequate levels of light, views and privacy. LVP impacts are generally addressed through a combination of spatial separation, setbacks, building orientation and mitigating measures between buildings. Such impacts will be minimal in this case given the existing built form and land uses on adjacent properties, and the proposed built form strategy for the subject site.

Zoning By-law 14-45 does not require a minimum front yard or exterior side yard setback in the D1 Zone, but does require a minimum 2.0 metre interior side yard setback and minimum 7.5 metre rear yard setback. As a corner lot, Zoning By-law 14-45 provides that Elm Street, as the shorter street line, shall be deemed to be the front lot line and Mountain Street, as the longer street line, shall be deemed to be the side lot line. On this basis, the proposal complies with the required minimum building setbacks, with the exception of the interior side yard setback where a setback of between 1.4 and 1.7 metres is provided for a narrow portion of the proposed building at its northeast corner for Levels 1 through 6. In order to mitigate any potential overlook or privacy concerns that may arise from this setback deficiency in the event that the municipal parking lot to the east is redeveloped, a blank façade has been proposed in this location and all units in this location will have windows facing either north or south – but not east. At Level 7, a 2.6 metre setback has been provided for this portion of the east façade, and windows have been incorporated accordingly. It is noted that where windows are proposed further south along the east façade, a setback of at least 3.9 metres has been provided to the adjacent property line.

By virtue of the right-of-way widths associated with Mountain Street and Elm Street (approximately 11.6 to 15.6 metres and 20.1 metres, respectively), the separation distance between the residential units in the new proposed building and the properties to the west and south will be significant enough to mitigate any privacy or overlook concerns. In addition, the configuration of the proposed development along Mountain Street which strives to maintain the

prominence of the forms of Woolverton House and Woolverton Hall on the site, means that the new building will be setback at least 12.1 metres from the existing Mountain Street property line, with the majority of the building setback even further. Along both street frontages, stepbacks have been provided at Levels 5 and 7 to further mitigate any LVP impacts.

SHADOW IMPACTS

In order to assess shadow impacts of the proposal, a Sun Shadow Study dated May 25, 2021 (the "Shadow Study") was prepared by SvN Architects + Planners Inc. in order to assess the shadow impacts of the proposal compared to an "as-of-right" four-storey building, at the equinoxes (March 21st/September 21st) and the solstices (June 21st and December 21st), at solar noon and at hourly intervals up to an including 1.5 hours after sunrise and 1.5 hours before sunset, in accordance with the Terms of Reference approved by Town staff.

As demonstrated and described in the Shadow Study, the proposal will result in some shadowing onto the adjacent public realm along Mountain Street and Elm Street, as follows:

- On March 21st and September 21st, shadow impacts onto the Mountain Street streetscape are limited to 4 hours in the morning, and the streetscape will receive 5 hours of sunlight;
- On June 21st, shadowing onto the Mountain Street streetscape is reduced to just 2.5 hours in the morning, however shadows do extend to the Elm Street streetscape for approximately one hour in the morning;
- On December 21st, shadows are cast onto Mountain Street streetscape for 3 hours in the morning;
- On March 21st and September 21st, shadow impacts onto Balsam Lane are limited to 2.5 hours in the evening, resulting in 6.5 hours of sunlight onto this portion of the adjacent public realm;
- Due to the length of shadows produced on December 21st, minor shadowing from the proposal will be cast onto the Main Street West streetscape for one hour in the evening.

In comparison with the as-of-right 4-storey massing that complies with the minimum building setbacks required in the zoning by-law, the proposal results in generally similar shadow impacts onto the adjacent public realm and sidewalks. Moreover, at certain time intervals (generally after 11:10 a.m.) the proposal results in less shadowing onto these areas than the as-of-right condition. To this effect, the shadows resulting from the additional 3-storeys incorporated in the proposal are almost entirely mitigated by the substantial setback provided to Mountain Street, as well as the terracing incorporated at Levels 5 and 7.

With respect to nearby public parks and open spaces, at no times of year will the proposal cast shadows onto the nearby Coronation Park, Grimsby Lions Community Pool or the conservation land along the Niagara Escarpment.

On-site, the proposed Village Square will be shadowed by the proposed building in the morning but will have access to sunlight from 1:10 p.m. onwards on March 21st and September 21st and from 1:20 p.m. onwards on June 21st. On December 21st, the Village Square will be shadowed throughout the day by either the new proposed building or the existing Woolverton Hall. The proposed outdoor amenity space on the east side of the subject site will have access to sunlight in the morning hours and be shadowed in the afternoon from 3:10 p.m. on March 21st and September 21st, from 3:20 p.m. on June 21st and from 2:16 p.m. on December 21st.

Throughout the year, the Shadow Study demonstrates that there will be minor incremental shadowing impacts onto adjacent properties. It is noted that these properties are all within either the *Downtown – Intensification* or *Downtown – Transition* designations and it is therefore reasonable to anticipate that some shadowing impacts will emerge as the area redevelops. Nonetheless, these shadows have been minimized to the greatest extent possible, are fast moving throughout the day, and are not anticipated to significantly impact the use or enjoyment of these properties now and into the future.

WIND IMPACTS

A Pedestrian Level Wind Study dated May 14, 2021 (the "Wind Study") was prepared by Gradient Wind Engineering Inc. in accordance with the terms of reference approved by Town staff. The purpose of the Wind Study was to investigate wind conditions within and surrounding the subject site and to identify where wind conditions may interfere with certain pedestrian activities so that mitigation measures may be considered, where necessary. To quantify pedestrian wind conditions the Wind Study utilized a 3D computational fluid dynamics technique to simulate wind speeds across the subject site within a virtual environment, as well as meteorological analysis of the Grimsby area wind climate, and the synthesis of computational data within industry-accepted guidelines.

The analysis completed as part of the Wind Study found that, following the introduction of the proposed development, conditions during the autumn and winter seasons in the vicinity of the entrance serving the existing adjacent building at 21 Elm Street are predicted to be suitable for walking or better at least 80% of the time, while conditions are predicted to be suitable for standing during the spring and summer seasons. Based on industry standards, it is recommended that conditions in the vicinity of primary building entrances be comfortable for standing at least 80% of the time throughout the year; equivalently, the 80th percentile gust wind speed should be no greater than 22 km/h. Near this entrance, the 80th percentile gust wind speed during the winter season is predicted to be approximately 25 km/h, which exceeds the standing guideline by 3 km/h. This area is also predicted to be suitable for standing at least 70% of the time during the winter season.

Conditions in the vicinity of the lobby entrance at the south end of the proposed development are predicted to be suitable for sitting during the summer season, standing during the spring and autumn seasons, becoming suitable for walking during the winter season. Since this entrance may be considered a secondary entrance, the noted conditions may be considered acceptable. However, if the entrance is expected to receive frequent use, the Wind Study suggests that the entranceway be reviewed at the detailed design stage to ensure conditions in the area are suitable for standing, or better, throughout the year.

Conditions within the outdoor amenity area on the east side of the proposed development, and the plaza on the west side, are predicted to be suitable for sitting at least 85% of the time during the typical use period of May to October, inclusive. These conditions are considered acceptable.

Overall, the Wind Study found that, with the proposal, most grade-level areas within and surrounding the subject site are predicted to continue to experience conditions that are considered acceptable for the intended pedestrian use throughout the year. While the introduction of the proposal is predicted to increase wind speeds in some areas, conditions over the surrounding sidewalks and properties and in the vicinity of most building accessible points, are predicted to be acceptable for the intended uses throughout the year.

NIAGARA ESCARPMENT VIEW IMPACTS

As set out in Section 4.5 of this report, the Niagara Escarpment Plan, the subject site is within the *Urban Areas* designation, the objective of which is to minimize impacts and prevent further encroachment of urban growth on the Escarpment environment. In this respect, one of the relevant development objectives provided in Subsection 1.7.5 of the Niagara Escarpment Plan requires that all development be of an urban design that is compatible with the scenic resources of the Escarpment and that, where appropriate, provision for maximum heights, adequate setbacks and screening are required to minimize the visual impact of urban development.

As previously mentioned, a Visual Impact Assessment dated May 19, 2021 (the "VIA Study") has been prepared by Seferian Design Group to describe changes to views and landscape character and assess the visual impact of the proposed development. The VIA Study was carried out using a combination of desktop research and field work to establish a visual baseline in conformity with the terms of reference reviewed and approved by the Niagara Escarpment Commission.

Overall, the VIA Study analysed 20 receptor points, of which the proposal was partially visible at six points and there was no visual change for the other 14 points. At the six points where the proposal was found to be visible through the VIA Study, the determined magnitude of visual impact was determined to be "low" or "partial" at three. The remaining three receptor points include a point looking southwest towards the site from the intersection of Elm Street and Main Street West, a point looking south towards the site and the Escarpment from the intersection of Mountain Street and Main Street West, and a point looking north towards Lake Ontario from the Beemer Conservation Area look-out trail. At each of these three points, impacts with respect to the landscape character sensitivity, magnitude of landscape resource change and magnitude of visual resource change were analyzed, with minor impacts anticipated for views of escarpment slopes at two points. In addition, the proposed building was found to be easily visible due to its height being taller than the existing built context.

Overall, the VIA Study finds that the proposed developmental has a low impact on the surrounding environment and recommends that, in order to minimize the potential visual resource change, additional mitigation measured be explored in collaboration with Town staff during the site plan approval stage. This recommendation acknowledges the urban nature of the subject site.

5.5 URBAN DESIGN & SUSTAINABLE DESIGN

An Urban Design Brief dated May 25, 2021 has been prepared by SvN Architects + Planners Inc. in order to provide contextual design details in support of the proposed development. It provides an outline of the strategy for the proposal and provides information on how the proposal supports the Town's planning and design policies and objectives and is reflective of good, contextually-based urban design practices. An overview of the sustainable design strategy for the proposal has also been provided.

Elements of the Urban Design Brief include an overview of the proposal's conceptual design,

its approach to streetscape design in terms of a relationship to the street and connections to existing buildings, the proposed massing and height, and the proposed public realm planting and connections strategy.

The proposed sustainable design strategy is based on a vision of sustainability anchored in minimizing the amount of embodied energy within the design of the buildings to assure that the development supports a sustainable "carbon-positive" supply chain and minimizing the "operational energy" (heating, cooling, electrical loads) within the finished building to assure the development minimizes energy usage and emissions beyond initial occupancy. It also includes active transportation strategies and demonstrates the proposal's built form response to solar access and daylight, passive ventilation and sustainable landscape features – including the proposed green roof.

Section 7.0 of the Urban Design Brief sets out a response to the existing design framework provided in the Regional OP, Grimsby OP, Regional Model Urban Design Guidelines and Downtown Grimsby Design Guidelines.

The Urban Design Brief concludes that the proposed development will contribute positively to Downtown Grimsby and the Town of Grimsby as a whole, by creating a new building that is sensitive to its surrounding context, and that makes use of existing buildings through adaptive re-use, new usable open space that is accessible to residents and the general public, and reduce the reliance on automobiles through increasing density in an underdeveloped, well-serviced area, providing space for bike storage and parking, and pedestrian-focused design.

5.6 HERITAGE

A Heritage Impact Assessment dated May 25, 2021 (the "Heritage Report") has been prepared by ERA Architects Inc. to assess the proposal's impact on the cultural heritage resources adjacent to the subject site, as well as those on site, including the former Grimsby Baptist Church (Woolverton Hall), the house building by Dr. Theoron Woolverton (Woolverton House) and its former carriage house.

The Heritage Report identifies that the properties that constitute the subject site are listed on the Town of Grimsby's Heritage Register and meet the criteria for designation set out in Ontario Regulation 9/06. These properties are intended to be designated under Part IV of the Ontario Heritage Act in conjunction with the development approvals process. As such, the Heritage Report includes excerpts of draft "Statements of Cultural Heritage Value or Interest" for each property that were prepared by Town staff, with recommended changes for consideration provided by ERA.

A detailed assessment of the existing condition of the Woolverton House and Woolverton Hall is provided in the Heritage Report. Overall, it was determined that the main brick building of Woolverton House is in good condition, while the rear wood frame addition is in good condition, despite occasional gaps or openings in the siding. The rear carriage house has been extensively renovated and may have been repurposed from a different location, and was found to be appropriate for removal. Woolverton Hall was determined to be in fair-to-good condition.

The proposed conservation strategy proposes in-situ retention, restoration and rehabilitation of Woolverton House and Woolverton Hall. Non-original features of the existing heritage fabric of the Woolverton House and Woolverton Hall along with the original small brick rear wing of the Woolverton House and the rear ancillary building will be removed to allow for the construction of the proposal. The proposal incorporates a series of heritage design strategies to mitigate impacts to the cultural heritage value of the properties, including: siting and setbacks to ensure the original buildings remain legible as three-dimensional objects and that three heritage elevations of each are publicly accessible/visible; massing setbacks to mitigate the visual impact of the new building's height on the historic structures; and, landscape and public realm elements that will allow both street frontages with historic buildings to be dedicated public-facing places.

Overall, the Heritage Report concludes that the proposal has been carefully designed to minimize impacts on the retained heritage buildings on the subject site and adjacent heritage resources. The proposal provides an opportunity to redevelop underutilized portions of the subject site, while allowing the retained buildings to sit proud of the new construction, conserving their prominence. The proposed new construction serves as a visually distinguishable and subordinate backdrop to the retained heritage buildings and conserves the cultural heritage value of the subject site.

5.7 TRANSPORTATION

A Transportation Considerations Study dated May 27, 2021 ("Transportation Report") has been prepared by BA Group Ltd. in order to review key transportation-related aspects of the proposal, including a review of the existing and future transportation context of the subject site, a review of area transit, pedestrian and cycling context, a review of the proposed vehicular parking, bicycle parking, and loading supply provisions, and an assessment of the traffic impacts associated with the proposal.

With respect to the proposed vehicular parking supply, the Transportation Report provides that application of the parking standards in Zoning By-law 14-45 would require the provision of 127 vehicular parking spaces within the proposal, of which 93 would be resident spaces (1.25 spaces per unit), 19 residential visitor spaces (0.25 spaces per unit), and 15 commercial spaces (excluding the two parking spaces provided within the adjacent public parking lot). The Transportation Report finds that the proposed reduced parking supply of a total 100 spaces (of which 74 are resident spaces (1.0 space per unit) and 26 are non-resident spaces) is considered appropriate and meets the needs of the proposed development for both resident and visitor parking given the subject site's location to the downtown area of Grimsby and general context and proximity to transit, the extent of recent approvals provided for reduced resident parking supply at other mixed-use buildings in a similar area to the proposed development, and the availability of nearby on-street parking and municipal parking lots.

In terms of bicycle parking, the proposal includes a provision for 74 bicycle parking spaces for residential tenant and visitor use on the first level in secure bike rooms and 10 spaces located at grade within dedicated bicycle areas. This exceeds the minimum requirements under Zoning By-law 14-45 which requires a total of 25 bicycle parking spaces, 23 spaces for residential tenant and visitor use and two (2) spaces for non-residential uses. The proposed bicycle parking supply and arrangements are appropriate and provide residents and visitors with greater non-auto transportation options.

One (1) loading space with dimensions 3.5m in width, 9m in length, and a height clearance of 6.1m is proposed per the requirements outlined in the Town of Grimsby Zoning By-law 14-45. It is proposed that refuse/recycling collection is to be serviced by a private contractor.

A review of traffic related impacts of the proposed development found that the proposed development is forecast to generate 27 and 69 two-way trips during the weekday morning and afternoon peak hours, respectively. Traffic operations at area intersections within the study area are acceptable today and will remain acceptable in the future with redevelopment of the site as planned. Site related impacts on traffic operations are minor in comparison to future background traffic conditions. Site related volume changes can, as such and based on the above, be acceptably and appropriately accommodated at the area intersections and proposed site driveway.

Overall, the Transportation Report determined that site-related traffic volumes can acceptably and appropriately be accommodated on the surrounding road network with no improvements needed, and that the proposed driveway, circulation, and parking arrangements are functional and will appropriately support the proposed development.

5.8 SERVICING

A Functional Servicing and Stormwater Management Report dated May 2021 ("Servicing Report") was prepared by R.J. Burnside & Associates Limited in order to provide site-specific information regarding capacity and management methods related to water servicing, stormwater management, and sanitary servicing for the proposed development.

With respect to water servicing, the Servicing Report determined that the calculated domestic flow demand resulting from the proposal is 2.12 L/s and the calculated fire flow demand is 4,069 USGPM (257 L/s). The new proposed service connection consists of a 200 mm fire service connection, and a 150 mm domestic supply connection. Hydrant flow testing determined that the existing municipal water supply network will not be affected by the proposal and can adequately service the subject site.

In terms of stormwater management, stormwater runoff from the subject site will be controlled such that the post-development flows are less than existing. Flows from some area of the subject site will be controlled in order to ensure the anticipated 100-year runoff does not exceed the existing 5-year runoff from the existing storm connection to Balsam Lane. Water quality control will be achieved through a proposed stormwater vault, while stormwater quantity control will be achieved through the high portion of the rooftop coverage and the installation of an OGS unit to treat the hardscape area that will see vehicle traffic. The new service connection will consist of a 300 mm diameter connection at a 2.0% slope and will be made to the 300 mm diameter storm sewer located within the existing municipal parking lot connecting to Balsam Lane.

The total peak sanitary flows for the proposed development, including the infiltration and groundwater allowance, has been calculated as 3.04 L/s. The new service connection will consist of a 150 mm diameter connection at a 2.0% slope and will be made to the 375 mm sanitary sewer located within Mountain Street.

In summary, the Servicing Report concludes that the subject site can be sufficiently serviced with respect to water supply, sanitary drainage, and stormwater management.



6

Conclusion

For the reasons set out in this report, it is our opinion that the proposed development, and specifically the requested official plan and zoning by-law amendments, represents a contextually appropriate mid-rise development. Located at a significant intersection and the southerly gateway entrance into Downtown Grimsby, the proposal represents an appropriate and well-designed response to the unique characteristics of the subject site, as well as the Town of Grimsby.

This report concludes that the proposal is consistent with the PPS and is in conformity with the policies of the Growth Plan, the Greenbelt Plan, the Niagara Escarpment Plan, the Regional OP and the Grimsby OP, which promote intensification on underutilized sites within built-up urban areas. In addition to supporting broad public policy objectives, the proposed residential, commercial and community service uses on the subject site, along with new publicly accessible open space, will contribute to the ongoing evolution and growth of Downtown Grimsby and will contribute to sustaining the Downtown as a vibrant, destination, mixed-use community.

From a land use planning perspective, the subject site is well-suited for mid-rise mixed-use development given its location along a Regional Arterial Road (Mountain Street) and within an intensification area identified in both local and regional policy documents. The proposal conforms with the policy directions set out for the *Downtown – Intensification* designation of the Grimsby OP, specifically those that identify this as one of only two major intensification areas within the Town. Ultimately, the proposal will result in appropriate and desirable mixed-use intensification, including adaptive reuse of existing historically significant buildings, on this prominent underutilized site, contributing to the achievement of a complete community.

From a built form perspective, the proposal conforms with the design policies set out in Section 3.5.6 of the Grimsby OP and requires only one amendment to the *Downtown – Intensification* policies in Section 3.5.5 in order to increase the maximum permitted building height by one-storey. The integration of the existing key buildings into the base levels of the new mid-rise building, along with the introduction of a new publicly accessible “village square” space between the retained existing buildings, will create a unique architectural addition to the Downtown that will set a high standard for future developments. Therefore, while varying slightly from the prescribed built form and massing permissions of the Grimsby OP, the proposal will successfully implement the objectives of the design policies for the Downtown District by enhancing the livability and physical appeal of the Town through the introduction of new high quality private spaces and buildings that will contribute to the built environment and provide visual diversity, interest and beauty.

In summary, it is our opinion that the proposal results in an appropriate and desirable use of the subject site and represents good planning and urban design. As such, we recommend approval of the requested official plan and zoning by-law amendments.

Appendix A

**Full
Demographic
Profile**

Demographic Characteristic	Census Tract [5370302.00]	Grimsby [Census Subdivision]
Age		
0 to 14 years	14%	17%
15 to 19 years	6%	6%
20 to 29 years	11%	10%
30 to 39 years	10%	12%
40 to 49 years	11%	13%
50 to 64 years	24%	22%
65 years and over	24%	19%
Household Structure		
Single-detached house	61%	68%
Apartment five or more storeys	7%	2%
Semi-detached house	3%	2%
Row house	7%	19%
Apartment or flat in a duplex	4%	2%
Apartment fewer than five storeys	18%	5%
Other single-attached house	1%	<1
Household Size		
1 person	35%	21%
2 persons	36%	37%
3 persons	13%	16%
4 persons	11%	18%
5 or more persons	5%	8%
Average household size	2.2	2.6
Language spoken most often at home		
Official languages	97%	95%
English	97%	95%
Income of households in 2015	\$67,142	\$93,145
Tenure		
Owner	68%	86%
Renter	32%	14%
Education		
No certificate; diploma or degree	19%	14%
Secondary (high) school diploma or equivalency certificate	31%	28%
Apprenticeship or trades certificate or diploma	8%	8%
College; CEGEP or other	25%	26%
University certificate or diploma below bachelor level	<1%	2%
Bachelor's degree	13%	16%
University above bachelor level	4%	7%
Main mode of commuting		
Car, truck, van - as a driver	83%	42%
Car, truck, van - as a passenger	7%	3%
Public transit	<1%	<1%
Walked	7%	2%
Bicycle	<1%	<1%
Other method	2%	<1%

