



GRAND VALLEY

Council Planning Report

To: Mayor Soloman & Council
From: Mark H. Kluge, MCIP RPP, Town Planner
Date: September 24, 2024
Report No.: PLN2024-060
Subject: Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023
40, 50 and 60 Emma Street

Recommendation:

THAT Report No. PLN2024-060, dated October 8, 2024, be received;

AND FURTHER THAT Town of Grand Valley Official Plan Amendment No. 7 (OPA 7), which amends the Town of Grand Valley Official Plan, for the lands municipally known as 40, 50 and 60 Emma Street South, as generally shown in Appendix 4: Official Plan Amendment, be adopted;

AND FURTHER THAT the By-law to adopt OPA 7, be passed;

AND FURTHER THAT OPA 7 be forwarded to Dufferin County Council for approval;

AND FURTHER THAT the Zoning By-law Amendment, to amend the Town of Grand Valley Zoning By-law 2009-10, as amended, for the lands municipally know as 40, 50 and 60 Emma Street South, as generally shown in Appendix 5: Zoning By-law, be adopted;

AND FURTHER THAT the Zoning By-law be passed once Dufferin County Council has approved OPA 7;

AND FURTHER THAT Council allocate 9 Single Detached Equivalent (SDE) of servicing to the proposed development for a period of 2 years from the date of Site Plan Approval;

AND FURTHER THAT the development shall be subject to Site Plan and Condominium Approval.

Key Points:

The following are key points for consideration with respect to this report:

- The proposal is in-fill development of a 4-storey, 18-unit residential building at 40, 50 and 60 Emma Street South;
- The development requires an Official Plan Amendment from a *Downtown Commercial* designation to an *Urban Residential* designation and the applicable Zoning Amendment from Downtown Commercial (CD) to Multiple Residential (RM);
- The development requires a Servicing Allocation of 9 Single Detached Equivalent (SDE);
- The proposal requires Site Plan Approval (technical merits of development) prior to the issuance of a Building Permit and a Plan of Condominium. These approvals are not public processes and approved by Town Staff;
- The proposed development will *contribute an underrepresented form of housing to the Town.*

Background

Location:

The subject properties are located on the west site of Emma Street North, between Mill and William Street, in the Downtown area. The subject lands are vacant, see **Appendix**

1: Location Map.

Site Characteristics:

Municipal/Emergency Address	40, 50 & 60 Emma Street South
Roll Numbers	352000, 352100 & 352200
Legal Description	PLAN 22A Block 5 Part of Lot 1 and PLAN 33A, Block 5, Lots 13, 14 and 15
Current Use	Vacant Land
Site Area	.32 ha
Official Plan	Downtown Commercial
Current Zoning	Downtown Commercial (CD) and Downtown Commercial Exception Three Flood Fringe (CD-3(F))

Proposed Official Plan & Zoning	Urban Residential, Multiple Residential (RM) Zone
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Surrounding Land Uses:

NORTH	Hydro One substation
SOUTH	Existing Employment Use
EAST	Existing Commercial and Multiple Residential
WEST	Residential

History:

On October 5, 2023, the Town received Official Plan and Zoning By-law Amendment applications for a proposed infill development for eight on-street townhomes (two blocks of four), across the three vacant parcels of land. A Public Meeting was held on November 14, 2023. As per the Agent in their Planning Justification Addendum Letter submitted with the revised applications (subject to this report), *“a number of comments were received which led to the reconsideration of the built-form for the development site”*.

Proposed Development:

On June 20, 2024, GSP Group on behalf of the Owner submitted revised Official Plan and Zoning By-law Amendment applications for a proposed in-fill development comprised of a 4-storey, 18-unit residential building at 40, 50 and 60 Emma Street South. The Application(s) were deemed complete on June 20, 2024. See **Appendix 2: Site Plan and Renderings** and **Appendix 3: Elevations and Perspectives**. All submission materials can be viewed on the Town’s website under Current and Approved Applications – **40, 50 and 60 Emma Street South File Nos. OPA01-2023 and Z05-2023**, via this link: <https://townofgrandvalley.ca/business-development/building-planning-and-development/current-and-approved-applications/>

The proposed development also requires a Servicing Allocation of 9 Single Detached Equivalent (SDE), Site Plan Approval, and a Plan of Condominium. Planning has included a recommendation to assign 9 SDE to the development. This allocation is tied to Site Plan Approval and will lapse after 2 years if the development does not proceed.

The Site Plan and Condominium applications have not been filed yet, but Site Plan Approval will be required prior to the issuance of Building Permits. These applications

Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023 40, 50 and 60 Emma Street

are not subject to a public process and approval rests with Planning, as per recent changes to Provincial Planning Legislation. The Site Plan will address all the technical comments regarding the development.

Current Planning Context

Provincial Policy:

All new development within the Province must conform to Provincial Policy, specifically the Provincial Planning Statement 2020 and the Growth Plan 2019.

Provincial Planning Statement (PPS) 2020:

The 2020 PPS provides broad based policies that promote an appropriate range of housing types that make efficient use of infrastructure and public services facilities, thus supporting the development of healthy communities.

Specifically, Section 1.1.3 of the PPS speaks to density, intensification and redevelopment. This section (1.1.3.1 to 1.1.3.5) promotes intensification and redevelopment where appropriate in settlement areas, and where public health and safety are maintained. More specifically, the policy framework states:

“1.1.3.1 *Settlement areas* shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d) prepare for the impacts of a changing climate;
- e) support active transportation;
- f) are transit-supportive, where transit is planned, exists or may be developed; and

g) are freight-supportive.

Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.”

The Agent provided an updated Planning Justification Letter regarding the PPS 2020 which advised:

Much like the original proposal, the Revised Development is within the settlement area and built-up area of Grand Valley, is a compact built-form, and is in proximity to commercial uses. The proposed development will make efficient use of existing infrastructure and public services and adds to the mix and range of housing available in Grand Valley. Overall, Official Plan Amendment and Zoning By-law Amendment are consistent with the PPS.

Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023 40, 50 and 60 Emma Street

Planning staff is of the opinion that the proposed Official Plan and Zoning By-law Amendment applications are consistent with the policies of the 2020 PPS.

Growth Plan for the Greater Golden Horseshoe (Growth Plan)

The subject lands are part of the designated urban area of Grand Valley. The Growth Plan contains policies that speak to the provision of a diverse range and mix of housing options to accommodate people at all stages of life and creating an urban form that will optimize infrastructure to support the achievement of complete communities through a more compact built form. As per Section 3 of the Planning Act, the proposal shall conform and not conflict with the Growth Plan.

A major guiding principle of the Growth Plan is to prioritize intensification and higher densities, where appropriate, to make efficient use of land and infrastructure and support transit viability. The Growth Plan encourages intensification generally throughout the delineated built-up area.

The Agent provided an updated Planning Justification Letter regarding the Growth Plan which advised:

... the Revised Development continues to achieve the policy objectives of the Growth Plan. The proposed development will contribute to the County of Dufferin's population forecast and growth targets, the Site is within the built-up area, does not cause any environmental impacts, plans for appropriate stormwater management infrastructure, and introduces a broader range of housing forms into Grand Valley. The Official Plan Amendment and Zoning By-law Amendment conforms to the Growth Plan.

Planning staff is of the opinion that the proposed development is in conformity with the Growth Plan for the Greater Golden Horseshoe.

Dufferin County Official Plan:

The subject lands are designated **Primary Settlement Areas** in the Dufferin County Official Plan - Schedule B - Community Settlement Structure and Land Use.

Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023 40, 50 and 60 Emma Street

Grand Valley Official Plan:

The subject lands are designated ***Downtown Commercial*** in the Town's Official Plan. This designation only permits residential uses above the first floor of a mixed-use development (residential/commercial).

The Agent advised in their Planning Justification Letter:

Town of Grand Valley Official Plan Conclusions

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

An Official Plan Amendment to permit a multi-unit residential building is required, see **Appendix 4: Official Plan Amendment.**

Grand Valley Zoning By-law 2009-10:

The subject lands are zoned Downtown Commercial (DC) and Downtown Commercial Exception Three with a Flood Fringe (DC-3(F)). The Exception Three, relates to the property to the south of 60 Emma Street and Planning is of the opinion that this was a mapping error that has never been identified until now. A Zoning By-law Amendment is required to rezone the lands to a Multiple Residential (RM) Zone to permit a multi-unit residential building, with relief from two provisions:

- Maximum Height from 12m to 13.5m
- Maximum Density from 50 units/ha to 57 units/ha

See **Appendix 5: Zoning By-law Amendment.**

Public Meeting and Consultation:

Notice of the Public Meeting, held on July 16, 2024, was provided pursuant to the *Planning Act* on June 26, 2024, via e-mail, mailout and signage. Council passed the following Resolution Number 2024-07-13:

Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023 40, 50 and 60 Emma Street

THAT Report No. PLN17-2024, dated July 16, 2024 be received;

AND FURTHER THAT the public has until Friday August 16, 2024, to provide comments to Planning on REVISED applications OPA01-2023 and Z05-2023;

AND FURTHER THAT all agency and public comments be referred to Planning and considered in a Recommendation Report to be scheduled for a future Council meeting, regarding the final disposition of this matter;

AND FURTHER THAT the decision on REVISED application OPA01-2024 and Z05-2024 be deferred.

One resident was in attendance at the July 2024 Public Meeting for the REVISED applications and followed up with an email. One resident attended the Public Meeting in November 2023, on the original proposal see **Appendix 6: Public Comments**.

One letter was received from the Grand Valley Small Business Group whose main concern was that commercial lands were being lost. Planning is of the opinion that the introduction of 18 new multi-residential units in the downtown area of Grand Valley will only contribute to the continuance of the existing commercial uses located on Main Street. The Town cannot force a business to locate in Grand Valley, there must be the population to support it. If a developer's proposal is to convert land that has been vacant for over 50 years from mixed use to a multi-residential, the Town should be supportive of a developer who wants to build *underrepresented* dwelling units in the Town.

Public comments relating to design and landscaping will be addressed via the Site Plan Approval Process.

Town and Agency Consultation:

The applications were circulated for technical review on June 24, 2024. As of the writing of this report the following Agencies have provided comments:

- Town Engineering (Burnside) – Technical
- Town Engineering (Burnside) – OPA and ZBA

Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023 40, 50 and 60 Emma Street

- BlueMetric – Source Water Protection
- Canada Post
- Dufferin County
- Dufferin Peel Catholic District School Board
- Grand Valley and District Fire Department
- Upper Grand District School Board

See **Appendix 7: Technical Comments**. The Applicant has provided a response, see **Appendix 8: Comment Response Matrix**.

Planning advises that no objections were received from the Technical Circulation and that all of the technical comments will be carried over to and addressed via the Site Plan and Condominium Approval process when those applications are submitted to the Town.

Planning Analysis and Rationale

The development proposal is for a proposed in-fill development comprised of a 4-storey, 18-unit residential building at 40, 50 and 60 Emma Street South, adjacent to Downtown Grand Valley.

In Planning's opinion, the REVISED Official Plan and Zoning By-law Amendments are an appropriate development for the land and represent good planning as outlined in the Agent's updated Planning Justification Letter:

- *They are consistent with the policies of the Provincial Policy Statement (2020);*
- *They conform to the policies of the Growth Plan;*
- *They conform with the policies of the County of Dufferin Official Plan;*
- *They conform with the intent of the Town of Grand Valley Official Plan;*
- *The Revised Development will provide for the redevelopment of an under-utilized site within the built-up area of Grand Valley;*
- *The Subject Site can be fully serviced through proposed service connections to the existing sanitary and water networks;*

Decision Proposed Official Plan OPA1-2023 and Zoning By-law Z05-2023 40, 50 and 60 Emma Street

- *The technical work provided as part of this application indicate the Subject Site is suitable for safe development; and,*
- *Approval of the Subject Applications will permit development that is appropriate and compatible with the surrounding context and contribute to the range of housing options available in the Town.*

The development represents an opportunity for Grand Valley to *contribute an underrepresented form of housing to the Town.* All technical matters associated with this development will be evaluated and address through the Site Plan Approval process. The development represents good planning and Planning can recommend its approval.

Attachments:

Appendix 1: Location Map

Appendix 2: Site Plan and Renderings

Appendix 3: Elevations and Perspectives

Appendix 4: Official Plan Amendment No. 7

Appendix 5: Zoning By-law Amendment

Appendix 6: Public Comments

Appendix 7: Technical Comments

Appendix 8: Comment Response Matrix

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