

KITCHENER WOODBRIDGE LONDON KINGSTON BARRIE BURLINGTON

## PLANNING JUSTIFICATION **REPORT** ZONING BY-LAW AMENDMENT

Moir Street and Geddes Street Elora, Township of Centre Wellington

Date:

March 2022

Prepared for: 2476170 Ontario Inc.

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Our File 17389D

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# 1.0 INTRODUCTION

MHBC has been retained by 2476170 Ontario Inc., to coordinate the Zoning By-law Amendment application in support of a proposed development on lands municipally addressed as 196 Princess Street, 23 and 27 Moir Street, 195, 187, 183, and 175 Geddes Street, Elora, Centre Wellington. Collectively these parcels form part of the development site, hereinafter referred to as the "development lands". Refer to **figure 1** for location map.

The development lands are situated on the south-east frontage of Moir Street and occupy one block extending from Geddes Street to Princess Street. The development lands are located within the Central Business District (CBD) of Elora, and bounded to the north by Moir Street, east by Princess Street, and south and west by Geddes Street. The development lands are comprised of several parcels of land and contain four buildings and a parking area. The development lands have approximately 35 metres of frontage on Moir Street and 42 metres of frontage on Geddes Street.



Development lands noted in red, comprised of 6 parcels

The owner of the development lands is proposing to develop the site as residential and commercial mixed-use. The proposal includes the retention of three of the existing structures and the removal of a fourth accessory structure. Our client is proposing to develop the development lands with two new buildings. The first building is proposed to have frontage on Moir Street and consist of a three storey multiple-residential dwelling with

ground floor 'flex-space'. A Minor Variance to permit the residential uses on the ground floor of this multiple dwelling has already been approved by the Committee of Adjustment. The second building (which is the subject of this Zoning By-law Amendment) is proposed to be developed on the Geddes Street frontage and consist of a four storey mixed use building with ground floor commercial use and 3-storeys of residential dwelling units.

Implementation of the proposed development on the development lands requires approval of a Zoning By-law Amendment in order to facilitate the development of the second multiple residential building.

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

- An introduction and general description of the development lands, surrounding uses and existing conditions;
- An overview of the proposed development;
- A description of the proposed Zoning By-law Amendment;
- A review of the existing policy framework and assessment of consistency with the Provincial Policy Statement, conformity with A Place to Grow, the County of Wellington Official Plan, Centre Wellington Official Plan, and the Zoning By-law; and
- Consideration and integration of recommendations from the supporting studies and reports.

### 1.1 Pre-Submission Consultation

No formal pre-consultation took place, however, the consultant team has had ongoing communication with the Township of Centre Wellington planning staff. A previous Minor Variance was approved for the first building (identified as building C on the site plan) to permit ground floor 'flex-space'. A Zoning Amendment is required for the second building (identified as building B on the site plan). The Township identified the following requirements in support of the requested amendment:

- Planning Justification Report
- Functional Servicing Report and Stormwater Management Brief; and
- Site Plan and Elevations.

This Planning Justification Report has been prepared in support of the proposed development and is supported by technical reports and studies, including:

- Urban Design Brief prepared by MHBC;
- Heritage Impact Assessment prepared by MHBC;
- Functional Servicing and Stormwater Management Report prepared by Van Harten Surveying Inc; and
- Site Plan and Elevations prepared by Fryett Turner Architects.

# 2.0 **CONTEXT**

The development lands are located in the Elora CBD and are situated on the south-east corner of the Geddes Street and Moir Street intersection, as well as the Moir Street and Princess Street intersection. The development lands are on the south-east frontage of Moir Street, south-west of Princess Street, north of Colborne Street and north-east of Geddes Street. The development lands and surrounding land uses are illustrated on **figure 2**.

There are four existing buildings on the development lands, including a single detached dwelling, an accessory structure used for commercial purposes, a two storey mixed-use building, as well as a single storey building that is used as a coffee shop. The remainder of the development lands are vacant and are currently used for parking.

The development lands are located within the 'Urban Centre' as delineated in the County of Wellington Official Plan, are designated as 'Central Business District Commercial' in the Centre Wellington Official Plan and are zoned 'C1' in the Zoning By-law No. 2009-045.

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

- **NORTH:** North of the development lands is the Moir Street and Princess Street intersection. North and opposite Moir Street is comprised of single detached dwellings.
- **EAST:** The area to the east and opposite Princess Street is predominately comprised of single detached dwellings fronting Princess Street.
- **SOUTH:** South of the development lands is downtown Elora with both residential and commercial establishments with a mix of two-three storey buildings. Further south is the Grand River.
- **WEST:** West of the development lands are predominantly institutional uses (church, library, post-office) fronting Geddes Street with an established residential area behind. Past the dwellings is Irvine Creek and the Elora Gorge..

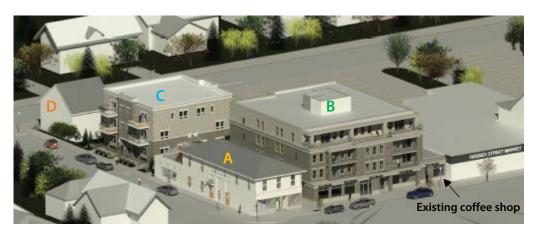
In summary, the development lands are well located in an established mixed use area of the Elora CBD. The surrounding area is complemented with community, open space, hospitality and institutional facilities. The development lands are well situated within the Urban Centre built area and are in close proximity to various road networks, including Geddes Street, Colborne Street, Wellington Road 7, Mill Street, and David Street which provide connections to the County and local arterial/collector road network. The development lands are also in close proximity to natural heritage and an existing trail network including Victoria Park and the Elora Gorge Trail.

# 3.0 PROPOSED DEVELOPMENT AND PLANNING APPLICATIONS

### 3.1 Overview of Proposed Development

The development lands are municipally addressed as: 196 Princess Street (Building D), 23 and 27 Moir Street (Building C), 187-195 Geddes Street (Building A), and 175-183 Geddes Street (Building B), Elora. There is currently a single detached dwelling at 196 Princess Street, an accessory building at 27 Moir Street, a two storey building at 187- 195 Geddes Street, and a one storey building at 175-183 Geddes Street.

The owner is proposing an infill development, which includes the demolition of the accessory building at 27 Moir Street and development of two additional buildings. The two new buildings are identified on the concept plan as Building C (23 Moir Street) and Building B (175 and 183 Geddes Street). Building C is proposed to be a three storey mixed-use residential building with 12 units and ground floor flex space. Building B is proposed to be a four storey purpose built rental with 19 residential units and ground floor commercial space. The existing single detached dwelling (Building D) will remain. The existing two storey building A) on the corner of Geddes Street and Moir Street will be retained, while the existing single storey commercial building will be incorporated into Building B. Building C is proposed to have frontage on Moir Street and Building B will have frontage on Geddes Street. Overall, the development will contribute an additional 31 residential rental units for a total of 35 residential units on the development lands A copy of the proposed site plan is included as **figure 3** of this report.



Proposed buildings are B and C. Existing buildings are A and D. Existing coffee shop to adjoin building B.

Access to the development lands will be provided from Princess Street, which will be located to the rear of the proposed buildings. The parking area will serve Buildings A, B and C. The single detached dwelling, identified as Building D, will continue to have its own driveway off of Princess Street. There is an existing sidewalk network along Geddes Street which will provide pedestrian access to Buildings A and B. The proposed development includes sidewalk improvements along Moir Street in order to provide pedestrian access to proposed building C (note, Moir Street is proposed to be reconstructed with on-street parking, curbs and sidwalks).

The concept plan describes the following details:

- A total of 35 residential units;
- Building 'C' will have an area of 362m<sup>2</sup>, Building 'B' will have an area of 800m<sup>2</sup>;
- Vehicular parking will be provided in the form of 32 surface spaces accessed from Princess Street;
- Bicycle parking spaces will be provided; and
- Private amenity areas will be provided for residential units in the form of private balconies.

Access to the road system, including active transportation networks, will be via the driveway that connects to Princess Street as well as building entrances. Ultimately the proposed development is intended to increase housing stock, provide more housing options, and support live-work opportunities in downtown Elora that will contribute to the local economy.

### 3.2 Planning Application

The following Planning Application is proposed for the development.

#### Zoning By-law Amendment

The proposed development will require an amendment to Zoning By-law No. 2009-045. The development lands are currently zoned Central Business District Commercial 'C1' which permits dwelling units and a range of commercial uses. The C1 zone limits building height to three storeys (11 metres). Building B is proposed to have a height of four storeys (12.1 metres).

The proposed amendment is seeking site specific regulations for the lands located at 175-183 Geddes Street (Building B), hereinafter referred to as the 'subject lands', to increase the permitted height from 3 storeys to 4 storeys, with a maximum height of 12.1 metres. The purpose of the amendment is to address the proposed height increase for the subject lands. It is not the intent of this application to have site specific regulations for the entirety of the development lands. The proposed amendment will apply only to 175-183 Geddes Street (Building B) in order to facilitate the proposed four storey building.

#### Site Plan Application

A site plan application will also be required for Building B and will be filed separately with the Township following the approval of this Zoning By-law Amendment. The site plan application will address matters of landscaping, lighting, building materials/colours, parking layout and detailed site servicing. A separate site plan application has already been filed with the Township for the 3 storey multiple dwelling on Moir Street (Building C), with construction of this building expected to commence in the spring of 2022. As previously noted, Building C does not require a zone change and is not subject to this Zoning By-law Amendment application.

# 4.0 PLANNING ANALYSIS

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

### 4.1 Provincial Policy Statement, 2020

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

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

### 4.1.1 Settlement Areas

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

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

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

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

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

### 4.1.2 Housing

Policy1.4.3 of the PPS provides that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents by:

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

The proposed development represents a compact form of development which will utilize existing infrastructure and will result in the development of underutilized lands within the

built-up area where infrastructure and public services are available. The proposed development introduces more housing types, which will contribute to the provision of housing options in the community, where single detached dwellings are the dominant residential form. Offering multiple unit housing that supports accessibility standards will help meet the social, health, economic and well-being requirements of current and future residents. Further, the proposed residential units located in Building B will be purpose built rental, which will help to improve the vacancy rate in the Township.

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

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

The proposed development includes sidewalk and driveway connections from the proposed development to the surrounding neighbourhood and the Central Business District. The development will also include private amenity areas, and lockers able to accommodate secure indoor bicycle storage. Additionally, the subject lands are well situated relative to public amenities and community facilities including existing parks, trails, recreation facilities and churches.

### 4.1.4 Sewage, Water and Stormwater

As per policy 1.6.6.2 of the PPS, municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. The Functional Servicing and Stormwater Management Report prepared in support of the proposed development assesses the feasibility of servicing the subject lands and concludes that the proposed development can be adequately serviced through connections to existing and proposed infrastructure on Moir Street.

### 4.1.5 Transportation

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

The proposed development will be appropriately connected to the existing road network within the built-up area. The subject lands will be accessed from Princess Street, which is well connected to the road network within Elora, providing access to other key roadways including Geddes Street, Colborne Street and Wellington Road 7. Pedestrian connectivity to the existing road network will also be provided.

Additionally, the proposed development is for a mixed use development containing both commercial uses and residential uses. This form of development supports the overall

objectives of the PPS, and will contribute to minimizing vehicle trips and supporting active transportation in the area.

### 4.1.6 Long-Term Economic Prosperity

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

### 4.1.7 Cultural Heritage and Archaeology

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

The properties at 196 Princess Street and 195 Geddes Street are 'listed' (non-designated) on the *Centre Wellington Municipal Heritage Register*. The subject lands are not located within a Heritage Conservation District under Part V of the *Ontario Heritage Act (OHA)*, however, they are identified as being in a 'Heritage Area' known as the Elora Historical Village Core. A Heritage Impact Assessment (HIA) has been prepared to assess the impacts of the proposed development on the heritage attributes of the existing buildings that reside on the development lands. The HIA has been submitted with the Zoning Amendment application, and is summarized in **Section 5.3** of this Report. The HIA concludes that no major adverse impacts are anticipated as a result of the proposed development, provided that the recommendations within the HIA are incorporated into the design of the overall development.

### 4.1.8 **PPS Summary**

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

• Represents efficient development in the Built-Up Area and supports compact intensification on lands designated for a range of uses;

- Proposes residential and commercial use that will provide housing diversity to help broaden housing options, and help the County achieve forecasted growth;
- Promotes a scale of development appropriate for the neighborhood that will utilize existing infrastructure and support the safe movement of people.

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

### 4.2 Growth Plan for the Greater Golden Horseshoe

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

Policy 1.2.1 of A Place to Grow sets out the guiding principles of the Plan. These principles include: supporting the achievement of complete communities that are designed to support healthy and active living and meet the needs of daily living; prioritizing intensification and higher densities to make efficient use of land and infrastructure and support transit viability; providing flexibility to capitalize on employment opportunities; supporting a range and mix of housing options; improving the integration of land use planning with planning and investment in infrastructure and public service facilities, and providing for different approaches to manage growth that recognize the diversity of communities in the Greater Golden Horseshoe.

### 4.2.1 Built-up Area

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

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

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

The County designates the development lands as Urban Centre within the Wellington County Official Plan. Further, the development lands are designated Central Business District in the Township of Centre Wellington Official Plan. The proposed development will result in the intensification of underutilized lands, at a density higher than currently exists. It will support the achievement of complete communities through the construction of a mixed-use development by providing both residential and commercial units. Moreover, the subject lands are located in an area with convenient access to a range of land uses.

### 4.2.2 Housing

Section 2.2.6 of A Place to Grow provides policies to support the achievement of complete communities. Specifically, Section 2.2.6.2 states that municipalities will support the development of complete communities by: planning to accommodate forecasted growth to the horizon of this Plan (2051); planning to achieve the minimum intensification target and density targets; considering the range and mix of housing options and densities of the existing housing stock; and planning to diversify the overall housing stock across the municipality

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

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

Based on the above, it is concluded that the proposed Zoning By-law Amendment conforms to the policies of A Place to Grow.

### 4.3 County of Wellington Official Plan

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

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

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

### 4.3.1 Growth Strategy

Part 3 of the Official Plan sets out the County's Growth Strategy for development patterns, some of which include: compatibility with existing uses, maintaining of the small town character and providing access to community services and facilities. The County's objectives for growth include identifying and promoting opportunities for growth in the built up areas of Urban Centres through intensification and redevelopment and encouraging mixed-uses and pedestrian-friendly development in appropriate locations.

Section 3.5 of the County Official Plan provides growth allocations for each of the seven municipalities. For Centre Wellington, the projected growth of households in 2041 is 18,690 in total (10,785 in 2016), with 11,415 households within the Urban Centres of Fergus and Elora-Salem (5,605 in 2016). These forecasts are to be used in planning for growth and related developments.

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

### 4.3.2 Housing

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

- modest intensification within residential areas consisting of predominantly low rise residential,
- that which results in rental accommodation,
- the development of appropriate standards for residential intensification, redevelopment and new residential development that is effective, environmentally sound and compatible with existing uses, small town scale and character;
- Infrastructure is or will be established to serve the development.

The proposal will result in modest intensification in an area that has historically seen low density housing, will be purpose built rental which will increase housing choice, and will be compatible with the existing character of Elora in its design.

### 4.3.3 **Residential Development and Land Use**

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

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

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

Policy 8.3 Residential	Summary
a) to ensure that an adequate supply of land is available to accommodate anticipated population growth over the planning period;	The subject lands are adequate in size to accommodate a higher density than what is typically built in Elora. This will support the growth objectives for the community.
b) to provide a variety of dwelling types to satisfy a broad range of residential requirements and ensure that affordable housing is available;	The proposal contemplates partment rental units which will provide more housing options contributing to housing affordability.
c) to manage the rate of growth and the amount of residential development within the Urban Centre in order to maintain and enhance the small town character;	The proposal meets development and intensification objectives while also maintaining the character through design measures.
d) to support the development, at appropriate locations and densities, of residential facilities that meet the housing needs of persons requiring specialized care;	The proposed development is well located relative local amenities, public services and will conform to accessibility standards. The proposed development will accommodate persons who require specialized care with the provision of an elevator.

#### Table 1.0 – Detailed Urban Centre Policies

e) to ensure that adequate infrastructure will be available to all residential areas;	The subject lands are serviceable through existing and planned infrastructure.
f) to minimize potential compatibility issues between residential and other land uses;	Adjacent land uses are residential and commercial. The smallest building will be oriented closest to sensitive land uses. Compatibility issues are not anticipated. The height and mass of the building are mitigated through architectural design and building materials.
g) to encourage intensification, development proposals should maintain the stability and character of existing neighbourhoods;	The subject lands are underutilized and are proposed to have a higher density. The proposal will support the character of the area through architectural detailing as described in the Urban Design Brief.
i) to encourage residential developments which incorporate innovative and appropriate design principles which contribute to public safety, affordability, energy conservation and that protect, enhance and properly manage the natural environment;	The proposal will utilize various design tools to ensure an appealing façade, meet accessibility standards, introduce more housing options, be energy efficient and not encroach on the environment. Active transportation is also supported with the provision of secure indoor bicycle storage and implementation of other Transportation Demand Measures.

Policy 8.3.12 provides criteria on intensification, for which all residential land uses designations shall be evaluated. Table 1 demonstrates how this criteria has been considered in the proposed development.

Policy 8.3.12	Response
a) the compatibility of the proposed development in built form including height, massing, scale, setbacks, orientation, use, built form, architectural character and materials, separation distances, shadowing and privacy. Compatible development is considered to be development that may not be the same as existing adjacent development but which can co-exist with existing development while not creating unacceptable adverse impacts;	The proposed development will be comprised of both residential and commercial uses, however, predominantly residential offering bachelor to 2 bedroom units. The proposed building form has been designed to provide an appropriate height, massing, setbacks, and architectural character to complement existing nearby buildings. Refer to the Urban Design Brief for more details.
b) the degree to which building height and massing shall provide a transition between planned and existing development;	The proposed development is planned to have 4 storeys. The proposed building is well setback from low rise residential areas the north-east and the building will be oriented towards the downtown frontage (Geddes St). This will support compatibility to neighbouring land uses. Furthermore, a HIA has been prepared to

	evaluate and assess the impacts of the proposed development on the heritage attributes of the existing buildings. The HIA concludes that no major adverse impacts are anticipated as a result of the proposed development. The final recommendations and conclusions of the HIA are summarized in <b>Section 5.3</b> of this Report.
c) the maintenance of a lotting pattern that is generally consistent and compatible with the predominant character of the area;	Not applicable. Lotting pattern is not changing with this application.
d) the ability of infrastructure to accommodate the proposal;	As per the Functional Servicing and Stormwater Management Report, it has been confirmed that the subject lands and proposed development can be serviced by municipal infrastructure.
e) the impact of the development on the streetscape including, where feasible, the protection of municipal street trees;	Existing pedestrian paths municipal street trees which form the existing streetscape will be maintained; additional consideration to streetscape can be addressed through the site plan application.
f) the degree to which impact on the adjacent properties is minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, views, enjoyment of outdoor amenities, and shadowing; and	The Functional Servicing and Stormwater Management Report concluded that the subject lands will have suitable drainage capabilities, and will minimize impact to adjacent properties from a drainage perspective.
g) the conservation of significant cultural heritage resources	A HIA has been prepared to evaluate and assess the impacts of the proposed development on the heritage attributes of the listed heritage resources and concludes that no major adverse impacts are anticipated as a result of the proposed development.

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

### 4.4 Township of Centre Wellington Official Plan

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

The development lands are designated Central Business District and are identified as being within the Heritage Area overlay as per Schedule A-1 (**figures 6 and 7**). The land use designations for the development lands are in line with the designations in the County Official Plan.

### 4.4.1 Central Business District Designation

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

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

The subject lands are adjacent to existing residential areas. The development has oriented Building B away from any low density residential use, and has located the parking area, which will have the least impact, closest to the residential area (as it exists today). The parking for the proposed development will be in the form of surface parking which is to be located at the rear of the development and will not be visible from Geddes Street, which is an integral downtown street. Vehicles will access the parking at the rear portion of the site on the north-west side of the development lands from Princess Street.

Furthermore, the proposed development will be architecturally designed to complement the existing built form of the Central Business District and the adjacent buildings. The site design will evolve and will be determined during the site plan process. Additional details regarding the evaluation of the proposed site design is provided in the Urban Design Brief, and summarized in **Section 5.2** of this report.

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

### 4.4.2 **Development within Heritage Areas**

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

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

A Heritage Impact Assessment (HIA) has been prepared to assess the impacts of the proposed development on the heritage attributes of the existing buildings on the development lands. The HIA concludes that there are no adverse impacts anticipated. The recommendations and conclusions of the HIA are summarized in **Section 5.3** of this Report.

### 4.4.3 Residential Intensification

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

- b) supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields;
- c) encouraging added housing above commercial uses in and near the downtown, in residential transition areas, and in other main commercial areas;
- d) encouraging intensification within Urban Centres along major roadways and arterial roads;
- g) encouraging intensification which results in new rental accommodation;
- i) encouraging the development of appropriate standards for residential intensification, redevelopment and new residential development which are cost effective, environmentally sound and compatible with existing uses, small town scale and character.

The proposal will result in the development and intensification of underutilized lands within the built boundary, and are located along a major roadway. Furthermore, the proposed

development will introduce more housing choice in the form of rental housing, which is needed in Centre Wellington and is well located within the downtown commercial area (Central Business District). The proposed development will provide for a compact, and costeffective building design that is compatible with existing surrounding uses and the small town scale and character of downtown Urban Centres within the Township. The proposed development will provide residential and commercial uses which will offer both residential and employment growth in the Built-Up area of Centre Wellington.

The proposed mixed use building will be similar to the downtown core, which has street level retail with residential uses above. The stepping, articulation and material changes, minimize the impact of the height. The street front will be animated and the development will create a pedestrian scaled public realm that will be compatible with existing uses, and be in keeping with existing and future development of the community.

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

### 4.4.4 Municipal Services

The proposed development is located within the Urban Centre boundary, and will efficiently utilize existing servicing infrastructure for water and waste water systems. Section C.6.2 and C.6.4.2 state that new development within Urban Centres shall be required to connect to the existing municipal services when they are available. The existing building on the subject lands is connected to the municipal servicing system, and the proposed development will also connect to existing available and planned services. The analysis and findings contained in the Functional Servicing Report (FSR) submitted in support of the proposed development confirm that the subject lands can be serviced by municipal infrastructure.

### 4.4.5 **Compatibility**

Section C.11 contains policies to ensure the continued compatibility between proposed land uses and sensitive land uses. The Township identifies a sensitive land use as a use associated with residences, schools, hospitals and senior citizen homes or other land uses such as outlined in the Ministry of Environment's Separation Distance Guideline.

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

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

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

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

### 4.4.6 Community/Urban Design

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

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

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

### 4.4.7 Township of Centre Wellington Official Plan Summary

The development lands are designated Central Business District. The proposed development is permitted within the existing land use designation, as the policies state that residential development may be permitted within the Central Business District designation.

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

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

The development lands are zoned Central Business District Commercial (C1) (**figure 8**). The development lands are also within the Heritage Area Overlay as delineated on Schedule "A" zoning map. The current zoning applied permits a variety of commercial uses as well as dwelling units above ground floor permitted uses.

The C1 zone restricts height to 3 storeys or 11 metres. Given the existing zoning regulations, development on the subject lands cannot exceed 3 storeys in height. The development proposes that building B have a height of 4 storeys.

The Zoning By-law Amendment is being requested in order to seek the appropriate regulations in order to develop the subject lands as proposed (**figure 9**). Specifically, the application is requesting site specific regulations ("C1.x.x") that reflect the increased height for building B.

Additionally, the Zoning By-law includes regulations which permit a 50% reduction to the required parking for developments within the Commercial (C1) Zone. The development lands are zoned C1 and qualify for the 50% parking reduction. With the 50% reduction in parking spaces, the proposed development complies with the required parking. However, the 50% parking reduction regulation is based on the maximum 3 storeys height permitted by the Zoning By-law. Given the proposed increase in height of building B, justification is provided below for the proposed parking rate for the entirety of the development.

### 4.5.1 Analysis

#### **Building Height**

The proposed development represents a higher form of density in a compact built form. The subject lands are located in an emerging area that has been directed by the Province to grow to 160,000 residents by 2051. The subject lands are located in an existing Urban Centre with a variety of existing land uses and are well connected to the road network that provides access throughout the Township and County. The increased height and density proposed for the subject lands is consistent with other development occurring within the Township, and will assist in meeting the growth targets outlined in the A Place to Grow legislation. Further, the increase in dwelling units will assist in broadening housing choice, which is an objective in both the County and Township Official Plans and will support the varying socioeconomic needs of current and future residents. The proposed mixed-use development will provide an opportunity for businesses to expand, provide employment opportunities, as well as grow the County's economic viability. The intensification of the subject lands will result in the highest and best use of underutilized, well situated lands in the Urban Centre of the Township.

#### Parking

The proposed development will apply the 50% reduction to the parking as per the Commercial (C1) Zone regulations, as permitted by Section 5.5.5 of the Zoning By-law.

The following comparative table provides and outline of the proposed parking.

Building identified on Site plan	Required	Provided
Building A residential commercial	1 space / dwelling unit 1 space / 20m <sup>2</sup> comm space 50% reduction	1 x 3 = 3 171/20 = 8.5
Building B residential commercial	1 space / dwelling unit 1 space / 20m <sup>2</sup> comm space 50% reduction	1 x 19 = 19 235/20 = 11.75 (12)
Building C <i>residential</i>	1 space / dwelling unit 0.5 space / dwelling unit (visitor) 50% reduction	$1 \times 12 = 12$ $0.5 \times 12 = 6$
Building D residential	1 space / dwelling unit 50% reduction	1 x 1 = 1
Total	61 x 50% reduction	61 x 0.5 = 30.5 2 barrier free <b>32 spaces provided</b>

#### Table 3.0 - C1 Parking Requirements

A total of 32 spaces will be provided for the proposed redevelopment. Of the 32 parking spaces, 31 will be provided in the surface parking lot located off Princess Street. One parking space will be located on the property of the single detached dwelling. In support of the application of the 50% reduction, additional Transportation Demand Management (TDM) measures are proposed to alleviate the parking demands for the proposed redevelopment. The overall objectives of TDM strategies are to support and enhance sustainable transportation choices and discourage single occupant vehicle trips, and to reduce traffic congestion, parking supply needs, and demand for parking spaces by encouraging various modes of travel.

The proposed development will include unbundled parking and bicycle storage. Unbundled parking will mean that in order for a tenant to park their car, they will have to pay an extra fee that is unassociated to the dwelling unit rental cost. Providing unbundled parking prevents the development from having many vacant parking spaces and providing parking spaces consistent with demand, as they will only be provided to those who have a vehicle and require the space. Additionally, the increased provision of bicycle storage will promote non-motorized transportation and re-direct vehicle transportation to active transportation for in-town trips. These measures will assist in reducing the number of vehicles and tenants that require parking.

Given the foregoing, we are of the opinion that the requested amendment/site specific regulation for 175-183 Geddes Street to permit increased building height is appropriate. Further, we are of the opinion that the CBD 50% parking reduction is applicable to the proposed development. The proposed amendment and parking rate are in conformity with the Official Plan, and will result in the highest and best use of the entirety of the development lands.

# 5.0 TECHNICAL REPORTS

### 5.1 Functional Servicing and Stormwater Management Report

Van Harten Surveying Inc., prepared the Functional Servicing and Stromwater Management Report and Plan, which provides servicing recommendations for the proposed development. Currently, municipal water and sanitary servicing does not exist on a portion of the development lands, however, will be constructed as part of the Township improvement plan and will be provided from Moir Street. Storm servicing will be provided from an existing storm sewer that runs through the developments lands from Princess Street. Building C is planned to be serviced through water and sanitary sewers that will be constructed on Moir Street in the spring of 2022. The proposed stormwater outlet for this site will outlet into an existing sewer on Geddes, via an existing easement over the lands. In an assessment of this storm sewer, it was concluded that parts of it are in poor condition, and will have to be replaced as part of the redevelopment plan. The development will also require on-site stormwater management facilities. The subject lands will drain towards the existing municipal storm sewer. Hard surface areas will have runoff directed towards catchbasins on site.

Water will be supplied by installing a new water service connection to a new watermain that will be constructed on Moir Street. There is an existing water service for the existing building (coffee shop). This will be upgraded to service the proposed building B.

Sanitary servicing will be provided through the installation of a new sanitary service line with a connection to a new sanitary sewer that will be constructed on Moir Street. There is an existing sanitary service for the existing building (coffee shop), which will need to be upgraded to accommodate the proposed building B.

Overall, the proposed development will be adequately serviced and will involve the upgrading of existing infrastructure by the developer. Servicing will also rely on Township upgrades for Building C, anticipated in the spring of 2022.

### 5.2 Urban Design Brief

An Urban Design Brief has been prepared by MHBC in support of the proposed redevelopment. The purpose of this brief was to establish the vision for the redevelopment, and assess the development in the context of the Township of Centre Wellington's design policies. The brief concludes that the proposed redevelopment represents a significant investment in Elora, and will create new mixed-use units in a high-quality development, all

of which will contribute positively to the Central Business District. The proposed development will:

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

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

### 5.3 Heritage Impact Assessment

MHBC completed a Heritage Impact Assessment for the proposed redevelopment of the development lands, specifically relating to the proposed four storey building at 183 and 175 Geddes Street (building B). The purpose of the HIA is to assess any adverse impacts on the identified heritage resources that reside on the development lands as a result of the proposed redevelopment. The identified heritage resources include the two storey building addressed 187 Geddes Street and 23 Moir Street, as well as the single detached dwelling addressed as 196 Princess Street.

The HIA concludes that both buildings are considered to be of cultural heritage value or interest and should be protected. The proposed redevelopment will not result in adverse impacts to 196 Princess Street and will result in a positive impact to 187-195 as it will rehabilitate the building for its long-term use and stabilization. It was determined that there is a potential adverse impact of land disturbances to 187-195 Geddes Street due to its close proximity. The HIA recommends the following measures to address land disturbance impacts:

- Completion of a vibration monitoring plan,
- Certification by an engineer that the proposed redevelopment will be constructed so that it will avoid damage to the adjacent building,
- Material storage and parking of equipment be prohibited in the immediate area,
- A conservation plan be competed to address short term conservation goals,
- Mechanical box be relocated to the rear of the building and hidden from view, and

• Lighting and signage should be sympathetic to (i.e. not detract from) the heritage resource.

# 6.0 PUBLIC CONSULTATION STRATEGY

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

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

The following points of public consultation are proposed:

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

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

# 7.0 SUMMARY & CONCLUSIONS

In summary, the proposed Zoning By-law Amendment and related development proposal is in the public interest and represents good planning for the following reasons:

- The proposal represents intensification of an underutilized site within the Urban Centre;
- The proposed redevelopment will contribute to a range and mix of housing types and commercial opportunities supporting a live-work community;
- The proposed site and building design will result in an attractive, high quality development which will be compatible with the neighbourhood;
- The proposed redevelopment meets the growth objectives for the area and is consistent with other planned developments in the Township;
- The proposed redevelopment will optimize the use of available infrastructure within the developed portion of the community and can be adequately serviced through connections to existing and planned infrastructure;
- The proposed redevelopment will not adversely affect the adjacent cultural heritage resources, nor other adjacent uses;
- The proposed Amendment and development proposal are consistent with the PPS, and conform to A Place to Grow, County Official Plan, Township Official Plan.

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

Respectfully submitted,

#### MHBC

Pierre Chauvin, MA, MCIP, RPP Partner

Gillian Smith, MSc. Planner

Figures

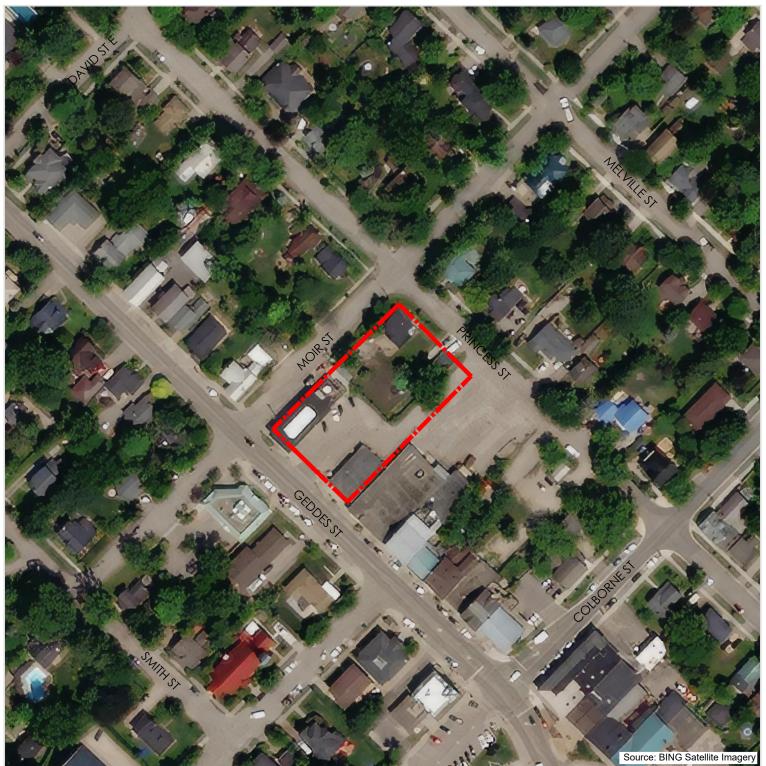


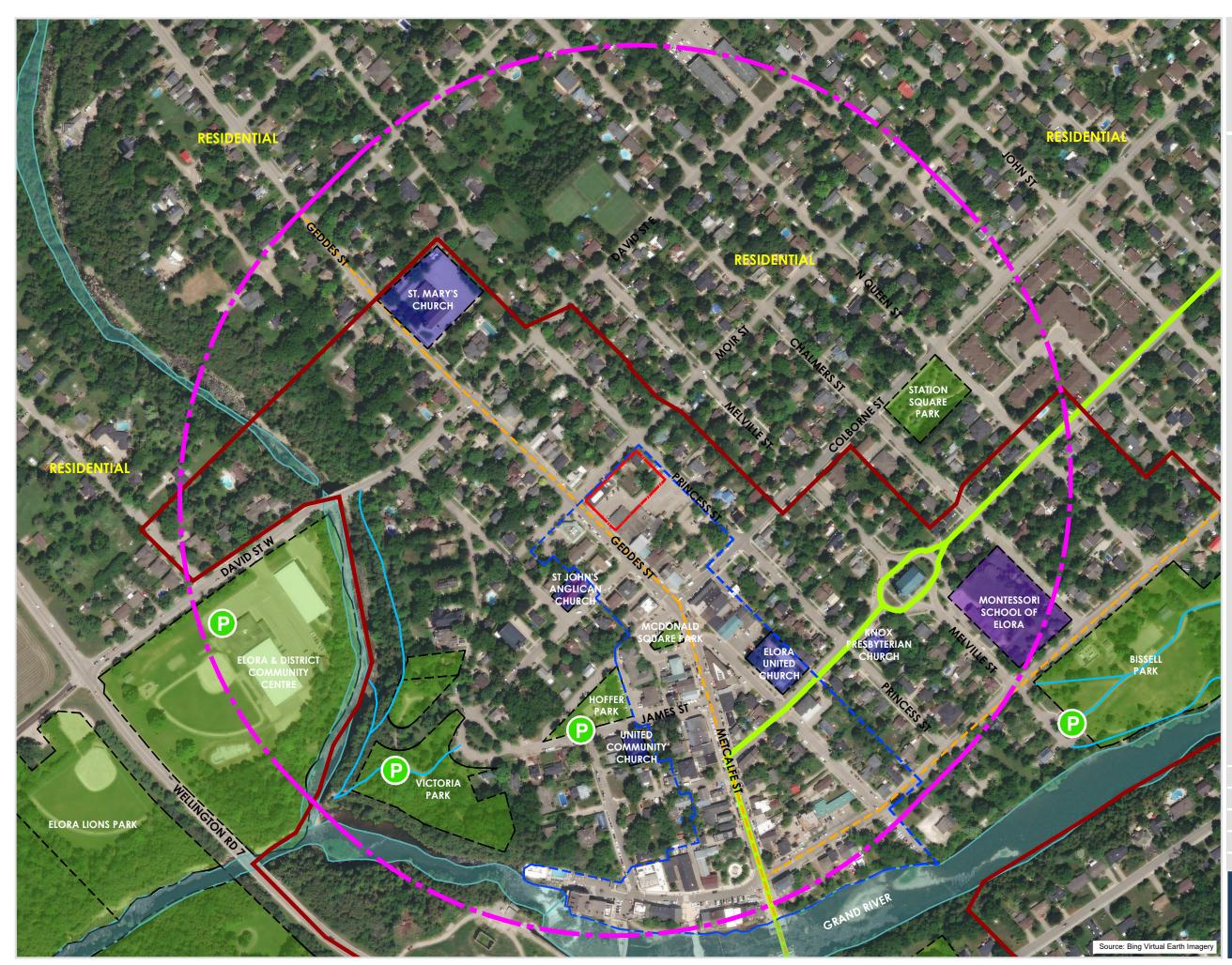
Figure 1: Location Map

LEGEND Subject Lands

DATE: November 2021 SCALE: 1:1,500 FILE: 17389D DRAWN: LC K11739D - MOIR AND GEDDESIRPTILOCATION DWG K11739D - MOIR AND GEDDESIRPTILOCATION DWG

200-540 BINGEMANS CENTRE DR. KITCHENER, ON, N2B 3X9 P: 519.576.3650 F: 519.576.0121 | WWW.MHBCPLAN.COM

196 Princess St 23 & 27 Moir St 195,183 & 175 Geddes St Elora, Ontario Township of Centre Wellington



#### Figure #: 2 Context Plan

**196 Princess St 23 & 27 Moir St 195,183 & 175 Geddes St** Elora, Ontario Township of Centre Wellington

#### LEGEND

- Subject Lands
  - 400m Radius (5 min. Walking Distance)
- Central Business District
- Heritage Area
- Place of Worship
- Park
- Institutional
  - Trans Canada Trail
  - Trails
  - Proposed Signed Route with Sharrow (CW Trails Master Plan, 2014)
- Public Parking

DATE: December 2021

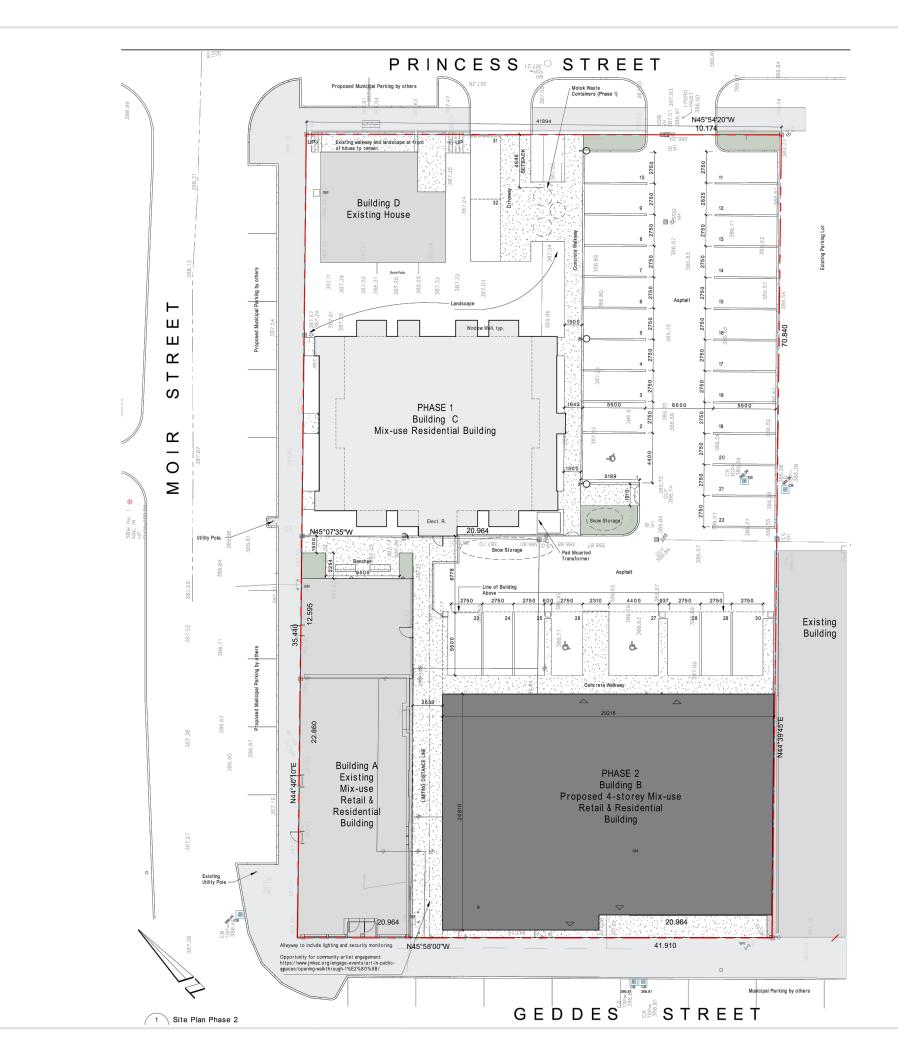
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#### Figure #: 3 Site Plan

196 Princess St 23 & 27 Moir St 195,183 & 175 Geddes St Elora, Ontario Township of Centre Wellington

#### LEGEND

Subject Lands

#### DATE: December 2021

SCALE: NTS

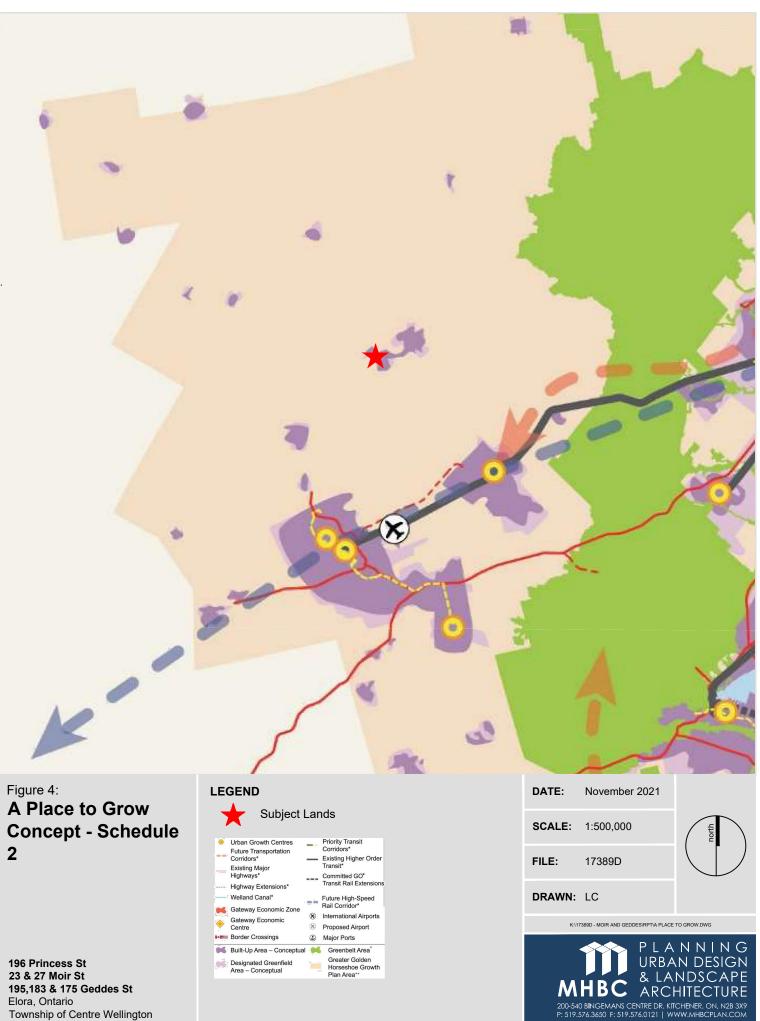
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Elora, Ontario Township of Centre Wellington



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

196 Princess St 23 & 27 Moir St 195,183 & 175 Geddes St Elora, Ontario Township of Centre Wellington





DATE: November 2021

**SCALE:** 1:12,000

FILE: 17389D

DRAWN: LC

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