

ouse, Owen Sound, Canada.

Planning & Urban Design Rationale Report

Official Plan & Zoning Bylaw Amendment
Former Owen Sound Courthouse & Jail
(1235 & 1259 3rd Avenue East)
City of Owen Sound

July 2023

Prepared for FC Entertainment & Hospitality Inc.



 The Planning
Partnership

 Boldera
Architects



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1. INTRODUCTION

This Planning and Urban Design Rationale Report (“Report”) has been prepared in support of applications for Official Plan Amendment (“OPA”) and Zoning Bylaw Amendment (“ZBA”) on behalf of FC Entertainment and Hospitality Inc. (“Owner”) to permit the adaptive reuse of the former Grey County Courthouse and the former Owen Sound Jail and Governor’s Residence on lands known municipally as 1235 and 1259 3rd Avenue East (“Subject Site”). The Owen Sound Jail is a prominent landmark adjacent to the City’s East Harbour area, and features a collection of historic buildings constructed beginning in the mid-1800s which served as a judicial precinct for Grey County for over one hundred years. The stately heritage buildings feature robust limestone and brick construction representing successive eras in the County’s history, with unique roof form and prominence, visible from the west harbour and defining the surrounding neighbourhood.

Ownership of the Owen Sound judicial precinct buildings was transferred to the City of Owen Sound from the County in 1960, at which time the existing heritage buildings had largely become obsolete for the judicial functions they were originally constructed for. The City, likewise, was unable to find a suitable alternative institutional use for the buildings and

they were subsequently declared surplus lands. Following this, the City initiated a heritage evaluation to determine the historic and cultural significance of the heritage buildings and structures, their existing physical condition, and options for rehabilitation and reuse, which included scenarios for demolition of some or all of the heritage buildings to facilitate redevelopment/reuse of the Subject Site.

While full retention of all heritage buildings and structures was considered ideal, the City recognized the challenge they posed to prospective purchasers for redeveloping the Site, and the urgency for beginning restoration efforts due to the dilapidated condition of some buildings. Following completion of the heritage evaluation, the City issued a call for proposals for the redevelopment/reuse of the Subject Site. The Owner’s proposal was chosen out of four proposals, being the only one premised on the full retention of all heritage buildings and structures.

The Owner’s proposed adaptive reuse of the Subject Site (“Proposal”) seeks to conserve and rehabilitate all existing buildings and structures primarily as an event venue, along with office space, restaurants and a bar. These uses were carefully and specifically chosen for their ability to adapt to the unique heritage context and characteristics of the existing

building, whereas other uses would likely require substantial alteration, demolition or addition in order to provide for a more standardized floor layout.

The Proposal’s heritage conservation strategy will restore the exterior facade and remove a number of later accessory or outbuildings without heritage significance to enhance and accentuate the heritage features of the three primary buildings. Ancillary structures and features supporting adaptive reuse will be internalized within the basement or screened from view, with some minor modifications to the building’s interiors and exteriors to facilitate access, including the addition of elevators, and to provide more sunlight and views. Further, the existing jail yards and courtyard provide unique opportunities for creative use and programming, which will include the addition of a glass pavilion on the north yard to support a year-round event venue. The pavilion is the only new structure proposed, with the other courtyards to be maintained as accessory outdoor areas, supporting the principal uses.

In order to implement the Proposal, OPA and ZBA applications are required to update the land use framework from the historic Institutional designation to a new designation and zone that permit the proposed new uses. The City’s Official Plan specifically contemplates scenarios

where historic institutional uses are no longer required and existing buildings or sites should instead be reconsidered for alternative uses. The Proposal fundamentally supports this concept and directly addresses the applicable criteria for a change in use and likewise directly supports or implements numerous other important policy objectives of the Official Plan related to matters as heritage conservation, tourism, economic development, urban design, and efficient use of existing services.

The proposed OPA will redesignate the Subject Site from the current “Institutional” designation to the “Arterial Commercial” designation, as recommended through pre-consultation with City staff. Some site-specific policies are also proposed, in order to further specify the character and types of permitted uses, as well as the conservation of the existing heritage buildings. The proposed ZBA will rezone the Subject Site from the existing “Institutional” zone to the “Mixed Use Commercial” zone. A site-specific provision is also proposed in order to update the parking requirements based on a detailed Parking Study, and to tailor permissions to allow for a component of the required parking supply to be satisfied by off-site parking.

This parking approach is appropriate given the proposed use and the fact the

Parking Study accounts for peak parking demand which will not be required on a daily basis. The provision of off-site parking will supplement the limited space available on-site for surface parking due to the conservation of the heritage buildings.

Based on consultation with City staff, off-site parking is proposed to be allowed under the proposed zoning provided it is located within 500 metres of the Subject Site. The applicant is currently in discussion about an agreement for the nearby City-owned site at 1399 2nd Avenue East on a preliminary basis.

More importantly, the proposed OPA and ZBA will permit updated uses and programming, which will facilitate the full retention of all heritage buildings and structures—including the derelict Governor’s Residence—supporting the heritage conservation, reuse and economic objectives of the City, and implementing City Council’s decision to sell the Subject Site for reuse/redevelopment.

In support of a “complete application” a Transportation Impact Study, Parking Study, Heritage Impact Assessment, Functional Servicing Report, Noise Study (i.e. land use compatibility study), and the appended Architectural Design Brief, have been prepared to assess and provide recommendations for other technical

matters in support of the Proposal. A future Site Plan application will establish additional design details, related to conservation and restoration of the existing buildings, inclusion of additional parking at the rear of the Site, and provision of other landscape and site layout improvements to facilitate pedestrian access, vehicular drop-off and parking, and streetscape improvements.

Overall, it is our opinion that the Proposal is appropriate, implements the Official Plan and Zoning By-law and helps to achieve important City, County and Provincial planning, economic development and complete community building objectives. The Proposal presents an ideal scenario for adaptive reuse of the Subject Site, which tactfully reuses the existing buildings and structures to maintain and enhance their heritage attributes, reinvigorating them, and bringing new economic vitality to the City while supporting and reflecting upon its unique history.

2. SUBJECT SITE

2.1 REGIONAL CONTEXT

The City of Owen Sound is located on the southern shores of Georgian Bay along the Niagara Escarpment. With a population of 21,612, Owen Sound is the largest lower-tier municipality in Grey County, and is also larger than any municipality within Bruce County, making it an important urban community and regional centre. Owen Sound is the seat of the Grey County municipal government, hosting several regional, provincial and federal government offices. The City has traditionally supported a range of community service facilities and other important institutions, including elementary, secondary and private schools, a regional hospital, a campus of Georgian Bay College, the Grey Bruce Public Health office, and new and old Provincial and Regional courthouses.

During the summer months the City and Region is a tourist and seasonal destination with excellent boating and fishing opportunities available on Georgian Bay. During the winter months Owen Sound is a hub for winter activities, with thousands of kilometres of snowmobile and cross-country skiing trails. The City boasts an expansive harbour and bay, tree-lined streets, winding rivers, trails, an extensive parkland system, and is home to numerous festivals and events such as; the Festival of Northern Lights, Concours d'Elegance and the Summerfolk Music and Crafts Festival.

The City's downtown supports a balanced and diversified economy, and is flanked by businesses and industries on the east and west hills with established vibrant, arterial shopping centers. As such, Owen Sound is also an important tourist destination, offering a range of cultural and natural attractions. These tourist attractions are supported by a number of hotels located throughout the City.

However, as specified within the City's Official Plan, every effort should be made to expand or develop new uses which further support tourism and the City's overall economic health and prosperity.

The City's concentration of historic institutions, former waterfront industrial uses and a well-preserved downtown provides significant opportunities for potential brownfield redevelopment and adaptive reuse along the waterfront, downtown and in surrounding areas. The City's Official Plan recognizes this potential, encouraging brownfield redevelopment and adaptive reuse of heritage buildings and properties.

The City is most eager to see these types of opportunities come to fruition and seems supportive of becoming directly involved in the initiative to kick-start this type of activity. The Proposal is one said example, with the City having taken the Subject

Site out to market through an offering and assessing those proposals based on the merits of achieving heritage and other planning objectives.

Presently, active and recently approved development in the City is largely characterized as greenfield development occurring primarily on the periphery of the City's traditional urban boundary, as well as, but to a lesser extent, some infill intensification and adaptive reuse projects in or near the downtown. Active development applications consist of a mix of residential and mixed-use developments, including:

- 3195 East Bayshore Road - Eight 6-storey apartment buildings
- 2275 16th Street East - Three multi-unit commercial buildings, two single purpose commercial buildings, and three 3-storey multi-unit residential buildings
- 1555 18th Avenue East - Two phased residential development, including apartment and cluster townhouses

Recently approved subdivisions include Bremont Tefler Creek (about 330 dwelling units) and Greystone Village (about 830 dwelling units). This recent and current development activity is indicative of the City's growing population, but also the need

for a more diversified housing mix to include more townhouse and apartment-type dwellings with greater densities. Moreover, this highlights the importance of balancing growth on the City's urban boundary, with revitalizing and populating its traditional downtown and urban fabric through adaptive reuse and/or brownfield redevelopment. Ensuring economic activity within the downtown is also balanced against large-format commercial plazas on the periphery, while maintaining a complementary and harmonious relationship, which will likewise help maintain the strength of the downtown and waterfront area as an important tourist attraction and economic generator. This is in keeping with the Owen Sound Harbour and Downtown Urban Design/Master Plan Strategy (the "Master Plan") objective of promoting the downtown and harbour area as a destination for business activities, festivals and entertainment (2.7).



Figure 1: City of Owen Sound, Regional Context

2.2 SURROUNDING USES

Downtown and Harbour Area

The Subject Site is conveniently located two blocks east of the Downtown and Harbour Area identified on “Schedule B” of the City of Owen Sound Community Improvement Plan (“CIP”) just west of 2nd Avenue East.

The Master Plan identifies the lands north of 11th Street East along 2nd Avenue East extending west to the harbour as the East Harbour Precinct. This area is characterized by a mix of commercial activities and underutilized land with significant redevelopment potential. The Master Plan acknowledges the commercial activities along 2nd Avenue East are based on a suburban model of single-storey buildings surrounded by surface parking. Redevelopment within the East Harbour Precinct is aimed at intensifying commercial activities and relocating parking behind buildings.

The Master Plan recognizes that the City’s heritage resources are:

“prized assets that need further creative exploration in design terms, in educational terms and in events and cultural story telling” (4.1.4)

The Master Plan similarly establishes a vision for the East Harbour Precinct with policies aimed at optimizing underutilized

and vacant parcels of land to create new economic opportunities to strengthen the downtown.

Within the Downtown and Harbour Area, the CIP broadly supports redevelopment, infill and mixed-use higher density development at suitable locations in order to promote the area’s ongoing viability and revitalization as the focal point for pedestrian oriented retail, commercial, cultural, office and entertainment uses within the City (3.1).

Currently, 2nd Avenue East supports a mix of large-format retailers, restaurants, auto service and repair shops, hotels and institutional uses. There are a large number of vacant or undeveloped properties, which unfortunately establish the prevailing character for much of the area adjacent to the harbour.



Figure 2: Grey County Emergency Medical Services

South

The corner of 12th Street East and 3rd Avenue East has historically been an important institutional and service centre for the City, being situated between the Downtown and Harbour Area, and neighbouring residential areas. Along with the Subject Site, directly south at 1209 3rd Avenue East, is a large single-storey institutional building, fronting onto 3rd Avenue East, housing the Grey County Emergency Medical Services and Fire Department Headquarters Station. This parcel forms a large rectangular corner lot that extends along most of 12th Street East. In addition, directly southeast of the Subject Site on 4th Avenue East is the former Land Registry Office heritage property (1240 4th Avenue East).

In the area further south of the Subject Site, are single detached, semi-detached and townhouse residential buildings fronting 3rd Avenue, 12th Street and 4th Avenue. This eclectic mix of different ground-oriented housing forms, some of which house commercial businesses, is fairly typical of the inner residential neighbourhoods that surround Owen Sound’s waterfront and downtown areas.

West

The block directly to the west, in between the Subject Site and Downtown and Harbour Area, features a similar mix of ground-oriented residential buildings. The block also includes some non-residential uses, such as a convenience store, medical office and Community Support Services building. The Maitland House (1258 3rd Avenue East) heritage property is located directly across the street from the Subject Site.

The block west of 2nd Avenue East within the Downtown and Harbour Area supports a range of non-residential uses, including offices, commercial stores and surface parking lots, with some residential buildings located along 12th Street East.



Figure 3: Maitland House (1258 3rd Ave E)

East

East of the Subject Site, along 4th Avenue East, are residential building forms including single detached, semi-detached and townhouse buildings. The former Strathcona Public School property at 1185 4th Avenue East has been converted into a five-storey 80-unit apartment building. Further east, is a ravine with a fairly pronounced slope creating a natural boundary between the institutional uses located even further east, which include the Ministry of Natural Resources, Ministry of Transportation, as well as the St. Mary's High School and the Julie McArthur Regional Recreational Centre.



Figure 4: Strathcona Apartments (1185 4th Ave E)

North

The area to the north of the Subject Site likewise contains a mix of ground-oriented residential housing, with the northeast portion of the block occupied by a unique collection of historic row houses with ornate design features.



Figure 5: Historic rowhouses along 4th Ave E

2.3 SUBJECT SITE

The Subject Site consists of two parcels (1235 and 1259 3rd Avenue East) framing a rectangular through site with a total area of approximately 6,435 square metres, and dimensions of 65 metres along 3rd Avenue East, and 45 metres along 4th Avenue East. The 1235 3rd Avenue East parcel contains the former Grey County Courthouse (“Courthouse”), and the 1259 3rd Avenue East parcel contains the former Governor’s Residence, Grey County Jail (“Jail”) and Jail Yard. These buildings have sat vacant since the early 2010s, and were previously owned by the City before being sold to the applicant to facilitate the Proposal.

The Subject Site’s frontage along 3rd Avenue contains a large “U” shaped driveway and associated parking area, with a modest front lawn containing two trees. The rear portion of the Subject Site, along 4th Avenue East, features a large setback from the jail yard walls and is largely vacant except for a small collection of trees and gravel forming a parking lot located beside the former Land Registry Office heritage property (1240 4th Avenue East). The Subject Site’s topography is generally flat, with gentle grading directing stormwater out to the adjacent City streets, although there is a slight depression in the area behind the jail yard walls north of the former Land Registry Office sloping upwards towards 4th Avenue.



Figure 6: Subject Site, Aerial View

2.4 HISTORIC CONTEXT

As noted above, the heritage buildings on the Subject Site were part of a judicial precinct for the County for much of their history, and were constructed as a series of additions onto the original Courthouse and Jail buildings. The Heritage Impact Assessment (“HIA”), prepared for the City prior to sale of the Subject Site, notes the heritage buildings form a distinctive architectural landmark with the Courthouse roofline and tower visible from locations on the west side of the harbour, serving as a historic reminder for the County and City, reflecting early growth and prosperity in the middle of the 19th Century.

The Subject Properties are representative of others built in Ontario during the 1850s-1870s, exhibiting well-detailed, robust construction from locally sourced limestone. Further, the HIA notes the 1854 Jail structure is important to the understanding of the justice complex of 1854 and history of prison architecture in Ontario. The heritage attributes of the existing buildings include; exterior walls and masonry, roof projections, interior jail configuration, jail yard and high walls, and exterior brick, masonry and roof form of the Governor’s Residence.

Following their original use, the buildings were subsequently utilized as a County Administrative Centre until 1960 before the new County of Grey offices were built.







Subsequently, a portion of the Courthouse was used from 1961 to 1985 as the Owen Sound Police Headquarters, until being leased by the City for various uses. The Courthouse has been vacant since 1994; while the Jail functioned until 2011, but has remained vacant since. A number of additions and alterations have been made to the original buildings over the years, to facilitate the various uses noted above.

A detailed assessment of these heritage properties and attributes is provided in the Cultural Heritage Evaluation Report (“CHER”) prepared by Taylor Hazell Architects in January, 2020. The subsequent HIA provided various options and recommendations for the removal of one or more of the existing heritage structures. The Community Services Committee endorsed Option 1 (Staff Report; CS-20-132) for full retention of all heritage buildings and structures with the exception of the Governor’s Residence and removal of miscellaneous outbuildings to facilitate redevelopment of the Subject Site. Options 4 to 1 contemplated progressively more retention of heritage buildings and features, with the primary objective of preserving them to the maximum extent possible, on the assumption that some form of redevelopment could be accommodated facilitating their adaptive reuse.

The CHER provided an assessment of the existing conditions for the heritage properties noting the buildings had been vacant since approximately 2011, without lighting, heat or ventilation and that vandalism had occurred to the building’s interiors. Notably, their initial assessment found the Governor’s Residence and parts of the 1854 Jail to be in extremely poor and collapsed condition, while the 1869 Jail and its walls had maintained good overall stability and structural condition.

After ownership of the Subject Site was transferred to the City and declared surplus, it was determined that a new owner and investment was needed to redevelop or adaptively reuse the heritage buildings in order to ensure their long-term use and viability. The initial CHER initiated by the City had determined that the poor state of the Governor’s Residence and portions of the 1854 Jail posed an ongoing risk to the adjoining heritage buildings requiring prompt remediation or removal in order to stave off further damage or decline and preserve the remaining heritage features/buildings. The City subsequently issued a request for proposals to evaluate potential redevelopment schemes for the Subject Site, of which the Owner was awarded, being favoured as the only proposal premised on the full retention of all existing heritage features/buildings.

Heritage Features

-  1853-1854 Courthouse
-  1854 Jail
-  Courthouse Addition c. 1868
-  High Jail Yard Walls c. 1869
-  1869 Jail and 1877 Addition (third floor)
-  Governor's Residence c. 1889

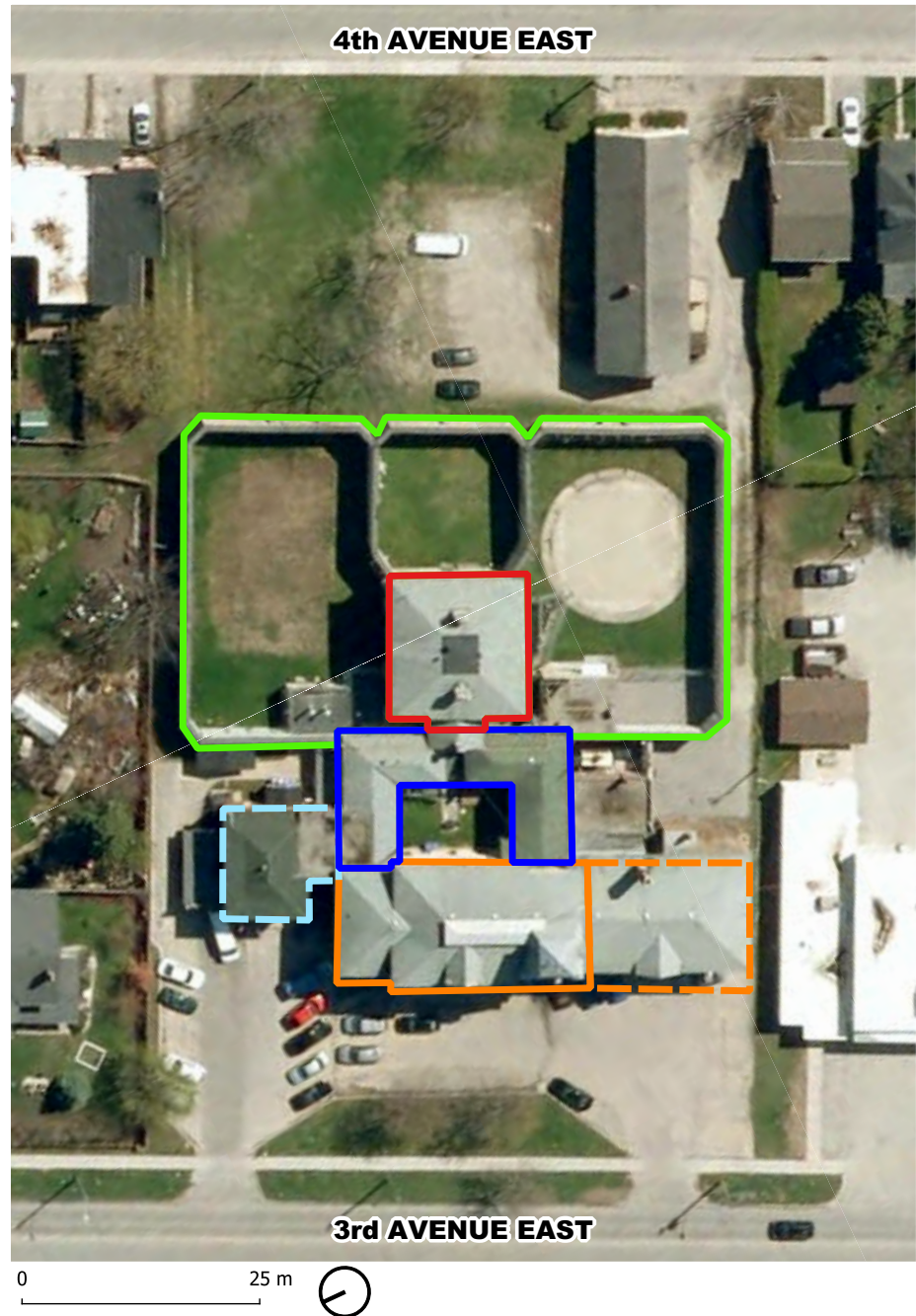


Figure 7: Subject Site, Historic Context

3. PROPOSAL

Call for Reuse/Redevelopment Proposals

As reviewed in Section 2 of this Report, the City determined a private developer, manager or tenant was needed to adaptively reuse the existing buildings to ensure their long-term viability. Though preservation of as much of the buildings as possible was the City's top priority, it also recognized that varying degrees of demolition or redevelopment could be required and was likely given the deteriorated state of the buildings, the potential difficulty in adapting them for modern use, and the significant costs associated with preservation and reuse.

Notwithstanding the alignment of the heritage attributes, their unique features, and conservation of the existing buildings; their restoration and adaptation for the Proposal will be an overwhelmingly complex, painstaking and costly process that will likely have to occur in a number of stages.

However, for the new Owner, the existing buildings do not represent a obstacle to their effective reuse. Instead, with a carefully curated reuse program, the prominent heritage and design attributes of the existing buildings have the potential to be further accentuated and enhanced, and made more easily accessible to

the general public. Recognizing this opportunity, from the onset, the new Owner has contemplated the full adaptive reuse of the existing buildings as an event venue, supplemented by restaurants, a co-working space/business incubator, and an interactive historical component ("Proposal"). These uses are highly adaptable to the unique footprint, layout, design features and overall character of the existing buildings, and can be carefully incorporated into the existing buildings, highlighting certain rooms and building components.

The Proposal was one of four proposals submitted to the City for the reuse/redevelopment of the existing buildings. Ultimately, the City selected the Proposal and entered into an agreement with the new Owner for purchase of the Subject Site, largely because this was the only proposal which considered the full retention of all existing heritage buildings.

Proposal

As noted above, the Proposal seeks to revitalize and optimize the historic buildings by repurposing their interiors to support a mix of commercial and entertainment uses, utilizing their historic significance as a centerpiece and attraction for drawing visitors, while fully maintaining their existing scale and the Site's overall layout. The

Proposal is a unique approach to heritage conservation in keeping with the City's policy objectives for heritage conservation and adaptive reuse of vacant buildings. Further, the Proposal implements the City's objective of maintaining and promoting an active downtown and waterfront area, and introduces a mix of uses that creatively repurposes the existing spaces within the heritage buildings.

While the more detailed design considerations related to the proposed heritage preservation will be established through a subsequent Site Plan Application, this Official Plan and Zoning Bylaw Amendment application will first establish the necessary land use permissions needed to permit the Proposal, supported by this Report and a new Heritage Impact Assessment, which will consider the overall approach to heritage preservation and reuse.

As noted above, the proposed uses are highly adaptable to the unique characteristics of the existing buildings. As such, the mix, concentration and distribution of the different uses have been carefully chosen to optimize the different heritage buildings and components:

Courthouse (1853-1854)

The courthouse is a 2-storey building featuring stone masonry construction designated under Part IV of the Ontario Heritage Act. Preservation and restoration of the courthouse is a priority for conservation efforts to prevent further deterioration of the interior and to revitalize the building back to its former prominence. The Proposal will utilize the first floor of the courthouse as a reception area for the event venue and restaurants, with a restored front portico and new glass canopy providing for a weather-protected exterior arrival and grand reception area that reinforces the importance of the original building and use. The reception area will also include a lounge and bar/cafe with some minor modifications to facilitate access to the adjoining buildings. A portion of the east wall will be replaced with a new glass connection providing views to the jail and jail yards, showcasing new activity and life within the building.

Upstairs, the original courtroom, the most prestigious and iconic space in the project, will form the centrepiece of the event venue. The event venue will host weddings and other business and personal events in a grand, Victorian setting honouring the excellent craftsmanship and ambitious design of the original courthouse and courtroom.



Figure 8: Courthouse, Front Facade Render



Figure 9: Courthouse, Existing Front Facade

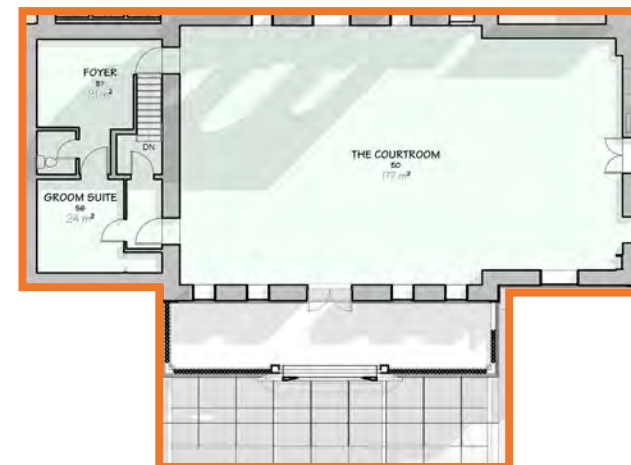


Figure 10: Courthouse, 2nd Floor Plan

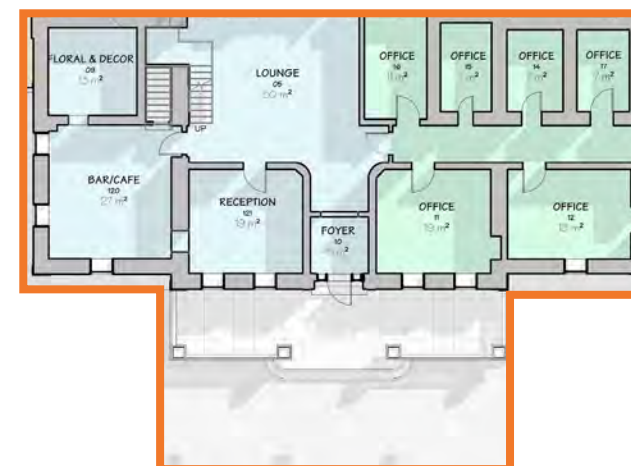


Figure 11: Courthouse, 1st Floor Plan

Courthouse Addition (c. 1868)

The 2-storey courthouse addition onto the south wall of the original courthouse building will be utilized for a proposed business centre on the first floor, featuring individual and shared offices and co-working spaces. This will require modifications to the interior but will completely preserve the exterior of the building. This use will provide additional economic development opportunities near the downtown/waterfront area and diversify the mix of uses on the Subject Site.

The second floor of the courthouse addition will feature spaces associated with the courtroom event venue including a bridal suite, management office, bar and bathrooms. These accessory functions will support the event venue, providing modern amenities in a heritage setting. The second floor will also include a staging area connected by elevator to a proposed addition onto the first floor for storage and mechanical space. These back-of-house functions have been sensitively designed to minimize their appearance, relegating them to the interior of the building and away from the exterior building walls.



Figure 12: Courthouse Addition, Front Facade Render



Figure 13: Courthouse Addition, Existing Front Facade

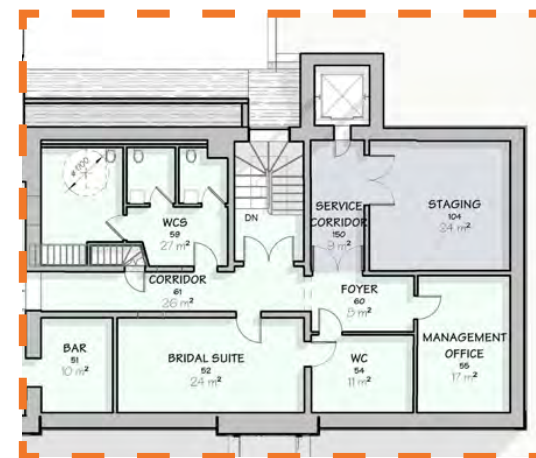


Figure 14: Courthouse Addition, 2nd Floor Plan

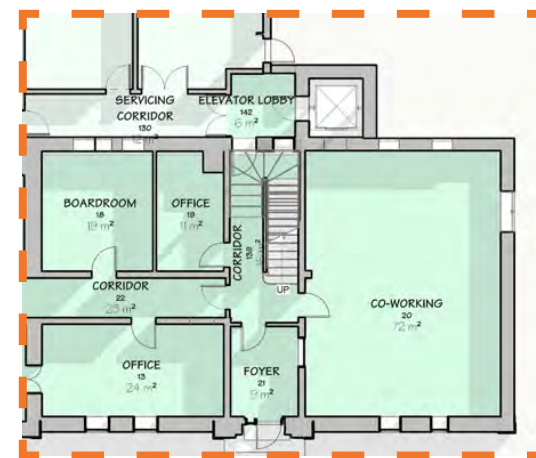


Figure 15: Courthouse Addition, 1st Floor Plan

Jail (1854)

The 2-storey portion of the original jail, enclosing the interior courtyard, features a timber frame and rough stone exterior walls. The condition of the interior courtyard walls was found to be in fair condition, the interior condition of the building is in a poor to highly deteriorated condition. The interior portion of the jail will be repurposed into a 2-storey restaurant and kitchen, with a portion of the second floor used as a bridal suite. The interior courtyard will be retained, providing a more private or communal space for patrons with highly manicured plants/planting and other landscape features.



Figure 16: Jail (1854), interior Courtyard Render



Figure 18: Jail (1854), 2nd Floor Plan



Figure 17: Jail (1854), Existing interior Courtyard

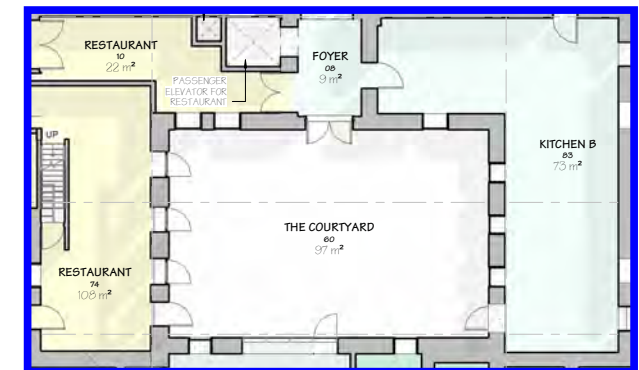


Figure 19: Jail (1854), 1st Floor Plan

Jail Yards (c. 1869)

The jail yard walls are composed of robust stone construction, nearly 3-storeys high, and wrap around the rear of the jail. A preliminary assessment found the walls to be in good condition. The Proposal will maintain the jail yard walls in almost their entirety, except for a few minor modifications to allow access to and from the yards. Paying homage to the building's Victorian influences, the southern yard will be programmed to support the event venue and restaurants, with inclusion of a large, outdoor recreational garden. The southern yard will also feature the Discovery Walkway, an enclosed pedestrian entrance from the rear parking area that will include an interactive gallery, showcasing the history of the buildings.

Four-season use of the northern yard will be enabled through the addition of a new glass pavilion. Featuring a sleek, modern design that is distinct from, but also accentuates the heritage buildings, the multi-functional pavilion can accommodate larger events and represents the only new freestanding structure being proposed. Given the contemporary, glass construction of the pavilion, it will complement the jail's heritage attributes and maintain the visibility of those features. Finally, the smaller, central yard will include a cocktail garden, a spill-out, outdoor area from the interior cocktail bar/speakeasy located in the adjoining jail building.

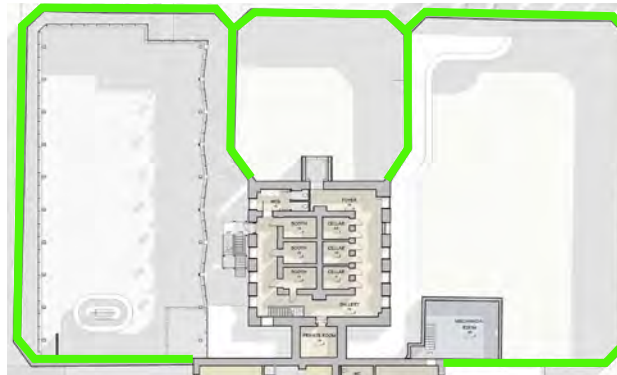


Figure 20: Jail Yard Walls, 2nd Floor Plan

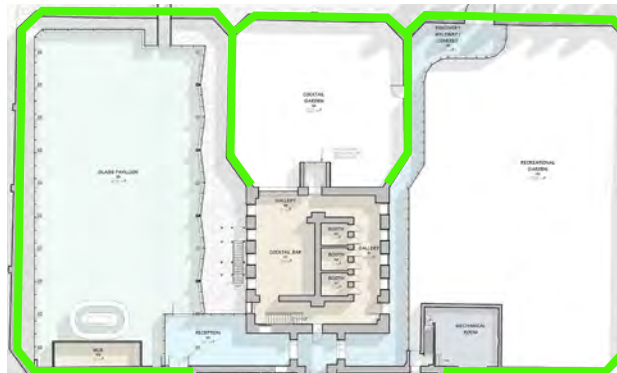


Figure 21: Jail Yard Walls, 1st Floor Plan



Figure 22: Glass Pavilion Render

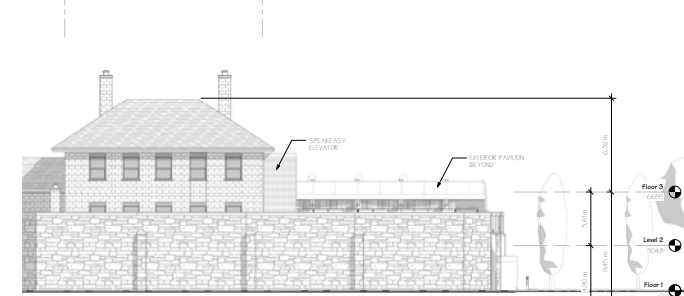


Figure 23: Jail Yard Walls, South Elevation

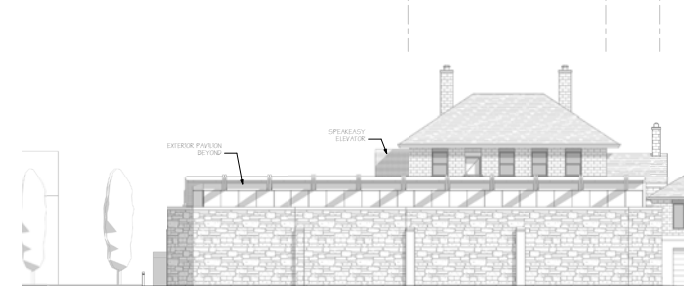


Figure 24: Jail Yard Walls, North Elevation



Figure 25: North Jail Yard - Existing

Jail (1869, 1877)

The 3-storey later jail building features large block limestone masonry with an interior core of narrow vaulted prison cells. A preliminary assessment found the interior, and exterior of this building to be in good stable condition. The Proposal will repurpose the first, second and third storey of this building to accommodate a cocktail bar/speakeasy and cellars utilizing the vaulted ceilings, and cells to provide a very unique experience for patrons. Modifications would include the addition of an elevator to the east exterior wall, some interior modifications to provide more space, and removal of a portion of the east wall on the ground floor to open up views to the cocktail garden. The cocktail bar will offer a variety of local products and provide a unique glimpse into the history of the jail through the retention and restoration of the former jail cells, which will be used as booths and cellars.

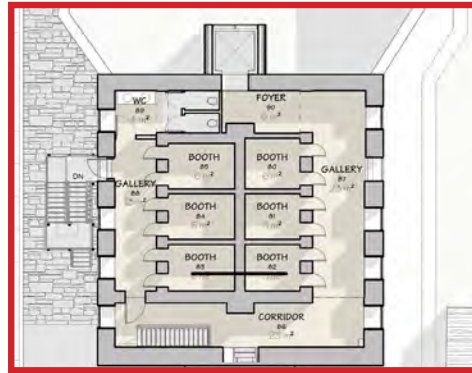


Figure 26: Jail (1877), 3rd Floor Plan



Figure 27: Jail (1869), 2nd Floor Plan

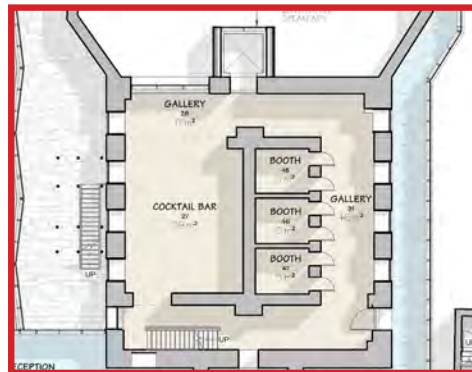


Figure 28: Jail (1869), 1st Floor Plan

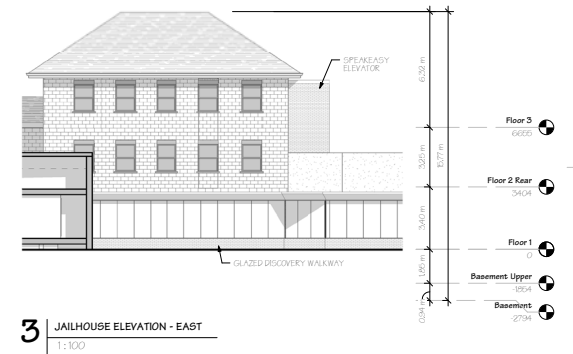


Figure 29: Jail (1869-1877), South Elevation

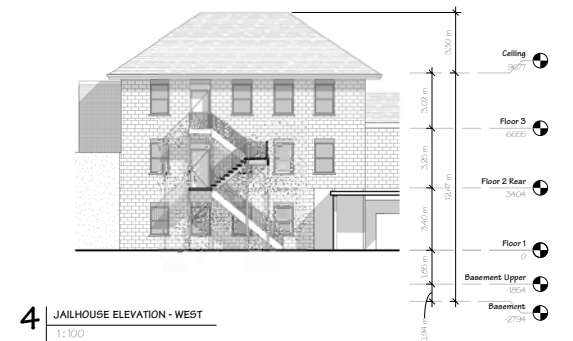


Figure 30: Jail (1869-1877), North Elevation



Figure 31: Jail (1869-1877), Existing North Facade

Governor's Residence (c. 1889)

Finally, the Governor's Residence is a 2-storey red brick former accommodation building connected to the courthouse and jail by a corridor. Assessment of the building found it in very poor condition, with significant modifications to the interior and exterior of the building. The poor state of this building poses a risk to the adjoining designated heritage properties, and its demolition was part of the restoration efforts considered by the City under Option 1. Contrary to the initial approach and despite the challenges posed by the building's condition, the Proposal would remove the miscellaneous additions onto this building, but would otherwise largely preserve and rehabilitate the core building to retain and restore its heritage features. This will include repurposing the first floor into a tea room and constructing a new glass connecting feature to provide a structurally sound connection to the adjacent heritage buildings. This glass connecting feature, like the pavilion, provides an interesting contemporary contrast between the different styles and interiors of the Governors' Residence and Courthouse, and serves to allow additional sunlight and views to permeate into the buildings interiors. The second floor will also accommodate a restaurant, connected to the 1854 jail.



Figure 32: Governor's Residence, Front Facade Render



Figure 33: Governor's Residence, Existing Front Facade Render



Figure 34: Governor's Residence, 2nd Floor Plan



Figure 35: Governor's Residence, 1st Floor Plan

Proposed Additions and Modifications

Although the Proposal does a commendable job of maintaining, restoring and repurposing the vast majority of the buildings, some minor additions and modifications are nonetheless necessary to accommodate the proposed uses. These changes include the demolition of miscellaneous out buildings that served a number of administration or security functions, added much later and that do not exhibit any heritage or architectural value. Additionally, there will be limited reconfiguration of some interior walls and spaces to open up space, and the removal/alteration of some exterior walls to provide enhanced views, sunlight and access. The impressive, robust front façade of the courthouse will be restored, together with the reconstruction of the original porch. Other additions include storage, shipping and receiving areas added onto the rear of the courthouse and Governor’s Residence, between the jail yard walls, to accommodate back-of-house activities associated with the proposed uses. As noted, these uses have been relegated behind the courthouse and Governor’s Residence, and between the jail yard walls, in order to minimize any potential physical or visual impacts. The existing basement will also be repurposed for certain back-of-house activities by accommodating laundry,

food and wine storage, and mechanical uses. By relegating back-of-house activities to the basement and small, rear additions, this ensures that the larger character interior spaces within the heritage buildings can be better optimized for productive use and will be more accessible to patrons.

Front Yard

The existing “U” shaped driveway on 3rd Avenue East will be maintained to provide pick-up/drop-off and access to the shipping and receiving area located behind the Governor’s Residence. The loading dock will be located adjacent to the Governor’s Residence, with surface parking flanking the north and south property lines. The landscaped area abutting the street will retain existing trees, and a new glass canopy will be added onto the restored front porch. The front façade and streetscape will feature enhanced landscaping and maintain the prominence of the restored heritage buildings.



Figure 36: Front Yard, Restored Facade and Landscape Render



Figure 37: Existing Front yard

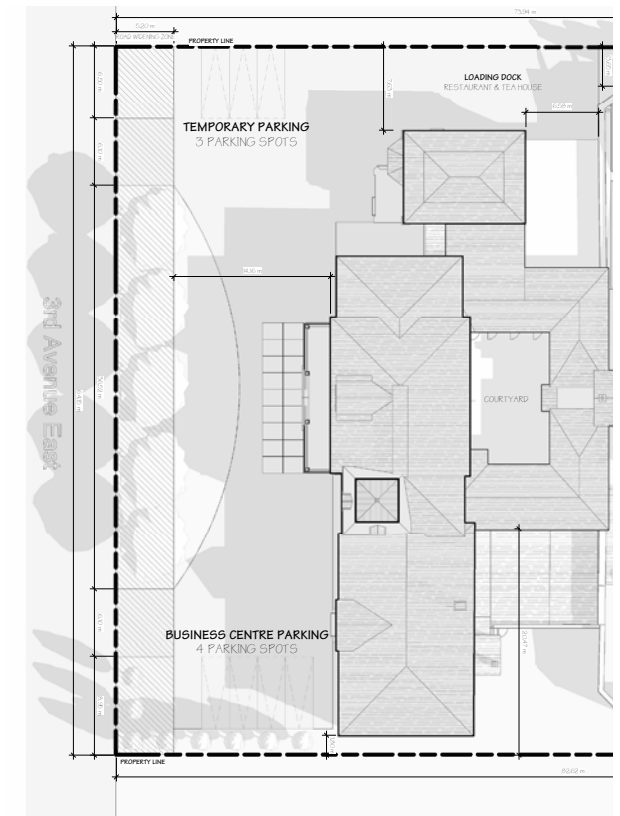


Figure 38: Site Plan, Front Yard

Rear Yard

A new surface parking area to accommodate the Proposal and meet part of the required parking will be added within the rear yard on 4th Avenue East. Patrons from the parking area will enter the venue through the adjacent glass pavilion and Discovery Walkway. Locating the primary parking area at the rear is appropriate as it will maintain the visual prominence of the courthouse and allows certain pick-up/drop-off functions to occur. This is the only unused area on the Subject Site where new surface parking can be accommodated. The surface parking area will be supplemented with soft landscaping, as will be detailed through the future Site Plan application.

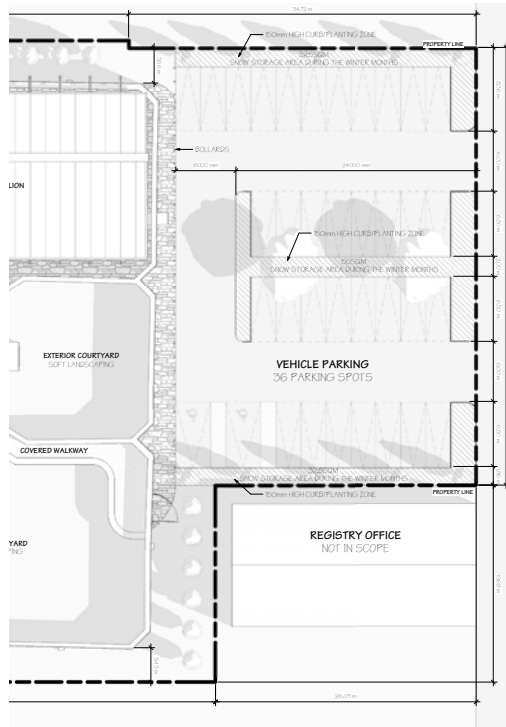


Figure 40: Site Plan, Rear Yard



Figure 39: Rear Yard, Jail Yard Walls West Facade



Figure 41: Rear Yard, Surface Parking and Landscape Render

Off-Site Parking

The City suggested that a nearby site on 2nd Avenue could be an ideal location to provide off-site parking for the Proposal. Owned by the City, the unused property was most recently used for construction storage. Located approximately 300 metres from the Subject Site (~5 minute walk) the site could accommodate approximately 75 parking spaces to supplement vehicle parking provided on-site. In addition, the property could accommodate parking for other events.

Parking demand for the Proposal will fluctuate based on scheduled events, as well as different times of the day and year. The City's Zoning By-law recognizes that it may be necessary or appropriate to allow for off-site parking to meet demand provided it is located within a reasonable distance from the primary use. This is also beneficial as it avoids utilizing a larger expanse of the Subject Site for hard-surface parking. It also avoids creating large parking lots in the downtown for single uses.

3.1 APPLICATION APPROACH

The Proposal will be facilitated through applications for Official Plan Amendment (“OPA”) and Zoning Bylaw Amendment (“ZBA”). The OPA and ZBA applications will establish the necessary fundamental land use permissions to permit the proposed uses, while providing flexibility to adapt the space as needed over time. In addition, the applications will adjust the parking requirements, informed by a Parking Study, and reflect the combination of on-and off-site parking to be provided.

A subsequent Site Plan Application (“SPA”) will establish particular design details regarding heritage retention/restoration measures.

More particularly, the proposed OPA and ZBA will:

- Re-designate the Subject Site from the Institutional to the Arterial Commercial designation on the Owen Sound Official Plan (“OP”) under a Site Specific Policy to tailor the range of permitted uses on the Subject Site for the Proposal; and,
- Rezone the Subject Site from the Institutional (I) Zone to the Mixed Use Commercial (MC) Zone on the Owen Sound Zoning By-law (“ZBL”) under a Site Specific Provision to adjust the parking requirements as noted above.

The details of the proposed OPA and ZBA are discussed further in the following Section.

3.2 PUBLIC CONSULTATION STRATEGY

In accordance with O. Reg. 178/6 s. 8 (2) and O. Reg. 179/16 s.8, which came into effect on July 1, 2016, the following consultation strategy has been prepared in support of the proposed OPA and ZBA applications:

- Agency and municipal pre-consultation and engagement has already occurred for the Subject Site prior to any formal applications being made to discuss the evolving concepts and approaches to dealing with various matters on-site (parking, heritage retention, stormwater etc.);
- The community and necessary departments/agencies will be notified of the complete development application, once deemed complete by the City, through various methods including the on-site application notice sign. The sign will identify how to view materials and provide a contact from the City for information;
- Residents and stakeholders can review the submission materials, including drawings and reports, on the City’s Current Development Projects portal;
- Residents and stakeholders may direct comments and questions about the application to the assigned City Planner on file throughout the review process;

- A statutory public meeting be held; and,
- In addition, we are open to meeting with other stakeholders and interested parties on an as needed basis.

As noted, residents and stakeholders will be able to review the submission materials online on the City’s Current Development Projects portal. It is proposed City Staff serve as the main municipal contact with respect to the applications and that staff and council will serve as a contact point and resource for residents and local stakeholders. Throughout the process, the applicant will also reach out to the necessary stakeholders and will be available to attend public meetings.

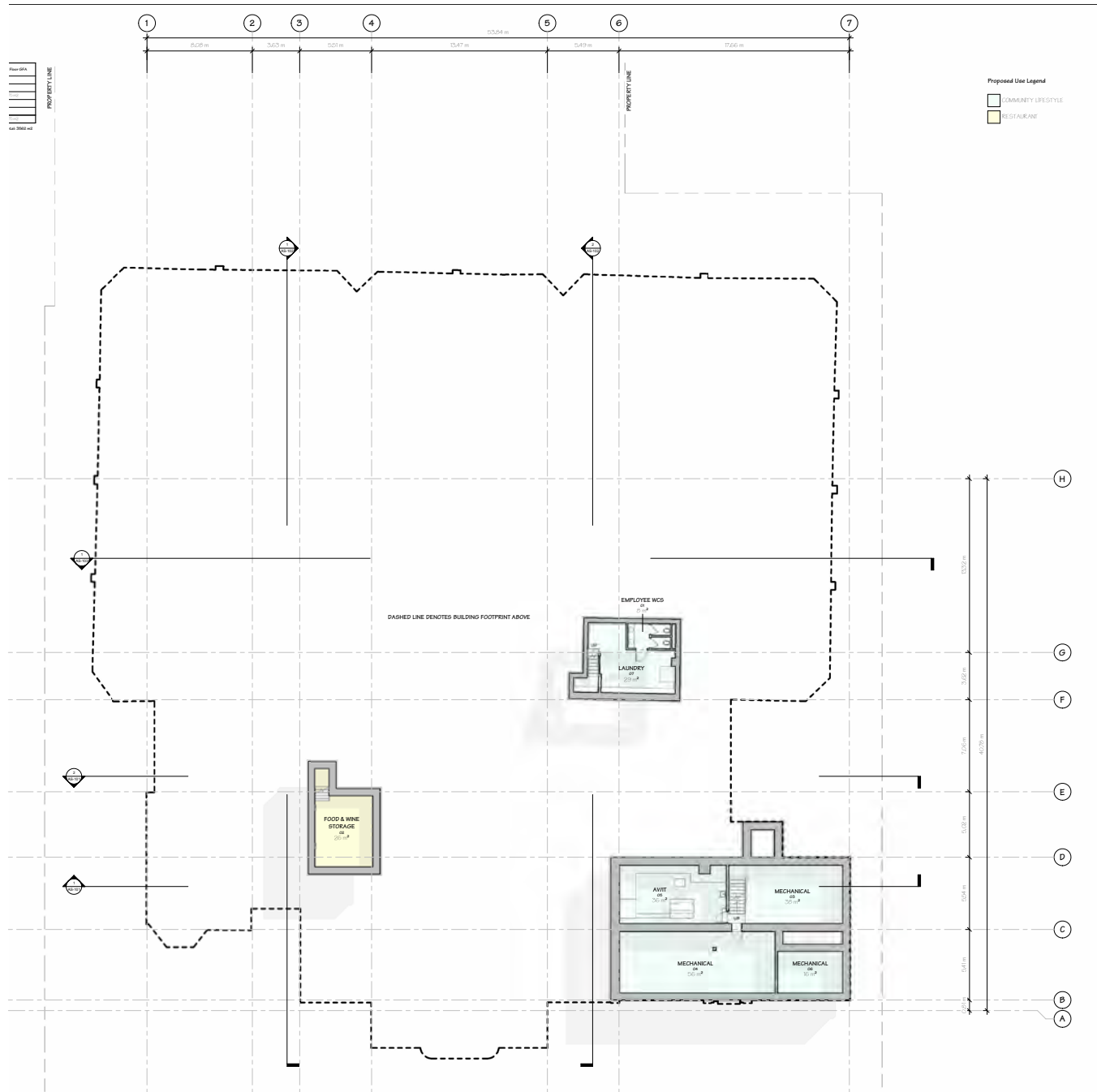


Figure 42: AP-102, Proposed Floor Plan - Basement

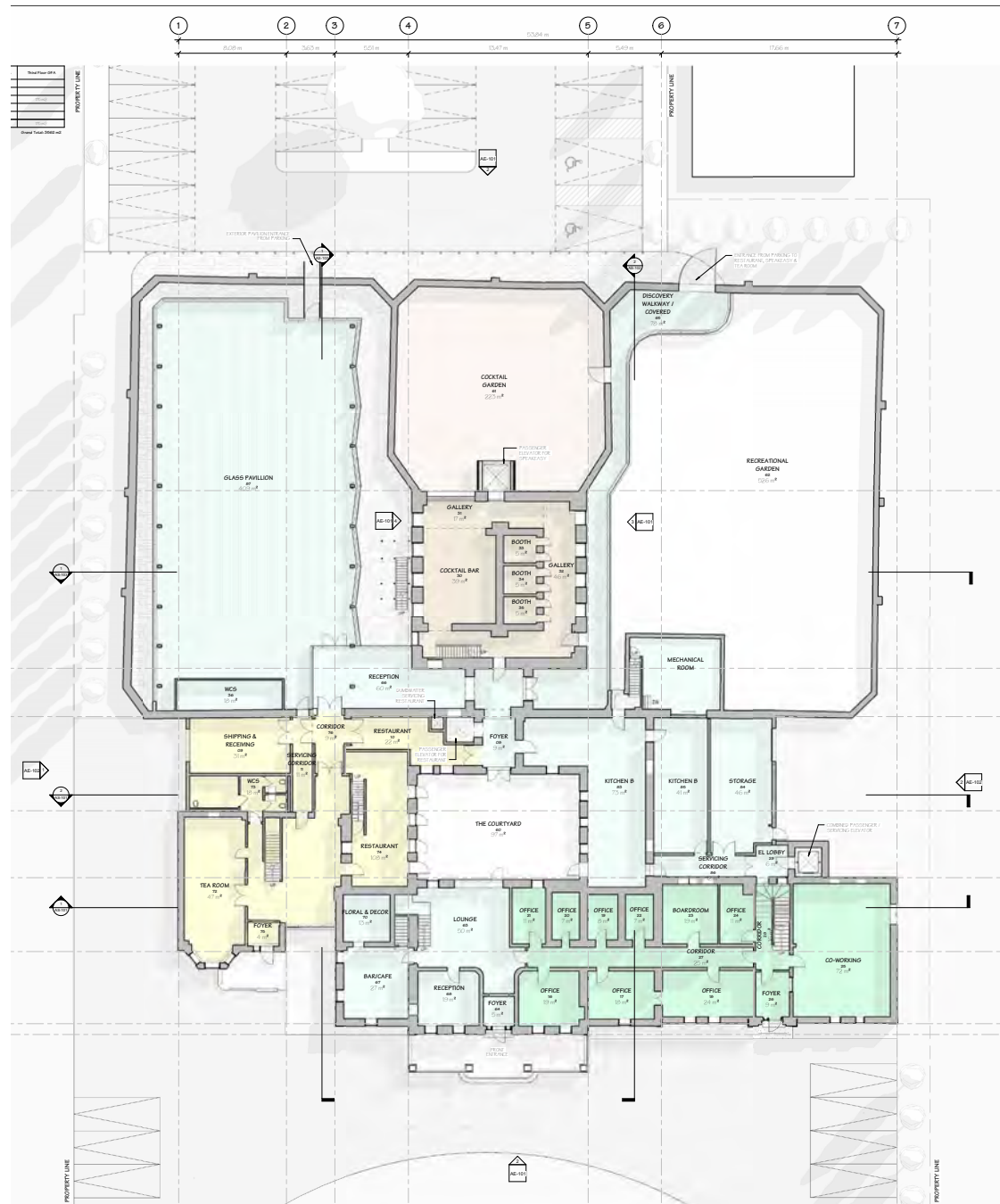


Figure 43: AP-101, Proposed Floor Plan - Level 1

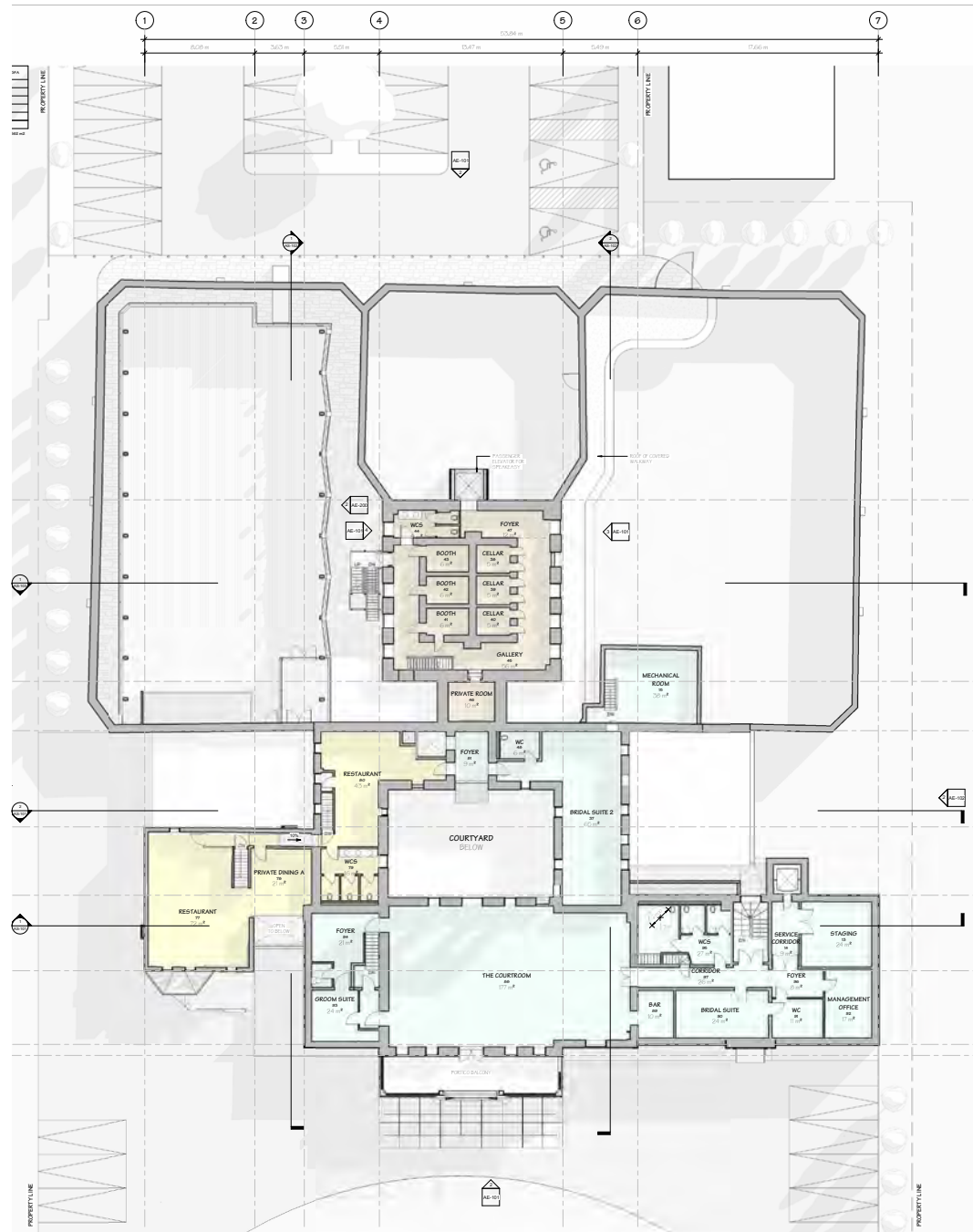


Figure 44: AP-103, Proposed Floor Plan - Level 2

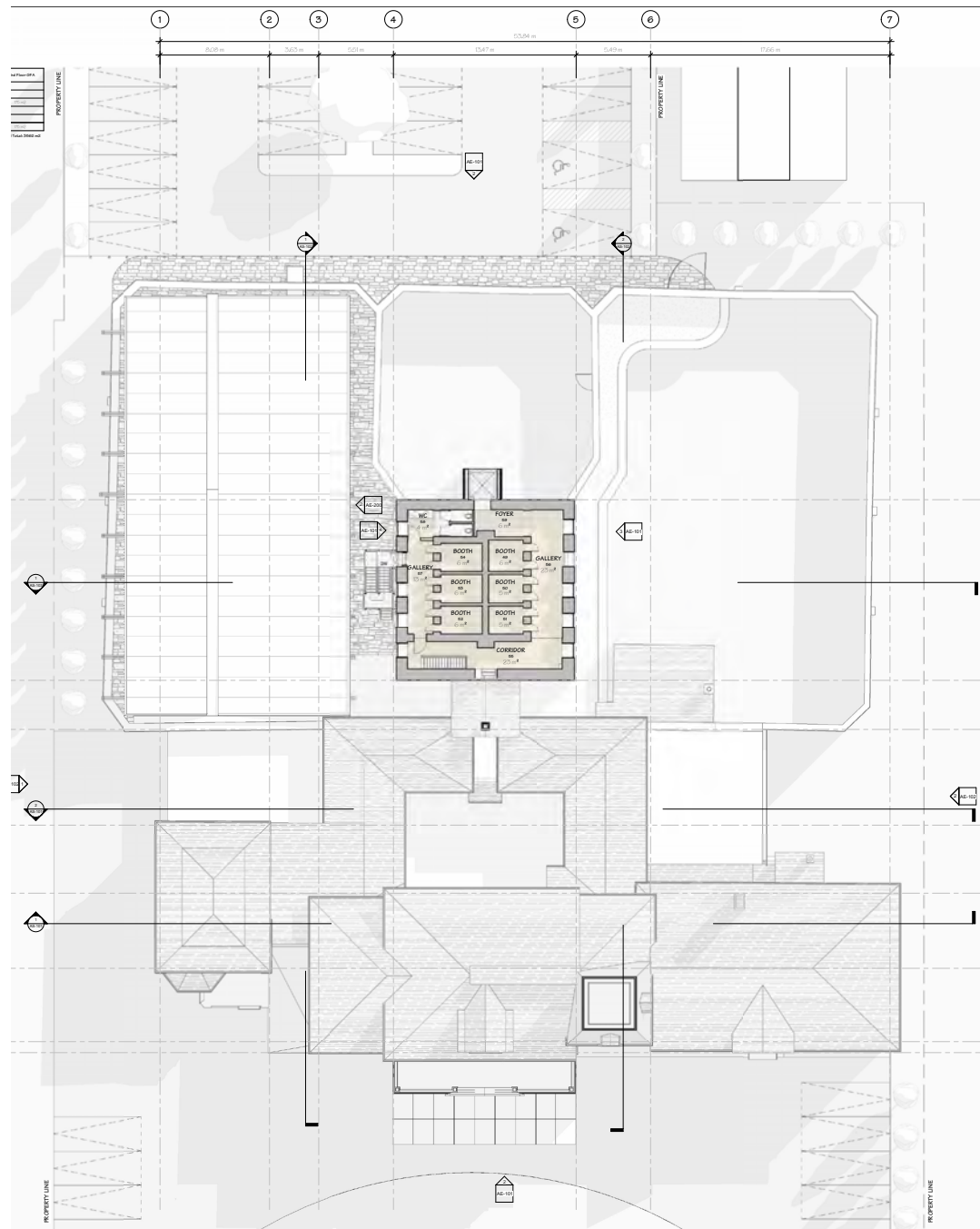


Figure 45: AP-104, Proposed Floor Plan - Level 3



T FOR CONSTRUCTION

Figure 46: AE-101, Building Elevations

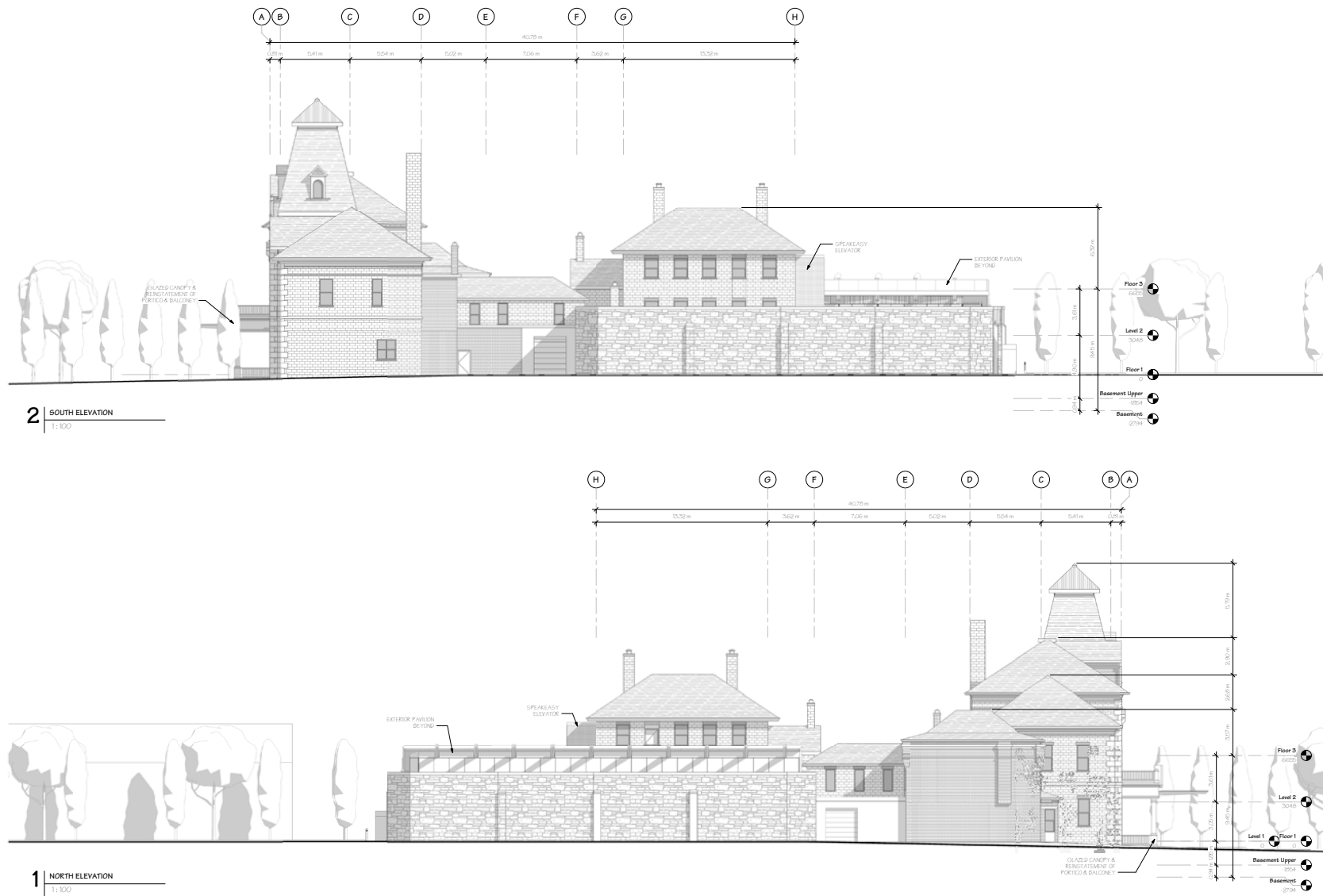


Figure 47: AE-102, Building Elevations

4. PLANNING ANALYSIS

4.1 PROVINCIAL POLICY STATEMENT

The Provincial Policy Statement (“PPS”) is a high-level, provincial planning document which “provides direction on matters of provincial interest related to land use planning and development”. All planning decisions shall be consistent with the PPS.

The Proposal directly responds to and will help implement several important policy objectives of the PPS, including achieving efficient land use patterns, sustaining the financial well-being of the Province and municipalities, promoting approaches to planning and integration with infrastructure investment that achieve cost-effective development patterns and efficiently use municipal services and infrastructure, promoting economic development and competitiveness, and conserving heritage resources. PPS policies which seek to achieve these policy objectives include:

“Healthy, livable and safe communities are sustained by...promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term” (1.1.1)

Until recently, the Subject Site was owned by the City of Owen Sound. The City was not interested in pursuing their own redevelopment of the Subject Site and began to look at options to dispose of it

and optimize its appeal and saleability. The Proposal will create new long-term financial opportunities for the benefit of the Municipality and Province, by adaptively reusing the entire building, which will create new employment opportunities and generate new tax revenue and produce other spin-off effects, without the need for any new municipal servicing or infrastructure.

“Land use patterns within settlement areas shall be based on densities and a mix of land use which...efficiently use land and resources, ... , and are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available...” (1.1.3.2)

The Subject Site is currently served by municipal water and sewer services, and has frontage along two City roads. However, the existing buildings on the Subject Site are entirely vacant and are not making efficient use of these existing services, or the existing buildings themselves at this time. The Proposal will completely revitalize and adaptively reuse all of the existing buildings, providing new, employment generating land uses on a site supported by municipal services.

“Planning authorities shall promote economic development and competitiveness by...opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses” (1.3.1)

The Proposal would diversify the City’s economic base through the adaptive reuse of all existing buildings on the Subject Site, which will be completely revitalized to include employment generating uses in the form of event venues, restaurants/bars, co-working/office space and consequential employment uses supporting their day-to-day operation.

“Long-term economic prosperity should be supported by...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 and cultural heritage landscapes” (1.7.1)

The City has acknowledged that the existing heritage buildings may pose a barrier to potential investment and redevelopment. As such, through the City-initiated HIA, the

City at one time considered the potential demolition of some or all of the existing heritage buildings. However, the Owner was selected as a successful proponent given the intent to preserve and reuse the existing buildings and structures to the greatest extent possible. The Proposal will leverage the existing heritage buildings as a strategic investment supporting the long-term prosperity of the proposed uses, using their unique character and cultural heritage significance, while contributing to the City's economic vitality.

“Significant built heritage resources... shall be conserved” (2.6)

The existing heritage buildings on the Subject Site are rightly considered to be significant built heritage resources. Notwithstanding other options for partial conservation, the Proposal will conserve all of the existing heritage buildings. In doing so, the integrity of the Subject Site's built heritage resources will be maintained through adaptive reuse of every building, including the derelict Governor's Residence. Aside from minor changes, the heritage buildings will be maintained in their entirety and completely revitalized, ensuring that they will continue to help define the neighbourhood's character and stand as important reminders of the City's cultural heritage.

Overall, it is our opinion that the Proposal provides an ideal scenario for the adaptive reuse of the Subject Site and, in doing so, is consistent with the PPS and will help achieve many of the Province's planning objectives related to heritage conservation, financial wellbeing, efficient land use and economic prosperity.

4.2 COUNTY OF GREY OFFICIAL PLAN

The Recolour Grey Official Plan (“RGOP”) was approved by the Province in June 2019, and establishes planning policies and a growth management framework for Grey County and its constituent municipalities, including the City of Owen Sound. The RGOP identifies the City of Owen Sound as one of 11 Primary Settlement Areas within the County. The Primary Settlement Areas are the primary targets for non-residential and residential growth throughout the County, and generally support a full range of commercial, industrial, recreational, residential and institutional land use types (3.5.3). The RGOP strongly encourages intensification within Primary Settlement Areas to ensure set intensification targets are met, together with the development of vacant and/or underutilized lots (3.5.6c). Further, local municipalities are encouraged to promote an intensification strategy within their Official Plans that promotes the development of mixed use spaces, and identifies areas appropriate for redevelopment and revitalization (3.4.1).

In relation to economic development, the RGOP directs that *“planning policies should be flexible and adaptive to support an open and competitive investment climate and encourage an entrepreneurial spirit”*, and also encourages *“a diverse economy while recognizing and promoting economic*

specialization in areas such as tourism, agriculture, manufacturing, retail, etc.” (3.2). Tourism, in particular, is recognized by the RGOP as a vitally important economic sector within the County.

Section 4.5 of the RGOP identifies the County’s rich cultural resources as key ingredients to supporting well-connected communities, and significant economic benefits tied to culture that add to the overall prosperity of an area. The RGOP promotes the attraction and retention of businesses in the County that complement the tourism sector.

Part of this strategy is to manage and maintain cultural assets, encouraging adaptive reuse of existing buildings that could serve as desirable spaces to attract talent, and to support cultural activities through permitted uses, building forms, and public spaces within the County. Similarly, local municipalities are encouraged to develop policies to promote the conservation of heritage resources in land use and development decisions (4.5.1). The RGOP also implements the heritage conservation policies of the PPS, requiring development proposals to conserve significant built heritage properties (4.5.1).

The policies of RGOP broadly support economic activity and tourism, conservation of heritage resources, and reuse of underutilized buildings, particularly heritage resources. The Proposal achieves a number of these objectives which will be permitted through an Official Plan and Zoning By-law amendment facilitating the adaptive reuse of the existing heritage building. Moreover, the RGOP supports a range of land uses and a degree of flexibility within Primary Settlement Areas that is supportive of mixed use development. Overall, the Proposal conforms with the RGOP.

4.3 OWEN SOUND OFFICIAL PLAN

The City of Owen Sound’s Official Plan (“OP”) was very recently updated, having been approved by the County of Grey in February 2022. The Owen Sound OP builds upon the higher level planning policy direction provided by the PPS and RGOP, establishing a detailed land use designation framework to direct different land uses and densities of development throughout the City, and establishing other general policies and objectives related to cultural heritage, economic development, transportation and urban design, among others.

The adaptive reuse of the Subject Site is strongly encouraged by the OP, as it provides an ideal scenario for the conservation of significant built heritage resources. The Proposal would reinvigorate neglected heritage buildings and strengthen the City’s role as a regional centre for business, culture and tourism (2.2.3). The Proposal would support a diverse range of employment generating uses, and provide new opportunities for business by providing attractive co-working spaces. The Proposal will also support the City’s quality of life by conserving and revitalizing important cultural heritage resources that are important to the history of the City and County.

The Proposal will implement high quality urban design using the significant built heritage resources as a centerpiece. Design details and controls will be established through a subsequent Site Plan application, but the overall design approach is to conserve and adaptively reuse all existing buildings, with only minor alterations to improve functionality and longevity.

The existing buildings on the Subject Site form a prominent landmark, and are adjacent to other designated heritage buildings including the former Land Registry Office (1240 4th Avenue East) and Maitland House (1258 3rd Avenue East). This grouping of heritage buildings defines the character of the surrounding neighbourhood and is located in proximity to the City's harbour area and downtown. Adaptive reuse of the existing buildings ensures the Jail and Courthouse will remain at the forefront, protecting the unique character of the precinct and neighbourhood while enhancing and defining its built heritage (2.2.7).

Further, the Proposal provides an opportunity to enhance the surrounding streetscape and create a more inviting pedestrian environment through improvements to the built environment along 3rd Avenue East and 4th Avenue East. The interior courtyard and Jail

Yards will be thoughtfully repurposed to serve as social spaces, with the Jail walls maintaining privacy and minimizing obtrusive noise onto the surrounding neighbourhood (2.2.7).

The Subject Site is currently designated Institutional, which generally permits a wide range of public and private institutional uses and associated ancillary support uses (3.10.1). While the Subject Site historically formed a judicial precinct for the City and County; these uses have ceased at this location and subsequently relocated to more modern facilities elsewhere in the City. Since then the City has been unable to find alternative institutional uses for the Site and existing buildings, which led the City to sell the Subject Site to the Owner. As such, a strict Institutional designation is no longer appropriate nor does it support ongoing use or viability of the existing heritage buildings or Subject Site as a whole. Instead, an OPA is required in order to implement the adaptive reuse of the heritage buildings and features such that they can be put to alternative viable uses.

Multiple policies within the City's OP directly contemplate scenarios where historic institutional uses on existing institutional sites and/or within existing buildings are no longer operational, needed or functional, and where new uses should instead be contemplated. Policy 3.10.2.5

specifically permits the 'conversion' of an existing, former institutional building for residential use, subject to a number of criteria including that the residential use is appropriate and compatible with the surrounding area, and that "the proposal represents an adaptive reuse option that ensures longevity for the heritage asset."

In our view, a complete residential conversion would not necessarily be desirable for the Subject Site due to the unique layout and assembly of heritage buildings and features, which would likely require significant alteration and/or demolition to accommodate residential uses.

We note that the City chose to sell the Subject Site to the Owner in large part because the Proposal includes appropriate commercial and hospitality uses that can adaptively fit within and enhance the unique characteristics of the existing buildings, representing a better outcome than a residential conversion which would likely involve substantial demolition.

The Subject Site is surrounded primarily by ground-oriented residential uses, with the heritage buildings forming a prominent landmark. As such, additions should be kept to a minimum to preserve the iconic status of the heritage buildings, and maintain the scale of the existing neighbourhood.

In addition, opportunities exist to leverage the location and historical prominence of the Subject Site to support broader City-building objectives, such as supporting increased tourism activity and promoting the longevity of the Downtown and Harbour Areas as important attractions and economic generators. The Proposal is located in proximity to the Harbour Area and Downtown and will create new tourism-supporting activities, which will lead to spin-off benefits for other businesses in the City.

In addition to Policy 3.10.2.5, Policy 3.10.2.4 contemplates a scenario where a former Institutional site is proposed to be redesignated to an alternative designation to facilitate redevelopment or reuse. The Policy identifies a number of criteria that must be addressed, to support such an Amendment:

“Council may consider the redesignation of the site to an appropriate alternative designation after examination of the following options for part of all of the site:

In our view, the Proposal directly addresses these criteria as follows:

- a) *The use of the site for a suitable alternative institutional purpose.*

The existing buildings were formerly used

for institutional purposes which ceased or were relocated. Since then the existing buildings have sat vacant for some time under the City’s ownership and many investigations into alternative uses were considered before they were deemed surplus and put on the market so that they could be reused for an alternative, non-institutional use. As such, it is clear that the Subject Site and existing buildings are not required for institutional use.

- b) *Acquisition of the site or a portion of it by the City for institutional or open space, based on the park needs of the surrounding area.*

The City was the previous owner of the Subject Site, and had ample opportunity to put the Subject Site to use for other institutional or open space uses, but rather chose to dispose of the Subject Site.

- c) *The use of the site to meet housing targets, including the consideration of partnerships for affordable housing.*

Again, the City had ample opportunity to repurpose the Subject Site for meeting housing targets or providing affordable housing. While new housing may help the City meet housing targets, the Proposal will better support other important City-building objectives related to tourism,

economic development and heritage preservation. Residential conversion would necessitate significant alterations and likely also substantial new construction in order to accommodate a standard residential layout.

- d) *The subject property is designated under the Ontario Heritage Act or is listed on the City’s Heritage Register and the proposal represents an adaptive reuse option that ensures longevity for the heritage asset.”*

The Proposal represents an optimal opportunity to adaptively reuse the existing heritage buildings in order to ensure their longevity. The mix of proposed uses was very carefully determined and curated in order to incorporate new uses that will fit within and enhance the unique heritage attributes of the existing buildings, rather than require more substantial interventions and demolition which is permanent. The Proposal is supported by a detailed Heritage Impact Assessment (summarized in Section 6 of this Report) that supports maximizing longevity of the assets. The future Site Plan application will delineate heritage conservation details in collaboration with the City.

Overall, we believe that the Proposal represents an optimal reuse option

for the Subject Site, as it will maintain the longevity, scale and iconic status of the heritage buildings with only minor alterations to accommodate the proposed uses, therefore satisfying criteria under Policy 3.10.2.4.

As discussed below, in consultation with the City, employing the Arterial Commercial designation with an accompanying site-specific policy applying to the Subject Site, was determined to be the most appropriate approach for implementation. The Arterial Commercial designation permits a broad range of commercial, residential and institutional uses that are generally limited in size and scale to serve the needs of the local neighbourhood. A site-specific policy is required to permit the scale and type of uses contemplated for the Proposal recognizing they will be wholly contained within the envelope of existing buildings and structures.

The Subject Site is directly across 3rd Avenue East which forms the eastern boundary of the East Harbour Planning Area. The East Harbour area is defined by its significant potential for redevelopment, particularly among its former industrial areas, with development policies geared towards establishing a vibrant mixed-use community. Uses promoting year-round activity are encouraged, such as commercial, residential, institutional,

recreation and tourism activities occurring simultaneously; to create an active pedestrian environment along the waterfront with focus on active ground floor uses (4.4.2.2). The Proposal will introduce a year-round event venue adjacent to the East Harbour area, which will promote greater pedestrian activity in the area.

Section 5.1.4 provides general policies for the provision of adequate parking and loading facilities. Section 5.1.4.3 requires all new development, including reuse, to provide adequate off street parking and loading facilities in accordance with standards established in the Zoning By-law, and be designed to minimize danger to pedestrian and vehicular traffic.

The Proposal is supported by a Transportation Impact Study (“TIS”) and Parking Study prepared by Crozier Consulting Engineers (“Crozier”). As discussed in Section 6, opportunities for on-site parking for the Proposal are limited to small areas at the front and rear of the Site, given the desire to conserve all of the existing heritage buildings. As such, the provision of supplemental off-site parking with support from on-street and other municipal parking is necessary to accommodate the Proposal and optimize the use of all heritage buildings. Off-site parking is specifically contemplated by the OP and Zoning By-law, and will be

implemented through the Zoning By-law Amendment application (see Section 4.6 below).

Due to the peak demand for parking not occurring constantly or consistently for the proposed uses, the use of off-site parking which could serve a dual role if utilized by other users or facilities with other peak usage times or days is practical and efficient. It also reduces the amount of surface parking lots and large areas of impermeable surfaces in the Downtown.

The OP advises that commercial parking facilities be buffered, screened and located to minimize conflict with adjacent land uses and traffic flow, with access provided from arterial or collector roads (5.1.4.6). The Proposal will accommodate additional surface parking in the rear yard accessed from 4th Avenue East. 4th Avenue is a Local Road, however, retention of the heritage buildings necessitates the location and design of on-site parking facilities, including a rear parking area that is accessed from 4th Avenue. Given the limited capacity for accommodating surface parking on-site and full retention of the heritage buildings and structures, this condition is considered desirable and supported by the Parking Study. Specific landscape treatments will be detailed through the future Site Plan application to appropriately screen the parking from surrounding residential

uses. The proposed parking strategy is considered the most appropriate for the Proposal, as it will accommodate full retention of the heritage buildings and structures with additional required parking provided off-site and through municipal supply (5.1.4.15).

The Functional Servicing Report completed by Crozier, confirms the Subject Site is already served by municipal water, wastewater and stormwater management services, with sufficient capacity to serve the Proposal. In-keeping with the general policies for Municipal Services, services shall be installed and maintained in accordance with the engineering standards of the City and Environmental Assessment Act (5.2.1.3).

Section 7 of the OP addresses Culture & Community. The OP defines cultural heritage resources as “built or natural features which may have design or physical value, associative or historic value, and/or contextual value”. As per Section 7.1.2, the existing buildings on the Subject Site are considered built heritage resources as they are designated under Part IV of the Ontario Heritage Act. The OP seeks to recognize and conserve the City’s built heritage resources within an appropriate setting (7.1.2.2). The Proposal seeks to completely conserve the existing buildings on the Subject Site, with only minor

modifications to improve their functionality and longevity and meet specific space, programming, and functional needs of the event venue. Specific conservation details have been informed by a detailed Heritage Impact Assessment, in accordance with the policies of Section 7.2.

Dealing specifically with protected heritage properties, such as the existing buildings, it is a direction of the OP to:

“Integrate city-owned built heritage resources into the community and facilitate their adaptive reuse where feasible and practical”, and

When the potential change in use or function of a city-owned built heritage resource is being contemplated, the potential adverse impacts must be carefully considered and mitigated, and preparation of a heritage impact statement by a qualified person may be required.” (7.1.3.1)

The existing buildings on the Subject Site have been vacant for some time and currently provide no functionality or benefit to the surrounding community, especially considering their continuing deteriorating condition, which urgently needs to be resolved. The Proposal will facilitate the adaptive reuse of these buildings, giving them new purpose with active uses fully

integrated within the existing structures and screened from adjacent residential uses, and making practical use of the existing space without demolishing any of the built heritage resources. This is a desirable approach given direction from the OP to explore all options for on-site retention of protected heritage properties before resorting to their relocation or removal as a top priority (7.1.3.2).

The OP encourages tourism within the City, with focus on opportunities to promote the City based on its authentic, natural, historic, heritage and lifestyle features and resources. The OP also promotes opportunities to increase conference capacity (7.5.1.1). The Proposal is a unique opportunity to promote the City, celebrate its built heritage and history, while attracting people, investment and spending to the City. The adaptive reuse of the heritage buildings, with exterior changes to the buildings kept to an absolute minimum, will preserve and enhance their incredible heritage attributes and will provide new, functional uses, including two event venues, which will increase the City’s conference capacity and improve the City’s capacity to host events. Those attending these events provide additional tourism benefits, such as increased spending at area hotels, restaurants and shops.

The Subject Site is located a short walk

away from the River District Commercial area; a unique tourist destination and regional tourism hub offering unique services and opportunities to regional visitors on a year-round basis. Revitalization of the Subject Site would provide spillover benefits to surrounding businesses, and encourage more people to visit the River District and local shops. (7.5.1.1).

Section 8 of the OP addresses Urban Design. Recognizing the importance of an effective heritage and design strategy for implementing the Proposal, a detailed analysis of the OP's urban design policies is provided in Section 5 of this Report. In addition, an Architectural Design Brief, prepared by the Boldera Architects (the "Architect"), is included as an Appendix to this Report, and a detailed Heritage Impact Assessment has also been included as part of this application.

Proposed Official Plan Amendment

As noted above, the OP currently designates the Subject Site as Institutional, recognizing the historic use of the Subject Site and existing buildings as a judicial precinct. These buildings have been vacant since 2011, and have not been used for the intended institutional uses for which they are designated for some time. In order to permit the adaptive reuse of the Subject Site, in accordance with the policies of the OP, an OPA is required to redesignate the Subject Site to a more appropriate land use designation that better reflects the Proposal; and to specifically implement the proposed change in use, as well as to provide flexibility to ensure their use and economic viability over the long-term.

Many of the land use designations within the OP are geographically focused to specific areas around the City, such as the west or east end commercial areas, the waterfront and the "River District". As such, City Staff suggested during formal pre-consultation that the Arterial Commercial designation may be the most appropriate for accommodating the proposed uses, with inclusion of site-specific policies as required. The Arterial Commercial designation currently permits the following uses:

- "a. Retail or service businesses of a local convenience nature, generally providing for the local shopping needs of the adjacent residential area. Examples, include, but are not limited to, convenience stores, laundromats, personal service, vehicle services, restaurants, food services and other retail and service shops.*
- b. Specialized uses such as hotel accommodation, medical clinics, professional offices and similar.*
- c. Non-commercial uses such as medium forms of housing, congregate housing, places of worship, day care centres and other institutional uses."* (3.7.1.1)

We agree with City staff and propose to redesignate the Subject Site to the Arterial Commercial designation, with a site-specific policy to be added that permits the full range of uses envisioned for the Proposal and also permits other, supportive commercial uses in order to apply reasonable and appropriate flexibility for implementation, which represents a significant undertaking of time, resources and costs. The requested site-specific policy for implementation of the Proposal is as follows:

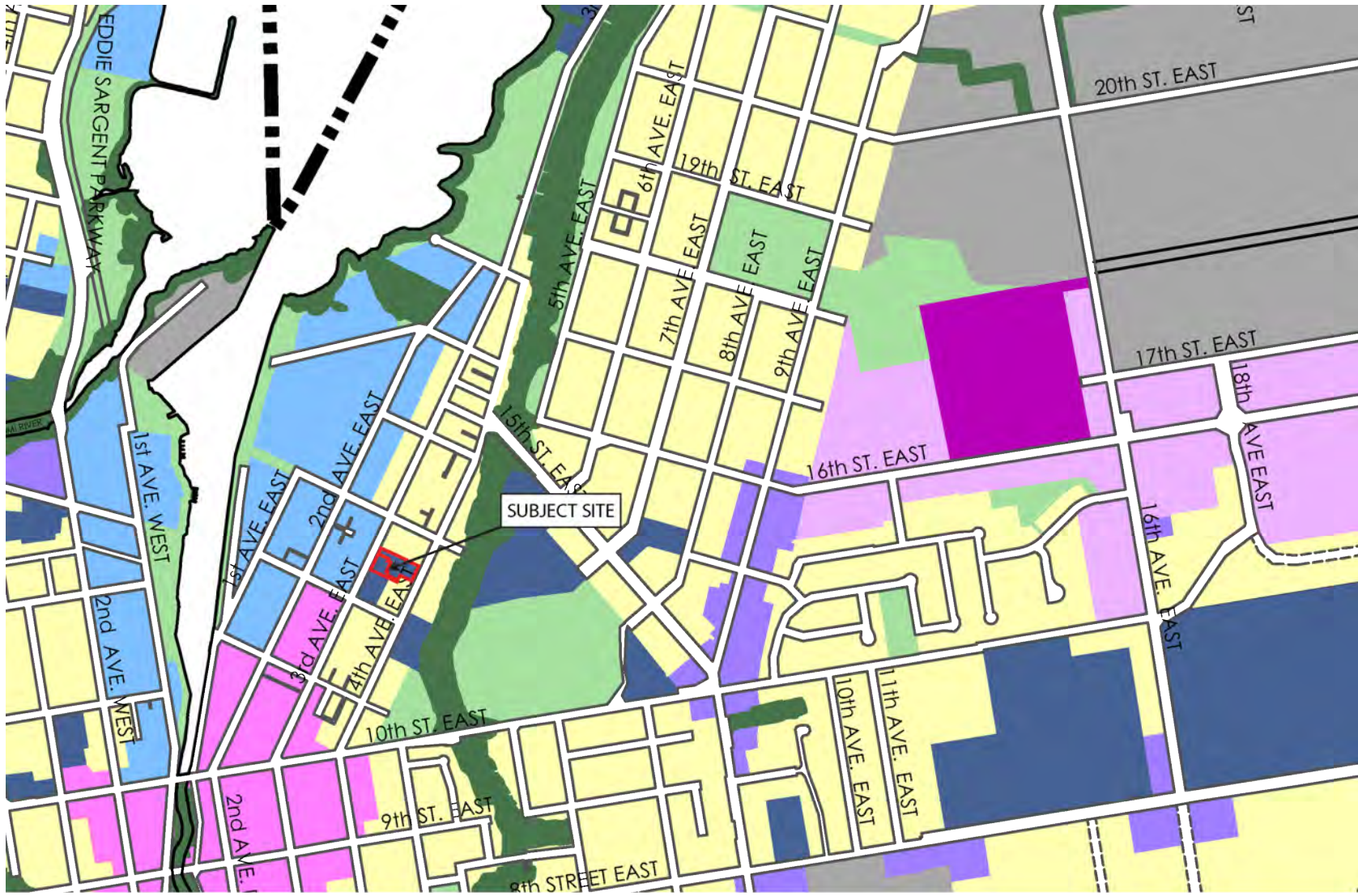
3.7.5 Arterial Commercial Site Specific Policies

3.7.5.1

The Owen Sound Jail lands, municipally known as 1235 and 1259 3rd Avenue East, are designated Arterial Commercial to facilitate the adaptive reuse of the existing heritage buildings, which may accommodate specialized and other commercial uses of a different character than otherwise contemplated in the Arterial Commercial designation. In addition to the permitted uses outlined within Policy 3.7.1, the following additional uses may also be permitted:

- a. An entertainment and event venue.*
- b. Visitor accommodations, and places of entertainment.*
- c. Community facilities such as a gallery, museum and other institutional uses.*
- d. Business services.*

Though an OPA is required in order to implement the uses contemplated by the Proposal, it is our view that it will implement and support other numerous objectives and policies of the OP, which encourage the conservation and adaptive reuse of heritage resources, promote increased tourism opportunities, and likewise promote development opportunities in areas of the City that are already serviced by municipal water, wastewater and stormwater services.



- | | | | |
|---------------------------|-------------------------|---------------|--------------------------------------|
| Residential | West City Commercial | Employment | Hazard Lands |
| River District Commercial | Arterial Commercial | Institutional | Niagara Escarpment Plan Area |
| Regional Shopping Centre | Waterfront Mixed Use | Open Space | Niagara Escarpment Plan Area - Urban |
| East City Commercial | Industrial Transitional | Rural | Planned Road |

City of Owen Sound
 Official Plan
 Schedule A - Land Use Plan

Figure 48: Owen Sound Official Plan, Land Use

4.4 STRATEGIC PLAN REFRESH

The City has developed a long-term strategic vision for guiding decision making and City-building objectives relating to the economy, finance, society and culture, and the environment. The Strategic Plan is incrementally updated each Term of Council, and evaluated against attaining Key Results identified for each pillar. Ultimately, the mission of the Strategic Plan is to make the City an attractive and prosperous place to live.

The Proposal achieves numerous City-building objectives of the Strategic Plan, by providing new tourism and investment opportunities and supporting local business, all while conserving and promoting the City's built heritage.

It is an objective of the Strategic Plan to work towards a positive business environment, and to support initiatives that increase competitive economic advantages. The Proposal provides a unique opportunity to enhance the City's built heritage through tangible conservation and rehabilitation of the existing heritage buildings, while creating an economic advantage through the adaptive reuse of a former institutional building.

One of the city-building objectives established by the Strategic Plan involves cultivating a diverse and vibrant heritage environment throughout the City. The

Strategic Plan recognizes that the City's success requires destinations that give an identity and image to communities, and that will help attract new residents, business and investment. The Proposal achieves the Key Result of:

“Completing adaptive reuses of two heritage buildings that serve the public interest by April 2023” (Strategic Plan Refresh, pg. 25)

The City has already endorsed a shared vision for the Subject Site, supporting the adaptive reuse of Courthouse, Jail, Governor's Residence and Jail Yard by deciding to sell the Subject Site in order to permit the Proposal. More generally, reuse of the heritage buildings and structures serves the public interest, by bringing new economic and employment opportunities to the City while maintaining the identity and image of the surrounding community.

The Proposal provides a meaningful contribution towards attaining the Strategic Plan's City-building objectives, by providing opportunities benefiting the City beyond the 2023 horizon. The Proposal celebrates the City's built heritage, while creating new jobs and attracting visitors.

4.5 COMMUNITY IMPROVEMENT PLAN

The City's updated Community Improvement Plan (“CIP”) follows direction from the recommendations provided in the Harbour and Downtown Urban Design/ Master Plan Strategy to strengthen the CIP as a mechanism to support municipal policies directed towards improvements in the Downtown and Harbour Area.

The Master Plan Strategy included a series of recommendations, which have since been implemented through the CIP, geared towards municipal action and facilitation. The CIP applies to the entire City, with the Downtown and Harbour Area identified as a project sub-area.

The Subject Site is within the boundaries of the overall CIP Project Area, and is adjacent to the previously identified Downtown and Harbour Area identified on “Schedule B”. Both policy areas have been considered in the review of the CIP, with respect to the Proposal's contribution to the Downtown and Harbour Area and built heritage policies.

The CIP's purpose is to provide a menu of incentives to promote and support desired development and revitalization projects aligned with the priorities of the City and County. The CIP specifically promotes redevelopment and/or conversion of vacant properties, and supports the adaptive reuse of commercial, industrial

and institutional buildings, recognizing that improvements achieved through the various CIP initiatives can serve as catalysts for further investment and spending, and are therefore critical to an overall revitalization strategy (1.2).

As noted above, the CIP provides a menu of incentives to promote and support desired development revitalization projects. These incentives include grants for Development Charges and technical studies, tax increment grants, as well as a heritage property tax rebate program, among others. The Proposal is a significant financial undertaking and commitment that involves conservation and rehabilitation of a critically important heritage resource. As such, it is expected that the Owner will apply for support under the CIP program in the future.

The Proposal achieves a number of CIP objectives, such as attracting and supporting business in the City, restoration of heritage properties and facades, and promoting the ongoing viability of the Downtown and Harbour Area as the focus for pedestrian oriented retail, commercial, office, civic, cultural and entertainment uses (3.1). As previously noted, the Proposal will retain all of the existing heritage buildings in-situ, with some minor modifications to the exterior and interior walls. The Proposal will turn the heritage buildings into a unique attraction, and provide office space for new business a short walk away from the Downtown and Harbour Area in keeping with the policy objectives of the CIP. Incentives offered under the CIP represent an important incentive and support for the Proposal.

4.6 COMPREHENSIVE ZONING BY-LAW 2010-078

The Subject Site is zoned Institutional on “Map 6” of the City’s Zoning By-law (“ZBL”). The Institutional zone permits a range of public and private institutional uses, such as a community centre, library, place of worship and public use. This zoning reflects the historic institutional use of the Subject Site.

An amendment to the Zoning By-law is necessary to facilitate the adaptive reuse of the heritage buildings and structures to accommodate updated programming. Further, adjusted parking requirements are required in recognition of the limited space available on-site for additional surface parking, and the strong desire to conserve and reuse all of the existing heritage buildings.

The proposed ZBA seeks to rezone the Subject Site to a new site-specific Mixed Use Commercial (MC) exception Zone. A number of the proposed uses within the Proposal are permitted as primary uses within the MC Zone.

These uses could potentially operate as independent, principal uses, as permitted by the MC Zone, successfully integrated within the Proposal:

- Drinking Establishments
- Museums/Galleries
- Offices
- Restaurants

For the proposed event venues and co-working space, following discussions with City Staff it was suggested that new terms and definitions be added to the proposed ZBA to provide a more accurate description of these uses. The following uses and associated definitions are proposed to be added to the Mixed Use Commercial (MC) site-specific exception Zone:

- ‘Event and Entertainment Facility’
 - means an establishment in which the main use is to accommodate gatherings for specific events, and which may also include, among its internal functions, accommodation for overnight guests, accessory retail and office, and indoor and outdoor entertainment facilities available for use by event participants, the general public, or both.

and

- ‘Business Incubator’
 - means an establishment that provides incubator services such as management training, networking facilities, programming, mentorship

7.7 Mixed Use Commercial (MC) Zone		
Regulation	Required	Proposed
Minimum Front Yard Setback	3.0m	20.0m
Minimum Rear Yard Setback	1.5m	31.38m
Minimum Interior Side Yard Setback	1.5m (except in a case where an interior lot line abuts a Residential Zone the setback shall be 3.0m)	3.55m
Minimum Exterior Side Yard Setback	3.0m	n/a
Maximum Building Height	21m	15.81m (21.6m top of roof projection)
Floor Space Index	Maximum 4.0	0.53
Minimum Landscaped Open Space	10%	33.5%

Table 1: Mixed Use Commercial (MC) Zone regulations, Required

programs, business assistance services, and office space including ‘hot desk’ services and is dedicated to nurturing the development and commercialization of start-ups, early-stage companies, and established companies (enterprises).

We note these uses may also operate as independent principal uses, again integrated within the Proposal.

In considering the applicable zone provisions under the MC zone, it would appear that the Proposal meets all applicable regulations. A summary of the Proposal and MC zone regulations is provided in **Table 1**.

Section 5.18 of the Zoning By-law establishes minimum parking requirements for the different permitted uses. **Table 2** shows the minimum parking required for the Proposal. Note that for the proposed event venues, **Table 2** applies the parking rate for “Community Lifestyle Facility”, which is defined as a similar use to the proposed Event and Entertainment Facility use.

Given the specialized nature of the various uses included within the Proposal, a Parking Study was prepared, which confirmed the minimum parking requirement under the City’s Zoning By-law (**Table 2**), but also determined that Zoning By-laws in other

5.18 <u>General Parking Regulations</u>			
Proposed Use	Area	Parking Rate	Required Parking
Event Venue (Including support services)	1,905 square metres	<u>Community Lifestyle Facility</u> 1 space for every 4 seats or 1 space per 20m ² of gross floor area	96 spaces
Restaurant/Drinking Establishment	Interior Space: 1,115 square metres Patio Space: 224 square metres	<u>Restaurant</u> 1 space per 9m ² of gross floor area, plus 1 space for each 7.5m ² of patio or deck area used for dining for drinking	154 spaces
Business Centre	318 square metres	<u>Business or professional office</u> 1 space per 28m ² of gross floor area	12 spaces
Total Required Parking:			262 spaces

Table 2: General Parking Regulations, Proposal

nearby municipalities would require a lesser supply. This is also the case for similar proxy sites surveyed.

Notwithstanding the City's likely inflated parking requirement, as previously noted, retention of the existing heritage buildings leaves minimal space in the front and rear of the Subject Site to accommodate on-site parking. As illustrated in the proposed Site Plan, it is anticipated these proposed on-site front and rear parking areas could accommodate approximately 43 on-site parking spaces. As such, in order to allow for the full, adaptive reuse of all existing heritage buildings, a limited on-site parking supply is proposed and would be supplemented by additional off-site parking, with consideration also given to municipal parking options, as reviewed in Section 6.5 of this Report.

Provision 5.18.11 of the Zoning By-law requires that parking be provided on the same lot of the use/building, or on another lot within 100 metres. This is a standard requirement that applies to all uses and sites in the City. Given the unique context of the Proposal, including the specialized nature of the proposed uses and the heritage context, we believe that a greater distance should be considered in this case.

The Owner has engaged in preliminary discussions with City staff regarding

potential off-site parking locations in proximity to the Subject Site. This includes a site along 2nd Avenue that is approximately 400 metres north of the Subject Site. In terms of best practice, 500 metres is often used as an important threshold to establish walkability in various planning policy documents, as it typically corresponds with a roughly 6-minute walk. In addition, the specialized nature of the proposed event venue, the primary driver for the expected parking requirement, offer the opportunity for pickups/drop-offs of some guests, as well as valet or shuttle services between the off-site parking location and the Subject Site. The Parking Study likewise supports 500 metres as an appropriate distance requirement for any provision of off-site parking.

Recognizing these considerations, the proposed ZBA proposes to include the following site-specific parking requirement:

- Notwithstanding the requirements of Section 5.18 General Parking Regulations of By-law 2010-078, the minimum number of vehicle parking stalls shall be 100 and may be provided by a combination of stalls either on site or within 500 metres of the MC (14.___) Zone.

The unique context of the Subject Site, and the proposed conservation of its existing heritage buildings, necessitates a flexible and practical approach to zoning implementation. The Subject Site is no longer needed for the institutional uses it was originally designed, designated and zoned for. Rezoning the Subject Site to the Mixed Use Commercial (MC) Zone with addition of new, specialized permitted uses, will allow for implementation of the Proposal, with an appropriate degree of flexibility to accommodate a range of permitted uses, allowing the Owner to respond to changing demand, and ensuring the Site's long-term success and longevity. In addition, providing for an adjusted parking requirement responds to a detailed assessment of parking need and will allow for a practical, and appropriate mix of on- and off-site parking.

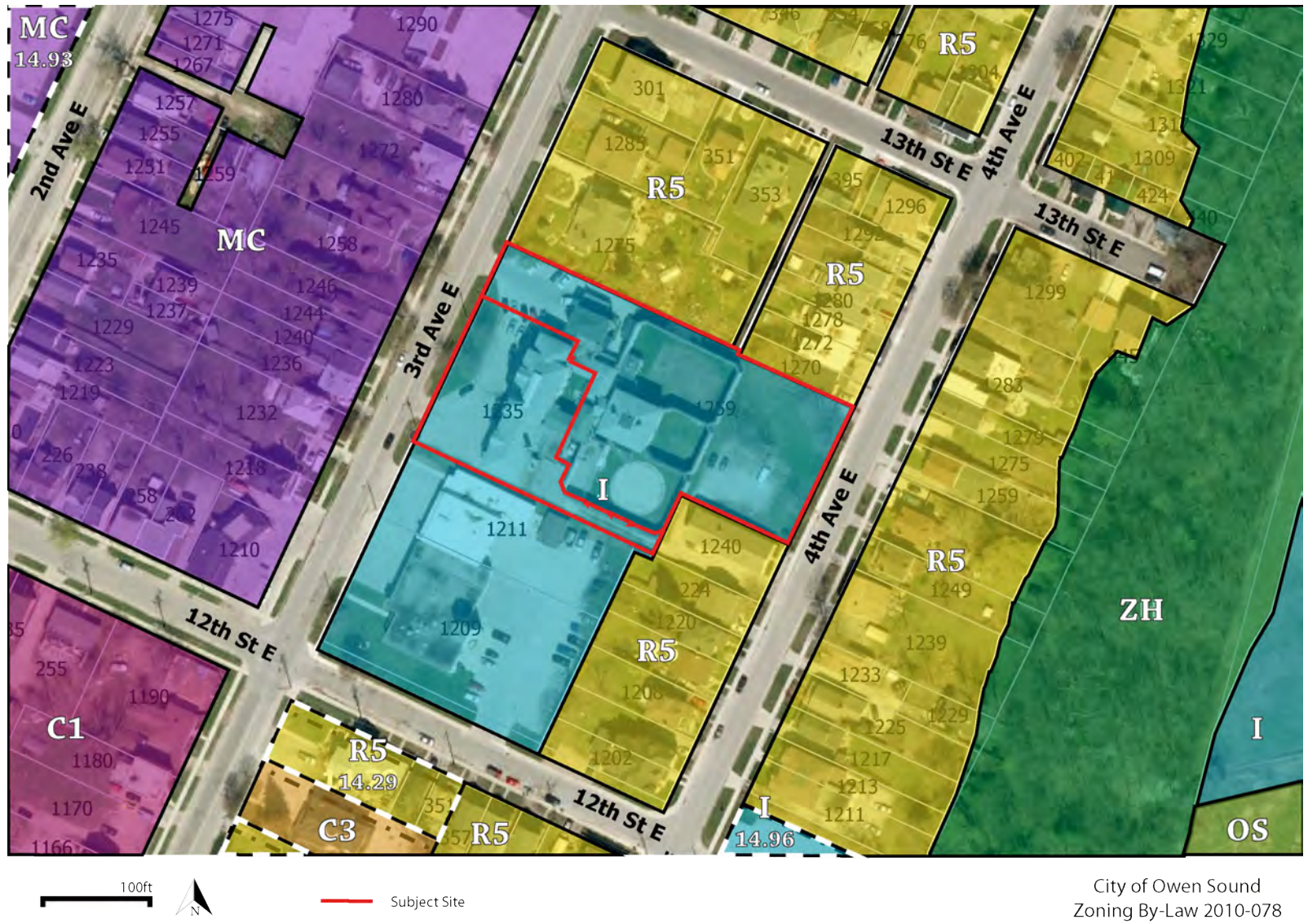


Figure 49: Owen Sound, Zoning Bylaw 2010-078, Existing

5. URBAN DESIGN ANALYSIS

Urban Design is an evolving framework that involves the convergence of planning, architecture, landscape architecture and heritage conservation, with the goal of creating pedestrian-friendly, safe, inviting, engaging and functional spaces and places throughout our Cities. Urban Design has been an important guiding principle in the formulation and design of the Proposal, recognizing the unique opportunity that is provided by the existing heritage buildings.

Currently, the heritage buildings are vacant, with some in a state of deterioration or disrepair. The buildings are also vulnerable to further vandalism. This creates an uninviting pedestrian environment which detracts from the surrounding streetscape. It also creates a potentially unsafe condition with no active visibility along the adjacent street frontages and reduced pedestrian activity in the area.

The Proposal will enhance the existing heritage resources by conserving them in their entirety, removing miscellaneous outbuildings and additions, and restoring previously removed or damaged components such as the front portico. This will completely rehabilitate and reinvigorate one of the City's most important heritage landmarks, and will ensure that the existing interface between the heritage buildings and adjacent uses is not only maintained, but enhanced through the restoration and

adaptive reuse of the heritage buildings.

The proposed multi-purpose programming of the heritage buildings, including event venues, office space, and restaurants, will ensure year-round activity that supports the City's various economic development and tourism objectives, and will create spin-off effects for other tourist attractions throughout the City. This will animate the streetscape with pedestrian activity, add interaction and visual interest, and in doing so will directly support the adjacent harbour area, river district and downtown.

The mix of proposed uses has been carefully selected to fit within and accentuate the unique characteristics of the heritage buildings, rather than necessitate substantive changes. Moreover, ancillary, back of house functions that are necessary to provide modern functionality have been internalized and screened from view, maintaining the prominence of the heritage buildings and reinforcing their historic character.

Regarding the site layout, conservation of the existing heritage buildings leaves just the front and rear yards as locations for vehicular and pedestrian access and parking. Recognizing the prominence and importance of the front courthouse façade, the existing drop-off area located in the front yard will be maintained with

the addition of landscape and lighting improvements to improve functionality, safety and the streetscape relationship. Combined with the restoration of the front portico and implementation of a modern, glass canopy to provide enhanced weather protection, the Proposal will embellish the front façade and front yard as the stunning focal point of this important heritage landmark.

Additional parking is necessary to ensure appropriate functionality for the Proposal, with the rear yard providing the only feasible location for additional parking on-site, considering the full retention of the heritage buildings. However, the new parking area will be sensitively designed to include appropriate landscaping and vehicular and pedestrian access, ensuring a compatible relationship with the adjacent street and surrounding uses and safe, functional pedestrian and vehicular access. Details will be established through the future Site Plan application.

Overall, the Proposal will conserve, restore and enhance one of the City's more important heritage landmarks, breathing new life into what was once an integral judicial precinct for the City and County.

Section 8 of the City OP provides a range of urban design policies intended to guide the design of development

projects and other initiatives throughout the City. **Table 3** below outlines our assessment of the Proposal against the pertinent and applicable urban design policies. This urban design analysis is further supplemented by the Architectural Design Brief included in **Appendix I**, which was prepared by Boldera Architects and articulates the proposed design philosophy to implement the Proposal and conserve and rehabilitate the heritage resources. This is further supported by the Heritage Impact Assessment, also prepared by Boldera Architects, which is included as part of the Proposed OPA and ZBA applications and is summarized in Section 6 of this Report.



Figure 50: Proposal, Front Facade Render

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
2.2.7	<p>Goal:</p> <p><i>To facilitate ‘experiencing the City’ by recognizing the exceptional natural setting, maintaining the built heritage of the City, protecting significant natural features, establishing complete communities and ensuring quality urban design.</i></p> <p>Objectives:</p> <ul style="list-style-type: none"> <i>a. To protect, enhance and clearly define the City’s unique character and built heritage, including its natural setting, distinct planning areas, and unique residential neighbourhoods.</i> <i>b. To increase the vibrancy, attractiveness, interconnectedness, visibility, activation and heritage qualities of the River District Commercial and Harbour area.</i> <i>c. To provide streetscapes and pedestrian environments that are designed to be safe, attractive, accessible, and inviting.</i> <i>d. To ensure that new development and redevelopment employs high quality architectural and landscape design, is progressive, aesthetically appropriate, and compatible with the City’s built heritage resources, cultural heritage landscapes, and surrounding neighbourhood character.</i> <i>e. To maintain residential areas that are safe, convenient, quiet, well-landscaped, diverse, and coherent in scale.</i> <i>f. To enhance the functionality and attractiveness of the City’s gateways and arterial corridors through City infrastructure projects and through enhanced design expectation in private development projects.</i> 	<p>The Proposal will completely revitalize and adaptively reuse the existing heritage buildings, restoring their important heritage attributes and conserving the City’s unique cultural heritage. This will maintain the character of the surrounding residential neighbourhood and support the vibrancy of the nearby River District Commercial and Harbour areas.</p> <p>The front facade of the Courthouse will be restored, and landscaped areas added to the front and rear yards to create a more inviting and attractive pedestrian environment. The existing heritage buildings have been prominent landmarks for over 100 years; rehabilitating and adaptively reusing all of the buildings for functional, modern uses will establish the Site as a focal point of the community, and support the City’s continued vitality, while paying homage to its history.</p> <p>The Proposal will restore, maintain and adaptively reuse the heritage buildings and structures with minimal modifications, including restoration of deteriorated conditions and features. The Architectural Design Brief included in Appendix I, and the Heritage Impact Assessment included as part of the application, further detail the rehabilitation and reuse strategy which will ensure the adaptive reuse of the heritage buildings is progressive, aesthetically appropriate and compatible with the City’s built heritage resources.</p>

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
7.1.2.2	<i>The City will recognize and conserve its built heritage resources and will encourage appropriate settings within and around all such sites.</i>	The Proposal will conserve, rehabilitate and adaptively reuse all the important built heritage resources existing on the Subject Site.
7.1.2.6	<i>All new development and public works shall have regard for significant built heritage resources identified on the City's Heritage Register. The City encourages, wherever possible, and may require, where appropriate, incorporation of these resources into development or redevelopment plans that may be proposed.</i>	
7.1.2.7	<i>The City will protect and conserve built heritage resources in accordance with cultural resource management best practices including, but not limited to, the Standards and Guidelines for the Conservation of Historic Places in Canada, as amended from time to time, and the Ministry of Heritage, Sport, Tourism and Culture Industries (MHSTCI) eight guiding principles in the conservation of built heritage properties.</i>	The proposed heritage conservation and adaptive reuse strategy has been informed by a Heritage Impact Assessment, which provides recommendations and directions in accordance with broader guiding principles within the industry. The scope of the Heritage Impact Assessment was determined in consultation with the City, and a more detailed Phase 2 Assessment will be completed as part of the future Site Plan application.
7.1.2.10	<i>The City may require that a Heritage Impact Assessment be prepared by a qualified person to the satisfaction of the City for any development proposal that has the potential to impact a built heritage resource. The scope of the heritage impact assessment is determined in consultation with the City and must include information and assessment relevant to the circumstances, including alternative development approaches or mitigation measures to address any impact to the built heritage resources and its heritage attributes.</i>	

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
8.1.1.2	<p><i>The City shall promote a high standard of design in its public works and in the design of private and public development to achieve an appealing, comfortable, accessible, safe living and work environment for the residents and visitors of Owen Sound. Particular attention will be given to development within the River District Commercial area, the harbour area, new residential areas, major commercial areas and gateways to the City.</i></p>	<p>The heritage buildings are currently vacant and susceptible to vandalism. The vacant condition reduces visibility and activity on the surrounding streets and sidewalks, whereas these are recognized as desirable and important conditions for promoting safety. The Proposal will adaptively reuse all of the existing buildings for an array of non-residential uses, provide local employment opportunities, attract visitors and residents, enhance the appeal of the heritage buildings, and improve safety by facilitating more visibility, engagement and activity on the surrounding streets and sidewalks.</p>
8.3.1.1	<p><i>It is the City's intention to strengthen the positive image of Owen Sound as an attractive and livable City by making the impression on entering and the experience of passing through the main streets enjoyable and easily understood.</i></p>	<p>The Proposal will create a new exciting destination for residents and visitors to the City along 3rd Avenue East and Grey Road 15; a Minor Arterial Road and County Highway. Restoring this important heritage landmark will reinforce the City's historic significance.</p>
8.3.1.4	<p><i>The image and structure of Owen Sound is most readily understood through the long views made possible by the high surrounding hills. The City will consider identifying viewing points within the City, usually at the top of a hill, which provide important views of the landmarks of the City, such as the harbour. It is the City's intention to protect these long views from being blocked/interrupted by inappropriately located tall buildings and structures.</i></p>	<p>The heritage buildings create a prominent landmark visible from the west harbour. Conserving the existing buildings with only minor modifications that do not impact their overall scale or form will preserve views and maintain a harmonious relationship with surrounding buildings and structures.</p>
8.4.1.1	<p><i>The City will seek to secure a safe and accessible pedestrian environment in public and private development through the development and use of design guidelines which provide standards for clear visibility in public places, appropriate lighting, safe movement around vehicles, barrier free sidewalks and building entrances and such other measures as may be appropriate.</i></p>	<p>In addition to conserving heritage buildings, the front and rear yards will serve functional uses - the rear yard represents the only practical location for additional on-site parking. The parking area will be appropriately designed and landscaped to fit into the surrounding context with new planting and landscaping promoting pedestrian safety. The existing circular drop-off area will be maintained in the front yard with the addition of landscape and lighting enhancements to improve pedestrian safety and overall functionality. Details will be established at the Site Plan stage.</p>

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
8.4.2.4	<i>The City will promote public and private development that provides a comfortable, human scale environment, supports social interaction and which addresses the issues of year round use.</i>	The Proposal will provide for the year round use of the heritage buildings through their adaptive reuse and creative programming. The inclusion of restaurants, a bar, offices and event venues directly supports activity and social interaction on a year round basis. Moreover, by reusing existing heritage buildings, the exiting human-scaled environment will be enhanced.
8.4.2.5	<i>In developing design guidelines and in public works, the City will promote an interesting and inspiring public environment through a high standard of building and landscape design, the inclusion of public art in accessible and visible locations and the preservation of heritage features.</i>	The Proposal will preserve all heritage buildings and features, including the highly deteriorated Governor’s Residence. This is facilitated through their novel reuse, and proposed programming which will incorporate a high standard of building and landscape design.
8.4.2.7	<i>The City will promote public and private development that achieves the optimum conditions of sun, shade and wind conditions throughout the seasons in all outdoor pedestrian areas. Conditions should be suitable for the expected activities, whether active, such as walking or passive, such as sitting. Optimum conditions may be achieved through the appropriate siting of buildings and open spaces, the shape of taller buildings, the use of building elements such as awnings and walls and the use of landscaping elements to provide windbreaks and shade. In areas where taller buildings may be built or where there is direct exposure to open water, the City may require wind testing and shadow studies of proposed development and the adjacent pedestrian areas and public spaces.</i>	The Proposal will conserve and retain the form and scale of the existing heritage buildings, thereby maintaining existing sun, shade and wind conditions. This includes the existing courtyard areas that will generally be maintained as accessory outdoor areas. The northern courtyard will be enhanced with a new glass canopy structure that will allow for its year-round use as an event venue and provide enhanced sun and wind protection.
8.6.1.1	<i>The City will seek to achieve well-coordinated and designed streetscapes throughout the City, particularly in the commercial areas and along arterial roads. They should provide comfortable pedestrian environments, safe vehicular movement, reinforce the desired or established character of the area and, where appropriate, incorporate trees for shade.</i>	As noted above, parking and other vehicular facilities are either being maintained, or in the case of the rear parking area, introduced in the only practical location, given the retention of the existing heritage buildings. The rear parking area, and improvements to the front drop-off area, will be designed at the Site Plan stage to include new landscaping and lighting that will enhance the streetscape and provide for comfortable and safe pedestrian and vehicle circulation.

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
8.6.3.2	<i>The area between the building and street should be landscaped in accordance with applicable design guidelines.</i>	As noted above, the rear yard represents the only practical location for the inclusion of additional on-site parking, which is required to support the full adaptive reuse of the existing heritage buildings. Notwithstanding this, new landscaping will be introduced between the parking area and adjacent street to provide for a desirable relationship, with details to be established at the Site Plan stage.
8.6.4.1	<i>In this form of development, parking shall be separated from the sidewalk by a landscaped buffer. Sidewalks may also be set back from the road with landscaped boulevards where appropriate. These areas should be landscaped in accordance with any applicable design guidelines.</i>	As noted, the existing front drop-off/parking area will be maintained. However, additional landscaping and lighting will be added to enhance the relationship with the adjacent street. Details will be established at the Site Plan stage.
8.6.6.2	<i>Parking should be located in a manner appropriate to the size of the site, the optimum relationship of the building to the street and convenient access for users as described in Section 8.6.</i>	An appropriate amount of parking will be provided on-site, primarily located at the rear of the Site, accessed from 4th Avenue East. This is the optimal and most practical location for on-site parking as it does not require the demolition or alteration of any heritage buildings in order to accommodate parking.
8.6.6.3	<i>Access points should be clearly visible and distinguishable, limited in number and designed in a manner that will minimize hazards to pedestrian and motor traffic in the immediate area. The City may require consolidation of adjacent parking areas to provide appropriate spacing of access points on arterial roads.</i>	The existing front access points will be maintained, and their visibility will be enhanced through appropriate landscaping, lighting and signage. A preliminary layout of the rear parking area is conceptually shown on the proposed Site Plan, including two vehicular accesses to 4th Avenue. The exact layout of the parking area and accesses will be determined at the Site Plan stage, reflecting this and other applicable design policies.
8.6.6.4	<i>Pedestrians should have a safe, well-lit, clear route from vehicle to building at all times of the year. Safe, comfortable, accessible and barrier-free pedestrian points of access should be frequent and easily identified with clear directional signage. Larger developments should provide sitting areas for pedestrians awaiting pick-up.</i>	Appropriate lighting will be included in the front drop-off and rear parking areas, as will be determined at the Site Plan stage. The proposed restoration of the front portico and inclusion of a modern glass canopy will provide enhanced weather protection for visitors awaiting pick-up at the front drop-off area.

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
8.6.6.5	<i>Parking areas are to be adequately landscaped in accordance with urban design guidelines. Parking areas should maintain distinct street edges through appropriate landscaping or structures.</i>	Street trees and landscaped buffers will be provided along the 3rd Avenue East and 4th Street East frontages, providing a comfortable pedestrian environment and maintaining a distinct street edge. Details will be established at the Site Plan stage.
8.6.7.1	<i>The City shall consider matters of potential impact on adjacent uses when considering any application for a change of use.</i>	<p>The Subject Site is adjacent to the Grey County Emergency Medical Services and Owen Sound Fire Department buildings to the south, and low-rise residential uses to the west, north and east. A Transportation Impact Study and Noise Study (Compatibility Study) have been undertaken in order to ensure that the Proposal will not create unacceptable, adverse impacts on adjacent uses. These Studies determined the road network has capacity to accommodate traffic generated by the Proposal, and that no adverse noise or odour impacts are anticipated.</p> <p>These Studies were completed assuming the maximum capacity scenario. It's important to note that this will not reflect the actual day-to-day volume of visitors to the Proposal. The actual volume of visitors will fluctuate considerably, and will most often be below the maximum capacity scenarios assumed in the supporting technical studies.</p>
8.6.7.5	<i>Generally, where a non-residential site abuts a residential use, the location of access lanes, parking areas, loading areas and waste storage close to the residential use should be avoided. A landscaped buffer and appropriate screening should be required along the adjoining lot lines. Additional screening may be required where noise levels generated by the non-residential use are considered unusually high and would negatively impact the residential use.</i>	There are limited options for on-site parking given the full retention of the heritage building and structures. Notwithstanding this, the proposed rear parking area will be designed with appropriate screening and safe, functional vehicular access, with details to be established at the Site Plan stage. Site servicing and loading will be accessed from 3rd Avenue East and provided within an addition to the rear of the Governor's Residence screened from the street, and adjacent residential uses to the north.

Policy #	Urban Design Policy	Response
Owen Sound Official Plan		
8.6.9.1	<i>New development and redevelopment shall be designed with responsible lighting practices that create safe outdoor environments and minimize glare and impact to night sky, public view and surrounding properties.</i>	A future Site Plan Application will ensure an appropriate, and compatible level of outdoor lighting.
8.6.10.1	<i>Landscaping shall be designed to enhance the presence of each building and used as a major visual element to unify the proposed building, streetscape and surrounding environment.</i>	Soft landscaping and street trees will be provided along the 3rd Avenue East and 4th Avenue East street frontages creating an inviting pedestrian environment, and maintaining a unified streetscape.
8.7.1.1	<i>New development and redevelopment shall be designed to promote safe, comfortable and accessible environments for all users.</i>	The Proposal will include elevators at the rear of the Courthouse and Jail enhancing accessibility, and feature soft landscaping, an efficient parking layout, creating a safe, comfortable pedestrian environment.

Table 3: Owen Sound Official Plan, Urban Design Policies

6. TECHNICAL SUMMARIES

6.1 STAGE 1 ARCHAEOLOGICAL ASSESSMENT

WSP Canada Inc. (“WSP”) carried out a Stage 1 Archaeological Assessment of the Subject Site providing background contextual research to evaluate archaeological potential and provide appropriate recommendations where further assessment may be required. The Stage 1 Assessment is based on principles outlined in the Ministry of Multiculturalism (MCM) Standards and Guidelines for Consulting Archaeologists, aimed to provide information on the Subject Site’s geography, history, previous archaeological field work and evaluates in detail its archaeological potential supporting recommendations for Stage 2 Assessment.

The archaeological potential for Indigenous archaeological resources within the Subject Site is low as large portions of it have been disturbed from the construction of the heritage buildings, and is more than 300 metres away from a water source which is beyond the area typically used to identify Indigenous archaeological potential.

The Stage 1 Assessment determined there are some locations throughout the Subject Site, on unpaved areas, adjacent to 4th Avenue East, within the Jail yards, courtyard and on 3rd Avenue East with archaeological potential; and recommends that a Stage 2 Assessment be carried

out for these areas, along with a visual inspection of the heritage buildings and evaluation of the extent of ground disturbance.

6.2 HERITAGE IMPACT ASSESSMENT

The Heritage Impact Assessment prepared by Boldera (the “architect”) provides an overview of the existing conditions of the heritage buildings and structures, and evaluates the potential impacts to the cultural heritage value of the property from the Proposal. The HIA found the Proposal will have a positive impact; removing accessory structures with no historic value, reconstructing of missing elements of the façade and courthouse, rejuvenating the Governor’s Residence, Jail and reconstructing the original landscaping features and driveway access on 3rd Avenue East. The HIA provides a description of the contextual heritage, physical and historic value of the heritage buildings and identifies key heritage attributes for conservation.

The HIA provides a description of conservation and restoration measures, recommending a conservation approach to all buildings of heritage value, and select removal of outbuildings, which will have a positive impact on the physical context of the property. Overall, the HIA concludes that the Proposal *“is successful in addressing the conservation of cultural heritage and follows the recommendations of the Standards and Guidelines for the Conservation of Heritage Properties.”*

6.3 FUNCTIONAL SERVICING BRIEF

The Functional Servicing Brief was prepared by Crozier to determine the capacity of the existing municipal water, sanitary and stormwater servicing to accommodate the Proposal. This includes an analysis of existing conditions, and anticipated impacts under peak capacity scenarios for the Proposal.

The Servicing Brief concluded the Proposal can be fully serviced by way of a storm sewer connection to 4th Avenue West, a new sanitary service, and new water service lateral if determined to be required by subsurface investigation. Further stormwater quality control can be met via an oil-grit separator.

6.4 NOISE IMPACT STUDY

In order to assess land use compatibility, RWDI prepared a Noise Impact Study (the “Study”) for the Proposal to assess the potential for noise, dust and odour impacts on surrounding sensitive land uses. The Study assessed site sound levels due to cooling equipment and activities associated with outdoor event venues using the Ministry of Environment, Conservation and Parks Publication NPC-300 as well as the City’s Terms of Reference.

The Study determined the sound levels produced by condensing units should be confirmed by an acoustical engineer at the detailed design stage to ensure the maximum permitted Sound Power Levels are adhered to. Further the sound levels produced by the Proposal, based on the predictable worst-case scenario, meet MECP NPC-300 exclusion limits at all surrounding receptors. In addition, the Proposal is not anticipated to result in unacceptable dust and odour impacts.

6.5 TRANSPORTATION IMPACT STUDY

Crozier prepared a Transportation Impact Study (“TIS”) for the Proposal for the road accesses provided on 4th Avenue East and 3rd Avenue East, and estimated the impact to traffic volume on surrounding intersections based off estimated trips generated by the Proposal. The TIS estimated that the Proposal will generate between 297 to 301 two-way trips in the weekday Friday p.m. and Saturday peak hours respectively.

The Study intersections are anticipated to continue operating at Level of Service “C” or better in the Friday and Saturday peak hours under the 2028 future total traffic volume conditions, meaning that the Study intersections are anticipated to continue operating acceptably under 2028 future traffic volume conditions. Accordingly, the surrounding road network can accommodate site generated traffic volumes.

Moreover, there are no sight distance issues anticipated at the site accesses with safe vehicle ingress and egress provided by the Proposal.

6.6 PARKING STUDY

In addition to the Transportation Impact Study, Crozier also prepared a Parking Justification Study, in order to determine the expected parking demand of the Proposal, and confirm a sufficient parking supply on and in proximity to the Subject Site.

Under the City's Zoning By-law, the Proposal would require a total of 262 parking spaces. However, recognizing the different peak usage periods for the office/co-working space compared to the other proposed uses (e.g. restaurant and event venue), the Parking Study concludes that "the office use can be supported on-site and does not need to be supplied independently from the proposed restaurant and event use parking spaces". This reduces the effective parking requirement to 250 spaces.

The Parking Study also considered what the comparative parking supply would be in other nearby municipalities, finding the following:

- Municipality of Meaford: 176 spaces (-86 spaces compared to Owen Sound requirement)
- Town of Collingwood: 180 spaces (-82 spaces compared to Owen Sound requirement)

- Town of Orangeville: 260 spaces (-2 spaces compared to Owen Sound requirement)

The ITE Parking Generation Manual does not identify a parking requirement for an event space use. As such, based on consultation with City staff, it was determined that a first principles approach would be taken, whereby similar proxy sites would be surveyed for their parking supply. The Parking Study surveyed three proxy sites, finding the following parking supply statistics:

- Doctor's House, Kleinburg: 1 space/3.5 persons = 201 spaces for Proposal
- Cambridge Mill, Cambridge: 1 space/5 persons = 141 spaces for Proposal
- Ancaster Mill, Ancaster: 1 space/3.9 persons = 180 spaces for Proposal

Based on this review and analysis of parking requirements and comparative proxy site parking supplies, the Parking Study proposes a multi-pronged parking strategy, that includes the components outlined in **Table 4**.

As indicated, the overall parking supply available within 500 metres of the Subject Site will significantly exceed the minimum parking requirement under the City's Zoning By-law.

Based on this analysis, the Parking Study

concludes that:

Providing the required parking supply on site is not feasible due to spatial constraints. Within 500m of the site, there is an excess supply of parking that can support the proposed re-use of the building as an office, restaurant and event venue. Operation of the venues at maximum capacity will be a rare occurrence and popular times are likely to be Friday and Saturday nights based on the nature of the uses.

Parking Location	Number of Parking Spaces
On-Site	43
Off-Site (2nd Avenue Site)	75
Existing On-Street Parking (within 500m)	435
Existing Municipal Parking (within 500m)	17
Total Parking Supply	570
Minimum Requirement (City Zoning By-law)	262
Surplus/Deficiency	+308

Table 4: Available Parking Supply within 500m of the Subject Site

7. SUMMARY & CONCLUSIONS

Based on a comprehensive review and analysis of the Proposal as summarized throughout this Report, the following summary and conclusions are provided:

1. The Owen Sound Jail is a prominent landmark adjacent to the City's East Harbour area, featuring a collection of historic buildings constructed beginning in the mid-1800s, which served as the judicial precinct for Grey County for over one hundred years. However, the construction of new, more modern municipal facilities has led to these important heritage buildings sitting vacant and unused for some time, rendering them as surplus and no longer being able to serve a useful municipal function.
2. Recognizing their important heritage and historic value to the community, the City initiated a process to evaluate their historic and cultural significance, and to consider options for rehabilitation and reuse. While full retention of all heritage buildings was considered ideal, the City recognized the challenge that they pose to any redevelopment and reuse activity, and as such, the City's heritage evaluation gave some consideration to redevelopment options that involved a certain level of demolition.
3. Following this initial evaluation and consideration of redevelopment options, the City issued a call for proposals for redevelopment and/or reuse of the Subject Site. Out of four proposals, the Owner's Proposal was selected by the City, being favoured as it was the only one to propose full retention of all heritage buildings and structures.
4. The Owner's Proposal involves the full conservation, rehabilitation and reuse of all heritage buildings, and the introduction of carefully chosen new uses to bring in new life and activity. The Proposal's primary use is an event venue, which is supplemented by office space, restaurants and a bar. These uses are especially compatible as they can be designed to adapt to and promote the unique heritage context and characteristics of the existing buildings, whereas other uses would likely require substantial alteration, demolition or addition in order to provide for a more standardized floor layout.
5. The Proposal's heritage conservation strategy involves complete restoration of the exterior façade, removal of a number of later added accessory outbuildings without heritage significance, interior renovations to incorporate modern amenities and design features, and other design enhancements to accentuate the heritage features of the buildings. When completed, the Proposal will completely reinvigorate the Subject Site, restoring these important heritage landmarks to their former glory and welcoming visitors to experience their unique attributes and characteristics.
6. By conserving and introducing new employment-generating and active uses within important heritage resources, the Proposal directly implements Provincial planning direction provided through the Provincial Policy Statement, which requires the conservation of significant heritage resources and promotes economic development and competitiveness, and overall long-term economic prosperity.
7. The City's Official Plan specifically contemplates a scenario whereby a former institutional site or building is no longer required for institutional use and should instead be redesignated in order to permit redevelopment and reuse. The Proposal directly addresses and responds to this policy context, and will provide for the conservation, rehabilitation and reuse of heritage resources that are extremely important to the City. While an Official Plan Amendment is required in order to implement this updated vision for the

Subject Site, it is clear that the historic institutional use and designation is no longer required or appropriate. The proposed new vision represents a carefully conceived approach to adaptive reuse that will support the ongoing longevity of these important heritage resources.

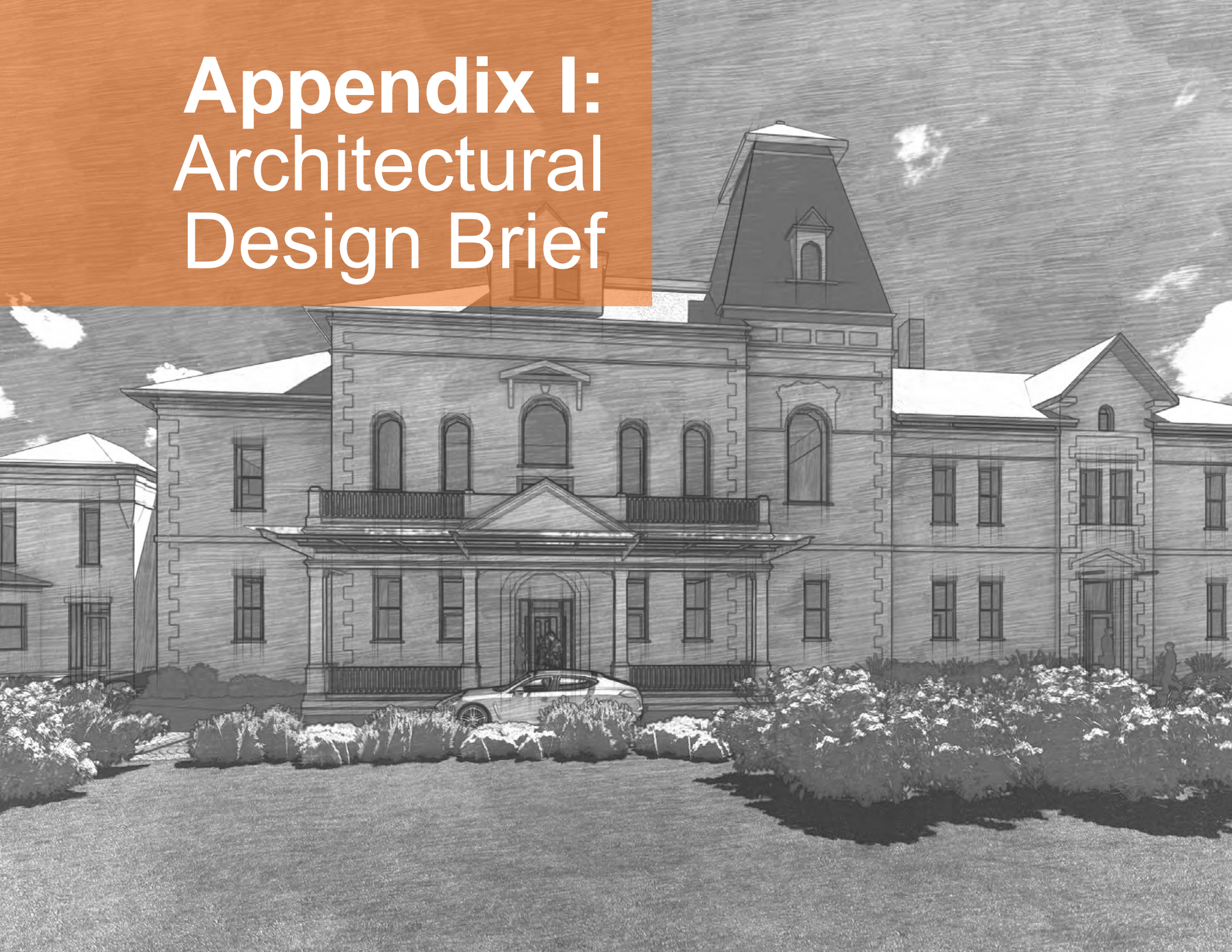
8. Like the Official Plan, the City's Zoning By-law also reflects the Site's historic institutional use and needs to be updated in order to implement the proposed Official Plan Amendment and other details of the Proposal. In particular, the unique characteristics and design requirements of the Subject Site warrant a site-specific approach to parking in order to allow for the complete conservation of important heritage resources while also providing for their complete and active reuse. The proposed Zoning By-law Amendment addresses this unique context, establishing a site-specific parking approach that has been informed by these characteristics as well as a Parking Study undertaken by transportation experts.
9. A subsequent Site Plan Application will establish design and landscape details, and will secure these and other details with the City, ensuring the long-term maintenance and good condition of

the Site and restored buildings. The initial OPA and ZBA applications are necessary to establish an updated and flexible land use framework to permit the proposed uses, allowing this future detailed design process to move forward.

10. It is our opinion that the Proposal represents a thoughtfully and carefully conceived approach to adaptive reuse that respects and will enhance the unique attributes of these important heritage resources. The proposed OPA and ZBA, which will establish a land use framework that permits the Proposal, are consistent with the Provincial Policy Statement, conform with the Grey County Official Plan, and will implement important policy directions and considerations outlined by the City's Official Plan.

The Proposal represents an ideal scenario for the adaptive reuse of the Subject Site, tactfully reinvigorating an important part of the City's history while also bringing new economic vitality. Overall, it is our conclusion that the Proposal is appropriate, represents good planning and that approval of the proposed OPA and ZBA applications meet a number of planning objectives and serve a definite public interest.

Appendix I: Architectural Design Brief



Royal Rose Court

Architectural Design Brief

1235 & 1359 3rd Avenue East, Owen Sound, ON

April 20th, 2023



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Content

- 01** Cultural Heritage and Architectural Context
- 02** Existing Buildings and Site Characteristics
- 03** Description of the Proposed Development
- 04** Conservation, Rehabilitation and Reuse Strategy
- 05** Architectural and Heritage Overview
- 06** Policy and Guideline Conformity Statement



Cultural Heritage & Architectural Context



Cultural Heritage & Architectural Context

The former Grey County judicial precinct, comprised of the Courthouse, Jail, and Governor's Residence, is a stunning architectural landmark located between 3rd and 4th Avenue in Owen Sound. These buildings were constructed in distinct phases and have played a significant role in shaping the city's architectural identity and heritage.

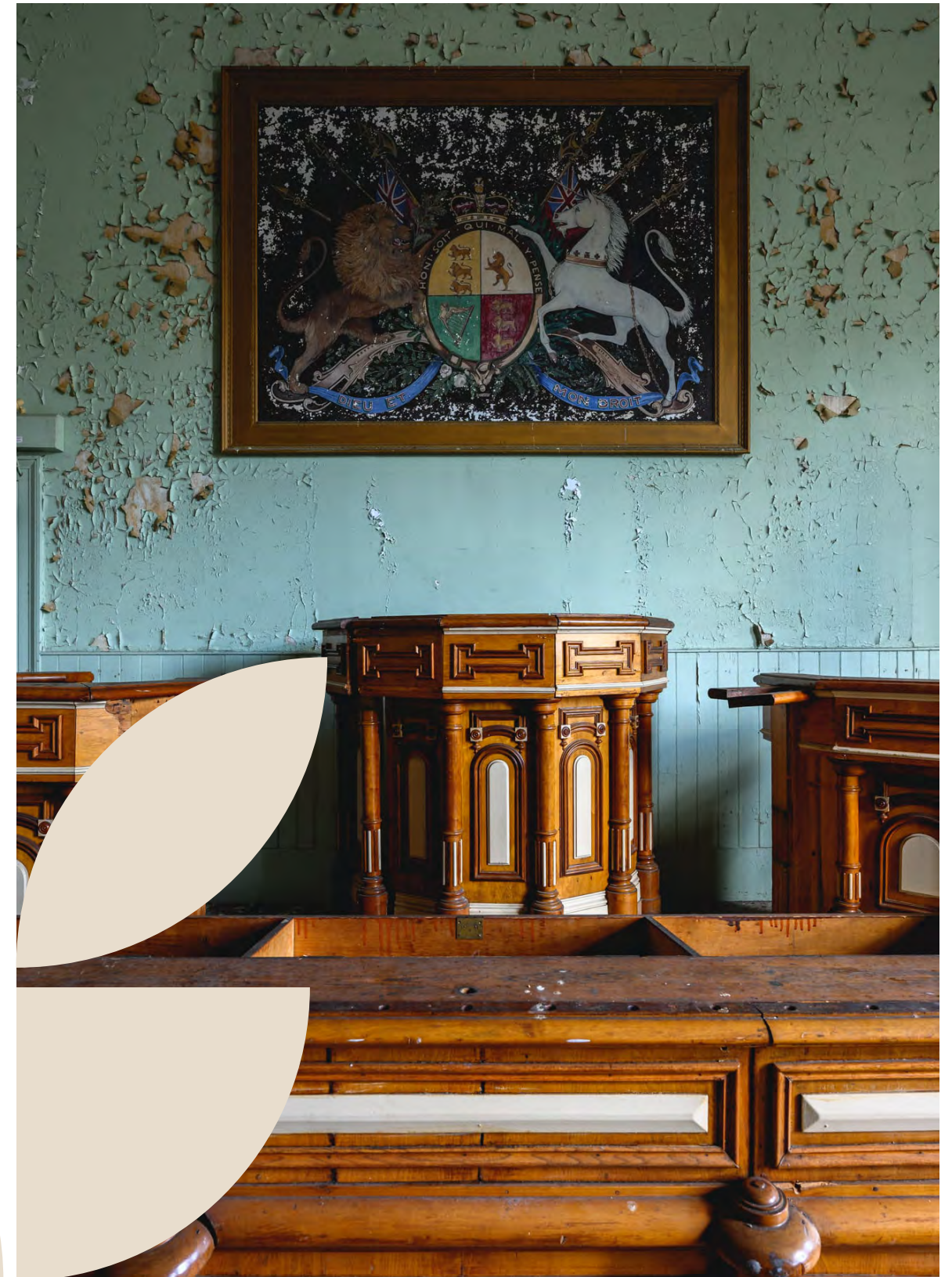
The complex is a standout feature contributing to the streetscape of 3rd Avenue and, with the limestone Jail Walls providing a distinct character to the landscape of 4th Avenue. The Courthouse, Governor's Residence, and 1954 Jail are physically connected, creating a unique landmark that in some ways stands in contrast to the surrounding neighborhood, but has long been integrated within it. The Courthouse tower is visible from multiple angles and locations throughout the city.

As the administrative complex evolved over time, it reflects the growth and evolution of Owen Sound itself. It's a living testament to the city's history and cultural identity, making it an invaluable part of the City's overall heritage.

The Owen Sound Judicial Precinct buildings have been a historic landmark in the city for over a century. However, since their closure in 2011, these buildings have been left vacant and have come into a state of disrepair. Over the years, the structures have sustained significant damage from the elements and acts of vandalism, detracting from this important landmark building and the community.

Fortunately, the proposed adaptive reuse development project is set to bring these buildings back to life and back to the community of Owen Sound. With the proposed event venue, the buildings will once again become a hub for community activity and a source of pride for the city.

The restoration and reuse of the Owen Sound Judicial Precinct buildings will be a significant boost to the local economy, creating jobs and opportunities for local businesses. In addition, the development will provide residents and visitors with a new destination, offering a range of amenities and attractions to explore.



Existing Buildings & Site Characteristics



Existing Buildings & Site Characteristics

Courthouse Building / Former Grey County Courthouse

The Courthouse Building, also known as the Former Grey County Courthouse, was built in 1853 and has been the heart of the judicial precinct in Owen Sound ever since. This two-story stone masonry building is a stunning example of the quality of construction and workmanship of that time and has significant heritage value to the community.

Despite its age, the Courthouse is in an overall good state of conservation, but there is still great value in rejuvenating it to its original state. Historical photos have revealed that the original canopy at the main entrance is one of the most important architectural features that is missing from the current exterior elevation.

Restoring the canopy and other missing original heritage elements will be an essential part of the renovation process. It will not only enhance the building's aesthetic value but also preserve its historical significance and ensure its authenticity.

Governor's Residence

The Governor's Residence is a separate two and one-half storey building, built of red brick and connected to the Courthouse and Jail building.

Over time, the building has undergone significant modifications to suit a variety of purposes, including serving as female cells on the second floor. The building's functionality was further augmented with a one-storey garage wall and several small building additions at the back, all in support of the Jail building.

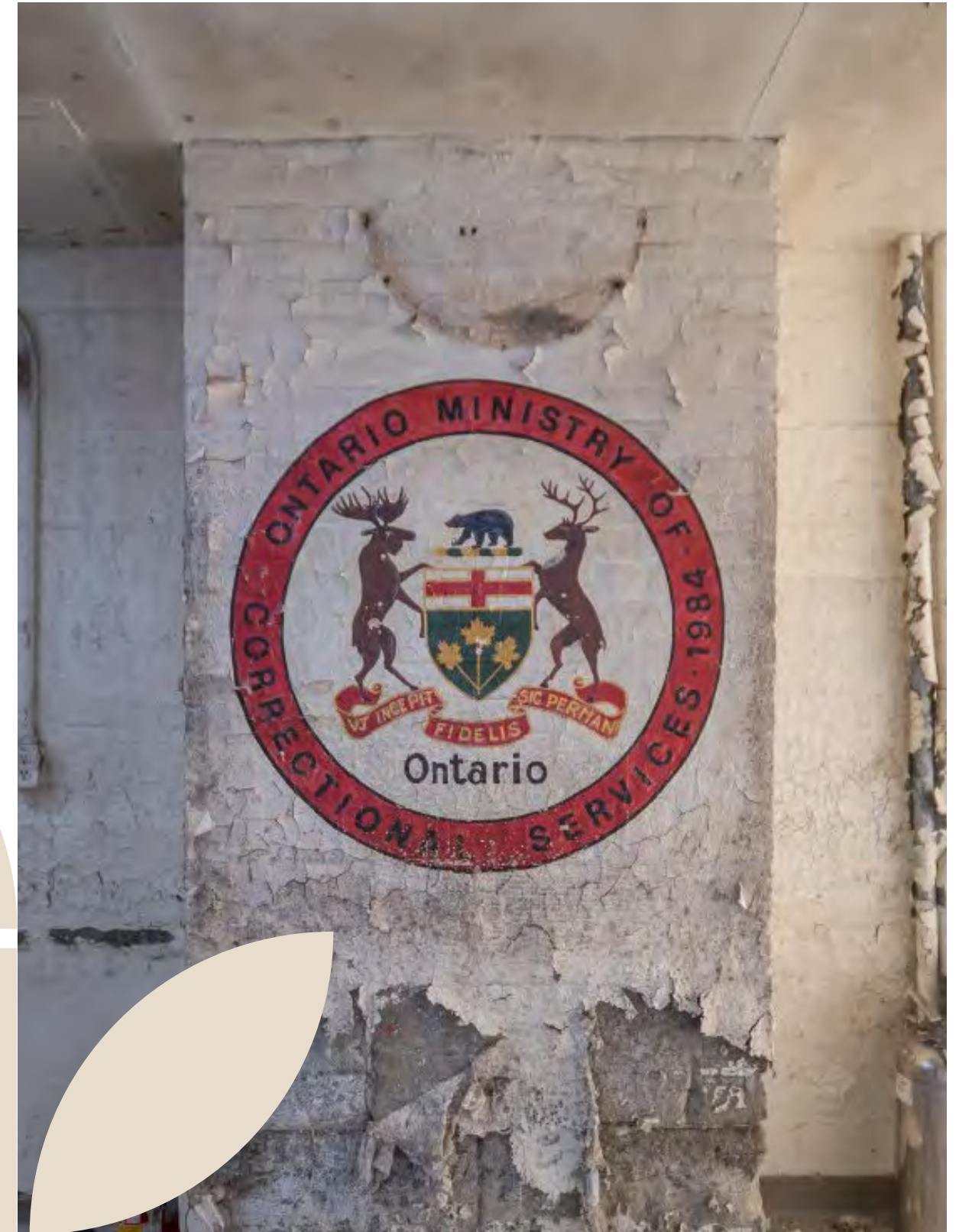


Jail Building and Walls

In conjunction with the Courthouse, the former Grey County Jail has a direct association with the history of the county of Grey and the City of Owen Sound. The Jail building is in very good condition, due to the good construction and materials, and is a materialized example of the evolution of Jail architecture in Ontario from the 1850's to the 1970's.

The 1854 Jail is of particular interest because of its form, that creates a unique and interesting courtyard between the Jail and the Courthouse building.

The second-phase expansion, dated 1869, is of robust construction and maintains most of its unique architectural details intact. It's a rare example of the evolution of the Jail system of Ontario, and maintains most of its original features.



Description of the Proposed Adaptive Reuse



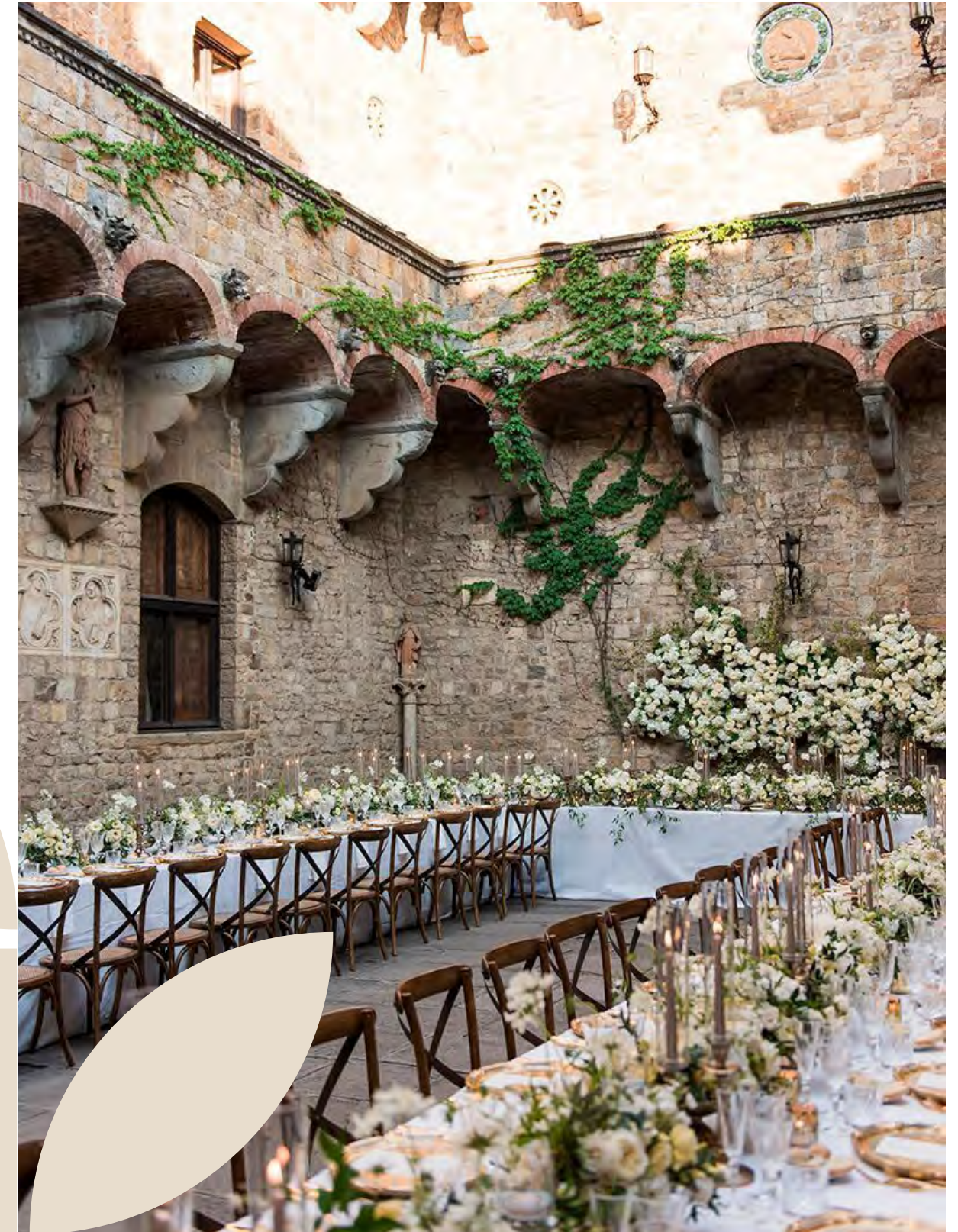
Description of the Proposed Adaptive

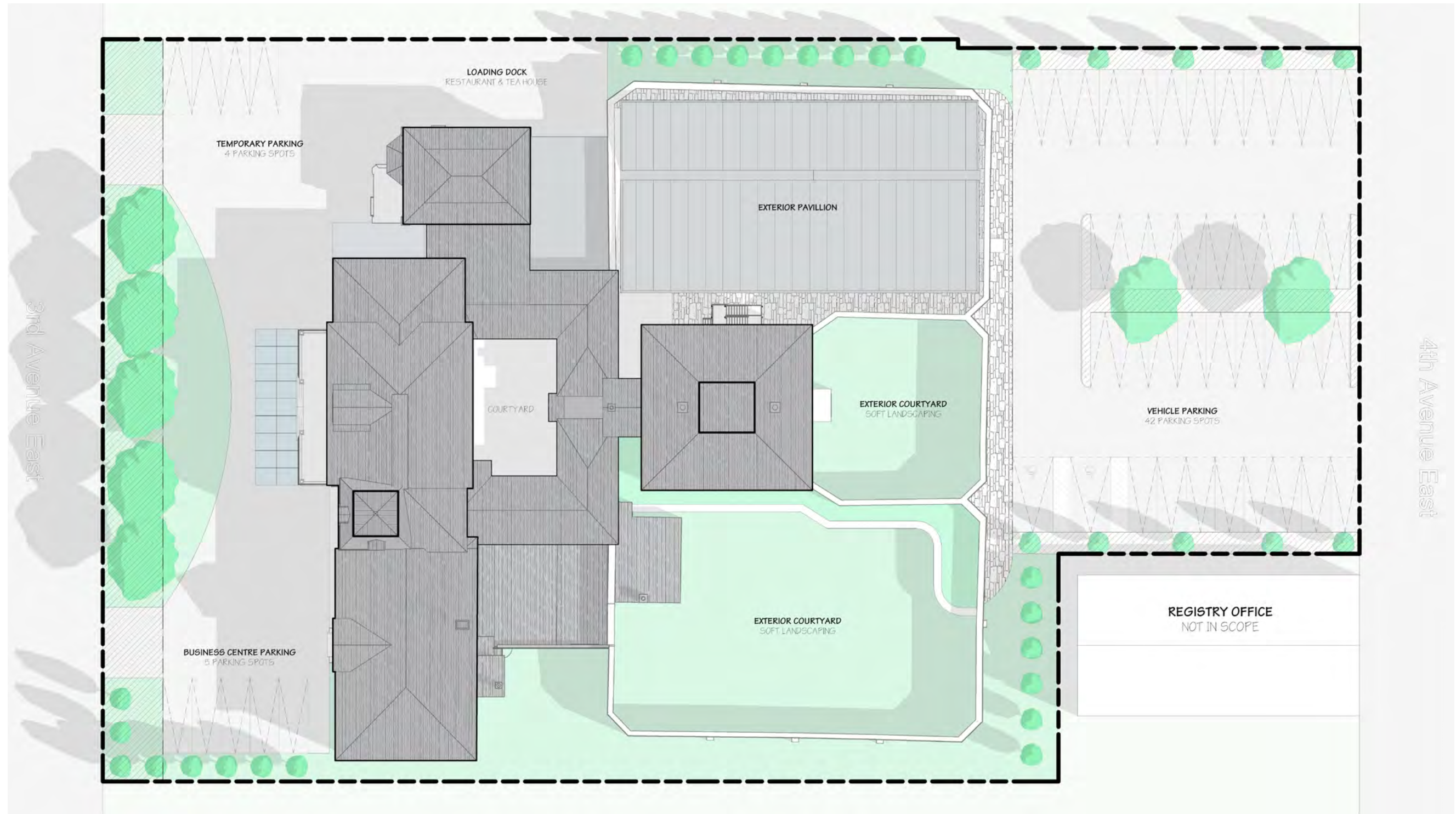
The proposed event venue adaptive reuse for the Owen Sound Judicial Precinct is an exciting and innovative project that will breathe new life into this historic site. The development will include a range of amenities, including an event venue, restaurants, business incubator, and interactive historic component, creating a dynamic hub for residents and visitors alike.

From an architectural design standpoint, the focus of the project is on rejuvenating and restoring the heritage features of all the buildings on the site, as well as reconstructing missing original heritage elements. By blending traditional and modern design elements, the team aims to create a unique and engaging experience that pays tribute to the site's rich history while also looking to the future.

To enable the functionality of the reuse program, some new structures and elements will be proposed. However, the architectural team has been careful to minimize any impact on the heritage fabric of the existing buildings. By developing a cohesive architectural language and approach, the team has ensured that the new structures will complement the existing buildings rather than detracting from their historical significance.

The proposed adaptive reuse will provide lasting value to the city and its residents, bringing a new vibrancy to the area and creating a hub for community activity. By restoring and celebrating the heritage of the Owen Sound Judicial Precinct, the re-use project will also serve as a reminder of the city's rich history and cultural identity. Overall, this is an exciting project that promises to make a positive contribution to the city for years to come.





Proposed Site Plan



Proposed West Elevation

Reconstructed Entrance Portico



Proposed East Elevation

Proposed Exterior Elevator

New Event Pavilion



Proposed North Elevation



Proposed South Elevation

Proposed Adaptive Reuse Programme

Historical Courthouse

- Lobby & Reception
- Floral & Decor Room
- Business Centre and Incubator
- Wedding and Event Room (The Courtroom)
- Bridal and Groom Suites
- Washrooms and Back of House
- Management Office
- Interactive Museum

Governor's Residence

- Tea House and Restaurant
- Washrooms and Back of House

Jail Buildings

- Cocktail Bar and Restaurant
- Kitchens and Back of House
- Restaurant
- Bridal and Groom Suites
- Interactive Museum

Exterior Yards

- Events Pavilion (The Glass Pavilion)
- Gardens & Recreation



Proposed Ground Floor Plan



- Color Legend**
- BOH
 - BUSINESS CENTRE
 - ENTERTAINMENT
 - EXTERIORS
 - RECEPTION
 - RESTAURANT
 - WEDDING VENUE

Glass Pavilion

A multi-functional facility that can accommodate larger events. This will be the only new, freestanding building to be proposed for this development.



Restaurant & Tea Room

An upscale dining experience, open to the general public and inviting everyone to visit the building and experience a part of Owen Sound's history.



Glass Connection

Replacement of the existing brick for a modern, transparent window wall, showcasing the activity inside the building.



Discovery Walkway

Enclosed pedestrian entrance from the parking to the reception area of the building. It will offer visitors views of the gardens and have an interactive gallery showcasing the history of the building.



Exterior Garden

Beautifully groomed gardens to offer visitors a relaxing and calm environment while visiting the historical building. These gardens may be used to host events and entertainment.



Business Centre

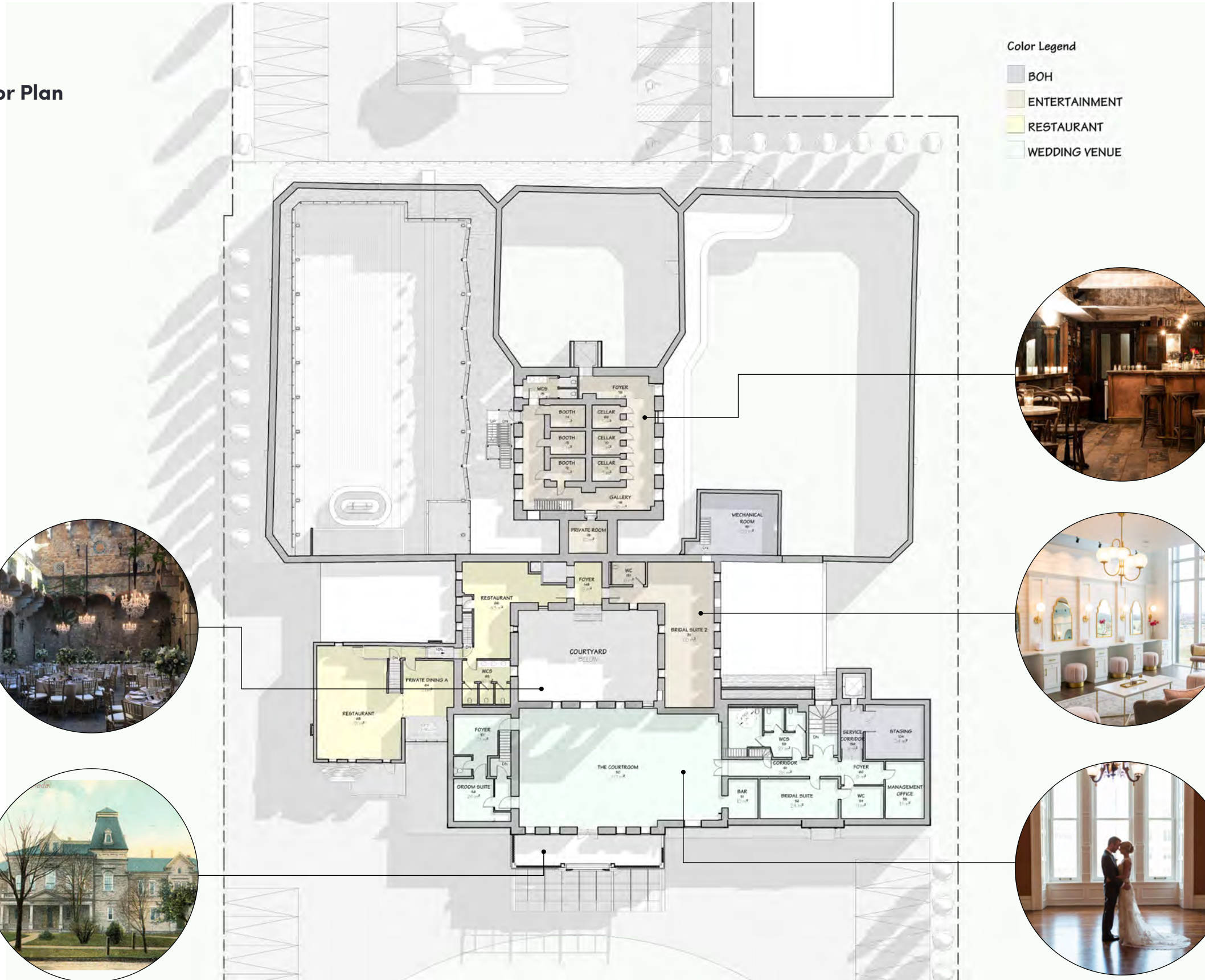
A new facility that will offer business incubation, co-working spaces, and rental office suites to local business startups and entrepreneurs.



Proposed Second Floor Plan

Color Legend

- BOH
- ENTERTAINMENT
- RESTAURANT
- WEDDING VENUE



Courtyard

An outdoor amenity to be used as an extension of the restaurant and to host events for the public.



Entrance Portico

Reconstruction of the original entrance portico and canopy.



Cocktail Bar

Themed cocktail bar, opened to the general public, offering a variety of local products, beverages and a glimpse of the history of the Jail.



Bridal Suites

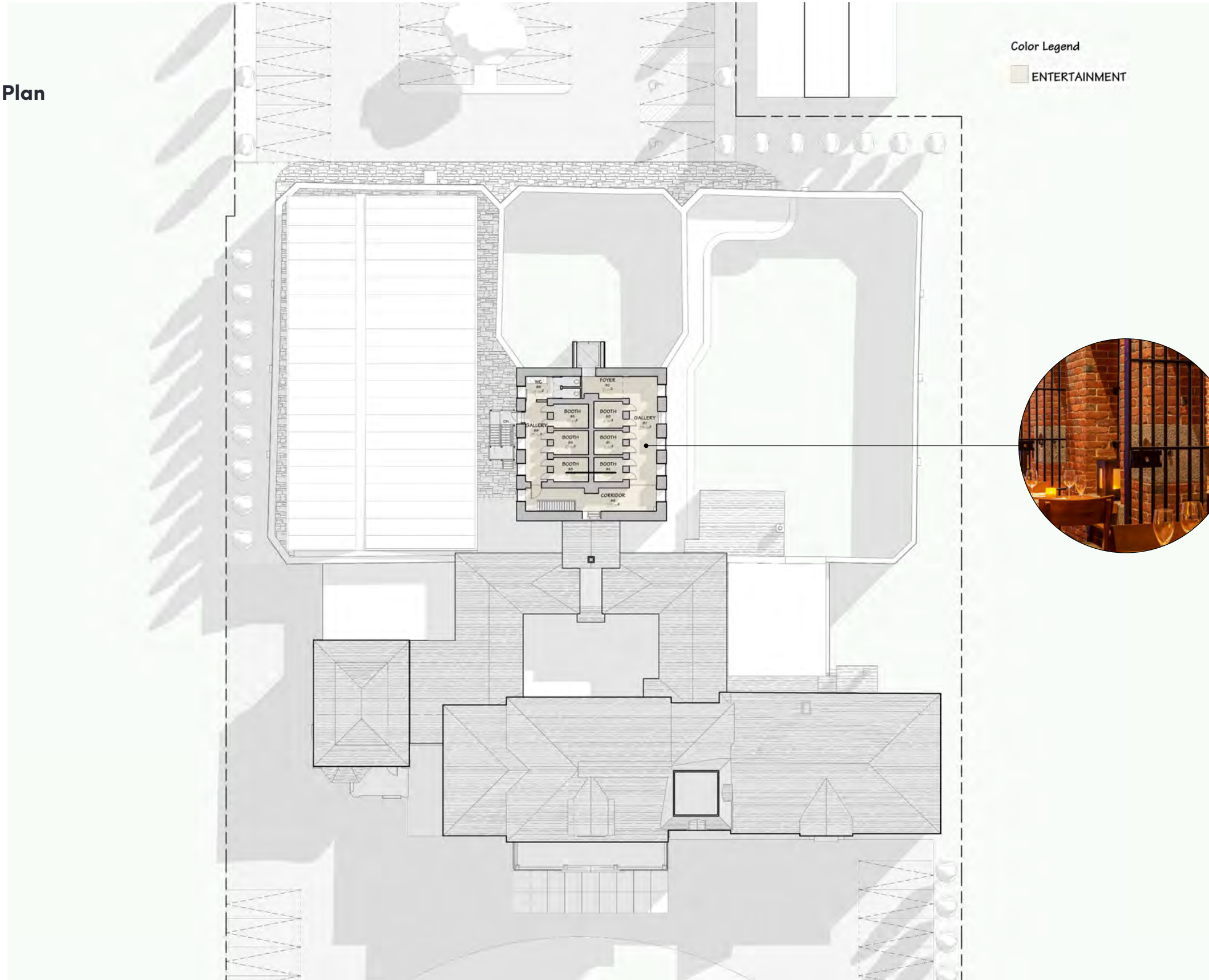
Elegant and sophisticated bridal suites to support the wedding venue component of the facility.



The Courtroom

The most prestigious and iconic room of Royal Rose Court, available for business and personal events, including smaller wedding ceremonies and receptions.

Proposed Third Floor Plan



Color Legend
ENTERTAINMENT

Speakeasy Bar

An exclusive area of the cocktail bar available to the general public, themed as a speakeasy bar to evoke the history of the prohibition era.

Conservation and Reuse Strategy



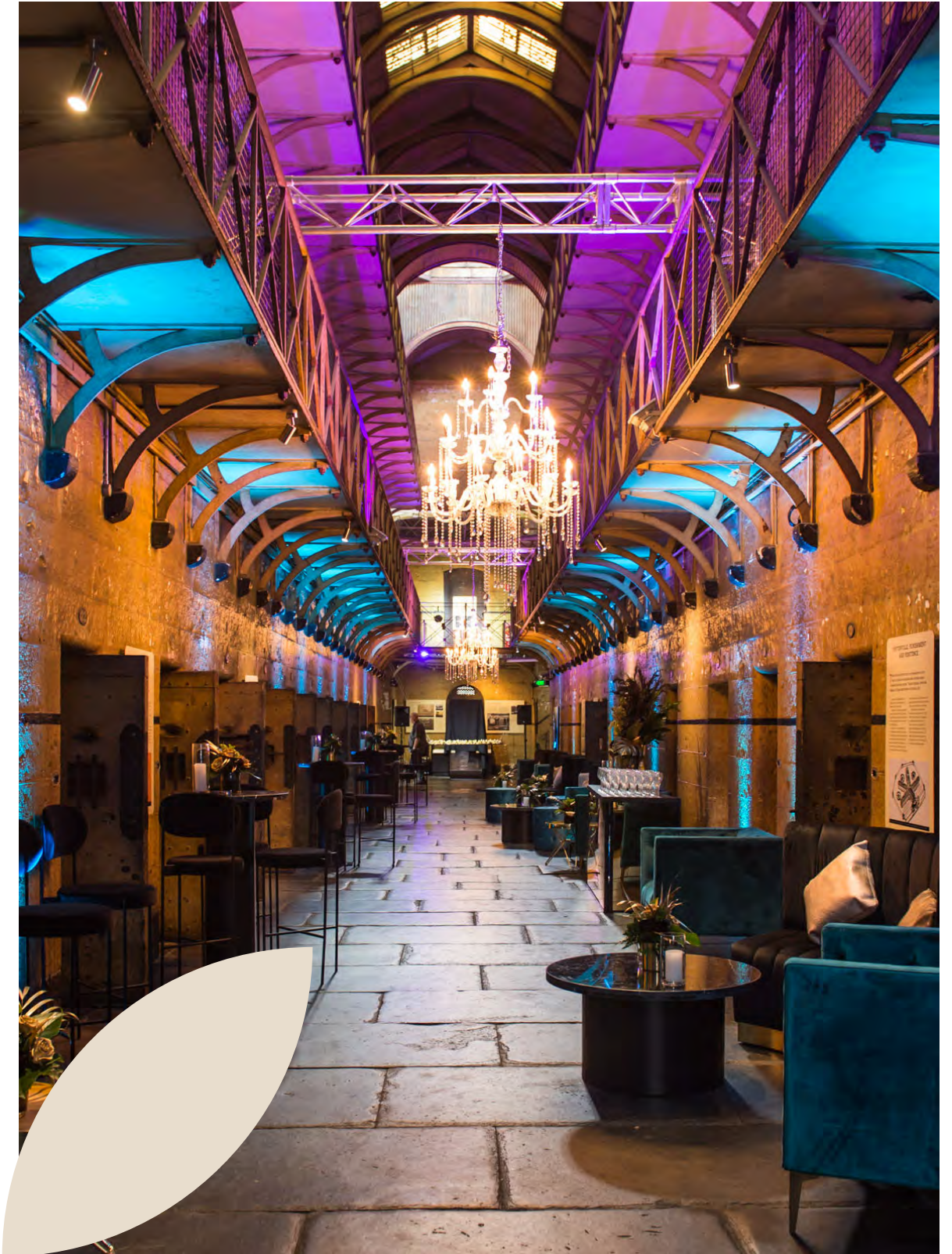
Conservation, Rehabilitation and Reuse Strategy

Historical Courthouse

- Rejuvenate and rebuild missing portions of the historical building;
- Demolish unnecessary accessory structures that were added to the building;
- Tuck-point and restore damaged areas of existing masonry;
- Replace windows and doors for energy efficient systems;
- Reconstruct missing porch and canopies;
- New glass extension for canopies;
- Replace existing roof shingles;
- Partial and select alteration to interior partitioning;
- Refinish existing stairs;
- Accessibility upgrades to meet OBC requirements;
- Relocation and restoration of existing courtroom millwork;
- Exterior landscaping upgrades, based on historical photo documentation.

Governor's Residence

- Demolish unnecessary accessory structures that were added to the original building;
- Remove the garage addition to the original building;
- Replace brick connection between the Governor's Residence for a glass wall;
- Tuck-point and restore damaged areas of existing masonry;
- Replace windows and doors for energy efficient systems;
- Replace existing roof shingles;
- Refinish Existing Stairs
- Accessibility upgrades to meet OBC requirements;
- Exterior landscaping upgrades, based on historical photo documentation.

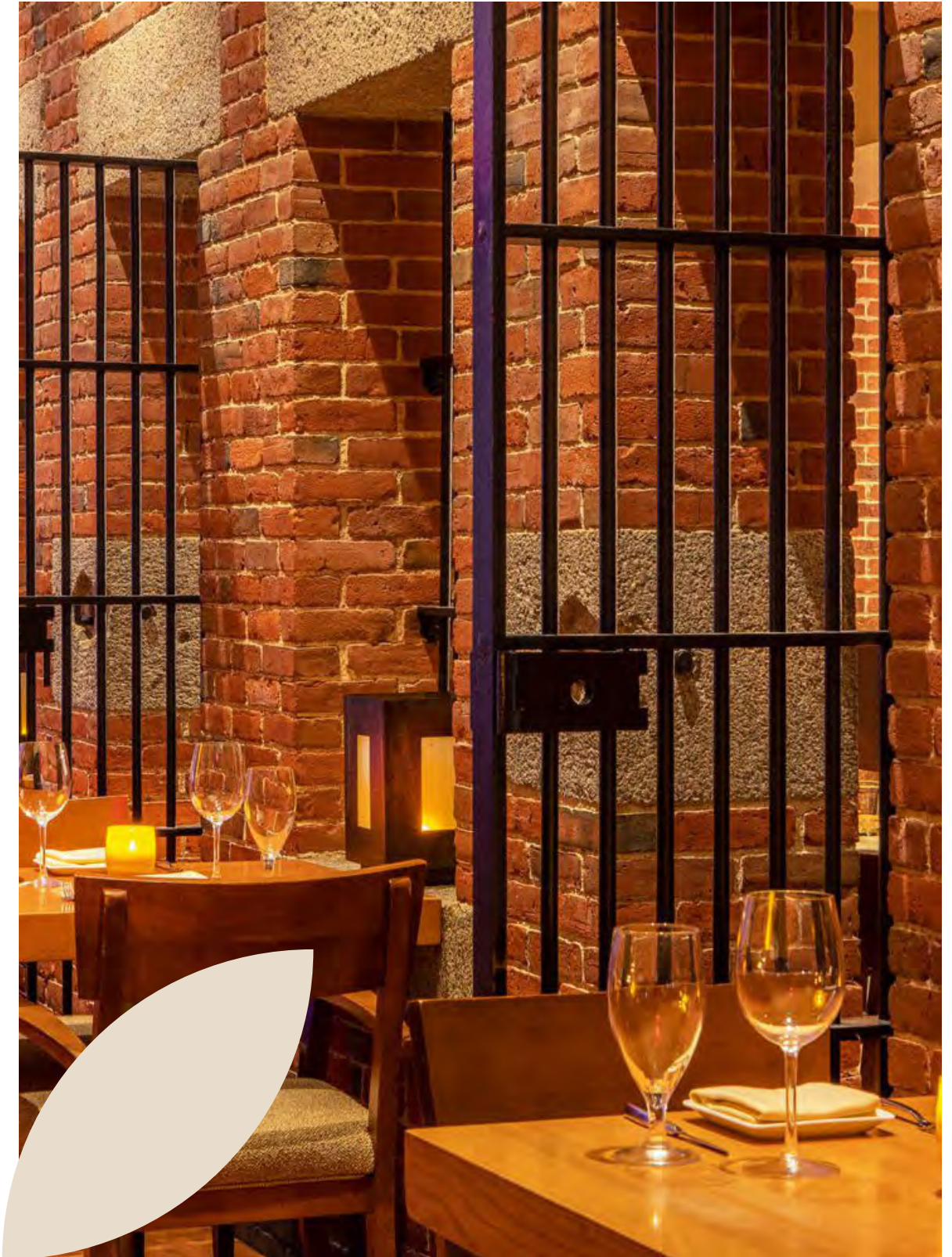


Jail Buildings

- Demolish unnecessary accessory structures that were added to the building;
- Tuck-point and restore damaged areas of existing masonry;
- Replace windows and doors for energy efficient systems;
- Replace existing roof shingles;
- Refinish Existing Stairs
- Partial and select alteration to interior partitioning;
- Accessibility upgrades to meet OBC requirements;
- Exterior landscaping upgrades.

Exterior Yards

- Tuck-point and restore damaged areas of existing limestone walls;
- Re-parge interior face of walls;
- Select openings to provide connection between exterior yards;
- Exterior event pavilion;
- Exterior landscaping upgrades.



Architectural and Heritage Overview



Architectural and Heritage Overview

The Courthouse building on 3rd Avenue is a true architectural marvel, commanding attention with its imposing presence and intricate ornamentation. Together with the Jail buildings, it's a stunning example of the Victorian-era structures that were built throughout Ontario in the 1850s-1870s.

As such, these buildings represent a crucial piece of our cultural heritage and preserving them is essential. By doing so, we can honor the ingenuity and hard work of the pioneers who built our communities and ensure that future generations can appreciate the beauty and history of these remarkable structures. In short, the Courthouse and Jail buildings are more than just brick and mortar - they're a tangible link to our past, and a crucial part of our cultural identity.

Boldera Architects, recognized for their expertise in heritage architecture and design, has been tasked with an exciting challenge - to develop an innovative scheme and design strategy that will enhance the functionality of the building while restoring and rejuvenating its unique heritage features.

By combining their extensive knowledge of historical preservation with modern design techniques, Boldera aims to breathe new life into the building, while still honoring its rich history and cultural significance. The result will be a space that seamlessly blends the past with the present, creating a truly dynamic and inspiring environment for all who use it.



View of the proposed main elevation

Design Approach for Heritage Conservation

Boldera's design approach to heritage is always to minimize any new interventions that might compromise the cultural integrity of the structure. When it comes to heritage, we believe less is more.

The few visible and significant interventions to the heritage buildings are the following:

Reconstruction of the original Portico

Based on research and photographs of the existing building, there was a limestone and frame portico at the main entrance. The outline of its connection to the building structure is still visible today.

We are proposing the reconstruction of the original design that blends in perfectly with the remaining building and restores the integrity of the original structure.

Demolition of Accessory Structures and Storage Sheds

While developing the functional programming for new use, and in conjunction with our heritage research, we are proposing to remove the majority of accessory structures, additions, and sheds that were added over time to the building. In certain areas, such as the new Shipping and Receiving, we are consolidating a single extension that will be finished with the same materials as the rest of the building to better integrate with the heritage building.

Landscaping Upgrades

A Landscape Architecture firm has been retained to develop a strategy that aligns with the history of the site and enhances the architectural features of the buildings.



View of the main elevation and vehicle drop-off



View of the parking and rear entrance

Design Approach for New Construction

Based on the historical value of the site and buildings, our approach to new construction is to be strategic and when it's inevitable, to design structures that do not seek to recreate or compete with the existing buildings.

The most significant new construction elements are the following:

Extension Overhang to the original Portico.

For convenience and practicality, the events programme must have a protected drop-off area for vehicles. The proposed design will be constructed in steel and glass to minimize any impacts to the original entrance. The design proposal is mostly invisible because of its transparency and will not detract from the original architectural detailing.

Connection between the Governor's Residence and Courthouse

The existing connection between these buildings is in poor condition and does not enhance the architectural value of both structures individually. We propose a glass connection, fully transparent, that will reinforce the individuality of each structure and reveal parts of the interior of the building to whomever is looking from the outside.

Discovery Walkway

To provide a welcoming entrance to the historical Owen Sound Judicial Precinct, the design team has created an innovative solution called the "Discovery Walkway." The vehicle parking is located at the back of the property, and the transparent enclosure, covered by an intensive green roof, invites people into the building and provides shelter from the elements.

The walkway not only offers a functional solution but also creates a unique and interactive experience for visitors. An interactive gallery along the way showcases the rich history of the site, allowing visitors to learn about the building's heritage before



View of the entrance glass overhang



View of the connection between the Courthouse and the Governor's Residence

The Glass Pavilion

The proposed freestanding structure, the new events pavilion, is critical for the economic viability of the reuse programme as it will have the capacity to accommodate larger events.

The pavilion will be in one of the larger exterior yards and will be constructed mostly out of environmentally friendly materials such as glass, steel, and wood. This material combination will seamlessly integrate with the existing building while creating a low visual and environmental impact.

The pavilion will not be visible from 3rd Avenue and will have minimal visibility from the parking lot on 4th Avenue. It will be a modern and impactful architectural feature of the development, creating a striking contrast to the heritage buildings in the background.



View of the interior of the Events Pavilion (Looking North)



View of the interior of the Events Pavilion (Looking South)

Graphics and Presentation Materials























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