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**TO:** **PLANNING COMMITTEE**

**SUBJECT:** **APPLICATION FOR ZONING BY-LAW AMENDMENT (HIP DEVELOPMENTS) – 34-50 BRADFORD STREET AND A PORTION OF 125 DUNLOP STREET WEST**

**WARD:** **2**

**PREPARED BY AND KEY CONTACT:** **M. BANFIELD, RPP  
DIRECTOR OF DEVELOPMENT SERVICES**

**SUBMITTED BY:** **M. BANFIELD, RPP  
DIRECTOR OF DEVELOPMENT SERVICES**

**GENERAL MANAGER APPROVAL:** **A. MILLER, RPP  
GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT**

**CHIEF ADMINISTRATIVE OFFICER APPROVAL:** **M. PROWSE, CHIEF ADMINISTRATIVE OFFICER**

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**RECOMMENDED MOTION**

1. That the Zoning By-law Amendment application submitted by MHBC Planning and Design, on behalf of HIP Developments, to rezone the lands known municipally as 34-50 Bradford Street and a portion of 125 Dunlop Street West to 'Central Area Commercial-2' (C1-2) Zone, Special Provision (SP-XXX) Holding Provision (H-XXX) from the following current zoning; Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481); Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481), Holding Provision No. 125 (H-125); and Transition Centre-1 (C2-1) Zone, be approved.
2. That the following Special Provisions (SP) be referenced in the implementing of Zoning By-law 2009-141 for the subject lands:
  - a) That Bradford Street and any extension of Simcoe Street be considered the front lot line for buildings.
  - b) That no minimum coverage for Commercial Uses be required, whereas Comprehensive Zoning By-law 2009-141 requires 50% of the lot area.
  - c) That a maximum building height be regulated as follows:
    - i) A minimum building height of 4.5 metres and a maximum building height of 22 metres within the first 5 metres of the front lot line and flankage, whereas Comprehensive Zoning By-law 2009-141 permits a maximum of 10 metres within the first 5 metres of the front lot line and flankage; and
    - ii) A maximum building height of 70 metres (20 storeys) beyond the first 5 metres of the front lot line and flankage; whereas Comprehensive Zoning By-law 2009-141 permits 45 metres beyond the first 5 metres of the front lot line and flankage.

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- d) That no minimum be prescribed for the side and rear landscape buffer area; whereas Comprehensive Zoning By-law 2009-141 requires minimum of 3 metres; and
  - e) That off-site parking for the YMCA be permitted anywhere on the subject rezoning parcel, whereas Comprehensive Zoning By-law 2009-141 requires parking spaces to be provided and maintained on the same lot as the building or use for which they are required.

A Holding (H) Provision will be applied to the site to address items such as the filing of a Record of Site Condition, Construction Phasing, and Community Benefits Contribution.

- 3. That the written and oral submissions received relating to the application, have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including the matters raised in those submissions and identified within Staff Report DEV014-20; commercial uses in the downtown, traffic and parking, and Chimney Swift habitat protection and relocation.
- 4. That pursuant to Section 34(17) of the *Planning Act*, no further public notification is required prior to the passing of the by-law. (DEV014-20) (File: D14-1681)

## **PURPOSE & BACKGROUND**

### **Report Overview**

- 5. The purpose of this report is to recommend approval of a Zoning By-law Amendment application for lands known municipally as 34-50 Bradford Street and a portion of 125 Dunlop Street West (see Appendix "A" – Draft Zoning By-law Amendment). The effect of the application would be to permit the development of the site to accommodate 600 residential units in multiple buildings, and a new YMCA community facility. Staff are recommending approval of the subject application, as the lands are considered appropriate for this form of mixed use development in accordance with Provincial and Municipal Policy.

## Site and Location



*Figure 1: Site Location*

6. The subject lands are known municipally as 34-50 Bradford Street and a portion of 125 Dunlop Street West. The site area is approximately 2.807 hectares (6.94 acres) and is located on the west side of Bradford Street, immediately southwest of Simcoe Street.
7. The subject lands are currently developed as follows:
  - 34-40 Bradford Street are formerly individual lots, and are vacant.
  - 44 Bradford Street was formerly a residential dwelling, since demolished.
  - 50 Bradford Street was formerly the Prince of Wales Elementary School, a heritage building, and currently a free-standing façade.
  - 125 Dunlop Street West contains the former Red Story Field, which was associated with the former Barrie Central Collegiate Institute.

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8. The existing land uses surrounding the subject property are as follows:

**North:** Immediately north are a mix of municipal and institutional uses on City-owned lands including the former Barrie Central Collegiate Institute, currently being planned for conversion into a Performance and Event Centre, a Fire and Emergency Services station, as well as lands being dedicated to facilitate the daylighting of Kidd's Creek for stormwater improvements in the area. A mix of commercial uses are on the north side of Dunlop Street West, some of which are situated in converted dwellings.

**East:** To the east of the subject lands, on the opposite side of Bradford Street are commercial uses in a strip plaza format, individual commercial developments, and vacant lands. Further east there are high-rise residential buildings fronting onto Lakeshore Drive and the city's waterfront and connecting to Downtown Barrie.

**South:** A Tim Horton's restaurant with drive-thru oriented towards Bradford Street and a large multi-unit commercial/office building with large surface parking area. Industrial/storage buildings are also located to the southeast, fronting on to Innisfil Street. The Allandale GO Station and future Mobility Hub is located further south of the site, near the intersections of Bradford and Tiffin Street.

**West:** A low-rise residential neighbourhood from Eccles Street, continuing south and west along Perry Street. Dunlop Street West provides access to Highway 400.



## Development Proposal



Figure 2: Concept Plan and Surrounding Development

9. The proposed development is a mixed-use, high-rise development providing 600 residential units, consisting of two 20-storey residential towers, one 10 storey residential building, a 3 storey YMCA community facility and a semi-public urban parkette that contains the heritage façade of the Prince of Wales school. A 5 storey parking structure and surface parking is proposed to serve the entire development, providing a total of 822 parking spaces (600 parking spaces for residential units and 1 space per 4 persons for the YMCA).

The total proposed density for the site is 213 units per hectare or 396 persons/jobs per hectare. The Official Plan requires a minimum density in the Urban Growth Centre of 150 persons/jobs per hectare and 150 units per hectare.

10. To facilitate the proposed development, the original Zoning By-law Amendment application sought to provide a comprehensive single zoning across the subject property of 'Central Area Commercial-2' (C1-2) with the Special Provisions outlined below:
  - To permit an increase in the maximum permitted building height and to eliminate step-back requirements across the site. The original application proposed special provisions which included concept-specific maximum building height regulations for each building:

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- i) Building 1 – 70 metres
  - ii) Building 2 – 70 metres
  - iii) Building 3 – 35 metres
- To eliminate the requirement of commercial uses on site and permit standalone residential buildings.
  - To allow shared parking between residential sites and the YMCA facility in the event that new internal lot lines are developed in the future through a plan of condominium or consent application.
  - To permit a rear and side yard landscape buffer of 0 metres, whereas Comprehensive Zoning By-law 2009-141 requires 3 metres.
11. To address comments received from the Public Meeting, City staff, and external stakeholders, Planning staff have communicated to the applicant that the requested special provision seeking to remove step-back requirements, while increasing the maximum building heights, should be revisited. Staff are recommending a special provision for building height that permits the additional maximum height of 70 metres as proposed, but which maintains the intent of the step-back provisions to create a pedestrian-focused and human scale development. This is elaborated in the recommended motion and in the Analysis section of this report, including paragraphs 95-104.
12. The proposed development considers the proposed extension of Simcoe Street, between the intersections of Simcoe Street and Bradford Street, and Eccles Street and Perry Street. City staff are of the opinion that the extension will serve to:
- assist in alleviating traffic capacity issues within the surrounding transportation network (including Dunlop Street and Lakeshore Drive), which considers other development proposals the City is aware of in the area;
  - implement the vision for the active transportation network, as outlined in the City of Barrie's Transportation Master Plan, and improve connectivity to the downtown and waterfront;
  - break down a large, impervious block to facilitate a more compact development form that is more in keeping with the existing urban fabric (streets and block sizes) and improves the walkability of the area;
  - provide access and servicing to all surrounding public and private developments, including the Fisher Auditorium site; and
  - provide an alternative egress and emergency service route for Emergency Services (Fire).
13. To achieve the design policies of the Official Plan which call for buildings to frame public streets, staff have also included a special provision identifying that Bradford and Simcoe Streets will be the frontage and address for development, regardless of whatever designed level of service is established for the proposed Simcoe Street extension.

#### Existing Policy

14. The subject property is designated 'City Centre' in accordance with Schedule 1 of the City of Barrie Official Plan.

15. The subject property is within the City's Urban Growth Centre, in accordance with the Defined Policy Areas of the City of Barrie Official Plan.
16. The subject property, currently consists of the following mix of zoning categories, in accordance with the City's Comprehensive Zoning By-law 2009-141:
  - Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481);
  - Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481), Holding Provision No. 125 (H-125); and
  - Transition Centre-1 (C2-1) Zone.
17. The City of Barrie's Transportation Master Plan identifies an Active Transportation connection through the subject property between the intersections of Bradford and Simcoe Streets to Eccles/Perry Streets. City staff worked with applicant to consider a municipal street in the same location.

#### Supporting Information

18. In support of the application, the following plans, drawings, reports and studies were submitted and circulated for review by internal departments and external agencies. Copies of these plans, drawings, reports and studies in their entirety may be found at the following link:  
  
<https://www.barrie.ca/City%20Hall/Planning-and-Development/Proposed-Developments/Ward2/Pages/Barrie-Central-Collegiate-Red-Storey-Field.aspx>
  - Planning Justification Report (June 2019)
  - Cultural Heritage Evaluation Report (September 2017)
  - Urban Design Report and Shadow Impact Study (July 2019)
  - Pedestrian Wind Assessment (June 2019)
  - Transportation Impact Study (June 2019)
  - Follow-up Transportation Memorandum exploring the suitability of specific intersection improvement types, at the request of the City of Barrie's Engineering Department (January 2020)
  - Noise/Vibration Impact Analysis (June 2019)
  - Functional Servicing Report (June 2019)
  - Preliminary Geotechnical Report (June 2019)
  - Tree Inventory and Preservation Plan (July 2019)
  - Energy Conservation Report (June 2019)
  - Section 59 Screening Form (September 2019)
19. A Record of Site Condition (RSC) will be required to be filed with the Province prior to the issuance of a Building Permit and is a provision of the implementing Zoning By-law.

#### Neighbourhood Meeting

20. A Neighbourhood Meeting was held on April 30, 2019 to present the proposed development to local residents. Approximately 60 residents were in attendance in addition to the applicant's consultants, and Planning staff. While there was general support expressed for the development of the site and improvements to the downtown (including improvements to surrounding intersections, active transportation etc.), feedback for the proposed development centered on:

- a lack of commercial uses within the development – with particular focus on the longstanding need of a downtown grocery store and pharmacy;
- the prevalence of surface parking lot areas in the proposed site design and a lack of neighbourhood character;
- the proposed type of tenure and potential impacts that rental tenure may have on property maintenance;
- the shortage of affordable housing units in Barrie and the need for an Affordable Housing Strategy in the downtown area;
- the provision of more family-friendly unit sizes, including 3 bedroom units in tall building proposals;
- potential local traffic impacts and intersection design and improvements;
- adequate parking supply;
- the siting and orientation of surrounding buildings and the proposed height and visual impact of the 5 storey parking structure as experienced from the surrounding principal streets and neighbourhoods;
- a lack of connectivity between the proposed parking structure and surrounding buildings to provide year-round weather-protection to residents and visitors; and
- Open space design, including concerns that:
  - the area behind the Prince of Wales school façade, and in front of the proposed parking structure would become an attractive area for crime due to the lack of active programming and lack of active uses within buildings surrounding the space;
  - the Prince of Wales parkette needs a stronger connection to the YMCA; and
  - landscaped spaces were largely leftover pieces of surface parking areas, rather than consolidated, usable site features.

#### Public Meeting

21. A Statutory Public Meeting was held on October 7, 2019. Two members of the public provided feedback relating to the following;
22. *Traffic:*

Concern was expressed about increased traffic to Eccles Street and Perry Street from the proposed extension of Simcoe Street.
23. *Parking Garage:*

Concern was expressed about the siting and orientation of the buildings parking garage and the visual impacts it will have to the surrounding neighbourhood and neighbourhood character.
24. One written submission was received from the public with respect to the subject application with concerns about the lack of areas for future residents of this building to shop at a grocery store or pharmacy within a walkable distance.

#### Department & Agency Comments

25. The subject application was circulated to staff in various departments and to a number of external agencies for review and comment. The comments received are as follows.
  - a) The Lake Simcoe Region Conservation Authority has no concerns with the approval of the proposed Zoning By-law Amendment.

- b) Comments received from Development Services identified that the proposed servicing appears to generally conform to City of Barrie policies and standards.
  - o Development Services - Transportation Services requested further study on a dedicated northbound left-turn lane at the proposed Bradford and Simcoe Street intersection and an analysis for an all-way stop and roundabout at the proposed Eccles Street and Simcoe Street intersection. The study was completed in November 2019 and staff are satisfied with the conclusions and that the proposed extension and intersection design can be refined through the site plan process.
- c) The Fire Department expressed concern about the potential loss of parking at Station 1 due to the proposed extension of Simcoe Street. A mutually agreeable solution for the parking lot design at the fire station will be explored with the detail design of the proposed Simcoe Street extension.
- d) With regards to the Prince of Wales, the Heritage Barrie Committee recommended that:
  - o The applicant provide and install plaques or information boards which can visibly be seen from the sidewalk throughout the property to educate the public on the history of the building. The inside of the building should be converted into an open air museum / art gallery which focuses on or highlights the history of the area and building.
  - o The design of the building maintains its current level of accessibility to the public. The building should not be closed off or made inaccessible.
  - o New residential buildings, particularly any adjacent to the Prince of Wales school building, incorporate or reflect the historic character of the school at a human scale within the first three storeys on the podium or base building of taller buildings, at a minimum. The YMCA should consider reflecting historic elements, but is a lesser priority than the residential buildings.
- e) The Operations Department provided comments indicating no concerns with the subject application.
- f) The City's Accessibility and Diversity Specialist had no comments or objections with the Zoning By-law Amendment application.
- g) The Simcoe County District School Board and Alectra Utilities advised that they do not have any concerns with the approval of the proposed Zoning By-law Amendment application.

## **ANALYSIS**

### **Policy Planning Framework**

26. The following provides a review of the application in accordance with applicable Provincial and Municipal policy documents.

### **Planning Act**

27. Section 2 of the *Planning Act* requires that the Minister, the council of a municipality, a local board, a planning board and the Tribunal, shall have regard to, among other matters, matters of provincial interest such as, but not limited to, the protection of ecological systems, including natural areas;

the adequate provision and efficient use of transportation; sewage and water services and waste management systems; the adequate provision of a full range of housing, including affordable housing; the resolution of planning conflicts involving public and private interests; the appropriate location of growth and development; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; the promotion of built form that, is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and the mitigation of greenhouse gas emissions and adaptation to a changing climate. The *Planning Act* can be found in its entirety at the following link:

<https://www.ontario.ca/laws/statute/90p13>.

28. The proposed development is consistent with the *Act* in that it is located within the settlement area of Barrie; it is not anticipated to have a negative impact on Lake Simcoe; will utilize existing and available infrastructure (water, sanitary and stormwater management systems) and public service facilities such as transit, library, recreation facilities and schools; provides for a variety of residential forms (high-rise dwelling units and 'live/work' units); provides a compact form of development that minimizes impacts to climate change; and, is designed with a pedestrian-oriented built form with pedestrian connections to the municipal sidewalk, and supports active transportation.

**Provincial Policy Statement (PPS) (2014)**

29. The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Section 3(5) of the *Planning Act* states that where a municipality is exercising its authority affecting a planning matter, such decisions "shall be consistent with" all policy statements issued under the *Act* and shall conform with the provincial plans that are in effect on that date, or shall not conflict with them. The PPS can be found in its entirety at the following link:

<http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463>.

30. Provincial policies require municipalities to encourage the development of compact communities with an efficient use of existing infrastructure and public service facilities while maintaining appropriate levels of public health and safety and protecting the natural environment.

31. Policy 1.1.1 outlines the manner in which healthy, livable, and safe communities are sustained. The proposed development is consistent with this policy in the following ways:

- The intensification of the use of serviced land, within an area designated for this form of development, promotes an efficient development and land use pattern and promotes the efficient use of existing municipal assets (i.e. infrastructure) and financial sustainability;
- The proposed development includes a mixed-use component, comprising of residential, community, and open space uses as well as enhancements to urban design and public realm with particular focus on the Bradford Street exposure. The proposed development is also envisioned to promote further connections to the waterfront via the Simcoe Street extension and to be integrated into future development (i.e. Fisher Auditorium);
- The proposed development is not located directly within an area of influence of natural heritage features of significance or within an area subject to a Lake Simcoe Region Conservation Authority permit;



- The proposed development contemplates a compact form of high-density, mixed-use land allocation, located within the Urban Growth Centre of Barrie and contributes to the intensification of people and jobs per hectare as prescribed by provincial policy;
- Comments received from the Engineering Department confirm that municipal servicing is available to facilitate the proposed development.

32. Policies 1.1.3.1 and 1.1.3.2 identify settlement areas as the focus of growth and development with land use patterns based on densities and a mix of land uses that efficiently use land and resources, infrastructure and public service facilities, minimizes negative impacts to air quality and climate change, and supports active transportation.

The proposed development is consistent with these policies due to the proximity of existing public service facilities; existence of municipal infrastructure with the capacity to manage the proposed development; and the proposed use of the existing lands for intensification as contemplated for the area, which supports further active transportation (and use of public transit) and contributes to the mitigation of negative impacts on air quality and climate change.

33. Policy 1.1.3.3 prescribes that planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment. The subject lands have been identified in the City of Barrie Official Plan as 'Urban Growth Centre' (Schedule 'I' – Intensification Areas) and as such are anticipated for the focus of residential intensification with accompanying policies for its implementation.
34. Policy 1.1.3.5 prescribes that minimum targets be established for intensification within the 'built-up area'. The minimum intensification target established for these lands is 150 persons/jobs per hectare due to its location within the 'Urban Growth Centre' and is consistent with the Official Plan policies and other provincial plans (i.e. Growth Plan 2019).
35. Policy 1.4.3 identifies that an appropriate range and mix of housing types and densities should be provided, including affordable housing, and by facilitating residential intensification by directing development to locations where appropriate levels of infrastructure and public service facilities can support current and projected needs and most efficiently use land and resources.

The proposal contemplates a high density mixed-use project with a variety of unit sizes and types. The proposed development is located in close proximity to public service facilities and will be serviced with full municipal infrastructure. Its location is in walkable distance to Major Transit facilities (e.g. Barrie Transit Terminal, Allandale Waterfront GO Station) and accessible to transit routes on Bradford Street and Dunlop Street, which provides direct access from the development to key areas across the city. At Site Plan Control, the development plan will also contemplate linkage of the built-form to municipal sidewalks and other active transportation facilities to the waterfront.

36. Policy 1.5.1 encourages healthy, active communities through the planning for public streets, spaces and facilities that are safe and meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

The proposed development identifies an extension of Simcoe Street which will provide further linkages to the waterfront and associated trails and public parklands in the downtown and future development.

37. Policy 1.6.6.2 states that municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas

on existing municipal sewage services and municipal water services should be promoted, wherever feasible.

The proposed development is located within an area identified for intensification and is proposed to be serviced with full municipal services.

38. Policy 1.6.7.2 states that transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.

Traffic and Parking Services have reviewed a Traffic Impact Study that was submitted as part of the application. Transportation demand management strategies will be further considered through Site Plan. There are several opportunities for the use of public transportation at this location (i.e. Bradford Street, Simcoe Street, Dunlop Street, Barrie Transit Terminal and Allandale Waterfront GO).

39. Policy 1.8.1 identifies the promotion of energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate change adaptation through compact built form, the use of active transportation and transit, and design and orientation that maximizes energy efficiency and conservation, and considers the mitigating effects of additional vegetation.

The development as contemplated consists of a compact built form, incorporating a mix of land uses, which is located on an arterial road and located adjacent to areas where the frequency and opportunities for public transportation use is high and where facilities for recreation and active transportation are enhanced. The proposed development is situated in an area of the city anticipated for residential intensification and provided with multi-modal means of accessing nearby commercial services, public service facilities and open space, thereby reducing greenhouse gas emissions and reliance on private vehicles.

40. Pursuant to Policy 2.1.8, the LSRCA has reviewed the application and have indicated that the proposed development is generally consistent and in conformity with the applicable provincial and local natural hazard and natural heritage policies.
41. Pursuant to policies of Section 3.1 (Natural Hazards), development shall generally be directed to areas outside of natural hazards. The proposal is consistent with this section as the property is not located within a natural hazard area.
42. Planning staff are of the opinion that the proposed development is consistent with, or does not conflict with, the Provincial Policy Statement (2014).

**Growth Plan for the Greater Golden Horseshoe (2019) ('A Place to Grow')**

43. The Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect in May 2019. All planning applications are required to conform to the Growth Plan. The Growth Plan provides a framework for implementing the province's vision for building strong and prosperous communities by managing growth in the region and by establishing a long-term framework for its viability. The Growth Plan can be found in its entirety at the following link:

<https://files.ontario.ca/mmah-greater-golden-horseshoe-place-to-grow-english-15may2019.pdf>.

44. Downtown Barrie is identified as an 'Urban Growth Centre' pursuant to the policies of the Growth Plan. Accordingly, Urban Growth Centres are to be planned to accommodate significant population and employment growth and to serve important functions as focal points for investment in regional



public service facilities and a broad range of diverse land uses. These activities are to be supported by and facilitate the use of transit networks at the local and regional scale.

45. The Growth Plan provides general policy guidance with an emphasis on promoting growth and development (i.e. residential and employment) within the municipal built boundary, with a particular focus on developing complete communities that encompass a diverse range of land uses, a range and mix of employment and housing types, high quality public open spaces and easy access to local stores and services. Development patterns are also to reflect and make use of existing and sustainable infrastructure and direct growth away from areas of natural heritage significance and sensitivity.
46. The Downtown Barrie Urban Growth Centre is to be planned to achieve a minimum density target of 150 residents and jobs combined per hectare by 2031. The proposed development contemplates a density of approximately 213 units per hectare or 396 persons and jobs per hectare and exceeds the minimum target on a site-specific basis.

Policy 2.2.1.4 references *complete communities* that feature a diverse mix of land uses (including residential and employment) in a more compact built form, and convenient access to local stores, services and public service facilities (co-located and integrated in community hubs). Complete communities are intended to provide a range of housing and transit options (including active transportation) and provide an appropriate supply of safe, publicly-accessible open spaces, parks, trails and, vibrant public realm, and other recreational facilities, and to promote healthy, local and affordable food options (including urban agriculture). Mitigation and adaptation to climate change impacts (i.e. reduction in greenhouse gas emission) and the integration of green infrastructure and low impact development techniques are all to be included in the incorporation of the complete community concept.

The proposal is a high density mixed-use development, including a range of housing types/sizes and a YMCA community facility within a compact built form (i.e. three residential buildings, a structured parking facility and parkette) situated on an arterial road in downtown Barrie (Urban Growth Centre). The location of the proposed development is in proximity to multiple facilities offering frequent transit service throughout the city as well as within walking/cycling distance to key public service facilities, waterfront trails and recreational opportunities, and commercial/retail/health-related services.

47. Policy 2.2.2 of the Growth Plan requires that a minimum of 40% of all residential development occurring annually within the City of Barrie will be within the delineated built-up area until such time that the next municipal comprehensive review is approved and in effect. At that time, the minimum intensification target will be increased to 50% annually. This proposal will contribute to this density target.
48. Policy 2.2.3 of the Growth Plan states that Urban Growth Centres will be planned as focal areas for investment in regional public service facilities, as well as commercial, recreational, cultural and entertainment uses and to serve as high-density major employment centres while accommodating and supporting transit at the regional scale (and connection point for inter- and intra-regional transit). The Growth Plan states that Urban Growth Centres are to accommodate significant population and employment growth.

Downtown Barrie is identified as an 'Urban Growth Centre' to 'Schedule 2' (A Place to Grow Concept) of the Growth Plan for the Greater Golden Horseshoe. As the principal primary settlement area and the only urban growth centre in the Simcoe Sub-Area of the Growth Plan, Downtown Barrie is anticipated to be a focus for growth and development for the Simcoe Area and Southern Ontario. The area surrounding the subject property is also developing into a "Community Hub" with a range of public service facilities that will support residential growth. This includes the proposed

YMCA as a part of this application, as well as cultural and entertainment facilities such as the development of the adjacent Fisher Auditorium.

49. Policy 2.2.6.3 of the Growth Plan aims at supporting complete communities through the use of tools that require multi-unit residential developments to incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes. The proposed development contemplates a variety of unit types which will be refined through the Site Plan Control process.

**Lake Simcoe Protection Plan (LSPP)**

50. The Lake Simcoe Protection Plan (LSPP) is a policy and implementation document that guides efforts to protect and restore the ecological health of the Lake Simcoe watershed. The subject application has been reviewed in detail by the Lake Simcoe Region Conservation Authority (LSRCA) for conformity with the LSPP. The LSRCA has provided comments noting that the proposed development is generally consistent and in conformity with the applicable provincial and local natural hazard and natural heritage policies. LSRCA has no objection to the approval of this Zoning By-law Amendment Application but will be providing comments relating to Phosphorus Review as part of a future Site Plan Control Application. The Lake Simcoe Protection Plan can be found in its entirety at the following link:

<https://www.ontario.ca/page/lake-simcoe-protection-plan>.

**City of Barrie Official Plan**

The subject lands are designated 'City Centre' as shown on Schedule 'A' (Land Use) and are located within the 'Urban Growth Centre' as shown on Schedule 'C' (Defined Policy Areas) and Schedule 'I' (Intensification Areas) of the City of Barrie Official Plan. The Official Plan can be found in its entirety at the following link:

<https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Official%20Plan%20-%20January%202018.pdf>.

As an Urban Growth Centre, Downtown Barrie will be the focus for growth and development for the Simcoe Area and is identified as the principal primary settlement area within the Simcoe Sub-Area (and the only 'Urban Growth Centre') in accordance with the Growth Plan for the Greater Golden Horseshoe.

**'City Centre Planning Area'**

51. In accordance with the City of Barrie Official Plan, permitted uses within the 'City Centre' designation include commercial uses ranging from local service and retail use to business and administration uses; residential development, including the residential use of upper storeys of commercial buildings; cultural and institutional uses; leisure and recreational uses; major office uses and all levels of government and special purpose agencies. It is also a general policy of the Official Plan to promote the creation of residential units in conjunction with other uses within this area.
52. Lands located within the 'City Centre' designation are intended to provide a broad range of land uses (i.e. retail, service, office, institutional, public and residential). Where possible, these land uses should be integrated with residential, community facilities and open space uses. The City Centre includes the Downtown Barrie Urban Growth Centre, which is planned to achieve a minimum gross density target of 150 residents and jobs combined per hectare.

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53. Section 4.3.2.2 (c) of the Official Plan encourages a variety of residential housing types at medium and high densities within the City Centre in order to increase the resident population, provide live/work opportunities, ensure the downtown is used after business hours and create a local market for convenience and service goods. The uses proposed are permitted by the Official Plan.
54. The 'City Centre Planning Area' is comprised of the traditional central business district, historic downtown as well as some of the city's older residential areas. The City Centre and in particular, the downtown are recognized as a strategic priority in terms of focusing community interest and investment to encourage land use, infrastructure and linkages with the waterfront that affect a growing and more geographically extended population (i.e. outside of the downtown area).
55. Section 4.2.2.3 (c) of the Official Plan states that high density development in excess of 150 units per hectare shall be restricted to locations within the City Centre unless an amendment to the Plan has been approved. The proposed development contemplates a residential density of 213 units per hectare and is located within the City Centre and meets this Official Plan policy.
56. Section 4.3.2.2 (h) of the Official Plan also encourages visual and pedestrian linkages between commercial and related uses in the City Centre and the open space system along the waterfront. The proposed development considers an extension of Simcoe Street that would provide municipal sidewalks and active transportation facilities (multi-use trail) connecting to the waterfront and its existing trail network. The extension of Simcoe Street also assists in creating frontage and address for new residential development and will provide direct connection from development to the municipal sidewalks and trails.

#### **'Urban Growth Centre'**

57. Section 3.1.2.3 of the Official Plan states that the City of Barrie Growth Management Strategy identifies that the built-up area can accommodate an additional 13,500 housing units; of which 39% (5,265 units) are planned within the 'Urban Growth Centre' and 61% (8,235 units) are outside of the 'Urban Growth Centre'. The planning horizon extends to 2031 when the Downtown Barrie Urban Growth Centre is planned to achieve a minimum of 150 residents and jobs combined per hectare.

#### **Intensification Policies (Section 4.2.2.6)**

The proposed development was reviewed in concert with the intensification policies of the Official Plan. These policies implement the City of Barrie Intensification Study that was completed in 2009 which encourages residential intensification to be directed to the Urban Growth Centre (UGC), Intensification Nodes, Intensification Corridors, and the Major Transit Station Areas.

58. Section 4.2.2.6 of the Official Plan states that residential intensification shall be focused in the Urban Growth Centre, Intensification Nodes, Intensification Corridors, and the Major Transit Station Areas identified by the Official Plan. It is anticipated that intensification will contribute to development that is more compact and will efficiently use land and resources, optimize the use of existing and new infrastructure and services, support public transit and active transportation and contribute to improving air quality and promoting energy efficiency.

The subject lands are located within the 'Urban Growth Centre' and within a 'Major Transit Station Area' and are planned for intensification. The proposed development is consistent with the intent of these policies and exceeds the minimum target densities anticipated by the Official Plan (i.e. 150 persons and jobs combined per hectare within the 'Urban Growth Centre').

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### **Tall Building and Height Control (Section 6.6)**

59. In January 2014, the City introduced policies for Tall Buildings which were later incorporated into Official Plan policies. These policies are applicable and reviewed for any proposed development in excess of three (3) storeys in height; particularly as it relates to lands located within the Urban Growth Centre and other Intensification Areas where it is anticipated that the majority of this type of development will occur.
60. The subject lands are designated as a 'Height Review Study Area' on Schedule 'C' (Defined Policy Areas) of the City of Barrie Official Plan. Accordingly, the submission of technical studies and plans, including but not limited to, an Urban Design Report and Shadow Study were submitted in support of the application. These documents addressed elements such as site context (i.e. adjacent and surrounding buildings, structures and uses); built form; views; wind channeling; urban heat island effect; weather protection; and, shadowing.
61. Through review of the Zoning By-law Amendment application materials, Planning staff have identified that the proposed development achieves several key Urban Planning priorities for tall building applications as outlined in Section 6.6:
- Locating proposed height and density away from existing surrounding low-density residential areas.
  - Preserving and integrating the Prince of Wales heritage façade into the development.
  - Supporting the creation of a Community Hub by providing both downtown residential units and a YMCA community facility in close proximity to the Fisher Auditorium and Kidd's Creek realignment.
62. Staff have also identified matters where the proposed concept plan may require some fine tuning to better address the goals of Section 6.6 of the City of Barrie Official Plan. Staff are of the opinion that these items are not contingent for the approval of a Zoning By-law Amendment, and will be addressed in a collaborative manner with the applicant through the Site Plan process, to the satisfaction of the Director of Development Services. These policy matters include:
- 6.6.3 (a), 6.6.4(c)(i and ii), 6.6.4(d)(ii-iii) Reducing the visual and physical impact of tall buildings on the adjacent pedestrian realm by fostering a human scale design. Creating a street wall of continuous built form frontage along property lines of adjacent streets and ensuring that main entrances to buildings are directly accessible from public sidewalks. Ensuring street walls provide active at-grade uses with building facades incorporating transparent windows, doors, glazing, and other such architectural treatments. Other architectural details, materials and design features that improve the pedestrian experience and create a comfortable pedestrian realm will be further explored.
  - 6.6.3 (d) Ensuring parking areas, site servicing, loading areas, and building utilities are located behind buildings and adequately screened from public view.
  - 6.6.4(a)(i) Designing buildings to mitigate shadow impacts on parks and open spaces, private amenity areas, and surrounding streets.
63. On balance, Staff are of the opinion that the development generally meets the intent and goals of the Official Plan policies and will be able to satisfy the policies of Section 6.6 and contribute to a strong Community Hub in Barrie's City Centre.

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### **Urban Design Guidelines (Section 6.5)**

64. Policy 6.5.2.2 (b)(iv) identifies that major parking, loading and delivery areas, as well as garbage enclosures should be confined to the rear of the buildings.

Staff will work with the applicant through Site Plan to address this policy. The current concept plan proposes surface parking in front of new buildings. Loading and garbage enclosures are generally located at the rear. Staff will work with the applicant to address these policies at site plan.

65. Policy 6.5.2.3 (a-k) identifies guidelines for the City Centre focusing on high quality building and public space and streetscape design, pedestrian-oriented development, consideration of viewsheds to the lake, enhancing visual and physical connectivity to the waterfront. Planning staff are of the opinion that the proposed zoning by-law amendment generally conforms to these high level guidelines, but will be clarifying and finalizing these details through detail design review at the submission of site plan – particularly focusing on:

- The design of buildings and open spaces to consider pedestrian scale, comfort, safety and access.
- Ensuring the construction of new buildings is compatible with heritage structures, and blends new development and existing streetscapes to add to the area's character.

Staff will work with the applicant to address these two matters. In particular, to work with the applicant to implement appropriate design strategies and material selection for proposed buildings adjacent to the Prince of Wales façade, with the goal of seamlessly integrating the façade with the development to showcase the City's heritage while also creating a high quality, pedestrian-oriented public space.

### **Affordable Housing (Section 3.3.2.2)**

66. Section 3.3.2.2 identifies the goal to achieve a minimum target of 10% of all new housing units to be affordable. The criteria for affordable housing is identified as the least expensive of:

- Housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or,
- Housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.

In the case of rental housing, the least expensive of:

- A unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or,
- A unit for which the rent is at or below the average market rent of a unit in the regional market area.

67. The applicant has indicated that the development will not incorporate affordable housing units (as defined). However, an increase in the supply of purpose built market rental accommodations in

the downtown has been a goal of the City of Barrie for many years and may assist with overall affordability in the city.

#### **Groundwater Protection (Section 3.5.2.3.3)**

68. Section 3.5.2.3.3 of the Official Plan and Schedule 'G' (Drinking Water System Vulnerable Areas) identifies where the variety of permitted land uses may be limited in order to protect groundwater resources.

The City may require a risk assessment and/or hydrogeology analysis where there is potential for a proposed development to pose a significant risk to a vulnerable aquifer located in one of the well head protection areas.

The risk assessment shall be completed to the satisfaction of the Ministry of Environment, Conservation and Parks and in consultation with the respective Conservation Authorities, where appropriate, and the City shall address the following:

- i) Existing groundwater quality and local hydrogeological setting;
- ii) Nature of any predicted adverse impacts;
- iii) The ability to eliminate or effectively mitigate these impacts; and,
- iv) The proposed mitigation measures.

The proposed development has been reviewed by the City's Risk Management staff with respect to conformity with these policies and staff have advised that these items are to be reviewed upon the submission of a Site Plan Control Application.

#### **Drinking Water Protection (Section 3.5.2.3.5)**

69. Section 3.5.2.3.5 of the Official Plan prohibits development, site alteration and land uses that involve the storage or manufacture of pathogens, chemicals or dense aqueous phase liquids in IPZs, as identified on Schedule 'G', where they would constitute a significant drinking water threat.

The proposed development has been reviewed by City's Risk Management staff with respect to conformity with these policies and staff have advised that these items are to be reviewed upon the submission of a Site Plan Control Application.

#### **Energy Conservation and Renewable Energy Systems (Section 3.7.2)**

70. Section 3.7.2.1 promotes a compact urban form, which supports active transportation, transit use, vehicle trip reduction, and the consideration of increased densities and building materials to support energy conservation. The proposed development conforms to this policy as it provides a compact, mixed-use development form and provides opportunities for future residents and occupants to support active transportation with sidewalk connectivity to adjacent (and on-site) commercial uses, and transit use. The compact built form supports energy conservation. Further sustainable design and development strategies will be reviewed upon the submission of a Site Plan Control Application.

#### **Natural Heritage Resources (Section 3.5.2.4)**



71. The proposed development is permitted within the 'City Centre' designation of the Official Plan. Further, the LSRCA was circulated the application for zoning by-law amendment and have indicated that the proposed development is generally consistent and in conformity with the applicable provincial and local natural hazard and natural heritage policies.

#### **Community Benefit Contribution**

72. Recent enactment of provincial legislation has changed the manner in which municipalities are authorized to collect funds for community benefits as a result of land use approvals during the planning process. These changes have resulted in the replacement of Section 37 of the *Planning Act* in place of a Community Benefits Charge policy. The draft Regulations to implement the Community Benefits Charge policy have not been finalized, but are anticipated soon.
73. It is generally understood that municipalities will be required to pass community benefits by-laws, which, among other items, would require municipalities to report on the community benefits being charged/collected and to which community benefits the funds are allocated. The deadline for this transition is anticipated as January 1, 2021.
74. In the meantime, Section 6.8 of the Official Plan permits the City to negotiate community benefits when considering passing an amending zoning by-law to increase the height and/or density of a development beyond what is currently permitted. The proposed development exceeds the maximum building height provisions of the zoning by-law, and therefore, the Bonusing Policies contained within the Official Plan are applicable.
75. In accordance with the Height and Density Bonusing Policy, staff shall recommend for the provision of community benefits, provided that:
- a) The development constitutes good planning and is consistent with the goals, objectives and policies of the Official Plan;
  - b) The community benefit provided bears a reasonable planning relationship to the increase in height and/or density of the proposed development having an appropriate geographic relationship to the development; and,
  - c) Adequate infrastructure exists or will be provided by the developer to support the proposed development.

The Height and Density Bonusing Policy sets out several community benefits that may be secured. These include, but are not limited to the provision of affordable housing units; arts and cultural facilities; public art; streetscape improvements; local improvements to transit facilities; parks facilities and equipment; enhanced on-site tree planting or landscaping; and, amenities for active transportation such as pedestrian or cycling facilities.

#### **Site Plan Control (Section 6.3)**

76. Pursuant to City of Barrie By-law No. 99-312 (Site Plan Control Areas) and under the authority of Section 41 of the *Planning Act*, the proposed development will be subject to Site Plan Control. Matters of site plan approval that will be reviewed include site design matters related to parking and site access, lighting, landscape and tree preservation, acoustic/vibration, site servicing, grading/drainage and urban/architectural design.
77. An executed Site Plan Agreement between the City and the applicant will be required prior to the commencement of construction or site works.

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### **Holding Provisions (Section 6.7)**

Pursuant to Section 36 of the Planning Act and in accordance with the City of Barrie Official Plan policies, a Holding (H) Symbol is to be applied to the property as a component of the zoning by-law amendment. The Holding (H) Symbol would be removed at such time as the appropriate conditions related to the proposed development are fulfilled. These include:

#### Record of Site Condition

The filing of a Record of Site Condition (RSC) with the Province of Ontario.

#### Community Benefits Contribution

The removal of the Holding (H) Symbol on the lands, as stipulated in the draft amending zoning by-law, will require the acceptance of a Community Benefits Contribution Agreement, to the satisfaction of the City of Barrie. The basis of the Agreement will be the policies contained in the Official Plan with respect to height and density bonusing or emerging Provincial legislation that establishes the authority to levy Community Benefits Charges and accompanying Regulations (yet to be determined by the Province).

Until such time as those key elements of the development are established, the Holding (H) Symbol will remain on the lands. The issuance of a building permit to commence construction will not be permitted until the Holding (H) Symbol is removed. Application to remove the Holding ('H') Symbol may proceed on a per phase basis or for the site in its totality.

### **City of Barrie Intensification Area Urban Design Guidelines**

78. In June of 2013, Council received the Urban Design Guidelines for the Intensification Areas as prepared by Brook McIlroy, October 2012. These guidelines are intended to ensure that new development is compatible with the existing built fabric while creating an attractive and safe public realm that supports alternative modes of transportation and is environmentally sustainable. One of the consistent themes throughout these guidelines is to create higher density, mixed-use, pedestrian friendly streetscapes throughout the intensification areas. In this regard, buildings should be positioned to frame abutting streets, main entrances should be directly accessible from public sidewalks and the front street wall of buildings should be built to the front property line. The Guidelines further suggest that development on prominent streets should meet a high standard of design.

As noted in the analysis above, the City's Urban Design Planning staff will offer further guidance and will work collaboratively with the applicant through the Site Plan Control process.

### **Historic Neighbourhoods Strategy (June 2010)**

79. The subject lands are located within the Historic Neighbourhood Defined Policy Area as identified on Schedule 'C' (Defined Policy Areas) of the Official Plan. This area was established pursuant to the approval of Official Plan Amendment No. 54 (OPA No. 54) by By-law No. 2016-058 and generally includes the area highlighted by the Historic Neighbourhood Strategy (June 2010); excluding the areas consistent with the location of the 'Urban Growth Centre' identified in the Places to Grow Growth Plan.
80. The review of the application for zoning by-law amendment had regard to the policies and goals of the Historic Neighbourhoods Strategy (June 2010) insofar as the proposed development provided a Cultural Heritage Impact Study for the Prince of Wales building which identified the recommended



strategy for integrating the façade into the proposed development, and its proposal to use the space for continued awareness of the building's history in Barrie.

81. Through Site Plan, the proposed development will contemplate a pedestrian-scale orientation to the public realm and provide a high quality and compatible mix of materials, textures, height, setbacks and form; particularly as it pertains to the Bradford Street frontage and the framing of the Prince of Wales façade.

**Zoning By-law No. 2009-141**

82. The subject properties, lands known municipally as 34-50 Bradford Street and a portion of 125 Dunlop Street West, currently hold mixed zoning standards including the following:

- **34-40 Bradford Street:** Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481);
- **44 Bradford Street:** Transition Centre-1 (C2-1) Zone;
- **50 Bradford Street:** Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481), Holding Provision No. 125 (H-125);
- **Red Story Field:** Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481); and
- **Portion of 125 Dunlop Street:** Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481), Holding Provision No. 125 (H-125)

83. The existing Special Provision No. 481 (SP-481) applies to portions of the subject lands and includes two specific regulations:

- The addition of a school, college or university as a permitted use.
- The prohibition of automotive service station, building supply centre, bus terminal, bus transfer station, nightclub, nursery or garden supply centre as permitted uses.

The conditions included in SP-481 do not impact the proposed development. These conditions relate to a previous proposal for the site. Staff eliminated them from the amending by-law.

84. Holding Provision No. 125 applies to portions of the subject lands and requires the owner to enter into a Site Plan Agreement with the City of Barrie, prior to the development of the site. The property is subject to Site Plan Control; meaning that a Site Plan Agreement would be a normal requirement for development and the holding provision is not be needed for this purpose.

**Zoning Rationale for Special Provisions (SP)**

85. As described above, the main purpose of the Zoning By-law Amendment is to create new site-specific provisions for the subject lands. The uses are already permitted in the parent C1 and C2 zones. The lands are proposed to be merged into one parcel and developed comprehensively, with a single zoning applied to the subject property. The site specific zoning provisions requested are outlined and justified below.

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### Commercial Uses

86. The applicant is seeking to remove the requirement to provide commercial uses on the subject property. A special provision permitting 0% commercial coverage is being proposed, whereas Comprehensive Zoning By-law 2009-141 requires a minimum 50% coverage for Commercial Uses, as a percentage of lot area.
87. Staff are of the opinion that the requirement to provide commercial uses equal to 50% of the lot area is not feasible, nor practical for this site where the City's focus has been to establish residential and institutional uses to create a Community Hub – which may include other City institutional and/or commercial uses. As such, staff are of the opinion that the 50% requirement for commercial uses is not necessary to achieve the intent of the Official Plan policies of the City Centre in this instance. The intent of the City Centre designation is to “provide a broad range of retail, service, office, institutional, public and residential uses to serve the general needs of Downtown residents as well as specialized functions for the entire community and market area. Retail stores, offices, hotels, institutional, and entertainment uses shall be integrated, where possible, with residential uses, community facilities, and open space”. Staff are of the opinion that the proposed development achieves the intent of the Official Plan's City Centre policies by integrating residential uses with the YMCA facility (institutional) and parkette which will serve the entire community.
88. The intent of creating a minimum requirement for commercial uses in the Zoning By-law was to provide for the needs of Downtown residents while also creating activity and animation on the ground floor of buildings to contribute to the liveliness of City Centre streets. As per the Official Plan policy outlined in Paragraph 87, a number of uses can contribute to active and animated urban environments – not only commercial uses. Staff are of the opinion that the location of the YMCA on Bradford Street largely achieves the intent of this requirement and Official Plan policy.
89. The 50% requirement in Comprehensive Zoning By-law 2009-141 has frequently been modified and/or removed through a number of site-specific Zoning By-law Amendments that have been before Council, as well as many Committee of Adjustment decisions. This is a known issue and Staff have been seeking new and more flexible policy solutions to achieve the vision for the City Centre in the ongoing development of a new Official Plan and Zoning By-law.
90. Staff note that the practicality of requiring a percentage of lot area as commercial space decreases with the size of the site. On larger sites, such as the subject site, providing 50% of the lot area would result in over 14,000 square metres (150,695 square feet) of new commercial space. Commercial development at this scale would have significant market impacts. In urban environments, many municipalities require a certain percentage of the *lot frontage* or *building frontage* be dedicated to active uses (retail, commercial, hospitality, institutional etc.), rather than requiring a percentage of the *lot area*. This ensures that streetscapes active, animated and that buildings are porous for pedestrians at the ground level.
91. Through public feedback received from the Neighbourhood Meeting and the statutory Public Meeting, support for commercial uses on this site and a desire for a downtown grocery store and pharmacy was vocalized.
92. There is a significant supply of lands used, as well as zoned and designated commercial in the immediate vicinity that, over time, can be redeveloped to serve a growing downtown residential population. Staff recognize the need for 'daily needs' commercial uses in the downtown - including a grocery store and pharmacy. By providing a greater supply of residents in the downtown, Staff intend to create a demand and follow the City Centre policies of the Official Plan, which encourage residential uses including a variety of housing types at medium and high densities in order to increase the resident population, provide live/work opportunities, ensure the Downtown is used

after business hours, and create a local market for convenience and service goods such as a grocery store and pharmacy.

93. Although the development is not contemplating commercial uses within the residential buildings, the inclusion of the YMCA facility provides a unique mix of residential and community uses that complement one another and the surrounding commercial uses along Dunlop Street and further into the City Centre. Staff also note that transitional nature of the site, which requires a distribution of active and passive land uses between:

- the City Centre character and function both to the north of the proposed extension of Simcoe Street along Dunlop Street as well as along Bradford Street and further east.
- Stable residential neighbourhoods west of Eccles Street.

Staff are of the opinion that the proposed location of the YMCA and parkette along Bradford Street will create active and animated streets that contribute to the character and function of the City Centre. Focusing residential uses along the proposed Simcoe Street extension will provide a land use transition from the active uses in the City Centre to the residential neighbourhoods west of Eccles Street. Taken together, the site achieves a successful mix of land uses that responds to the surrounding contexts. Building design will also need to address these transitions. This is further explored below.

94. Staff are of the opinion that the Special Provision to remove the minimum commercial requirement and provide standalone residential buildings is appropriate.

#### **Building Heights and Step-Backs**

95. Through the original application received by the City, the applicant sought to increase the overall building height to 70 metres from the currently permitted 45 and 30 metres on the C1-2 and C2-1 Zones, to permit the construction of two 20 storey buildings. The applicant also sought to eliminate the requirement for a step-back in building height after the initial 10 metres of height along a front lot line or flankage.

96. Staff generally support the additional overall height permissions on the site, given that:

- the proposed concept is well below the permitted maximum gross floor area requirements in C1 and C2 zones (210% is proposed, whereas 600% and 400% are permitted in C1 and C2 zones, respectively),
- the site has a surrounding context of existing and proposed tall buildings along Lakeshore Drive and Bradford Street.

97. Staff do not support the removal of the stepping provisions of the by-law. Additional special provisions are proposed to add flexibility for the built form in the development to respond and transition to the different street widths, open space conditions, and building heights that surround the site, as well as the proposed structures as shown on the concept plan.

98. The general intent of step-back provisions in Comprehensive Zoning By-law 2009-141 is to ensure that tall building developments consider and provide a human scale and pedestrian-oriented urban environment in the City Centre. If designed poorly, tall buildings can negatively impact and impose on surrounding neighbourhoods, streets and public spaces. Poorly designed tall buildings can create undesirable shadow and wind conditions, create unarticulated skylines that impede views,

access to daylight, and block sky views from the public realm below. The use of step-backs is a best practice in urban environments and a proven design tool that:

- Reduces the visual impact of tall buildings by pushing them further away from streets and open spaces, and helps to create a human scale, pedestrian-oriented built form at the street level. Typically, best practices in other municipalities force towers to step back after the third, and up to a maximum of between six and eight storeys.
- Provides architectural transition between building heights and adds visual interest to buildings. The base building, or podium, created by a step-back, provides an opportunity for design and material breaks in taller buildings. This allows architects to focus details and high quality materials at a human scale which contribute to a rich pedestrian experience and provides opportunity for the development to respond to the materiality and character of the surrounding neighbourhood context.
- Mitigates negative microclimate conditions by improving access to sunlight on surrounding streets, open spaces and neighbourhoods and adding wind breaks that protect sidewalks and open spaces from down drafts and wind tunnels often creating by tall buildings.

99. Staff recognize that step-backs may require further design consideration to building and floor plan design. However, given the site's key location in the Urban Growth Centre as well as its adjacency to significant municipal projects such as the Kidd's Creek daylighting project and the Fisher Auditorium Performance and Conference Centre, staff are of the opinion that the City should collaborate with applicants to achieve high quality urban design and architecture outcomes that prioritize human scale design and a rich pedestrian experience at this new Community Hub in the City Centre.
100. Staff note that the parent C1 zone standards do not require minimum or maximum front or side yard setbacks. Given the Official Plan's policies to frame streets with development and create a street wall of pedestrian-oriented development, the intent of providing no minimum or maximum setback was to encourage urban frontage with minimal setbacks, while allowing flexibility to establish vary setbacks for things like street-side patios. Staff expect to work with the applicant to achieve the intent of the Official Plan policies. However, staff note that buildings may be set back further than 5 metres, in which case the step-back provisions would not apply. At a minimum, staff will work collaboratively with the applicant to explore other design strategies to help frame a pedestrian-oriented street wall including; building articulation including small variations to the setback along the building frontage and the use of higher quality building materials at the human scale.
101. Planning staff are of the opinion that the current Zoning By-law provisions for step-backs after the first 10 metres of building height within 5 metres of the front lot line and flankage, are generally out of date and do not support current market and building trends for higher floor-ceiling heights, nor the City's own design guidelines for 4.5 metre high ground floors in intensification areas. Staff note that the applicant is assuming 3.5 metre floor heights.
102. Staff are of the opinion that the current zoning provisions for step-backs can be amended to offer the applicant design flexibility so that built form of the new development can respond to site-specific adjacencies including varying sizes of building heights, right of ways and/or public open spaces.
103. Planning staff therefore recommend that the City adopt the following Special Provisions with regards to building heights for the subject site:

- Require a minimum building height of 4.5 metres and a maximum building height of 22 metres within the first 5 metres of the front lot line and flankage, whereas Comprehensive Zoning By-law 2009-141 permits a maximum of 10 metres within the first 5 metres of the front lot line and flankage;
- Permit a maximum building height of 70 metres beyond the first 5 metres of the front lot line and flankage; whereas Comprehensive Zoning By-law 2009-141 permits 45 metres beyond the first 5 metres of the front lot line and flankage.

104. Planning staff are of the opinion that these Special Provisions for building height are appropriate.

#### **Parking on Adjacent Site**

105. Section 4.6.2.1 of Comprehensive Zoning By-law 2009-141 requires that parking spaces shall be provided and maintained on the same lot as the building or use for which they are required. The intent of this requirement is to ensure adequate parking for new developments and to ensure that properties are not over-developed.
106. The site is comprised of multiple sites that have been assembled and merged for the purpose of comprehensively redeveloping the lands. For the purposes of the Zoning By-law Amendment, the subject property is being treated as a single lot. However, to facilitate development of the YMCA, the applicant intends to sever the YMCA parcel from the remaining development in the future. The applicant is proposing that parking spaces for both the residential uses and the YMCA facility be shared within a parking structure located on the residential site. This results in more efficient use of the lands and better parking design.
107. When assessing the subject lands comprehensively for the purposes of the rezoning, staff again note that the proposed development is well under the maximum gross floor area permitted in C1 and C2 zones. Staff are therefore confident the site is not being over developed.
108. Staff note that the amendment would not decrease the overall parking requirement for the subject lands, and that the City's standards for a minimum of 1 parking space per residential unit, and 1 parking space per every 4 persons for the YMCA will be maintained.
109. Given that the parking is contained within the site being rezoned comprehensively and the urban context of the site, where the City expects multiple uses to share limited space, staff are of the opinion that the proposed amendment is appropriate.

#### **Landscape Buffer**

110. The applicant is seeking to permit a landscape buffer of 0 metres; whereas Comprehensive Zoning By-law 2009-141 requires 3 metres. The intent of the landscape buffer zone is to ensure adequate screening and buffering between two sites.
111. City staff understand that the site includes some fixed design points which could constrain portions of the site and which may require some flexibility with regards to the treatment of the side lot lines.
112. Given that the property adjacent to the subject property is a large commercial block within the Urban Growth Centre, with an anticipated future condition as a built-up urban environment, staff recognize that a landscaped buffer may not be the most appropriate, or the only solution in this context. Staff are seeking to work with the applicant to create an appropriate site specific condition. Planning staff have been advised that the applicant has been in discussions with the adjacent property owner of the commercial plaza about the treatment of this shared lot line.

113. Planning and Parks staff are of the opinion that an appropriate edge condition can be designed with the applicant through the Site Plan process.

#### **Lot Frontage and Addressing**

114. Implementing the policies of the Official Plan that call for buildings to create street frontage and have direct access to a public sidewalk, Planning staff are recommending the inclusion of a provision that recognizes Bradford Street and any publicly accessible extension of Simcoe Street as the frontage and address for future development(s).

#### **Record of Site Condition**

115. As per Ontario Regulation 153/04, a Record of Site Condition must be filed with the Province prior to changing to a more sensitive land use. A Record of Site Condition is required for this site, and will be required prior to the issuance of a Building Permit.

#### **Site Plan Control**

116. Subject to Council approval of the proposed Zoning By-law Amendment application, in accordance with By-law 99-312, the property would be subject to Site Plan Control. Site Plan Control addresses the development and design of the lands with regard to access, servicing (including adequate fire protection), stormwater management, landscaping, lighting, setbacks, building orientation/placement/massing, parking, etc.
117. Through the Site Plan Control process, Planning staff will be working with the applicant to ensure that the proposal adequately address the policies of the Official Plan and Intensification Area Urban Design Guidelines.
118. Other site matters that staff will further consider through the Site Plan process include:
- Coordinating with the applicant in the detail design of the proposed extension of Simcoe Street and the improvements to the intersections at Bradford Street and Eccles/Perry Street.
  - Considering the reconciliation of any orphaned lands as a result of the final design of the Simcoe Street extension for the purposes of improving site layout, building placement and design of developments - both public and private - and to create opportunities to provide a consistent frontage and built form street edge along the new right-of-way.
  - Relocating the Chimney Swift habitat. Prior to development, the applicant and the City will relocate the habitat as per the requirements of the Ministry of the Environment, Conservation and Parks and the Endangered Species Act (2007).
  - Appropriate integration and treatment of the Prince of Wales façade within the development and the design of the proposed urban parkette.

#### **Summary**

119. Staff have reviewed comments received from the Public and relevant internal departments and external agencies in regard to the proposed Zoning By-law Amendment application. In staffs' opinion, the considered appropriate and conforms to all relevant Provincial Policy and the City's Official Plan while being respectful of the existing residential development in the area.



## **ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS**

120. There are no environmental and climate change impact matters related to the recommendation, beyond those explored in the analysis section.

## **ALTERNATIVES**

121. There are three alternatives available for consideration by Planning Committee:

### **Alternative #1**

Planning Committee could refuse the subject Zoning By-law Amendment application and maintain the zoning on the subject lands.

This alternative is not recommended as the subject property is considered appropriate for the form of mixed use development. Further, refusal of the proposed amendment would result in the loss of much needed rental residential units within the City and its Urban Growth Centre. The proposed amendment is also in keeping with Provincial and Municipal policy.

### **Alternative #2**

Planning Committee could approve the subject Zoning By-law Amendment application without the requested Special Provisions.

This alternative is not recommended as the special provisions identified in the recommended motion are appropriate to facilitate the development of the site.

### **Alternative #3**

Planning Committee could modify the Special Provisions and approve the subject Zoning By-law Amendment application (i.e. keep the request from the applicant for no step-backs).

This alternative is not recommended as the special provisions identified in the recommended motion are appropriate to facilitate the development of the site.

## **FINANCIAL**

122. The proposed zoning by-law amendment, if approved, would result in the construction of 600 rental residential units and a 77,000 square foot YMCA. The annual property tax revenue on the residential units is \$1,791.00, per unit, for a total tax revenue of \$1,075,000.00 (Municipal). The current tax revenue from the existing property is \$52,415.00. (Municipal) Therefore the estimated municipal property tax increase would be approximately \$1,023,000.00. (2019 rate). The YMCA portion of the development does not pay municipal taxes, and only pays School Board tax.
123. Development Charge rates change annually and the design and make up of units is subject to change through site plan; therefore fees are calculated and collected at the time of building permit issuance. The below estimation assumes the lowest fee rates:

FEE	TOTAL
Development Charges	<b>Residential:</b> \$12,462,000 (600 units x \$20,770 rate for bachelor and 1 bedroom units)
	<b>YMCA:</b> \$1,486,465 (7,135m <sup>2</sup> x \$207.81)

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Cash-in-Lieu of Parkland	\$3,250,800 + the 5% of assessed land value of YMCA site (TBD)
Education Levy	\$1,816,210 (600 units x \$2,959 + 77,000ft <sup>2</sup> x \$0.53)
Finance Administration Fee	\$45,150

124. The proposed development concept includes a proposed extension of Simcoe Street for the technical reasons outlined in paragraph 12. Given that the applicant and the City each own half of the frontage of the proposed street extension with mutual benefits, a cost share agreement and approach to design and construction has been discussed with the applicant.
125. The total costs for the proposed street extension are to be established through a detailed design process through Site Plan. Council will be able to review and guide any expenditure related to the design and construction of the street extension through the annual budget, if the timing aligns, or through a staff report on this topic in particular.

#### **LINKAGE TO 2018–2022 STRATEGIC PLAN**

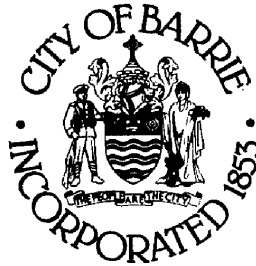
126. The recommendations included in this Staff Report support the following goals identified in the 2018-2022 Strategic Plan:
- ☒ Fostering a Safe & Healthy City
    - i) Build a greener Barrie while mitigating and adapting to climate change.
  - ☒ Building Strong Neighbourhoods
    - ii) Build walkable, diverse neighbourhoods that encourage community connections;
    - iii) Grow Responsibly
127. In accordance with Council's goals, approval of this mixed use development in the City's Urban Growth Centre provides for a compact form of development that maximizes the use of the subject lands, utilizes existing services and infrastructure, supports public transit and would support diverse and safe neighbourhoods.

Attachments: Appendix "A" – Draft Zoning By-law Amendment  
Appendix "B" – Proposed Concept Plan  
Appendix "C" – Comment Response Matrix



APPENDIX "A"

Draft Zoning By-law Amendment



Bill No. XXX

BY-LAW NUMBER 2020-XXX

**A By-law of The Corporation of the City of Barrie to amend By-law 2009-141, a land use control by-law to regulate the use of land, and the erection, use, bulk, height, location and spacing of buildings and structures in the City of Barrie.**

**WHEREAS** the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands known municipally as 34-50 Bradford Street and a portion of 125 Dunlop Street West, shown on Schedule "A" to this By-law, from Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481); Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481), Holding Provision No. 125 (H-125); and Transition Centre-1 (C2-1) Zone to 'Central Area Commercial-2' (C1-2) Zone, Special Provision (SP-XXX) Holding Provision (H-XXX)

**AND WHEREAS** the Council of The Corporation of the City of Barrie adopted Motion 20-G-XXX.

**NOW THEREFORE** the Council of The Corporation of the City of Barrie enacts the following:

1. **THAT** the zoning map is amended to change the zoning of 34-50 Bradford Street and a portion of 125 Dunlop Street West from Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481); Central Area Commercial-2 (C1-2) Zone, Special Provision No. 481 (SP-481), Holding Provision No. 125 (H-125); and Transition Centre-1 (C2-1) Zone to 'Central Area Commercial-2' (C1-2) Zone, Special Provision (SP-XXX) Holding Provision (H-XXX), in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** Bradford Street and any extension of Simcoe Street be considered the front lot line for future buildings.
3. **THAT** notwithstanding Section 6.3.2, no minimum coverage for Commercial Uses will be required.
4. **THAT** notwithstanding Section 6.3.2, building height be regulated as follows:
  - a. A minimum building height of 4.5 metres and a maximum building height of 22 metres within the first 5 metres of the front lot line and flankage;
  - b. A maximum building height of 70 metres beyond the first 5 metres of the front lot line and flankage.

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5. **THAT** notwithstanding Section 6.3.7, no minimum landscape buffer area shall be required.
6. **THAT** notwithstanding Section 4.6.2.1, parking spaces for the YMCA may be provided on separate lots within the same subject zoning parcel, should they be established on the subject lands through the registration of plans of condominium or consent applications.
- THAT** a Holding Provision be applied to the site until such a time that a Record of Site Condition has been filed to the Province and that a Construction Phasing Plan, and Community Benefits Contribution Agreement have been accepted to the satisfaction of the City of Barrie .
7. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above described lands generally shown on Schedule "A" to this By-law, shall apply to the said lands except as varied by this By-law.
8. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

**READ** a first and second time this **date** day of **month**, 2020.

**READ** a third time and finally passed this this **date** day of **month**, 2020.

**THE CORPORATION OF THE CITY OF BARRIE**

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**MAYOR – J. R. LEHMAN**

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**CITY CLERK – WENDY COOKE**

**Barrie**

Proposed New Zone  
File No. D14-1681  
34-50 Bradford St, Barrie - ON

**DRAFT**

Parcel:  
Zoning By-Law 2009-141  
Proposed New Zone

0 15 30 60 m

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GIS Barrie 21/3/2024

## APPENDIX "B"

### Concept Plan



## APPENDIX "C"

### Applicant Response Matrix to City, Agency and Public Comments



KITCHENER  
WOODBRIDGE  
LONDON  
KINGSTON  
BARRIE  
BURLINGTON

January 13, 2020

Jordan Lambie, MCIP, RPP  
City of Barrie  
Planning and Building Services Department  
70 Collier Street  
P.O Box 400  
Barrie, ON L4M 4T5

RE: **Response to City Staff and Agency Comments**  
**34-50 Bradford Street and part of Red Storey Field**  
**OUR FILE 1350L**

MHBC Planning, Martin Simmons Architects, Pearson Engineering and Crozier and Associates (project team), on behalf of HIP Barrie Central Inc. have reviewed the comments provided by City staff as well as circulated agencies. In response to the comments, additional review and revisions to the plan have been undertaken. Below, we have listed the staff/agency comments and have provided a response, where appropriate.

Department/Agency	Comments	Response
City of Barrie Accessibility	No comments or objections related to the Zoning By-law Amendment application	We acknowledge that the City's Accessibility and Diversity Specialist will have additional comments through the Site Plan process when greater detail is both provided and expected.
Alectra Utilities	No further comments to those provided through Pre-Consultation in January 2019	We note that Alectra's comments (from the Pre-Consultation process) are detailed in nature, and concern design requirements that are best evaluated through the Site Plan process.
Enbridge Gas	Does not object to the proposed application, however we reserve the right to amend our development conditions	No response required through the Zoning By-law Amendment application process. Requirements related to natural gas servicing will be

Department/Agency	Comments	Response
		discussed with Enbridge through the Site Plan process.
City of Barrie Engineering	The owner will be required to dedicate a 5.5 m road allowance widening along the entire Bradford Street frontage	The concept site plan shows a 5.5 m road widening proposed for dedication to the City (along Bradford Street).
	Right of way conveyance on Bradford Street must be shown on the drawings	The road widening is shown on the concept site plan.
	Provide the documentation from the Fire Flow Test	A Water Distribution Report will be provided as part of the Site Plan Application.
	Provide a Traffic Impact Study that includes an assessment of the need for a turning lane on Bradford Street as well as the extension of Simcoe Street	Please find enclosed a Traffic Memo that evaluates the warrant for a left turn lane on Bradford Street into the site, traffic control requirements for Eccles/Perry and the site entrance, as well as the need for the Simcoe Extension as it relates to the HIP Barrie Central development.
	Stormwater Management shall be coordinated with the Kidd's Creek Culvert Replacement project	The Stormwater Management Report prepared for the Site Plan application is coordinated with the Kidd's Creek project, and shows an outlet to the revitalized Creek based on discussions with staff.
	Additional requirements if the Zoning By-law Amendment application is approved.	It is noted that the Site Plan process will require additional engineering submissions, as outlined in the pre-consultation comments provided by City staff.
	That a satisfactory tree preservation zone be accommodated for the shared boundary/private trees along the south boundary. The submission identifies retention of trees #1-#9 without any defined tree protection zone/mitigation measures and does not provide a revised driveway layout to respect the driplines.	We have prepared an updated Tree Management Plan that encompasses the entire property. Further to that, we have engaged with the abutting land owner to the south, who is in agreement with the removal of all trees along the shared lot line. The abutting lands have an existing



Department/Agency	Comments	Response
	<p>It is also noted that private tree #18 is identified for removal, but again without the owner's written consent.</p> <p>Furthermore, the proposed south driveway south of Building #1 is not dimensioned with an offset from property line, and the landscape buffer appears to be only a fraction of a metre, and therefore inadequate for any tree planting as recommended.</p> <p>These issues must be addressed at this stage, to ensure the building setbacks, driveway buffer and parking count entrenched in the Zoning By-law is achievable.</p>	<p>building located close to the shared property line that will limit tree planting along the south boundary.</p> <p>The placement of buildings along the Bradford Street lot line limits the ability to incorporate landscaping along the south lot line. The YMCA and Prince of Wales Public School façade are fixed locations, leaving a specific amount of space in which to locate Building 1 and a driveway. Consequently, there will not be sufficient space within which to locate trees south of the driveway entrance.</p> <p>Other areas of the site will see more landscaping to offset the lack of tree plantings along the south boundary.</p> <p>We have enclosed the letter from the abutting land owner for your consideration.</p>
	<p>That the development layout be shown in the context of the proposed 5.4 m widening and the existing Bradford Street curb and sidewalk locations to the south, including a cross-section showing the proposed boulevard and sidewalk relative to the finished floor elevations. The cross-section should also clarify what the interim conditions will be if the Bradford Street road work is deferred, if street trees can still be planted, and whether a retaining wall may be required in the future to deal with the grade separation, and how it will impact the building façade, accesses and streetscape.</p>	<p>The Concept Site Plan provided as part of the Zoning By-law Amendment application includes the proposed 5.5 m road widening. Additional details related to finished floor elevations, boulevard cross-sections and detailed landscaping are best provided and evaluated through the site plan process. The Grading Plans and Building Elevations that will be provided through the Site Plan application process will consider the Bradford Street streetscape and its relationship to the development.</p>

Department/Agency	Comments	Response
Source Water Protection	The Source Water Protection comments are related to future site plan and building permit submission	The required information will be provided through the site plan and/or building permit processes.
Sustainable Transportation	<p>It is strongly encouraged for separate cycling infrastructure to be provided on the new municipal road to facilitate connections to the separate cycling path on the lakeshore and the planned cycle path along Bradford as per the Transportation Master Plan for the build out of an all ages cycling network.</p> <p>Consider adding bicycle parking at the front entrance of the YMCA via Bradford</p> <p>Consider improving the east/west pedestrian corridor in the centre of the site to the transit stop location near the YMCA</p> <p>The site configuration has a significant amount of surface parking. Consider a site reconfiguration focused on encouraging transit and active trips and less on auto trips.</p>	<p>The ultimate decision to proceed with and design the Simcoe Extension is up to City Council. The inclusion of cycling lanes will be determined by the City through the appropriate process for the creation of the road. We support the inclusion of cycling lanes within the new road, if approved and constructed.</p> <p>The inclusion of bicycle parking and the movement of pedestrians around the site will be considered through the site plan design, particularly regarding the movement to and from the parking structure, the YMCA and Bradford Street.</p> <p>Only 17% of the site's parking is proposed as surface parking, the majority is located within the underground/above ground parking structure.</p>
Environmental Compliance	A Record of Site Condition (RSC) must be filed prior to changing to a more sensitive use.	We acknowledge that a RSC is required prior to the issuance of a building permit. In the Draft By-law provided to the City, we have proposed the inclusion of a Holding 'H' provision with regard to the future requirement for a RSC.
	A Site Alteration Permit will be required from the Engineering Department	Noted
	All private wells not in use must be decommissioned in accordance with O.Reg 903 with documentation confirming such to the City	Any private wells will be decommissioned in accordance with provincial regulations



Department/Agency		Comments	Response
		A property line maintenance hole and/or sampling port is required on the property for the purpose of collecting discreet sanitary sewer samples from the facility in compliance with the Sewer Use By-law	Noted
		Waste Reduction/Collection	We note the City's comments regarding waste collection and the related requirements to accommodate waste collection vehicles and will consider the guidance from staff as part of the detailed site design and the future operation of the site and buildings.
Finance		Development Charges related information	We acknowledge receipt of the calculations provided by staff regarding the applicable development charges
Fire		The revised concept plan showing 5 new structures, new municipal road and modification to the parking plan at station 1 results in an unacceptable reduction in parking spaces at station 1. The new municipal road should incorporate a new vehicular entrance to improve fire apparatus access to the rear OH doors.	None of the proposed buildings or related parking/site development associated with the HIP Barrie Central lands impacts the parking lot associated with fire station 1. The City, as owners of and approval authority for, any new municipal road would have control over any impacts on fire station 1.
Heritage (Planning)	Barrie	The retention of the façade of the Prince of Wales Public School should not be left as a passive building. Rather it should make-up a part of the new buildings, or feature prominent(ly) as part of one. The building should not be demolished and should be preserved and repaired to prevent further deterioration.	Consistent with the previously provided Heritage Impact Assessment, the façade of the school will be retained and incorporated into the site's design, as a key component of a proposed parkette.
Heritage Committee	Barrie	<ul style="list-style-type: none"> <li>That the applicant provide and install plaques or an information boards, which can be visibly seen from the sidewalk, throughout the property to educate the public on the history of the building. Further the inside of the</li> </ul>	The façade of the school has been retained. Its inclusion in the site design is as a prominent entryway both into the site as a whole, as well as into a planned public park located around and behind the

Department/Agency	Comments	Response
	<p>building should be converted into an open air museum/art gallery which focuses on and highlights the history of the area and the building. This can be done through historic photographs, storyboards, plaques, etc.</p> <ul style="list-style-type: none"> <li>• That the design of the building maintains its current level of accessibility to the public. The building should therefore not be closed off or made inaccessible. This would be particularly beneficial if the building is used as an open museum/art gallery as described above</li> <li>• That the new buildings, particularly the tower south of Prince of Wales school building, incorporate or reflect the historic character of the school on the bottom three floors. The YMCA should also reflect the historic elements of the school building (to a lesser degree of importance).</li> </ul>	<p>façade. The intent is to reflect the past use of the site for both a public school and high school as part of the park's design. The space would be accessible to the public, with a direct pedestrian entrance from Bradford Street that maintains the existing prominent entrance as part of the front façade.</p> <p>The intent of the design of the new buildings is to provide modern buildings that contrast with the retained historic façade.</p>
Lake Simcoe Region Conservation Authority (LSRCA)	<p>We have reviewed the SAR screening prepared by Dillon Consulting and confirm that we have no further comments with respect to SAR.</p> <p>The requirement for the NHE (Natural Heritage Evaluation) was waived given that the watercourse mapped on the site is presently piped. There is a project involving LSRCA and the City to daylight parts of Kidd's Creek related to this development and any NH matters to that regard are being dealt with through that daylighting project.</p> <p>At present, we are awaiting further information to be provided by Pearson Engineering to facilitate further engineering review of this application (re a drainage boundary adjustment).</p>	<p>The proposed Stormwater Management design has all of the site's stormwater draining to Kidd's Creek. City staff indicated the Kidd's Creek culvert under Bradford Street is being upgraded and will be capable of accommodating the site's peak flow.</p> <p>While the Bunker's Creek culvert may eventually be upgraded to improve its capacity, staff did not have a timeframe for this improvement.</p> <p>A separate Hydrogeological Assessment will be prepared</p>

Department/Agency	Comments	Response
	The submitted FAR contains a brief section speaking to water balance requirements. These lands are within an identified SGRA and therefore the proponent will be required to satisfy Designated Policy 6.4o of the LSPP which requires the submission of a Hydrogeological Assessment.	and submitted with the Site Plan application.
Technical, Stormwater and Rail Operations	Technical, Stormwater and Rail section has reviewed the application and have no concerns at this point for the ZBA application. We will wish to review and comment further at the Site Plan Design Stage	We acknowledge that Technical, Stormwater and Rail Operations may provide additional comments through the site plan approval process.
Simcoe Region District School Board	Planning staff have no objections to the Zoning By-law Amendment	No response required.
Transportation Services	<ol style="list-style-type: none"> <li>1. There are operational and safety concerns regarding the geometry at the connection to Eccles Street. Staff would require modification to Eccles Street and create an improved T-intersection, or the implementation of a roundabout to control right of way which will reduce turning conflicts. The required geometric changes would impact the existing rear parking lot of Fire Station 1 which would have to be modified accordingly. The applicant is required to provide a preliminary design of the intersection of Eccles Street and the Simcoe Street extension.</li> <li>2. A warrant analysis is required to determine whether a dedicated northbound left-turn lane is warranted at Bradford Street and Simcoe Street/Proposed Simcoe Street Extension</li> <li>3. The TIS is also to include a construction staging plan as it relates to parking of trades people, delivery of construction</li> </ol>	<ol style="list-style-type: none"> <li>1. Crozier and Associates has prepared an evaluation of the intersection of Eccles/Perry and the site access. A preliminary design will be provided through the site plan process.</li> <li>2. A warrant analysis has been completed and a northbound left-turn lane is warranted. The analysis is included with this submission.</li> <li>3. A construction staging plan will be provided as part of the site plan application submission.</li> <li>4. Not a requirement related to the Zoning By-law Amendment application.</li> <li>5. Not a requirement related to the Zoning By-law Amendment application.</li> </ol>

Department/Agency	Comments	Response
	<p>material, impacts to existing on-street parking, maintenance of adjacent property access, pedestrian movements, City infrastructure, etc.</p> <p>4. The owner is responsible for the removal and salvage of City infrastructure including but not limited to roadway and parking illumination, pay &amp; display machine, parking meters, parking lot signage, etc. The owner shall coordinate the removal with the appropriate City staff</p> <p>5. The owner is responsible for maintaining the existing roadway lighting levels adjacent to the proposed site. In the event that the existing roadway illumination is to be removed or altered in any way due to construction the owner is responsible to provide temporary illumination to meet pre-existing conditions.</p> <p>6. The owner is to show the access connection of the Proposed Simcoe Street Extension at Eccles Street and Perry Street. Transportation Services requires the analysis for an All-Way Stop or a roundabout at this location</p> <p>7. Clarification is required regarding whether a dedicated northbound left-turn lane is warranted at Bradford Street and Simcoe Street/Proposed Simcoe Street Extension.</p>	<p>6. The required analysis for both an all-way stop and a roundabout are included with this response submission.</p> <p>7. As noted above, a northbound left-turn lane is warranted on Bradford Street at Simcoe Street/Site entrance</p>
City of Barrie Urban Design	A Block Plan was requested at pre-consultation to study the entire block upon which the subject site is situated, as well as the frontage of the blocks located on the opposite side of any bordering streets.	The concept site plan provided with the Zoning By-law amendment application outlines a master plan for the entire site, including its relationship to Bradford Street.

Department/Agency	Comments	Response
	The Urban Design Brief should identify how the development conditions on adjacent properties, including City-owned lands to the north, and adjacent private lands to the south.	The design acknowledges the City's plans for the Kidd's Creek daylighting project and denotes the potential road connection (Simcoe extension) contemplated by the City.
	<p>The Context Plans should further analyze/explore existing patterns of the surrounding urban fabric and identify/recommend how the proposed development:</p> <ul style="list-style-type: none"> <li>Integrates with and/or transitions to the surrounding streets and block sizes, surrounding land uses and built forms</li> <li>Creates improved walkability through circulation and open space systems which provide connectivity between the development and surrounding neighbourhood, the waterfront, Dunlop Street and the downtown.</li> </ul>	<p>The development provided conceptual pedestrian connections through the site and from parking areas to the various building entrances. Key connections are established along Bradford Street to bring pedestrians into the site, the parkette and to the two buildings facing Bradford Street.</p> <p>The parkette was situated on the site in the most publicly accessible area to ensure it is both visible and inviting to the public.</p> <p>Pedestrian connections are also conceptually shown linking the site to the Simcoe extension. If the road is not constructed, alternative pedestrian movements will be included in the design to ensure pedestrians can move through the site from Eccles/Perry through to Bradford St and the waterfront beyond.</p>
	The Block Plan needs to identify and address potential development impacts the proposed development concept may have on adjacencies as well as mitigation strategies. Generally, it should provide a planning framework for a cohesive new neighbourhood and 'community hub.'	<p>The location and height of the buildings was intended to increase the height along Bradford Street, while reducing the height closer to Perry/Eccles to assist with the transition to the lower rise residential neighbourhood.</p> <p>Lands to the north are intended for public open</p>



Department/Agency	Comments	Response
		<p>space, as part of the City's Kidd's Creek daylighting project, as well as other institutional/government buildings. The location of the proposed YMCA on the site is intended to support the City's future open space area, as well as the Fisher Auditorium and create a community hub.</p> <p>Lands to the south are industrial/commercial.</p> <p>Driveway access aisles were located along the south property line to provide physical separation from the existing buildings.</p>
	<p>The current concept design creates limited to no pedestrian street activity along both the proposed Simcoe Street extension and Bradford Street and does not adequately illustrate the conditions of the proposed open space area along Bradford Street – including potential topographical/grading challenges. Proposed special provisions to the zoning by-law would also see the removal of mandatory step-backs meant to create human scale development along City Centre streets</p>	<p>The Bradford Streetscape contains three separate elements, all of which contribute positively to the streetscape. The YMCA is anchored at the northeast corner of the site, and includes active uses along the Bradford Street facing façade, as well as an outdoor spill out-courtyard space to the south of the building.</p> <p>The proposed parkette that includes the Prince of Wales Public School façade is also located along and addresses Bradford Street. Pedestrians will be drawn into the site, using the historic building entrance to access the parkette space to the west. Detailed design aspects of the parkette will be included in the Landscape Plans as part of the site plan submission.</p> <p>Building 1, although oriented in an east-west direction, has an entrance directly from the</p>

Department/Agency	Comments	Response
		<p>street, and includes ground floor amenity areas along the Bradford Street frontage to assist in animating the public realm.</p> <p>All three components include pedestrian connections from Bradford Street.</p> <p>Although the Simcoe Street extension is conceptual only and its ultimate approval and construction undetermined (and up to City Council), the YMCA building has been situated to address that corner intersection, to anchor the site and activate the entryway into the project.</p>
	The development generally proposes a single form of development of slab-style buildings with large, unbroken floorplates, despite varied context of surrounding built form and the policies in Section 6.6.3(b) and 6.6.4(e) of the Official Plan	The detailed design of the residential buildings will be considered through the Site Plan process in discussion with City staff. The YMCA and the retained Prince of Wales Public School façade offer other building forms, materials, uses and types to offset the residential buildings, which together, provide variety in terms of design, materials and height.
	The proposed building massing and concept design offers limited variation, articulation, and/or visual interest and generally does not conform to the goals of the Official Plan for more slender tall buildings.	As noted above, the combination of the residential buildings, the YMCA and the Prince of Wales Public School façade offer variation in building type, massing, height and design. These elements and the detailed design aspects of the overall site will be discussed with staff through the Site Plan process. The buildings are oriented to reduce the appearance of



Department/Agency	Comments	Response
		mass from Bradford Street and while they are not point towers, they are also not overly long slab buildings. The two tallest towers are only 45 m long. We are of the opinion that the development conforms to the Official Plan.
	The proposed primary pedestrian open space and heritage feature is currently located on the north side of a tall building resulting in significant shadow impacts to the space	The parkette experiences both shade and sun, in the key months of the year when outdoor passive recreation is anticipated and most likely.
	The current concept design proposes to pull the built form away from street edges – leaving large surface parking areas fronting on to the proposed street. All buildings should be sited to create a continuous street wall along Bradford and the proposed Simcoe Street extension. Parking, loading and other back of house uses should be located behind the buildings and appropriately screened.	<p>As noted above, the concept plan includes building mass along the majority of the Bradford Street frontage. There is no surface parking fronting onto Bradford Street or Eccles Street.</p> <p>The Simcoe extension is a conceptual road, for which we understand funding has not been allocated.</p> <p>If the Simcoe extension is advanced by the City, and the development has not already been approved and constructed, further discussion with City staff regarding opportunities to align Building 3 with the street will be explored. However, the alignment of Building 3 to the Simcoe extension will result in a reduced separation from the low-rise neighbourhood to the west. By setting Building 3 back further to the south, greater separation is provided and additional opportunities are available for landscaping to soften the westerly portion of the site.</p>

Department/Agency	Comments	Response
		Building 2 is constrained in its location due to the irregular shape of the lot directly to the north. The triangular portion of the City owned lands that projects into the site reduces the physical space between Building 2's location and the interior entrance to the YMCA.
	The proposed concept (and Design Brief) should further identify urban design best practices for transition between the surrounding existing low buildings and the proposed tall buildings through the application of design strategies including the use of angular planes, setbacks and step-backs, as well as through the selection of building material and architectural design of the built form.	<p>The detailed aspects of building design will be further explored through the site plan process. The tallest buildings have been located the furthest from the low-rise residential neighbourhood to ensure an appropriate transition in height.</p> <p>Transition to the lands to the south is challenged by the proximity of the existing buildings to the lot line and the width of the subject lands. A combination of physical separation and landscaping will be used to transition towards the industrial/commercial lands to the south.</p> <p>Building 3 has been situated on the site to provide additional physical separation from the low-rise neighbourhood to the west, as well additional opportunities for landscaping to provide a visual screen.</p>
	<p>Staff recommends further exploring massing strategies to improve the transition in built form and height across the site and to the stable residential area on Eccles Street (setbacks, heights, massing and step-backs).</p> <p>Design strategies for using the public realm to assist in transition from the residential character of Eccles Street to</p>	<p>Building 3 has been situated on the site, in the southwest corner to provide additional separation from the neighbourhood west of Eccles/Perry Streets. The building is set back 18 metres from the lot line closest to Eccles/Perry, while the building is only 10 storeys/35 m</p>

Department/Agency	Comments	Response
	the downtown context of Bradford Street.	<p>tall. There is space between Building 3 and Eccles St to provide landscaping in the private realm, but given the lack of frontage on the public street, there is limited opportunities within the public realm.</p> <p>Should the Simcoe extension be approved by the City, there will be opportunities to use the street to transition from the residential character of Eccles/Perry to the downtown character of Bradford St. Additional street trees and other landscaping elements will also assist in providing visual relief.</p>
	Best practices for tall building design typically break down design strategies for structures by their base/podium, tower, and roof elements. The design brief should provide conceptual material and architectural considerations for these elements, ensuring that appropriate setbacks, step-backs and other standards are adequately addressed through special provisions/zoning standards.	<p>The more detailed aspects of the residential buildings' design are best evaluated through the site plan process. The building elevations have been designed to include an identified ground floor and a prominent roofline to break up the massing.</p> <p>Aspects of the base of Building 1 will be discussed further with staff to ensure it responds to Bradford Street together with the parkette and YMCA.</p>
	<p>The plans and renderings provided by the YMCA building appear to illustrate a significant blank wall condition for the majority of the ground floor along Bradford Street. There appear to be no pedestrian entrances along Bradford Street or at the corner of Bradford and Simcoe Street.</p> <p>The design of the YMCA's massing should seek to address its landmark corner condition, through the provision of the principal pedestrian entryway on</p>	<p>The east (Bradford Street) facing façade of the YMCA includes a translucent rain screen, behind which is situated clear glazing. The interface is further enhanced with significant and multiple projections and recessions and varying height. Windows on multiple levels directly face Bradford Street.</p>

Department/Agency	Comments	Response
	the corner, or in proximity to the corner on one of the primary adjacent streets	There are two prominent entrances on the southeast façade of the YMCA, which are visible and accessible from the Bradford Street streetscape. They also provide access from the proposed parkette.
	The heritage façade of Prince of Wales should be used to establish a strong neighbourhood character and identity for the 'community hub' area that is in keeping with, or complementary to, the character and architectural styling of the Prince of Wales façade through design strategies for the built form and public realm as well as through the selection of materials	The façade will be incorporated into a public space to activate the street and to recognize its historical context.  The other buildings on site are contemporary and are intended to contrast with the retained façade. The surrounding mid and high rise context includes contemporary buildings, with glazing and balconies to take advantage of the views towards Kempenfelt Bay.
	The design strategies for the surrounding massing and built form should also leverage key datum lines from the heritage structure to help establish and frame a human-scale open space surrounding the façade that does not dwarf the parkette and/or heritage structure. Proposed ground floor uses of surrounding buildings should also activate and animate the space.	The ground floor uses associated with both the YMCA and Building 1 are intended to complement the parkette by contributing active uses that are designed to spill out into the parkette space.
	Surface and structured parking facilities should be located behind buildings as per section 6.6.3(d) of the Official Plan, to ensure they are properly screened. Structured parking should be fully screened from view by development and should be lined by active uses. Blank walls are to be avoided.  The proposed parking structure and surrounding buildings should be integrated to eliminate blank parking	The structured parking is located to the west of the Prince of Wales façade and Building 1. Building 3 is positioned to assist in screening the building from the west, while Building 2 and the YMCA are positioned to screen the parking structure from the north and northwest (Dunlop St). The exposed portion of the façade, to the

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	structure facades fronting on to significant open spaces and should provide direct access/connectivity from parking areas to buildings.	<p>west of the parkette will have design elements that reduce any appearances of blank walls and to ensure the façade does not negatively impact views from the street or parkette. These design treatments will be further explored through the site plan process.</p> <p>Other than the east facing façade, the parking structure does not front onto any other significant open space areas. Connectivity from the structure to the different buildings on the site has been considered and will be further refined through the site plan process.</p>
	The Urban Design Brief should explore and illustrate a proposed vision and/or placemaking strategy for all public realm/open spaces of the subject site. The Prince of Wales parkette appears to be omitted from the submitted report and the description of the YMCA courtyard is minimal. The parkette proposed in the middle of the Simcoe Street extension is also not identified or explored.	<p>The public realm and open space/parkette are both situated along Bradford Street. The details associated with the parkette design, as well as the courtyard associated with the YMCA will form part of the Landscape Plans to be included with the site plan submission.</p> <p>No parkette is proposed along the conceptual Simcoe extension. The lands labelled as parkette are in fact owned by the City. The concept site plan will be updated to remove this reference.</p>
	Each space from the public realm should be conceptually explored and the brief should identify the size, scale, function, quality and character of the spaces. The use of precedent images, the 3D model, plans and sections should help to illustrate these elements.	The proposed parkette and Bradford Street interface will be explored in greater detail through the building elevations, landscape plans and grading plans to be provided through the site plan submission.



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	As a significant open space and amenity area, a clear vision and design intent for the function of the Prince of Wales parkette needs to be established in the Design Brief.	See the comment above – the Landscape plans to be provided with the site plan application will outline a clear vision for the parkette.
	Conceptual sections illustrating how the grade changes across the site and how the design of both the proposed buildings and the public realm responds does not appear to have been addressed in the Urban Design Brief.  Staff are particularly interested in understanding the conditions and grade changes from Bradford Street, through the Prince of Wales parkette, and the interface of the proposed parking structure.	The project team has considered the challenges associated with the grade change from Bradford Street into the site. While there may be differences in elevation, the goal of the design will be to ensure pedestrian permeability.
	Pre-consultation comments noted that Staff would prefer to see the built form relocated to the front property lines to create a consistent and engaging street edge. This would create an opportunity to screen surface and structured parking at the rear of the proposed buildings, provide pedestrian entrances directly from adjacent streets and could provide space for large centralized semi-private open space internal to the site.	The built form has been located along the Bradford Street frontage – the YMCA, the retained School façade and Building 1 occupy the majority of the street frontage, save for a driveway entrance at the southern limits of the site.  The Simcoe extension is a conceptual road, with no funding or approvals. The irregular shape of the lot along this proposed road (the previously noted projection of City owned lands) presents additional challenges for locating a building adjacent to the street edge without compromising access to the YMCA internal to the site.  Further discussions with the City are required to better understand the timing of approvals and funding for the extension and the

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		corresponding timing for the Barrie Central development.
	In consultation with City Staff, further consideration should also be given to the function, design and character of the streetscape of the Simcoe Street extension, as well as the Bradford Street streetscape.	As discussed earlier, the design of the Simcoe extension is conceptual and is not proposed by the applicant as part of the Barrie Central development (the concept plan included the proposed street for illustrative purposes only as requested by staff). The City will have full control over the design of the road (if advanced and approved) and in particular, the streetscape components – the entirety of the conceptual road allowance is located on City owned lands.  In the event the Simcoe extension is approved in advance or concurrent with the development of the Barrie Central project, there may be opportunities to adjust design elements to align with the City's approved streetscape.
	Please confirm if green roofs are being proposed. The roof of the parking structure should be considered, and could provide shared amenity space	The top level of the parking structure is intended for open air parking. As such, no green roof is proposed. Each of the residential buildings contain indoor amenity areas. An outdoor amenity area is proposed with the parkette associated with the Princes of Wales Public School façade. Additional public amenities are located along the waterfront, and within the City's proposed Kidd's Creek daylighting project.  Finally, the inclusion of the YMCA within the project provides additional year round amenities for the future



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		residents, as well as the broader community.

View of Parking Structure from Eccles Street

At the Public Meeting in October, a resident on Eccles Street raised questions concerning the views of the project, and the parking structure in particular, from her property on Eccles Street. The project architect, Martin Simmons, has prepared the following perspectives that show the view from Eccles Street:



View 1 – looking east along the conceptual Simcoe St extension, with Building 3 to the right



View 2 – looking southeast towards Building 3, with the conceptual Simcoe St extension in foreground

As the views demonstrate, the parking structure is partially visible from Eccles/Perry St, though landscaping will assist in mitigating the views. Opportunities will be explored through the site plan process to enhance the westerly facing façade of the parking structure.

Additional Materials

Together with the responses included in the table, we have enclosed the Traffic Memo that provides additional information regarding the Eccles/Perry and site access intersection and the Bradford/Simcoe intersection;

Yours truly,

A handwritten signature in black ink, appearing to read "D. Aston", followed by a horizontal line.

Dave Aston, M.Sc. MCIP, RPP  
Vice President

A handwritten signature in black ink, appearing to read "Trevor Hawkins", followed by a horizontal line.

Trevor Hawkins, M.PL, MCIP, RPP  
Associate

cc. *HIP Barrie Central*