
TO: GENERAL COMMITTEE

SUBJECT: RECOMMENDED COMMUNITY BENEFITS FOR THE REZONING OF THE GROVE STREET DEVELOPMENTS INC. (YMCA LANDS) 10 - 24 GROVE STREET WEST

WARD: ALL WARDS

PREPARED BY AND KEY CONTACT: J. FOSTER, SENIOR PLANNER, EXT. 4517

SUBMITTED BY: A. BOURRIE, RPP, DIRECTOR OF PLANNING AND BUILDING SERVICES

GENERAL MANAGER APPROVAL: D. FRIARY, ACTING GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

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

RECOMMENDED MOTION

1. That Staff Report PLN018-18 regarding the recommendation for allocation of community benefits as a result of the rezoning of the lands located at 10-24 Grove Street West, on behalf of Grove Street Developments Inc. and the YMCA of Simcoe/Muskoka be received.
2. That the Holding H provision as a condition of Bylaw 2018-031 regarding the rezoning of the lands located at 10-24 Grove Street specific to Section 6. a) Requiring the submission of a final land appraisal and determination of Community Benefit, be removed.

PURPOSE & BACKGROUND

Purpose

3. The purpose of this staff report is to provide General Committee and Council with the decision of the Bonusing Committee regarding the final *Planning Act*, Section 37 Bonusing, community benefits, required for the increased density and building height as a result of the approval of a rezoning for the Grove Street Developments Inc. (YMCA lands) located at 10 - 24 Grove Street West. In addition, the site specific zoning bylaw included a Holding H provision to be removed once the applicant provided a final land appraisal for the determination of community benefits. This staff report recommends the removal of the Holding provision related to community benefit.

Background

4. On October 23, 2017, Council passed Motion 17-G-253, approving a rezoning of the subject lands from Institutional I and Residential Multiple Dwelling First Density RM1 to Residential Apartment Dwelling Second Density RA2-2. In accordance with Section 6.8, Height and Density Bonusing, contained in the Official Plan, Council's approval of the increased height and density permitted on site results in the applicant being subject to the Official Plan Height and Bonusing policies and therefore required to provide community benefits.

5. The Bonusing Committee considered community benefits for the subject lands and provided a Memorandum dated October 10, 2017, attached as Appendix A. At the time of consideration, the applicant had not completed an appraisal of the subject lands, post rezoning approval for increased height and density. The Committee required consideration of the appraisal and determination of the final calculation of the community benefit. In addition, the Committee recommended "that the details of the community benefit be further defined in a staff report prior to adoption of the implementing zoning bylaw, as required under the *Planning Act*."
6. The site specific zoning bylaw was approved by Council on March 26, 2018 which included a Holding "H" provision requiring the final land appraisal to determine community benefits.

ANALYSIS

7. An appraisal was submitted by the applicant for the value of the lands, pre-rezoning, and an appraisal for the lands after the approval of a rezoning that will allow the redevelopment of the site for high density Residential Apartment Dwelling uses, RA2-2, with increased density and building heights up to 24 storeys.
8. The appraised value of the subject lands under existing conditions (the YMCA and 2 dwelling units) is appraised at \$5,550,000. The appraised value of the lands after rezoning to Residential Apartment Dwelling Second Density RA2-2 is \$7,000,000. The difference or uplift value between the pre-zoning appraisal and the post-rezoning appraisal is \$1,450,000. At 25% of the uplift value, the value of the community benefit owing to the City is therefore \$362,500.
9. The City's Bonusing Committee (Dawn McAlpine, Zvi Lifshiz, Dave Friary) met on June 11, 2018 to determine the community benefit. As part of their consideration, the applicant submitted a letter dated January 5, 2018, co-authored by Grove Street Developments Inc. and the YMCA that proposed a community benefit for the money and how it should be paid. Letter attached as Appendix B. In summary, the applicant(s) are requesting that the YMCA be the recipient of the total community benefit amount. Reasons include:
 - The value of community services and programming already provided by the YMCA;
 - The YMCA intends to reinvest the entirety of the proceeds from the sale of the site into the construction of a new YMCA facility in Barrie;
 - The money will assist the YMCA in adapting to a more complex and demanding community support environment.
10. In addition, the applicant requested that the community benefit amount be payable overtime at the time of full building permit for each building/parcel at the time of its approval. The proposal is to enter into an agreement with the City to be registered on title to the lands where the community benefit could be subsequently allocated to land parcels created or organized (through land severance/consent or subdivision process) for the site over time based on gross floor area proportions to be finalized during the site plan approval process.
11. The Committee considered the proposal from the applicant as well as considered the type of community benefit that was appropriate given strategic priorities established by Council, which were included in the site specific zoning bylaw:
 - Provision of Affordable Housing units
 - Community facilities/services
 - Public art
 - Protection of Cultural Heritage Resources

-
- Amenities for active transportation such as pedestrian or cycling facilities
 - Preservation and enhancement of the Natural Heritage System
 - Local Improvements identified through Community Improvement Plans
 - Sustainable energy works and facilities
12. The immediate neighbourhood is somewhat constrained from a streetscape perspective. The applicant is required, at the site plan stage, to make road and sidewalk improvements. There are no nearby public facilities or parks; and the applicant has proposed rental housing and is prepared to incorporate 10% of the units for affordable housing subject to government subsidies.
13. Council, by Motion 18-G-107, directed staff to prepare a preliminary site plan for the former Barrie Central site and the potential inclusion of the YMCA on the property. At this location, Kidd's Creek is proposed to be day lighted (naturalized) and shifted closer to the intersection of Dunlop and High Streets in order to make land available to accommodate a future YMCA on site. In doing so, the Kidd's Creek is proposed to be naturally enhanced to provide for a more resilient environmental feature; will provide the control of flooding; will utilize Low Impact Design drainage features; and will be vegetated. This feature will provide public realm, open space and an entry feature/gathering space into the proposed community hub that will include the Fisher Auditorium and a proposed new YMCA.
14. The Bonusing Committee's recommendation is to allocate the community benefit to the community hub project, specifically to the enhancement of the Kidd's Creek watershed. Although the applicant has requested that the community benefit go directly to the YMCA for programming, the community benefit as recommended, will assist in the proposed relocation of the YMCA; will contribute to one of Council's strategic priorities of Preservation and Enhancement of the Natural Heritage System; and where the community benefit is utilized within Ward 2, the same ward as the subject application for the rezoning which generated the community benefit.
15. The Bonusing Committee is not recommending a phasing of payment of the community benefit, but rather that the total amount of the community benefit be paid at the time of the issuance of building permit for the construction of the first proposed residential building. The Committee felt that the community benefit should be utilized when necessary rather than incrementally over time. Monitoring/administration of a phased approach may be difficult and the duration of development is unknown.
16. The redevelopment of the lands are subject to site plan control. At the site plan approval stage, and in accordance with the site specific zoning bylaw, a condition of site plan approval will include that the total payment of the community benefit shall be payable at the time of issuance of building permit for the first phase of development.
17. Therefore, given that the applicant has submitted the final land appraisal and the Bonusing Committee has made recommendation on the community benefit, it is recommended that the Holding H provision as a condition of the rezoning be lifted/removed.

ENVIRONMENTAL MATTERS

18. There are no specific environmental matters related to the recommendation other than the recommended utilization of the community benefit to be put towards the enhancement of the Kidd's Creek watershed on the former Barrie Central lands.

ALTERNATIVES

19. The following alternative is available for consideration by General Committee:

Alternative #1

General Committee could refer the matter back to staff and the Bonusing Committee for further consideration.

This alternative is not recommended as the Bonusing Committee has considered the matter of community benefit twice for this project; has considered the requests from the applicant as to how the community benefit should be allocated; and, has made a decision on the spending of the community benefit in accordance with Council strategic priorities, one of which is the Preservation and Enhancement of the Natural Heritage System.

FINANCIAL

20. There are no financial implications for the Corporation resulting from the proposed recommendation.

LINKAGE TO 2014-2018 STRATEGIC PLAN

21. The Staff Report is for information purposes; the community benefit relates to the Inclusive Community and Responsible Spending pillars of the 2014-2018 Strategic Plan.

Attachments: Appendix A - City of Barrie Section 37 Bonusing Committee Memo
Appendix B – Grove Street Developments and the YMCA Letter, dated January 5, 2018

APPENDIX "A"

City of Barrie Section 37 Bonusing Committee Memo



MEMORANDUM

TO: ANDREA BOURRIE, DIRECTOR OF PLANNING AND BUILDING SERVICES
JANET FOSTER, SENIOR PLANNER

FROM: ZVI LIFSHIZ, EXECUTIVE DIRECTOR INVEST BARRIE
DAWN MCALPINE, GENERAL MANAGER CORPORATE & COMMUNITY SERVICES
CRAIG MILLAR, DIRECTOR DEPARTMENT OF FINANCE

RE: SECTION 37 RECOMMENDATION FOR THE PROPERTY KNOWN AS 10, 14, 18, 20, 22 AND 24 GROVE STREET WEST

DATE: OCTOBER 10, 2017

The City of Barrie Section 37/Bonusing Committee met on October 2, 2017 to consider the application for OPA and ZBLA for the property known as 10, 14, 18, 20, 22 and 24 Grove Street West.

Planning staff provided an overview of the project and their professional recommendation with respect to the rezoning application to RA2-2, with a special provision allowing increased density. Planning Staff believe that requested density of 365 units per hectare, and a building height of up to 80m (or 24 storeys) is appropriate at this location.

Based on Planning staff's opinion with respect to density, the Committee confirms that this property should be subject to density bonusing provisions under Section 37 of the Planning Act. The Committee recommends that the community benefit be calculated as 25% of the total uplift value of the property, as approved by Council. Such land value shall be determined based on a professional land appraisal, submitted in a form acceptable to the City.

Should Council deem it appropriate to approve the requested planning application, a Holding Provision should be included with the approval such that the Zoning does not come into effect until a final land appraisal (acceptable to the City) is submitted to the Committee allowing for final calculation of the Section 37 benefit. Such process shall be completed to satisfaction of the Committee and the condition/holding provision is for the sole benefit of the City.

The Committee further recommends that the details of the community benefit be further defined in a staff report prior to adoption of the implementing zoning bylaw, as required under the Planning Act.

Appendix "B"
Grove Street Developments and the YMCA Letter, dated January 5, 2018

Living
On Grove Street West
Grove Street Developments Inc.



January 5, 2018

Bonusing Committee
c/o Janet Foster, Senior Planner
City of Barrie
70 Collier Street
Barrie ON L4M 4T5

Dear Sirs:

Section 37 Bonusing – #10,14,18,20,22 and 24 Grove Street West (the "Site")

Our application for Official Plan and Rezoning Amendments for the above mentioned Site was approved by City Council on October 23, 2017. As recommended by Planning Staff (in Staff Report PLN024-17 including its Appendix 'F' - City of Barrie Section 37 Bonusing Committee Memo / October 10 2017 – the "Committee Memo"), Council applied the following condition to that approval (the "Section 37 H-Provision"):

- "3. That a Holding (H) provision be applied to the site, requiring the following conditions be cleared by the applicant:**
- a) A final land appraisal and determination of Community Benefit, completed to the satisfaction of the City of Barrie's Section 37 Negotiating Committee, prior to the rezoning of the site taking full force and effect."**

In the Committee Memo, the Bonusing Committee confirmed that the Site should be subject to density bonusing provisions under Section 37 of the Planning Act. This treatment is consistent with Section 6.8 of the City of Barrie Official Plan. The Bonusing Committee also recommended that the community benefit (the "Community Benefit Amount") be calculated as 25% of the total uplift value of the property...determined on the basis of a professional land appraisal in a form acceptable to the City.

In connection with the Section 37 H-Provision, determination of the Community Benefit Amount and the application of Section 6.8 of the City of Barrie Official Plan, we:

- Attach an appraisal undertaken by Altus Group dated December 2017 that provides a valuation of the Site as rezoned pursuant to Council's approval of October 23, 2017 - the "As Rezoned Appraisal" – See Attachment # 1;
- Attach an appraisal undertaken by MacKenzie, Ray, Heron & Edwardh dated September 29, 2017 that provides a valuation of the Site prior to any rezoning - the "Baseline Appraisal" – See Attachment # 2;
- Include a calculation of the Community Benefit Amount - (see below); and

- Offer our recommendations to the City (see below) concerning:
 - (i) the nature of the community benefit to be secured by the City and,
 - (ii) the beneficiary of the entirety of the Community Benefit Amount.

Determination of Community Benefit Amount

The Community Benefit Amount is determined as 25% of the uplift value or value difference (the "Valuation Differential") between the appraised amount of the Site on an *as rezoned basis* (as indicated in the As Rezoned Appraisal) and the appraised amount of the Site *as it has been historically zoned* (as indicated in the Baseline Appraisal) as follows:

A	As Rezoned Appraisal amount – Per Altus appraisal dated December 2017 – Attachment # 1	\$ 6,700,000
B	Baseline Appraisal amount – Per MacKenzie Ray Heron & Edwardh appraisal dated September 29, 2017 – Attachment # 2	<u>(5,550,000)</u>
C	Valuation Differential (Line "A" less Line "B")	\$ 1,150,000
D	Community Benefit %	<u>25.00%</u>
E	Community Benefit Amount (Line "C" x Line "D")	\$ 287,500

(NB – both appraisals used the benchmark date of September 29, 2017 and appraised only the land value of the Site)

A comparison of the two appraisal amounts results in a Valuation Differential (or uplift value) of \$ 1,150,000 and a Community Benefit Amount of \$ 287,500.

Proposed Community Benefit, Use of Community Benefit Amount & Supporting Rationale

We propose that the community benefit to be secured by the City in respect of the bonus density and height approved for the Site be "Community facilities/services" as described in Section 6.8 of the City of Barrie Official Plan. We also propose that this benefit be delivered *entirely* in the form of funding to be contributed to the YMCA of Simcoe / Muskoka in respect of their: (i) planned construction of a new YMCA facility in the City of Barrie and (ii) delivery of vital community services within the City of Barrie.

The YMCA of Simcoe Muskoka

The YMCA of Simcoe/Muskoka is a registered charity that promotes community health and wellness. The Barrie YMCA has a history of serving the our community for over 100 years. The YMCA's activities and programs have evolved and adapted as Barrie has grown, but its vision to inspire people to reach their full potential, to encourage community health and wellness and to meaningfully contribute to community service are core values. While the YMCA does offer

memberships and receive donations as a means of supporting many of its activities, about 25% of its users receive some level of YMCA financial assistance. The Barrie YMCA:

- Works with struggling teens to develop skills and personal action plans for a better life;
- Builds youth leaders through a variety of training, leadership and development programs;
- Helps new immigrants face the many challenges in settling and adapting to life here in Barrie;
- Provides quality child care for families allowing them to pursue financial, educational and career goals; and
- Supports healthy lifestyles, keeping our health care costs down.

The YMCA's vision is to inspire people to reach their full potential and to encourage community health and wellness. The Y's many community services include Employment and Counselling Programs for youth at risk and settlement and language services for new Canadians settling in Barrie. The YMCA also embraces strategic relationships and partnerships with other significant community organizations to positively impact life for the people of Barrie, including:

- Creating opportunities to connect youth through YMCA programs to high school credits through partnerships with school boards;
- The Healthy Hearts Program in collaboration with the Royal Victoria Regional Health Center supporting cardiac patients as they rehab by working with a personal trainer at YMCA facilities instead of traditional clinical hospital setting;
- Working and partnering with Barrie Police Services in the *Collaborate Barrie* project to promoting community safety;
- Partnering with Beausoleil First Nations to operate day camps at Springwater Provincial Park, to help ensure that local children can enjoy the experience of a natural environment; and
- A variety of partnerships with School Boards and the County of Simcoe, (the YMCA is the largest provider of licensed child care in the community).

A New Barrie YMCA Facility

The YMCA plans to construct a new (approx. 50,000 sf) facility in the City of Barrie to enable it to continue providing its wide range of community services. The new facility will also enable the YMCA to develop additional important avenues of supportive programming - including the possible collaboration with potential partners in support of transitional housing for youth. A preliminary cost estimate for the new facility is in the range of \$30,000,000.

Use of Community Benefit Amount – A Unique Situation / Compelling Rationale

The Site is presently owned by the YMCA and has been sold to Grove Street Developments Inc. ("GSDI") under an agreement of purchase and sale. For the last four years, the YMCA and the principals of GSDI have worked closely together to co-develop the Site, to make a important urban contribution to the Bayfield/Grove Street node and to optimize the YMCA's sale proceeds for reinvestment in Barrie. This is a unique and important situation where the vendor / co-developer of the subject Site should also be the recipient of the Community Benefit Amount.

The rationale for devoting the entirety of the Community Benefit Amount to the YMCA is compelling:

- I. the value of community services and programming already provided by the YMCA in the City of Barrie (as described above) is substantial and certainly exceeds the Community Benefit Amount of \$287,500;
- II. the YMCA intends to reinvest the entirety of its proceeds of Site sale into the construction of the new Y facility for Barrie described above. Augmenting the sale proceeds to the YMCA with the Community Benefit Amount sensibly extends and connects the value of the Grove Street development to its YMCA source and the community;
- III. new directions in YMCA community benefit programs (such as transitional housing for youth) will be needed as Barrie experiences, enjoys and processes urban growth – the Community Benefit Amount will assist the YMCA in adapting to a more complex and demanding community support environment; and
- IV. importantly, additional funding is needed by the YMCA for all of the above purposes.

Securing / Payment of the Section 37 Benefit

We propose that the Section 37 benefit and Community Benefit Amount be set out in an agreement with the City which would be finalized and registered on title to the Site within 45 days of completion of the OPA and RZA process (the "Registration"). The Registration (including the Community Benefit Amount) could be subsequently allocated to any new land parcels ("Parcels") created or organized for the Site (through the consent or subdivision process) on the basis of GFA proportions finalized during Site Plan approval. The Community Benefit Amount in respect of each Parcel would then be payable at the time of issuance of a final building permit in respect of new residential buildings to be constructed on that Parcel.

We trust that this submission meets with your requirements in respect of the Section 37 H-Provision, determination of the Community Benefit Amount and the application of Section 6.8 of the City of Barrie Official Plan. We also trust that our proposed use of the Community Benefit Amount is both rational and acceptable and that our proposed method of securing it is reasonable for a multi-building project. Do not hesitate to contact us with any questions.

Sincerely,



George Hunter
Grove Street Developments Inc.
(416) 346-4938
ghunter@edevinc.com



Rob Armstrong, CEO
YMCA of Simcoe/Muskoka
(705) 726-9622, X-437
rob.armstrong@sm.ymca.ca