

---

**TO:** PLANNING COMMITTEE

**SUBJECT:** APPLICATION FOR AN OFFICIAL PLAN AMENDMENT AND ZONING BY-LAW AMENDMENT FOR 51-75 BRADFORD STREET AND 20 CHECKLEY STREET

**WARD:** 2

**PREPARED BY AND KEY CONTACT:** C. KITSEMETRY, RPP, SENIOR PLANNER, EXT. 4430

**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

---

**RECOMMENDED MOTION**

1. That the Official Plan Amendment application submitted by SmartCentres on behalf of Barrie Lakeshore Developments (2714708 Ontario Inc. and Greenwin Barrie Inc.) to refine the limits of the 'City Centre' and 'Environmental Protection' designations on Schedule 'A' – Land Use and delete 'Defined Policy Area - T' from Schedule 'C' – Defined Policy Areas along with the related text in section 4.8.11 for the subject lands, known municipally as 51 – 75 Bradford Street and 20 Checkley Street, attached as Appendix "A" to Staff Report DEV034-20, be approved.
2. That the Zoning By-law Amendment application submitted by SmartCentres on behalf of Barrie Lakeshore Developments (2714708 Ontario Inc. and Greenwin Barrie Inc.) to rezone the lands known municipally as 51 – 75 Bradford Street and 20 Checkley Street from 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-436)(H-114), (C2-2)(SP-437)(H-114), (C2-2)(SP-438)(H-114) and 'Environmental Protection' (EP) to 'City Centre Commercial with Special Provisions, Hold' (C1-2)(SP-XXX)(H-ZZZ), (C1-2)(SP-YYY)(H-ZZZ) and 'Environmental Protection' (EP) attached as Appendix "B" to Staff Report DEV034-20, be approved.
3. That the following Special Provisions for the 'City Centre Commercial with Special Provisions' (C1-2)(SP-XXX)(H-ZZZ) Zone be referenced in the site specific zoning by-law:
  - a) A maximum of 2 loading spaces are required to service this building, which includes the hotel, whereas a calculation of Gross Floor Area is used to determine the number of spaces for the site;
  - b) Maximum Total Gross Floor Area of 750% across the entire project site, whereas the permitted standard is 600%;
  - c) Minimum Required Commercial Floor Space of 15% across the entire project site, whereas 50% of the lot area is required;
  - d) Maximum building height of 50 metres within 10 metres of Lakeshore Drive and the maximum building height thereafter shall be 88 metres, whereas the standard is to permit 10 metres within 5 metres of the front/rear lot lines and the maximum building height thereafter shall be 45 metres; and

- 
- e) Minimum dwelling unit size shall be 35 square metres whereas 35 square metres plus 10 square metres per bedroom is required in Zoning By-law 2009-141.
4. That the Hold (H-ZZZ) be removed from City Centre Commercial with Special Provisions (C1-2)(SP-XXX) zone when the following is completed to the satisfaction of the City:
- a) That the owner/applicant undertake and/or agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition under the *Environmental Protection Act* prior to any site works or issuance of a Building Permit;
- b) Approval of a Site Plan Control application and execution of a Site Plan Agreement; and
- c) Confirmation and refinement of the lands zoned Environmental Protection (EP) for future dedication to the City of Barrie.
5. That the following Special Provisions for the City Centre Commercial with Special Provisions (C1-2)(SP-YYY)(H-ZZZ) Zone be referenced in the site specific zoning by-law:
- a) Maximum Total Gross Floor Area of 750% across the entire project site, whereas the permitted standard is 600%;
- b) Minimum Required Commercial Floor Space of 15% across the entire project site, whereas 50% of the lot area is required;
- c) Maximum building height of 30 metres within 5 metres from Bradford Street and the maximum building height thereafter shall be 148 metres, whereas the standard is to permit 10 metres within 5 metres of the front/rear lot lines and the maximum height thereafter is 45 metres;
- d) Minimum dwelling unit size shall be 35 square metres whereas 35 square metres plus 10 square metres per bedroom is required in Zoning By-law 2009-141; and
- e) Notwithstanding H-ZZZ, a parking lot is permitted to provide surface parking as an interim use in accordance with Site Plan Control guidelines and requirements to the satisfaction of the Director of Development Services. Additional transitional uses include, but are not limited to, passive recreation.
6. That the Hold (H-ZZZ) be removed from City Centre Commercial with Special Provisions (C1-2)(SP-YYY) zone when the following is completed to the satisfaction of the City:
- a) Submission of a Transportation and Parking Strategy to the satisfaction of the City of Barrie if a reduction to the parking ratio is being considered for those lands zoned as 'City Centre Commercial with Special Provisions' (C1-2)(SP-XXX) and (C1-2)(SP-YYY);
- b) That the owner/applicant undertake and/or agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition under the *Environmental Protection Act* prior to any site works or issuance of a Building Permit;
- c) Approval of a Site Plan Control application and execution of a Site Plan Agreement; and
- d) Confirmation and refinement of the lands zoned Environmental Protection (EP) for future dedication to the City of Barrie.

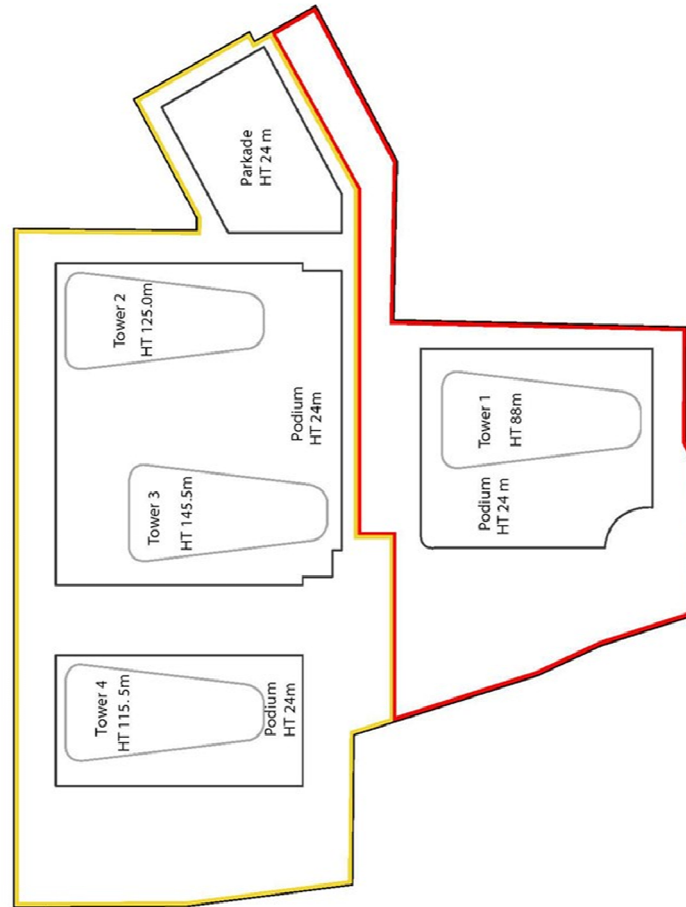
7. That the written and oral submissions received relating to the application, have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application, and as identified within Staff Report DEV034-20.
8. That the owner/applicant is required to negotiate community benefits as per Section 37 of the *Planning Act* as amended, to the satisfaction of the Director of Development Services at the time of Site Plan Control.
9. That pursuant to Section 34(17) of the *Planning Act*, no further public notification is required prior to the passing of the by-law. (DEV034-20) (D09-OPA078, D14-1692)

## **PURPOSE & BACKGROUND**

### Report Overview

10. The application before the City is to request an amendment to the Official Plan to refine the land use designations, delete the Defined Policy Area and amend the Zoning By-law for the lands known municipally as 51 – 75 Bradford Street and 20 Checkley Street from 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-436)(H-114), (C2-2)(SP-437)(H-114), (C2-2)(SP-438)(H-114) and 'Environmental Protection' (EP). The approval of the applications would permit the future development of four (4) towers for residential rental apartments, a hotel, ground floor commercial uses, a parking garage, open space, and preservation of environmental lands.
11. The Official Plan Amendment is intended to amend the land use schedule to recognize and define the flood plain boundary in consultation with the Lake Simcoe Region Conservation Authority (LSRCA). The flood plain is classified as hazard lands in accordance with the Provincial policy and recommended to be designated as 'Environmental Protection'. In addition to confirming the boundary between the lands designated as 'City Centre' and 'Environmental Protection Area', the proposed Official Plan Amendment is intended to delete 'Defined Policy Area – T' and the related descriptive text that specifically reference the previous design concept approved for these lands.
12. The Zoning By-law Amendment is intended to replace the current site specific permissions outlined in By-law 2009-116. The existing zoning provides detail and variations to Comprehensive Zoning By-law 85-95 for a specific development concept that was not constructed. The subject application is intended to rezone the lands to permit an increase in building height and Gross Floor Area (GFA), a reduction to minimum commercial use, a reduced dwelling unit floor area, and to refine the limit of the Environmental Protection zone.
13. A brief summary of the proposed unit count, commercial land use, and GFA is as follows:

Residential – Rental Apartments (1,723 units)	146, 303.7m <sup>2</sup> GFA
Commercial – Retail, Office	3,529.5m <sup>2</sup> GFA
Commercial – Hotel (152 units)	8,432.6m <sup>2</sup> GFA
14. The land use and proposed tower height for the development is displayed below, and more specifically illustrated on Appendix "D" to Staff Report DEV034-20.



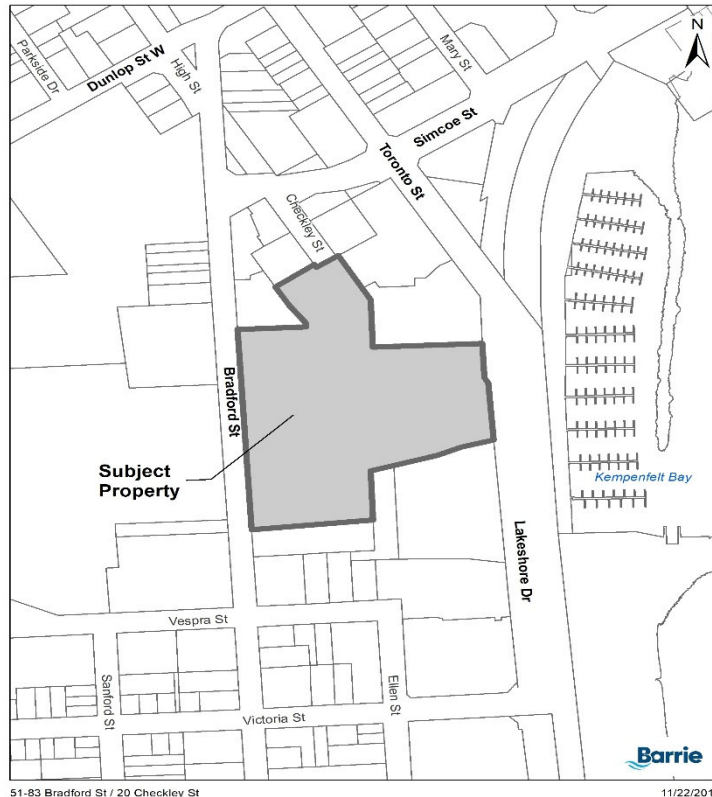
15. This staff recommendation report is based on the proposal discussed and presented at the Public Meeting held on June 8, 2020. Further to the presentation of this application to the public, a Council motion was passed on June 22, 2020 (20-G-105) requesting staff to initiate discussions with SmartCentres to discuss the possibility of a conference centre being included in this project.
16. Staff have been in contact with representatives of SmartCentres throughout the review of this proposal and as recently as November 18, 2020. The Director of Economic and Creative Development, the Director of Development Services, and a senior representative from SmartCentres specifically discussed exploring the opportunity for the addition of conference or meeting facilities within the proposed hotel to complement and support other facilities in the downtown. The applicant is amenable to having continued dialogue about this possibility as the site plan, building floor plans and programming are being finalized. Through the confirmation of the ultimate design and programming of the hotel, the applicant is open to engaging with the City and the community to identify opportunities and market need for the inclusion of components of a conference centre and /or meeting facilities, recognizing the value of the proposed hotel into the overall success of a conference facility. A conference facility would not require any additional land use permissions to be located on the subject property.



Site and Location

17. The lands subject to the application include the properties known municipally as 51 – 75 Bradford Street and 20 Checkley Street. The site is approximately 3.5 hectares in size and has frontage on both Bradford Street and Lakeshore Drive, in addition to an access to Simcoe Street via Checkley Street. Bunker's Creek and the Bunker's Creek Ecopark provide the south boundary to this development proposal.
18. The existing land uses surrounding the subject property are as follows:

- North: Residential apartments (2 & 6 Toronto Street – 16 storeys), Simcoe Street, office, and commercial uses
- East: Lakeshore Drive, municipal parking lot, City Marina and Kempenfelt Bay
- South: Bunker's Creek, residential apartments (Nautica – 16 storeys), commercial uses
- West: Bradford Street, former Barrie Central Collegiate (currently under consideration for development by HIP Barrie Central Inc.)



Existing Policy

19. The subject lands are designated:
  - 'City Centre' and 'Environmental Protection' in Schedule 'A' – Land Use
  - Defined Policy Area 'T' in Schedule 'C' – Defined Policy Areas. Defined Policy Area 'T' has specific text under Section 4.8.11 of the Official Plan that makes specific reference to the detailed design of the previous development concept approved for these lands in 2009.
  - Level 1 Natural Heritage Feature (Bunker's Creek) on Schedule 'H' – Natural Heritage Resources
  - Urban Growth Centre as designated on Schedule 'I' – Intensification Areas.
20. The existing zoning also has specific reference and detailed design provisions for the previous development concept approved for these lands in 2009. The subject lands were zoned 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-436)(H-114), (C2-2)(SP-437)(H-114), (C2-2)(SP-438)(H-114) and 'Environmental Protection' (EP) by site specific By-law 2009-116. The zoning provisions are very specific to the concept submitted to the City for review, including, but are not limited to:

- a) Detailed elevations, size and use requirements for residential built-form, amenity space, restaurants, and commercial uses;
  - b) Variations in height for medium and high density built form, including a height of 77 metres for an apartment building;
  - c) A reduced side yard setback to 1 metre adjacent 2 and 6 Toronto Street;
  - d) A reduced parking ratio for residential development to 1.2 spaces per unit; and
  - e) A reduced front yard of 3 metres adjacent Bradford Street.
21. The purpose of the existing hold provision (H-114) is to require the completion of a Certificate of Property Use and/or Record of Site Condition for mitigation and change to a more sensitive land use, and Site Plan Control.

#### Supporting Information

22. In support of the application, the applicant has submitted a concept plan attached to Staff Report DEV034-20 as Appendix "D", as well as the following studies to support the applications under consideration:
- a) Planning Justification Report (MHBC, August 2020)
  - b) Urban Design Brief (WestonWilliamson+Partners, December 2019)
  - c) Urban Transportation Considerations (BA Group, December 2019) (Memo, August 2020)
  - d) Pedestrian Level Wind Study (Gradient Wind, December 2019) (Addendum, August 2020)
  - e) Geotechnical Report (McClymont & Rak Engineering Inc., December 2019)
  - f) Preliminary Hydrogeological Assessment (GHD, December 2019)
  - g) Phase One Environmental Site Assessment (GHD, December 2019)
  - h) Water Balance and Catchment-Based Water Balance Assessment Reports (Beacon Environmental, August 2019)
  - i) Tree Inventory and Preservation Plan Report and Figure (Kuntz Forestry Consulting Inc., July 2020)
  - j) Energy Conservation Report and Energy Strategy Calculations (EQ Building Performance Inc., August 2020)
  - k) Functional Servicing and Stormwater Management Report (SCS Consulting Group Ltd., August 2020)
  - l) Regulatory Flood Plain Analysis and Flood Plain Cut Fill Design, Flood Plain Models (SCS Consulting Group Ltd., August 2020)
  - m) Geomorphic Assessment (Beacon Environmental, August 2020)

- n) Detailed Roadway Traffic Noise Assessment (Gradient Wind, August 2020)
  - o) Scoped Environmental Impact Study (Beacon Environmental, August 2020)
  - p) Stage 1 Archaeological Assessment (AMICK, April 2009)
23. The supporting documents can be found in their entirety on the City's website under [Proposed Developments](#) in [Ward 2](#).

#### Public Consultation

24. A Neighbourhood Meeting was held for this project on December 11, 2019. The meeting was attended by approximately sixty-three (63) residents as well as the applicant, consultant team, Ward 2 Councillor, Keenan Aylwin and Planning staff.
25. A Public Meeting was held virtually on June 8, 2020. A memorandum was provided by Planning staff and twelve (12) residents provided verbal comments regarding the proposed amendment and the future development of the properties. At the time of the meeting, the City had received at least 28 pieces of correspondence sharing comments and concerns about the proposal, as well as a petition. All of which were included on the circulation to members of Council and available to the public.
26. The comments and concerns expressed by the residents at the neighbourhood meeting, the public meeting and through correspondence received from the community are outlined in the Public Comment section of this report. This section provides a list summarizing the comments and includes a corresponding response from staff to demonstrate that the issues have been included in the review of this application to the greatest extent possible.

#### Public Comments

##### 27. **Height, Density and Transition**

Comment and concern has been voiced regarding the proposed height of the towers (88 metres to 148 metres) in particular as it relates to the relationship with the existing apartment buildings, resulting shadow impacts, and disruption of views.

Staff have reviewed the information submitted in support of this application, as well as provided comments and details on the design that have been incorporated into the revised concept. The detailed design is ongoing and will be completed through the Site Plan Control process with the City's Development Services and Urban Design Planning staff. While the height is significant in terms of existing development, staff do not consider the height requested by this proposal to be out of character in an urban centre, in particular how it relates the City's goals of providing opportunity for a variety of house type and tenure, and increasing residential presence in the City Centre.

It is recognized that the proposed height of the tower structures is not currently represented in the City of Barrie. However, tall buildings are intended to be directed to this area of the City and numerous examples of this type of built form have been submitted for consideration. Buildings of a similar scale have been approved in the City Centre, including on the previous approval (By-law 2009-161) for the subject site at 77 metres, and the more recent approval of 110.25 metres on Dunlop Street (By-law 2019-126). A Conceptual Block Plan, attached as Appendix "E" to this report, demonstrates the transition of this general area to a more integrated community with a variety of heights associated with tall buildings and a mix of land uses.

It should be noted that concept demonstrates a maximum podium height of 24 metres, with the full height of the tower stepped back, which provides a greater separation between the 4 towers proposed for the full build-out of the site. (Appendix "D") The location/orientation of the towers within the podium is part of the detailed design review, and special consideration is being given to the treatment of the building placement.

With respect to shadow, staff have reviewed the Shadow Study and agree that the results meet the general parameters for an acceptable impact, namely meeting the goals of uninterrupted sunlight at certain times of day in certain seasons. Notwithstanding the outcome of this review, it is appreciated that there will be impacts from the placement of a tall building at this location, for both panoramic views of the waterfront from the existing buildings, and the shading of areas that are not currently impacted by the vacant property.

While the proposed building heights have not significantly changed since the original Neighbourhood Meeting, other building and site design modification have occurred to better integrate and transition this development into the existing streetscape. It should be noted that staff continue to work with the developer regarding the overall design of the site, however the height of the proposed buildings is considered to be acceptable in this urban context.

**28. Increase in Traffic, Traffic Safety and Parking**

Concerns were raised about the increase in traffic, reduced parking standards, the size and location of site access points and general traffic safety.

Staff have reviewed the information submitted in support of this application as well as provided comments on the design, some of which have been revised with the latest concept submission including confirmation of meeting the 6.4 metre roadway requirement and the access configurations in accordance with current standards. The discussion for traffic navigation on site, as well as potential modifications to the proposed design for the Bradford Street frontage, is ongoing.

Staff have confirmed that the existing road network can accommodate the estimated traffic counts attributed to this development and that the basic location of the right-in/right-out access to Lakeshore Drive is acceptable as well as the full movement access via Checkley Street. A minimum of one access to Bradford Street will also be provided in accordance with the City's design standards.

Challenges with parking on Lakeshore Drive, as well as adjoining streets in the summer months is a common concern. On-street parking is permitted on Lakeshore Drive, although staff appreciate the comment that parking at and around the waterfront has become an issue for residents.

It should be noted that the applicant is not looking to reduce the parking ratio required for the C1-2 zone, which is currently 1 space per residential unit. Commercial parking is not required but will be provided to service the hotel use. In addition, alternatives to individual parking stalls, such as the potential for shared vehicles, active transportation, and encouraging transit use, are also being explored with staff. At present, these additional elements would not result in a reduced parking ratio for the development proposal and will be further reviewed as part of detailed design through the Site Plan Control process.

**29. Protection and Preservation of Environmental Features**

General comments were expressed regarding importance of preserving and mitigating the impacts of development on the Bunker's Creek as a natural feature, and the passive recreational opportunity associated with the Bear Creek Ecopark.

Protection of the Level 1 Natural Heritage Feature, the contributing elements to that feature, and the hazard lands boundary, were a significant consideration in the review of this project. Staff anticipate additional works will take place to formalize the boundary of the lands to be designated and zoned as environmental protection. At present, Lake Simcoe Region Conservation Authority (LSRCA) has provided confirmation of the flood plain limit and resulting Environmental Protection boundary in accordance with the Hazard Land policy of the Provincial Policy Statement. It is also noted significant public open space, trail connection from Lakeshore Drive to Bradford Street, and passive recreational opportunities have been included in the site design. The review of these contributing elements is ongoing, to be refined and approved through the Site Plan Control process.

Improvements to the Bunker's Creek channel system have also been identified as a capital project. Staff anticipate a coordinated effort between the developer and the City to responsibly, and effectively, regenerate this watercourse adjacent the subject lands from Bradford Street to Lakeshore Drive.

30. **Flood Plain and Soil Stability**

General comments were provided about the significance of the existing flood plain, high groundwater table, and the ability of the soils to support the size and height of the proposed buildings.

The Provincial Policy Statement provides guiding principles regarding the potential for development in the flood plain. The City depends on the technical expertise of the LSRCA to examine and confirm the boundary and protection measures needed, with specific reference to the impact of the Bunker's Creek watercourse on these lands. LSRCA is satisfied with the analysis to permit the principle of development on these lands and are supportive of moving forward with the processing of the detailed design for this project.

It is recognized that special consideration will need to be given to the foundation supports proposed for this development. A number of studies have been submitted in support of this project, including Geomorphic and Geotechnical Analysis. As well, staff have provided comment regarding the additional works needed to justify the foundation depth to ensure the protection of the municipal aquifer. The depth of foundation and structural stability of the proposed buildings will be reviewed in detail through the Site Plan Control process and will need to be fully demonstrated to receive a building permit.

31. **Light Pollution, Signage**

Light pollution from the outside fixtures and signage associated with the hotel was raised as a concern by the public.

City staff implement a Dark Sky policy which requires the submission of detailed photometrics and fixture examples to demonstrate that the lighting is directed appropriately, omits to an acceptable level, and is generally contained to the subject property. Specific consideration will be given to the adjacent residential land use, environmental area, and public spaces. Signage has similar type direction reviewed in accordance with the City's Sign By-Law. The details for the lighting impact are part of the detailed design review completed at Site Plan Control and through the sign permit.

32. **Viability of Proposed Rental Tenure, Hotel and Commercial Uses**

General comment was made about the viability of the rental apartment units, the hotel, and commercial uses.

The option for tenure as rental or condominium ownership is not a decision recommended or enforced by the municipality. However, rental apartment units are a housing product that is in high demand in the City of Barrie. Ultimately it is the real estate market that will drive the viability of the rental housing market.

A mix of uses, including 15% of the lot area as commercial use, is required to be included in the site design concept for these lands. The commercial component includes the hotel use, as well as ground floor commercial along Bradford Street frontage to frame the streetscape. The applicant has requested a reduction to the standard requirement of 50% of the total lot area as commercial due to the limited viability of general commercial uses in this area. However, the hotel located on the waterfront, is considered to be a viable and desired commercial use. The 15% commercial requirement amounts to approximately 5250m<sup>2</sup> of commercial space, which includes the hotel and the framing of the Bradford Street frontage in accordance with the City's mixed use streetscape provisions.

33. **Timing and Construction Disturbance**

Comment and questions were raised regarding the processing of the application and ultimate timing for construction of the project if approved. Specific reference was made to the potential impacts of the different type of activity needed for foundations.

As part of the site plan process, staff will require the submission of a Construction Management Plan, outlining details such as site maintenance, hours of operation, parking for trades and storage of machinery. Part of the detailed design review will be the requirements for the foundation construction and ensuring all available actions are taken to reduce the impact on the surrounding properties. Once the principle of the development is confirmed and detailed design is completed by the applicant and reviewed to the satisfaction of the City and LSRCA, the construction timing generally rests with the applicant. A phased approach to the full development of the site is planned with the hotel occurring in Phase 1.

Department & Agency Comments

34. The application to change the zoning on the subject lands was circulated to staff in various departments and to several external agencies for review and comment, including but not limited to:

- a) Development Services, Approvals – Engineering have reviewed the Civil Engineering submission and supporting Functional Servicing and Stormwater Management Report. Staff agree that municipal water and sewer capacity is available to service this development. Staff from Infrastructure have also participated in these discussions and provided comment on the existing and future municipal services in this area.

The basic servicing for this project will potentially be routed from Lakeshore Drive rather than Bradford Street as originally anticipated, to ensure there is capacity and no conflict with timing if other potential development opportunities proceed in advance of the build-out for this project. The technical discussions are ongoing. The municipal servicing infrastructure, including water, sewer, fire flow and stormwater management will be reviewed and confirmed during the detailed design process as part of the Site Plan Control application. Coordination of design and construction for the Bunker's Creek capital project is also being investigated.

- b) Development Services – Transportation Planning has reviewed the proposed design and Urban Transportation Considerations report submitted in support of this development. Staff agree that the right-in / right-out access to Lakeshore Drive can be accommodated, as well as the use of Checkley Street and a minimum of one proposed access on Bradford Street. The technical standards for access requirements, location, width, and internal



traffic movement are currently under review and will be confirmed during the detailed design process as part of the Site Plan Control application. Staff also agree that the increased traffic volume projected for this development can be accommodated on the existing road network.

The applicant initially requested consideration of an altered parking ratio by supplementing the standard parking space with ride-share parking and bicycle parking to potentially reduce the number of spaces required. However, a reduction in the required residential parking ratio of 1 space per residential unit is not being requested or approved as part of this rezoning application. In addition, it is anticipated that additional parking will be provided for the hotel use.

As part of the H-ZZZ provision for the (C1-2)(SP-YYY) zoned lands, staff have identified that if the applicant would like the City to consider a reduction in required parking, that the submission of a Transportation and Parking Strategy would be required to the satisfaction of the City. This strategy would include an investigation into options to promote transit, active transportation options and the reduction of individual car ownership as part of future phases of this development.

- c) Development Services – Business Performance and Environmental Sustainability have commented that the subject property is located within a Well Head Protection Area B, an Issues Contributing Area for Sodium and Chloride, a Significant Groundwater Recharge Area (SGRA), and partially in a Highly Vulnerable Aquifer (HVA) and is flagged as a site with known or suspected contaminants. This means that groundwater beneath the property is flowing towards municipal wells and could eventually be drawn up by these wells.

Deep drilling and the undertaking of deep construction activities (piles, caissons, excavations, underground parking etc.) can create a transport pathway for contaminant migration to the deep municipal supply aquifer. The foundation type, depth and potential contaminant mitigations will be reviewed and confirmed during the detailed design process as part of the Site Plan Control application. In addition, the H-ZZZ provision requires the approval of a Certificate of Property use and/or a Record of Site Condition for construction to occur on the subject lands.

- d) Lake Simcoe Region Conservation Authority (LSRCA), as the technical support for the City on environmental matters and provincial policy related to hazard lands and flood plain delineation, has reviewed the project and the technical information submitted in support of this proposal. Comments from LSRCA to date have indicated an approval of this project in principle.

The delineation of the flood plain, protection and buffering of the watercourse and associated wetlands has been a significant part of the review for this project to date. This information has been provided and agreed to by LSRCA. Detailed site design and additional technical considerations such as water balance and phosphorus loading are ongoing, and to be confirmed as part of the Site Plan Control process.



---

## **ANALYSIS**

### **Policy Planning Framework**

35. The following provides a review of the application in accordance with applicable provincial and municipal policy documents.

### **Ontario Planning Act, R.S.O. 1990**

36. 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.
37. The *Planning Act* can be found in its entirety at the following link: <https://www.ontario.ca/laws/statute/90p13>.
38. The proposed development concept for rental apartment units and commercial uses in the City Centre is consistent with this policy as it will contribute to the availability of rental housing, will utilize existing and available municipal infrastructure (water and wastewater), public service facilities such as transit and schools, and regeneration and protection a natural heritage resource in proximity to Kempenfelt Bay.

### **Provincial Policy Statement (2020) (PPS)**

39. The Provincial Policy Statement (2020) (PPS) provides policy direction on matters of provincial interest related to land use planning and development and sets the policy foundation for regulating the development and use of land. The PPS encourages planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs. Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities.
40. The PPS can be found in its entirety at the following link: <https://www.ontario.ca/page/provincial-policy-statement-2020>
41. 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.
42. PPS policy 2.1 references the importance of protection and enhancement of the natural heritage system, and policy 3.1 speaks to the protection of public health and safety as it pertains to locating development in hazard lands such as flood plain.

- 
43. The proposed amendment is consistent with these policies as the subject lands are located within the City Centre and designated Urban Growth Centre in the City of Barrie, will utilize existing and available infrastructure and will provide rental housing in the mixed use apartment buildings proposed. The location of the property in the City Centre provides a direct connection to the arterial road network, local and regional transit options, and active transportation linkages. Development is not proposed in the flood plain, nor the Bunker's Creek watercourse, Bunker's Creek Ecopark or the associated wetlands.
  44. Staff have reviewed the relevant policies and are of the opinion that the proposed development is consistent with the Provincial Policy Statement (2020).

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

45. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), as amended (Growth Plan) is the Ontario government's initiative to plan for growth and development in a way that supports economic prosperity, protects the environment, and helps communities achieve a high quality of life. It provides a framework for implementing Ontario's vision for building strong, prosperous communities by managing growth and it establishes the long-term framework for where and how the region will grow.
46. 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>.
47. The Growth Plan is intended to provide direction for municipalities in areas related to intensification of existing built-up areas with a focus on strategic growth areas, including urban growth centres and major transit station areas. The primary focus of the plan is on building complete communities that are well-designed to meet people's daily needs, offer transportation choices, accommodate people at all stages of life by providing an appropriate mix of jobs, local services, public service facilities and a full range and mix of housing options to meet various incomes and household sizes.
48. The Growth Plan further requires that by the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, 50% of all residential development occurring annually within the City must be within the existing built boundary. In addition, the Growth Plan promotes the wise management of resources through the utilization of existing services and transportation infrastructure.
49. The proposed amendments will permit the development of mixed use, high density residential development in the existing built boundary, more specifically the designated Urban Growth Centre, at an estimated density of approximately 490 units per hectare. The development is proposed to utilize existing municipal servicing infrastructure, public facilities and is directly located on an active transportation link, transit route and in proximity to the Allandale GO Station. High density development at this location will contribute to the City's intensification targets required by the Growth Plan and enhance our goal to create a complete community. This proposal will also provide employment opportunities with the planned development of a hotel and other commercial uses as part of the project.
50. Staff have reviewed the relevant policies and are of the opinion that the proposed development conforms to the applicable policies of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), as amended.

---

### **City of Barrie Official Plan (OP)**

51. The Official Plan provides guidance for the consideration of land use changes, the provision of public works, actions of local boards, municipal initiatives, and the actions of private enterprise. It gives direction for implementing by-laws, guidelines for more detailed planning and the means for controlling growth so that the City's capacity to provide a healthy community environment is not exceeded.
52. 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>.
53. 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. 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.

#### Affordable Housing

54. 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 are identified as the least expensive of:
  - a) 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,
  - b) 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:
  - c) A unit for which the rent does not exceed 30 percent of gross annual household income for low- and moderate-income households; or,
  - d) A unit for which the rent is at or below the average market rent of a unit in the regional market area.
55. The proposed development will increase the supply of purpose-built market rental accommodations in the downtown which is a type and tenure of housing option has been a goal of the City of Barrie for many years. Although there are no formally recognized affordable units identified for this site, this project may assist with overall affordability of rental housing by adding a substantial number of units to the available market. Affordable housing can be considered as part of height and density bonusing that will apply for the development of this property.

---

Groundwater Protection

56. 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. 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. A 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:
- a) Existing groundwater quality and local hydrogeological setting;
  - b) Nature of any predicted adverse impacts;
  - c) The ability to eliminate or effectively mitigate these impacts; and,
  - d) The proposed mitigation measures.
57. The proposed development has been reviewed by the City's Risk Management Official 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, and an assessment is needed prior to the proposed removal of the Hold provision.

Drinking Water Protection

58. 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.
59. 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

60. 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

61. A portion of the subject lands is identified as having a Level 1 Natural Heritage Resource with development permissions. This designation represents the Bunker's Creek watercourse and wetland feature. Development within a Level 1 Feature is not permitted unless no negative impact can be demonstrated, and detailed review through an Environmental Impact Study (EIS) is required to properly define and preserve, buffer, and mitigate the feature.

62. Upon circulation of the EIS and associated studies regarding the flood plain delineation, the LSRCA have indicated that the proposed development is generally consistent and in conformity with the applicable provincial and local natural hazard and natural heritage policies. The EIS was also reviewed to the satisfaction of the Ministry with regards to Species at Risk. Those lands designated as Environmental Protection on Schedule A – Land Use are intending to be modified to align with the current review and analysis of the watercourse, associated contributing lands and the flood plain limit. All lands identified as Environmental Protection will be dedicated to the City.

#### Intensification Policies

63. 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.
64. The subject lands are located within the 'Urban Growth Centre' and 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'). At the current number of residential units, the density can be estimated as 490 units per hectare, and employment opportunities are available with the hotel and commercial uses proposed. A residential density analysis has been completed for the surrounding area, as outlined in Appendix "F" to Staff Report DEV034-20.
65. As noted in the density analysis, the surrounding lands, on average, have a residential density of 66.43 units per hectare. There is an opportunity to increase the residential presence in the City Centre by ensuring higher density mixed use developments are constructed to meet the goal of a minimum of 150 residents and jobs per hectare in the Urban Growth Centre. It is therefore appropriate to encourage higher density development on the remaining vacant lands in the City Centre to meet that target.

#### The City Centre

66. Section 4.3.2.2 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 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 is recognized as a strategic priority in terms of focusing community interest and investment to encourage land use, infrastructure, and linkages with the waterfront.
67. 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 has incorporated a multi-use trail system along Bunker's Creek from Bradford Street to Lakeshore Drive, as well as ground floor commercial opportunities and a hotel that would enhance opportunities for the public to enjoy the waterfront.

---

Servicing and Transportation

68. It is a goal of the Official Plan to ensure that all development within the City is serviced by municipal sanitary and storm sewers, municipal water, electrical and other utilities. Policies 5.1.2.1(j), (m), (n), and (o) detail how development of these services will occur. The proposal conforms to these policies as the development will be entirely serviced by municipal and other public utilities.
69. The Official Plan also identifies goals to promote healthy communities, active living, public transit, all forms of active transportation, and the safe integration and connectivity between the various modes of transportation. Policies 5.4.2.3 (a), (c), and (f) detail how new development shall encourage and promote public transit. The development of these lands conforms to these policies as the lands are directly adjacent to active transportation linkages (waterfront trails, sidewalks), transit routes, direct access to the Allandale GO Station and have not increased the number of access points on the arterial road (Lakeshore Drive) which could impede the intended flow of traffic.

Urban Design Guidelines

70. 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 including the City's Urban Design staff are of the opinion that the proposed amendments generally conform to these high-level guidelines, including but not limited to, the significant contribution of a connectivity linkage from Bradford Street to Lakeshore Drive.

Tall Building and Height Control (Section 6.6)

71. Tall Building 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.
72. 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.
73. While these items are not contingent for the approval of the Official Plan and Zoning By-law Amendments, it is fully anticipated that urban design will be addressed in a collaborative manner with the applicant through the site plan process, and to the satisfaction of the Director of Development Services. 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 create a strong mixed use linkage between Bradford Street and the waterfront.

Height and Density Bonusing

74. 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 Section 37 of the *Planning Act* being amended to permit the passing of a Community Benefits Charge by-law by Council. The Regulations to implement the Community Benefits Charge policy have been released but not yet implemented by the City of Barrie.



- 
75. 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 July 20, 2022.
76. As noted above, staff are of the opinion that the proposed development is considered to conform with the Official Plan goals and policies as it relates to development in the Urban Growth Centre. In that respect, staff recommend that the owner/applicant negotiate community benefits in accordance with principles of Official Plan Section 6.8 Height and Density Bonus and the recently passed amendment to permit the City to pass a Community Benefits Charge by-law, to the satisfaction of the Director of Development Services at the time of Site Plan Control.

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

77. 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.
78. 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.
79. Staff are generally satisfied with the site design meeting the guidelines for the proposed type and scope of development in the City Centre. The City's Development Services and Urban Design Planning staff will offer further guidance and will work collaboratively with the applicant through the site plan control process. For reference and context, please note the proposed renderings of the development provided in Schedule "C".
80. Since the initial submission, the applicant has modified the proposed concept to incorporate comments from staff and the public, including a refined development limit respecting the flood plain, Bunker's Creek and associated natural features; and variations to building height, orientation of towers, and the public trail system.

### **Shadow Impact**

81. The review requirements for tall buildings include an analysis of the impact of shadow on the surrounding environment, both built-form and public spaces. The shadow study submitted in support of this application demonstrates the following impacts and best practices:
- a) does not result in an average of 50% of any public space being cast in shadow for 5 or more hourly interval times during the equinox test date.
  - b) allows for an average of 50% of communal amenity area being exposed to sunlight during two consecutive hourly interval times per day (between 11am and 3pm in spring, summer, and fall). Further improvements on this condition may be explored through detail design in the Site Plan process.
  - c) impacts the boulevard on the opposite side of Bradford Street for slightly more than 3 consecutive hours on the equinox test date (between approximately 8:30am- 12:00pm). This slightly exceeds a best practice of 3hrs. Reduced podium heights, or other design interventions could improve this condition to meet the best practice.



Staff note that the minimum parameters for shadow are being met but Staff remain committed to exploring improvements with the applicant through detailed design during the site plan process.

### **Comprehensive Zoning By-law 2009-141**

82. The applicant has proposed to rezone the subject lands from 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-436)(H-114), (C2-2)(SP-437)(H-114), (C2-2)(SP-438)(H-114) and 'Environmental Protection' (EP) to 'City Centre Commercial with Special Provisions, Hold' (C1-2)(SP-XXX)(H-ZZZ), (C1-2)(SP-YYY)(H-ZZZ) and 'Environmental Protection' (EP) as per Appendix "B" attached to Staff Report DEV034-20.
83. The existing zone 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-436)(H-114), (C2-2)(SP-437)(H-114), (C2-2)(SP-438)(H-114) and 'Environmental Protection' (EP) was approved by By-law 2009-116. The current site-specific provisions do not permit an alternative to the Blue Simcoe (Sails) development concept and it is therefore not practical to revise those provisions to represent the subject proposal. In addition, By-law 2009-116 was passed under former Comprehensive Zoning By-law 85-95. The application under consideration in Staff Report DEV034-20 is to provide a new zone for the subject lands to facilitate the development under Comprehensive Zoning By-law 2009-141.
84. Zoning By-law 2009-141 can be found in its entirety at the following link:  
<https://www.barrie.ca/City%20Hall/Planning-and-Development/Pages/Zoning.aspx>

### **Revisions to Proposed Zoning By-law Amendment**

85. In consideration of comments received from staff and the public, and the focus of the By-law on the standard provisions of current Comprehensive Zoning By-law 2009-141 rather than the previous site specific provisions, the applicant is no longer pursuing the following:
- a) Modified definitions for Landscape Buffer Area and Gross Floor Area;  
The applicant is utilizing the definitions provided in By-law 2009-141.
  - b) Alternative parking ratios, including minimum 0.2 bicycle parking spaces per unit to facilitate reductions to vehicular parking spaces;  
No reduction in parking standard is being requested.
  - c) Minimum driveway width of 6 metres;  
All driveways and internal private roadways will meet the minimum standard of 6.4 metres.
  - d) Minimum side yard setback of 1 metre; and,  
There is currently no required side yard setback in the (C1-2) zone. However, there is a requirement for a 3 metre landscape buffer, which will be required to be met.
  - e) A 0 metre setback from the Environmental Protection zone.  
Detail for buffer and structure setbacks will be confirmed through the site plan control process.

---

Zoning Rationale for Special Provisions (SP)

86. The following site specific provisions (SP) have been requested to implement the proposed development concept and would allow for a built form that is consistent with the Official Plan.
87. The following Special Provisions for the 'City Centre Commercial with Special Provisions, Hold' (C1-2)(SP-XXX)(H-ZZZ) Zone are requested to be referenced in the site specific zoning by-law to facilitate the proposed development:

- a) A maximum of 2 loading spaces are required to service the building with Tower 1, which includes the hotel;

This provision is to clarify that the two (2) loading spaces will be provided for the hotel use, rather than using the gross floor area calculation for the entire project as required by section 4.6.2.

- b) Maximum Total Gross Floor Area of 750% whereas the permitted standard is 600%;

Staff consider the increase in GFA to be appropriate in respect to the proposed design and is partly intended to provide flexibility for the change in lot area that may result from the environmental protection area dedication.

- c) A maximum building height of 50 metres within 10 metres of Lakeshore Drive and the maximum building height thereafter shall be 88 metres, whereas the standard is to permit 10 metres within 5 metres of the front/rear lot lines and the maximum building height thereafter shall be 45 metres;

Staff have been in detailed discussions with the applicant and have determined that the height of the buildings can be incorporated in accordance with the general parameters of the City's tall buildings policies and Intensification Urban Design Guidelines. It is anticipated additional review will take place through the site plan approval process. The proposed height of this building at 88 metres, is not significantly higher than the 77 metres currently permitted in the site specific zoning for this property.

- d) Minimum required Commercial floor space of 15% whereas 50% of the lot area is required; and,

Staff consider this reduction to be appropriate in consideration of the calculation being a percentage of the lot area. It is anticipated that the number could be higher, but that will be dependent on the design of future phases and the final lot area calculation after the removal of the environmental protection lands. At 15%, the commercial area is estimated at 5250m<sup>2</sup> for the entire development site, which is considerable.

- e) the minimum dwelling unit size shall be 35 square metres whereas 35 square metres plus 10 square metres per bedroom is required in By-law 2009-141.

As this standard will not be applicable to all residential units, and it is still a greater area than the requirements of the Building Code, staff consider this request to be appropriate.

88. The following Special Provisions for the City Centre Commercial with Special Provisions (C1-2)(SP-YYY)(H-ZZZ) Zone be referenced in the site-specific zoning by-law:

- a) Maximum Total Gross Floor Area of 750% whereas the permitted standard is 600%;

Staff consider the increase in GFA to be appropriate in respect to the proposed design and is partly intended to provide flexibility for the change in lot area that may result from the environmental protection area dedication.

- b) A maximum building height of 30 metres within 5 metres from Bradford Street and the maximum building height thereafter shall be 148 metres, whereas the standard is to permit 10 metres within 5 metres of the front/rear lot lines and the maximum height thereafter is 45 metres;

Staff have been in detailed discussions with the applicant and have determined that the height of the buildings can be incorporated in accordance with the general parameters of the City's tall buildings policies and Intensification Urban Design Guidelines. It is anticipated additional review will take place through the site plan approval process.

- c) Minimum required Commercial floor space of 15% whereas 50% of the lot area is required; and,

Staff consider this reduction to be appropriate in consideration of the calculation being a percentage of the lot area. It is anticipated that the number could be higher, but that will be dependent on the design of future phases and the final lot area calculation after the removal of the environmental protection lands. At 15%, the commercial area for the entire development site is estimated at 5250m<sup>2</sup>, which is considerable.

- d) the minimum dwelling unit size shall be 35 square metres whereas 35 square metres plus 10 square metres per bedroom is required in By-law 2009-141.

As this standard will not be applicable to all residential units, and it is still a greater area than the requirements of the Building Code, staff consider this request to be appropriate.

- e) Notwithstanding H-ZZZ, a parking lot is permitted to provide overflow surface parking as an interim use in accordance with Site Plan Control guidelines and requirements to the satisfaction of the Director of Development Services. Additional transitional uses include, but are not limited to, passive recreation.

89. In summary, the conceptual site plan, attached to Staff Report DEV034-20 as Appendix "D" does not, in the opinion of staff, require significant variations to the zoning standards of By-law 2009-141 and more specifically, the City Centre Commercial (C1-2) Zone.

#### Hold Provisions

90. Staff have recommended that a Hold placed on the zoning permissions for the subject lands until such time as certain actions are completed to the satisfaction of the City. A similar Hold provision is currently applicable to development on the subject lands under the existing zoning.

- 
91. To permit development on the property, zoned as 'City Centre Commercial with Special Provisions, Hold' (C1-2)(SP-XXX)(H-ZZZ) and (C1-2)(SP-YYY)(H-ZZZ), shown on Schedule "A" attached to this By-law the owner/applicant will be required to:
- a) Undertake and/or agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition under the *Environmental Protection Act* prior to any site works or issuance of a Building Permit;
  - b) Apply and get approval of a Site Plan Control application; and,
  - c) Confirmation and refinement of the lands zoned Environmental Protection (EP) for future dedication to the City of Barrie.
92. In addition, for that part of the property zoned as 'City Centre Commercial with Special Provisions, Hold' (C1-2)(SP-YYY)(H-ZZZ) as shown on Schedule "A" attached to this By-law, the following Hold provision has been included:
- a) If the owner/applicant requires a reduction in required parking, submission of a Transportation and Parking Strategy to the satisfaction of the City of Barrie, including but not limited to, an evaluation of the parking standards applied to the development of lands.
93. Staff are confident that the principle of development can be supported on these lands with the current recommendation, and the additional processes of Site Plan Control and the satisfactory resolution to the Hold provisions for these lands.

### **Site Plan Control**

94. Site Plan Control provides the opportunity to complete a detailed design review and comment on:
- a) the layout and orientation of buildings;
  - b) municipal service infrastructure and stormwater management;
  - c) pedestrian walkability and accessibility standards;
  - d) architectural detail and construction materials;
  - e) natural heritage resource protection; and,
  - f) landscaping and snow storage.
95. In addition to the general design parameters implemented through site plan control, staff will be evaluating this site-specific design based on:
- a) Concurrence with any mitigation measures to be implemented through the EIS and comments from LSRCA regarding the flood plain, natural feature preservation or compensation;
  - b) Appropriate access, parking, and traffic circulation on site;
  - c) Amenity area design, including potential opportunities for replanting; and,
  - d) Opportunities for transitional uses, such as passive recreation, on the Phase 2 lands.

---

## Summary

96. Staff have reviewed the comments received and considered the proposed official plan amendment and zoning by-law amendment, having regard to conformity with relevant provincial policies and the City's Official Plan. In staff's opinion, the proposed amendments to permit increased tower heights from 88 metres to a maximum of 148 metres to facilitate high density rental apartment towers with a hotel and ground floor commercial units in the City Centre, is considered appropriate and is consistent with the Provincial Policy Statement (2020), conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), as amended, and the City's Official Plan.

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

97. This proposed land use considers the environment and climate change impact matters by consolidating population and providing density with direct access to the Allandale GO Station, local transit, and active transportation linkages. Opportunities for energy efficient construction details are also being explored. In addition, significant effort has been put into the preservation and regeneration of the Bunker's Creek wetland area, including but not limited to opportunities for passive recreational use.

## **ALTERNATIVES**

98. The following alternatives are available for consideration by General Committee:

### **Alternative #1**

Planning Committee could refuse the subject official plan and zoning by-law amendment applications to facilitate the proposed high density mixed use development project and maintain the current 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-436)(H-114), C2-2)(SP-437)(H-114), (C2-2)(SP-438)(H-114) zones on the subject lands.

This alternative is not recommended as the development anticipated for the subject lands represented in the site-specific By-law 2009-116 is no longer being pursued for the property known municipally as 51-75 Bradford Street and 20 Checkley Street. An excerpt of By-law 2009-116 is attached to Staff Report DEC034-20 as Appendix "C". A new site-specific By-law, based on the standards of Comprehensive Zoning By-law 2009-141, has been recommended by staff to facilitate the development concept proposed by Barrie Lakeshore Development Ltd.

### **Alternative #2**

Planning Committee could recommend approval of the request to rezone all or part of the subject lands to facilitate the development concept, but refuse all or some of the Special Provisions requested to the 'City Centre with Special Provisions, Hold' (C1-2)(SP-XXX)(H-ZZZ), (C1-2)(SP-YYY)(H-ZZZ) zones.

This alternative is not recommended as there are limited special provisions required to facilitate the proposed development concept, and except for height, could be considered appropriate. The increase in height for (C1-2)(SP-XXX) is also considered appropriate, as it is technically an increase from 77 metres to 88 metres in accordance with the existing special provisions for that segment of the subject lands. Staff are also supportive of the increase in tower height to 148 metres with the incorporation of good urban and site design. In addition, this is an ideal opportunity to provide rental housing in the City Centre and effectively utilize existing vacant lands in this location.

## FINANCIAL

99. All costs associated with the approval and development of the site would be the applicant's responsibility. The applicant would be responsible for all capital costs for any new infrastructure required within the development limits and any of the frontage costs associated with upsizing to municipal water and sewer mains already installed, if required.

100. The annual property tax revenue, based on the proposed built-out of the site for:

Residential – Rental Apartments	146, 303.7m <sup>2</sup> GFA
Commercial – Retail, Office	3,529.5m <sup>2</sup> GFA
Commercial – Hotel	8,432.6m <sup>2</sup> GFA

The current municipal tax revenue from the property known municipally as 51-75 Bradford St. & 20 Checkley St. is \$87,500.00, therefore the estimate municipal property tax increase would be approximately \$3,100,000.00. (2020 rate)

101. Cash in lieu of parkland dedication per unit is calculated at \$5,597.00 per apartment unit (proposed 1,723 units, generally assumed to be 723 one bedroom and 1000 2+ bedroom units) and 5% of the appraised land value for the commercial portion. The current rate of 5% of the appraised land value will be applied proportionately to the non-residential development. This represents a total contribution of \$9,643,631 (Not inclusive of the undetermined Commercial Amount). (2020 rate, subject to an annual inflation adjustment on January 1<sup>st</sup> of each year)

102. Building permit application fees as an average are estimated to be in the order of \$4,564,950.00. (2020 rate, subject to an annual inflation adjustment on January 1<sup>st</sup> of each year)

103. The Residential Education levy is currently \$3,559.00 per unit which represents a total levy of \$6,132,157.00. (2020 rate) The Non-Residential Education levy is currently \$0.55 per square foot which represents a total levy of \$70,817.37.

## LINKAGE TO 2018-2022 STRATEGIC PLAN

104. The recommendations included in this Staff Report support to the following goals identified in the 2018-2022 Strategic Plan:

- Building Strong Neighbourhoods
  - i) Build walkable, diverse neighbourhoods that encourage community connections
  - ii) Grow Responsibly

105. In accordance with Council's goals, the potential for intensification at this location would contribute to the efficient use of municipal infrastructure and public transit, as well as provide an alternative building type to encourage diversity and community connections.



- 
- Attachments: Appendix "A" – Draft Official Plan Amendment
- Appendix "B" – Draft Zoning By-law Amendment
- Appendix "C" – Conceptual Renderings
- Appendix "D" – Proposed Build-Out Tower Plan
- Appendix "E" – Conceptual Block Plan
- Appendix "F" – Residential Density Analysis



---

**APPENDIX "A"**

**DRAFT Official Plan Amendment – Part B**

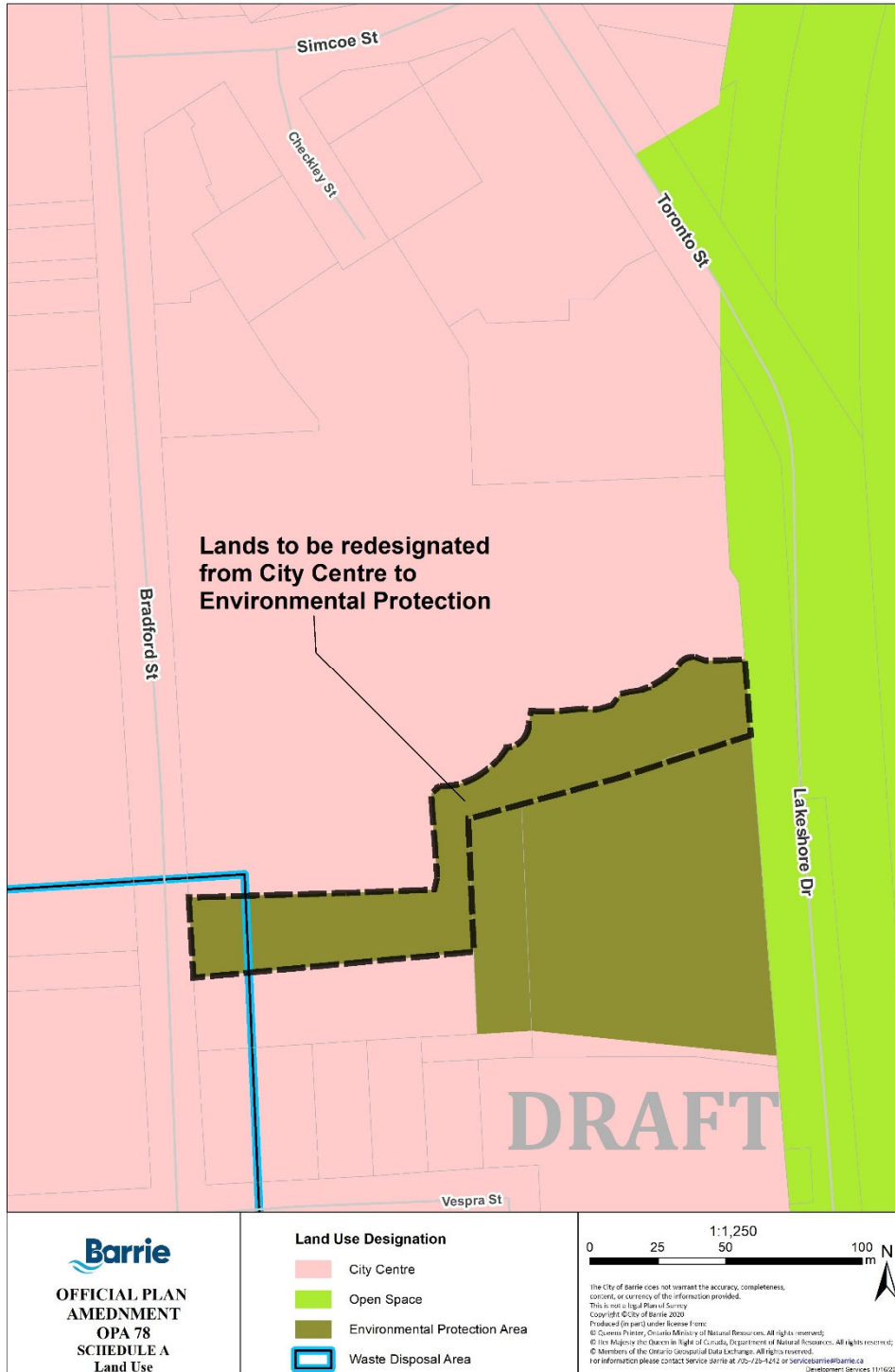
**PART B – THE AMENDMENT**

**1.0 DETAILS OF THE AMENDMENT**

The Official Plan of the City of Barrie, as amended is hereby further amended as follows:

1. Schedule A – Land Use to the Official Plan, as amended is hereby further amended by adjusting the City Centre and Environmental Protection designation on the lands known municipally as 51 – 75 Bradford Street and 20 Checkley Street to reflect the modified Flood Plan limits, as shown on Schedule 'A' attached hereto and forming Part of this Amendment.
2. Schedule C – Defined Policy Areas and the related text in section 4.8.11 of the Official Plan, as amended is hereby further amended by deleting 'Defined Policy Area - T' from the lands known municipally as known municipally as 51 – 75 Bradford Street and 20 Checkley Street.

Schedule 'A' – Land Use



APPENDIX "B"

DRAFT Zoning By-law



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 the lands legally described as Part of Broken Lot 25, Concession 5, Vespra, Part of East Part of 24, Concession 5, Vespra, Lots 115, 116, 117, 118, 119, 120 and 121, inclusive, East Side of Bradford Street, all of Bob Street on Robert Ross Unregistered Plan, Lot 90 West Side of High Street, Part of Lot 65 East Side of High Street and Part of High Street on Registered Plan 115, Part of Ellen Street (Closed By-Law as in SC450705) on Registered Plan 22, being designated as Parts 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18, inclusive, on Reference Plan 51R-37947, City of Barrie, Regional Municipality of Simcoe, municipally known as 51 to 75 Bradford Street and 20 Checkley Street from Transition Centre Commercial with Special Provisions, Hold (C2-2)(SP-436)(H-114), Transition Centre Commercial with Special Provisions, Hold(C2-2)(SP-437)(H-114), Transition Centre Commercial with Special Provisions, Hold (C2-2)(SP-438)(H-114) and Environmental Protection (EP) to Central Area Commercial with Special Provisions (C1-2)(SP-XXX), Central Area Commercial with Special Provisions, Hold (C1-2)(SP-YYY)(H-ZZZ) and Environmental Protection (EP).

**AND WHEREAS** the Council of The Corporation of the City of Barrie adopted Motion XXX

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

1. **THAT** the zoning map be amended to change the zoning of the lands identified as 51 - 75 Bradford Street and 20 Checkley Street from Transition Centre Commercial with Special Provisions, Hold (C2-2)(SP-436)(H-114), Transition Centre Commercial with Special Provisions, Hold (C2-2)(SP-437)(H-114), Transition Centre Commercial with Special Provisions, Hold (C2-2)(SP-438)(H-114) and Environmental Protection (EP) to Central Area Commercial with Special Provisions, Hold (C1-2)(SP-XXX)(H-ZZZ), Central Area Commercial with Special Provisions, Hold (C1-2)(SP-YYY)(H-ZZZ) and Environmental Protection (EP) in accordance with Schedule "A" attached to this By-law.
2. **THAT** the following apply on lands zoned as Central Area Commercial with Special Provisions (C1-2)(SP-XXX)(H-ZZZ) on Schedule "A" as attached to this By-law:
  - a) Notwithstanding the provisions of Section 6.3.4.2, the minimum dwelling unit size shall be 35 square metres;

- 
- b) Notwithstanding the provisions set out in Table 6.3 and Table 6.3.2, the following shall be permitted:
- i) Maximum gross floor area: 30,000 square metres;
  - ii) Maximum building height shall be 50 metres within 10 metres of Lakeshore Drive and a maximum building height of 88 metres thereafter;
  - iii) Maximum gross floor area: 750% (as a percentage of the total lot area measured across C1-2(SP-XXX)(H-ZZZ) and C1-2(SP-YYY)(H-ZZZ));
  - iv) Minimum gross floor area for commercial uses (as a percentage of the total lot area measured across C1-2(SP-XXX)(H-ZZZ) and C1-2(SP-YYY)(H-ZZZ)) shall be 15%;
- c) Notwithstanding Section 4.6.2.1, 25% of the required parking can be provided on the adjacent lands zoned Central Area Commercial with Special Provisions, Hold (C1-2)(SP-YYY)(H-ZZZ);
- d) Notwithstanding Section 4.7.1, for a hotel use two (2) loading spaces shall be required.
3. **THAT** the following apply on lands zoned as Central Area Commercial with Special Provisions (C1-2)(SP-YYY)(H-ZZZ) on Schedule "A" as attached to this By-law:
- a) Notwithstanding the provisions of Section 6.3.4.2, the minimum dwelling unit size shall be 35 square metres;
  - b) Notwithstanding the provisions set out in Table 6.3 and Table 6.3.2, the following shall be permitted:
    - i) Maximum gross floor area: 133,000 square metres;
    - ii) Maximum building height of 30 metres within 5 metres of Bradford Street and a maximum building height of 148 metres thereafter;
    - iii) Maximum gross floor area: 750% (as a percentage of the total lot area measured across C1-2(SP-XXX)(H-ZZZ) and C1-2(SP-YYY)(H-ZZZ)); and,
    - iv) Minimum gross floor area for commercial uses (as a percentage of the total lot area measured across C1-2(SP-XXX)(H-ZZZ) and C1-2(SP-YYY)(H-ZZZ)) shall be 15%.
4. **THAT** notwithstanding the Holding (H) Symbol on those lands zoned as City Centre Commercial with Special Provisions, Hold (C1-2)(SP-YYY)(H-ZZZ), transitional uses, including but not limited to, passive recreation and a parking lot for surface parking attributed to the development of the lands zoned City Centre Commercial with Special Provisions, Hold (C1-2)(SP-XXX)(H-ZZZ) are permitted subject to Site Plan approval.
5. **THAT** a By-law can be brought forward to Council of the City of Barrie to remove the Holding symbol on those lands zoned as City Centre Commercial with Special Provisions, Hold (C1-2)(SP-XXX)(H-ZZZ) as shown on Schedule "A" attached to this By-law, when the following has been completed to the satisfaction of the Director of Development Services:
- a) That the owner/applicant undertake and/or agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition under the Environmental Protection Act prior to any site works or issuance of a Building Permit;
  - b) Approval of a Site Plan Control application and execution of a Site Plan Agreement; and
  - c) Confirmation and refinement of the lands zoned Environmental Protection (EP) for future dedication to the City of Barrie.
6. **THAT** a By-law can be brought forward to Council of the City of Barrie to remove the Holding symbol on those lands zoned as City Centre Commercial with Special Provisions, Hold (C1-2)(SP-YYY)(H-ZZZ) as shown on Schedule "A" attached to this By-law, when the following has been completed to the satisfaction of the Director of Development Services:

- a) If the owner/applicant requires a reduction in required parking, submission of a Transportation and Parking Strategy to the satisfaction of the City of Barrie, including but not limited to, an evaluation of the parking standards applied to the development of lands shown on Schedule "A" attached to this By-law, will be required;
  - b) That the owner/applicant undertake and/or agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition under the Environmental Protection Act prior to any site works or issuance of a Building Permit;
  - c) Approval of a Site Plan Control application and execution of a Site Plan Agreement; and,
  - d) Confirmation and refinement of the lands zoned Environmental Protection (EP) for future dedication to the City of Barrie.
7. **THAT** notwithstanding any severance, partition, or division of lands shown on Schedule "A", the provisions of this By-law shall apply to the whole of the lot as if no severance, partition, or division had occurred.
8. **THAT** the owner/applicant is required to provide community benefits per Section 37 of the *Planning Act* as amended, to the satisfaction of the Director of Development Services.
9. **THAT** notwithstanding the provisions of the *Planning Act* respecting the moratorium for amendment of, or variance to, this By-law, the moratorium shall not apply to the Central Area Commercial with Special Provisions (C1-2)(SP-XXX)(H-ZZZ), Central Area Commercial with Special Provisions, Hold (C1-2)(SP-YYY)(H-ZZZ) and Environmental Protection (EP) zone as illustrated on Schedule "A" attached to this By-law.
10. **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.
11. **THAT** this By-law shall come into full force and effect immediately upon the final passing thereof.

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

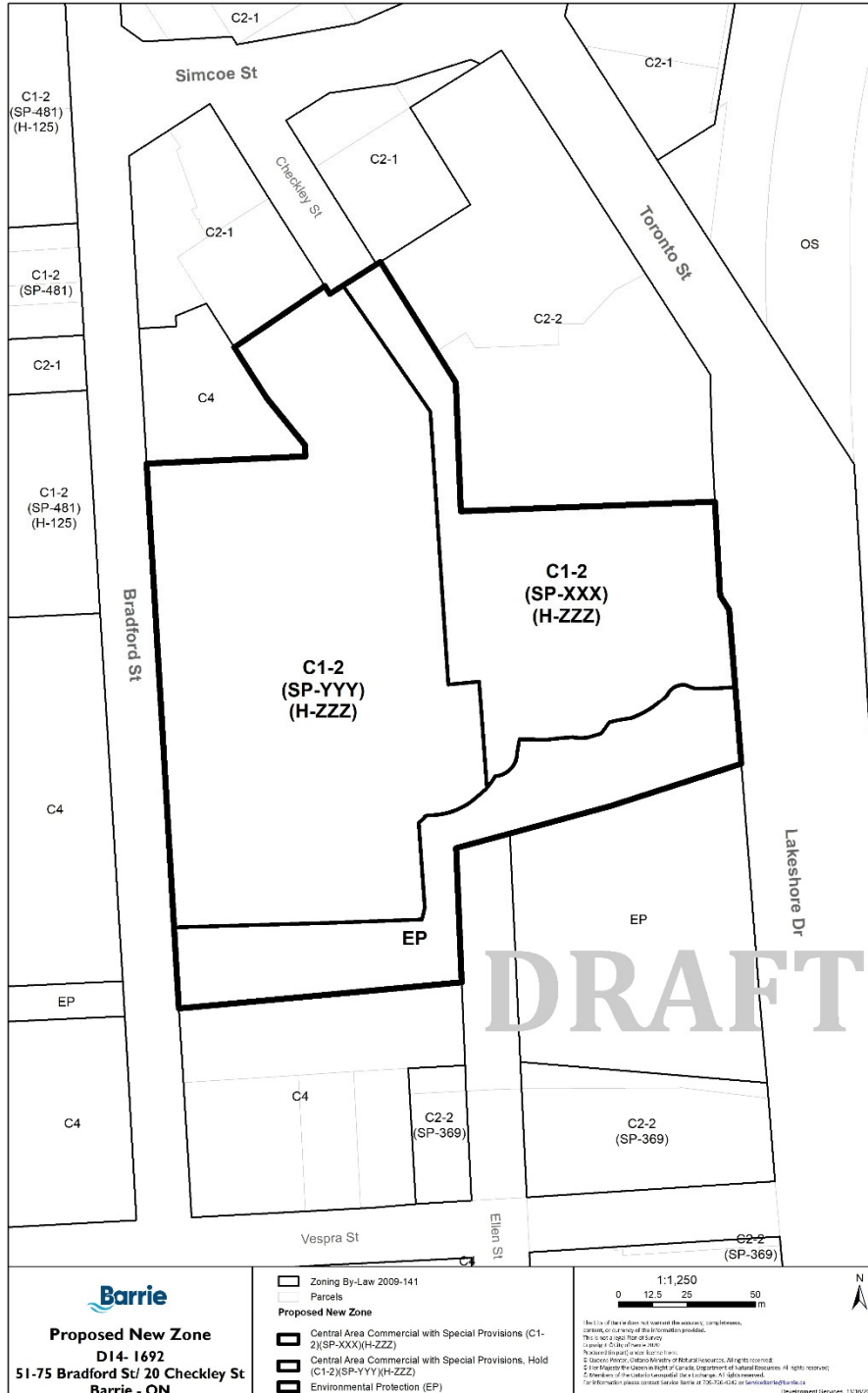
**READ** a third time and finally passed this this **date** day of **month**, 2020.

**THE CORPORATION OF THE CITY OF BARRIE**

\_\_\_\_\_  
**MAYOR – J. R. LEHMAN**

\_\_\_\_\_  
**CITY CLERK – WENDY COOKE**

Schedule "A"





APPENDIX "C"

Conceptual Renderings



AERIAL PERSPECTIVE



VIEW FROM BRADFORD LOOKING NORTH-EAST





VIEW FROM LAKESHORE LOOKING WEST



VIEW FROM OPEN SPACE LOOKING NORTH

APPENDIX "D"

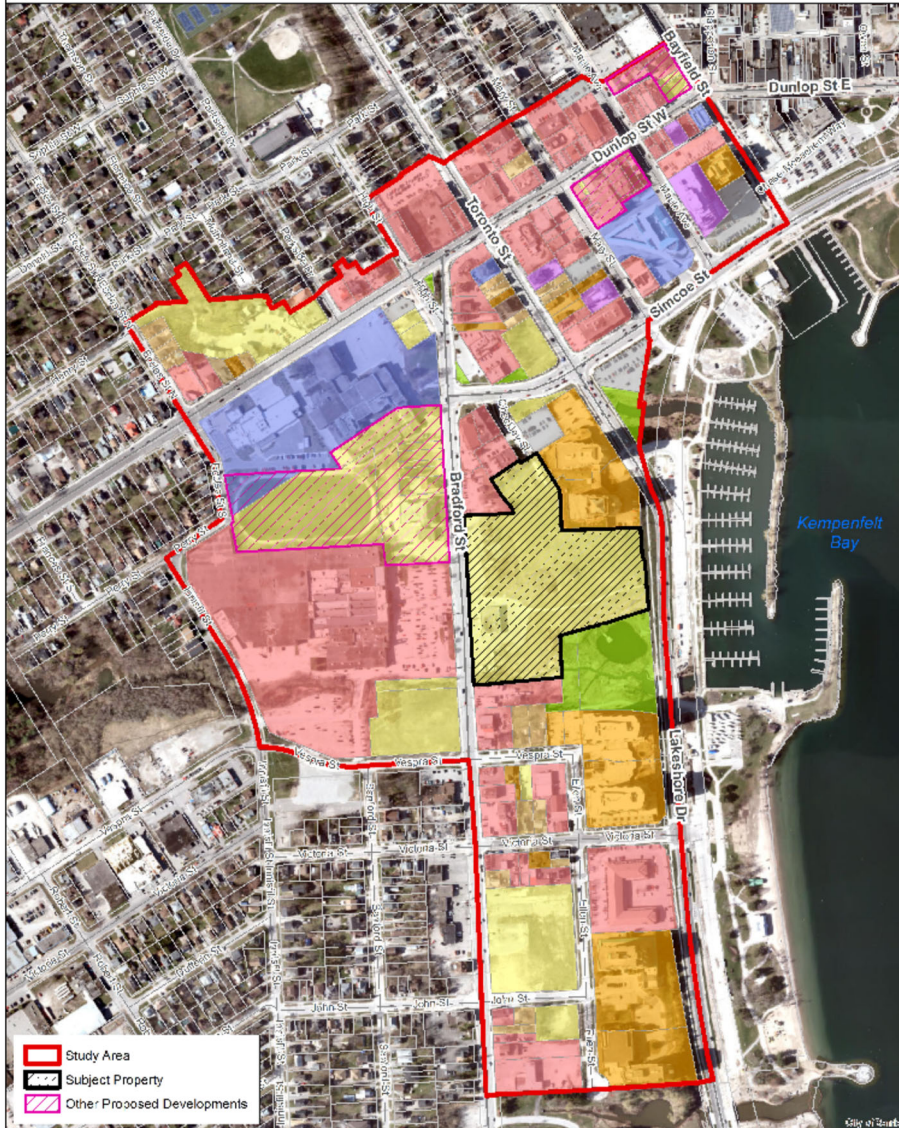
Proposed Build-Out Tower Plan







### Residential Units Density Analysis Surrounding area of 51-75 Bradford St / 20 Checkley St



- Study Area
- Subject Property
- Other Proposed Developments



The City of Barrie has prepared this document, compilation, and map, as required by the Planning Act, for the purpose of providing information to the public. It is not intended to constitute a contract or any other legal instrument. The City of Barrie is not responsible for any errors or omissions in this document. The City of Barrie is not responsible for any actions taken by any person based on the information contained in this document. The City of Barrie is not responsible for any actions taken by any person based on the information contained in this document. The City of Barrie is not responsible for any actions taken by any person based on the information contained in this document.

**Property Type as per MPAC Property Code**

<span style="background-color: #f9c99d; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Single dwelling	<span style="background-color: #808080; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Six dwelling units	<span style="background-color: #99ccff; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> City Facility/Community Service
<span style="background-color: #f9c99d; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Two dwelling units	<span style="background-color: #ccccff; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Multi-residential building/apartment	<span style="background-color: #90ee90; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Open Space/Environmental Area
<span style="background-color: #f9c99d; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Three dwelling units	<span style="background-color: #ffcc99; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Residential Condominium	<span style="background-color: #cccccc; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Parking Lot
<span style="background-color: #f9c99d; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Four dwelling units	<span style="background-color: #ff9999; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Commercial and Office	<span style="background-color: #ffff99; border: 1px solid black; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Vacant Lands

1:4,000

0      85      170      340  
m

N



DENSITY ANALYSIS

Area Surrounding 51-75 Bradford St / 20 Checkley St

Property Usage Type	Total Units	Land Area (ha)	Dwelling Units/ha
Single family detached (not on water)	15	0.80	18.76
Semidetached / Duplex/ Singles with second suites	16	0.38	41.60
Residential property with three self-contained units	3	0.05	61.67
Residential property with four self-contained units	4	0.05	79.62
Residential property with six self-contained units	6	0.06	97.76
Multi-residential buildings (same owner)	197	0.47	418.76
Condominium Units (7 Different Condominiums)	928	4.62	200.93
<b>Other Proposed Developments</b>	<b>1303</b>	<b>2.78</b>	<b>468.36</b>
<i>Five Points Development</i>			
<i>(2-14 Dunlop St/ 30-42 Bayfield St - 0.28ha, with 208 Residential Units)</i>			
<i>Barrie Central (34-50 Bradford St - 2.07 ha, with 600 Residential units)</i>			
<i>39-67 Dunlop St W/ 35-37 Mary St 0.43 ha, with 1723 Residential units)</i>			
<b>Subject Property (51-75 Bradford St / 20 Checkley St)</b>	<b>1723</b>	<b>3.50</b>	<b>491.62</b>
Area of Study <b>Including development on Subject Lands (Including road right of way)</b>	<b>4195</b>	<b>48.30</b>	<b>86.85</b>
Area of Study Including development on Subject Lands (Excluding road right of way)		<b>37.21</b>	<b>112.73</b>
Area of Study <b>Excluding development on Subject Lands (Including road right of way)</b>	<b>2472</b>	<b>48.30</b>	<b>51.18</b>
Area of Study Excluding development on Subject Lands (Excluding road right of way)		<b>37.21</b>	<b>66.43</b>

Note:

This residential units count is based on the MPAC database (Property Code) and includes 3 other additional proposals in the area.

Prepared by: Development Services

Date: November 17, 2020