

PLANNING JUSTIFICATION **REPORT**

SITE PLAN APPLICATION

535 Bayview Drive

City of Barrie

Date:

January 2024

Prepared for:

YMCA of Simcoe Muskoka

Prepared by:

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1.0 INTRODUCTION

MacNaughton Hermson Britton Clarkson Planning Limited ("MHBC") have been retained by YMCA of Simcoe and Muskoka (the "Applicant"), to review the planning merits of and prepare a Planning Justification Report (the "Report") for the proposed Site Plan Approval Application ("SPA") for a new YMCA social services facility and associated programming, including transitional residential units, daycare and parking, on the property municipally addressed as 535 Bayview Drive in the City of Barrie (the "Site").

The Site is a portion of the 535 Bayview Drive property which is being leased from the City of Barrie. This property is part of a wider City owned landholding which hosts the Sadlon Arena and its associated parking lot (the "Subject Lands"). **Figures 1 and 2** identify the location of the Site and provides an aerial photo of the Site. The proposed Site Plan is included as **Figure 3**.

The Site is located within a Strategic Growth Area (see **Figure 4**) and is designated "Community Hub" in the City of Barrie Official Plan (see **Figure 5**) and is zoned "Major Institutional (I-M) Zone" in the City of Barrie Zoning By-law (see **Figure 6**).

2.0 SITE DESCRIPTION AND SURROUNDING LAND USES

Located within the settlement area of the City of Barrie, the Subject Lands are located at the northeast corner of Maplevue Drive East and Bayview Drive, having frontage onto Bayview Drive to the west and Maplevue Drive E to the south – with multiple accesses onto both roads. The Subject Lands are located between Highway 400 to the west, Maplevue Drive E to the south, and Big Bay Point Road to the north.

The Site is located to the north east corner of the Subject Lands, being approximately 11,330 square metres (~2.8 acres) in size, and currently consists of a portion of the large parking area serving Sadlon Arena as well as the City's adjacent dog park.

The Site is bounded by the following:

North: To the north is an industrial site. Further, to the north of Churchill Drive are a variety of industrial and commercial retail uses.

East: To the east are stormwater retention ponds serving the wider area. Further, along Welham Road, are a variety of industrial uses.

South: To the south east is the 'Barrie Dog Off Leash Recreation Area'. To the south is the Sadlon Arena, which is owned and operated by the City of Barrie. It is the home of the Barrie OHL team, as well as a location for various events such as concerts, tradeshow etc. To the south of Maplevue Drive E is a large vacant lot as well as a Gas Station and Tim Hortons, south of which are further industrial lots.

West: To the west of the Site and Subject Lands is the large format 'Park Place' shopping centre – comprised of a number of retail and commercial outlets and shops.

See **Figures 1 and 2.**

Bus stops are located approximately 400-500 metres from the Site, along Maplevue Dr E providing services to Park Place and to the Barrie Bus Terminal and along Bayview Drive to Georgian College, the hospital, the Barrie South GO station and to the Barrie Bus Terminal.

3.0 PROPOSAL

Proposed is the construction of a 2-storey YMCA social services facility, with an attached 3-storey component that will host 12 YMCA transitional residential units, supported by an area of parking and outdoor play area. The proposed YMCA totals approximately 6634.9 square metres of gross floor area. See excerpt of Site Plan at **Figure 3**.

The Proposed Development is comprised of the following:

- 2-storey social services facility– hosting a variety of services including a pool, gym, childcare, and inter-generational hub
- 3-storey attached youth haven – consisting of 12 x 1-bed rooms transitional residential units and shared common space and laundry area
- Outdoor play area associated with the childcare space and a landscaped area to the rear
- 72 parking spaces, including 14 EV (electrical vehicle) charging spaces and 8 barrier free parking spaces
- In addition to the Proposed Development within the Site, there are also some improvements proposed to portions of the surrounding parking area and drive aisles within the Subject Lands in order to improve internal traffic flow within the Subject Lands.

4.0 Planning Analysis

The following is a review of the land use policy framework related to the Site.

4.1 Planning Act

The *Planning Act* establishes the rules for land use planning in Ontario and effectively describes how land uses can be controlled, and who may control them.

Sections 2 and 3 of the *Planning Act* require that planning decisions have regard to matters of Provincial interest, be consistent with the provincial policy statements and conform to the provincial plans that are in effect. The matters of Provincial interest outlined in Section 2 of the *Planning Act* are outlined below. **Sections 4.2 and 4.3** of this Report will examine the applicable provincial policy and plans as they relate to the Proposed Development.

- (a) the protection of ecological systems, including natural areas, features and functions;

The Proposed Development represents intensification of lands that are currently disturbed and developed as an existing surface parking lot and is not adjacent to any significant natural heritage feature and therefore serves to protect the environment.

- (b) the protection of the agricultural resources of the Province;

The Proposed Development is located within the existing urban built up area of Barrie and will not impact any existing agricultural land or resources.

- (c) the conservation and management of natural resources and the mineral resource base;

The Proposed Development is located within the existing urban built up area of Barrie and will not impact any natural or mineral resources.

- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;

The Proposed Development will redevelop an existing surface parking lot and not impact any features of significant architectural, cultural, historical, archaeological or scientific interest.

- (e) the supply, efficient use and conservation of energy and water;

Through intensification of the Site the Proposed Development will make more efficient use of existing municipal infrastructure. The sustainable development report included with the submission identifies additional strategies proposed to help conserve and make efficient use of energy and water.

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;

Through intensification of the Site the Proposed Development will make more efficient use of existing telecommunication, sewage and water infrastructure as well as existing City transit routes.

- (g) the minimization of waste;

The Sustainable Development Report identifies strategies in which the Proposed Development seeks to minimize waste.

- (h) the orderly development of safe and healthy communities;

The Proposed Development being strategically located within an identified Community Hub, close to other major amenities and shopping centres and along multiple City transit routes contributes towards the orderly development of safe and healthy communities.

- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;

The Proposed Development is designed to meet all current accessibility requirements.

- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;

The Proposed YMCA will enhance the City's existing stock and distribution of educational, health, social, cultural and recreational facilities, especially as the City has not hosted a YMCA facility since the previous facility on Grove Street was demolished a number of years ago.

- (j) the adequate provision of a full range of housing, including affordable housing;

The Proposed Development will contribute towards the provision of a full range of housing, including affordable housing by providing transitional youth housing units in addition to the proposed recreational and cultural facilities.

- (k) the adequate provision of employment opportunities;

The Proposed Development will generate a number of new jobs in a variety of disciplines and fields.

- (l) the protection of the financial and economic well-being of the Province and its municipalities;

The Proposed Development will assist the City in generating additional revenue and provides additional recreational, educational, cultural and housing benefits to the City while being privately operated.

- (m) the co-ordination of planning activities of public bodies;

The Applicant has been working closely with the City of Barrie throughout the planning approval process.

- (n) the resolution of planning conflicts involving public and private interests;

The Applicant has worked closely with the City of Barrie to ensure the Proposed Development does not negatively impact the balance of the City's public landholdings on the Subject Lands including the adjacent dog park and Sadlon Arena.

- (o) the protection of public health and safety;

The Proposed Development has been designed with CPTED principles in mind.

- (p) the appropriate location of growth and development;

The Proposed Development is strategically located within an identified Community Hub within the City of Barrie's OP which contemplates social service facilities such as the YMCA.

- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

The Proposed Development is implementing a number of green building strategies as outlined in the sustainable development report, is located in close proximity to a number of existing transit routes and has been designed to be as pedestrian friendly as possible within the limitations of its location away from Bayview Drive towards the rear of the property.

- (r) the promotion of built form that,

(i) is well-designed,

(ii) encourages a sense of place, and

(iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

- (s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.

1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3; 2011, c. 6, Sched. 2, s. 1; 2015, c. 26, s. 12; 2017, c. 10, Sched. 4, s. 11 (1); 2017, c. 23, Sched. 5, s. 80.

In response to (r) and (s), the Proposed Development exhibits a high quality of architectural design and encourages a sense of place. The Proposed Development will replace an existing surface parking lot with a modern YMCA facility, designed with sustainability, accessibility and safety principles in mind.

Based on a comprehensive review of the proposal and the applicable sections of the Planning Act, it is the opinion of this office that the Proposed Development complies with the applicable policies of the *Planning Act*.

4.2 Provincial Policy Statement (2020)

The Provincial Policy Statement ("PPS") is the statement of the Provincial government's policies on land use planning and is intended to provide policy direction on land use matters which are in the provincial interest. All land use planning decisions are required to be consistent with the PPS.

Section 1.1.3 of the PPS directs the focus of growth towards settlement areas to ensure their continued viability and encourage densities and a mix of land uses that efficiently use land and resources and are appropriate for existing infrastructure and public service facilities. Section 1.1.3.7 and Section 1.6.1 confirm that planning authorities should ensure the timely provision of infrastructure and public service facilities required to meet current

and projected needs. Section 1.6.5 sets out that such facilities should be located in community hubs to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.

The Site is located within the City of Barrie, which is an identified settlement area. As the City continues to grow, there is a need to ensure adequate public service facilities are provided within the settlement area. The Proposed Development will ensure such services are available to a wide range of persons. Additionally, located in close proximity to the Sadlon Arena and Barrie Off-Leash Dog Park, it will allow for opportunities of service integration. As set out in **Section 2** of this Report, the Site is located within 500 metres of transit stops offering services across the City, and therefore will be accessible to a greater number in the community.

Based on a comprehensive review of the proposal and applicable policies of the PPS, it is the opinion of this office that the Proposed Development is consistent with the policies of the PPS.

4.3 Growth Plan for the Greater Golden Horseshoe (2020)

The Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”) was created by the Province to guide the building of stronger more prosperous communities through the management of growth. The Growth Plan contains various principles which are intended to guide decisions on how land is developed. The City of Barrie is within the boundaries of the Growth Plan and thus its policies apply to the Site.

The City of Barrie is identified as an Urban Growth Centre in the Growth Plan. The Growth Plan includes guiding principles at Section 1.2.1, which include building complete communities, designed to support healthy and active living, and improving the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs.

At Section 2.2.3 it confirms that Urban Growth Centres shall be focal areas of investment in regional public service facilities. Section 3.2.8 reiterates the policies of the PPS and confirms that such facilities should be located in community hubs to promote cost-effectiveness and in locations easily accessible by active transportation and transit.

As noted in **Section 4.2** of this Report, the Proposed Development will ensure the delivery of public services to the wider community. The Site is located in an existing community hub, and is in close proximity of transit stops offering services across the City.

Based on a comprehensive review of the proposal and the applicable policies of the Growth Plan, it is the opinion of this office that the Proposed Development conforms with the policies of the Growth Plan.

4.4 City of Barrie Official Plan (December 2023)

The Site is within a Strategic Growth Area (see **Figure 4**) and is designated “Community Hub” (see **Figure 5**) in the City of Barrie Official Plan (the “City OP”).

Section 2.3.3 confirms that Strategic Growth Areas (SGAs) are intended to be focal points of, among other things, jobs and social interaction, and that such areas will contain Strategic Growth Areas will contain community gathering and celebration spaces to encourage social interaction and activity. It further confirms that development in SGAs will be planned as transit-oriented, shall maximize the use of transit infrastructure, and be pedestrian-friendly to support active transportation.

As noted within this Report, the YMCA facility proposed will provide a variety of services and provide the community an opportunity and space for interaction and gathering, in an easily accessible location. The Proposed Development will promote active transportation by both including bicycle parking infrastructure and being designed in a pedestrian friendly manner in the context of the location of the Site towards the rear of the property away from Bayview Drive. The conversion of a surface parking lot to a YMCA facility located on transit routes and designed to accommodate active transportation will assist the City in achieving its goals of encouraging active transportation.

Section 2.6.4 sets out the policies associated with the ‘Community Hub’ designation. Among the range of uses permitted it includes public service facilities, community facilities and co-housing opportunities. This confirms that the principle of the use proposed is acceptable.

Section 3.2 and Section 3.3 sets out general urban design policies and built form criteria for development in the City. The accompanying Urban Design Brief outlines how the Proposed Development complies with the intent of these policies. The accompanying Sustainable Development Report confirms compliance with the Green Development Standards set out in Section 3.2.3.1 of the City OP.

Section 6.4 of the City OP outlines the need to ensure social and economic resiliency, and to provide access to public service facilities. It places importance on housing options for all residents. The youth transitional housing space offered through the YMCA as part of the Proposed Development aligns with the aims of the City OP.

The Site is a currently a paved parking area and the Proposed Development conforms to the uses permitted within Strategic Growth Areas and within the Community Hub designation, whilst giving due consideration to urban design requirements in the context of the Site.

Therefore, based on a comprehensive review of the proposal and the applicable policies of the City of Barrie Official Plan, it is the opinion of this office that the Proposed Development conforms with the policies of the Official Plan.

4.5 City of Barrie Zoning By-law 2009-141 (Consolidated January 2023)

The Site is zoned 'Major Institutional' (I-M) in the City's Zoning By-law (see Figure 6). The Proposed Development is considered to be a 'Social Services Facility' which is a permitted use within the I-M Zone.

The accompanying Site Plan confirms that the Proposed Development as provided in the 1st Site Plan submission generally conforms to the provisions of the Zoning By-law. It is noted that the Proposed Development will require minor variances to the Zoning By-law for deficient interior side yard setbacks to the north and south property lines. However, through discussions with City of Barrie staff, it has been agreed that an application for Minor Variances will be submitted following the submission and review of the Site Plan application to ensure no further changes or additional minor variances are required prior to making that application.

It is also noted that the City of Barrie published a second draft of a new comprehensive Zoning By-law in the summer of 2023, with subsequent public consultation of that draft. A further draft of the Zoning By-law is expected. However, at the time of this application for Site Plan Control, this draft has not been published and therefore is not considered to be a relevant to the determination of this application.

5.0 TECHNICAL REPORTS

As outlined in the pre-consultation comments provided by the City dated 31 October 2023, a variety of technical reports and studies are required to form a complete site plan application. In addition to the Planning Justification Report, these include the following:

- Arborist Report – prepared by The Planning Partnership;
- Functional Servicing Report – prepared by Tatham Engineering;
- Geotechnical Investigation Report – prepared by GEMTEC;
- Hydrogeological Assessment – prepared by Tatham Engineering;
- Stormwater Management Report – prepared by Tatham Engineering;
- Sustainable Design Intent Letter – prepared by MSS Architects;
- Traffic Impact Study – prepared by Tatham Engineering; and
- Urban Design Report (Brief) – prepared by MHBC.

These studies support the Proposed Development.

6.0 SUMMARY & FINDINGS

Based on the analysis outlined above, it is the opinion of the undersigned that the Site Plan Control application for the Proposed Development meets the requirements of the *Planning Act*, is consistent with the PPS and conforms to the Growth Plan and the City of Barrie Official Plan and meets with the general intent of the City of Barrie Zoning By-law, and therefore represents good planning.

Should you require any additional information, please do not hesitate to contact our office.

Respectfully submitted,

MHBC



Kory Chisholm, BES, M.Sc., MCIP, RPP
Partner



Opani Mudalige, Hon.BA, M.Sc. MRTPI
Intermediate Planner

Appendices

Appendix 1

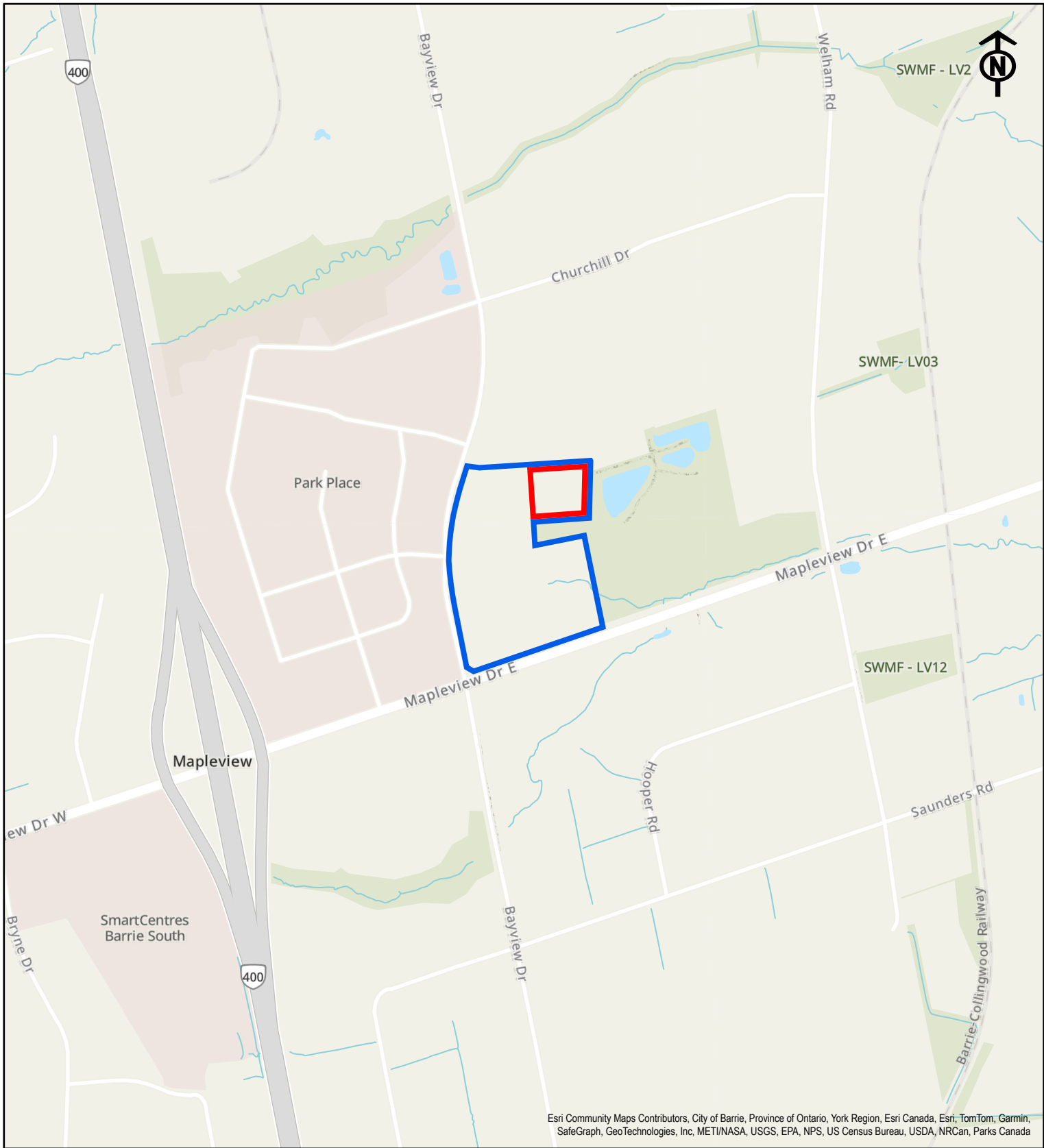


FIGURE 1
SITE
WIDER CONTEXT

Barrie YMCA
535 Bayview Drive
Barrie, Ontario

LEGEND

- The Site
- Subject Lands

DATE	Jan. 18, 2024
SOURCES	Martin Simmons Sweets - Site Plan - Dec. 2023 ESRI
<div> <div>04080160240320400</div> <div>Meters</div> </div>	
23348A_ReportFigures	



FIGURE 2
SITE
AERIAL

Barrie YMCA
535 Bayview Drive
Barrie, Ontario

LEGEND

- The Site
- Subject Lands

DATE	Jan. 18, 2024
SOURCES	Martin Simmons Sweets - Site Plan - Dec. 2023 ESRI
<div>0 10 20 40 60 80 100</div> <div>Meters</div>	
23348A_ReportFigures	



FIGURE 4
**COMMUNITY
 STRUCTURE**
 CITY OF BARRIE
 OFFICIAL PLAN: MAP 1

Barrie YMCA
 535 Bayview Drive
 Barrie, Ontario

LEGEND

- The Site
- Subject Lands
- Strategic Growth Area
- Employment
- Natural Heritage System and Greenspace
- Designated Greenfield Area (DGA)
- Built-up

DATE	Jan. 18, 2024
SOURCES	Martin Simmons Sweets - Site Plan - Dec. 2023 Land Information Ontario City of Barrie
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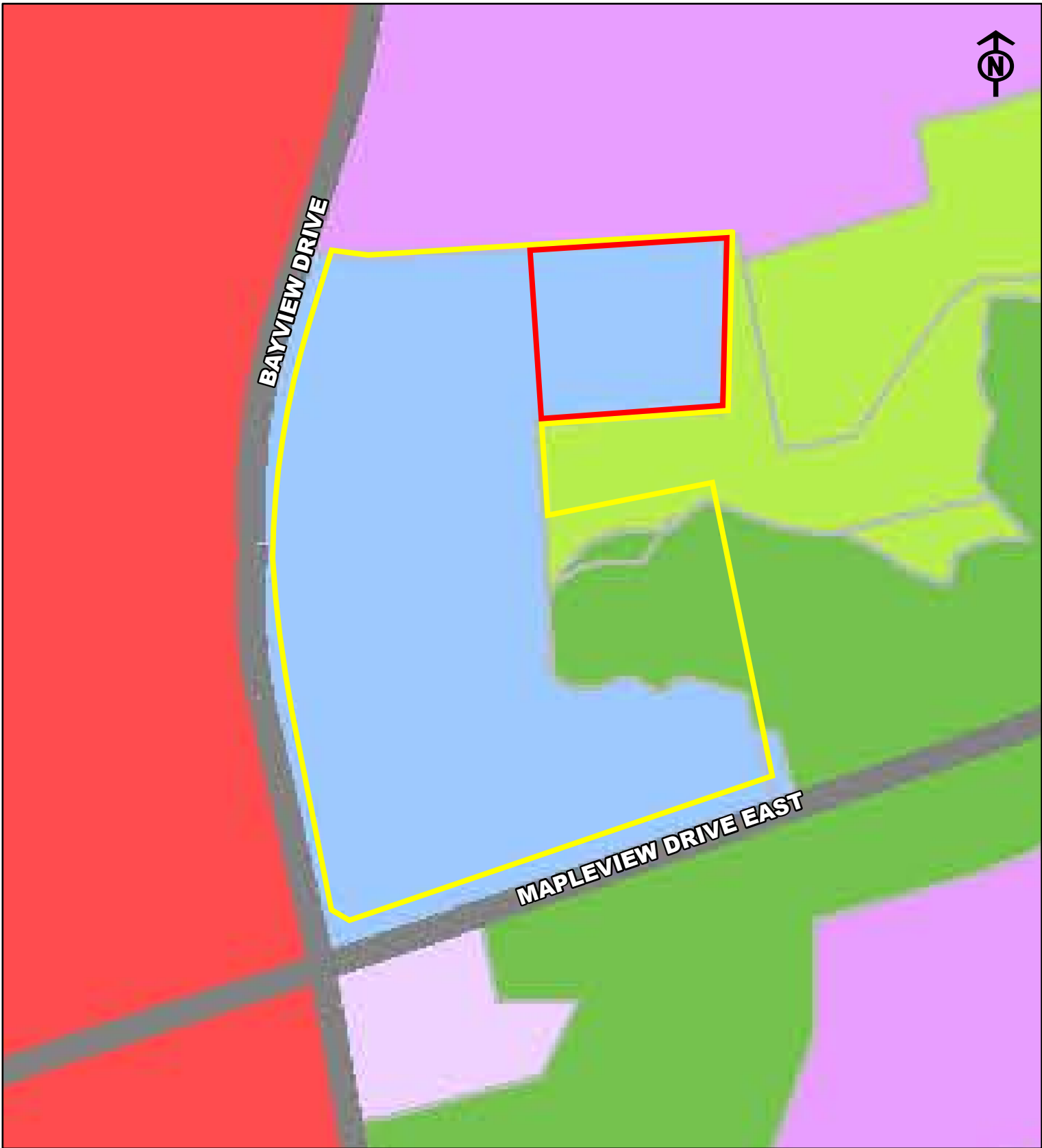


FIGURE 5
LAND USE

CITY OF BARRIE
OFFICIAL PLAN: MAP 2

Barrie YMCA
535 Bayview Drive
Barrie, Ontario

LEGEND

- | | |
|--|---|
| The Site | Natural Heritage System |
| Subject Lands | Employment Area - Non Industrial |
| Commercial District | Employment Area - Industrial |
| Community Hub | Greenspace |

DATE	Jan. 18, 2024
SOURCES	Martin Simmons Sweets - Site Plan - Dec. 2023 Land Information Ontario City of Barrie
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23348A_ReportFigures	

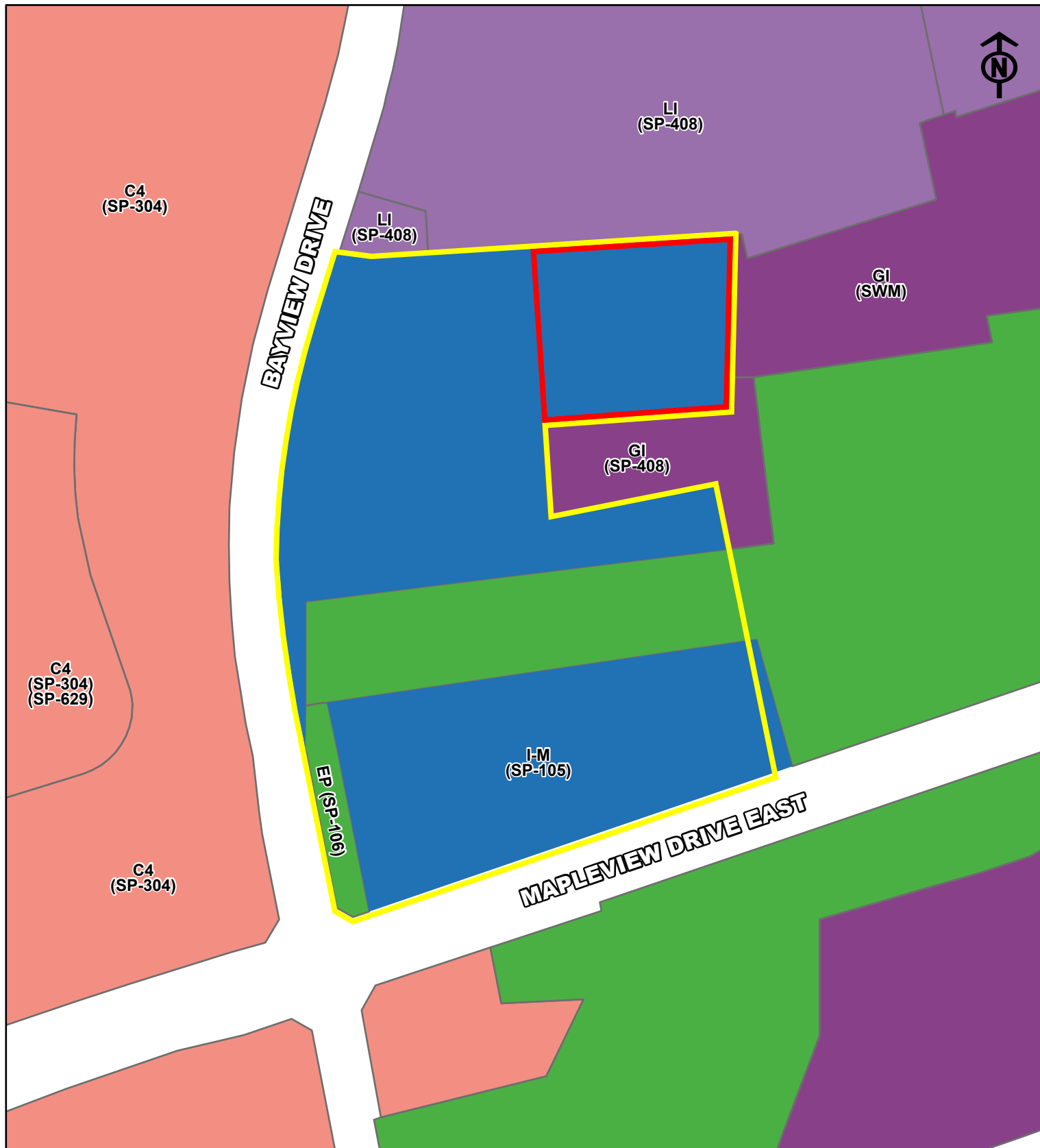



FIGURE 6
ZONING BY-LAW
 CITY OF BARRIE
 ZONING BY-LAW 2009-141
 SOUTH SECTION
Barrie YMCA
 535 Bayview Drive
 Barrie, Ontario

LEGEND

- | | |
|---|---|
| The Site | General Industrial (GI) |
| Subject Lands | Major Institutional (I-M) |
| General Commercial (C4) | Environmental Protection Area (EP) |
| Light Industrial (LI) | |

DATE	Jan. 18, 2024
SOURCES	Martin Simmons Sweets - Site Plan - Dec. 2023 Land Information Ontario City of Barrie
<div style="text-align: center;"> 0 10 20 40 60 80 100 Meters </div>	
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 PLANNING URBAN DESIGN & LANDSCAPE ARCHITECTURE	