

PLANNING JUSTIFICATION REPORT

ZONING BYLAW AMENDMENT

34-50 Bradford Street
City of Barrie

Date:

February 2022

Prepared for:

Barrie Central Developments Inc.

Prepared by:

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Our File 1350L

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1.0 INTRODUCTION

MacNaughton Hermesen Britton Clarkson Planning Limited (MHBC Planning) has been retained by HIP Barrie Central (HIP) to assist with the planning applications for their properties located at 34-50 Bradford Street (the subject lands), which are located in the City of Barrie. To permit the proposed development, an amendment to the City of Barrie Zoning By-law, including the existing site specific by-law, is required to:

- Permit additional height for the two buildings oriented to Bradford Street; and
- Introduce a site specific parking standard for the residential use.

This Planning Justification Report has been prepared for submission to the City of Barrie and includes the following:

- An introduction and general description of the subject lands and surrounding uses to provide an understanding of the locational context;
- A description of the overall concept and design highlights of the proposed development;
- A review of the existing Provincial and Municipal policy framework in relation to the proposed development and an assessment of consistency and conformity with Provincial Policy and the City's Official Plan and Zoning By-law, including the previously approved site specific By-law; and,
- A justification for the proposed amendments to the Zoning By-law.

The subject lands comprise a total of 2.852 hectares, and are proposed to be developed in two phases, with the first phase oriented to Bradford Street. The subject lands previously contained the Prince of Wales Elementary School, detached dwellings and a portion of the former Barrie Central Collegiate Institute's Red Story Field. The lands are located on the west side of Bradford Street, just south of Simcoe Street and extend to the west with a small amount of frontage on Eccles Street South, where it transitions to Perry Street.

The proposal is to redevelop the lands with two residential towers on top of a shared podium facing Bradford Street (Phase 1). The second phase, has not yet been designed, and the intent is to comply with the zoning on the lands, including the site specific regulations approved by Council in 2020. Elements of the former Elementary School façade are proposed to be retained to create an inviting streetscape along Bradford Street and a public parkette, while the design of the site has considered a future public road (Simcoe Street extension) contemplated by the City. The development of the first phase does not require the full extension of Simcoe Street.

2.0 SITE DESCRIPTION AND SURROUNDING LAND USES

2.1 Site Description

The subject property is located on the west side of Bradford Street, south of Simcoe Street. Dunlop Street West is located to the north, while the lands also have frontage on Eccles Street South, where it intersects with Perry Street. The location of the subject lands is illustrated on **Figure 1**.

The entire site is comprised of approximately 2.852 hectares and includes multiple properties that were assembled and merged for the purpose of comprehensively redeveloping the lands. Currently the lands are vacant, save and except for the retained portion of the Prince of Wales Elementary School façade.

2.2 Surrounding Land Uses

The lands are located within the City's Urban Growth Centre (Downtown Barrie), and within close proximity to Kempenfelt Bay and the City's waterfront. The lands are well situated in terms of the surrounding road network, active transportation, public transit and amenities, including convenient access to GO service and Highway 400. The redevelopment and intensification of the lands with residential uses will provide housing choice for those wanting to live near the waterfront, in a walkable area, with a range of amenities and alternative transportation options. The Downtown already contains a broad mix of uses, including residential, commercial and employment, as well as outdoor recreational amenities associated with the waterfront (Marina, Heritage Park). The context of the surrounding lands is illustrated in **Figure 2**.

The subject lands front onto the west side of Bradford Street, south of Simcoe Street, with additional frontage on Eccles Street to the west. The City of Barrie owns the adjacent lands, which previously contained Barrie Central Collegiate Institute (proposed for City redevelopment) as well as a City operated Fire and Emergency Services Station (which will remain). To the south are a mix of uses, including commercial and employment in multiple buildings that front on Bradford Street and Innisfil Street. A recently approved development with high rise buildings is located immediately to the east on the opposite side of Bradford Street. More specifically, existing land uses within the vicinity of the subject lands are described below:

- North:** Immediately to the north are the City owned lands that include the former Barrie Central Collegiate Institute lands, as well as Fire and Emergency Services Station, both of which front onto Dunlop Street West. On the north side of Dunlop Street West are a mix of commercial uses, some of which are located in converted dwellings. The City has plans to redevelopment the former Collegiate lands.
- West:** To the west of the subject lands is a low-rise neighbourhood that begins along Eccles Street and continues further to the east along Perry Street. Dunlop Street West, which is also located to the west of the subject lands, intersects with Highway 400 to the west and provides a key full access interchange in the City, as well as a broader range of commercial uses.
- South:** To the south of the subject lands is a Tim Hortons restaurant with a drive thru oriented to Bradford Street and a large multi-unit commercial/office building, with associated surface parking. Industrial warehouse/storage buildings are also located to the southeast, fronting on Innisfil Street.
- East:** To the east of the subject lands, on the opposite side of Bradford Street are commercial uses in a strip plaza format, individual commercial developments (Pawn Smart, U-Haul) and vacant lands planned for high rise development (planning approvals are in place). High rise residential buildings are located one block further to the east, oriented to the waterfront and Kempenfelt Bay.



Figure 1
Location of Subject
Lands

LEGEND

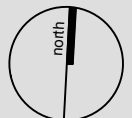
 Subject Lands

DATE: June 25, 2019

SCALE: 1:10,000

FILE: 1350L

DRAWN: JB



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34-50 Bradford Street
City of Barrie

Source: Google Satellite Imagery

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& LANDSCAPE
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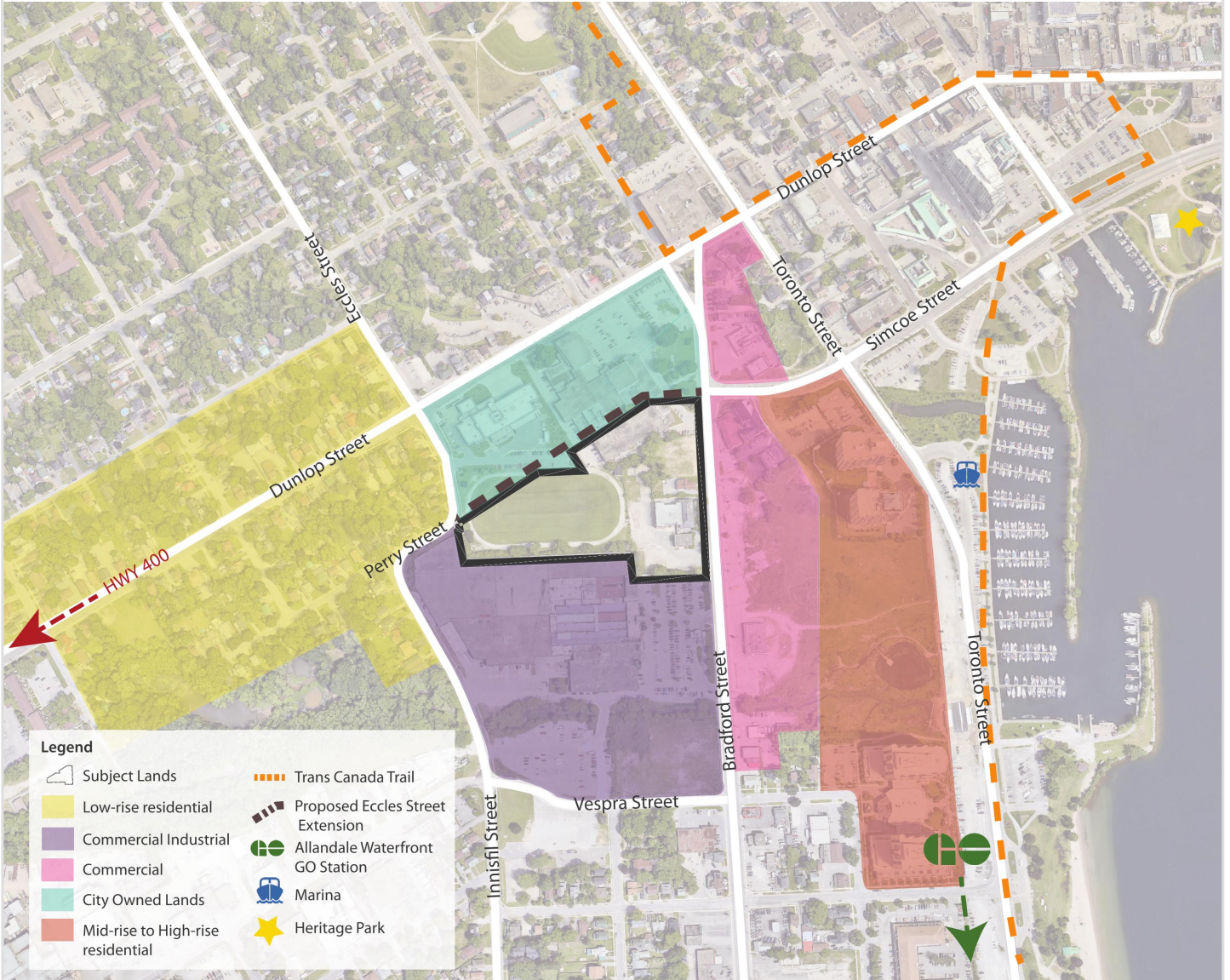


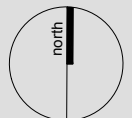
Figure 2
Context Plan

DATE: June 21, 2019

SCALE: NTS

FILE: 1350L

DRAWN: JB



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34-50 Bradford Street
City of Barrie

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The following bus routes, operated by Barrie Transit, are located in close proximity to the subject lands:

- Bus Route 1 – which provides service between Georgian Mall in the north and Park Place in the south, with service along Bradford Street adjacent to the subject lands and a stop at the Allandale GO station;
- Bus Route 4 – which provides service between Georgian Mall in the north and the Allandale GO station in the south, with service along Bradford Street, adjacent the subject lands;
- Bus Route 7 – which provides service between Georgian College in the northeast and Park Place in the south, with stops in the Downtown, service along Bradford Street adjacent to the subject lands, and stops at the Allandale GO Station; and
- Bus Route 8A/8B – which provides service throughout the City, including stops at Georgian College, the Downtown Terminal, Allandale GO Station, Park Place and the Holly Recreation Centre.

Several additional bus routes are also located immediately to the north on Dunlop Street West and on Simcoe Street to the east. As noted, several bus routes provide service to the Barrie South (Allandale) GO Station, which provides GO train service south towards the Greater Toronto Area (GTA). **Figure 3** provides an overview of the transit options in the immediate area.

Downtown Barrie, and the waterfront in particular, includes an extensive pathway/trail system that provides off street active transportation connections along the Waterfront to key destinations throughout the Downtown area. The subject lands are located in close proximity to the trail, which will provide future residents with the option of using alternative transportation (e.g. cycling, walking) to travel to and from the Allandale GO Station, Heritage Park, the Marina and other destinations in and around the Downtown.

In summary, the subject lands are located within an area of Barrie that has excellent access to alternative transportation options, including multiple transit routes to key destinations across the City and the Allandale GO Station. Furthermore, a wide range of land uses, recreational amenities and commercial uses are provided within walking distance, including the City's waterfront, Kempenfelt Bay and Downtown Barrie.

2.3 Neighbourhood Meeting

In accordance with the City of Barrie's development review process, a Neighbourhood Meeting was held on February 15, 2022, prior to the submission of the Zoning By-law Amendment application. The following summarizes the comments received at the meeting, and provides responses to comments that pertain to the proposed development:

Phasing of Development

- The proposed plan illustrates a two-phased approach to the development.
- The community inquired as to the nature of Phase 2.

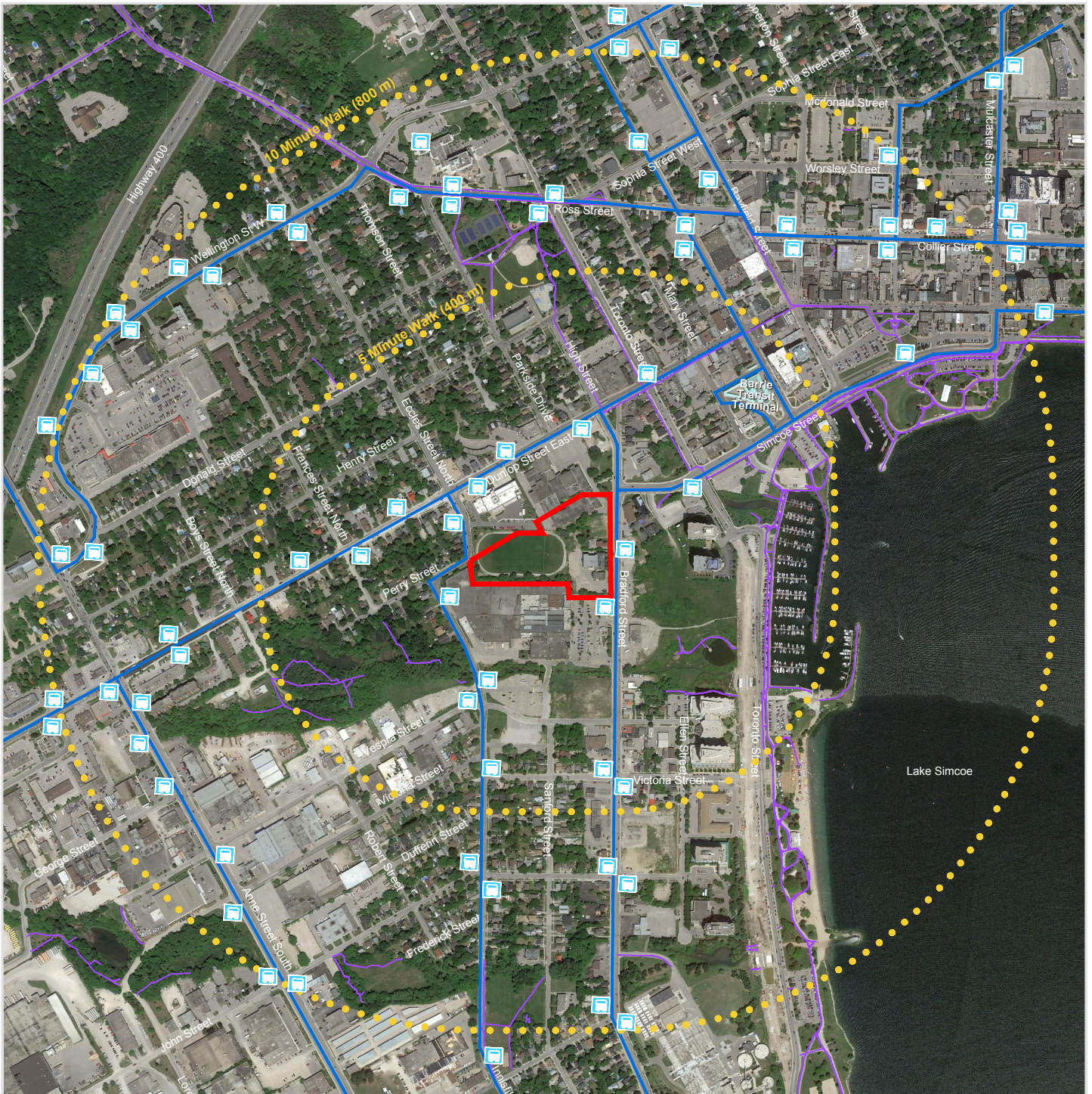


Figure 3
Transit Context Map

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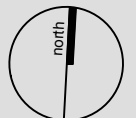
- Subject Lands
- Walking Distances
- ☐ Transit Stop
- Transit Route
- Trails

DATE: June 21, 2019

SCALE: 1:10,000

FILE: 1350L

DRAWN: JB



34-50 Bradford Street
City of Barrie

Source: Google Satellite Imagery
City of Barrie Open Data

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- At this time, the focus is on Phase 1, which is shown on the Concept Site Plan. Development will occur in the future on Phase 2, which is already zoned for development.

Pedestrian Connection from Eccles/Perry to Bradford

- The community expressed interest in a pedestrian connection from Eccles/Perry through to Bradford Street.
- The project will consider and include dedicated areas for pedestrian movement. The design of Phase 1 will allow for those connections to continue through to Phase 2, which has frontage on Eccles/Perry.
- The combined design will look for opportunities to connect Eccles/Perry with Phase 2, and Phase 2 with Phase 1, creating a pedestrian route through the site.

Simcoe Street Extension

- The community expressed concern with the Simcoe Street extension when the project was advanced in 2019-2020. The same concern was expressed at the Neighbourhood Meeting
- The design of the site does not require the extension of Simcoe Street through to Eccles/Perry. An entrance from the intersection of Bradford Street/Simcoe Street is proposed, which also provides access to City owned lands to the north.

Parking

- The Zoning By-law Amendment proposes a specific (reduced) parking rate for residents that is less than one space per unit.
- The community inquired as to whether the same rate would apply to Phase 2.
- The development is advancing a lower parking rate, which is a minimum, not a maximum, in recognition of the site's location and availability of transit.
- The cost of owning a vehicle and paying for a parking space is a significant investment for many individuals and families. This project proposes to make some units available without a parking space to respond to that market demand.
- Many other climate change related objectives are also aligned with reducing the demand and need for personal vehicles, as transportation sources make up a significant portion of greenhouse gas emissions.
- As Phase 1 proceeds through the approval and construction processes, the owner will assess the interest in parking spaces and will adjust accordingly for Phase 2 – as noted earlier these would be minimum required parking rates – the actual supply could be higher.

Food Desert/Food Store

- The community expressed interest in and support for a food store in the Downtown.
- The project is not proposing a food store as part of Phase 1, however as the number of people living in the Downtown increases, there will be more market support for a food store, and food store operators will be more inclined to explore locations and options.

- The Zoning for the lands does not prevent or preclude a food store.

Affordable Housing Target in Current Official Plan

- There was a general comment regarding the goal of providing 10% affordable housing in new developments, as expressed in the City's Official Plan.
 - The City of Barrie will need to consider a City wide strategy for affordable housing, including subsidized housing, working together with the province.
 - It is difficult to provide affordable housing on an ad-hoc basis without a broader strategy in place to guide decision making – the result could be small pockets of units in various locations throughout the city, without consideration of broader goals and criteria to establish appropriate locations and development types (access to transit, employment, schools and other amenities).
 - This project is providing needed housing supply, with unit sizes that offer a lower price point than other forms of housing in the City, whose costs have risen considerably. By adding units and supply, it will help the overall market and free up units in older buildings.
 - As discussed earlier the project will include units without parking spaces, which will reduce overall cost for future residents.
 - The required development charges for the project are significant, and those costs end up being passed onto the purchaser or the renters. As noted above, a more comprehensive strategy is required to address the issue of affordability in the City, which considers location, funding sources, incentives and the rising costs of construction and land.

3.0 DESCRIPTION OF PROPOSAL

The following is a review of the proposed development for 34-50 Bradford Street in Barrie, Ontario.

3.1 Proposed Development

The development proposal includes a phased redevelopment of the subject lands. Phase 1 includes a residential building with two towers and one shared podium. The development proposes to retain a portion of the façade of the former Prince of Wales Elementary School and incorporate it into a public/private open space design along Bradford Street. The proposed concept site plan is enclosed as **Figure 4**. The lands have existing permissions for development which currently apply to the lands, including the Phase 2 portion of the site. The intent for Phase 2 is to work within the permissions in the existing site specific by-law (and Zoning By-law). At this time, a development scheme for Phase 2 has not been determined.

Martin Simmons Architects (MSA) have designed the development, complete with the two towers and podium addressing Bradford Street, with parking provided primarily within the structure of the podium, with additional surface parking located to the south and west. In total the development proposes the following:

- Tower 1 – 30 storeys and 284 residential units
- Tower 2 – 26 storeys and 236 units
- Podium – 5 above-ground storeys and 1 below-ground storey with 110 residential units
- Total Residential Units – 630
- Total Parking – 491 spaces

The parking supply is provided as a mixture of structured parking and surface parking. A total of 102 surface parking spaces are provided and 389 parking spaces are provided in the podium. A parking ratio of 0.78 spaces per residential unit is provided.

The building has been oriented to address the Bradford Street and the Simcoe Street intersection. The park, including the partially retained Prince of Wales Public School façade, and the building podium will create a continuous “street wall” that will frame Bradford Street and provide active spaces along the street edge. The ground floor of the podium contains amenity spaces and entry lobbies oriented towards the entrance to the development from Simcoe Street and towards the parkette to the south to activate these areas and streetscapes. Residential units are oriented towards the Bradford Street frontage within the podium. Parking is provided in the podium to the rear of these uses. An image is included below and further details are contained in the Urban Design Report (the image does not reflect the grading along this portion of the site, but the intent to show that active spaces will be oriented towards public areas):

Gross Areas

PARKING GFA TOTAL: 132, 741 ft²
RESIDENTIAL TOTAL: 667, 400 ft²
- UNIT TOTAL: 458, 743 ft²
FREE STREETS/COMMERCIAL TOTAL: 3,859 ft²

TOTAL GFA: 804, 000 ft²
NET LEASABLE TOTAL: 462, 602 ft²

Typ. Floor Plate Efficiency: 86% PER FLOOR
8,592 ft² (Leaseable) / 10,021 ft² (Gross Floor Area) = 86%

Phase 1 Area: 161,257 ft² (3.702 ACRES)
Future Phase Area: 145,761 ft² (3.346 ACRES)
Total Site Area: 307,018 ft² (7.048 ACRES)

Units

Building	1-BR	2-BR	Free Sts.	Unit Count
Podium	24	86	3	113
Tower 1	188	96	0	284
Tower 2	156	80	0	236

Total Units	368	255	3	626
Total Beds	368	510	0	878

Residential Units: 630

Parking

	Surface	Podium	Total
Residential	107	384	491

Residential Parking Ratio 0.78/ Unit

Storage Lockers

L3	132
L4	132
L5	30
L6	30
Total	324

Zoning Setbacks

Zone: C1-2
Front Yard: None
Rear Yard: None
-Minimum building height of 4.5 metres and maximum building height of 22 metres within the first 5 metres of **Simcoe Extension**
-Minimum building height of 4.5 metres and a maximum building height of 22 metres within the first 5 metres for the **Bradford lot line**

Commercial Parking Req:*

*None required per Section 6.3.6.1 of the City Bylaw



PHASE 1 - Site Plan
Scale 1:1200





View of the north main entrance from the intersection of the proposed road and Bradford Street

Tower 1, which is 30 storeys, is located adjacent to the intersection of Bradford Street and to the potential Simcoe Street extension. Tower 2, which is 26 storeys, is located to the south and has been situated to provide a separation from Tower 1 and frame the parkette.



View of the Bradford Street frontage and corner of Bradford and Proposed Simcoe extension

Outdoor amenity spaces have been provided on the podium and to the south of the building. The space on top of the podium has been designed as common outdoor amenity space for the residents, while the parkette to the south is intended as a public space. The parkette has pedestrian access from Bradford Street and incorporates the front façade and a return on the former Prince of Wales Public School.

Vehicular access is proposed in two locations:

- At the south end of the site, from Bradford Street, and
- From the Simcoe Street extension opposite the City owned lands planned for redevelopment.

Entries into the parking structure are proposed at the rear (west side) of the podium. Surface parking is included as part of the development, but will generally be screened from the public realm, except for a small parking area at the south end of the site.

The following perspectives show the two towers and podium pertaining to the proposed Phase 1 of the development of the subject lands.



View looking south along Bradford Street towards the development from the intersection with Dunlop Street West



View of the development from Bradford Street, including a portion of the retained Prince of Wales Elementary School façade



View of the development, looking towards Kempenfelt Bay

4.0 PLANNING ANALYSIS

This section of the report reviews the applicable land use policy framework as it applies to the subject lands and how the proposal is consistent with and/or conforms to, this framework.

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (PPS) was issued by the Province of Ontario in 2020 under Section 3 of the Planning Act. The PPS provides a vision and the policy framework for matters of provincial interest related to land use planning and development, and sets the policy foundation for regulating the development and use of land in Ontario. In essence, the PPS supports growth and development that contributes to the efficient use of land, long-term economic prosperity, and the well-being of residents.

The following is a summary of applicable policy in the PPS:

Section 1.1.1 of the PPS promotes healthy, livable, and safe communities which are sustained by promoting efficient development and land use patterns, transit-supportive development and intensification, and accommodating an appropriate range and mix of residential, employment, recreational and open space uses to meet long-term needs.

The subject lands are located within the City's Urban Growth Centre where intensification and redevelopment is planned and encouraged. In the context of Section 1.1.1, it is our opinion that the proposed development represents an efficient use of land and a cost-effective form of development. In this regard, the redevelopment will intensify multiple underutilized lots, all of which are currently vacant, in a manner that supports a mix of residential unit types and minimizes land consumption. The consolidation of multiple lots into a comprehensively planned development will ensure the lands are efficiently utilized by creating a parcel of land that is more suitable to intensification, flexible in orientation, while allowing for appropriate transition towards the lower density development to the west.

The PPS encourages the integration of land use planning, transit-supportive development, and infrastructure planning with the goal of achieving cost-effective development patterns that optimize transit investments and minimize land consumption and servicing costs. More specifically, the development is located within the City's primary growth area (Urban Growth Centre) and is transit-supportive - it is located in an area with multiple bus routes, including the nearby transit terminal and to the GO Train station to the south.

Section 1.1.3 Settlement Areas

PPS policy 1.1.3.1 states that “Settlement Areas” shall be the focus of growth and development, and their vitality and regeneration shall be promoted. The subject lands are located within the City’s Settlement Area Boundary, Built-Up Area, and within the Urban Growth Centre as delineated in the City of Barrie Official Plan.

Policy 1.1.3.2 states that land use patterns within Settlement Areas shall be based on densities and a mix of land uses which:

1. Efficiently use land and resources;
2. Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
3. Minimize negative impacts to air quality and climate change, and promote energy efficiency;
4. Prepare for the impact of a changing climate;
5. Support active transportation;
6. Are transit-supportive, where transit is planned, exists or may be developed; and
7. Are freight-supportive.

The proposal is for the redevelopment of an existing site, with existing roads, municipal services and available transit that results in the efficient use of land, resources and services. The buildings will be designed to a standard which will minimize negative impacts to air quality and climate change and promote energy efficiency. Future residents of the building will be able to utilize existing transit routes, including the GO train that provides access to significant areas of the GTA. Further, the site is located within easy walking and cycling distance of many goods and services making shopping convenient and safe.

Section 1.4.3 Housing

The PPS states that an appropriate range and mix of housing types and densities shall be provided to meet projected requirements of current and future residents of the regional market area. This should be achieved by permitting and facilitating all forms of housing and all forms of residential intensification including second units and redevelopment. New housing development should also be directed to where there is appropriate levels of infrastructure and public service facilities available. Densities that promote efficient use of land, resources, infrastructure and public services should be promoted.

The proposed development offers a mix of one and two bedroom units within the Downtown and close to other community amenities. The proposed development efficiently utilizes land designated and intended to accommodate intensification.

Section 1.6.7 Transportation

The PPS promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and that support current and future use of transit and active transportation. The proximity of the site to transit services, including multiple bus routes and the Allandale GO train station, which together provide access throughout Barrie and south to the GTA further support the proposed development. Future

residents will have many nearby amenities that can be accessed without use of a vehicle, further reducing impacts on the surrounding road network.

Based on the above, it is concluded that the proposed Zoning Amendment is consistent with the Provincial Policy Statement (2020).

4.2 Growth Plan for the Greater Golden Horseshoe, 2020

Pursuant to the *Places to Grow Act, 2005*, the Growth Plan for the Greater Golden Horseshoe (A Place to Grow) was approved on May 16, 2019, and was amended in 2020. The Growth Plan establishes a vision for the Greater Golden Horseshoe based on the principles of: building compact, vibrant and complete communities; economic competitiveness; protecting natural heritage resources and employment areas; wise use of land and resources; optimizing infrastructure and transit and directing growth to and intensifying existing Built-up Areas. The *Planning Act* requires that decisions respecting planning matters conform to the Growth Plan.

Simcoe Sub-area

The Growth Plan includes a “Simcoe Sub-area”, which provides specific policies for the City of Barrie (as well as other municipalities in Simcoe County) and population and employment targets to the year 2031 (projections for the years 2036 and 2041 are contained in the Growth Plan). The Growth Plan projects the following population and employment for the City of Barrie:

Table 2: Population and Employment Projections (2017 Growth Plan)

City of Barrie	2031*	2036	2041
Population	210,000	231,000	253,000
Employment	101,000	114,000	129,000

*Simcoe Sub-Area projections

Section 6 of the Growth Plan contains the policies for the Simcoe Sub-area. The Plan identifies the City of Barrie as one of the principal Primary Settlement Areas and the only municipality with an Urban Growth Centre (Downtown Barrie). The primary effect of the Sub-area policies as they relate to the City of Barrie, is to allocate population and employment growth within the County – in this regard, the Sub-area has established specific population and employment targets for all of the municipalities within the County, including the single tier cities of Barrie and Orillia.

The City of Barrie has been allocated the greatest share of population and employment growth, and with the only Urban Growth Centre, is anticipated to accommodate the greatest share of intensification and redevelopment. The proposed redevelopment of the subject lands will assist the City in achieving its

population targets, as well as the goal of accommodating development within one of the primary settlement areas.

Other Growth Plan Policies

Section 2.2.1.4 of the Growth Plan states that applying the policies of the Growth Plan will support the achievement of complete communities that feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities. Complete communities are defined as:

“Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.”

The redevelopment will include residential uses that are located in close proximity to multiple amenities, both indoor and outdoor, including the City’s waterfront and Kempenfelt Bay. Furthermore, the City has plans to redevelop the former Barrie Collegiate site with public open space and other municipal uses, further enhancing the areas’ community amenities. The development contributes to establishing the neighbourhood as a complete community.

The Growth Plan establishes a minimum density target for development within the City’s Urban Growth Centre of 150 persons and jobs per hectare. The persons and jobs per hectare generated by the subject proposal is detailed in Table 3 below:

Table 3: Persons and Jobs per Hectare

Land Use	Rate	Persons and/or Jobs
Residential	1.669 persons/unit*	1,052 persons
Total		1,052 persons and jobs
Lot Area (post widening)		2.85 ha
Persons and Jobs Per Hectare		369 persons and jobs/ha

* Based on 2019 Development Charges Background Study

The development exceeds the *minimum* target, assisting the City in achieving its Growth Plan targets, which are measured across the entire Urban Growth Centre.

In our opinion, the proposed development will enhance the City’s Urban Growth Centre by intensifying underutilized lands in a manner that provides convenient access to retail businesses, personal and professional services, recreational and employment uses for future residents.

Section 2.2.4 also states that lands adjacent to or near existing and planned frequent transit should be planned to be transit-supportive, supportive of active transportation and provide a range and mix of uses and activities. It is our opinion that the proposed development, which contains residential uses, is well

situated to take advantage of and support alternative transportation options, and represents a transit-supportive development. Future residents will have multiple bus routes to choose from, which provide access to key destinations including the nearby Allandale GO train Station.

Section 4.2.10 of the Growth Plan states that upper- and single-tier municipalities will develop policies in their official plans to identify actions that will reduce greenhouse gas emissions and address climate change adaptation goals, aligned with the Ontario Climate Change Strategy, 2015 and the Climate Change Action Plan, 2016. These policies are to address several strategic objectives including reducing dependence on the automobile and supporting existing and planned transit and active transportation. As noted, there are extensive existing transit and active transportation systems within the immediate area, including multiple bus routes, the GO Train Station and the waterfront pathway system. The existence of these alternative transportation options helps to reduce dependence on the automobile.

In conclusion, the subject lands are located in Barrie's Urban Growth Centre, close to a range of commercial, office and recreational uses, as well as an established network of public transit and active transportation facilities. The proposed development will add residential uses to the area, which will contribute towards the principle of a complete community and will assist the City in achieving and potentially exceeding the minimum Growth Plan targets.

In light of these considerations and our assessment of this project in relation to the Growth Plan policies, **it is our opinion that the proposed development conforms to the Growth Plan for the Greater Golden Horseshoe.**

4.3 City of Barrie Official Plan

The City of Barrie Official Plan represents the City's vision for growth and change within the community. The Official Plan sets out principles, objectives and policies designed to direct the form, extent, nature and rate of growth and change within the City to 2031. The following outlines the applicable Schedules as contained in the Official Plan:

- Schedule 'A' – Land Use Plan: *City Centre*
- Schedule 'B' – Planning Areas: *Commercial* (City Centre)
- Schedule 'C' – Defined Policy Areas: *Height Review Study Area* (50 Bradford St) and *Historic Neighbourhood Defined Policy Area*
- Schedule 'E' – Road Widening Plan: *Bradford Street – 31 metres*
- Schedule 'I' – Intensification Areas: *Built-Up Area and Urban Growth Centre* (150 persons and jobs per ha)

Figure 5 shows the location of the lands within the City's Urban Growth Centre. Section 2.3 of the Plan outlines the City's assumptions for growth and development over the life of the Plan. More specifically, the following are components upon which the Plan has been built:

- There will be growing need to provide residential densities which are higher, more cost effective, energy efficient and more environmentally sustainable than previous developments in the City. Intensification represents an essential component of the City's growth management strategy to minimize infrastructure requirements of new development and to utilize existing services including transit, schools and open space.
- There will be improved opportunities for efficiencies in public transit with the increased residential densities along or in close proximity to transit routes, transit stations and the GO Transit Line.
- Intensification, mixed land uses and increased density represent an opportunity to develop complete communities, as intended by the Growth Plan, and in order to ensure success, urban design will be a key consideration in all developments.

Section 3.1.1 identifies the City's goals, which includes "to direct growth to take advantage of existing services and infrastructure where possible, and to minimize the cost of infrastructure extension." Section 3.1.2.3 provides policy direction regarding density of development and intensification. More specifically, the plan includes the following policies:

- By 2015 and each year thereafter, 40% of residential dwelling unit development shall be directed to the built-up area;
- The Downtown Barrie Urban Growth Centre shall be planned to achieve a minimum gross density target of 150 residents and jobs per hectare;
- The City has determined that 13,500 additional housing units can be accommodated within the built-up area, and of those, 5,265 should be accommodated within the Urban Growth Centre.

The City's Intensification Area, including the Urban Growth Centre is illustrated on **Figure 6**. The City's Housing policies generally encourage a range and mix of housing types, to offer choice to existing and future residents, as well as different tenure arrangements and scale of buildings. The Goals of the Plan include directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and future population.

4.3.1. City Centre

The subject lands are designated Commercial. The Commercial designation is subdivided into five separate sub-designations, including City Centre, where the subject lands are located. The City Centre designation permits a broad range of land uses, including commercial, office, institutional, public and residential uses. Residential uses are permitted as either single use or mixed use buildings.

The Plan encourages residential uses at medium and high densities, in order to increase the resident population within the Downtown, which permits residents to live close to where they work, and also ensures that the Downtown continues to have activity after normal business hours. The proposed development,



Figure 5
Schedule A - Land Use

City of Barrie Official Plan, 2018

34-50 Bradford Street
City of Barrie

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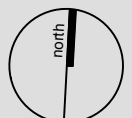
- Subject Lands
- Residential
- City Centre
- General Commercial
- Highway 400 Industrial
- General Industrial
- Institutional
- Educational Institutional
- Open Space
- Environmental Protection Area
- Water Treatment Centre
- Waste Disposal area - Non decision per section 4.7.2.8

DATE: June 21, 2019

SCALE: 1:10,000

FILE: 1350L

DRAWN: JB



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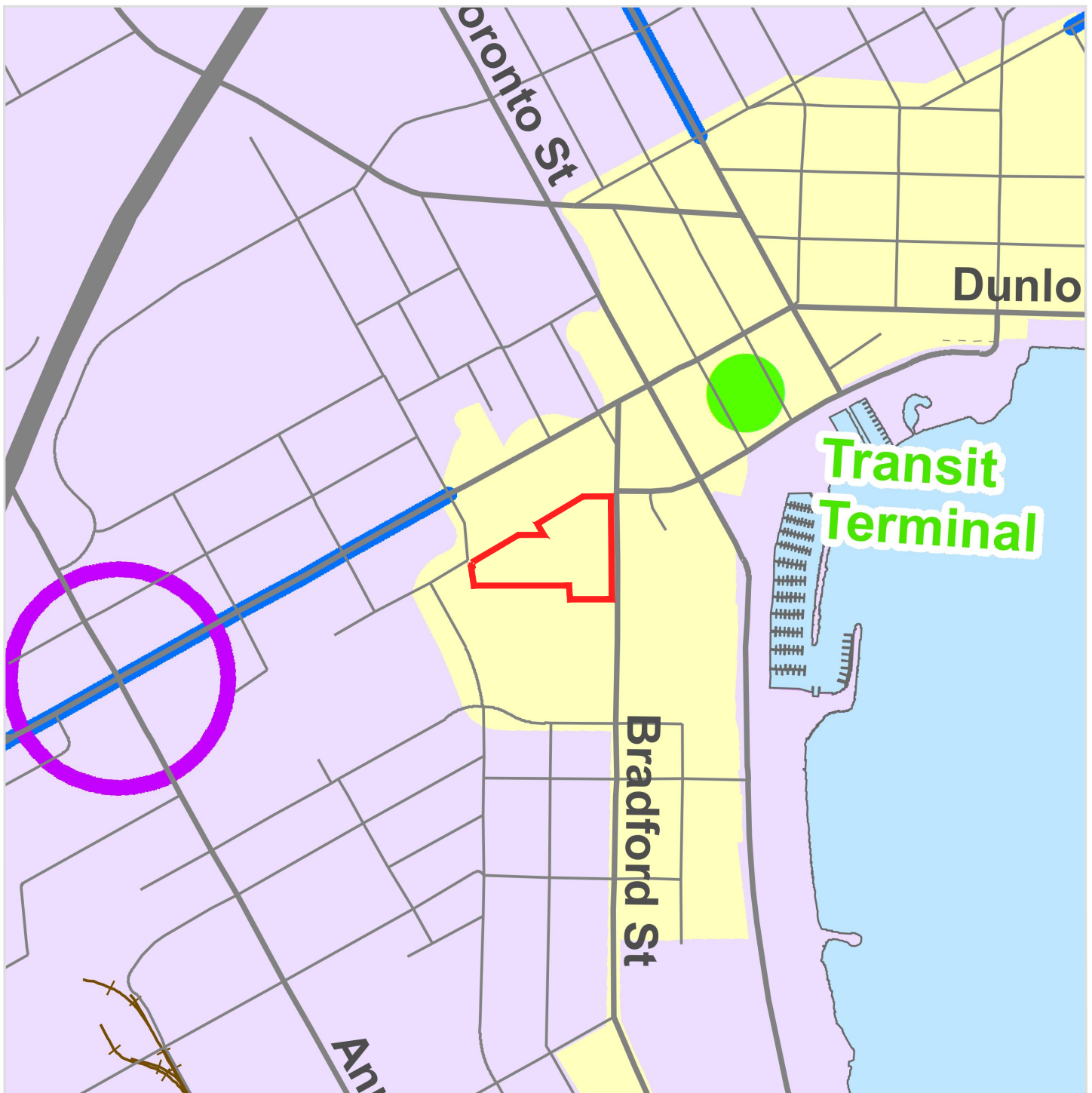


Figure 6
Schedule I -
Intensification Areas
 City of Barrie Official Plan, 2018

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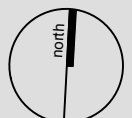
- Subject Lands
- Urban Growth Centre
- Built-up Area
- Primary Corridor
- Major Transit Stations
- Primary Node/Major Transit

DATE: June 21, 2019

SCALE: 1:10,000

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which includes residential uses in the two towers and podium, is consistent with the Official Plan policies and will increase the number of residents living in the Downtown.

4.3.2 Urban Design

Section 6.5 of the Official Plan contains the City's urban design policies. The accompanying Urban Design Brief will review and provide supporting justification regarding Urban Design in greater detail. The Official Plan has specific policies for the City Centre, which includes the subject lands. The proposed development achieves a number of the policy objectives, including:

- New development shall be of high quality design to maintain and enhance the Downtown's image as an enjoyable, safe, accessible, pedestrian-oriented place, and designed and built to complement pedestrian activity and historical attributes;
 - The proposed development includes high quality design, and will include high quality, durable building materials. The Bradford streetscape is intended to be pedestrian-scaled by bringing the podium close to the street, retaining a portion of the former public school façade and creating public open space adjacent to the sidewalk.
- Buildings and public areas shall be designed to consider pedestrian scale, comfort, safety and access;
 - The siting of the buildings on-site, including locating the majority of the parking within a structure results in a development that enhances the urban feel of the site and will assist Bradford Street in transitioning towards a "downtown" feel, complete with upgraded streetscape, buildings framing the street wall and activity throughout the day, which will enhance the safety of the neighbourhood.
- New development shall connect Downtown to the waterfront and create an attractive urban presence along the waterfront;
 - The development, and subsequent upgrading of the Bradford Street pedestrian experience will allow residents of the development to access the waterfront area via Simcoe Street. The proposed towers will provide views of the waterfront for future residents, but are spaced apart such that they do not impede views from the west through the site.
- The construction of new buildings compatible with heritage structures shall be encouraged to blend new development with existing streetscapes and add to the area's character;
 - The development includes the retention of the east facing façade of the Prince of Wales Elementary School. The façade offers an opportunity to further frame Bradford Street and create a unique and inviting public park space.

Tall Building and Height Control

Section 6.6.6 of the Official Plan contains specific policies regarding *tall buildings*, which are considered to be any building greater than three (3) storeys in height. The following includes an assessment of the applicable policies in Section 6.6.6:

- Where multiple tall buildings are proposed on the same property, sufficient separation distance will be provided between towers in order to maintain privacy, access to light, and views of the sky.
 - As the concept site plan indicates, the two towers are situated on the site to provide substantial separation distances, which will ensure that there is ample space between buildings for sunlight penetration and views of the sky.
- Where above ground structured parking is proposed, at least 60 percent of the property frontage will consist of residential or commercial uses.
 - The structured parking has been located in the podium to the rear of residential units and other active building space.
- Tall buildings will be designed to best mitigate the impact of shadows on public parks and open spaces, private amenity areas and surrounding streets throughout the day.
 - The buildings have been situated to allow for sunlight into key outdoor areas.
- Tall buildings will be designed to minimize adverse microclimatic impacts in order to foster a comfortable pedestrian realm at the street level (e.g. wind).
 - A Wind Impact Assessment was prepared to evaluate the wind conditions at the conceptual level for the proposed development, with a particular emphasis on public areas and building entrances.
 - The Assessment concluded that the wind conditions on the site, including all entrances and exits and the rooftop amenity area are suitable for their intended use throughout the year.
 - The wind safety criterion is met at all location on site and surrounding the development.
- New development will feature a pedestrian friendly public realm by featuring a street wall of continuous built form frontage adjacent to public streets.
 - The development addresses Bradford Street and creates a uniform street wall with the length of the podium spanning this frontage, the podium provides a step-down towards the parkette and the incorporation of the Prince of Wales Public School façade.



View of the Bradford streetscape with massing aligned to create a continuous street wall

- The primary building facades should be positioned and oriented along the property line in order to achieve a uniform street edge. Main entrances should be directly accessible from public sidewalks.
 - As discussed above, the podium has been positioned adjacent to the Bradford Street frontage and adjacent to the Prince of Wales Public School façade. The main entrances are positioned to the north along the Simcoe Street extension frontage and to the south from the parkette; both main entrances have sidewalk access from Bradford Street.
 - Furthermore, the “entrance” through the historic façade of the Prince of Wales Elementary School also has a direct connection to the sidewalk.
- Towers should be located on site away from areas directly adjacent to lower scale buildings.
 - The towers in Phase 1 are located a substantial distance from the nearest low-rise residential neighbourhood that begins beyond Eccles Street.
 - The design of Phase 2 will also ensure an appropriate transition in height and massing towards the residential neighbourhood.

4.3.3 Official Plan Summary

The subject lands are located within the City Centre designation, and the City’s Urban Growth Centre. The proposed residential intensification will complement the Downtown area and bring residents into the area. The proposed residential use is permitted and encouraged within the Downtown. The future residents will assist the City in achieving its objective of a vibrant and active Downtown throughout the day and week, including evenings and weekends (i.e. outside normal business hours). **In summary, the proposed development is consistent with the Official Plan, and in particular, the goals and objectives of creating a healthy and vibrant Downtown Barrie.**

4.4 City of Barrie Historic Neighbourhoods Strategy

The subject lands are located within the “Downtown” neighbourhood as identified in the Historic Neighbourhoods Strategy. The Strategy further identifies Bradford Street as a “Significant Transitional Area”, as shown on **Figure 7**. Significant Transitional Areas are areas where:

- Future growth is expected along major arterial roads and intersections, vacant lots and underutilized sites;
- Medium-scale to higher-scale development considered acceptable provided good urban design and architectural standards.

Within the Downtown Neighbourhood, residents advanced visions for how they would like to see Downtown grow, including:

- Support development in vacant lots, in key busy intersections and along busy thoroughfares including Bradford Street where investment is needed;
- Build a high quality recreation centre with community services, skating rink and a large performing arts centre to attract well known performers.

The proposed development is located along a major arterial road (Bradford Street) in an area where the community identified higher-scale development as being acceptable, subject to good design. Furthermore, the lands consist of several merged vacant lots, along Bradford Street, which are to be redeveloped, consistent with the Strategy.

4.5 City of Barrie Zoning By-law

4.5.1 Existing Zoning

The City’s Zoning By-law was approved in 2009 (By-law 2009-141). This Zoning By-law was amended on May 11, 2020 by By-law Number 2020-042 applicable to the subject lands. The Amendment was intended to accommodate the previously sought development form, and re-zoned the subject lands to Central Area Commercial-2 (C1-2), Special Provision Number 589 (SP-589), with Holding Provision Number 147 (H-147) on Schedule “A” of the Zoning By-law. The following provides a breakdown of these provisions.

Central Area Commercial-2 Zone (C1-2)

The C1-2 zone applies to the entirety of the subject lands. The C1 zone permits a broad range of land uses, including residential uses.



Figure 7
Historic Neighbourhood
Strategy

City of Barrie, 2010

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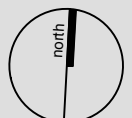
- Subject Lands
- Downtown Neighbourhood
- Medium-scale Infill
- Medium-to-higher-scale Development

DATE: June 21, 2019

SCALE: 1:10,000

FILE: 1350L

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Table 4: Performance Standards in C1 Zone

Performance Standard	C1 Zone
Lot Area (min)	None
Lot Frontage (min)	None
Front Yard (min)	None
Side Yard (min)	None
Side Yard adjoining street (min)	None
Rear Yard	None
Rear Yard adjoining street (min)	None
Lot Coverage (max)	None
Gross Floor Area (Max % of Lot Area)	600%

SP-589

Special Provision 589 applies to the entirety of the subject lands and includes the following specific regulations that apply to 34-50 Bradford Street and 125 Dunlop Street West:

- a) That any land deemed surplus by the City, as the result of an extension of Simcoe Street, that is contiguous to the subject lands will be interpreted to be zoned C1-2 (SP-589)(H-147).
- b) That notwithstanding Section 6.3.2, no minimum coverage for commercial uses will be required.
- c) That notwithstanding Section 6.3.2, building height be regulated as follows:
 - i. A minimum building height of 4.5 metres and a maximum building height of 22 metres within the first 5 metres of the front lot line and flankage;
 - ii. A maximum building height of 70 metres beyond the first 5 metres of the front lot line and flankage.
- d) That notwithstanding Section 6.3.7, no minimum landscape buffer area shall be required.
- e) That notwithstanding the obtaining of any future land division under the provisions of the Planning Act, R.S.O. 1990, C.P.13 as amended from time to time, or the registration at any time of any Condominium Declaration, a Plan of Subdivision, or conveyance with respect to any portion of said land, the land zoned C1-2 (SP-589) by this By-law shall be considered to be one lot for the purposes of zoning.
- f) That notwithstanding Section 4.6.2.1, parking spaces may be provided on separate lots within the same subject zoning parcel, should they be established on the subject lands through the registration of plans of condominium, or consent applications.

- g) That a Holding Provision be applied to the site until such a time that a Record of Site Condition has been filed to the Province and that a Construction Phasing Plan, and Community Benefits Contribution Agreement have been accepted to the satisfaction of the City of Barrie

H-147

H-147 applies the entirety of the subject lands and requires the owner to complete a Record of Site Condition and be filed with the Province and that a Construction Phasing Plan and Community Benefits Contribution Agreement be satisfactory to the City.

4.5.2 Zoning By-law Amendment

The main purpose of the Zoning By-law Amendment is to create new Site Specific Provisions for the subject lands. The proposed residential use is currently permitted in the C1-2 (SP-589) zone; however Special Provisions are required to permit the proposed height and parking ratio. In summary, the Zoning By-law Amendment application includes the following:

1. Site specific regulations for building height;
2. Permission for a reduced parking rate.

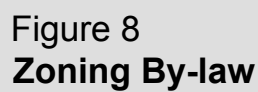
4.5.2.1 Height

As noted above, site specific regulations will be required for the building heights. More specifically, the following will be required:

- Tower 1
 - A maximum height of 30 storeys (101 m) for the building
- Tower 2
 - A maximum height of 26 storeys (86 m) for the building

The previous Site Specific By-law reflected a site design that included 4 buildings and a separate standalone parking structure. The By-law permitted a maximum building height of 70 metres. The design had buildings generally spread throughout the property, including one tower facing Bradford Street, one facing north and one towards the west side of the property, closer to Eccles and Perry Streets.

The re-design of the site now includes a single building with two towers situated on a shared podium. The redesign is more urban focused, and is intended to address Bradford Street with a continuous street wall and active, at grade spaces. The number of units has increased from 600 to 630, a minor increase. The result of concentrating the development into a single building, while maintaining a podium/tower built form, is an increase in the maximum building height. The towers are a significant distance from the neighbourhood to the west and are located in close proximity to existing and approved high rise development located along the east side of Bradford Street and on Lakeshore Drive. The shadows from the towers do not impact the residential lands to the west and the proposed building heights are appropriate for the site, in its context.



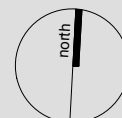
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4.5.2.4 *Parking*

The Zoning By-law requires one (1) parking space per unit. The subject lands are located in an area well served by transit, close to the Downtown and numerous commercial and employment uses, and have access to active transportation networks, including along the waterfront. The GO Train station is located a short distance to the south, while the Downtown transit terminal is within walking distance.

The project includes a mix of one and two-bedroom units. The owner intends to offer some units without a parking space, in recognition of the available alternatives and to allow future residents to save the costs associated with purchasing or renting a parking space. The costs of owning and operating a vehicles are significant – having units available for those that do not own or require a vehicle serves a need within the community. There are no expected off-site impacts associated with the reduced parking supply, as all residents will occupy their unit and choose to live in the building with or without a parking space.

The proposed parking rate of 0.78 spaces per unit appropriately balances the need to supply sufficient parking to appeal to the majority of future residents that will own a vehicle, while making some units within the building available without the added cost of a parking space.

4.5.3 Zoning By-law Amendment Summary

The proposed development only requires minor changes to the Zoning By-law, as the land uses are already permitted and the development meets all setbacks requirements. The requested increase in building height and the reduction in parking are appropriate for the site, in its context.

4.6 Overview of Supporting Reports

The following summarizes the conclusions of the Reports and Studies submitted in support of the Zoning By-law Amendment application.

4.6.1 Functional Servicing Report

Pearson Engineering Ltd. prepared a Functional Servicing Report (FSR) in support of the proposed development, which updates their assessment and design, based on the changes from the previous application in 2019. A summary of the municipal servicing approach is outlined below. Please refer to the accompanying Functional Servicing Report for the complete analysis.

Water

To service the proposed development, a 300 mm diameter water main will be extended into the site, which will provide water service to the Phase 1 development. The internal water service will connect to the existing 300 mm diameter water main on Bradford Street.

Sanitary

The proposed development will utilize a 250 mm diameter sanitary sewer, which will connect to the existing 300 mm diameter sanitary sewer on Bradford Street. The internal sanitary sewer will connect to the building in Phase 1 and a stub will be provided to service Phase 2. The existing 300 mm Bradford Street sanitary sewer has 53 L/s capacity and currently flows at 1-5% capacity (as per the City's "Bradford Street Reconstruction Sanitary Drainage Plan drawing SAN-1). The Project's peak flow is 25.27 L/s representing 48% of the sewer's capacity. Therefore, the existing Bradford Street sewer can sufficiently convey the proposed development's peak flow to the Simcoe Street trunk sewer

Stormwater Management

The development is proposed to drain in two directions:

- The southern portion of the site will drain easterly towards Bradford Street, ultimately out-letting to Bunker's Creek. An Oil Grit Separator (OGS) unit is proposed to meet quality control for this drainage area prior to leaving the site. The post-development peak flow for the area draining to Bunker's Creek has been reduced below pre-development and therefore no quantity control is proposed.
- The remainder of the site will drain northerly to Kidd's Creek including the future Phase 2 development. A second OGS unit is proposed to provide quality control for the site.

The LSRCA's HEC-RAS model was revised to include the proposed development and the regulatory floodline did not increase. Therefore, no downstream impacts are anticipated by conveying the proposed development uncontrolled to Kidd's Creek.

Low Impact Development (LID) measures such as rooftop infiltration and bioretention trenches will be implemented in order to reduce the post development phosphorus loading as well as achieve water balance for the site.

In conclusion, the analysis and conceptual design included in the Functional Servicing Report demonstrate that the servicing of the proposed development is feasible.

4.6.2 Transportation Impact Study

C. F. Crozier & Associates prepared a Transportation Impact Study (TIS) in support of the previous development in 2019. The TIS has been updated to reflect the revised design, the changes in unit yield, parking and the land uses. The TIS assessed the impact of the traffic generated from the proposed development on the surrounding road network, while also considering the available alternatives. The Study concluded that:

- Under 2022 existing traffic conditions, the study intersections of Dunlop Street at Eccles Street, Dunlop Street at Bradford Street/ High Street, and Bradford Street at Simcoe Street are all operating below capacity and at a Level of Service (LOS) "B" or better during both a.m. and p.m. peak hours.
- The proposed residential development is proposed to generate 160 AM peak and 189 PM peak hour trips, which is less than the previous 2019 design.

- Under all study horizons, the boundary road network is projected to operate with similar measures of effectiveness between their respective future background traffic conditions and total traffic conditions (which includes the site generated traffic).
- Under full buildout in 2025, the boundary road network is projected to operate at LOS "C" or better during both the A.M. and P.M. peak hours.
- In the 2030 and 2035 horizon years, the boundary road network is projected to operate at similar levels to the future background scenarios at an LOS "C" or better.

The Study concludes that the total traffic generated by the proposed development will not materially affect the operations of the boundary road network and the boundary road network has capacity to accommodate the development.

4.6.3 Pedestrian Wind Assessment

SLR prepared a Pedestrian Wind Assessment to evaluate the impact of the proposed development on the surrounding pedestrian environment, as well as key pedestrian locations within the development. The Assessment concluded:

- Wind conditions on the site, including all entrances and exits, are expected to be suitable for the intended usage year-round;
- Wind conditions on Level 7 amenity terrace are predicted to be suitable for the intended use throughout the year;
- On the sidewalks surrounding the proposed development, wind conditions are suitable for the intended use;
- The wind safety criterion is met at all locations on-site and surrounding the development in both the Existing and Proposed Configurations.

Please see the Assessment for a more detailed review of the wind conditions

5.0 CONCLUSION

This Planning Justification Report concludes that the proposed Zoning By-law Amendment application for 34-50 Bradford Street to permit a comprehensively planned residential development represents good planning for the following reasons:

1. The proposal is consistent with the *Provincial Policy Statement*. The proposed development makes efficient use of municipal infrastructure through appropriate intensification within an Urban Growth Centre.
2. The proposal conforms to the *Growth Plan for the Greater Golden Horseshoe*. It represents redevelopment and intensification within the Built-Up Area, and more specifically, contributes towards achieving the minimum density targets for the City's Downtown Urban Growth Centre.
3. The proposed development conforms to the *City's Official Plan*. The proposed development achieves many of the intensification objectives of the Official Plan and will increase the supply of residential units in the Downtown.
4. The proposed amendments to the Zoning By-law will accommodate an increased building height and decrease parking rate, appropriate for the subject lands, in their context and will encourage urban living, with opportunities to purchase or rent units without the added cost of a parking space.
5. The proposed development is consistent with the Neighbourhood Strategy, which supports higher density redevelopment of vacant lots on arterial roads in the Downtown.
6. The development has been designed to address and improve the pedestrian realm along Bradford Street, with building mass along the street, a high level of design, a consistent street wall and active uses that will activate the public realm.
7. The development includes the retention of a portion of the former Prince of Wales Elementary School façade and its incorporation into a future public park.
8. Sufficient municipal services exist to support the proposed development. The development and its servicing strategy have been designed to make the most efficient use of existing municipal services.
9. The surrounding road network can accommodate the development while maintaining high levels of service.
10. The development represents a significant reimagining of a key Downtown site that will improve the supply of rental housing in a key location, well served by transit and within a walkable neighbourhood.