



TO: GENERAL COMMITTEE

SUBJECT: ZONING BY-LAW AMENDMENT – 54 AND 76 ROSS STREET, 61 WELLINGTON STREET WEST AND 150 TORONTO STREET (VICTORIA VILLAGE)

WARD: 2

PREPARED BY AND KEY CONTACT: D. SUDDABY, RPP, PLANNER, EXT 4473

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

GENERAL MANAGER APPROVAL: B. ARANIYASUNDARAN, P. ENG., PMP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

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

RECOMMENDED MOTION

1. That the Zoning By-law Amendment application submitted by Innovative Planning Solutions Inc., on behalf of Victoria Village, to rezone lands municipally known as 54 and 76 Ross Street, 150 Toronto Street and 61 Wellington Street West from 'Residential Multiple Dwelling Second Density' RM2) and 'Institutional Special Provision' (I)(SP-299) to 'Institutional Special Provision (I)(SP-XXX)', be approved.
2. The following site-specific provisions be referenced in the implementing Zoning By-law for the subject lands:
 - a) Require a minimum front yard setback (Wellington Street) of 3.0 metres and a maximum of 5.0 metres, whereas 7.0 metres is required;
 - b) Require a minimum exterior side yard setback (Toronto Street) of 3.0 metres and a maximum of 5.0 metres, whereas 7.0 metres is required adjoining a street;
 - c) Require a minimum and maximum rear yard setback (Ross Street) of 3.0 metres, whereas 7.0 metres is required adjoining a street;
 - d) Require a minimum building height of 10 metres (3 storeys) and a maximum building height of 24 metres (5 storeys) for 'Building B' adjacent to the Wellington Street and Toronto Street frontages;
 - e) Require a minimum building height of 10 metres (3 storeys) along the entire Toronto Street frontage, save and except 'Building B', and a maximum building height of 27 metres (6 storeys) within 20 metres of the Toronto Street frontage;
 - f) Require a minimum building height of 10 metres (3 storeys) along the entire Ross Street frontage, and a maximum building height of 36 metres (8 storeys) within 20 metres of the Ross Street frontage;

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- g) That buildings exceeding 3 storeys in height, save and except 'Building B', shall include a 3 metre step-back above the third storey along a façade that abuts a public street in the 'Institutional Special Provision' (I)(SP-XXX) zone;
 - h) That a maximum building height of 39.5 metres shall be permitted on the balance of the lands;
 - i) Permit a maximum lot coverage of 45%, whereas 35% is permitted;
 - j) Permit a minimum landscape open space of 25%, whereas 35% is required;
 - k) Permit additional low rise residential uses consisting of block/cluster/street/stacked townhouses, small and large boarding lodging and rooming houses in conjunction with assisted living facilities, and a walk-up apartment; and
 - l) That lands zoned 'Institutional Special Provision' (I)(SP-XXX) shall be considered one lot, collectively, for the purposes of zoning interpretation and implementation.
3. That the written and oral submissions received relating to this application, have been on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including matters raised in those submissions and identified within Staff Report DEV030-23.
 4. That pursuant to Section 34 (17) of the *Planning Act*, no further public notification is required prior to the passing of the By-law.

PURPOSE & BACKGROUND

Report Overview

5. The purpose of this Staff Report is to recommend approval of a Zoning By-law Amendment application submitted by Innovative Planning Solutions Inc, on behalf of Victoria Village, for lands known municipally as 54 and 76 Ross Street, 61 Wellington Street West and 150 Toronto Street. This report provides an analysis of the application based on conformity with Provincial and City Planning policies, as well as an overview of comments received through the technical review and public engagement processes.
6. The intention of the proposed Zoning By-law Amendment is to facilitate future development and expansion of the Victoria Village Seniors Retirement Community. The site currently contains a Long-Term Care centre, commercial space, community services and residential units targeted to older and aging persons. The initial phase of the Victoria Village campus expansion is anticipated to add one hundred and twenty-eight (128) Long Term Care beds to the care facility, as approved by the Ontario Provincial Government. Additionally, future developments will likely contain community spaces, retail, commercial and residential units. Victoria Village proposes to continue to offer a full spectrum of care from independent living to assisted living and expand on what currently exists on the property.
7. With the conclusion of the technical review and public consultation process, which included a public meeting on March 2, 2023, staff have determined that the proposal has regard for matters of provincial interest as outlined in the *Planning Act*, is consistent with the Provincial Policy Statement (2020) and conforms to the Growth Plan for the Greater Golden Horseshoe (2019) as amended, and the City of Barrie Official Plan (2010). As such, this application is being recommended for approval.

Development Proposal

8. The application, as applied for, would amend the existing 'Institutional Special Provision' (I)(SP-299) zoning over 76 Ross Street and 61 Wellington Street West to allow for additional low-rise residential uses. These uses consist of: single detached dwellings, semi-detached dwellings, duplex, block/cluster/street/stacked townhouses, boarding, lodging and rooming houses, three or more-unit dwellings and walk-up apartments. A detailed review of the proposed additional low-rise residential uses is in Paragraph 74 of this report.
9. The proposed Zoning By-law Amendment also seeks to rezone the lands located at 150 Toronto Street from Residential Multiple Dwelling Second Density (RM2) to Institutional Special Provision (I)(SP-299) and 54 Ross Street from Institutional (I) t to the Institutional Special Provision (I)(SP-299) zone to obtain consistent zoning over the entire property. While the applicant requested that the existing site-specific zoning be carried over to the balance to the property, staff are recommending that a new site-specific provision be applied to the entire property given the proposed site specific provisions that have been recommended by staff and agreed to by the applicant through the technical review process.
10. The subject lands (76 Ross Street) received an OMB order on August 21, 2012 which noted the property shall be restricted to a maximum building height of 39.5 metres. The height of any building located either totally or partially within 30 metres of the land's northern lot line shall be measured from the average grade abutting the buildings northernmost exterior wall, exclusive of any vehicular entrance to below grade parking. The application proposes to maintain this existing permission.
11. The purpose of the blanket zoning over the entire property is to allow Victoria Village to expand the existing long term care facility. Victoria Village has currently obtained funding for the 128 long term care beds shown on Building 'B' (LTC Facility) and is required to have their Zoning in place in order to formally secure this funding and to allow them to apply for additional funding to further expand Victoria Village. A detailed analysis of the site-specific provisions is contained in paragraphs 57 to 77 of this staff report.
12. The expansion of Victoria Village will be done in phases, the first being 'Building B' as shown on Appendix "B" – Draft Site Plan. The site plan that was submitted was for conceptual purposes and will be finalized once funding is secured following the consideration of the Zoning By-law Amendment application. The lands are subject to Site Plan Control and detailed design will occur at that time.

Site and Location

13. The subject lands are located on the north side of Ross Street, west side of Toronto Street and south side of Wellington Street West. The lands are municipally known as 54 and 76 Ross Street, 61 Wellington Street West and 150 Toronto Street. The lands are comprised of four independent lots with a combined area of 2.7 ha (6.7 ac) and frontage of approximately 225 metres along Ross Street, 185 metres along Toronto Street, and 180 metres along Wellington Street West. The lands are occupied by the Victoria Village Seniors Retirement Community (Victoria Village).
14. The existing and proposed land uses surrounding the subject property are as follows:

North: Residential uses including existing single detached units on the northeast side as well as institutional uses (Royal Victoria Regional Health Facility) towards the north and northwest of Wellington Street West.

South: Queens Park which is open space lands owned by the City of Barrie.

East: Residential uses including existing single detached units ranging from one and a half to two and a half storeys as well as an Institutional-educational use (ie. Child Care Facility) on the southeast corner of Toronto Street and Wellington Street West.

West: Residential uses including an existing 5-storey apartment building.



Existing Policy

15. The application was submitted on December 15, 2022, prior to the approval of the new City of Barrie Official Plan (2023) which was approved by the Ministry of Municipal Affairs and Housing on April 11, 2023. As such, the application has been reviewed under the City of Barrie Official Plan, 2010.
16. The Official Plan designates the subject property as 'Institutional' on Schedule 'A' – Land Use in the City of Barrie [Official Plan](#) and are located within the Queens Park Planning Area, in accordance with Schedule 'B'.
17. 61 Wellington Street West and 76 Ross Street are zoned 'Institutional Special Provision' (I) (SP-299), 54 Ross Street is zoned 'Institutional' (I) and 150 Toronto Street is zoned 'Residential Multiple Dwelling Second Density' (RM2) in the City's [Comprehensive Zoning By-law 2009-141](#), as amended.
18. The predominant use of the Institutional designation is to provide a range of public and/or private educational, health, cultural, recreational, religious, or charitable institutions or uses providing a public service. The goals of the Institutional designation ensure that civic, educational, health and social facilities are planned and designed in such a manner as to serve the needs of the City and the region. It is also to strengthen the regional role of Barrie through the support and development of major government facilities and major health care facilities.

Background Studies

19. In support of the application, the following plans, reports and studies were submitted by the applicant. Copies of the submission material are available for viewing on the City's Proposed Developments webpage under [Ward 2 – 54 & 76 Ross Street, 61 Wellington Street West and 150 Toronto Street](#).
- a) Planning Justification Report (including Affordable Housing) (Innovative Planning Solutions, Prepared December 2022)
 - b) Proposed Development – Site Plan *DRAFT* (Salter Pilon Architecture, Prepared April 2023)
 - c) Archaeological Assessment – Stage 1 & 2 (Amick Consultant, Prepared July 2022)
 - d) Functional Servicing Report (Skelton, Brumwell & Associates, Prepared October 2022)
 - e) Shadow Study (Salter Pilon Architecture, Prepared December 2022)
 - f) Block & Context Plan (Salter Pilon Architecture)
 - g) Topographic Survey (Rudy Mak Surveying, Prepared September 2022)
 - h) Traffic Impact Brief (JD Engineering, Prepared November 2022)
 - i) Tree Preservation Plan/Inventory (Hill Design Study, Prepared October 2022)
 - j) Urban Design Report (Innovative Planning Solutions, Prepared December 2021)

PUBLIC CONSULTATION

Neighbourhood Meeting

20. Two (2) neighbourhood meetings were held virtually; the first on February 16, 2021 and the second on July 21, 2022. The first meeting was held to seek input from the public on the proposed rezoning, and the second meeting was held to present residents with the conceptual site plan illustrating the ultimate development of the site. Property owners within 240 meters of the subject lands were circulated notice of these meetings. The February meeting had twelve (12) attendees, including six (6) residents, the Ward 2 Councillor at the time, Keenan Aylwin, Planning staff as well as the Agent and members of the applicant's consulting team. The July 21, 2022 meeting had ten (10) attendees, including four (4) residents, Planning staff as well as the Agent and members of the applicant's consulting team. Residents inquired about the proposed rezoning and additional development of the site, but no concerns were identified with the proposal at either of the neighbourhood meetings.

Public Meeting

21. A Statutory Public Planning Meeting was held on March 2, 2023 to present the subject application to the Affordability Committee. There were no comments/concerns made by the public and/or Mayor and Council.

DEPARTMENT & AGENCY COMMENTS

22. The subject application was circulated to staff in various departments and to external agencies for review and comment.
23. **Development Services (Heritage)** have no objections to the rezoning, however, recommend that the design of the building incorporate historic design elements to be in-keeping with the character of the historic neighbourhood.
24. **Development Services (Approvals)** staff do not have any objections to the approval of the proposed application. If approved, Approvals staff are satisfied that any technical matters associated with the proposed development would be addressed through the subsequent Site Plan Control application.

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25. **Development Services (Parks Planning)** staff have no objections to the rezoning but will require a Tree Preservation Plan, Inventory and Canopy Survey, signed and stamped by a qualified Landscape Architect or Registered Professional Forester, and a Landscape submission at the time of detailed design. They also recommend the minimum landscape strips be complied with and consolidated amenity space be provided.
 26. **Development Services (Transportation Planning)** staff do not have any concerns with the rezoning but require a Traffic Impact Study and a Construction Management and Parking Plan be submitted at the time of detailed design. Right of way dedications and daylighting triangles will also be required to be conveyed to the City.
 27. **Infrastructure Services Department (Water Operations)** will review site servicing at site plan.
 28. **Finance (Development Charges Administration)** outlined the current rates.
 29. The **City's Risk Management Official (RMO)** does not have any objections to the approval of the proposed application. The RMO noted that deep drilling and/or construction activities are not permitted to occur on-site without formal consultation with the City. Additionally, building supports are not permitted to be constructed within the municipal supply aquifer, and permanent dewatering is not permitted. If approved, any technical matters associated with the proposed development would be addressed through the subsequent Site Plan Control application process.
 30. **The City's Environmental Officer** does not have any objections to the approval of the proposed application and noted that a Phase One and Phase Two Environmental Site Assessment are required. If approved, any technical matters associated with the proposed development would be addressed through the subsequent Site Plan Control application process.
 31. **City's Business Performance and Environmental Sustainability Department (Environmental Sustainability Branch)** has reviewed the subject application and confirmed that the proposed development may be eligible for municipal waste collection. If approved, further review will be completed as part of the subsequent Site Plan Control application.
 32. **The Ministry of Transportation** has no concerns with the rezoning but noted that an MTO permit will be required.
 33. The City's **Information Technology Department** has advised that the proposed development may interfere with the City's communication systems and will review once a final concept plan has been established.
 34. The **Lake Simcoe Region conservation Authority (LSRCA)** has no objection to the passing of the proposed Zoning Amendment. At the time of detailed design, LSRCA will review stormwater and hydrogeology in context of the Lake Simcoe Protection Plan.

POLICY 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. The *Planning Act* can be found in its entirety at the following link: <https://www.ontario.ca/laws/statute/90p13>.
37. The proposed development is consistent with this legislation in that it is located within the settlement area of Barrie; will utilize existing and available infrastructure (sewage, water and waste management systems) and public service facilities such as transit and schools; provides for a variety of residential unit types and sizes; provides a compact form of development that minimizes impacts to climate change; and, is located within close proximity to a variety of commercial uses and is designed with a pedestrian-oriented built form with connections to the municipal sidewalk network to encourage walkability and active transportation.

Provincial Policy Statement (2020) (PPS)

38. 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 managing growth for regulating the development and use of land. The PPS can be found in its entirety at the following link: <https://www.ontario.ca/page/provincial-policy-statement-2020>.
39. The PPS contains policies that provide direction for communities to manage and direct land uses to achieve compact development and efficient land use patterns. This is achieved by ensuring that sufficient land is available through intensification to accommodate an appropriate range and mix of residential and employment uses; avoiding land use patterns which may cause public health and safety concerns; and promotes efficient and cost-effective development.
40. The PPS further states that new development should occur adjacent to and within existing built-up areas, have a compact form, mix of uses and densities that allow for the efficient use of land, planned infrastructure and public service facilities (i.e., transit) to accommodate projected needs. Intensification and redevelopment are also promoted to meet projected population growth for the next 30 years.
41. Although not included in detail, staff have reviewed the relevant policies and are of the opinion that the development is consistent with the applicable policies of the Provincial Policy Statement (2020).

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (Growth Plan)

42. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (Growth Plan), as amended, is the Ontario government's initiative to plan for growth and development in a way that supports economic prosperity, protects the environment and natural resources, 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. The Growth Plan can be found in its entirety at

the following link: <https://files.ontario.ca/mmah-place-to-grow-office-consolidation-en-2020-08-28.pdf>

43. 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 Growth Plan is on building complete communities that are well-designed to meet people's daily needs; offer a variety of transportation choices; and 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.
44. Based on the foregoing, staff are of the opinion that the proposed development conforms to the Growth Plan as it would make efficient use of land, utilize available infrastructure and provide for economic and employment opportunities within an existing community hub.
45. Staff have reviewed the relevant policies in detail and are of the opinion that the development conforms with all of the applicable policies of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

Lake Simcoe Protection Plan (LSPP)

46. The Lake Simcoe Protection Plan (LSPP) is a policy and implementation document that guides efforts to protect and restore the ecological health of the Lake Simcoe watershed. The subject application has been reviewed in detail by the LSRCA for conformity with the LSPP. The LSRCA has provided comments noting that they do not have any objections to the approval of the subject application. Planning staff are of the opinion that the subject application is consistent with the policies of the LSPP.

City of Barrie Official Plan (OP)

47. The Official Plan provides guidance for consideration of land use changes, the provision of public works, actions of local boards and private enterprise and municipal initiatives. 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. The OP can be found in its entirety at the following link: <https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Official%20Plan%20-%20January%202017.pdf>
48. There are a number of policies in the Official Plan that generally support the proposed development. Sections 2.3 Assumptions, 3.1 Growth Management, 3.3 Housing, 4.5 Institutional and 6.5 Urban Design Guidelines, relate to the provision of increased densities, directing growth to take advantage of existing services and infrastructure and the provision of a range and mix of housing types at appropriate locations.
49. Policies 3.3.2.1(a), (b), and (g) encourage a varied selection of housing types with regard to size, density, and tenure, support programs and policies encouraging a wide range of housing opportunities including rental housing, and direct new residential development be at densities that are consistent with the Official Plan. The development proposal conforms to these policies as the applicant is proposing a mix of housing types for long term care (ie. apartments and block/cluster/stacked townhouse units).

4.5 Institutional

50. Section 4.5 provides the goals and policies for the 'Institutional' designated areas within the City of Barrie. The goals of the institutional designation as per Section 4.5.1 are to:
- a) To ensure that civic, educational, health and social facilities are planned and designed in such a manner as to serves the needs of the City and region.
 - b) To strengthen the regional role of Barrie through the support and development of major government facilities and major health care facilities.
 - c) To encourage the shared use of public buildings, open space areas and school ground to promote functional and cost efficiencies.
51. Policy 4.5.2.3 (a) states that appropriate visual screening, planning and/or fencing measures shall be provided between the institutional use and the nearby residential area. Along Toronto Street is low-rise residential uses and as such, the minimum required landscape buffer shall be maintained in order to maintain the low-rise residential feel of the streetscape of Toronto Street. Permitting a maximum of three storeys followed by a three-metre step back will foster a pedestrian friendly streetscape while providing a residential feel. It will also create an appropriate transition between the existing low-rise residential dwellings.

6.5 – Urban Design Guidelines

52. Sections 6.5 and 6.6 of the Official Plan guide building and site design for tall buildings across the City by providing a framework for the development and maintenance of a healthy, safe, convenient, efficient, and aesthetically pleasing urban environment. These policies require innovative architectural design to reduce the visual and physical impacts of building height on the public realm and low-density neighbourhoods; encourage the beautification of streetscapes through the provision of landscaping, pedestrian connections and active uses at-grade; and, the screening of loading and parking areas, site servicing, utilities and waste facilities.
53. Detailed elevations have not yet been submitted for the subject application as the applicant requires the Zoning to be approved in order to secure additional funding for the proposed expansion of Victoria Village. Once funding is received, the applicant will be in a position to submit detailed elevations that shall conform to the urban design guidelines and tall building policies of the Official Plan.
54. Policies 6.5.2.2(a)(i) and (iii) identify that buildings should be designed to complement and contribute to a desirable community character in terms of massing and conceptual design and that large exposed blank walls should be avoided.
55. Section 6.5.2.2 (a) (vii) identifies that corner lots should emphasize the building, not vehicles, as the dominant feature of the site.

Summary

56. The development, if approved, would serve to address many of the criteria outlined in the Official Plan. In reviewing such applications, emphasis shall be placed on the design and functionality of a development, including but not limited to: the availability of infrastructure, public services and facilities; providing a variety of housing types and tenure; adhering to a high standard of design through the use of attractive building materials and architectural treatments; providing a mix of uses; providing a transition and buffer to lower-density residential land uses, activating the

streetscape and enhancing the public realm; pedestrian connectivity; and, the provision of sufficient parking, landscaping and amenities.

57. Staff have reviewed the relevant policies in detail and are of the opinion that the proposal provides a range of housing opportunities in support of the long-term care centre. The lands are subject to Site Plan Control and will be required to go through detailed design and comply with the City's Urban Design Guidelines.

Comprehensive Zoning By-law 2009-141 – Site Specific Zoning Provisions

58. As noted above, the application proposes to rezone the current 'Institutional - Special Provision' (I)(SP-299) zoning over the property to add additional low-rise residential uses, to rezone the lands located at 150 Toronto Street from 'Residential Multiple Dwelling Second Density' (RM2) to 'Institutional – Special Provision' I (SP-299), and to rezone 54 Ross Street from 'Institutional' to 'Institutional – Special Provision' I (SP-299) in order to have consistent zoning across the entire site. Planning staff have made minor adjustments to the site-specific provisions and have worked closely with the applicant during the technical review process to ensure these revisions do not impact the future development plans, while ensuring the interests of the City and surrounding community are protected.
59. Staff recommend that a new special provision number be applied to the entire site to provide a consistent zoning for the entire property. This approach removes the step of having to rescind the previous by-law and can create a new zone for the existing and proposed development. Therefore, rezoning the lands to 'Institutional - Special Provision' I (SP-XXX).
60. Table 1 below illustrates the required zone provisions and the proposed site-specific zone provisions as it relates to the proposed development with further explanation in the following section.

Table 1: Site-specific Zoning Provisions

Zone Standard	Required	Proposed
Front Yard Setback (Wellington Street)	7.0 metres	Minimum of 3.0 metres and maximum of 5.0 metres
Rear Yard Setback (Ross Street)	7.0 metres (adjoining a street)	Minimum and maximum of 3.0 metres
Exterior Side Yard Setback (Toronto Street)	7.0 metres (adjoining a street)	Minimum of 3.0 metres and a maximum of 5.0 metres
Building Height	The property shall be restricted to a maximum building height of 39.5 metres. The height of any building located either totally or partially within 30 metres of the land's northern lot line shall be measured from the average grade abutting the buildings northernmost exterior wall, exclusive of any vehicular entrance to below	Minimum of 10 metres (3 storeys) and maximum of 24 metres (5 storeys) for Building 'B' - Long Term Care Facility. Minimum of 10 metres (3 storeys) and a maximum of 27 metres (6 storeys) within 20 metres of the Toronto Street frontage. Minimum of 10 metres (3 storeys) and a maximum of 36 metres (8

	grade parking. (By-law 2012-211, OMB Order August 21, 2012)	storeys) within 20 metres of the Ross Street frontage. Buildings exceeding 3 storeys in height, save and except 'Building B', shall include a 3 metre step-back above the third storey along a façade that abuts a public street. A maximum height of 39.5 metres is permitted for the remainder of the site.
Lot Coverage	Maximum 35%	Maximum 45%
Landscape Open Space	Minimum 35%	Minimum 25%

61. Although the subject lands are deemed to have front, side and rear lot lines as defined by the City's Comprehensive Zoning By-law, three of these lot lines are unique in that they front onto a municipal road, thus functioning more like a front lot line as the built form will be oriented toward the street to create an appropriate streetscape. It is important that the setbacks are reduced in order to foster a pedestrian friendly environment while creating an active streetscape.

Front Yard Setback

62. The front yard associated with the subject lands is deemed to be Wellington Street as it is the shortest frontage abutting a street. Staff recommend a minimum front yard setback of 3 metres, and a maximum setback of 5 metres, whereas a minimum setback of 7.0 metres is required in the Institutional zone. The intent of the minimum front yard setback is to ensure adequate separation distances and sightlines are provided to adjacent municipal roadways, and to ensure appropriate landscape buffers are established. The applicant had originally applied for a front yard setback of 0 metres, however, staff did not feel this was appropriate as it would eliminate the potential for landscape buffers and appropriate transition from the existing development. The applicant has is in agreeance with staff's recommendation.
63. The application meets the intent of the front yard setback as adequate separation is proposed along the front lot line and although Parks Planning has requested a landscape buffer of 6.0 metres, the location of the proposed development does not encompass the entire front yard and will still allow for appropriate landscaping and transitions from the existing development.

Rear Yard Setback

64. The rear yard associated with the subject lands is deemed to be Ross Street, as it is opposite the front yard. The application is proposing a minimum and maximum rear yard setback of 3 metres, whereas a minimum setback of 7.0 metres is required in the Institutional zone, adjoining a street. The draft concept plan does not illustrate the required 3.5 metre wide road widening. The plan will need to be updated to reflect this. Following the road widening, a 3.5 metre setback will be remaining, however, to ensure there are no issues with the future development plans, staff are recommending that a minimum 3.0 metre setback be provided.

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65. The intent of the rear yard setback is to allow for appropriate separation between development on abutting properties. In this case, the rear yard fronts onto Ross Street. Across from the subject lands is Queen's Park. In order to maintain an appropriate transition and create a link between the two sites, a setback of 3 metres is proposed. By reducing this setback, it will activate a more pedestrian friendly streetscape as it will create a linkage between the existing and potential future at grade commercial uses along Ross Street within Victoria Village and the streetscape. This will therefore then create a strong relationship with Queen's Park.

Exterior Side Yard Setback

66. The exterior side yard associated with the subject lands is Toronto Street. The application is proposing a minimum side yard setback of 3.0 metres, whereas a minimum setback of 7.0 metres is required in the Institutional zone for lands adjoining a street. In order to ensure flexibility at the time of detailed design, staff are recommending a minimum exterior side yard setback of 3.0 metres and a maximum of 5.0 metres adjacent to Toronto Street. The intent of the minimum exterior side yard setback is to ensure appropriate separation is provided between the street and the proposed development and to ensure that sufficient area is provided for landscaping, pedestrian walkways, and outdoor amenity areas adjacent to the street to enhance the public realm and foster a pedestrian-friendly environment. Parks Planning staff recommend a landscape buffer of 3.0 metres along Toronto Street, which is consistent with the setback recommended by Planning Staff. Although the existing residential that is opposite this site is setback approximately 7.0 metres, a minimum setback of 3.0 metre is appropriate in order to develop a strong streetscape and direct the massing towards the road. A 2.0 metre road widening is required for active transportation, which will then give the illusion of a 5.0 metre setback. Although this is an exterior side yard setback, it is intended to function more as a front yard.

Building Height

67. In order to respect the adjacent low-rise residential dwellings along Toronto Street, Staff recommend that the height be restricted to (10 metres) 3 storeys along the Toronto Street frontage. Beyond the three storeys, a 3 metre step-back is required and a maximum building height of 27 metres (6 storeys) shall be permitted within 20 metres of the Toronto Street frontage. The general intent and purpose of restricting maximum building height is to achieve compatibility between land uses, particularly when a site is located adjacent to lower density residential land uses. In this regard, maximum building height provisions ensure that an appropriate transition is provided to surrounding land uses and to mitigate shadow impacts.
68. In order to create a transition between the proposed development and Queens Park, staff recommend that the height be restricted to 10 metres (3-storeys) along Ross Street. Beyond the 3 storeys, a step-back of 3 metres is required and a maximum building height of 36 metres (8 storeys) shall be permitted within 20 metres of the Ross Street frontage. The purpose of this is to be consistent with the existing development of Victoria Village and as noted above, create a pedestrian-friendly realm and an appropriate link between Queen's Park and Victoria Village.
69. In order to ensure appropriate massing at the intersection and to respect the adjacent development along Wellington Street West, staff recommend a minimum building height of 10 metres (3 storeys) and a maximum building height of 24 metres (5-storeys) for 'Building B', including the proposed 'glazed link' as illustrated on Appendix "B". The Wellington Street frontage reflects the highest grade of the subject lands and limiting the height to 5 storeys will allow for the building to integrate with the existing development that surround the subject lands. Although the draft site plan shown in Appendix 'B' illustrates a height of 4 storeys, the applicant is requesting 5 storeys to allow them some flexibility at the time of detailed design (Site Plan Control).

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70. The 'glazed link' that is shown on the site plan is essentially an enclosed walkway, that will be the same height as the proposed long term care facility. The intent of the glazed link is to allow for continuous movement throughout the Long-Term Care facility and allow the residents to have exercise within the winter months. Although it is not a deep building, the massing has been directed toward the intersection of Toronto Street and Wellington Street West in order to activate the streetscape, while providing an appropriate transition to the existing development along Toronto Street.
71. A maximum building height of 39.5 metre can be applied to the remainder of the site. The increase in building height is a result of a previous OMB decision. Although the OMB decision directed the height to be oriented towards Wellington Street, staff are of the opinion that it is more appropriate for the building height to be central within the site. By permitting a maximum height of 39.5 metres towards the centre of the lot, as opposed to the northern most portion, an appropriate transition will be able to occur. There is a significant grade change from Wellington Street to Ross Street and if the tallest buildings are located on the northern portion of the property (oriented along Wellington Street) then they will look significantly taller and be more impactful than having them central to the site where the grade is lower. The applicant is supportive of the above noted height restrictions, as reflected on the draft concept plan that is attached to this report as Appendix "B".

Lot Coverage (Percentage of Lot Area)

72. The subject application proposes a maximum lot coverage of 45%, whereas a maximum of 35% is permitted. The general intent and purpose of the maximum permitted lot coverage provision is to maintain a balance between built form and landscaped open space to ensure lots are not overdeveloped. Based on the size of the lot and the amenity areas that are proposed, staff are satisfied that the lot will not be over-developed. Adequate landscape buffers are being proposed along the streetscape which will assist in maintaining the built and natural form of the lot. Not only that, but the existing parking area located on 54 Ross Street will be developed with residential uses and an internal secure courtyard.
73. The proposed increase in lot coverage is related to the expansion of Victoria Village and the grade change for their proposed parking garage. As discussed throughout this report, special attention has been given to the placement, height, massing, and design of the proposed building(s). The proposed development includes an acceptable amount of landscaping and amenities, and safe access is provided for pedestrians and vehicles, therefore staff have no concerns with the maximum lot coverage proposed.

Landscape Open Space

74. The application proposes a minimum landscape open space of 25%, whereas 35% is required. The general intent and purpose of minimum landscape open space is to maintain a balance between built and natural form. Based on the size of the lot, staff are satisfied that the lot will not be over-developed. As noted above, adequate landscape buffers have been proposed along the streetscape as well as large secure amenity areas throughout the site. The subject property is also near Queens Park which provides ample green space and amenities such as tennis courts. The current plan shown in Appendix 'B' demonstrates a landscape open space of 29% following the road widening. In order to allow for some flexibility during the ultimate design, the applicant is requesting a reduction to this standard.

Additional Low-Rise Residential Uses

75. The application as submitted requested permissions for all low-rise residential unit types on the subject lands, these being: single detached dwelling, semi-detached dwelling, duplex dwelling, three or more-unit dwelling, small/large boarding, lodging and rooming house, block/stacked/cluster townhouse and a walk-up apartment. Staff are recommending that only the following additional low-rise residential unit types be permitted: walk-up apartment, block/cluster/stacked townhouse and small and large boarding lodging and rooming houses. The other requested low-rise residential unit types are not efficient uses of land and as such, staff are not in support of them given the use of the property, location of the site, and context of the existing neighbourhood. Staff note that these uses were included on the concept plan submitted in support of the proposed development of the site and the applicant has since agreed to the removal of these low-rise residential uses.

Deeming the Subject Lands as One Property – Zoning Interpretation and Implementation

76. Planning staff are recommending that the subject lands, which encompass 4 separate lots, be considered one property for the purpose of zoning interpretation and implementation. This site-specific provision would simplify the interpretation and implementation of the Zoning By-law for the subject lands, as the proposed provisions would apply to the subject lands collectively.

Parking

77. A traffic brief was prepared in support of the proposed development. The parking ratios will be as followed:
- 1 space per 2 suites/unit for an assisted living facility,
 - 1.5 spaces per dwelling unit (residential),
 - 1 space per 50 square metres of gross floor area (commercial).

At this time, parking cannot be confirmed as the ratios cannot be calculated until the final development plans are proposed. The applicant has identified that they will be proposing approximately 368 parking spaces which will include underground and surface level spaces. The applicant will be required to comply with the parking standards and has identified they will be able to provide sufficient parking for the proposed development. Should any deficiencies occur following approval of this Zoning By-law Amendment, additional planning approval will be required.

Development Generally in Accordance with the Conceptual Site Plan

78. Planning staff are recommending that the subject lands be developed generally in accordance with the Conceptual Site Plan submitted in support of the application, as it relates to building placement and setbacks, as well as the location and configuration of landscape strips (see Appendix “B”). The Conceptual Site plan would be included as a schedule to the implementing Zoning By-law. This site-specific provision would provide clarity as it relates to the zoning provisions for site and ensure that the development, as proposed, is realized at the time of construction.

Site Plan Control

79. Subject to Council approval of the proposed Zoning By-law Amendment application, the proposed development would be subject to Site Plan Control per Section 41 of the *Planning Act* and in accordance with By-law 99-312. Site Plan Control will address the development and design of the built form, setbacks, building orientation/placement/massing, parking, landscaping and lighting. The Site Plan process will ensure the development complies with all municipal standards and provides an appropriate interface with adjacent properties and streets.

Summary

80. Staff have reviewed the comments received and considered the proposed Zoning By-law Amendment application, having regard to conformity with relevant Provincial and City planning policies. In staff's opinion, the proposed Zoning By-law Amendment to allow for the expansion of Victoria Village conforms with the Provincial Policy Statement (2020) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), Lake Simcoe Protection Plan and the City's Official Plan.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

81. There are no environmental and climate change impact matters related to the recommendation.

ALTERNATIVES

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

Alternative #1

General Committee could refuse the proposed Zoning By-law Amendment application and maintain the existing zoning as is on the subject lands.

This alternative is not recommended as Planning Staff have undertaken a full review and are of the opinion that the proposal conforms to the applicable planning policies. In addition, the property owner has a funding opportunity available to bring much needed, additional long term care beds to the city. A consistent zoning over the entirety of the subject lands that would permit the additional long term care beds is a key consideration to receive Provincial funding.

Alternative #2

General Committee could alter the proposed recommendation by approving the Zoning By-law Amendment without the site-specific provisions requested.

This alternative is not recommended as it would not allow for a strong streetscape and appropriate transitions between the proposed development and existing adjacent development.

FINANCIAL

83. The subject application, if approved, would permit the expansion of the existing long term care facility. It is not possible to estimate the assessed value of the subject property at this time; however, assessed value of the future development is anticipated to be greater than the current assessed value of the property and will therefore increase the amount of property tax that is collected on the subject site as of the time of writing this report.

-
84. At this time, it is also not possible to provide estimates of the building permit fees that will be collected as the final concept plan will not be established until the zoning is approved and funding is received for the project.
85. Current development charges for the proposed development are \$29,560 per Special Care/Special Need Dwelling unit, \$48,878 per 2+ bedroom apartments and \$34,319 for bachelor apartments and 1 bedroom apartments (applicable for the Senior Life Lease Units). The current rate for non-retail use is \$283.25 per square metre and \$454.41 per square metre for retail uses. The residential portion would qualify for a 50% discount of the above-mentioned rate, as long as Victoria Village is a non-profit institution and owns the land which development will occur on (As per Section 11(e)(i) of By-law 2019-055). Non-residential development may qualify for a 40% discount of City development charges if it meets a targeted use outlined under section 11(e) in Development Charges By-law 2019-055.
86. The education levy will be calculated at the time of issuance of the building permit for the non-residential use. The current fee is \$0.60 per square foot.
87. A cash in lieu of parkland contribution will be required. The amount is currently 5% of the appraised land value. The owners will be required to submit a current appraisal by a certified appraiser to complete the calculation.
88. A Finance Administration fee will be collected at the time of issuance of the building permit at a rate of \$82.50 per dwelling unit.

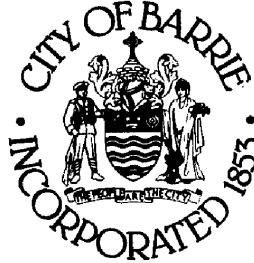
LINKAGE TO 2022-2026 STRATEGIC PLAN

89. The recommendation(s) included in this Staff Report support the following goals identified in the 2022-2026 Strategic Plan:
- Thriving Communities
 - The proposed development would bring additional community services to the area by way of an expansion to Victoria Village Retirement Centre.
 - Responsible Governance
 - The proposed development will provide an opportunity for more housing options and assistance for the elder community. It will also allow for employment opportunities.

Attachments: Appendix "A" - Draft Zoning By-Law Amendment
Appendix "B" - Draft Conceptual Site Plan

APPENDIX "A"

Draft Zoning By-law Amendment



Bill No. XXX

BY-LAW NUMBER 2023-XXX

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

WHEREAS the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands being Lots 8 & 9, N/S Ross Street, Plan 394; Part Lane on Plan 394 & Part Lot 52, W/S Toronto Street, Plan 622 being Part 2 on 51R-31086; Part Lane on Plan 394 being Part 1 on 51R-31086; Lot 48, W/S Toronto Street; Part Lot 53, S/S Hillcrest Ave, Plan 622; Part Lot A, S/S Lane & Part Lots 2, 3 & 4, N/S Ross Street, Plan 394 being Part 1 on 51R-30520; Lots 49 & 50, W/S Toronto Street, Plan 622; BARRIE municipally known as 54 and 76 Ross Street, 150 Toronto Street and 61 Wellington Street West, from 'Institutional - Special Provision' I (SP-299), 'Institutional' (I) and 'Residential Multiple Dwelling Second Density' (RM2) to 'Institutional' – Special Provision No. XXX' (I)(SP-XXX).

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 23-G-XXX.

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

1. **THAT** the zoning map is amended to change the zoning on lands known as 76 Ross Street and 61 Wellington Street West from Institutional Special Provision (I)(SP-299) to Institutional Special Provision (I)(SP-XXX) in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** the zoning map is amended to change the zoning on lands known as 54 Ross Street from Institutional (I) to Institutional (I)(SP-XXX) in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
3. **THAT** the zoning map is amended to change the zoning on lands known as 150 Toronto Street from 'Residential Multiple Dwelling Second' density (RM2) to Institutional (I)(SP-XXX) in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
4. **THAT** notwithstanding the provisions set out in Section 8.2.1 Table 8.2 of By-law 2009-141, the additional permitted uses of a walk-up apartment, block/cluster/stacked townhouse and small and large boarding lodging and rooming house in conjunction with assisted living facilities be permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
5. **THAT** notwithstanding the provisions set out in Section 8.3.1, Table 8.3 of By-law 2009-141, a minimum front yard setback (adjacent to Wellington Street) of 3.0 metres and a maximum of 5.0 metres is permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
6. **THAT** notwithstanding the provisions set out in Section 8.3.1, Table 8.3 of By-law 2009-141, a minimum exterior side yard setback (adjacent to Toronto Street) of 3.0 metres and a maximum exterior side yard setback of 5.0 metres is permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
7. **THAT** notwithstanding the provisions set out in Section 8.3.1, Table 8.3 of By-law 2009-141, a minimum and maximum rear side yard setback (adjacent to Ross Street) of 3.0 metres is required in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
8. **THAT** notwithstanding the provisions set out in Section 8.3.1, Table 8.3 of By-law 2009-141, a minimum building height of 10 metres (3 storeys) and a maximum building height of 24 metres (5 storeys) for 'Building B' adjacent to the Wellington Street and Toronto Street frontages shall be

- permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone, in accordance with Schedule "B" attached to this By-law.
9. **THAT** notwithstanding the provisions set out in Section 8.3.1, Table 8.3 of By-law 2009-141, a minimum building height of 10 metres (3 storeys) along the entire Toronto Street frontage, save and except 'Building B', and a maximum building height of 27 metres (6 storeys) within 20 metres of the Toronto Street frontage shall be permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone, in accordance with Schedule "B" attached to this By-law.
 10. **THAT** notwithstanding the provisions set out in Section 8.3.1 Table 8.3 of By-law 2009-141, a minimum building height of 10 metres (3 storeys) along the entire Ross Street frontage, and a maximum building height of 36 metres (8 storeys) within 20 metres of the Ross Street frontage shall be permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone, in accordance with Schedule "B" attached to this By-law.
 11. **THAT** buildings exceeding 3 storeys in height, save and except 'Building B', shall include a 3 metre step-back above the third storey along a façade that abuts a public street in the 'Institutional - Special Provision' (I)(SP-XXX) zone.
 12. **THAT** notwithstanding the provisions set out in Section 13.4.14 of By-law 2009-141, a maximum building height of 39.5 metres shall be permitted on the balance of the lands within the 'Institutional – Special Provision' (I)(SP-XXX) zone.
 13. **THAT** notwithstanding the provisions set out in Section 8.3.1 Table 8.3 of By-law 2009-141, a maximum lot coverage of 45% is permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
 14. **THAT** notwithstanding the provisions set out in Section 8.3.1 Table 8.3 of By-law 2009-141, a minimum landscape open space of 25% shall be permitted in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
 15. **THAT** notwithstanding the provisions set out in Sections 4.0 and 6.0 of By-law 2009-141, lands known municipally as 54 and 76 Ross Street, 150 Toronto Street and 61 Wellington Street West shall be considered one lot for purposes of zoning interpretation and implementation in the 'Institutional – Special Provision' (I)(SP-XXX) zone.
 16. **THAT** lands zoned 'Institutional – Special Provision' (I)(SP-XXX) zone shall be developed generally in accordance with the Draft Conceptual Site Plan attached as Schedule "B", as it relates to building placement and setbacks, as well as the location and configuration of landscape strips.
 17. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above-described lands as shown in Schedule "A" to this By-law shall apply to the said lands except as varied by this By-law.
 18. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

READ a first and second time this ____ day of June, 2023.

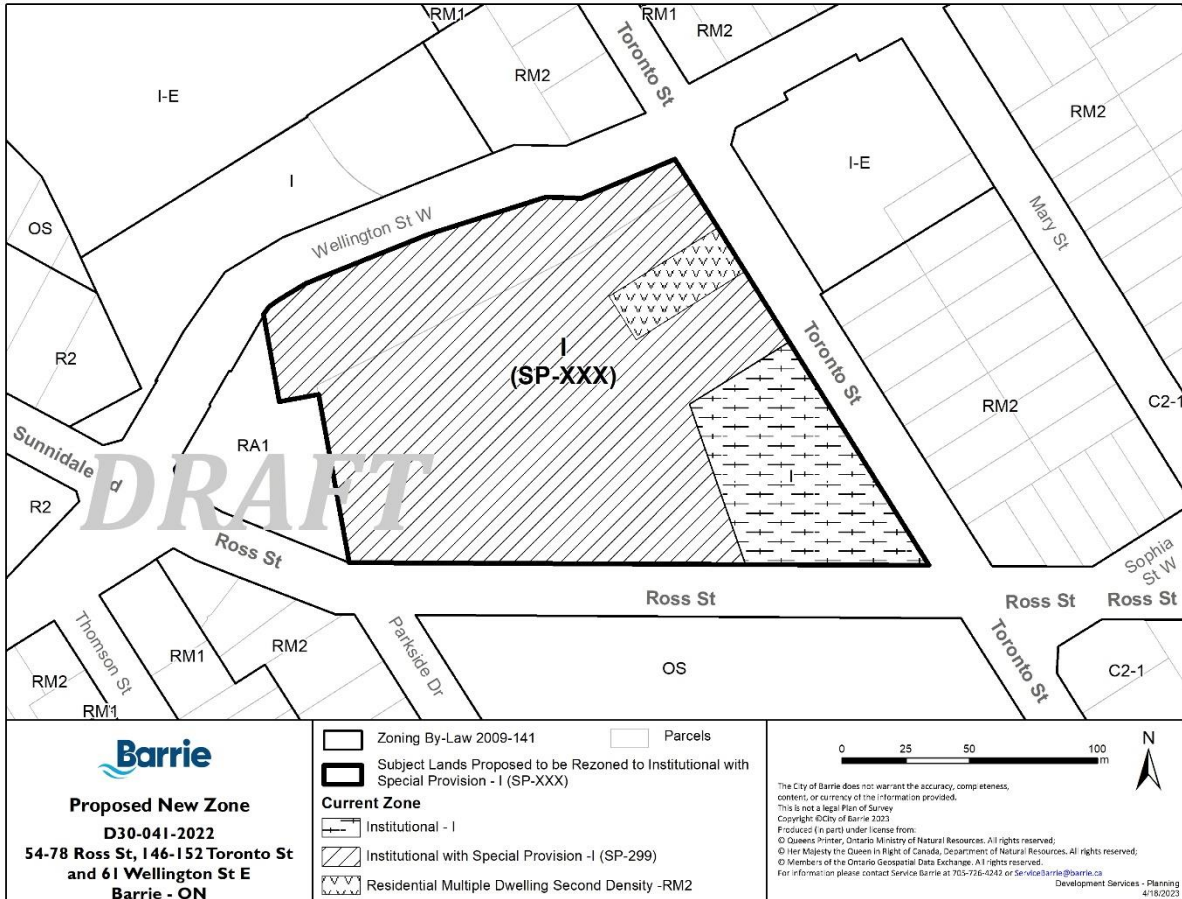
READ a third time and finally passed this ____ day of June 2023.

THE CORPORATION OF THE CITY OF BARRIE

MAYOR – A. NUTTALL

CITY CLERK – WENDY COOKE

Schedule "A" to Attached By-law 2023-XXX

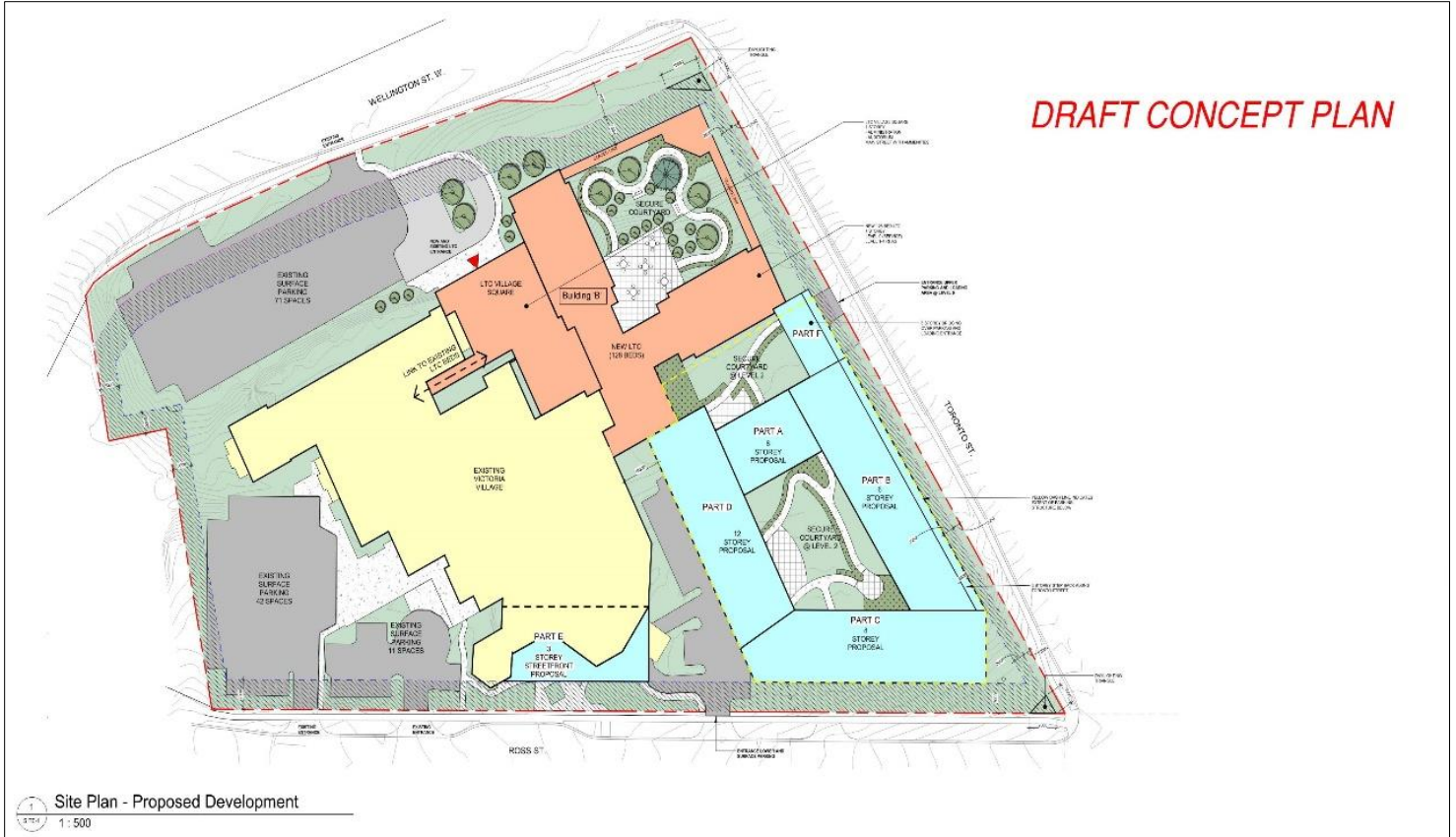


THE CORPORATION OF THE CITY OF BARRIE

MAYOR – A. NUTTALL

CITY CLERK – WENDY COOKE

Schedule "B" to attached By-law 2023-XXX



THE CORPORATION OF THE CITY OF BARRIE

MAYOR – A. NUTTALL

CITY CLERK – WENDY COOKE

APPENDIX "B"
Draft Conceptual Site Plan



DRAFT CONCEPT PLAN

1 Site Plan - Proposed Development
1 : 500

SITE LEGEND:

Orange	NEW LONG TERM CARE BUILDING
Light Blue	PROPOSED NEW DEVELOPMENT
Yellow	EXISTING VICTORIA VILLAGE BUILDINGS
Grey	EXISTING PARKING
Light Grey	NEW PARKING
Green	SITE GREEN SPACE
Hatched	REQUIRED SETBACKS FROM ROAD VEGETATION ALLOWANCE
White	SEWER/WALK
Grid	PARKING STRIPES
Circle	MANHOLE AND WARDEN'S STUDY MARK

PROJECT STATISTICS

BUILDING AREA		
STOREYS	FOOTPRINT (sqm)	GROSS AREA*
EXIST'G	4,985	49,213
PROJ'G	1,955	17,846
TOTAL	6,940	67,059

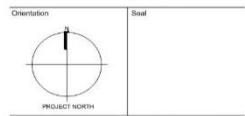
PARKING COUNT		
TYPE	EXISTING	PROPOSED
UNDER LOT	71	0
LEVEL SURFACE	42	0
OVERHEAD	0	0
TOTAL	113	0

PROJECT STATISTICS

EXISTING		PROPOSED	
ZONING		RM1-1 (RSP-200)	RSP-200
TOTAL LOT AREA	37,140 sqm (384,383 sq ft)		
TOTAL BUILDING FOOTPRINT	6,940 sqm	18,800 sqm	
LOT COVERAGE		43.9%	

BUILDINGS TO PROPERTY SETBACKS		MIN. SETBACK	ZONING SETBACK
FRONT (SOUTH)		0m	2 m (6.6 ft)
REAR (NORTH)		0.5m	2 m (6.6 ft)
SIDE (EAST)		0.5m	3 m (9.8 ft)
SIDE (WEST)		0m	3 m (9.8 ft)

No.	Revision	Date



All dimensions to be checked and verified on the job by the Consultant. Any discrepancies are to be reported to the Consultant prior to action. Only the latest approved drawings to be used for construction in accordance with all applicable codes, by-laws and regulations. All drawings remain the property of the Consultant.

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Project Information
Victoria Village Rezoning

78 Ross St. Barrie ON

For
Victoria Village

Drawing Title
Proposed Development - Site Plan

Date	Project No.	Drawing No.
Drawn by	BB	20013 SITE-1
Scale	As indicated	

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