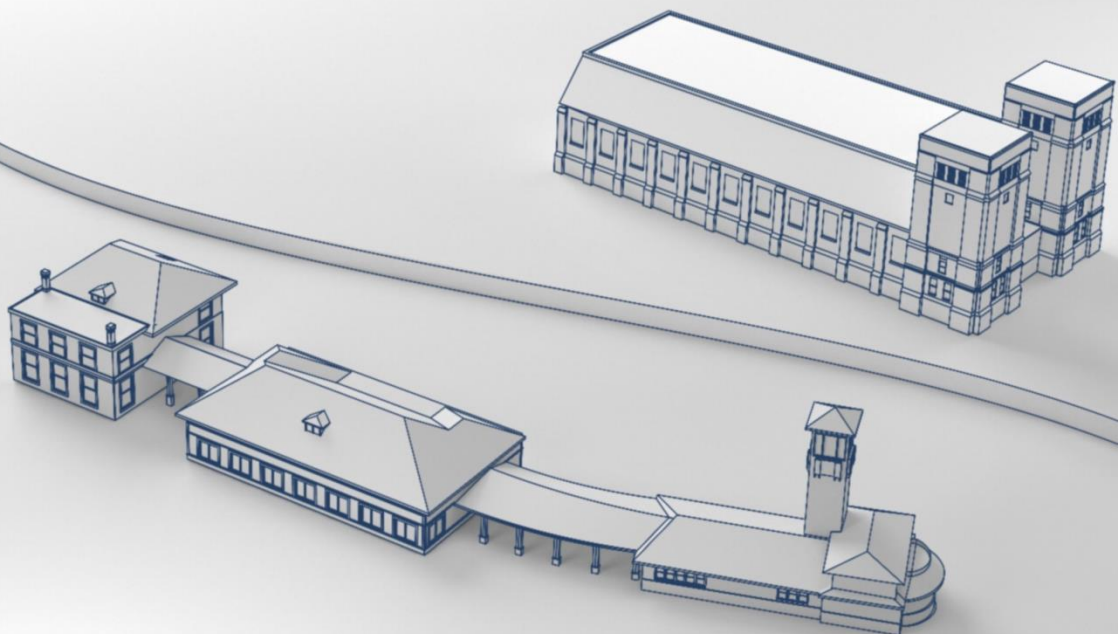


our history, our growth  
a strategy for a  
**growing  
barrie**



**Tomasz Wierzba**  
**Planner**  
**City of Barrie, P.O. Box 400**  
**Barrie, ON L4M 4T5**

**April 5, 2019**

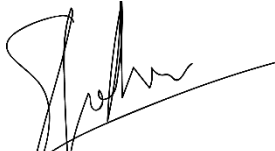
Dear Mr. Wierzba:

Nek•to is pleased to provide the City of Barrie with this report which compiles a policy analysis, heritage education and awareness strategy, and urban design guidelines to find a balance between built heritage protection in the face of growth and intensification pressures within the Urban Growth Centre (UGC) and city-wide. Nek•to's interdisciplinary team has applied our diverse professional experiences in research, policy, and urban design to provide a report that is well-researched and grounded in meaningful consultation with the community.

We believe that Nek•to's design thinking lens amplifies the past-present-future relationship between citizens and Barrie's heritage to strengthen community-building efforts, helping us reach meaningful conclusions and recommendations for the City. We thank you for the opportunity to work with your team and look forward to discussing these findings upon your review.

Should you have any questions regarding our submission, please feel free to contact the undersigned directly at 416-567-0329 or [sjadhav@edu.uwaterloo.ca](mailto:sjadhav@edu.uwaterloo.ca).

Sincerely,



Nek•to



## a note of acknowledgement

Nek•to would like to express our sincere gratitude to Mr. Tomasz Wierzba and the City of Barrie for the opportunity to work with us to develop recommendations on finding a balance between built heritage protection in the face of growth and intensification pressures within the urban growth centre and city-wide. Tomasz consistently provided iterative feedback which allowed for us to cultivate a dynamic internal process. We thoroughly enjoyed working with him as well as other City staff, and hope that our work may benefit them, and as an extension, the City of Barrie.

Nek•to would also like to thank Dr. Luna Khirfan for her guidance and direction on the project. Her ability to connect our vision and goals to the deliverables we produced allowed for an important mentorship, and we appreciate her time and resources through this process.



# table of contents

- A Note of Acknowledgement ..... ii
- Table of Figures & Tables ..... 2
- Executive Summary ..... 3
- 1.0 Introduction ..... 4
  - 1.1 A Changing Barrie ..... 5
  - 1.2 Our Approach..... 6
- 2.0 City of Barrie's Context ..... 7
  - 2.1 Overview of Historic Neighbourhoods..... 9
- 3.0 What We Heard ..... 13
- 4.0 Policy Review and Recommendations ..... 16
  - 4.1 Review of Existing Policies..... 17
  - 4.2 Recommendations and Implementation ..... 21
  - 4.3 Summary of Policy Recommendations ..... 36
- 5.0 Education and Awareness Review and Recommendations..... 37
  - 5.1 Review of Existing Conditions..... 38
  - 5.2 Opportunities..... 40
  - 5.3 Challenges ..... 41
  - 5.4 Recommendations..... 42
  - 5.5 Summary of Education and Awareness Recommendations..... 43
- 6.0 Urban Design Guidelines Review and Recommendations ..... 43
  - 6.1 Review of Existing Urban Design Guidelines ..... 45
  - 6.2 Urban Design Guidelines ..... 52
  - 6.3 Summary of Urban Design Guideline Recommendations..... 63
- 7.0 Conclusion..... 64
- 8.0 References ..... 65

## Table of Figures & Tables

Figure 1: Downtown Barrie Urban Growth Centre (Source: City of Barrie, 2018).....	8
Figure 2: Historic Neighbourhood Map (Source: City of Barrie, 2010).....	10
Figure 3: Stacked townhouses with transitional massing (Source: Nek•to, 2019) .....	53
Figure 4: Mid-rise condominium with transitional massing (Source: Nek•to, 2019) .....	53
Figure 5: Corner lot mid-rise condominium with setbacks (Source: Nek•to, 2019) .....	54
Figure 6: Townhouses reflecting existing roof articulation (Source: Nek•to, 2019) .....	55
Figure 7: Downtown infill height restrictions and streetwall treatment (Source: Nek•to, 2019) .....	56
Figure 8: Examples of adaptive reuse (Source: Lobko, 2012 & Lewin & Goodman, 2013) .....	57
Figure 9: 401 Richmond in Toronto (Source: Wilson, 2010) .....	58
Figure 10: KDG Detroit Office (Source: KDG, 2017) .....	58
Figure 11: Cambridge Old Post Office (Source: Idea Exchange, 2019) .....	59
Figure 12: Antwerp Porthouse (Source: Misirlisoy, 2017) .....	60
Figure 13: Review Checklist (Source: Allandale Urban Design Guidelines, 2016) .....	61
 Table 1: Summary table of Barrie's current heritage tools and initiatives .....	 38



## executive summary

The City of Barrie has a rich cultural heritage influenced by the early settlement around Kempenfelt Bay, the rail access and development of Highway 400. Statistics Canada's 2016 census data shows that the population of the metropolitan area of Barrie outpaced the national growth rate over the last five years. In addition to the growing population, Barrie has the only Urban Growth Centre (UGC) within the Simcoe Sub-Area and must conform to the 2017 Growth Plan for the Greater Golden Horseshoe (GGH) because of its location within the GGH. The boundaries of the UGC also includes the Allandale GO Station, which is a Major Transit Station Area (MTSA). These influences have contributed to the City's rapid growth, in addition to the population and employment targets set by the Province through the Growth Plan.

Over the past several decades, the City has been facing escalating pressures to accommodate further growth and development, specifically within the Urban Growth Centre (UGC) and across the city within the built-up area. Given that Barrie has several historic neighbourhoods across the city with numerous residential properties listed on the City's Heritage Registry, it is important that a balance is achieved to protect these heritage areas while allowing for provincially directed intensification. As the City of Barrie emerges as a regional node, connectivity evolves as a theme to align the heritage and intensification, two seemingly competing partners. This report will present a policy analysis, a heritage education and awareness strategy, and recommendations for urban design guidelines for intensification in historic neighbourhoods. The recommendations lean on stakeholder consultation and best practices research to provide recommendations that will assist the City of Barrie in achieving this balance between built heritage protection, while allowing for sensitive redevelopment and intensification to occur.

# 1.0 introduction

## 1.1 A Changing Barrie

The City of Barrie has a long, rich cultural history that can be traced back to well over 200 years when First Nations People used the western shores of Kempenfelt Bay as a place of rest before travelling the portage between Lake Simcoe and the Nottawasaga River to Georgian Bay (Tourism Barrie, 2017). The portage route, which later became known as Nine Mile Portage, was a historic gateway for trappers and fur traders (City of Barrie, 2018a). The War of 1812 resulted in the portage's increased use as it allowed British troops and supplies to bypass the American forces at Detroit. After the war, British settlers resided at the end of the Portage, beginning the traces of Barrie's first community (Tourism Barrie, 2017). Since the settlement, the City grew around its lumber industry and developing Simcoe County's agriculture. Other forces that contributed to the City's rapid growth include the railway connection in 1865 to the City of York, now known as the City of Toronto, and the construction of Highway 400 in 1950 which provided the City with increased accessibility to Toronto (City of Barrie, 2018a). The early settlement around Kempenfelt Bay, the rail access and shaping influence of Highway 400 are all part of the City's rich cultural heritage.

Today, the City of Barrie is home to approximately 141,400 residents and continues to be one of Canada's fastest growing city (Statistics Canada, 2017). Over the past several decades, the City of Barrie has been facing escalating pressures to accommodate further growth and development within the Urban Growth Centre (UGC) and across the City within the built-up area. City characteristics, such as an abundance of parkland, strong heritage character, and relatively low cost of living, have led to an increased growth rate within the City, outpacing the national growth rate since the last census in 2011 (The Canadian Press, 2017). In addition to attractive city characteristics, Barrie's location within the Greater Golden Horseshoe and Allandale GO Station location within the UGC has made the City subject to the Growth Plan's population and employment targets to 2041. Given that Barrie has many historic neighbourhoods across the city, especially in the UGC where higher-density growth is subject to occur, and many residential properties listed on the City's Heritage Registry, a balance must be achieved to protect these heritage areas while allowing for intensification to occur.



## 1.2 Our Approach

Nek•to's goal, as outlined in the Request for Proposal (RFP), is to provide recommendations that will assist the City of Barrie in achieving a balance between built heritage protection while allowing for provincially-directed intensification to occur. Nek•to was tasked with interviewing key stakeholders, researching best practices from other municipalities for applicable policies and tools, and recommending official plan policies, urban design guidelines, and heritage education strategies.

### ***What We Do: We connect people, place, and heritage***

Nek•to undertakes complex and multi-stakeholder projects with a mission grounded in connecting people and places.

### ***How We Do It: We value openness, collaboration, and clarity***

Nek•to designs our methodology to accommodate for the nuance of day-to-day context and provide well-defined objectives for heritage consulting and public engagement.

Nek•to approached the community engagement task by reviewing best practices with regards to public engagement. Nek•to chose to conduct online surveys with stakeholders and followed up with interviews to discuss their observations of recent development pressures, and to understand their areas of concerns and visions for the City. Our team looked at precedent policies and tools that similarly positioned municipalities used to balance heritage protection with appropriate development in order to shape our recommendations. An existing heritage and intensification policy review was also completed to under opportunities and gaps within the City's current regulatory framework and better inform our recommendations.

Based off the findings from the community engagement and review of best practices and existing policy, our team developed recommendations for official plan policies, urban design guidelines, and heritage education strategies that will assist the City with achieving a balance. The following report provides an overview of the City's context, a summary of key themes gathered from stakeholder engagement and recommendations for official plan policies, heritage education strategies and urban design guidelines.

2.0

city of barrie's  
**context**

The City of Barrie is home to approximately 141,400 residents across 99.04 square kilometers of land (Statistics Canada, 2017). The City is a single-tier municipality, geographically located within Simcoe County and has the only UGC within the Simcoe Sub-Area. Since the last census in 2011, the population within census metropolitan area of Barrie increased by 5.4 percent representing a growth rate above Canada's rate of 5.0 percent and Ontario's rate of 4.6 percent (The Canadian Press, 2017). The Growth Plan forecasts an estimated population of 253,000 inhabitants in the City by 2041, increasing the total population by approximately 111,000 people over the next 22 years (Ministry of Municipal Affairs and Housing, 2017). The City's UGC, as shown in **Figure 1**, will serve as the main area for higher-density growth and intensification and consists of the downtown area and a significant portion of the historic Allandale neighbourhood.

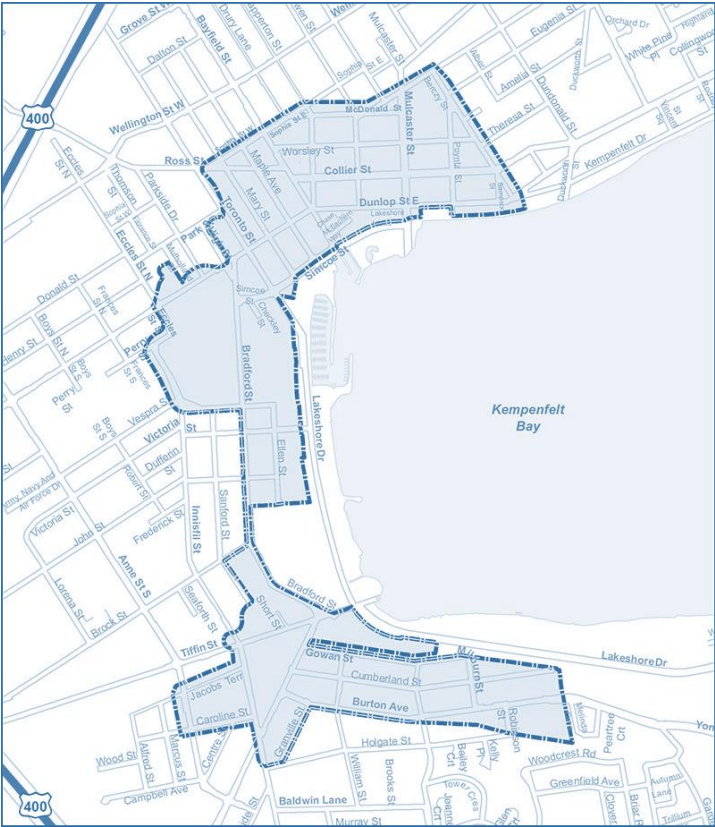


Figure 1: Downtown Barrie Urban Growth Centre (Source: City of Barrie, 2018)

A density target to be achieved by 2031 is set for the UGC (approximately 156 hectares in size) of 150 residents and jobs per hectare, translating to approximately 23,400 people living and/or working within the UGC (City of Barrie, 2018b).

Managing growth of this immensity through strategies that are sensitive to existing neighbourhoods, especially heritage areas, and appropriately reflect the community's vision and concerns is critical in order for the City to continue to develop sustainably.

As Barrie continues to grow, increased pressures are placed on the City's irreplaceable cultural heritage resources that have been evolving since the City's establishment approximately 13,000 years ago (City of Barrie, 2018a). The historic neighbourhoods of the Grove, Downtown, Queen's Park, West Village, Brock Park and Allandale, and others such as Kempenfelt Village and Minet's Point contribute to Barrie's rich heritage character. Strategies to protect and enhance these heritage resources while allowing for growth present the opportunity for the City to continue being unique, attractive, and livable.

## **2.1 Overview of Historic Neighbourhoods**

The City of Barrie is comprised of six historic neighbourhoods, as shown in

**Figure 2.** This overview of historic neighbourhoods draws from the Historic Neighbourhoods Strategy (2010), which was developed by the Historic Neighbourhoods Strategy Community Committee, residents of the historic neighbourhoods, and the Planning Services Department at the City of Barrie. As the first ever people-led process to look at the needs of Barrie's oldest residential neighbourhoods, residents of the historic neighbourhoods were involved in communicating their vision, ideas, and suggestions for improvements in areas including but not limited to transportation, public spaces, noise, and connectivity (City of Barrie, 2010).

Nek•to recognizes that the City of Barrie is currently undertaking an Official Plan and Zoning By-law update to be in keeping with the Growth Plan for the Greater Golden Horseshoe, which targets changes into 2031, while the Official Plan looks forward to 2041. Published in 2010, the Historical Neighbourhoods Strategy may not entirely capture the evolving context of the neighbourhoods or their new residents. However, capturing the current vision and goals of the residents helps provide insights on what is treasured by the communities.

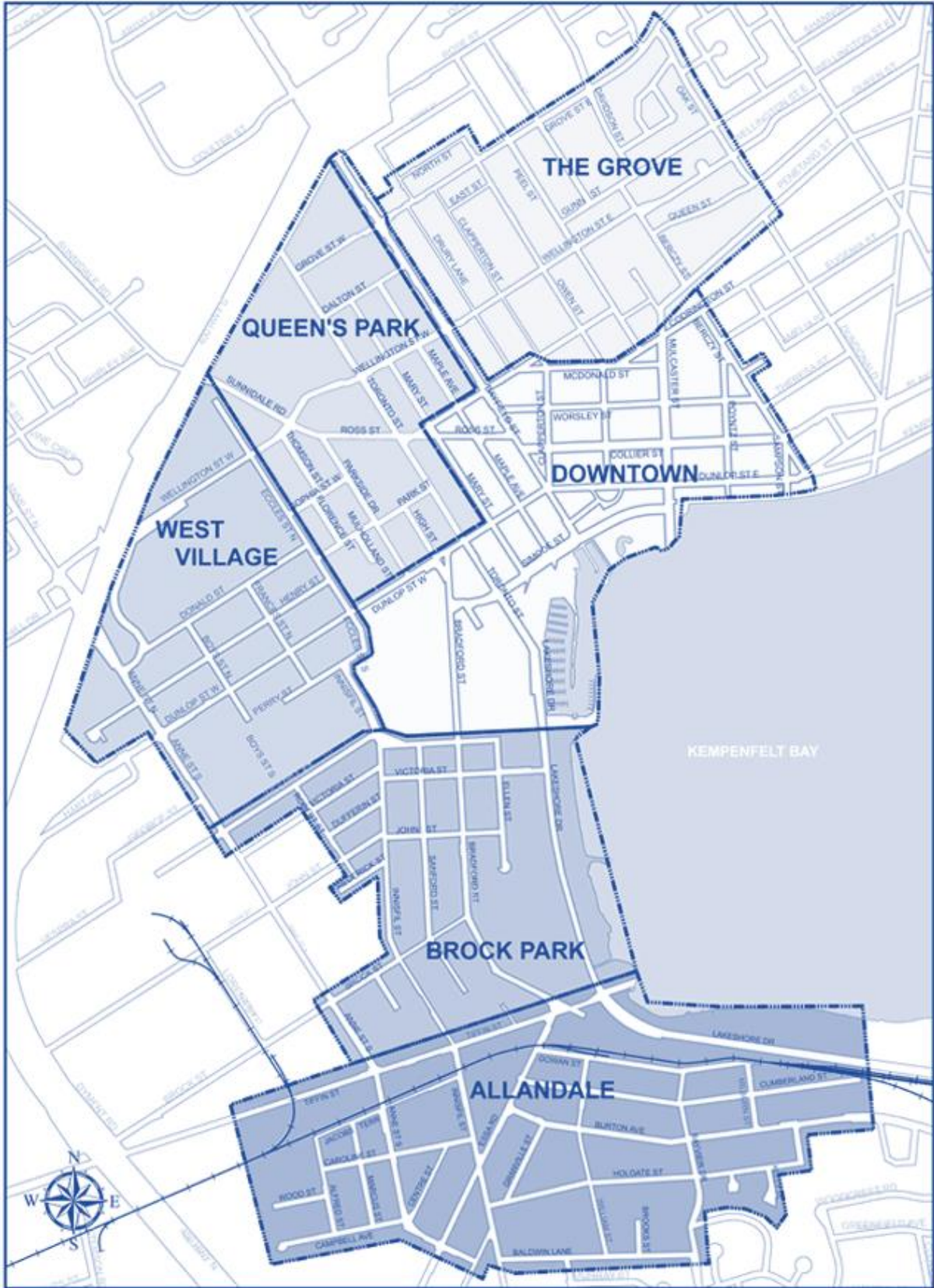


Figure 2: Historic Neighbourhood Map (Source: City of Barrie, 2010)

**The Grove:** Characterized by green spaces, bike lanes, and a strong transit network, the Grove is a diverse, family-oriented community proud of the small-town feel cultivated in the neighbourhood. To maintain this feeling, residents have expressed their interest in having redevelopment and infill serve as an insulation, by concentrating it on major arterial roads on the perimeter of the neighbourhood (City of Barrie, 2010).

**Downtown:** Facing onto Kempenfelt Bay, Downtown hosts an abundance of retail services, with a commercial centre on Dunlop Street and a waterfront trail, with pockets of public space making for lively and vibrant destination (Tourism Barrie, n.d). Residents of downtown enjoy the mix of office, residential, and commercial uses as set against more historic buildings and new developments, while asserting the importance of keeping these spaces well-maintained (City of Barrie, 2010).

**Queen's Park:** With easy access to Highway 400, Queen's Park attracts not only commuters, but young families drawn to the creative energy of the neighbourhood, as cultivated by small galleries and studios (City of Barrie, 2010). Residents would like to see future development reflect a more pedestrian-oriented form, such as stacked townhouses and garden homes, while conserving the historic buildings, and facilitating opportunities for public art (City of Barrie, 2010).

**West Village:** Directly west of the downtown core, West Village is a walkable neighbourhood with excellent access to amenities. Once serving as the primary residential area for workers in the early 20th century, residents of West Village enjoy the lower-density housing stock and would like to see improved design in their neighbourhood to strengthen the pedestrian-oriented feeling (City of Barrie, 2010).

**Brock Park:** Walking distance to downtown, Brock Park hosts a diverse demographic of young families and seniors, and while there is a strong mix of residential, commercial, and institutional uses, Brock Park has a clear delineation between residential and industrial areas (City of Barrie, 2010). Residents of Brock Park embrace their connection to Centennial Beach, and walkable access to markets.

**Allandale:** One of Barrie's oldest neighbourhoods, the railway town of Allandale was annexed by Barrie in 1896, and brought with it an inventory of historic buildings, which may be seen during heritage walking tours (Tourism Barrie, n.d). Allandale is a unique historic neighbourhood, as it is located within the provincially directed Urban Growth Centre (as per the Growth Plan contained in the Places to Grow Act).

**East Allandale/Minet's Point:** East of Allandale, this primarily residential neighbourhood will likely experience growth pressures due to its proximity to amenities and access to the waterfront.

**Kempfenfelt Village:** Wrapped around the north side of Kempfenfelt Bay, Kempfenfelt Village is characterized by its large lots, mature tree cover, and brick bungalows. The Royal Victoria Region Health Centre and Georgian College are two major institutions located in this area (Tourism Barrie, n.d).

3.0

what we  
heard



Nek•to developed an online survey to solicit feedback from stakeholders with respect to intensification pressures in Barrie's downtown historic neighbourhoods. The survey was accessible through an online link and was disseminated to community groups in Barrie who had an interest in heritage protection. In addition to the online survey, Nek•to conducted stakeholder interviews via telephone.

A total of five interviews were carried out, each of which took approximately thirty minutes in length. Nek•to recognizes that the data collected from the online surveys and stakeholder interviews only represent a particular segment of the population. In future stages, Nek•to recommends gathering data from other, underrepresented segments of the population. Below is a summary of the key themes that emerged from Nek•to's community engagement outreach.

**Barrie is rich in history.** Both survey and interview respondents identified a plethora of significant buildings, streets and landmarks that foster a unique sense of place in Barrie. From the Allandale Station Lands to the century homes on Burton Avenue, respondents were enthusiastic about the City's assemblage of historic and cultural resources.

**More can be done to inform the public about heritage conservation.** A large proportion of respondents expressed that heritage conservation is not well-understood by the public. In fact, respondents noted that some residents do not want their home to be included on the heritage registry because they are concerned about declining property values. Accordingly, there is a clear need for educational campaigns that provide information and clarification to residents with respect to preserving heritage resources.

**There are mixed opinions on intensification, particularly in downtown historic neighbourhoods.** Some respondents were strongly opposed to the intensification of Barrie's downtown historic neighbourhoods, particularly the Allendale neighbourhood. These respondents expressed strong concerns about losing the 'look and feel' of the Allendale neighbourhood. Conversely, other respondents supported intensification through sensible infill development that fit with the design, built form, and character of the neighbourhood.

**Respondents value the streetscapes in historic neighbourhoods.** Many interview respondents highlighted the narrow rights-of-way, large frontages and mature trees in Barrie's downtown historic neighbourhoods. These characteristics and/or features were regarded as desirable and worth preserving.

**Residents care about intangible heritage too.** When asked about examples of intangible heritage that deserve recognition and protection, respondents identified the connection to Georgian Bay and the rich Indigenous history of the area. Some respondents could not think of any specific examples of intangible heritage resources in Barrie.

**Community engagement is key.** Respondents would like more opportunities to engage with other members of the public on heritage matters. While some discussed 'Culture Days' and 'Celebrate Barrie', respondents generally agreed that there should be other ways in which the community can congregate to discuss and promote heritage. The majority of respondents highlighted the difficulties associated with engaging community members on heritage-related matters.

4.0  
**policy**  
review and  
recommendations

## 4.1 Review of Existing Policies

The following section provides an overview of existing policies that concern heritage and intensification within the City of Barrie.

### 4.1.1 Heritage Policies

In September 2018, the City of Barrie published its *Cultural Heritage Strategy*. The Strategy aims to protect cultural heritage resources and help guide the City and its Council to make decisions that align with provincial objectives outlined in the *Ontario Heritage Act (OHA)* (City of Barrie, 2018).

Moving beyond the City's Cultural Heritage Strategy, there are several pieces of legislation that speak to heritage protection, including, but not limited to: the Ontario Heritage Act, the *Ontario Building Code Act (1992)*, the *Planning Act (1990)*, the *Provincial Policy Statement (PPS) (2014)*, and the *City of Barrie's Official Plan (2018)*.

#### 4.1.1.1 Ontario Heritage Act (OHA)

The OHA allows municipalities to designate properties of cultural heritage significance through its policies. There are already several properties listed on the City of Barrie's Heritage Registry. It is important to recognize that some of the policies within the OHA may be too restrictive for the City of Barrie in terms of allowing for change and intensification. One aspect of the OHA that can help protect heritage properties, but also allow for permitted alterations and development is the use of easements and/or maintenance agreements. For example, a property owner and the City of Barrie can enter into an easement agreement to identify heritage attributes that must be maintained and preserved. The easement agreement allows for some alterations and development, as agreed upon by both parties. In doing so, this can allow for development, while also preserving the heritage of the properties (City of Mississauga, 2016).

#### 4.1.1.2 City of Barrie Official Plan

Barrie's Official Plan contains goals related to cultural heritage conservation, as well as policies pertaining to demolition, destruction and alteration of cultural heritage resources in Policy 3.4 (City of Barrie, 2018c). This Policy Section also includes information

on heritage designations and refers to the OHA, as well as Heritage Impact Assessments.

Official Plan Amendment 54 (Historic Neighbourhood Defined Policy areas) provides a policy framework to protect historic neighbourhood character areas if they cannot be designated as a Heritage Conservation District (HCDs) (City of Barrie, 2018c). In addition, Policy 3.6 of the Official Plan refers to Built Boundary Community Improvement Plans which can be used to develop neighbourhoods with a significant amount of heritage properties.

#### *4.1.1.3 City of Barrie Built Boundary Community Improvement Plan (CIP)*

Barrie has a *Built Boundary Community Improvement Plan (CIP)* (2016) that addresses the development of more affordable housing units and encourages the development of mixed-use nodes and corridors, as well as other intensification areas within the Built Boundary (City of Barrie, 2016). The CIP provides details on financial incentives that will encourage growth management objectives for development within the Built Boundary. This plan is born out of the need to assess the Downtown, Allandale and Georgian College CIPs and update the policies to encompass the new Growth Plan.

The renovation grant mentioned in the CIP is a method to help provide financial incentives to restore and renovate buildings listed on the City's Heritage Register. This includes restoration, renovation, and adaptive re-use of existing buildings within the UGC (City of Barrie, 2016). The funds that are directed towards heritage conservation and protection for specific areas within the built boundaries of the City encourage rehabilitative measures and can allow for intensification initiatives while also protecting the heritage in Barrie.

#### *4.1.1.4 City of Barrie's History Neighbourhood Strategy (HNS)*

The City of Barrie's *Historic Neighbourhood Strategy (HNS)* (2010) gives guidance to the vision and future design of Barrie's historic neighbourhoods of Allandale, Brock Park, Downtown, the Grove, Queens Park, and the West Village. The Strategy prioritizes the needs of the residents, properties, and character of these neighbourhoods. As the UGC area boundary overlaps portions of these six neighbourhoods, awareness of intensification is acknowledged in the HNS. The HNS not only addresses the growing

concerns of residents but demonstrates how the City could maintain the existing built form that the community enjoys, while meeting provincial goals to intensify, in ways that balance and improve these neighbourhoods, as outlined in Section 2.3.2 of the Strategy. By working together with residents within these neighbourhoods, Barrie can intensify the UGC, while respecting the heritage within the City.

## **4.1.2 Intensification Policies**

### **4.1.2.1 City of Barrie's Intensification Study**

In 2009, the City of Barrie published an *Intensification Study* with recommended policies and areas where intensification should occur. The City is now preparing to meet the new growth targets as described in the 2017 Growth Plan. According to the 2017 Growth Plan, the central part of the City is identified as a UGC where intensification will be focused. The Intensification Study identified key intensification corridors, such as the Essa and Bradford Corridors which are currently undergoing public consultation. Amongst other ongoing studies include the Barrie Transit Mobility Hub (Allandale GO Station), Vision Transit, and the Official Plan Review.

### **4.1.2.2 City of Barrie Official Plan**

The City of Barrie's *Official Plan (2018)* encourages intensification in a variety of housing forms (Policy 3.3.1 (d)). It allows intensification in established neighbourhoods to accommodate for affordable housing (Policy 3.32.2(e)). Bonusing is also encouraged to increase density within Barrie and to meet a balanced growth ratio of 1 job to 2 residents (Policy 3.1.2.1). Barrie's Official Plan states that development will be prioritized on lands adjacent to existing neighbourhoods (Policy 3.1.2.2(d)(ii)). Prioritizing development within the settlement area and/or built boundary prior to expanding the settlement area boundary for new development should be emphasized to ensure compact developments are walkable and connected with existing infrastructure.

### **4.1.2.3 Urban Design Guidelines**

Barrie's Official Plan references the *Intensification Area Urban Design Guidelines (2012)* which build upon the 2009 *Intensification Study*, in which intensification nodes, corridors, typologies, and districts are identified as existing conditions, and to further address the priorities for intensification. The need for more connectivity and transit especially

between the GO Station and local bus station, as well as the corridors outlining the outskirts of the UGC is an example of such a presented issue. Streetscape improvements and the conversion of parking lots are emphasized and are a huge opportunity for high quality urban design. The Urban Design Guidelines recognize that intensification will need to be accommodated with future development (Section 2.0). The Allandale Heritage Urban Design Development Guidelines require that the character of the street and neighbourhood be maintained with new development (Section 1.0) through compatible built form, treatment and siting (Section 2.0).

#### **4.1.3 Intersection of Heritage and Intensification Policy**

As demonstrated in the Cultural Heritage Strategy and the section on Cultural Heritage Conservation in the Official Plan, the City of Barrie recognizes the importance of heritage protection. However, the City should continue to update their Official Plan to include additional cultural heritage conservation policies across different sections. Barrie recognizes that planning for intensification is required to achieve complete communities and accommodate for future growth, as is directed in the 2017 Growth Plan. Planning for the protection of cultural heritage resources is also mentioned in the Official Plan Intensification Policies (4.2.2.6), however more specific policy would be beneficial in carrying out implementation.

Barrie has Official Plan policies to ensure future development will take place in various housing forms. Guidance documents such as the Urban Design Guidelines and Intensification Study direct appropriate methods and strategies for designing new development and redevelopment, giving consideration for established neighbourhoods and heritage. The historic neighbourhoods should also be considered carefully through design, planning and implementation stages using the HNS. Development pressures remain a key issue for the City of Barrie. As such, best practices will be recommended to address these pressures, while balancing heritage protection.

## 4.2 Recommendations and Implementation

Based off the overview of existing policies, the following section will outline the identified gaps in Barrie's policy framework, present best practices research, and discuss recommendations and implementation strategies for the City of Barrie.

### 4.2.1 Establishment of Heritage Permit and Heritage Clearance Applications

#### 4.2.1.1 Identified Gap

Through researching the existing policies, it was identified that Barrie has included Heritage Impact Assessments as a type of study in their Official Plan. The Assessments are required based on pre-consultation meetings, on a case-by-case basis. As such, Barrie would benefit from incorporating other types of heritage applications to ensure that heritage protection is considered as they aim to meet their intensification targets set out by the Growth Plan. Other types of applications, such as Heritage Permits, can help applicants determine whether any changes made to their properties will violate the terms under the OHA. If owners of designated heritage properties do violate the OHA they will be fined (City of Cobourg, 2019). These applications can act as a safety precaution for homeowners as well.

#### 4.2.1.2 Best Practice: A Heritage-focused Planning Approval Process

##### **Heritage Impact Assessments (HIAs)**

In the City of Oakville's *Cultural Heritage Landscapes Strategy* (2014), the City stresses the need to work with the applicant(s) of a proposed development from the earliest part of the development process in order to ensure compatibility with heritage features that are located either on the subject site, adjacent to the site, or in the nearby vicinity. The City, along with many other municipalities, sees great value in requiring developers to provide Heritage Impact Assessments (HIAs). The contents of HIAs can include, but are not limited to, the preparation of a historical review, consultation with stakeholders, identification of heritage resources and their value, description of proposed development impacts, development of a conservation and mitigation strategy and recommendations for future steps (Archeological Research Associates, n.d.). HIAs are useful in helping municipalities make land use planning decisions and identify



opportunities to integrate heritage resources into (re)development plans (REMI Network, 2016).

### **Heritage Permit Applications**

Under the OHA, municipalities have the ability to create a Heritage Permit Application process. The establishment of a Heritage Permit Application is a best practice tool that ensures cultural heritage resources are safeguarded when development proposals are submitted to a city. The applications are beneficial as they give municipalities the opportunity to review and comment upon any proposed alterations to designated properties on a site-specific basis (Archeological Services Inc., 2009). The key mechanism of a Heritage Permit Application is to determine whether the proposed changes to a designated property will result in beneficial or detrimental impacts to the designated property and/or heritage attributes (City of Kitchener, 2019). Heritage Permit Applications can be required for any new construction or alteration to a property designated under Part IV of the OHA (City of Kitchener, 2019). "Alterations" can include any proposed changes that involve restoring, renovating, repairing or disturbing a designated property (City of Kitchener, 2019). Utilizing the planning approval process is vital in the ongoing management of cultural heritage resources and ensures that new development and accompanying site alterations conserve these significant resources (Archeological Services Inc., 2009).

### **Heritage Clearance Applications**

The City of Vaughan requires applicants proposing demolition or grading on their non-designated heritage property to apply for a Heritage Clearance Application to be reviewed by the municipality for approval (City of Vaughan, 2017). This can be applicable city-wide, but can be enforced for site-specific approval, particularly for the heritage properties within the UGC and historic neighbourhoods. This ensures that the City can provide a detailed review or assessment regarding non-designated heritage properties.

#### **4.2.1.3 Recommendations**

The first recommendation for the City of Barrie is to introduce a Heritage Permit Application process for their designated heritage properties under Part IV of the OHA. This will ensure that the "heritage attributes" that were identified during the designation

of the property remain protected during any proposed site alteration (City of Brampton, 2007). This can allow for alterations to occur in a reasonable and balanced manner. Unfortunately, Heritage Permit Applications can only be required by the City for designated properties under the OHA.

Nek•to is aware that the City of Barrie has several non-designated heritage properties with historical significance in the UGC that would benefit from a more restrictive permitting process. As per the Heritage Clearance Application best practice, the City of Barrie can take this example, and transform the Heritage Clearance Application into one that requires non-designated and non-listed properties that have historical significance to provide information on site alteration changes. This can allow Barrie to review, on a case-by-case basis, the significance of some of the redevelopments, and how changes to those properties can help Barrie achieve their intensification targets. Urban design guidelines and intangible cultural heritage factors can also be considered for the approval of heritage permits and heritage clearance to ensure that these guidelines and factors are followed and protected.

**Implementation:** Barrie's planning staff may implement this recommendation by creating a Heritage Clearance Application that suits their needs. Both the Heritage Permit Application and Heritage Clearance Application can be reviewed and approved during the pre-consultation phase of an application. The City may require a Heritage Permit Application through a new policy created under Policy 3.4.2.2 in the Official Plan. The Heritage Clearance Application may be implemented and required through a new policy created under Policy 3.4.2.1 in the Official Plan. Implementation of the Heritage Permit Application and Heritage Clearance Applications will help Barrie track the types of changes occurring for designated and non-designated heritage properties.

## **4.2.2 Local Planning Tools**

### *4.2.2.1 Identified Gap*

The City of Barrie currently has tools that could be strengthened to maximize the efficiency and transparency for both the City's and public's use. Through researching existing heritage and intensification policies, it has been identified that the City needs

to include more heritage consideration in their intensification policies. Additional cultural heritage conservation policies should be incorporated throughout different sections of the Official Plan and other intensification documents so that heritage consideration can be given as the City moves to meet the growth targets set out by the 2017 Growth Plan. A summary of local planning tools that could be enhanced based on the best practices research include introducing a Secondary Plan or Neighbourhood Plan for the contested Allandale GO Station; the refinement of zoning by-laws as a tool for official plan policy implementation; and the use of form-based zoning as a strategy for protecting the existing built form.

#### *4.2.2.2 Best Practice: Integrating Heritage Objectives into Existing Tools*

##### **Utilizing Provincial Policy Tools**

A best practice that was frequently cited in municipal documents is the employment of existing provincial policies by cities in order to further their heritage goals. Provincial policy documents used to achieve municipal heritage objectives include: the Planning Act, the PPS and the OHA. For example, a City of Kitchener report highlights the importance of the OHA and provincial legislation for heritage, stating that these documents aid municipalities in the identification and protection of cultural heritage resources, as well as set out procedures for managing change. In the report, the City lists numerous conservation tools that they have implemented, which were made possible under the OHA and other provincial legislation (City of Kitchener, 2015). These conservation tools include:

- Listing non-designated properties under the Municipal Heritage Register;
- Creating heritage easements;
- Establishing a heritage permit process;
- Adopting a property standards by-law for vacant designated properties;
- Creating grants for restoration work; and
- Conception of a tax refund program for heritage-designated property owners.

The application of provincial policy at the local level plays a critical role in heritage conservation and can be extremely effective in supporting a municipality's heritage strategy.

## Integrating Heritage Objectives into Official Plans

With regards to municipally-created policies, official plans are noted to be highly effective in conserving cultural heritage resources in the face of intensification. A Region of Waterloo report (n.d.) discusses the many tools in official plans that can be used to manage heritage resources. The creation of secondary plans for specific areas can be used to identify and protect unique heritage features (Region of Waterloo, n.d.). Design guidelines can provide clear instructions for developments occurring in areas with heritage character and can promote compatible development (e.g. treatment of building facades, streetscaping, etc.). Zoning by-laws can support heritage conservation objectives by, for example, establishing maximum building heights and densities that respect surrounding heritage (Region of Waterloo, n.d.). Interim control by-laws in the official plan can also be used to temporarily freeze land uses in areas with potential heritage significance to give municipalities time to assess or study an area (Region of Waterloo, n.d.).

According to the Region of Waterloo, other official plan tools that can be used to further heritage conservation include site plan control, subdivision review and approval, demolition control, designation, easements and several others. According to the Heritage Canada Foundation (2009), in order to properly implement policy direction at the local level, municipalities must first identify areas of change by demarcating potential private sector redevelopment sites, as well as delineate areas of stability that contain sites with heritage significance. The delineation of areas of stability can be achieved through, for example, the creation of Heritage Conservation Districts (HCDs). HCDs are included in official plans and designate areas that are culturally significant (e.g. group or complex of buildings); they are accompanied by a district plan, which guides future change for the area (Ministry of Culture, 2006). HCDs have been commonly cited as a best practice by many Ontario municipalities facing urban growth challenges.

#### 4.2.2.3 Recommendations

##### Secondary Plan

As the City of Barrie attempts to accommodate growth and intensification without implementing Heritage Conservation Districts, research suggests the implementation of Secondary Plans as a less restrictive form of protecting heritage. Barrie's Official Plan provides a framework to which heritage protection is considered but does not have policies directly enforcing the protection of heritage properties or districts such as the Allandale Neighbourhood. The Allandale GO Station in particular, is designated as a Major Transit Station Area (MTSA) under the 2017 Growth Plan. This MTSA is also identified as a key intensification node within Barrie's Intensification Urban Design Guidelines.

To help strengthen the protection of heritage properties and balance the need for growth within and around the major transit hub, implementing a Secondary Plan or a Neighbourhood Plan provides Barrie with the opportunity to achieve their goal of balancing heritage and intensification. This allows Barrie to implement and enforce stronger heritage policies related to land use, transportation, servicing, environmental constraints, and urban design (BRAY Heritage, 2008). This would address the issue that Barrie lacks heritage consideration in certain areas of their policy framework and intensification plans.

**Implementation:** Secondary Plans are similar in nature to an Official Plan. The process of approval is similar and will be conducted through an Official Plan Amendment (OPA). To help inform the implementation of the Secondary Plan, the City of Barrie will need to undertake a review of provincial policy conformity during the development of the secondary plan policies and ensure public consultation is held throughout the process (City of Hamilton, 2018).

##### Zoning By-laws

Based on the review of intensification policies and the Historic Neighbourhoods Strategy, zoning by-laws are the most direct planning tool to implement the visions and goals outlined in Barrie's Official Plan. With the Official Plan Review in progress, a comprehensive zoning by-law review will begin upon the completion of the Official Plan Review. Zoning can ensure that areas with higher impacts of intensification (such as the six historic neighbourhoods) are balanced with the existing conditions that the

community already enjoys. The assessment of mature trees on the lot, landscaping, building setbacks and height, number of parking spaces, etc. will be evaluated for establishing the required standard in the zoning by-law. Doing so will address the issue that Barrie lacks heritage consideration in their documents related to development, and by incorporating these considerations, it will help protect Barrie's built environment.

**Implementation:** The completion of the Official Plan Review will initiate the Zoning By-law Review. As per the Planning Act, a municipality is given three years to update their zoning by-law from the completion of the Official Plan Review. Research, consultation, and drafting of regulations will help inform and implement the tangible policies of the Official Plan to be reflected in the zoning by-law.

### **Form-Based Zoning**

Form-based zoning is a form of zoning that focuses more on protecting the built environment through providing more prescriptive regulations on the types of development that can occur in an area, and how the developments look. Form-based zoning differs from regular zoning by-laws as they refer more to the built environment rather than to the land-use within the boundaries (Schindler, 2012). As such, form-based zoning is successful because it focuses more on what the community wants and how the neighbourhood should look, rather than prohibiting certain developments. It encourages public participation by allowing the public to see how development will occur in the neighbourhoods before it happens, due to the prescriptive regulations (Schindler, 2012).

Therefore, form-based zoning could be an alternative to more traditional types of zoning because it emphasizes the physical character of development and focuses on how development relates to the context of the surrounding community, especially relationships between buildings and the street, pedestrians, cars, etc. These place a greater emphasis on design (visual aspect of changes) and can help protect neighbourhoods with built heritage characteristics when intensifying, due to the emphasis on the character of the community (City of Mississauga, 2016).

Additionally, interviewed stakeholders have identified that the public values the streetscapes in historic neighbourhoods. Examples provided are the protection of

narrow rights-of-ways, large frontages and mature trees, and these characteristics and features can be preserved through form-based zoning.

**Implementation:** Through the research and design process of the Zoning By-law Review, areas of interest which could include heritage properties, could be demarcated for a form-based zoning review apart from a traditional land use zoning review. These areas subject to a form-based zoning review could be evaluated in conjunction to the review and revisions of the urban design guidelines. As such, Barrie can implement form-based zoning to address its current issue of the need to protect the existing heritage properties and the built environment, while also intensifying its neighbourhoods.

### Design Guidelines

Other tools such as urban design guidelines that are expanded on in **Section 6.0** of this report, are guidance policies that reflect the key goals for future development changes within the historic neighbourhoods. The Historic Neighbourhoods Strategy emphasizes the need for enhancing public spaces and infrastructure, as well as having higher quality standards for design and new development in these neighbourhoods - which can also be emphasized in the revised Official Plan (City of Barrie, 2010). Design guidelines provide the opportunity to implement more detailed and context-specific policies. By implementing design guidelines in this manner, it allows Barrie to provide heritage consideration when designing new developments or renovating existing buildings, and as such, addresses the identified gap that Barrie's existing policies lack with heritage consideration.

**Implementation:** The review of Barrie's existing policies regarding intensification in historic neighbourhoods will inform the review and revision of existing urban design guidelines in **Section 6.0**. Field assessments of each historic neighbourhood will allow Nek•to's context-based approach to thrive.

### GIS Mapping Tool

Providing up-to-date GIS data layers on the City's existing Online Mapping tool would help inform the public and planning staff of areas with heritage interest and/or significance and potential intensification areas. This will help visualize the intersecting areas of heritage and intensification potential, which helps applicants such as

developers to understand the sensitivity level of future development impacts based on the location of their proposal. This will help address the concern that the public is unaware of existing heritage properties or properties of interest in the City.

**Implementation:** Provide a GIS layer either for the public or in-house, that displays vacant properties in the city, properties with side and rear yard setbacks greater than 1.5 metres, which provide opportunities for additions, and properties with heritage value. If only provided for in-house use, this will help planners quickly visualize and synthesize opportunities and implications depending on the proposal however may attract more inquiries if not available for the public.

### **4.2.3 Retain a Designated Heritage Planner**

#### *4.2.3.1 Identified Gap*

Interviews with stakeholders have consistently identified the need for the City to hire a designated heritage planner to address heritage properties and applications. With the expertise of a heritage planner, it will pave the way for the City to protect their heritage while allowing for intensification.

Many southwestern cities in Ontario have heritage planners working in their planning departments and refer to their heritage planners when applicants have questions regarding the submission of heritage-related permits and applications. Currently the City of Barrie's website identifies "Service Barrie" as the main contact for any heritage inquiries (City of Barrie, n.d.). As such, an identified gap that Barrie can address is the retention of a designated heritage planner for the City.

#### *4.2.3.2 Best Practice: Retaining Dedicated Heritage Planning Staff*

Victoria, British Columbia, is an example of a municipality that has demonstrated exemplary commitment to the conservation of its heritage resources, while dealing with growth pressures. Their heritage efforts have included incorporating official plan policies to further heritage objectives and most notably, hiring a heritage planner for their Development Department (BRAY Heritage, 2008). Victoria's heritage planner leads the city's heritage program, which assists landowners in restoring heritage properties and provides tax incentives for developers who are willing to revitalize the City's historic downtown and other heritage resources (BRAY Heritage, 2008). Retaining a staff



member who is highly specialized and knowledgeable in heritage planning or conservation can be a great benefit to a city that is experiencing increased growth pressures.

The City of Guelph has a population of approximately 132,000 residents, similar in size to the City of Barrie (City of Guelph, 2019) and employs a senior heritage planner that is referred to as the main contact for any heritage inquiries. Additionally, the City of Cambridge (population of 130,000 residents) also has a Heritage Planner (City of Cambridge, 2019). These cities are similar to Barrie and thus, Barrie would benefit from observing how these cities protect their heritage properties.

#### *4.2.3.3 Recommendations*

Based on the review of heritage best practices, having a designated heritage planner is helpful in bringing together the threads of public engagement and education with heritage specific skills and knowledge. This also allows for citizens to feel heard, as their communications are tied to one designated professional, versus being scattered across various planners.

Having specialized staff in heritage planning would also benefit the City because it is important to have expert heritage planners to advise Council on heritage planning matters. Expert heritage planners are able to provide sound and professional recommendations for heritage properties that other planners may not have as thorough knowledge on. Additionally, the protection of the built and intangible cultural heritage can be more easily incorporated into plans and policies if a heritage planner was hired, as they would have more of an ingrained understanding in these topics. As indicated in stakeholder interviews, residents brought their attention to intangible heritage in the City of Barrie, identifying their attachment to Georgian Bay and the Indigenous history of the city. Therefore, having a designated heritage planner would be beneficial in terms of mediating this gap between heritage values and policy amongst the public.

**Implementation:** In Barrie's context, currently, there is no designated heritage planner working at the City. As such, it would be beneficial to hire or designate a heritage planner so that they can provide expert professional opinion on how to preserve and protect the heritage in Barrie.

#### **4.2.4 Strengthen Existing Heritage Incentive Programs**

##### *4.2.4.1 Identified Gap*

In exploring existing policies within the City of Barrie's current incentive programs, the City of Barrie's Built Boundary CIP outlines several heritage incentive programs, including a Renovation Grant geared towards restoring and renovating buildings located on the Municipal Heritage Register. Barrie lacks other types of incentive programs, aside from monetary compensation, that can be made specific to heritage properties to further incentivize heritage-friendly development. These non-monetary measures include the following:

- Reduced permit fees for minor alterations;
- Reduced Development Charges (DCs) or exemptions from DCs;
- Exemptions from parking, parkland requirements, or cash-in-lieu levies;
- Property tax exemptions for heritage properties; and,
- Fast track development application process for heritage properties (BRAY Heritage, 2008).

##### *4.2.4.2 Best Practice: Incentivizing to Promote Heritage Conservation*

An effective way to encourage the retention, restoration and adaptive reuse of cultural heritage resources is to develop incentives. It is important to note that policy and regulatory best practices, as discussed above, should work in tandem with incentives. The City of Victoria, as mentioned above, has been successful in heritage conservation through the use of incentives to protect their cultural heritage resources. A House Grant Program is available for owners of designated properties. There is also a Building Incentive Program for commercial and institutional buildings and grants for rehabilitating or upgrading said buildings. As mentioned above, there is a Tax Incentive Program for its downtown heritage buildings, which involves a ten-year tax exemption for the provision of new residential units and structural upgrades (Kalman, 2014). In the

Ontario context, there are three primary types of incentive programs used by municipalities across the province and they include: grants, property tax programs and low-interest loans (Albinger, 2014). The initiation of incentive programs by municipalities is important as it demonstrates public support for the efforts brought forth by private landowners (Albinger, 2014).

#### *4.2.4.3 Recommendations*

Based on the review of heritage best practices, strengthening existing heritage incentive programs could be a way in which the City of Barrie encourages citizens to take on heritage preservation, based on a precedent of work being carried out in Victoria, British Columbia.

To strengthen the Renovation Grant program mentioned above, unlisted properties that also show promise of heritage significance, but wish to undergo intensification, may be awarded a new grant or tax incentive. Currently, there are many properties within Barrie's UGC that have heritage significance but are not designated. Since the City faces intensification pressures from the Province, providing a tax incentive and grant that aids these properties in redevelopment can benefit the City in meeting their intensification targets. Other non-monetary forms of compensation, as indicated in **Section 4.2.4.1**, can also be provided to strengthen incentive programs to encourage more heritage protection. These strategies would entice developers to intensify, while allowing for the protection of important cultural heritage features and aspects of a development site. It would also address the City's issue with only having tax and monetary incentives for designated heritage properties.

**Implementation:** The City of Barrie should revisit their Built Boundary CIP and incorporate new grants and/or tax incentives, as well as non-monetary forms of compensation, for property owners or developers so that they can intensify and renovate properties with historic/heritage significance based on appropriate urban design guidelines.

## 4.2.5 Bottom-up Approach to Heritage Planning

### 4.2.5.1 Identified Gap

Stakeholders interviewed indicated that they feel they should be consulted more often with regards to heritage applications. Some key points that interview respondents vocalized are that they value the streetscape, existing heritage and neighbourhood but they lack heritage conservation knowledge. Respondents would like more opportunities to engage with other members of the public on heritage matters. For example, if the City were to create secondary plans that were more area-specific to places that need intensification but contain many significant heritage properties, an important consideration is to involve the members of the public in the discussion. This is a key point that is currently lacking in Barrie. Although certain neighbourhood associations may attend public meetings, more can be done to involve them in a bottom-up approach to heritage planning. For example, representation from neighbourhood associations on heritage committees may help in bridging some knowledge gaps, as expressed during the stakeholder interviews conducted.

Another identified gap is to include more members of the neighbourhood associations on heritage advisory committees so they may provide input on up-to-date issues that exist within the neighbourhoods.

### 4.2.5.2 Best Practice: Using a Bottom-up Approach to Heritage Planning

Policy initiatives can also be created from the bottom-up. In Toronto, local citizen groups put together a heritage policy paper called the *South East Downtown Economic Redevelopment Initiative (SEDERI)* (BRAY Heritage, 2008). This document advocated for a “heritage-friendly development process” and demonstrated how developers and landowners can be rewarded for their conservation efforts through, for example, lower costs associated with development, streamlined approvals and profit from the appeal that the character of the historic area engenders (BRAY Heritage, 2008). The SEDERI example illustrates just how important it is to involve the community in co-creating policies that enable growth while conserving important heritage features that create a sense of place for citizens.

#### 4.2.5.3 Recommendations

Barrie has several neighbourhood associations that focus on the protection of heritage in their neighbourhoods. It would be beneficial for the City to consult and use this resource to aid in protecting the heritage resources, while also working towards intensifying the UGC. As illustrated in the SEDERI example from Toronto, neighbourhood associations can benefit the community in creating a heritage-friendly approach to development. Consulting neighbourhood associations and members of the public can help Barrie create a more transparent process which in turn can address issues posed by residents who are more reluctant of development and change. During Nek•to's stakeholder interviews, there were mixed opinions expressed on development within the historic neighbourhoods, particularly in Allandale. This may be addressed through a bottom-up approach to planning, as respondents said that they are open to intensification through sensible infill development, and if they are meaningfully a part of the process. Doing so will also help Barrie fill the gap identified by stakeholder interviews because neighbourhood associations will be given a larger part in the protection of heritage and development in their neighbourhoods.

**Implementation:** Barrie should consult neighbourhood groups when an application comes in to intensify certain buildings that may have heritage significance. These neighbourhood groups can also provide insights on intangible cultural heritage, so that the City can work towards protecting this component of cultural heritage as it is considered to be more challenging due to its lack of physicality, and reliance on less recorded practices such as localized knowledge that may not be formalized or written down.

### 4.2.6 Educational Program

#### 4.2.6.1 Identified Gap

During Nek•to's stakeholder interviews, several stakeholders expressed that more information needs to be provided to the public regarding heritage conservation. For example, some residents do not want their homes to be included on the heritage registry because of concerns over declining property values; this is an example of how important it is to inform the public with accurate information as to not harm the overarching heritage efforts. Informing the public could also look like providing a list of

professionals that the public may contact regarding these matters (i.e. heritage building specialists or heritage planners). This is a gap that exists in the City of Barrie as this information is not provided on Barrie's website.

#### *4.2.6.2 Best Practice: Heritage Building Specialist List*

In an effort to assist landowners in dealing with their heritage properties, the Town of Whitby has compiled a Heritage Building Specialist list to help them with heritage-related inquiries and heritage projects they may undertake (Town of Whitby, 2017).

#### *4.2.6.3 Recommendations*

The Ontario Heritage Trust (2015) recommends that municipalities should partner with the Ministry of Training, Colleges and Universities (MTCU) to create cultural heritage trades apprenticeship programs that focus on conservation art, skills and techniques. This presents an opportunity for the City of Barrie to potentially partner with Georgian College to introduce a similar style of apprenticeship program. As the City of Barrie faces increased (re)development in areas that include significant cultural heritage resources, there will be a need for skilled tradespeople to be involved in these intensification projects. The City of Barrie could benefit from creating a list, similar to the Town of Whitby, comprised of recent graduates from the program, to address the issue of a lack of information provided to the public. By providing this list, the public will have access to professionals that can help them understand what they can do with their heritage properties.

**Implementation:** City of Barrie should develop partnerships with Georgian College to introduce an apprenticeship program to assist the City with its undergoing development pressures combined with the need to preserve heritage properties.

### 4.3 Summary of Policy Recommendations

The following is a summary of the policy recommendations for the City of Barrie that were presented in this section. These recommendations included:

- The Establishment of Heritage Permit and Heritage Clearance Applications;
- Strengthening the use of Local Planning Tools including:
  - Secondary Plan;
  - Zoning By-laws;
  - Form-Based Zoning;
  - Design Guidelines; and
  - GIS Mapping Tool; and,
- Hiring of a Designated Heritage Planner;
- Strengthening Existing Heritage Incentive Programs;
- Using a Bottom-Up Approach to Heritage Planning; and
- Implementing an Educational Program.

In the next section, Nek•to will review the City's current tools and initiatives used to promote heritage awareness and preservation. Additionally, Nek•to will build on the recommendation to implement an educational program, and present other recommendations to increase awareness and education about heritage across the City.

5.0

# education and awareness review and recommendations



## 5.1 Review of Existing Conditions

Presently, the City of Barrie offers a range of tools and initiatives that cultivate awareness about cultural heritage resources and preservation, including the Municipal Heritage Register (MHR), Cultural Heritage Strategy, heritage tours and plaques, and heritage awards. These tools are summarized in Error! Reference source not found. below.

Table 1: Summary table of Barrie's current heritage tools and initiatives

Exiting Tools and Initiatives	Description
<b>Municipal Heritage Register (MHR)</b>	The Municipal Heritage Register (MHR) is a publicly accessible document that lists designated buildings and buildings of heritage interest (City of Barrie, n.d.). The MHR is continually updated and is used to determine areas of heritage interest within the municipality. According to the City's website (n.d.), one of the primary purposes of the MHR is to promote knowledge and enhance an understanding of a community's cultural heritage.
<b>Cultural Heritage Strategy</b>	Informed by stakeholder input, the <i>Cultural Heritage Strategy (2015)</i> focuses of four tactics to conserve, protect, enhance and celebrate Barrie's cultural heritage resources. The strategy outlines the community context, as well the local planning framework, including the ways in which the City of Barrie has employed tools from the Ontario Heritage Act.
<b>Heritage Tours &amp; Plaques</b>	As per a presentation at Queen's University (n.d.), "As mobile technology becomes increasingly pervasive, the potential of these devices to convey information on heritage conservation is considerable. In addition to providing key facts, apps can be used to convey stories about the area, connecting physical features to

Exiting Tools and Initiatives	Description
	<p>associated feelings and experiences". As of 2019, there are seven free, publicly accessible walking tours, and six interpretive plaques, sponsored by the Barrie Historical Association located across Barrie, which may be viewed on the Historic Waterfront Locations mobile app.</p>
<p><b>Heritage Awards</b></p>	<p>Community members consistently demonstrate a commitment to heritage conservation and recognizing them is an important way to reward their efforts. The City of Barrie awards property owners and individuals "who've made strides in fostering local identify through heritage preservation and awareness is Barrie". As per a presentation at Queen's University (n.d), "...recognizing communities that have taken ownership of their heritage assets would draw attention to local conservation efforts and potentially promote architectural and cultural stewardship in neighbouring communities".</p>
<p><b>Allandale Heritage</b></p>	<p>In 2015, Official Plan Amendment 54 was proposed for the Historic Neighbourhood Areas in Allandale, with accompanying zoning changes and heritage urban design guidelines for areas subject to site plan controls. These changes were discussed during a series of consultation meetings, after which a presentation and staff report were delivered at the end of 2015, with a public meeting held in early 2016 discuss the proposal.</p>

## 5.2 Opportunities

The greatest advocate for the preservation of heritage is an informed public. Erdman (2016) notes the value of educating citizens about the importance of cultural heritage, as well as maintaining an ongoing dialogue between heritage professionals and the public. Educational programming and outreach are valuable practices that improve public understanding of heritage conservation. In the context of the City of Barrie, there are various tools and practices that can be implemented to enhance public education and outreach efforts with respect to heritage planning.

In recent years, efforts to engage the public have largely shifted from in-person to online formats. Educational resources accessible through the internet can be provided at a relatively low cost and can reach a multitude of groups within a population. In British Columbia, for example, a series of informative, online webinars were produced by Heritage BC to teach residents about the process of restoring heritage buildings (Heritage BC, n.d.) While a limitation of this initiative is that its scale is on the provincial level, the scale of the initiative is within the scope of activities that the City of Barrie has previously carried out. In the City of Windsor, the existing collection of walking tours were converted to a mobile-friendly format, which allowed residents and visitors of the City to engage in self-guided, interactive tours at their own pace (City of Windsor, n.d.). These examples illustrate the various ways in which municipalities can engage with online audiences about heritage matters.

In addition to online resources, an array of hard-copy, educational materials should also be available to the public. Several municipalities in Ontario provide brochures on a range of heritage matters such as the economic benefits of heritage conservation or the municipal designation process. As expressed by interview respondents, it would be advantageous for the City of Barrie to develop an educational brochure that details the built heritage grant programs available to residents. In addition to brochures, other engagement materials such as a publicly-accessible heritage inventory, mapping, and photo boards could be used to cultivate public interest and awareness of the City's cultural heritage resources.

Beyond the production of educational matters, municipalities play an important role in providing mediums through which the public can engage and think about the past. Erdman (2016) argues that involving people in their own histories is essential for developing a sense of heritage stewardship. This means that engaging residents in processes of defining, selecting, collecting, documenting, protecting, and interpreting heritage can lead to a more open and dynamic understanding of heritage (Kisic & Tomka, 2018). As a result of a partnership between Heritage Manitoba and the Historic Resources Branch of the Province of Manitoba, a series of how-to guides were developed for residents wanting to become involved in documenting their community's heritage. For example, the "Writing an Effective Heritage Plaque Inscription" and "Developing an Effective Walking Tour" guides provide step-by-step instructions for citizens with little or no knowledge of heritage planning. How-to guides allow for a 'bottom up' participatory approach where members of the public can take on a primary role in a community project or initiative.

### **5.3 Challenges**

There are several challenges associated with cultivating public awareness and interest in heritage planning. First, the protection and management of heritage resources in the City of Barrie largely relies on local stakeholders since many resources are privately owned (i.e. a heritage house). Second, it is difficult to engage younger audiences about heritage matters. Lastly, finding ways to link heritage management with economic opportunity poses as a third challenge in the City of Barrie. These three challenges may interfere with the development of wholesome, community-wide appreciation of heritage protection and management.

## **5.4 Recommendations**

### **5.4.1 Enhance Opportunities for Online Engagement and Education**

Based on the success of other Canadian municipalities, the City of Barrie can enhance opportunities for online engagement and education, by employing online webinars, mobile-friendly walking tours to encourage citizens to take on a deeper engagement with the histories of their communities. The tools used to carry out engagement should reflect and incorporate the principles of the engagement, and it is important to choose the appropriate platform to host activities. Some considerations include level of engagement, usability and accessibility to the public, and the quantity of feedback anticipated. These considerations should be communicated in an accompanying outreach strategy, in order to provide transparency, reduce barriers to participation, and manage the expectations of the public.

### **5.4.2 Creating Space for Residents to Document their Histories**

Likely, many of these local histories are housed by the citizens of Barrie and their lived experiences. Allowing residents to get involved in documenting their own histories and bringing them together to share them could be an event that is facilitated by the City, which may be digitized as a map.

### **5.4.3 Complimenting Digital Initiatives with Hard Copy Materials**

Additionally, complimenting digital initiatives with hard copy educational materials is important, as a diversity of engagement strategies is more effective in capturing a community's needs. While conversations are often involved around how to work towards deep engagement, input and education is an important foundation to establish to move forward on that engagement. In addition to brochures, other engagement materials such as a publicly-accessible heritage inventory, mapping, and photo boards could be used to cultivate public interest and awareness of the City's cultural heritage resources.

## 5.5 Summary of Education and Awareness

### Recommendations

The following is a summary of the awareness and education recommendations for the City of Barrie that were presented in this section. These recommendations included:

- *Enhancing Opportunities for Online Engagement and Education;*
- *Creating Space for Residents to Document their Histories; and,*
- *Complimenting Digital Initiatives with Hard Copy Materials.*

In the next section, Nek•to will review the City's current urban design documents and present urban design guideline recommendations for the sensitive integration of new development into the historic neighborhoods and downtown area.

6.0  
urban design  
guidelines  
review and  
recommendations

## 6.1 Review of Existing Urban Design Guidelines

The City of Barrie currently has four applicable urban design guidelines, including the *City of Barrie Urban Design Manual*, the *Intensification Area Urban Design Guidelines*, the *Policies for Tall Buildings*, and the *Allandale Urban Design Guidelines*. The two primary design guidelines particular to this project work are the Urban Design Manual and the Intensification Area Urban Design Guidelines. The Urban Design Manual offers direction for improving and beautifying the City's infrastructure, landscape, and community experience, while the Intensification Guidelines provide a broad but specific identification of areas to experience design change. Although the guidelines vary in the scope of the study area, each guideline demonstrates where urban design priorities are; naturally, this will shift as the City reviews and revises each.

### 6.1.1 City of Barrie's Official Plan

Policy 6.5 of the Official Plan (2018) outlines the goals, general policies and design guidelines that set out the framework for Barrie's applicable design guidelines such as the Urban Design Manual and the Intensification Area Urban Design Guidelines. One of the key goals of the Official Plan's urban design guidelines policy is to provide a framework for the development and maintenance of a convenient, safe, efficient and aesthetically pleasing urban environment (Policy 6.5.1 (a)). Although the Official Plan offers direction for the creation of design guidelines, the general design policies (Policy 6.5.2.1) allow for more specific urban design policies to be implemented within Secondary Plans, Community Improvement Plans, and Defined Policy Areas as set out in Policy 4.8.

Policy 6.5.2.2 of the Official Plan outlines the general design guideline policies that encourage compatible built form, connectivity, and sustainability. Amongst this list of general design guidelines, the Official Plan policies broadly speak to building and siting, parking areas, landscaping, environmental features, signage, utilities, and energy efficient design. Although these are general policies that provide direction for urban design within Barrie, Policy 6.5.2.3 outlines the City Centre Guidelines which are applicable to a large portion of the UGC. As the focus for intensification within the UGC will be guided by the Intensification Urban Design Guidelines, other guidance documents such as the Next Wave Revitalization Plan, the Downtown Commercial



Master Plan, and the Waterfront Open Space Master Plan will help guide development and redevelopment (Policy 6.5.2.3 (a)). These plans and additional required studies will ensure that intensification will evolve according to the City's visions and goals.

### **6.1.2 Tall Building Policies**

In 2013, the City of Barrie amended their Official Plan to include policies on Tall Buildings (Policy 6.6) as a strategy to inform compatible development with increasing development pressures. The Tall Buildings Policies pertain to proposed buildings greater than three storeys and generally speak to height control across the City but is most applicable to the UGC and the intensification areas identified on Schedule I of the Official Plan. Policy 6.6.4 speaks to broad urban design considerations such as building shadowing, views and access to Kempenfelt Bay, and local area compatibility. Outlining community values and significant features that are unique to Barrie's image, these policies provide a greater framework for ensuring quality urban design is achieved in balancing (re)development within the UGC.

### **6.1.3 Recommendation**

Amongst the policies provided in the Official Plan regarding urban design and intensification, more policies could be added that give regard to general heritage design. The Official Plan acknowledges the City Urban Design Manual and Intensification Guidelines to provide more detail regarding heritage. However, to improve transparency within the existing policy, heritage should also be included in considering broad urban design objectives within the Official Plan. As such, the Tall Buildings Policies could provide general acknowledgements of heritage within the guidelines for building shadowing, views, and local area compatibility, for example. But it is understood that urban design guidelines and policies regarding heritage protection must be provided with greater detail.

### **6.1.4 Urban Design Manual**

The *Urban Design Manual* (2014) provides direction for quality urban design across Barrie. As directed by the urban design policies within the Official Plan, the Manual ensures that the City's vision and goals for urban design are implemented and used in conjunction with other regulatory measures such as the Zoning By-law. As stated in

Section 1.0 of the Manual, it is intended to be flexible and allow for creative proposals that align with the urban design objectives set out by the City. Additionally, the Manual acts as a tool to help the approval process become more efficient with policies and guidelines directing new development and redevelopment.

Intensification is acknowledged in Section 2.0 of the Urban Design Manual which encourages all forms of development (built form, streetscape, landscaping, etc.). In balancing these elements to achieve quality urban design that will complement existing and proposed development, historic neighbourhoods like Allandale with established design guidelines can work towards maintaining the character of streets and neighbourhoods through compatible built form, treatment and siting (Section 2.0).

The Urban Design Manual emphasizes the importance of local context consideration in design, which ensures that the existing built form is respected as much as possible.

Under Section 7.0, three key strategies for heritage conservation are outlined:

- Preservation, including maintaining and/or restoring a heritage resource within its context of setting;
- Adaptive reuse, including rehabilitation of a heritage resource for a new use; and
- Incorporation, including integration of individual components of a heritage resource into new development.

These strategies are complimented by guidelines that ensure the design and location of other site components such as lighting, signage and parking for example, do not detract from the integrity and character of the heritage resource. Additionally, while incorporation is a strategy that encourages new development to replicate existing heritage, it should also be clear that duplication of heritage design should be discouraged to avoid replicating the authenticity of existing heritage resources significant to the community.

Other components of the guideline such as landscaping details, help ensure the transition between properties and the relationship between the public and private realms, are compatible. This is especially important for new infill. The Urban Design Manual is unique because of the list provided, outlining the City's preferred trees,

vegetation, and landscape treatments (Section 9.0) which set the standard for this urban design component expected by the City. Section 11 Development Adjacent to Railways, is still subject to Council's consideration. This gap is significant to informing how future development can occur, especially around the Allandale GO Station (MTSA) which is a prime intensification node as designated by the 2017 Growth Plan.

#### **6.1.4.1 Recommendation**

As per feedback received from Nek-to's stakeholder interviews, several stakeholders demonstrated an ownership over heritage in Barrie, expressing their association with particular landmarks, neighbourhoods, and spaces in the City that foster a unique sense of place. Additionally, stakeholders expressed their appreciation for the streetscapes in historic neighbourhoods. The Urban Design Manual's strategies for heritage preservation align with these values.

Regarding intensification strategies, it was identified in Section 11.0 of the Manual that this set of guidelines are still subject to Council's consideration. To ensure that intensification can proceed within the MTSA vicinity, Section 11 should be of priority in the review and revision of this Design Manual. As well, consideration for the surrounding heritage context should be applied in that section of the Manual. This will help stakeholders and residents of heritage neighbourhoods like Allandale, that expressed strong concerns about the impacts of intensification, understand and consider the opportunities for sensible change within the City.

#### **6.1.5 Intensification Area Urban Design Guidelines**

The *Intensification Area Urban Design Guidelines (2012)* build on the *Intensification Study (2009)* and identifies key nodes, corridors, typologies and districts for future intensification in the City of Barrie. Providing greater details regarding new development within the intensification nodes, corridors, the UGC, and MTSA, the *Intensification Guidelines* focus on recommendations that could be implemented through official plan policy and zoning, such as building heights and boulevard widths. The guidelines also encourage Planning Act tools that could be applied if not already adopted and utilized by the City of Barrie. This includes cash in lieu of parking and parkland, site plan controls (with exterior design controls), and a development permit system.

The Intensification Area Urban Design Guidelines provide clear goals for converting the existing auto-oriented commercial districts, core districts, and corridor residential districts to the identified intensification typologies. These include mixed-use and residential avenues, mixed-use main streets, and established neighbourhood streets. The Intensification Guidelines also acknowledge the issues the City of Barrie is facing, which are most applicable to the progression of the intensification areas. This includes the inefficient active transportation network, the large areas of surface parking, and disconnected open spaces, all which emphasize the need for greater walkable environments that are connected and supported by the necessary infrastructure and services. Prioritizing development that achieves these goals will help the City achieve its vision for quality urban design.

Section 2.5.3 acknowledges that there are limited opportunities for intensification on these streets but does not restrict development from accommodating additional residential units. Low-density development is more appropriate for areas with a particularly strong residential character. Although it is not the most ideal form of preparing for intensification, it does serve the protection of existing built form in established neighbourhoods (including those with heritage interest), while slowly evolving the built form to reflect contemporary design practices.

Section 5.2.4 provides guidance on building orientation. It considers scale, height, massing, building articulation, and materials for infill. It states that infill development should be sympathetic to the surrounding buildings' heritage character and architectural design. It is encouraged in Section 5.2.4 (g) to avoid mimicking adjacent heritage properties.

New development and improvements to the streetscape are encouraged to celebrate the existing heritage character, particularly within the downtown (Section 5.2.3). Where the pedestrian experience and public realm is prioritized, infrastructure including lighting, paving, street furniture and public art are to reflect and highlight the heritage character of the area.

Section 5.6 outlines the guidelines for the MTSA, which encourage a mix of uses in a highly dense live-work hub. Similar to the other sections in these Guidelines, accessibility,

visibility, safety and walkability are of priority for new development. Proposed built form should consider pedestrian-scale design as the MTSA is nearby low-rise residential and has the advantage of waterfront views and access. As well, emphasis on creating sustainable landmark buildings that assist in wayfinding is important to incorporate in the development of the MTSA.

While Barrie's existing physical conditions may have changed overtime, the Intensification Guidelines address the need for more connectivity and transit, especially between the GO Station and local bus station, and connecting the outlying areas of the UGC. In doing so, enhancing the streetscape to improve active transportation will follow, including the conversion of street-adjacent parking lots which provide opportunities for intensification along the corridors identified in the Guidelines. Streetscape improvements are to be achieved in a sustainable fashion - ensuring the natural heritage is respected and reinforced with new development.

#### *6.1.5.1 Recommendations*

The Intensification Area Urban Design Guidelines offer specific design guidelines regarding infill within neighbourhoods of heritage context. While heritage protection objectives should not limit intensification initiatives, this section may benefit from the urban design guideline recommendations in Nek-to provides in **Section 6.2**. When the guidelines are clear in promoting intensification within heritage neighbourhoods, this can aid in public consultation and discussions with stakeholders regarding intensification and heritage protection concerns.

#### *6.1.6 Allandale Urban Design Guidelines*

Section 5.7 of the Intensification Area Urban Design Guidelines provide a brief overview of the Allandale neighbourhood and the vision for considering new development. Allandale is bounded by main corridors like Essa Street (on the west) which is currently undergoing a Corridor Study. The study will inform how accommodating intensification will balance with the existing historical built form. Although there is limited potential for intensification in the Allandale neighbourhood, there are opportunities for redevelopment in areas that are largely auto-oriented which the Intensification Guidelines provide instruction for redesigning these spaces.

Supplementary to the Intensification Guidelines is the neighbourhood specific, Allandale Urban Design Guidelines. The Guidelines focus on heritage design of the Allandale neighbourhood, giving consideration for sympathetic built form through details regarding lot patterns, setbacks, and other design considerations. As this document provides guidance for design and development in the historic Allandale neighbourhood, it should be used in conjunction with applicable local planning policy (e.g. zoning by-law).

#### *6.1.6.1 Recommendations*

The Allandale Urban Design Guidelines is a unique document that pertains to neighbourhood specific desires. This offers the community and the Allandale neighbourhood a tangible source of design and development guidance. However, this Guideline would benefit with the addition of more specific guidance to accommodating development around the Allandale GO Station. The gap referenced in Section 11 of the Urban Design Manual regarding Development Adjacent to Railways is complimented by the guidelines in Section 5.6 of the Intensification Area Urban Design Guidelines that pertain to design and development around the MTSA. As the Allandale Urban Design Guidelines only speak to general urban design objectives for heritage infill and development, a section outlining the objectives for development around the MTSA that could potentially impact heritage conservation and alter the existing streetscapes (e.g. removal of mature trees) is recommended to strengthen this Guideline.

## 6.2 Urban Design Guidelines

This section aims to build on Barrie's existing urban design framework while addressing identified gaps. It uses the foundation set by the Urban Design Manual, the Official Plan, and other design policies to present clear, specific strategies for balancing intensification and built heritage.

### 6.2.1 Infill

#### 6.2.1.1 Infill in Historic Residential Neighbourhoods

Developing mid- to high- density buildings within a low-density urban fabric presents an array of challenges. In Barrie, neighbourhoods such as Allandale are home to historically significant structures, important to both the city's past and the surrounding community. Minimizing the negative impacts of development on these buildings should be central to Barrie's growth strategy. Issues of shadowing, massing, and character need to be addressed. The following guidelines provide suggestions for new developments within Barrie's historic neighbourhoods.

#### Setbacks

Setbacks should be prioritized based on views from the public realm. They should be employed to create a cohesive streetscape that accentuates existing heritage buildings. New developments should match the existing front yard setbacks of neighbouring structures. Due to the mid-to-large front lawns in many residential areas, this could require buildings to be pushed back up to seven to eight meters in some cases. While this may impact the potential density, it allows for clear sightlines to historic buildings and fosters a consistent pedestrian experience. It also ensures new buildings do not overshadow existing buildings.

Site yard setbacks should match those of neighbouring lots. If the building size does not allow for this, separation distance should be based on adjacent building's windows. The sidewall of new developments should be not obstructing light to adjacent homes, particularly if said homes retain historical value. It is critical to consider the experience of nearby residents. Minimizing the development's impact on neighbours results in less pushback from the community.

Rear yard setbacks are less crucial to the public realm and are thereby not a priority for new developments. However, a recognition of neighbouring properties is still valuable; if the use or height of building creates privacy concerns (i.e. views over adjacent fences) or shadowing concerns, it is not an appropriate development.

### Massing and Height

When used strategically, building massing can create effective transitions into lower-density neighbourhoods. When a mid- to high- density development is adjacent to a historic building, the nearest 'mass' should not exceed the neighbouring building's height. As shown in **Figure 3** and **Figure 4**, the height of the building can increase towards the farthest building wall, thus allowing for appropriate density while shifting the more intrusive building forms away from neighbouring structures.

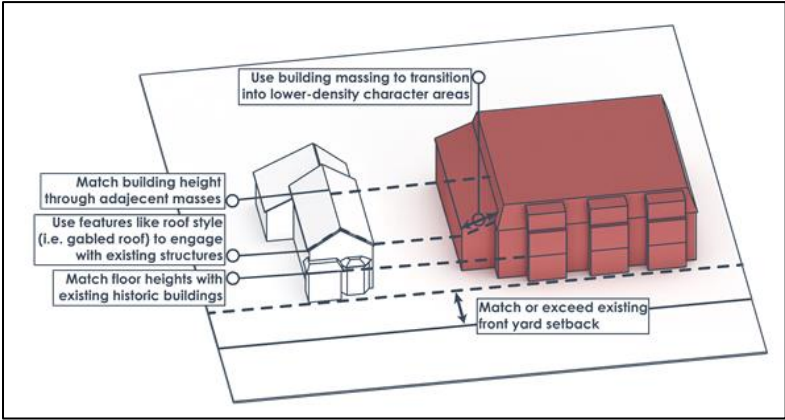


Figure 3: Stacked townhouses with transitional massing (Source: Nek•to, 2019)

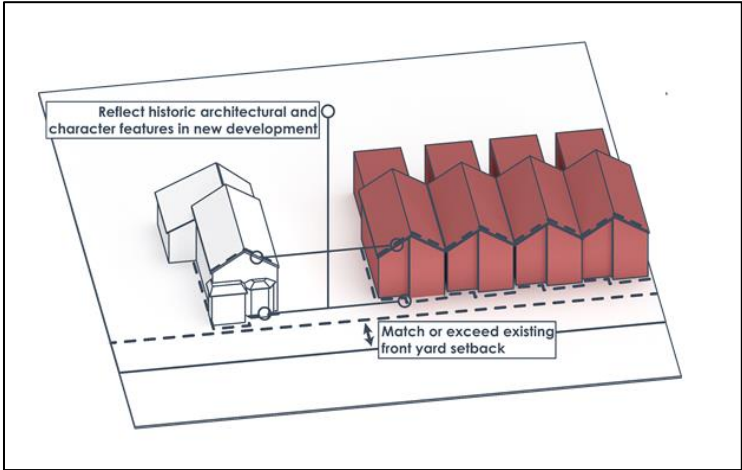


Figure 4: Mid-rise condominium with transitional massing (Source: Nek•to, 2019)



The use of setbacks and angular planes can also minimize a development's impact on the character of a community. 'Stepping back', or shifting a mass away from the building's edge, helps to limit the effect of a development's height. In historic neighbourhoods, a development's streetwall should not exceed the height of adjacent buildings. Additional height should be stepped back, so the primary building mass is consistent with its context, as shown in **Figure 5**.

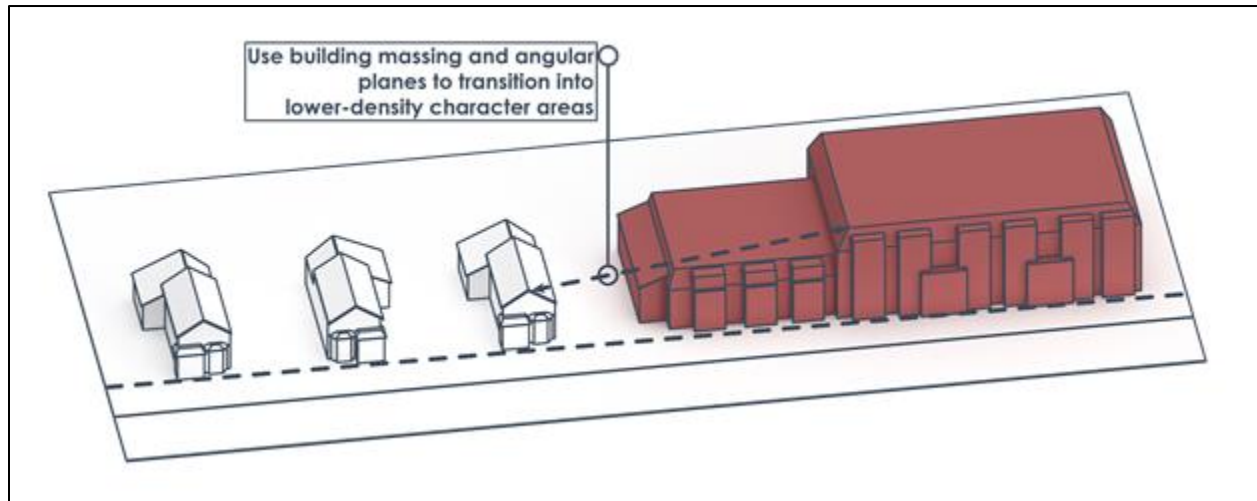


Figure 5: Corner lot mid-rise condominium with setbacks (Source: Nek•to, 2019)

### Articulation

Existing architectural details and datum lines can be echoed in new developments. Features such as bay windows and dormers can be employed in new developments to contribute to a sense of character. Barrie's neighbourhoods feature a wide variety of roof types. In **Figure 6**, the narrow gable roof of a historic home is mimicked in a series of contemporary townhouses. As a result, the develop engages with the neighbouring building and becomes rooted in Barrie's past. Treating these existing historic features as a 'design language' for new developments results in a more cohesive and dynamic architectural landscape. It draws a connection between past and present.

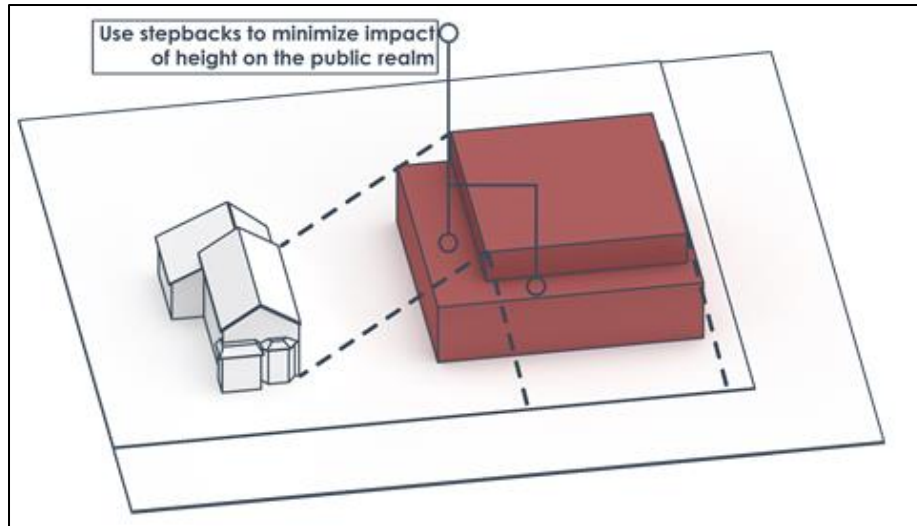


Figure 6: Townhouses reflecting existing roof articulation (Source: Nek•to, 2019)

### 6.2.1.2 Infill in Barrie's Downtown

Barrie's policy, in conjunction with provincial policies, emphasizes strategic and targeted intensification. This means highly urbanized areas like Barrie's UGC will need to accommodate significant growth. Barrie's downtown features numerous historic buildings; the typical 'main street' character is culturally and economically important to the community. Infill development needs to be sympathetic to this character.

#### Massing and Height

Views from the public realm should be a central consideration. A generally continuous streetwall is important to the pedestrian 'main street' experience. However, the pedestrian scale is a critical element of this urban typology. The ratio of the building height to the right-of-way (ROW) should not exceed 80 percent, as to keep the built form at a comfortable scale for pedestrians. The massing of new developments should avoid altering this scale and overshadowing adjacent heritage buildings.

Contemporary buildings should exceed no more than one storey above the existing street wall. However, step-backs can be utilized to minimize the impact of new developments. Buildings in the downtown should employ a 45-degree angular plane for floors above the street wall. These increases in height will go largely unnoticed in the public realm.

## Facades

Continuation of cornice lines and other architectural details helps establish a sense of rhythm. This allows the new building to engage with the existing buildings while minimizing disruption to the streetwall. Similarly, new developments should replicate the existing facade composition. As shown in **Figure 7**, the height of each floor, and where that height is articulated through architectural features such as belt courses, should be consistent along a street wall.

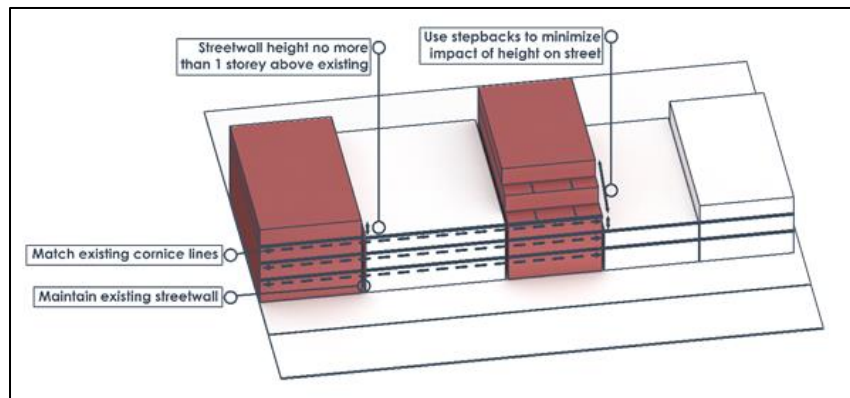


Figure 7: Downtown infill height restrictions and streetwall treatment (Source: Nek•to, 2019)

### 6.2.2 Adaptive Reuse Best Practices

Adaptive reuse is becoming increasingly common in cities. Though buildings have been reused and reinterpreted throughout history, the call for dense urban centres has forced designers and planners to assess how heritage buildings are considered. When employed correctly, adaptive reuse can marry intensification and heritage conservation. It can provide a function that better suits the evolving city while still retaining a connection to the past (Plevoets & Van Cleempoel, 2011). This practice frequently manifests as industrial buildings being repurposed into offices or lofts.

The Kramer Design Group (2017) outlines three key lessons learned from their experience repurposing abandoned industrial buildings in Detroit. These principles, as described below, can be extended to other adaptive reuse projects.

### A) Don't try to fit a square peg in a round hole

Not all buildings will be appropriate for all uses. Architectural limitations, building code requirements, and the public's perception of a space will impact what uses will succeed in a heritage building. KDG suggests 'not forcing it' – the city needs to strategize which heritage buildings are suitable for the desired function. The Evergreen Brickworks is an example of a project that used the strange floor plan of a brick factory to create flexible community and event spaces (Lobko, 2012), as shown in **Figure 8**. This is contrasted by the Windsor Armoury, which is in the process of being 'gutted' to create a creative arts school. The architects are opting to maintain the iconic exterior while taking control of the interior. It is evident that there are different 'levels' of reuse to consider when strategizing functionality (Lewin & Goodman, 2013).



Figure 8: Examples of adaptive reuse (Source: Lobko, 2012 & Lewin & Goodman, 2013)

### B) Look to the building's history for inspiration

Linking the new function with the building's history can be challenging. The architects that transformed 401 Richmond in Toronto saw a direct line from a defunct tin pressing factory into a hub for creative professionals and artists, as shown in **Figure 9**. The narrative of this evolution is evident in the building's design: the large open spaces of the factory are divided by an almost system of partition walls, creating a deliberately labyrinthine floor plan. This was intentional, representing a 'reclamation' of these industrial expanses to encourage exploration (Wilson, 2010).



Figure 9: 401 Richmond in Toronto (Source: Wilson, 2010)

### C) Reuse original materials

Salvaging original materials is both an environmentally sustainable building practice and a way to connect with the building's history. Architects and designers can use original materials creatively and practically. In Detroit, KDG created had to create a large hole between floors while retrofitting an historic office building, as shown in **Figure 10**. The firm salvaged wood from the demolished floor construction to use as decorative details and railings (KDG, 2017).

Adaptive reuse is a valuable and increasingly important practice. Altering a building's function re-conceptualizes it in the public's eye. It also represents a push-back against the planned obsolescence frequently observed in modern city-building.



Figure 10: KDG Detroit Office (Source: KDG, 2017)

### 6.2.3 Additions

Additions on heritage structures are often necessary for increasing density, altering function, or incorporating a building within a changing city fabric. There has been vigorous discussion surrounding contemporary additions on historic structures. A general (though not unanimous) consensus has emerged, where by additions should not attempt to mimic or copy the existing architectural style. Instead, they should represent their own and current architectural period. These additions should respect, reflect, and highlight the features of the original while clearly differentiating themselves architecturally (Yüceer & İpekoğlu, 2012). This can be seen in numerous successful projects locally and internationally. Recently, the Cambridge Post Office was transformed into a community space through a well-received contemporary addition, as shown in **Figure 11**. It wraps around the existing building while being offset from the structures face, making interference appear minimal (Idea Exchange, 2019).



Figure 11: Cambridge Old Post Office (Source: Idea Exchange, 2019)

Many academics and practitioners have criticized city's tendency to hire 'starchitects' (star architects) to create monumental landmarks out of heritage buildings. Misirlisoy (2017) looks at several case studies wherein the additions designed by starchitects overshadow or fail to respect the original structure's history. The author criticizes Zaha Hadid's addition on the Antwerp Port House in Brussels for this reason, as shown in **Figure 12**.



Figure 12: Antwerp Porthouse (Source: Misirlisoy, 2017)

It is physically out-of-scale with the Port House, failing to respect its character or built form. The author summarizes her findings succinctly:

*'Generally, it is agreed in the research that additions should reflect the date that they are built in terms of innovation, technology and material. When reflecting its own era, compatibility between the old and new must be shown. New interventions should preserve the originality of the historic context and should be respectful to it. Appropriateness of the new designs in the historic context is an important issue in the conservation field since there are many different approaches and discussions' (Misirlisoy, 2017).*

### 6.2.4 Strategies for Adaptive Reuse/Additions on Heritage Buildings

To incorporate urban design applications into the planning process, the proposal review may require Design Checklists that is consistent across the City of Barrie. For example, in Section 3.0 of the Allandale Urban Design Guidelines, a review checklist includes the following:

<b>Zoning Compliance:</b>	
• Setbacks	
• Size of accessory attached or detached non-living areas	
• Openings on corner lot if applicable	
<b>Urban Design:</b>	
• Adjacent to listed building – show compatibility and in keeping with neighbourhood character	
• Compatible with predominant pattern of frontage	
• Scale of addition	
• Location of addition (matching adjacent lots) scale and massing	
• Height – compatible with existing building, stepping	
• Height – compatible with adjacent buildings	
<b>Architectural Style</b>	
• Pitched roof – generally preferred	
• Materials	
• No Blank walls facing street	
<b>Location and Scale of Garages if applicable</b>	
• Openings and design of garage doors	
<b>Fencing</b>	
• Front yard fencing – open visibility	

Figure 13: Review Checklist (Source: Allandale Urban Design Guidelines, 2016)

This ensures that each heritage property is assessed in a consistent manner and is given careful consideration in respect to the urban design elements discussed above, and more, that help compliance with the zoning and/or official plan policies.

Adaptive reuse and additions to heritage buildings give careful consideration to the existing built form, architectural detailing, and other components of the building and/or property that reflect that time in which it was built. To ensure these elements of heritage are respected with new development, encouraging contemporary design practices bring architecture and urban design forward when additions and design reorganization reflects current design standards. This includes incorporating Leadership in Energy and Environmental Design (LEED) standards in the design process. Sustainable design practices contribute to the industry allowing property owners to save in maintenance costs as LEED standards promote the longevity of the building or component. To ensure



continued satisfaction with Barrie's heritage, why not progress in ways that reflect more sustainable practices in a period where growth and building pressures will occur most?

### **6.2.5 Challenges**

As identified in the Review of Applicable Urban Design Guidelines and Policies, a major gap between the recommendations from the Guidelines and the Official Plan policies relate to how urban design can be better enforced. The Guidelines welcome creative freedom through development proposals but also acknowledge that through policy reviews and revisions, the design guidelines can be incorporated in local policy. This was demonstrated with the Official Plan Amendment that adopted the Tall Buildings Guidelines - which is a great example of adopting the design guidelines into the policy. The Barrie Official Plan also allow for more specific urban design policies to be incorporated in Secondary Plans, Community Improvement Plans, and Defined Policy Areas - which is a good opportunity for guideline implementation.

Identified in the review of the City Urban Design Manual (2014) was the lack of guidance in Section 11.0 Development Adjacent to Railways. As the focus for intensification largely surrounds the Allandale GO Station, there is a need to improving both guidelines and urban design policies that pertain to development around this MTSA. Although further details are not provided in the 2014 Manual, it is recommended that Planning Staff undertake a review of land uses and zoning to appropriately plan for intensification around the Allandale GO, which will better inform the policies and expected growth pressures.

Where design guidelines can only enforce so much on the applicant that is in full control of their respective proposal, the design process is determined by the planning tools used to enforce the desired outcomes and overall vision of the City for future development. To help enforce the guidelines in a time of uncertainty with balancing heritage and intensification, references to the urban design guidelines within Barrie's Official Plan should be amended to frame the guideline(s) as policies of reference, instead of guidelines as reference. Although it requires a longer process for an official plan amendment, doing so will help strengthen Barrie's local policies in regards to balancing heritage and intensification, and will better inform the Zoning By-law Review once the Official Plan Review is completed.

## 6.3 Summary of Urban Design Guideline Recommendations

The following is a summary of the urban design guideline recommendations for the City of Barrie that were presented in this section. These recommendations included:

- Creating Context-Specific Guidelines for Barrie's Historic Neighbourhoods;
- Drafting Guidelines for Barrie's Downtown Core that Focus on Height Restrictions for New Developments; and,
- Creating a Guidebook for Strategic Adaptive Reuse Projects and for Additions on Historic Buildings.

# 7.0 conclusion

Nek-to drew heavily from this statement from the United Nations World Commission on Culture and Development (1995):

***“The relationship between culture and development should be clarified and deepened in constructive and practical ways.”***

While heritage and intensification may seem like competing partners, the public consistently and enthusiastically expresses a need to see them married together. Nek-to hopes that the proposed policy, education and awareness, and urban design recommendations will assist the City of Barrie in striking a balance between built heritage protection and intensification in the face of growth. Nek-to also hopes that these meaningful and effective recommendations will assist the City in establishing a strong foundation in moving forward with the new Official Plan and Zoning By-law Review.

We would like to thank the City of Barrie for the opportunity to work with them, and we hope that Nek-to's interdisciplinary team has effectively converged and delivered our diverse professional experiences in research, policy, and urban design in alignment with the City of Barrie's commitment in creating a prosperous, growing, and sustainable community.

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