

Economic Development and Planning Committee

Tuesday, July 7, 2015, 6:00 pm City Hall, Council Chambers

Committee Members
Councillor J. Baker,
Chair
Councillor L. Bursey
Councillor M. Kalivas
Councillor D. LeSueur
Mayor D. Henderson,
Ex-Officio

Areas of Responsibility
Economic Development
Planning
Chamber of Commerce
DBIA
Heritage Brockville

Economic Development Advisory Team Museum Board Library Board Arts Centre Tourism

Page

PUBLIC MEETING AGENDA

Item

2 - 43 1. 2015-073-07

Proposed Zoning By-Law Amendment Brockville General Hospital Expansion 70, 75, 80, 94, 100, And 108 Charles Street, 94, 100, 118, 126, 134, 150, 152, 156 and 156a Bartholomew Street, and 150 And 156 Pearl Street East, City Of Brockville

Owners: Brockville General Hospital, Doug and Debbie Brooks, Canadian

Red Cross Society

Applicant: Fotenn Consultants Inc. File No.: D14-008(050-2014)

THAT Report 2015-073-07 be received as information and that a report on this matter be prepared by staff for consideration of the Economic Development Planning Committee at a future meeting.

29June2015

REPORT TO ECONOMIC DEVELOPMENT PLANNING COMMITTEE - PUBLIC MEETING - July 7, 2015

2015-073-07
PROPOSED ZONING BY-LAW AMENDMENT
BROCKVILLE GENERAL HOSPITAL EXPANSION
70, 75, 80, 94, 100, AND 108 CHARLES STREET,
94, 100, 118, 126, 134, 150, 152, 156 AND 156A
BARTHOLOMEW STREET, AND 150 AND 156
PEARL STREET EAST, CITY OF BROCKVILLE
OWNERS: BROCKVILLE GENERAL HOSPITAL,
DOUG AND DEBBIE BROOKS, CANADIAN
RED CROSS SOCIETY
APPLICANT: FOTENN CONSULTANTS INC.
FILE NO.: D14-008(050-2014)

M. PASCOE MERKLEY DIRECTOR OF PLANNING

RECOMMENDED

THAT Report 2015-073-07 be received as information and that a report on this matter be prepared by staff for consideration of the Economic Development Planning Committee at a future meeting.

PURPOSE

FoTenn Consultants Inc., acting on behalf of Brockville General Hospital, Doug and Debbie Brooks and the Canadian Red Cross, owners of lands with the following municipal addresses: 70, 75, 80, 94, 100, and 108 Charles Street; 94, 100, 118, 126, 134, 150, 152, 156 and 156A Bartholomew Street; and 150 and 156 Pearl Street East; has submitted an application for amendment to Zoning By-law 050-2014, as amended, with respect to the subject lands.

The proposed amendment would, if approved, allow the subject lands to be redeveloped for an expansion of the hospital facility located at 75 Charles Street, including a new wing and expanded parking area.

ANALYSIS

Schedule "A" to this report is a copy of the proposed site plan for the consolidated hospital lands.

Schedule "B" to this report is the Planning Report prepared by FoTenn Consultants Inc.

Proposed Zoning By-law Amendment for Brockville General Hospital Expansion Subject lands: 70, 75, 80, 94, 100, and 108 Charles Street; 94, 100, 118, 126, 134,

150, 152, 156 and 156A Bartholomew Street; 150 and 156 Pearl Street East,

City Of Brockville

Owners:

Brockville General Hospital, Doug and Debbie Brooks, Canadian

Red Cross Society

Applicant:

Fotenn Consultants Inc.

File No.:

D14-007₍₀₅₀₋₂₀₁₄₎

Zoning and Official Plan Information:

Official Plan Designation:

Institutional Area

Existing Zoning on Consolidated Lands:

The lands which have recently been consolidated by the Brockville General Hospital are currently zoned R3-General Residential, E3-1-Restricted Employment Special Exception, and I1-General Institutional Zone.

Proposed Zoning:

11 - General Institutional Special Exception Zone

The proposed amendment would establish a consistent zoning for the recently consolidated hospital lands and would recognize a reduced setback of the existing hospital facility from Ormond Street which is proposed to become the property's front vard once Charles Street is closed.

A separate request is being made for the stop-up and close of Charles Street between Ormond and

Bartholomew Streets.

Site Characteristics:

Total Area:

61,739.0 m (6.17 hectares/15.25 acres)

Frontage:

186.0 m (610.24 ft.) – Ormond Street 219.0 m (718.50 ft.) – Pearl Street East 315.0 m (1,033.46) – Bartholomew Street

Average Depth:

Approximately 230.0 m (754.59 ft.)

The subject property is currently developed for the Brockville General Hospital with associated parking. Lands that have been consolidated provide the area required for the proposed expansion and the creation of new parking areas. As noted from the sketch attached to this report as Schedule "A", the building expansion will be located east of the existing hospital facility. The north east portion of the property is proposed for parking areas.

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Surrounding Land Uses:

North:

The lands to the north are occupied by the CN mainline.

East:

The lands to the east (east side of Bartholomew Street) are zoned I1-General Institutional Zone occupied by Commonwealth School.

South:

The lands to the south (south side of Pearl Street East) are zoned R3-General Residential Zone occupied by older residential dwellings; and C2-7 General Commercial Special Exception Zone occupied by the Barclay Funeral Home.

West:

The lands to the west (west side of Ormond Street) are zoned I1-General Institutional Zone occupied by Brockville Collegiate High School; and R3-General Residential Zone occupied by older residential dwellings.

Comments Received Schedule "C":

Environmental Services, City of Brockville (email dated June 29, 2015)

Not opposed to the rezoning. More input will be provided at the design stage regarding servicing and Charles Street infrastructure.

2. Canadian National Railway (CNR) (see attached email dated June 15, 2015)

CN would like to have the opportunity to review a noise study as the land use in this case is considered to be sensitive.

CN has concerns of fencing, drainage and access on the site.

Full CN comments are stated in the attached email.

- 3. Operations Department, City of Brockville (see attached email dated June 23, 2015)
 - Concerns respecting the proposed number of parking spaces at 739 spaces and not 760 parking spaces as projected in the Transportation Planning Study;

Proposed Zoning By-law Amendment for Brockville General Hospital Expansion Subject lands: 70, 75, 80, 94, 100, and 108 Charles Street; 94, 100, 118, 126, 134,

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 Suggest a meeting between the City, Brockville General Hospital and the Upper Canada School Board to review recommendation in the Transportation Planning Study related to the service entrance on Bartholomew; and

- Status of Charles Street unclear on the site plan as to whether it will remain as a public street or an internal roadway for the hospital site. The Operations Department would prefer that Charles Street road allowance be transferred to the hospital to avoid maintenance concerns.
- 4. Planning Dept., Building Services Division (memo dated June 18, 2015)

No concerns at this time. A complete review of construction drawings at the time of application for building permit may reveal requirements under the Ontario Building Code which may affect the site development.

5. Lawyer for Adjacent Property Owner at 135 Ormond Street (see attached letter dated June 19, 2015)

Letter submitted by Mr. Harry Greenberg, representing 182562 Ontario Inc., raised the following concerns:

- "1. The proximity of the electrical station may be a problem due to possible electrical discharges affecting the medical building. The station should be removed to a further site."
- "2. Charles Street should not be closed until past our client's building as there is a handicapped walkway from the building onto Charles Street. Furthermore deliveries to the building are made through Charles Street."
- 6. Enbridge Gas Distribution, (see attached email dated June 26, 2015)

Enbridge Gas Distribution does not object to the proposed application.

Comments have been provided respecting contact by the applicant to Enbridge Gas Distribution for service, meter installation details and confirmation of gas main needs and existing piping facilities.

Full comments provided by Enbridge Gas Distribution are stated in the attached email.

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Potential Issues for Discussion:

- 1. Requirement of a Noise Study.
- 2. Potential Parking Issues.
- Charles St. closure
- 4. Design considerations:
 - i) Bartholomew St. location for service entrance
 - ii) Electrical Station and proximity to neighbour

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POLICY IMPLICATIONS

The contents of this report are provided for information purposes for the Public Meeting. Following the Public Meeting, Planning Department Staff will prepare a report for consideration of the Economic Development Planning Committee which will include review and consideration of policies that are relevant to the proposed amendment.

CONCLUSION

The Staff Report on these matters, including a detailed analysis of the proposed amendment, review and consideration of the issues raised at the public meeting and a recommendation from Planning Staff, will be prepared for consideration of the Economic Development Planning Committee at a future meeting

Maureen Pascoe Merkley, MCIP, RPP

Director of Planning

Bob Casselman

City Manager





Proposed Facility Expansion

Brockville General Hospital

Zoning By-law Amendment

Planning Justification
June 4, 2015

SUBMITTED FOR:

BROCKVILLE GENERAL HOSPITAL 75 Charles Street Brockville, ON K6V 1S8

PREPARED BY:

FOTENN PLANNING & URBAN DESIGN

The Woolen Mill 6 Cataraqui Street, Suite 108 Kingston, ON K7K 1Z7 t: 613.542.5454 www.fotenn.com

CONTENTS

1.	INTRODUCTION	3
2.	SITE OVERVIEW AND CONTEXT	3
3.	SUMMARY OF PLANNING APPLICATIONS	6
4.	OVERVIEW OF PROPOSED DEVELOPMENT	6
E	Building Design	7
5	Site Organization and Utilization	9
5	Site Access and Circulation	9
F	Parking	11
	andscaping and Amenity Space	
	Building Materials and Façade Treatment	
9	Sustainability	15
_		
	SUPPORTING STUDIES	
	Fransportation Planning Study	
	Fraffic Impact Study	
	Phase I Environmental Site Assessment	
F	Phase 2 Environmental Site Assessment	17
б.	DOLLGUAND DECHI ATODY EDANEWOOV	17
-		
	Provincial Policy Statement	
(City of Brockville Official Plan	18
7	EXISTING AND PROPOSED ZONING	25
	City of Brockville Comprehensive Zoning By-law	
F	Appropriateness of Requested Zoning By-law Amendment	2/
Ω	Conclusion	27
0.	CURCLUSION	41
APP	ENDIX A — CONCEPTUAL SITE PLAN	28
App	ENDIX B — PROPOSED ZONE SCHEDULE	29
APP	ENDIX C — Proposed Zoning	30

1. INTRODUCTION

This Planning Justification Report, prepared by FOTENN Consultants Inc. on behalf of Brockville General Hospital and ZW Group, is being provided in support of an application for Zoning By-law Amendment for the lands generally bound by Pearl Street, Ormond Street, Bartholomew Street and the CN Railway. This application is being made to permit the expansion of the hospital facility located at 75 Charles Street, including a new wing and expanded parking area. A request is also being made to stop up and close the portion of Charles Street between Ormond and Bartholomew Streets in order to accommodate the new site layout.

The purpose of this report is to assess the appropriateness of the proposed expansion and application in the context of the surrounding community and the policy and regulatory framework applicable to the subject site. Based on the required supporting materials identified through a pre-consultation meeting with City staff which occurred on July 30, 2014, the following items are provided in support of the application:

- Conceptual Site Plan
- Traffic Impact Study
- Transportation Planning Study
- Phase 1 Environmental Site Assessment
- Phase 2 Environmental Site Assessment

2. SITE OVERVIEW AND CONTEXT

Brockville General Hospital (BGH) is a four-site community hospital. The subject property is known as the Charles Street Site and offers a full range of care services including emergency and intensive care, medical/surgical care, obstetrical care, various ambulatory clinics, day surgery, ECG and stress testing, radiology and ultrasound, Ontario breast screening clinic and acute care mental health service.



Figure 1: Site Location - Charles Street Site

The subject site is located in downtown Brockville and is generally bound by Bartholomew Street to the east, Pearl Street East to the south, Ormond Street to the west and Charles Street to the north. The hospital has recently acquired several properties north of Charles Street in order to support the proposed expansion. The newly consolidated parcel is approximately 6.3 hectares in size and is illustrated on the next page in Figure 2. Note that the properties municipally known as 80 Charles Street, 98 Charles Street, 150/152 Bartholomew Street and 156 Bartholomew Street are currently under separate ownership. Purchase agreements for these properties are signed and are expected to close by September 2015.

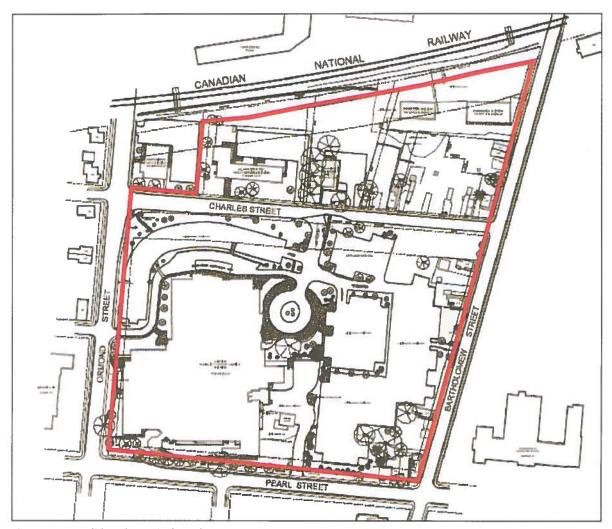


Figure 2: Consolidated Hospital Lands

Aside from the existing hospital, the consolidated parcel is currently occupied by a number of commercial and residential uses located along the north side of Charles Street and the west side of Bartholomew Street. These uses are proposed to be demolished in order to accommodate the addition and expanded parking area.

The subject site is located northeast of Brockville's Central Business District. It is located within a stable neighbourhood occupied by a mix of residential, institutional and commercial uses. The following uses are located directly adjacent to the consolidated property:

North: Low density residential, institutional (medical offices) and commercial

East: Institutional (elementary school)

South: Low density residential and commercial (funeral home)

West: Institutional (secondary school) and low density residential

The site is well connected to amenities via local roads such Bartholomew Street, as well as collector roads, including Pearl Street East and Ormond Street. The site is also well serviced by transit. The Green Bus Route runs along Ormond Street, providing access to the north and south while the Red Bus Route runs along Pearl Street East, providing access to the east and west.

3. SUMMARY OF PLANNING APPLICATIONS

A zoning by-law amendment is proposed to establish consistent zoning for the newly consolidated hospital lands. Therefore, lands currently zoned R3, E3-1 and I1 would become a single site specific I1 zone. The rezoning will also recognize a reduced setback of the existing hospital facility from Ormond Street, which will become the property's front yard once Charles Street is closed.

As noted previously, the site plan as proposed will require the closure of Charles Street between Ormond and Bartholomew Streets. A separate request is being made to stop up and close this portion of Charles Street. An easement will need to be established in favour of the municipality in order to maintain access to existing water, gas, storm drains and sanitary sewers currently located below Charles Street. Existing overhead hydro lines will be relocated.

4. Overview of Proposed Development

Brockville General Hospital intends to expand the existing facility by constructing a 16,172 square metre (174,075 sq. ft) addition. The addition will accommodate 29 new Mental Health beds in the Acute Mental Health and Addictions Program and two inpatient floors of 32 beds each. All existing functions will remain within the current BGH facilities, with the exception of the inpatient mental health beds; and relocated support facilities, including Nutrition, Materials Management, Switchboard and Security.

The design of the proposed addition seeks to minimize the building footprint and maximize future growth opportunities. The existing hospital facility is located in the southwest corner of the hospital site. Due to proximity of the bounding streets the only option for large-scale expansion is to the east. The proposed expansion has been carefully located in the south east quadrant of the site to allow for maximum future growth and expansion.

Acquisition of Charles Street and land north of Charles Street will provide the area needed for parking associated with the proposed expansion. This land consolidation will allow BGH to plan and construct an integrated campus approach to the site, allowing for optimal growth and flexibility.



Figure 3: Proposed Site Plan

Building Design

Design issues are addressed at all scales. At the neighbourhood scale, the new addition continues the vocation of the Charles Street hospital site. At the site level, the new building aims to tie together the varied scales of the existing buildings through its massing. The differences between the older parts of the hospital and the newer ones (2003 and the proposed addition) are bridged with human scaled devices such as the extended east-west multi-level public gathering space and a system of courtyards and accessible terraces, to create a harmonious renewed image of the Brockville General Hospital.

The addition itself is a four storey structure plus penthouse, located to the east of the existing hospital. The site configuration is organized to separate emergency traffic, service traffic and main entrance traffic. The main entrance remains in a similar location to the existing one to maintain intuitive wayfinding from the community.



Figure 4: Proposed addition looking south from parking area



Figure 5: Proposed addition looking northwest from Pearl Street

Site Organization and Utilization

The proposed addition and the new property boundary organize the site into clearly defined quadrants. The northwest primarily remains dedicated to the Emergency zone. The northeast for the most part is dedicated to the Main Entrance, public parking and for future expansion. The southeast corner is defined by the inpatient tower, with the service component to the east. The southwest quadrant contains the existing BGH buildings.

The defined quadrants separate and direct the various types of vehicular and pedestrian traffic flow. This separation will ease congestion at the main destinations of the facility. Between these quadrants, in the east/west direction, the existing main public gathering space is extended to tie the composition formally and functionally, greatly enhancing the public realm of the site. In the north/south direction, open entrance courtyards accentuate the four quadrant configuration.

Site Access and Circulation

The new addition necessitates changes to the site access points. These revisions were carefully considered to maintain a balance of circulation efficiency, minimize site disruption, improve circulation

streaming and most importantly retain the main entrance route to support community identity and wayfinding.

The site will have six vehicular access points from the three bounding roadways including:

- 1. Ambulance/Emergency entrance via Ormond Street (existing)
- 2. Secondary entrance via Pearl Street
- 3. Main Campus Entrance via Ormond Street
- 4. Orthopedic drop-off (existing)
- 5. Staff access via Bartholomew Street
- 6. Service/Loading via Bartholomew Street

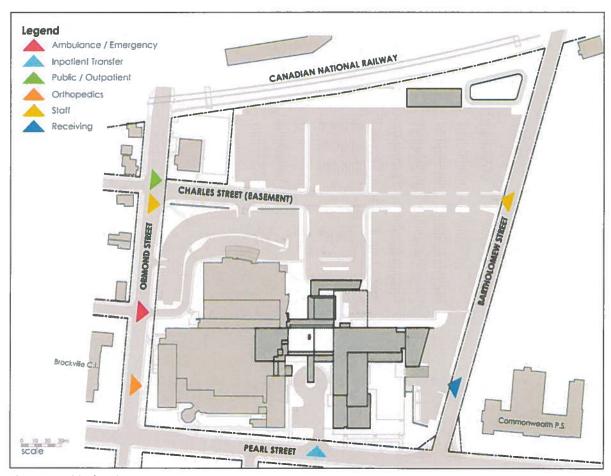


Figure 6: Vehicular Site Access

Pedestrian access and connectivity has also been considered. A dedicated pedestrian and bicycle east/west route is located on both sides of the former Charles Street. The circulation route links pedestrians with the Staff Entrance to the south and a significant landscape zone situated between the building on the west and the Bartholomew parking lot on the east side of the site. Pedestrian filtration through the site will tie the facility to the community. For instance, the pedestrian and bicycle

circulation encourages a safe route for neighbourhood high school students to reach the playing fields to the east.

The north-south pedestrian route intersects the east/west corridor between the landscape zone and the Bartholomew parking lot. It extends from the north end of the site linking to the new jogging trail and proceeds south past the Public Court to the bus stop at the corner of Pearl Street and Bartholomew Street.

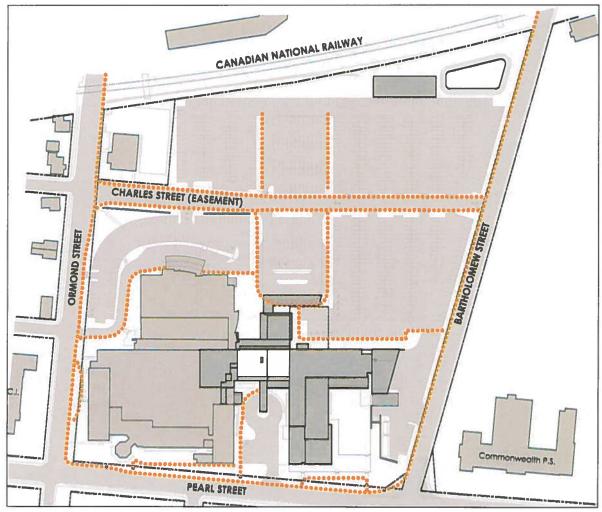


Figure 7: Pedestrian circulation

Parking

Additional parking is required to support the proposed expansion. This will be achieved by expanding the parking area north of Charles Street. Several properties have been acquired to facilitate this expansion. A total of 739 parking spaces will be provided, including 198 public parking spaces, 32 short-

term parking spaces, 85 emergency short-term parking spaces, 4 service parking spaces and 420 staff parking spaces. 14 barrier free spaces are being provided.

The parking lots provide an appropriate distribution of parking spaces by type at each of the facility entrances. Clear sight lines and non-circuitous paths of travel promote ease of travel and wayfinding from the parking lots to each entrance. Accessible parking stalls have been allocated at the entrances.

Landscaping and Amenity Space

The landscape design proposed is not only intended to provide greenery and nice backdrop, but is meant to function as an integral part of the healing process. The basic premise underlying the conceptual framework is that gardens positively influence an individual's effectiveness in coping with stress and restoration. The intent is to assimilate the landscape into the building infrastructure creating a beneficial outdoor environment that responds to the special needs of the patients in specific clinical programs.



Figure 8: Preliminary Conceptual Landscape Plan

The objective is to maximize the landscaped areas for programmed and casual use versus a series of inefficient left over spaces difficult to maintain. The following list identifies the various landscaped/amenity areas on-site:

 The north facing main entrance accommodates a landscaped courtyard that links the new building to the existing and provides seasonal interest.

- A secluded garden located adjacent to the staff entry provides an area for breaks and informal dining. Buffer planting will provide privacy.
- The Level 1 secondary entrance off of Pearl Street is a welcoming amenity space with separate vehicular and pedestrian access. It is enhanced by the preservation of existing trees situated parallel to Pearl Street.
- The Level 1 Acute Mental Health and Additions Garden has been designed to be an accessible, restorative and safe environment. It is anticipated that the garden will be used for casual and organized use including sitting, socializing and a variety of stress reduction programs.
- The Level 2 Inpatient Rehabilitation and Restorative Care roof garden is designed as a therapeutic rehabilitation tool which will host various social activities, contributing to the process of healing.
- The Level 3 Complex Continuing Care and Palliative Care roof garden provides a hierarchy of spaces, connected by a walking route offering choice, privacy and opportunities for family involvement. The garden is designed to promote as much independence as possible for patients.
- A shaded pedestrian route with rest stops at regular intervals leads individual's through a
 sequence of outdoor rooms situated around the perimeter of the parking and building face. It
 is characterized by a human scale environment with appropriate site furnishings and lighting
 for safety, comfort, ease of circulation and wayfinding.

Building Materials and Façade Treatment

The existing facility is a collection of several building additions constructed over the last seventy years. This multi-generational assemblage is primarily characterized by a red brick exterior featuring a secondary palette of limestone, granite, and architectural concrete details which reflect the evolving architectural styles and technology of Brockville General Hospital's significant lifetime. Together, they embody a durable and long lasting built form for this important civic institution.

The proposed addition will employ a principal palette of regionally-quarried limestone and hardy concrete panels in varying colours and scales. The effect will both respect the refined and well-built character of the existing BGH campus and that of Brockville's historic civic architecture, while exemplifying the contemporary and forward-thinking identity of the hospital itself.

Most of the building will be faced in durable glass fibre reinforced concrete panels. Their colouring will be subtle, characterized by buffs, greys, and terracotta at different scales, reflecting the materiality and palette of the existing BGH campus while maintaining a distinctly contemporary character. The building's mass will be broken down into smaller volumes marked by shifts in colour and size of concrete panels to create a more amenable neighbourhood and human scale for the campus.

Sustainability

The building envelope pairs high performance rain screen detailing with an efficient thermally-broken cladding mounting system. This will ensure the envelope fulfills and exceeds its role in the building system's approach to the OBC's SB-10 supplementary standard and LEED Silver performance targets, while creating a comfortable interior environment for patients, visitors, and staff.

Insulated glass in window and curtain wall assemblies are used to moderate comfort levels in the interior environment, while maximizing thermal performance of glazed openings. Glass coatings will allow light transmission and solar heat gain to be controlled and varied, alongside manual shading devices, especially in more sensitive areas like patient bedrooms where the ambient environment is most important. Localized ceramic applications in glazed areas desiring higher visibility and light levels will provide passive solar shading where manual shading controls are not possible.

Sustainable elements are also integrated within the site's landscaping. The configuration of the staff parking lot at the north end of the site features a significant landscaped area with storm water management pond. This will help contribute to a reduction of the heat island effect and will also serve as a safe pedestrian corridor linking to a revitalized jogging trail adjacent to the CN Rail property. In addition, the use of drought tolerant plant materials and introduction of native species will result in water efficiency on site.

5. SUPPORTING STUDIES

Transportation Planning Study

A Transportation Planning Study, dated June 2013, was prepared by Stantec Consulting Ltd. The purpose of this study was to review the transportation planning aspects of the proposed hospital expansion including parking requirements, access arrangement, and on-site circulation. The study concluded that the future parking demand based on the proposed expansion will be 760 spaces.

The recommendations of the study include:

- a) The emergency access should remain in its existing location and configuration.
- b) With minor modifications to the existing site plan, large heavy vehicles can be accommodated at the proposed service access area.
- c) Pavement widening at the Pearl Street and Bartholomew Street intersection will be required to accommodate the WB-20 design vehicle (53 foot semitrailer).
- d) Given the City's need to reconstruct Bartholomew Street, in partnership with the City, local residents, school officials, utilities and other stakeholders, develop a design for the Bartholomew Street corridor between Pearl Street and Charles Street which may implement some of the mitigation measures presented to address the needs and concerns of all involved

- e) Provide a raised centre island at the main entrance in order to better control traffic and minimize collisions.
- f) Widen the inbound lane of the turnaround circle at the secondary entrance to a minimum of 3.5 m.
- g) Provide a layby adjacent to the orthopedics entrance and enforce and monitor the operation of the layby to ensure that it is being used as intended.
- h) At the Charles Street and Bartholomew Street intersection, provide a right-in/left-out access controlled by signage and curbs.
- i) In discussion with Brockville Transit establish new or move existing transit stops at the main and/or secondary entrances to provide an on-site connection to public transit. If a portion of Charles Street is transferred to the ownership of BGH effectively creating a dead-end public road, provide a turnaround of sufficient size to accommodate the City's snow removal equipment.
- j) Monitor the on-site parking demand and look to acquire new parking areas or implement TDM measures as the parking demand approaches capacity.

It is expected that these considerations will be addressed through Site Plan Control and in consultation with City staff.

Traffic Impact Study

A Traffic Impact Study, dated June 2013, was prepared by Stantec Consulting Ltd. The purpose of this study was to assess the traffic impacts associated with the proposed hospital expansion. The study found that all study area intersections operate at good levels of service and within capacity for 2022 total traffic conditions.

Phase | Environmental Site Assessment

A Phase I Environmental Site Assessment, dated March 27, 2015, was prepared by Pinchin Environmental. Based on the results of the Phase I ESA, the following could result in potential subsurface impacts at the site:

- A railway line, running in an east-west direction immediately north of the site, was observed since the 1950s in aerial photographs. Additionally, a branch of the railway line appeared to be situated on the northeast portion of the site in the 1950s, 1963 and 1974 aerial photographs. Creosote or chromate copper arsenate used to treat the railway ties have the potential to impact soils in the vicinity of railway lines;
- 156 Bartholomew Street (Site Building A) has been occupied by an automotive repair/serving facility from at least the 1970s until 2007. Petroleum hydrocarbon staining was present on the concrete floor and this building is equipped with an oil/water separator. The condition of the soil/water separator could not be assessed at the time of site reconnaissance, as it was filled with oily water and sludge. In addition, 1112068 Ontario Limited, a janitorial service located within Site Building A, had been registered with the Ontario Ministry of Environment and

- Climate Change (MOECC) as a generator of various hazardous wastes including aromatic solvents, and oil skimmings and sludges from 2002 until 2011; and,
- 156A Bartholomew Street (Site Building B) has been occupied by an automatic repair/servicing
 facility from at least the 1970s until present. Petroleum hydrocarbon staining was present on
 the concrete floor, which was observed to have several large cracks. In addition, this building is
 equipped with an in-floor trench. Contents of the in-floor trench are pumped to the ground at
 the northwest corner of the Site Building exterior.

Based on the findings noted above, Pinchin recommends completing a Phase II ESA at the Site.

Phase 2 Environmental Site Assessment

A Phase 2 Environmental Site Assessment, dated March 29, 2015, was prepared by Pinchin Environmental. The purpose of the assessment was to address potential issues of environmental concern as part of the due diligence requirements issued by Infrastructure Ontario, in relation to the redevelopment of the Site. A Phase 2 assessment was also undertaken based on the results of the Phase 1 ESA.

The findings of the Phase 2 Assessment identified PAH-impacted soil within the vicinity of MW-1 (northeast corner of the site near the intersection of Bartholomew Street and the CN rail line). As such, it is Pinchin's recommendation that upon the redevelopment of the Site that the soil within the vicinity of MW-1 be managed and disposed of at a certified waste handling facility. No further investigation is warranted at this time.

6. POLICY AND REGULATORY FRAMEWORK

Provincial Policy Statement

The 2014 Provincial Policy Statement (PPS) provides high-level land use policy direction to be implemented through the actions of municipalities. Decisions of municipal councils must be consistent with the PPS which provides direction for issues such as: the efficient use of land and infrastructure, the protection of natural and cultural heritage resources, maintaining a housing stock that appropriately addresses the demographic and economic diversity of households, and preserving natural resource stocks for their future use. In relation to the development of the subject site, the PPS includes the following considerations:

- Healthy, liveable and safe communities are sustained by...promoting cost effective development
 patterns and standards to minimize land consumption and servicing costs (Section 1.1.1.e);
- Public service facilities should be co-located in community hubs, where appropriate, to promote
 cost-effectiveness and facilitate service integration, access to transit and active transportation
 (Section 1.6.5);
- Sites with contaminants in land or water shall be assessed and remediated as necessary prior to
 any activity on the site associated with the proposed use such that there will be no adverse
 effects (Section 3.2.2).

For several years, BGH has been acquiring adjacent properties in anticipation of a future expansion. This approach will help promote a cost effective development pattern in order to minimize land consumption and servicing costs, as the hospital expansion will occur within the established street network and on existing municipal services.

The expansion will also occur within an established, well-connected, transit-serviced neighbourhood, which will help facilitate service integration and access to active forms of transportation. Light industrial activities have occurred in the northeast corner of the site. The lands will be remediated as necessary based on the recommendations of the Phase II Environmental Site Assessment.

The proposed hospital expansion is consistent with the policy direction of the 2014 Provincial Policy Statement.

City of Brockville Official Plan

The subject site is designated *Institutional Area* on Schedule 1 – City Structure of the Official Plan. In addition to the specific policies related to this designation, the Official Plan includes goals and objectives that apply in all areas of the City.

Section 2.3 – Planning Goals & Objectives

Section 2.3 of the Official Plan sets out the City's goals and objectives, which are based upon four major themes: A sustainable, healthy and vital city; an economically strong and diverse city; a high quality of city services and amenities; and a well-planned and responsive City. The proposed hospital expansion is consistent with these goals and objectives.

Section 2.3.1. seeks to conserve and enhance the natural environment while also promoting a healthy and safe community. According to Schedule 3, the subject site does not contain any natural heritage features that would require protection. The subject site is not located within or adjacent to flood hazards and it is not within the screening area for the Cataraqui Region Conservation Authority. A number of sustainable features have been integrated into the site design and landscaping which were previously discussed.

The hospital expansion will also assist in reinforcing Brockville's strong sense of community through the provision of public services and through development that promotes healthy, active living. The proposed expansion will allow for the integration of many of BGH's health services in a location that is centrally located and accessible via active and sustainable forms of transportation. The proposal assists with directing new urban development to the built up area, which will ensure a compact form and appropriate mix of uses, which in turn will result in a more efficient use of land and infrastructure.

Section 2.3.2. aims to promote a flexible and adaptive economical environment that encourages investment and a broad range of employment opportunities, and supports the growth of tourism in the City. It is anticipated that on top of staff transfers, new jobs are expected to be created as a result of the expansion and associated increase in patient beds.

Section 2.3.3 seeks to protect the vitality and growth of the employment sectors, and revitalize the Downtown and Central Waterfront Area, while recognizing retail trends and community needs. Brockville General Hospital is one of Leeds Grenville's top employers, providing over 800 jobs in the community and relying on the additional support of approximately 140 physicians and over 300 volunteers. The proposed expansion, which will bring many of the hospital's health services under one roof, will allow the BGH to be more efficient and functional for its users and employees. The subject site is in close proximity to the Downtown and Central Waterfront Area, making it easy for users, visitors and staff of the hospital to patronize downtown businesses and services.

Section 2.3.4 promotes the development of education and skills advancement systems and facilities. The proposed addition will assist BGH with achieving one of its core values, which is to provide flexibility for new and expanded clinical services, technology and education. One way this will be achieved is through the provision of additional education and meeting facilities. This new component will support the learning and conference requirements of the hospital.

Section 4 – Developing our Thriving City Structure

The subject site is designated *Institutional Area* on Schedule 1-City Structure of the Official Plan. The Official Plan recognizes the important contribution of the City's institutions and that their role in community-based initiatives is significant in the City of Brockville. Subject to the Land Use and Built Form policies, a hospital is a permitted use in the Institutional Area. Furthermore, it is the policy of the City that:

 Development proposed in the Institutional Area shall be consistent with the City's Downtown and Waterfront Master Plan and Urban Design Guidelines, where applicable, in addition to the urban design policies of this Plan.

While Brockville General Hospital is located within the Institutional Area designation (Schedule 1 of the OP), it is located outside of the Downtown and Waterfront Master Plan area (Figure 9). It is understood that institutional areas subject to the Downtown and Waterfront area design guidelines include the Court House and Court House Green, Jail, and Places of Worship. Therefore, the Downtown and Waterfront Master Plan and Urban Design Guidelines are not applicable to the subject site.

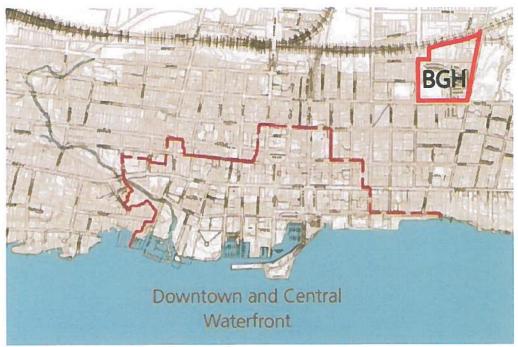


Figure 9: Consolidated BGH lands relative to the Downtown and Central Waterfront Area

The Official Plan contains city-wide Urban Design guidelines, which can be found in Section 3.4.1. These guidelines are intended to create a physical environment where individuals have the appropriate places to interact, live, work, recreate and learn. It is the policy of the Section 3.4.1 that through the review of development applications, the City:

 Shall ensure that new development is designed in keeping with the traditional character of the City in a manner that both preserves their traditional community image and enhances their sense of place within the City;

The proposed addition will employ a principal palette of regionally-quarried limestone and hardy concrete panels in varying colours and scales which will both respect the refined and well-built character of the existing BGH campus and that of Brockville's historic civic architecture, while exemplifying the contemporary and forward-thinking identity of the hospital itself.

 ii. Shall promote efficient and cost-effective development design patterns that minimize land consumption while providing for safe and efficient municipal services;

The design of the proposed addition seeks to minimize the building footprint and maximize future growth opportunities. The existing hospital facility is located in the southwest corner of the hospital site. Due to proximity of the bounding streets the only option for large-scale expansion is to the east. The proposed expansion has been

carefully located in the south east quadrant of the site to allow for maximum future growth and expansion.

iii. Shall promote the improvement of the physical character, appearance and safety of streetscapes, civic spaces, and parks;

The new building aims to tie together the varied scales of the hospital's existing buildings through its massing. The differences between the older parts of the hospital and the newer ones (2003 and the proposed addition) are bridged with human scaled devices such as the extended east-west multi-level public gathering space and the system of courtyards and accessible terraces, to create a harmonious renewed image of the Brockville General Hospital.

iv. Shall encourage tree retention or tree planting and replacement;

The existing Brockville site enjoys small planted areas with a mixture of newer and mature trees. The southeast and northeast corners of the site have more densely planted areas including low shrubs, coniferous trees and lawn. The intent of the redevelopment is to maintain the existing patterns of site landscaping as much as possible, while enhancing public spaces through the incorporation of new plantings.

v. Shall encourage design that considers, and wherever possible continues, existing and tradition street patterns and neighbourhood structure;

The existing street pattern is generally being maintained. While Charles Street is proposed to be closed as a municipal right-of-way, it will still function as a vehicular and pedestrian route, thus maintaining a connection between Ormond and Bartholomew Streets.

vi. May require, at the City's sole discretion that proponents submit design guidelines with development applications establishing how the policies of this Plan have been considered and addressed. Such guidelines may also be required to address related issues of residential streetscaping, landscaping, setbacks, signage, garage placement, and architectural treatment.

This planning rationale provides an in-depth discussion on design considerations related to the proposed hospital expansion. It is expected that issues related to streetscaping, landscaping, signage and architectural treatment can be further addressed through site plan control.

Furthermore, the Official Plan states that any development proposed greater than three storeys but less than or equal to five storeys shall only be permitted subject to a site-specific

amendment to the Zoning By-law and satisfying the following criteria to ensure the building height is compatible with neighbouring land uses and that the development provides a suitable transition with adjacent stable residential neighbourhoods:

i. Signature Architecture – Signature architecture shall be required to ensure a high level of architectural treatment and design. Signature architecture may consist of screening or appropriate design of roof mounted equipment, enhanced building articulation through the use of distinguishable architectural elements, including cornices and mouldings, materials, and colours consistent with the prominent architecture within the immediate areas.

As noted previously, the proposed addition will employ a principal palette of regionallyquarried limestone and hardy concrete panels in varying colours and scales which will both respect the refined and well-built character of the existing BGH campus and that of Brockville's historic civic architecture, while exemplifying the contemporary and forward-thinking identity of the hospital itself.

Mocha limestone from Madoc, Ontario will form the site and architectural wall which gradually steps the topography down from Pearl to Charles Street, and defines the facility's main lobby and circulation spine. A gesture to both the region's natural landscape and building traditions, this stone represents permanence and tradition.

Most of the building will be faced in durable glass fibre reinforced concrete panels. The subtle colouring of buffs, greys, and terracotta at different scale reflects the materiality and palette of the existing BGH campus while maintaining a distinctly contemporary character. The building's mass will be broken down into smaller volumes marked by shifts in colour and size of concrete panels to create a more amenable neighbourhood and human scale for the campus. Canopies in zinc, glass, and steel provide a sculptural flourish to mark entrances and create a pleasing roofscape when viewed from patients' bedrooms above.

ii. Angular Plane – A 45 degree angular plane shall be used to regulate the height of tall buildings and ensure they are stepped back from the street to ensure an appropriate pedestrian scale and from stable residential lots to ensure there are no adverse impacts on the adjacent neighbourhood.

The addition has been designed to meet the angular plane requirement on both Pearl and Bartholomew Streets. The project architect has confirmed that the south angular plane does not extend beyond the centreline of Pearl Street and that the east angular plane does not extend beyond the subject site's property line abutting Bartholomew Street.

2. Where an existing use in an Institutional Area ceases, the City may consider the redesignation of the site to an appropriate alternative designation only after examination...

This policy is not applicable as this amendment seeks to expand an existing institutional use.

3. Specific development standards for permitted uses and ancillary uses shall be included in the Zoning By-law.

A discussion on the applicable zoning is discussed later in this report.

- 4. Any proposal to add or enlarge an Institutional Area shall be evaluated on the basis of:
 - I. the impact on and the compatibility with the uses surrounding the proposed site; and
 - II. the adequacy of social and physical services, including roads to accommodate the proposed use.

The proposed hospital addition has been designed to provide a suitable scale and massing in relation to the existing built fabric. Building massing and rhythm complement the existing structure so that the campus reads as a singular facility and presence on the street. This is achieved by maintaining the existing building height and by providing a setback from Pearl Street that is consistent with the setback of the existing hospital complex.

The east portion of the addition will be further setback from Pearl Street in order to break up the streetwall and reduce the perceived mass of the structure from the street. A significant setback is provided along Bartholomew Street, helping to mitigate impacts on this local road's streetscape. New landscaping coupled with existing mature vegetation will enhance the physical separation between the addition and adjacent uses.

The addition will also continue the established built form found along the north side of Pearl Street, which is characterized by various larger scale institutional/commercial uses, such as Brockville Collegiate Institute, Commonwealth Public School and the former Abbott Laboratories plant.

The proposed expansion will contribute to and complement existing social services that are available within Brockville. There is also sufficient physical infrastructure to accommodate the development. The subject lands are bound by two collector roads (Pearl St. E and Ormond Street) which can adequately accommodate increases in traffic generated by the development. A Transportation Impact Study was prepared which assessed the impacts of the hospital expansion. The results indicate that for post-development, all study area intersections will operate at good levels of service and within capacity for 2022 total traffic conditions.

5. Adequate on-site parking areas shall be provided in accordance with the provision of the Zoning By-law, and access to parking areas shall be limited and designed to provide maximum safety for pedestrian and vehicular traffic.

The Zoning By-law requires the provision of 0.5 parking spaces per bed. With a total of 167 beds (74 existing and 93 proposed), the required parking on site is 84 spaces. The proposed site plan significantly exceeds this requirement, by providing 739 parking spaces. Clear sight lines and non-circuitous paths of travel are provided to promote ease of travel and wayfinding from the parking lots to each entrance. Accessible parking stalls have been allocated at the entrances.

6. Institutional Area uses shall be located where there is direct access to an Arterial or Collector road to discourage traffic from using local roads.

The subject lands are bound by Ormond Street to the west and Pearl Street to the south. These are both collector roads. The majority of the site's vehicular entrances are provided from these streets.

7. The profile of the development shall relate to the adjacent buildings and uses and result in a gradual transition in terms of the profile of buildings, where applicable and appropriate.

The height of the proposed addition is consistent with the height of the existing hospital facility. At four storeys (plus penthouse), the building height will provide a suitable transition to adjacent uses which are typically 2-3 storeys in height. The area proposed for development is bordered by institutional uses, including the existing hospital and a school.

8. The site shall be designed to be accessible to all individuals within the community, including the elderly and those individuals with physical disabilities.

The proposed expansion will meet OBC requirements for accessibility.

9. Appropriate landscaping and buffers shall be provided to enhance the physical separation between the use and adjacent sensitive uses, where applicable and appropriate.

Extensive landscaping is provided south of the new addition which will buffer adjacent residential and commercial uses. Landscaping will also be provided throughout the parking area in order to add softness and interest and also to diminish the appearance of parking from the street.

Based on this review, it is our opinion that the proposed hospital expansion is consistent with the general intent of the Official Plan.

7. EXISTING AND PROPOSED ZONING

City of Brockville Comprehensive Zoning By-law

The subject lands are zoned I1, R3 and E3-1 in the City of Brockville Zoning By-law No. 050-2014 (Figure 10).

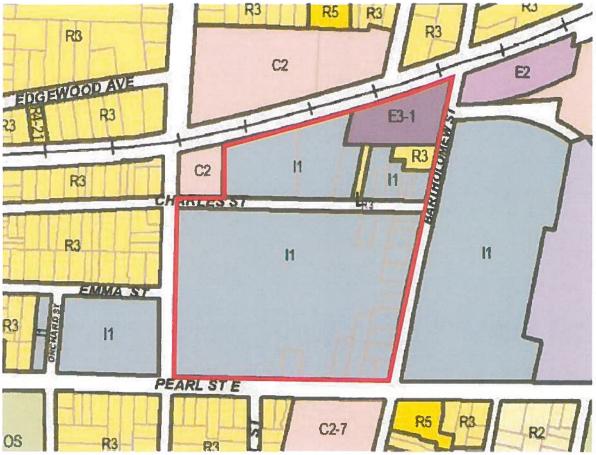


Figure 10: Current Zoning

For the purposes of zoning, Ormond Street is considered the front yard, Pearl Street is considered the exterior side yard, Bartholomew Street is considered the rear yard and the property line abutting the CN rail line and the Professional Arts building are considered interior side yards. However, because this is a corner property, the front yard requirements apply to the Pearl and Bartholomew Street frontages in addition to the Ormond Street frontage. The following reliefs are being requested for the proposed site specific I1 zone:

Provision	Requirement	Proposed	Compliance
Minimum Lot Frontage	18.0 m	186.0 m	✓
Minimum Lot Area	950.0 m ²	61,738.5 m ²	✓
Minimum Front Yard	6.0 m	4.77 m (existing)	Relief Required
Minimum Exterior Side	N/A	N/A	N/A
Yard			
Minimum Interior Side	4.5 m	55.41 m (existing)	√
Yard			
Minimum Rear Yard	N/A	N/A	N/A
Minimum Landscaped	20%	30%	√
Open Space			
Maximum Lot Coverage	No requirement	23.2%	N/A
Maximum Building	30.5 m	25.7 m	✓
Height			
Parking	0.5 spaces/bed = 84	739	✓
Barrier Free Parking	1 space per 50	14 spaces	✓
	required parking		
	spaces = 2		
			,
	Width = 3.5 m	Width = 3.9 m	✓
Bicycle Parking	1.0 space / 1,000 m ² of	> 41 spaces	✓
	GFA = 41 spaces		
	(40.731 m ² GFA)		
Yard Requirements for	If the ROW width is	10.9 metres from	Relief required
Ormond Street	less than 20.0 m, then	centreline to west	
	notwithstanding the	tower canopy	
	yard requirements, no		
	building or structure		
	shall be erected closer		
	than a distance equal		
	to the sum of 10.0		
	metres, and the		
	required setback		
	(front yard) in that		
	zone from the original		
	centre line of the		
	improved public street		
	ROW = 16 metres		
	from centreline		

Appropriateness of Requested Zoning By-law Amendment

The primary purpose of the zoning by-law amendment is to provide consistent zoning for the consolidated hospital property. Portions of the recently acquired hospital lands are currently zoned R3 and E3-1. The proposed rezoning would bring these properties into the proposed site-specific I1 zone.

The relief required in front yard setback is needed to recognize the location of the existing hospital relative to the newly defined yards. The front yard was previously measured from the Charles Street frontage. However, Ormond Street will become the new front yard when Charles Street is closed, as it will have the shortest road frontage. The existing hospital facility is located 4.8 metres from the Ormond Street lot line, which is 1.2 metres shy of the requirement. Relief will also be required for the Ormond Street special yard requirement.

8. CONCLUSION

It is our opinion that the requested Zoning By-law Amendment represents good planning, is appropriate for the subject property and is in the public interest for the following reasons:

- The proposal is consistent with the Provincial Policy Statement with respect to the intensification of a serviced site located within the urban area;
- The design employs signature architecture to ensure a high level of architectural treatment and design;
- The development has been designed to provide a suitable scale and massing in relation to the existing built fabric;
- The design reinforces the importance of the landscape as a priority with an emphasis on pedestrian circulation and sustainable environmental solutions; and,
- The expansion will occur within an established, well-connected, transit-serviced neighbourhood, which will help facilitate service integration and access to active forms of transportation.

In summary, the proposed Zoning By-Law Amendment to permit the expansion of the Brockville General Hospital, including a new wing and expanded parking area, will result in an addition to the neighbourhood that is compatible with surrounding uses, is sympathetic to the scale of adjacent structures and represents appropriate infill development within the urban area.

Should you require any additional information, please do not hesitate to contact me at 613.542.5454 ext. 222.

Sincerely,

Reviewed by:

Jennifer Garrah, M.Pl

Jenmin Larrah

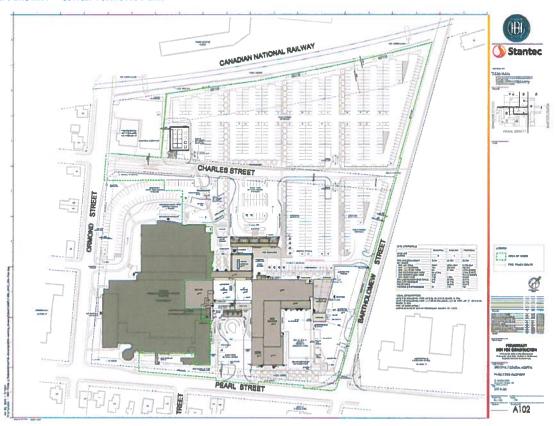
Planner

Mike Keene, MCIP RPP

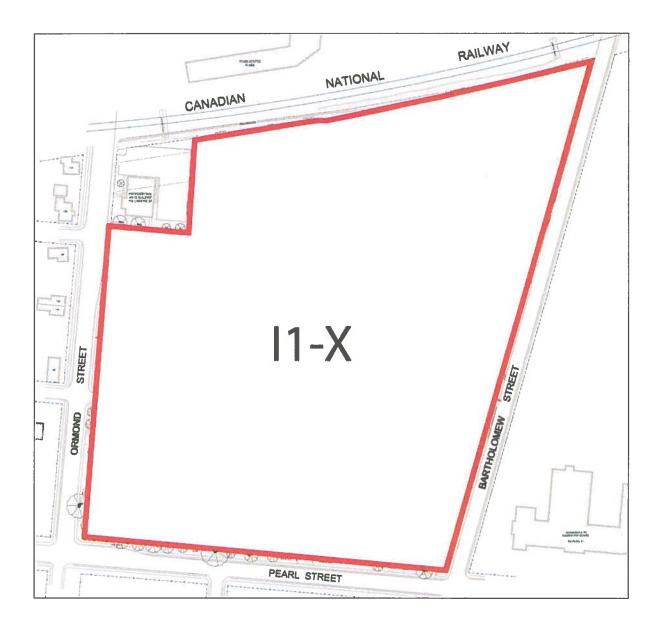
Mit for

Senior Planner

APPENDIX A — CONCEPTUAL SITE PLAN



APPENDIX B — PROPOSED ZONE SCHEDULE



APPENDIX C — PROPOSED ZONING

The zone provisions for the I1-X Zone shall be as follows:

- (i) FRONT YARD (minimum)
- 4.7 metres
- (ii) No structure shall be any closer to the Ormond Street centreline than 10.5 metres

Greenberg & Levine LLP

Barristers & Solicitors

2223 Kennedy Road Scarborough, Ontario M1T3*G5*

Murray Levine, B.A., LL.B. Harry Greenberg, B.A., LL.B.

Telephone (416) 292-6500 Fax (416) 292-6559

June 19, 2015

Email to: planning@brockville.com

Director of Planning City Hall 1 King Street West PO Box 5000 Brockville, Ontario K6V 7A5

Dear Sirs

RE: Zoning Charges – Charles St., Bartholomew St. & Pearl St. E., Brockville City of Brockville Zoning By-law 050-201

We are the lawyers for 182562 Ontario Inc. the owner of 135 Ormond Street who has received notification of the proposed zoning by-law amendments.

Our client's building is used as a medical center. Although his building is not affected directly he has a number of concerns as follows:

- 1. The proximity of the electrical station may be a problem due to possible electrical discharges affecting the medical building. The station should be removed to a further site.
- 2. Charles Street should not be closed until past our client's building as there is a handicapped walkway from the building onto Charles Street. Furthermore deliveries to the building are made through Charles Street.

Please make these concerns known to the proper department.

At this time our client is uncertain whether he will be able to attend the public meeting on July 7, 2015.

Yours truly Greenberg & Levine

Harry Greenberg

c.c. 1825624 Ontario Inc.



Lorraine Bagnell

From:

Helene Fleischer < Helene. Fleischer@cn.ca>

Sent:

June 15, 2015 1:19 PM

To:

Lorraine Bagnell

Subject:

FW: Notice of Public Meeting respecting an Application for Zoning By-law Amendment

for the Brockville General Hospital, Brockville, ON.

Good afternoon Lorraine,

Thank you for circulating CN on this proposed project.

Due to the proposal's proximity to the Kingston West mainline, CN anticipates the opportunity to review a noise study, as the land use in this case is considered to be sensitive.

In terms of the additional parking space, CN has concerns of fencing, drainage, and access on the site. This is in reference to: the provision of 1.83 meter chain link security fencing, avoidance of adverse impacts to the existing drainage pattern on the railway right-of-way and a 30 meter setback of access points to avoid the potential for impacts to traffic safety when located near at-grade railway crossings.

Regards,

Helene Fleischer - CN
Planification et développement communautaires
Community Planning & Development
helene.fleischer@cn.ca
514-399-7211

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This e-mail message is privileged, confidential and subject to copyright. Any unauthorized use or disclosure is prohibited.

From: Lorraine Bagnell [mailto:lbagnell@brockville.com]

Sent: Thursday, June 11, 2015 3:31 PM

To: CDSBEO; <u>sarah.crawford@ucdsb.on.ca</u>; <u>boisk@ecolecatholique.ca</u>; <u>pierre.tetrault@cepeo.on.ca</u>; <u>rowcentre@bell.ca</u>; <u>jeremy.godfrey@bell.ca</u>; <u>municipalnotices@enbridge.com</u>; Raymond Beshro; <u>scott.parrington@enbridge.com</u>; <u>joan.mays@healthunit.org</u>; <u>beverley.disney@mpac.ca</u>

Subject: Notice of Public Meeting respecting an Application for Zoning By-law Amendment for the Brockville General Hospital, Brockville, ON.

An application for Zoning By-law Amendment has been received by the City of Brockville with respect to a proposed expansion for the Brockville General Hospital.

For your information and review, enclosed is a copy of the Notice of Public Meeting and sketch of the proposed expansion.

Lorraine Bagnell

From:

Conal Cosgrove

Sent:

June 23, 2015 4:00 PM

To:

Maureen Pascoe Merkley

Cc:

Lorraine Bagnell; Sandra MacDonald; Peter Raabe; Steve Allen

Subject:

Proposed Zoning By-Law Amendment - Brockville General Hospital

Maureen

The Operations Department has the following comments with respect to this application:

- 1. The Transportation Planning Study projects a demand for 760 parking spaces for staff and visitors. The current version of the site plan shows 739 parking spaces. It is recommended that 760 parking spaces be provided to minimize the impact of on-street parking in the surrounding residential area.
- 2. The City, Brockville General Hospital, and Upper Canada District School Board should meet to review the Transportation Planning Study recommendations related to the proposed service entrance on Bartholomew Street and agree on am implementation plan prior to the approval of the Site Plan.
- 3. It is unclear from the current version of the site plan whether Charles Street is intended to remain as a public street, or become an internal roadway for the hospital site. Based on the current configuration, the Operations Department prefers that the Charles Street road allowance be transferred to the hospital in order to avoid maintenance concerns, particularly with respect to winter maintenance.

Conal



Enbridge Gas Distribution 500 Consumers Road North York, Ontario M2J 1P8 Canada

June 26, 2015

Lorraine Bagnell
Administrative Coordinator-Planning
City of Brockville
Planning Department
One King Street West PO Box 5000
Brockville, ON K6V 7A5

Dear Lorraine Bagnell,

Re:

Zoning By-law Amendment Brockville General Hospital

70, 75, 80, 94,100 and 108 Charles Street

94, 100, 118, 126, 134, 150, 152, 156 and 156A Bartholemew Street

150 and 156 Pearl Street East

City of Brockville File No.: D14-007

Enbridge Gas Distribution does not object to the proposed application(s).

This response does not constitute a pipe locate or clearance for construction.

The applicant shall contact Enbridge Gas Distribution's Customer Connections department by emailing <u>SalesArea60@enbridge.com</u> for service and meter installation details and to ensure all gas piping is installed prior to the commencement of site landscaping (including, but not limited to: tree planting, silva cells, and /or soil trenches) and/or asphalt paving.

If the gas main needs to be relocated as a result of changes in the alignment or grade of the future road allowances or for temporary gas pipe installations pertaining to phase construction, all costs are the responsibility of the applicant.

The applicant will contact Enbridge Gas Distribution's Customers Connections department by emailing <u>SalesArea60@enbridge.com</u> prior to any site construction activities to determine if existing piping facilities need to be relocated or abandoned.

Enbridge Gas Distribution reserves the right to amend or remove development conditions.

Sincerely,

Nikki DeGroot

Municipal Planning Advisor Distribution Planning & Records

ENBRIDGE GAS DISTRIBUTION TEL: 416-758-4754

500 Consumers Road North York, Ontario M2J 1P8

<u>enbridgegas.com</u> <u>Integrity. Safety. Respect.</u>

ND/rv