
TO: GENERAL COMMITTEE

SUBJECT: APPLICATION FOR ZONING BY-LAW AMENDMENT – SAVERINO INVESTMENTS INC. – 570, 574 AND 576 ESSA ROAD

WARD: 7

PREPARED BY AND KEY CONTACT: A. GAMEIRO, B.E.S., PLANNER
EXT. #5038

SUBMITTED BY: R. FORWARD, MBA, M.Sc., P. ENG., DIRECTOR OF PLANNING AND BUILDING SERVICES

GENERAL MANAGER APPROVAL: R. FORWARD, MBA, M.Sc., P. ENG.
GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER

EXECUTIVE SUMMARY

The following is a comprehensive report recommending approval to General Committee regarding an application for a zoning by-law amendment submitted by the Goodreid Planning Group, on behalf of Saverino Investments Inc., with respect to the subject lands located at 570, 574 and 576 Essa Road.

The applicant is proposing an amendment to Zoning By-law 2009-141 to permit the development of a 6-storey residential apartment (condominium tenure) building with a total of 52 units. The subject lands are designated 'Residential Area' within the City of Barrie Official Plan and are zoned 'Single Detached Residential Dwelling First Density' (R1) and 'General Commercial – Special Provision No. 50' (C4)(SP-50) in accordance with the City's Comprehensive Zoning By-law 2009-141, as amended. The property falls within the Essa Road Secondary Intensification Corridor as identified on Schedule 'I' of the Official Plan which identifies target densities of 50 units per hectare. It is important to note that while 50 units per hectare is the target density, not all properties are intended to redevelop at this density. Depending on individual site circumstances, properties may potentially develop at densities both above and below this target with the understanding that the target density of 50 units per hectare is to be achieved along the entire corridor over time.

To ensure that the development concept proposed by the owner is realized, staff are recommending that the approval of the application be tied to same. In this regard, a 'Residential Apartment Dwelling Second Density-1 Special' (RA2-1)(SP) zone designation is recommended which would permit a maximum building height of 6-storeys (22 m); a minimum rear yard setback of 48 m; a maximum lot coverage of 46% for all surface parking areas; a maximum density of 84 units per hectare; and a minimum density of 53 units per hectare. The above noted site specific provisions related to maximum building height, minimum rear yard building setback and both the minimum and maximum density provisions have been reflected in the recommended motion in order to provide local residents with some level of assurance that the future redevelopment of the property would be reflective of the concept plan submitted in support of the subject application.

It is important to note the following intensification projects along the Essa Road corridor that have been previously recommended by Planning staff and ultimately approved by Council:

Municipal Address	Application #	Density (Units/Hectare)	Building Height	Approval Date
497, 503, 507 & 513 Essa Road	D14-1367	99 UPH	3-4 Storeys	January 24, 2005 (By-law 2005-026)
355-361 Essa Road	D11-1359	53 UPH	3-4 Storeys	January 23, 2006
91 Coughlin Road	D11-1531	54 UPH	3-Storey	June 29, 2010
380 Essa Road	D14-1499	74 UPH	3-Storey	May 9, 2011 (By-law 2011-057)
536-540 Essa Road	D14-1505	80 UPH	4-Storey	June 4, 2012 (By-law 2012-102)
300 Essa Road	D09-OPA017 D14-1473R	138 UPH	4-12 Storeys	April 29, 2013 (By-law 2013-078)
369 & 379 Essa Road	D14-1570	60 UPH	3 Storeys	September 29, 2014 (By-law 2014-130)
534, 536 & 540 Essa Road	D14-1583	55 UPH	3 Storeys	June 29, 2015 (By-law 2015-073)
556, 560 & 568 Essa Road	D14-1566	106 UPH	8 Storeys	August 24, 2014 (By-law 2014-092)

It is evident from the above table that the proposed development is in keeping with the densities and the form of mid-rise development previously established for this Intensification Corridor.

The proposed development is considered to be appropriate for the subject lands as it complies with both Provincial and Municipal policy. Therefore, staff recommend approval of the application in accordance with the details enclosed in this report.

RECOMMENDED MOTION

1. That the Zoning By-law Amendment application submitted by the Goodreid Planning Group, on behalf of Saverino Investments Inc., to rezone the lands known municipally as 570, 574 and 576 Essa Road (Ward 7) from 'Single Detached Residential Dwelling First Density' (R1) and 'General Commercial - Special Provision No. 50' (C4)(SP-50) to Residential Apartment Dwelling Second Density-1 Special RA2-1(SP) be approved.
2. That the following Special Provisions (SP) be referenced in the implementing Zoning By-law for the subject lands:
 - a) Permit a minimum density of 53 units per hectare;
 - b) Permit a maximum density of 84 units per hectare;
 - c) Permit a maximum building height of 6-storeys (22 metres), whereas 30 metres would be permitted;

- d) Permit a minimum rear yard building setback of 48 metres, whereas 7 metres would be permitted; and
 - e) Permit a maximum lot coverage of 46% for all surface parking areas, whereas 35% would be permitted.
3. That pursuant to Section 34(17) of the Planning Act, no further public notification is required prior to the passing of this by-law.
 4. That the written and oral submissions received relating to this application, have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application, including the following matters raised in those submissions and identified within Staff Report PLN001-17: adverse effect on property values and quality of life of abutting residents; decreased privacy due to the proposed height and surface parking area; increased noise from construction and additional residents; shadowing impacts; incompatibility with the surrounding neighbourhood; and increased traffic along Essa Road and Mapleton Avenue.

PURPOSE & BACKGROUND

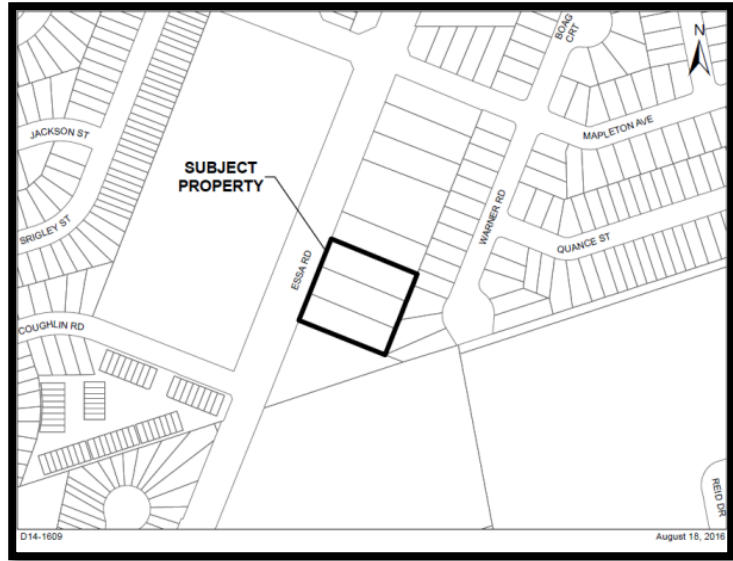
Report Overview

5. The purpose of this report is to recommend approval of the application by the Goodreid Planning Group., on behalf of Saverino Investments Inc., for lands known municipally as 570, 574 and 576 Essa Road (Ward 7). The effect of the application would be to permit the development of a 6-storey residential apartment (condominium tenure) building with 52 units and a density not exceeding 84 units per hectare. Staff are recommending approval of the subject application as the lands are considered to be appropriate for this form of mid-rise residential development in accordance with both Provincial and Municipal policy.
6. On August 25, 2014, City Council approved a zoning by-law amendment for the adjacent lands to the north known municipally as 556, 560 and 568 Essa Road to permit an 8-storey residential condominium building with a total of 88 units (By-law No. 2014-092). If approved, the subject zoning by-law amendment application will facilitate the development of a 6-storey, 52-unit multi-residential building at 570, 574 and 576 Essa Road. The proposed building will form the second phase of the overall development, which will ultimately consist of two multi-residential buildings at 556, 560, 568, 570, 574 and 576 Essa Road.

Location

7. The subject lands are located on the east side of Essa Road, south of Mapleton Avenue and north of Coughlin Road, within the Holly Planning Area (Ward 7). The subject lands are known municipally as 570, 574 and 576 Essa Road (Lots 13, 14 and 15, Concession 12, Registered Plan 1101) and have a total lot area of approximately 0.62 hectares with 77.6 m of frontage on Essa Road.
8. The existing land uses surrounding the subject property are as follows:
 - North: Residential Apartment Dwelling Second Density – Special Provision No. 506 (RA2-1) (SP-506).
 - South: General Commercial (C4) and Light Industrial (LI)
 - East: Single detached residential; zoned Residential Dwelling Second Density (R2)

West: Essa Road and commercial plaza;
zoned General Commercial (C4)



9. The lands subject to the application consist of three lots with a total area of approximately 0.62 hectares (1.55 acres) and approximately 77.6 metres of frontage along Essa Road.

Existing Policy

10. The property is designated 'Residential Area' within the City of Barrie Official Plan and is zoned 'Single Detached Residential Dwelling First Density' (R1) and 'General Commercial – Special Provision No. 50' (C4)(SP-50) in accordance with the City's Comprehensive Zoning By-law 2009-141, as amended.
11. The property falls within the Essa Road Secondary Intensification Corridor as identified on Schedule 'I' of the Official Plan which identifies target densities of 50 units per hectare.

Supporting Information

12. In support of the subject application, the following reports were submitted:
- a) **Planning Justification Report** (July 2016) provides a review of the property characteristics and surrounding lands as well as the planning policy basis and opinion of the Goodreid Planning Group for the application to be approved as residential intensification. A detailed site plan/landscape plan and building elevations were included as Appendices to this report and have been attached as Appendix "D" and "E" to this report.
- b) **Shadow Impact Study** (July 20, 2016) provides an assessment of the proposed shadows conducted on September 21 of any year on adjacent residential properties as per Section 6.1.1 of the Intensification Area Urban Design Guidelines. The report concludes that the proposed building has been located at the southwest corner of the property so as to minimize shadowing impacts on the adjacent low-rise residential properties and as a result, the potential shadow impacts on the abutting residential properties are not unreasonable. Given that there are no public parks immediately abutting the subject property, there are no shadow impacts on the existing public parks in the neighbourhood.

- c) **Noise Impact Study** (July 20, 2016) provides an assessment of potential noise impacts on the proposed residential building as it relates to traffic noise generated from Essa Road as well as provides recommendations to ensure that MOE indoor noise guidelines can be met for all dwelling units. The report concludes that the proposed residential building can be developed in a manner that satisfies the requirements of the MOE guidelines for transportation noise.
- d) **Functional Servicing Report & Traffic Brief** (July 2016) provides that the subject lands will have frontage and access on Essa Road for the purpose of this development and that the proposed development can be adequately serviced with respect to sanitary, storm and watermain services through connections to the existing services located on Essa Road and Mapleton Avenue. The report further concludes that stormwater management will be addressed on site in accordance with MOE guidelines for both quality and quantity control measures and the proposed development will not negatively impact the existing operation of Essa Road.

Neighbourhood Ward Meeting

- 13. On August 15, 2016, the subject application was submitted to permit the development of the subject lands for a 6-storey, 52-unit residential apartment building. A Neighbourhood Ward Meeting was held on October 27, 2016 to discuss the subject application and proposed development whereby a number of local residents expressed their concerns with the application. A number of comments were received both at the meeting and through written correspondence. The majority of the residents providing comments were not in support of the proposed rezoning and the concerns expressed were that of the adverse effect on property values and quality of life of abutting residents; decreased privacy due to the proposed height and surface parking area; increased noise from construction and additional residents; and shadowing impacts. Residents also indicated that the proposal would have an unsightly skyline adjacent to bungalows, result in increased traffic, will be precedent setting for additional intensification projects along Essa Road and is in contravention of the City's Tall Buildings Policy.
- 14. Additional comments were received at the Neighbourhood Ward Meeting indicating support for the subject application. These comments further stated that the proposal would be in keeping with the City's policies for intensification and the proposed 6-storey mid-rise building would be appropriate for this gateway location along the Essa Road corridor.

Public Meeting

- 15. A Statutory Public Meeting was held on January 30, 2017 to discuss the subject application and proposed development whereby one resident commented that he was advised by two previous area homeowners that the proposed building was to be 4-storeys in height rather than the proposed 6-storeys. The resident questioned when the proposed building height had changed. Planning staff stated that the public notices that were sent out for both the Neighbourhood Ward Meeting and the Statutory Public Meeting both indicated that a 6-storey building was being proposed. The resident then asked why an Official Plan Amendment was not required. City Planning staff noted that the proposal is in keeping with the 'Residential Area' designation of the Official Plan and therefore an Official Plan Amendment is not required.
- 16. A City Councilor also asked if City staff have considered the installation of traffic lights at the driveway access of the proposed development and the Holly Meadows Commercial Plaza located directly opposite the proposed development on the west side of Essa Road. City Planning staff advised the City Councilor that they would contact the City's Traffic Services Division to investigate the feasibility of installing traffic signals at this location.

17. Following the Public Meeting, Planning staff contacted the City's Traffic Services Division who confirmed that traffic lights are not appropriate in this location given the close proximity to the intersection of Mapleton Avenue and Essa Road, and the intersection of Coughlin Road and Essa Road. If traffic lights were installed at this location, they would not meet the minimum distance separation requirements required by the City's Traffic Services Division for signalized intersections. As such, the City's Traffic Services Division has recommended that vehicular access from the subject lands onto Essa Road be restricted to a right-turn movement only.

Department and Agency Comments

18. The subject application was circulated to staff in various departments and to a number of external agencies for review and comment. All City departments and external agencies did not have any concerns with the proposed development. The proposed development will be subject to site plan control at which time items such as parking, vehicle access and circulation, landscaping, site servicing and drainage, stormwater management and urban design will be addressed. A detailed overview of all department and agency comments received regarding the application is contained in Appendix "A" of this staff report.

PLANNING ANALYSIS

Provincial and Municipal Policy Planning Framework

19. The subject application has been reviewed against Provincial Planning policies such as the Provincial Policy Statement (PPS) and the Growth Plan, as well as the City's Official Plan, Intensification Area Urban Design Guidelines and the Zoning By-law. A detailed analysis of the Provincial and Municipal planning policies applicable to this application are contained in Appendix "B" of this Staff Report.

Summary of Provincial and Municipal Planning Policies

20. The proposed Zoning By-law Amendment is consistent with the policies in the Provincial Policy Statement (PPS) and the Growth Plan in that the proposed development is compact, located within a built-up area, and is taking advantage of existing infrastructure and public services (i.e. transit).
21. Planning staff are of the opinion that the proposed development, if approved, is considered to be consistent and in conformity with the Official Plan. More specifically, the proposed development meets the locational criteria for high density residential development and provides for an appropriate density that would serve to utilize existing services and infrastructure in accordance with the Intensification policies of the City's Official Plan. The proposed development; in the form of a 6-storey residential apartment building as proposed, is in staffs' opinion, considered to be consistent with the Tall Buildings policies of the Official Plan. As noted in the Shadow Impact Study submitted in support of the subject application, the shadow impacts associated with the proposed development are considered to be minimal given the significant and acceptable separation distance provided between the proposed building and neighbouring residential properties to the east. Finally, the visual impact of the building is appropriate given the noted design elements in Appendix "B" of this Staff Report which would be further refined through a subsequent Site Plan Approval.

22. The proposed development is consistent with the City's Intensification Urban Design Guidelines in that the applicant is proposing a compact mid-rise development that is located on an intensification corridor. The applicant is also proposing a high standard of design with the parking area located in the interior of the site and the building positioned close to the street frontage with connections to the municipal sidewalk in order to create a pedestrian-friendly streetscape. The proposed building will also contain step-backs as well as a variation in building materials in order to create an attractive public realm. The proposed development will also incorporate landscape treatments to not only soften the site, but to provide buffering between the subject lands and adjacent properties. It is important to note that a 3 metres landscape buffer strip is being provided around the rear parking area. Planning staff anticipate that a 1 metres retaining wall will also be constructed along the rear property line, as was required in the first phase of the development at 556, 560 and 568 Essa Road to the north. A 2 metres high tight board fence will be constructed on top of the proposed retaining wall in order to provide privacy between the subject lands and the adjacent residential lots to the east. Furthermore, existing boundary vegetation on-site will be preserved so as to provide additional buffering for the abutting single detached residences. Where development is unable to retain an effective buffer to the existing single detached residences to the east, additional/oversized buffer planting will be required.
23. As illustrated on Schedule "F" of this report, the applicant has demonstrated that the 45-degree angular plane has been achieved for the proposed development on the adjacent lands to the north (phase 1), known municipally as 556, 560 and 564 Essa Road. Although this diagram was prepared for the proposed 8-storey building on the adjacent lands to the north, it demonstrates that a 'hypothetical' 4-storey building built to the minimum zoning standards, would result in a greater visual impact for the abutting residential properties than the 6-storey building being proposed on the subject lands; given the significant distance separation (approximately 48 metres) afforded by the proposal.
24. While staff would typically encourage mixed-use buildings with ground floor commercial development for the subject site in accordance with the Intensification Urban Design Guidelines, staff are not requiring ground floor commercial development for this site given the availability of commercial uses within the immediate vicinity; particularly the Holly Meadows Commercial Plaza located directly opposite the proposed development on the west side of Essa Road. It is important to note that convenience commercial uses which would serve the residents of an apartment building are permitted as of right in all apartment building zones. This provides the opportunity to accommodate convenience commercial uses into the proposed development at a future date if it is considered appropriate and warranted.
25. The Bonusing Policies within the Official Plan currently permit City Council to negotiate community benefits when considering passing a By-law to increase the height and/or density of a development beyond what is currently permitted in the Zoning By-law. In this case, bonusing policies should not apply, as the subject lands are located in an intensification corridor. It is important to note that City Council has approved 'Mixed Use' zoning standards for the City's intensification nodes and corridors. Although the 'Mixed Use' zoning standards are currently under appeal, they permit a maximum building height of 8-storeys (25.5 m). If approved, the proposed zoning by-law amendment would permit the development of a 6-storey (22 m) building, which is below the maximum height permitted by the 'Mixed Use' zone standards. Furthermore, development proposals in the 'R1' Residential Zone are not subject to bonusing policies, as noted in Staff Report PLN004-15, dated January 26, 2015. Therefore, Planning staff are of the opinion that bonusing policies do not apply to this application.

26. Staff are satisfied that the proposed development would provide for appropriate spatial separation from the existing single detached residences to the east (i.e. 48 metres rear yard setback and 3 m landscape buffers) and provides for good urban design. Should the application be approved, staff are satisfied that the detailed design elements would be adequately addressed through a subsequent Site Plan application. Furthermore, the above-noted site specific provisions related to maximum building height, minimum rear yard building setback and both the minimum and maximum density provisions have been reflected in the recommended motion in order to provide local residents with some level of assurance that the future redevelopment of the property would be reflective of the concept plan submitted in support of the subject application.
27. Finally, to ensure that the desired form of development is achieved on site; staff are recommending that a density range of 53-88 units per hectare be specified in the implementing zoning by-law for the subject lands to ensure that more than just ground-floor residential units would be provided in accordance with the City's Intensification policies and guidelines. The slight increase in density would provide the applicant/owner with the opportunity to accommodate ground-floor commercial uses in the future without eliminating residential units.

ENVIRONMENTAL MATTERS

28. There are no environmental matters related to the recommendation.

ALTERNATIVES

29. There are two alternatives available for consideration by General Committee:

Alternative #1

General Committee could refuse the subject Zoning By-law Amendment application and maintain the current 'low density' and 'commercial' designation and zoning on the subject lands.

This alternative is not recommended as the subject property is ideally suited for mid-rise (medium-high density) residential development in the form and density proposed given the full range of services and facilities available in the area. The proposed amendment is also in keeping with the Provincial and Municipal policy for the City's intensification areas.

Alternative #2

General Committee could approve the subject Zoning By-law Amendment application without the requested Special Provision(s).

This alternative is not recommended as the applicant has submitted a detailed concept plan which is generally consistent with the Urban Design Guidelines for the City's Intensification Areas and current City standards with respect to access, servicing, stormwater management, landscaping, setbacks, building orientation/placement/massing, parking, etc.

FINANCIAL

30. The proposed rezoning of the subject lands would permit the development of a 6-storey, 52-unit residential building, which would result in a substantial increase in the municipal property tax revenues generated from the subject lands. Once developed, the subject lands will generate approximately \$68,900.00 annually in property taxes.
31. Building permit application fees are estimated to be \$210,000.00 based on rates of \$18.00/square metre for the apartment units. Development charges revenue is estimated to be \$1,225,936.00 and park levies are estimated to be \$91,468.00.

32. The properties, when developed, would be subject to site plan control. All costs associated with the approval and development of the site would be the owner's responsibility. The developer would be responsible for all capital costs for the new infrastructure required within the development limits. Costs associated with the ongoing maintenance and operational costs of the new internal infrastructure would be the responsibility of the future condominium corporation. Further, the owner would be required to register a Plan of Condominium over the subject lands and as a result, all costs associated with snow/waste removal, landscape maintenance and site lighting would be the responsibility of the condominium corporation. The City would incur additional operating and maintenance costs associated with extending municipal services to the area such as fire protection, policing, boulevard landscaping maintenance and increased contributions to reserves to plan for the eventual replacement of the municipal assets.

LINKAGE TO 2014-2018 STRATEGIC PLAN

33. The recommendations included in this Staff Report support the following goals identified in the 2014-2018 Strategic Plan:
- Vibrant Business Environment (Promote Barrie's Strengths) - the recommended action will maintain the City's position of encouraging intensification in designated growth areas to take advantage of transit and existing services in accordance with existing policy. The development would also increase the City's tax base and result in additional revenues generated through increased taxes, payment of development charges and issuance of building permits.
 - Inclusive Community (Support Diverse and Safe Neighbourhoods) – the proposed development will provide for additional housing opportunities in the City and add diversity to the neighbourhood which consists primarily of low-density residential housing.

Attachments: Appendix "A" – Department and Agency Comments
Appendix "B" – Planning Policy Analysis
Appendix "C" – Proposed Zoning (Map)
Appendix "D" – Proposed Site Plan & Landscape Plan
Appendix "E" – Proposed Building Elevations
Appendix "F" – Angular Plane Analysis Example

APPENDIX "A"

Department and Agency Comments

Department & Agency Comments

1. Alectra (PowerStream) and Bell Canada provided comments indicating they had no concerns with the proposed rezoning.
2. The Lake Simcoe Region Conservation Authority (LSRCA) provided comments indicating that they had no concern with the proposed rezoning from a watershed perspective; approval of the subject application would be consistent with the Provincial Policy Statement and would be in conformity with the Lake Simcoe Protection Plan. The LSRCA noted that the following should be fulfilled prior to the approval of any subsequent site plan and/or draft plan of condominium application(s):
 - a) Detailed Stormwater Management Report including:
 - i) Grading and Drainage Plan;
 - ii) Phosphorous Budget;
 - iii) Water Balance;
 - iv) LID Assessment; and,
 - v) Erosion and Sediment Control Plan.
3. The Engineering Department provided comments indicating that the development of the subject lands will be subject to site plan control at which time the Engineering Services Department will address parking, vehicle access and circulation, servicing, and drainage through the provisions of a detailed engineering submission. The Engineering Services Department also noted that a mutual access and services easement agreement must be in place between the subject property and adjacent lands to the north, known municipally as 556, 560 and 568 Essa Road. It is important to note that easements have been created for shared access and servicing between the subject lands and 556, 560 and 568 Essa Road to the north through Consent Applications B15/16 and B27/16.
4. The Engineering Department also indicated that the City's latest Multi-Modal Active Transportation Master Plan (MMATMP) has projected the need for an ultimate right-of-way width of 34 metres for this section of Essa Road by the year 2051. In this regard, the owner shall agree to protect a future 2 metres right-of-way widening along the entire Essa Road frontage by not locating any private structures within this area.
5. Finally, the Engineering Services Department identified that the owner would be required to confirm that any outstanding local improvements or City of Barrie Act Charges associated with the subject lands have been paid in full.
6. The Traffic Division indicated that there was a concern with the Traffic Brief which concluded that the subject lands would have a good level of service for left turn-out movements onto Essa Road. The Traffic Division has indicated that a left-turn movement onto Essa Road will not be permitted. The subject lands will be restricted to a right-turn movement only. Additional signage will also be required for the right-turn only exit lane to ensure motorists are aware that left turns from the site are prohibited. Site access and lighting will be further reviewed by the Traffic Division through the site plan control process.

7. Parks Planning provided comments relating to design standards that would be addressed and reviewed in detail during the Site Plan Control process to ensure compliance with the Urban Design Guidelines and City standards. Parks Planning further commented that the applicant would be required to pay the required cash contribution for parkland dedication in lieu of a land dedication in accordance with the Planning Act. This would occur following site plan approval, prior to the issuance of a building permit.

8. Parks Planning also indicated that when a site plan control application is received for the subject lands, the applicant shall provide a tree inventory and assessment for the site, including any vegetation on abutting lands with an overhanging canopy which may be subject to impact from the site grading. The inventory shall be the basis for a tree preservation and removal plan, which must be coordinated with the site alteration and grading plans. Any private vegetation not adequately mitigated from development impacts will require written consent to impact from the affected property owner. Furthermore, where development is unable to retain an effective buffer to the single detached residential lots to the east, additional/oversized buffer planting will be required, as in the first phase of the overall development at 556, 560 and 568 Essa Road. Finally, the existing fencing along the east and south lot lines will need to be reviewed to ensure that it is in compliance with current City standards. Where fencing is not deemed to meet City standards, the applicant/property owner will be required to install new fencing to the satisfaction of the Director of Engineering Services.

APPENDIX "B"

Planning Policy Analysis

Provincial Policy

1. The Provincial Policy Statement (PPS) in brief contains policies that provide direction for communities to manage and direct land uses to achieve efficient development and land use patterns. This is achieved by ensuring that sufficient land is available through intensification to accommodate an appropriate range and mix of residential and employment uses; avoiding land use patterns which may cause public health and safety concerns; and promotes efficient and cost-effective development.
2. The PPS further states that new development should occur adjacent to existing built-up areas, have a compact form, mix of uses and densities that allow for the efficient use of land, planned infrastructure and public service facilities (i.e. transit) to accommodate projected needs. Intensification and redevelopment is also promoted to meet projected needs for the next 20 years.
3. Places to Grow: Growth Plan for the Greater Golden Horseshoe (The Growth Plan) is intended to provide direction for municipalities in areas related to intensification of existing built-up areas with a focus on urban growth centres, intensification corridors and major transit station areas. The primary focus of the Growth Plan is on building complete communities that are well-designed, offer transportation choices, accommodate people at all stages of life and have the right mix of housing, a good range of jobs and easy access to stores and services to meet daily needs. The Growth Plan further requires that 40% of all residential development occurring annually within the City must be within the existing built boundary. In addition, the Growth Plan promotes the wise management of resources through the utilization of existing services and transportation infrastructure.
4. The Places to Grow Act required Municipal Official Plans for growth Municipalities to be brought into conformity with the Growth Plan. The implementation of this Plan required municipalities to identify intensification areas that can support the defined intensification targets for the community, and managing that growth by focusing intensification in the areas identified. In this regard, the Planning Services Department prepared an Intensification Strategy that was adopted by Council on May 4, 2009 as part of the City's overall growth management plan. The Intensification Policies identified in this Strategy have been incorporated into the City's Official Plan.
5. In staffs' opinion, the proposed development would be consistent with the Provincial Policy Statement and The Growth Plan in terms of contributing to the range of housing types available and would serve to utilize existing and planned infrastructure in the area. Notwithstanding that the proposed development is considered to be consistent with Provincial Policy, all development proposals must also be reviewed on a site-specific basis to confirm that they are consistent with municipal policies and requirements and are appropriate for the area in which they are proposed.

Official Plan

6. As noted above, the subject lands are designated 'Residential Area' within the City's Official Plan. Lands designated 'Residential Area' are intended to be used primarily for residential uses, with all forms of housing permitted subject to locational criteria.

Density and Location

7. There are a number of policies in the Official Plan that generally support the proposed development. Sections 2.3 Assumptions, 3.1 Growth Management and 3.3 Housing, relate to providing increased densities, directing growth to take advantage of existing services and infrastructure and the provision of a range and mix of housing types at appropriate locations. In addition, the proposed development was reviewed in association with the Intensification policies of the Official Plan. These policies implement the City of Barrie Intensification Study that was completed in 2009 which encourages residential intensification to be directed to four categories; the Urban Growth Centre (UGC), Intensification Nodes, Intensification Corridors, and the Major Transit Station Areas.
8. Intensification corridors are defined as “*Intensification areas along major roads, arterial or higher order transit corridors that have the potential to provide a focus for higher density mixed use development consistent with planned transit service levels*”.
9. The development, if approved, would serve to address many of the criteria outlined in the Intensification Study and the Intensification Policies of the Official Plan. The subject property has frontage on Essa Road, which in accordance with Schedule “I” of the Official Plan, is identified as an Intensification Corridor. The proposed development would also contribute to a more compact urban form and efficiently use land and resources, support transit, and optimize the use of existing infrastructure and services.
10. In accordance with Section 4.2.2.2 (e) of the Official Plan, high density residential development shall consist of developments which are in excess of 54 units per hectare. The Official Plan further states that high density developments in excess of 150 units per hectare shall be restricted to locations within the City Centre. In this regard, the subject application is proposing a density of approximately 84 units per hectare and is located outside of the City Centre. As such, the proposed development would be considered to be high density residential in accordance with the Official Plan.
11. Section 4.2.2.3 (b) of the Official Plan further provides that medium and high density development is encouraged in the Intensification Corridors and should be directed to locate close to parks, schools and local commercial facilities, and adjacent to arterial or collector roads. The subject lands are located on Essa Road, a designated Intensification Corridor that is targeted to develop at a density of 50 units per hectare. It is important to note that while 50 units per hectare is the target density, not all properties are intended to redevelop at this density. Depending on individual site circumstances, properties may potentially develop at densities both above and below this target with the understanding that the target density of 50 units per hectare is to be achieved along the entire corridor over time.
12. In staffs’ opinion, the proposed development would meet the City’s locational criteria with respect to high density development as the subject lands are located within walking distance to City parks (Mapleton Park and Holly Community Park; both less than 500 metres away from the subject property) and two schools (Holly Meadows Elementary School and Trillium Woods Elementary School). The subject lands are also located in proximity to many commercial facilities along Essa Road, particularly the Holly Meadows Commercial Plaza directly opposite the subject lands on the west side of Essa Road. The property is also located along an arterial roadway (Essa Road) whereby access to the proposed development would be obtained and on which transit services are available.

Parking, Amenity Space, Buffering from Adjacent Properties

13. The General Design Policies of the Official Plan require residential development to provide necessary on-site parking and functional open space amenity areas including landscaping, screening and buffering. The preliminary concept plan submitted and included as Appendix "D" to this report identifies that sufficient parking would be accommodated on-site through surface parking for residents and visitors of the proposed development. The plan also provides for an appropriate open space amenity area and buffering from abutting lower density residential properties. In this regard, the concept plan identifies building setbacks of approximately 17.3 metres and 5 metres from the north and south property lines, respectively. Staff would note that the separation distance between the proposed building and rear yards of the single detached residences fronting Warner Road is significant in that it measures approximately 48 metres.
14. In addition to the abovementioned building setbacks, a 3 metre landscape buffer strip would be required to be provided along all adjacent residential property boundaries and where possible, the existing boundary vegetation on-site would be preserved so as to provide additional buffering for the abutting single detached residences. Where development is unable to retain an effective buffer to the single detached residential lots to the east, additional/oversized buffer planting will be required. Should the subject application be approved, a detailed site plan application would be required at which time detailed plans would be submitted to review and confirm compliance with the above noted design elements and the City's Urban Design Manual.

Tall Buildings and Shadowing

15. In January 2014, the City introduced new policies for Tall Buildings within Section 6.6 of the Official Plan. These policies are applicable to any proposed building above 3-storeys in height; particularly within the Urban Growth Centre and the Intensification Nodes and Corridors. The general design policies of this section require that innovative architectural design will be encouraged to reduce the visual and physical impact of height on the adjacent pedestrian realm and where possible, parking, site servicing, loading areas and building utilities should be located towards the rear of buildings with appropriate screening. The policies further state that the use of underground parking is strongly encouraged and tall buildings are to be held to a high standard of design excellence by using quality urban design, architectural treatments and building materials in order to promote a visually interesting skyline.
16. The Tall Buildings Policies further state that buildings will be designed to best mitigate the shadows on public parks and open spaces, private amenity areas and surrounding streets throughout the day and buildings will make use of setbacks, stepping provisions and other such design measures in order to reduce shadow impacts. Tall buildings will also incorporate building articulations, massing and materials that respect the pedestrian scale and create interest.
17. Section 6.6.4(e) of the Official Plan states that where taller buildings are proposed adjacent to lower scale buildings, design elements which make use of height transitions between sites shall be encouraged. In this regard, buildings should be located away from areas directly adjacent to lower scale buildings. It is important to note that the policies further state that the compatibility between sites is not intended to be interpreted as restricting new development to exactly the same height and densities of surrounding areas, particularly in areas of transition such as intensification corridors.

18. In staffs' opinion, the proposed development is consistent with the Tall Building Policies identified above. As illustrated on the proposed site plan and building elevations (attached as Appendix "D" and "E" to this Staff Report), all required parking is proposed to be located at the rear of the property. An articulated roof; constructed at 4, 5 and 6 storeys along the Essa Road frontage, would provide for a more visually interesting skyline and the horizontal variation in building materials is intended to reduce the visual and physical impact of height while providing a more pedestrian scale façade adjacent to the pedestrian realm of Essa Road. In addition, there are no public parks/open spaces immediately abutting the proposed development which would be impacted by shadows.
19. A Shadow Impact Study was submitted in support of the subject application which assessed the impacts of the shadows cast on the abutting properties by the proposed development. Section 6.1.1 of the Intensification Area Urban Design Guidelines suggests that the shadows of buildings taller than 8-stories should be assessed on an hourly basis throughout the day on March 21 and September 21 (Spring/Autumn Equinoxes). March 21 is the midway point between the longest day of the year (June 21) and the shortest day of the year (December 21), and is interpreted as representative of the average shadow impact cast by a building. Given that March 21 and September 21 contain an equal number of daylight hours and the difference in shadows between these two dates is considered negligible, the report provided an assessment of the proposed shadows conducted on September 21. The report concludes that the proposed building has been located at the south-west corner of the property so as to minimize the shadow impacts on the adjacent low-rise residential properties. Based on a projected shadow analysis for the noted date, shadows on the adjacent residential properties to the east would not be realized until approximately 6:00 pm and therefore are not considered to be unreasonable.
20. Based on the provisions identified above, staff are of the opinion that the proposed development, if approved, is considered to be consistent and in conformity with the Official Plan. More specifically, the proposed development meets the locational criteria for high density residential development and provides for an appropriate density that would serve to utilize existing services and infrastructure in accordance with the Intensification policies of the City's Official Plan. The proposed development; in the form of a 6-storey residential apartment building as proposed, is in staffs' opinion, considered to be consistent with the Tall Buildings policies of the Official Plan. As noted above, the shadow impacts associated with the proposed development are considered to be minimal given the significant and acceptable separation distance provided between the proposed building and neighbouring properties to the east. Finally, the visual impact of the building is appropriate given the noted design elements which would be further refined through a subsequent Site Plan Approval.

Intensification Area Urban Design Guidelines

21. In June of 2013, Council received the Urban Design Guidelines for the Intensification Areas as prepared by Brook McIlroy, October 2012. These guidelines are intended to ensure that new development is compatible with the existing built fabric while creating an attractive and safe public realm that supports alternative modes of transportation and is environmentally sustainable. One of the consistent themes throughout these guidelines is to create higher density, mixed-use, pedestrian friendly streetscapes throughout the intensification areas. In doing so, it is recommended that human-scaled (approximately 4-8 storeys), mixed-use buildings should abut the intensification corridors. In this regard, buildings should be positioned to frame abutting streets, main entrances should be directly accessible from public sidewalks and the front streetwall of buildings should be built to the front property line. The Guidelines further suggest that development on prominent streets should meet a high standard of design. In accordance with the above, the proposed 6-storey building is considered to be a mid-rise development.

Buffering from Adjacent Properties

22. The Urban Design Guidelines encourage mid-rise buildings up to 8-storeys if certain design elements are met. More specifically, Section 4.3.7 of the Guidelines requires that where intensification projects are proposed adjacent to stable residential neighbourhoods, the application of a 45-degree angular plane is recommended to provide a transition in height from mid-rise buildings to low-rise residential homes. The intent of this provision is to provide appropriate separation distances and to reduce shadow impacts on abutting residential homes as well as the perception of height. As illustrated on Schedule "F" of this Staff Report, the applicant has demonstrated that the 45-degree angular plane has been achieved for the proposed development on the adjacent lands to the north (phase 1), known municipally as 556, 560 and 564 Essa Road. Although this diagram was prepared for the proposed 8-storey building on the adjacent lands to the north, it demonstrates that a 'hypothetical' 4-storey building built to the minimum zoning standards, would result in a greater visual impact for the abutting residential properties than the 6-storey building being proposed on the subject lands; given the significant distance separation (approximately 48 metres) afforded by the proposal.

Mixed Use (Commercial/Residential)

23. While staff would typically encourage mixed-use buildings with ground floor commercial development for the subject site in accordance with the Urban Design Guidelines, the applicant has indicated that they are not proposing commercial uses given the availability of commercial development within the immediate vicinity. Having said that, it is important to note that Planning staff have established new zoning standards for the Intensification Areas. The new standards generally require that mid-rise, mixed-use buildings (2 to 8-storeys in height) should be established along the Intensification Corridors.
24. On October 5, 2015, City Council approved new zoning standards for the City's Intensification Nodes and Corridors (By-law No. 2015-097). The Intensification Area standards suggest that residential buildings above 5-storeys in height shall accommodate ground floor commercial within 50% of the gross floor area of the first floor within the Corridors. For purposes of comparison, the proposed development is generally in conformity with the development standards for the intensification corridors, save and accept the provision for ground floor commercial, maximum front and side yard setbacks of 3 metres (7 metres front yard and 17.3 metres and 5 metres side yard setbacks proposed) and a minimum ground floor height of 4.5 metres (4 metres proposed). Given that the Intensification Area zoning standards are still under appeal at the Ontario Municipal Board (OMB), Planning staff are not recommending that the approval of the subject application be contingent on satisfying the Intensification Area zoning standards that have not yet been approved by the OMB.
25. Although preferred, staff are satisfied that ground floor commercial is not required to be provided within the subject development given the sufficient availability of existing and proposed commercial space in close proximity to the subject lands; particularly the Holly Meadows Commercial Plaza located directly opposite the proposed development on the west side of Essa Road. Staff would note that convenience commercial uses which would serve the residents of an apartment building are permitted as of right in all apartment buildings. In accordance with Section 5.2.6 of the City's Comprehensive Zoning By-law 2009-141, a convenience store, personal service store and dry cleaning distribution outlet are permitted as of right commercial uses within an apartment building providing the commercial use(s) do not occupy greater than 25% of the ground floor area of the building. This standard would provide the opportunity for the development to accommodate convenience commercial uses into the development at a future date if it is considered appropriate and warranted, without the need for a special provision being incorporated into the proposed site specific zoning by-law associated with the property.

Zoning Rationale for Special Provisions (SP)

26. As noted above, the applicant has requested a 'Residential Apartment Dwelling Second Density-1 Special' (RA2-1)(SP) zoning over the subject lands to permit the proposed development. In this regard, a site-specific zoning provision (SP) has been requested to permit an increase to the maximum allowable lot coverage for parking spaces (including aisles) from 35% to 46%. Despite the request to increase the maximum allowable lot coverage for parking spaces by 11%, the concept plan submitted in support of the proposed rezoning satisfies all of the required building setbacks, amenity space provisions and parking requirements of the RA2-1 zone. Finally, it is important to note that City Council approved a maximum lot coverage of 46% for all surface parking areas on the adjacent lands to the north (556, 560 and 568 Essa Road) when they were rezoned on August 25, 2014.
27. All parking areas associated with the proposed development would be internal to the site behind the proposed building; thereby improving the overall streetscape of Essa Road and urban design elements of the proposed development. Furthermore, Planning staff are anticipating the installation of a one (1) metre high retaining wall at the rear of the property as was required on the adjacent lands to the north (556, 560 and 568 Essa Road) through the site plan control process. A two (2) metre high tight board fence will be installed on top of the retaining wall, which will provide privacy for the single detached residential lots to the east of the subject lands. Landscape buffers and vegetation will also be provided along the rear and side lot lines which will further mitigate potential impacts associated with the proposed parking area. As such, staff are satisfied that the increase in parking lot coverage for the proposed development is considered appropriate.
28. To ensure that the concept proposed by the owner is realized, staff are recommending that the approval of the subject application be tied to same. In this regard, staff are recommending that a maximum building height of 6-storeys (22 m), a minimum rear yard building setback of 48 m and a maximum density provision of 84 units per hectare, as proposed by the applicant, be incorporated into the implementing zoning by-law for the subject lands. Further, staff are recommending that a minimum density of 53 units per hectare be achieved on site to ensure that the planning policy framework that has been established for the intensification areas is satisfied. This would provide a density range of 53-84 units per hectare and would prevent the underdevelopment of the property in an area that has been identified for intensification. The upper limit of 84 units per hectare as proposed is considered appropriate and would serve to implement the intensification policies of the PPS, the Growth Plan, Official Plan and the City's Intensification Strategy. The above noted site specific provisions related to maximum building height, minimum rear yard building setback and both the minimum and maximum density provisions have been reflected in the recommended motion in order to provide local residents with some level of assurance that the future redevelopment of the property would be reflective of the concept plan submitted in support of the subject application.

Site Plan Control

29. The subject property, if zoned Residential Apartment Dwelling Second Density-1 Special RA2-1(SP), would be subject to site plan control, as per Section 41 of the Planning Act and in accordance with By-law 99-312. Site Plan Control addresses the development and design of the lands with regard to access, servicing, stormwater management, landscaping, lighting, setbacks, building orientation/placement/massing, parking, etc.

30. The concept plan and elevation drawings submitted provide a general indication of how the property would be developed and the ultimate design of the future building. While a formal application for site plan approval has not been submitted to date, staff note that consideration has been given to urban design through the provision of detailed design elements such as an articulated roofline, a combination of brick/stone and stucco building façade materials, iron balcony railings, enhanced landscaping/amenity areas, along with parking that is situated at the rear of the proposed building.
31. Planning staff are satisfied that concerns identified at the Neighbourhood Ward Meeting related to reduced privacy, have been contemplated by the applicant through the concept plan which would be further refined through a subsequent site plan approval process. That said, in regards to adjacent single detached residential uses abutting the subject property, the applicant has proposed minimum building setbacks of approximately 17.3 metres and 5 metres to the north and south side yards respectively, and 48 metres to the east rear yard; whereby minimum 5 metres side yard and 7 metres rear yard setbacks are required. These increased setbacks to the existing residential properties, particularly those to the east on Warner Road, have been provided so as to provide for maximum separation distances to ensure the potential impacts on privacy, shadows and noise of the existing residents is minimized. Furthermore, Planning staff are anticipating the installation of a one (1) metre high retaining wall at the rear of the property as was required on the adjacent lands to the north (556, 560 and 568 Essa Road) through the site plan control process. In addition, a two (2) metre high tight board fence would be required on top of the retaining wall, which would provide privacy for the single detached residential lots to the east of the subject lands. Fencing would also be required along the south side property line. Staff are satisfied that suitable distance separation has been provided between the proposed building and the existing residences to the east. The combination of increased setbacks, required privacy fencing, landscape strips, the preservation of existing mature boundary vegetation on site, and the planting of additional/oversized vegetation will minimize potential visual impacts and preserve privacy on adjacent lands.

Bonusing

32. The Bonusing Policies (Section 6.8) within the Official Plan currently permit City Council to negotiate community benefits when considering passing a By-law to increase the height and/or density of a development beyond what is currently permitted in the Zoning By-law. In this case, bonusing policies should not apply, as the subject lands are located in an intensification corridor. It is important to note that City Council has approved 'Mixed Use' zoning standards for the City's Intensification nodes and corridors. Although the 'Mixed Use' zoning standards are currently under appeal, they permit a maximum building height of 8-storeys (25.5 m). If approved, the proposed zoning by-law amendment would permit the development of a 6-storey (22 m) building, which is below the maximum height permitted by the 'Mixed Use' zone standards. Furthermore, development proposals in the 'R1' Residential Zone are not subject to bonusing policies, as noted in Staff Report PLN004-15, dated January 26, 2015. Therefore, Planning staff are of the opinion that bonusing policies do not apply to this application.

Previous Development Approvals

33. It is important to note the following intensification projects along the Essa Road corridor that have been previously recommended by Planning staff and ultimately approved by Council:

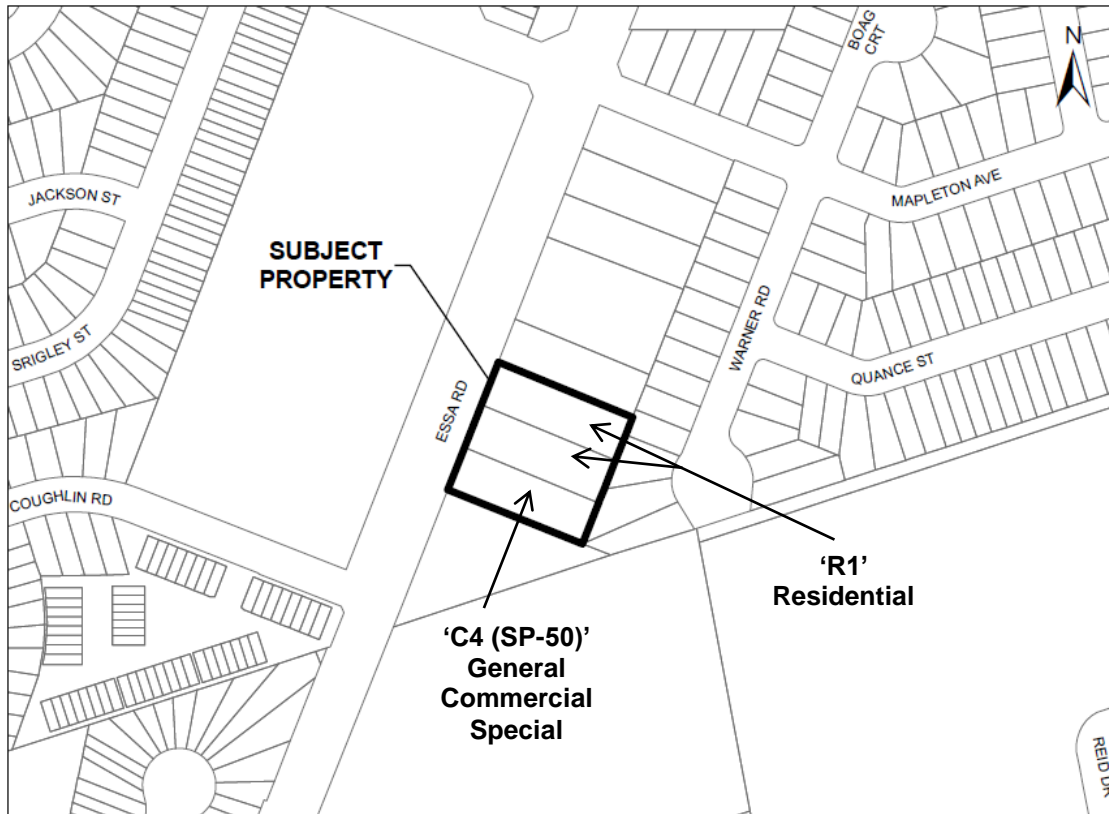
Municipal Address	Application #	Density (Units/Hectare)	Building Height	Approval Date
497, 503, 507 & 513 Essa Road	D14-1367	99 UPH	3-4 Storeys	January 24, 2005 (By-law 2005-026)

Municipal Address	Application #	Density (Units/Hectare)	Building Height	Approval Date
355-361 Essa Road	D11-1359	53 UPH	3-4 Storeys	January 23, 2006
91 Coughlin Road	D11-1531	54 UPH	3-Storey	June 29, 2010
380 Essa Road	D14-1499	74 UPH	3-Storey	May 9, 2011 (By-law 2011-057)
536-540 Essa Road	D14-1505	80 UPH	4-Storey	June 4, 2012 (By-law 2012-102)
300 Essa Road	D09-OPA017 D14-1473R	138 UPH	4-12 Storeys	April 29, 2013 (By-law 2013-078)
369 & 379 Essa Road	D14-1570	60 UPH	3 Storeys	September 29, 2014 (By-law 2014-130)
534, 536 & 540 Essa Road	D14-1583	55 UPH	3 Storeys	June 29, 2015 (By-law 2015-073)
556, 560 & 568 Essa Road	D14-1566	106 UPH	8 Storeys	August 24, 2014 (By-law 2014-092)

34. It is evident from the above table that the proposed development is in keeping with the densities and the form of mid-rise development previously established for this Intensification Corridor. Staff would note however that while the proposed development has the characteristics of a medium density development with the provision of a private amenity space requirement, it is able to utilize the land more efficiently with a higher density and as such falls under the high density classification of the Official Plan. While the proposed development exceeds the maximum height (3 storeys) and density target (53 units/hectare) for a typical medium density development, staff are of the opinion that it is not a typical high density development. This application, if approved, would permit a 'mid-rise' development that exceeds the standards for typical medium density developments, but is still less than 150 units per hectare and therefore is appropriate on an Intensification Corridor. Staff noted that it is anticipated that these types of development will be more common within the intensification areas.

APPENDIX "C"

Proposed Zoning By-law Schedule



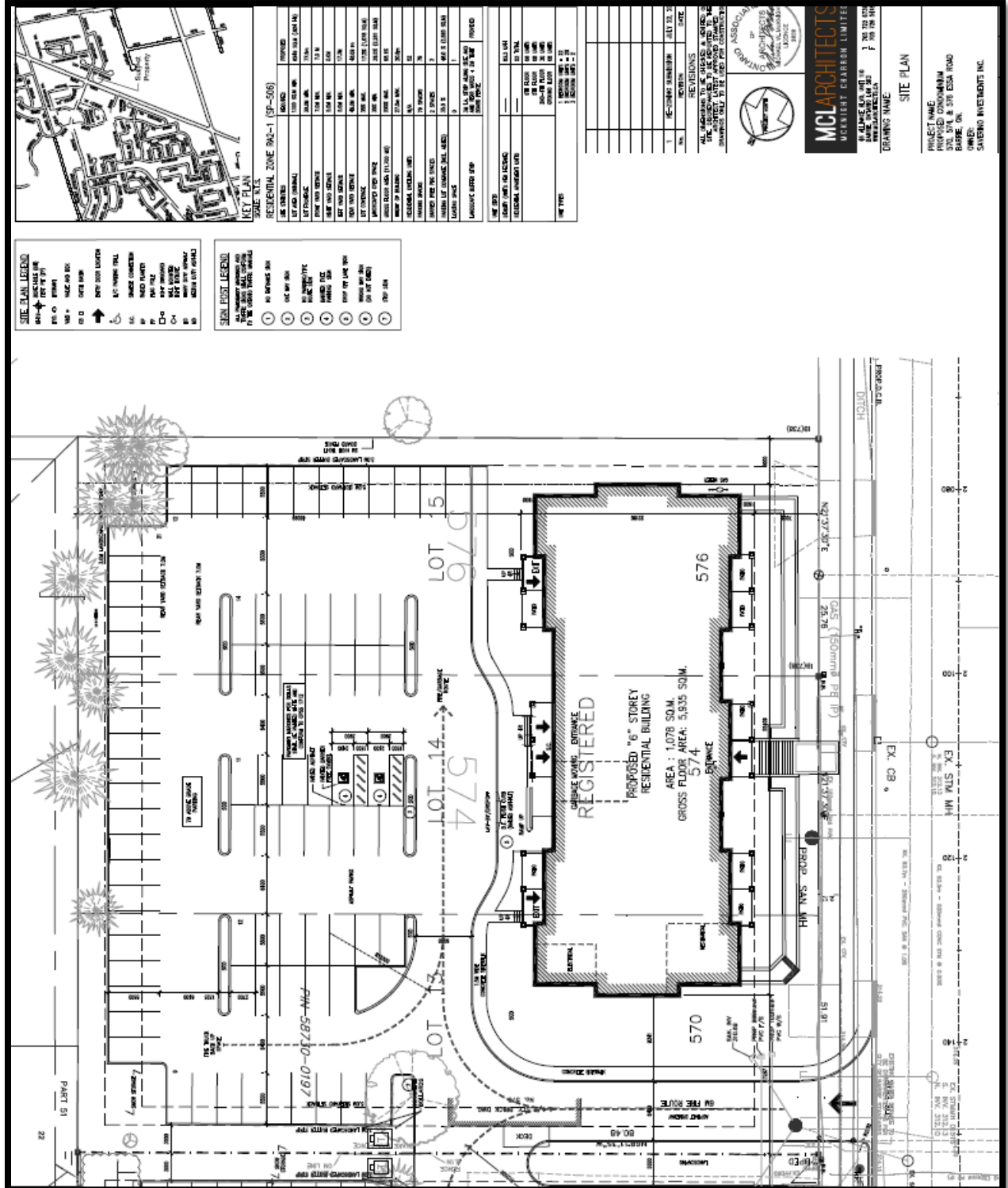
D14-1609

August 18, 2016

The subject lands are to be rezoned from 'Single Detached Residential First Density' (R1) and 'General Commercial – Special Provision No. 50' (C4)(SP-50) to 'Residential Apartment Dwelling Second Density – 1 – Special' (RA2-1)(SP) to permit a six-storey, 52-unit apartment building.

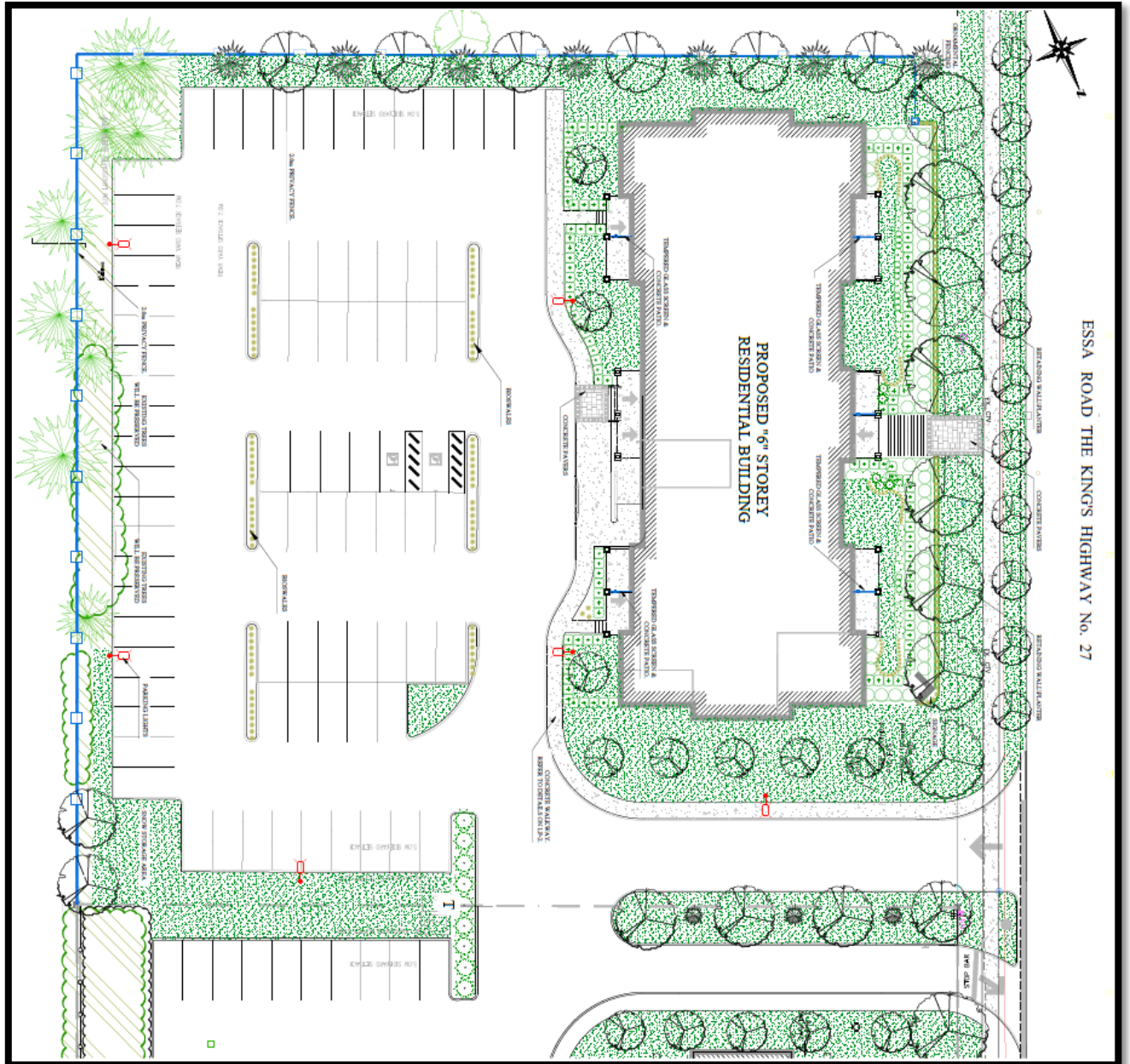
APPENDIX "D"

Proposed Site Plan and Landscape Plan



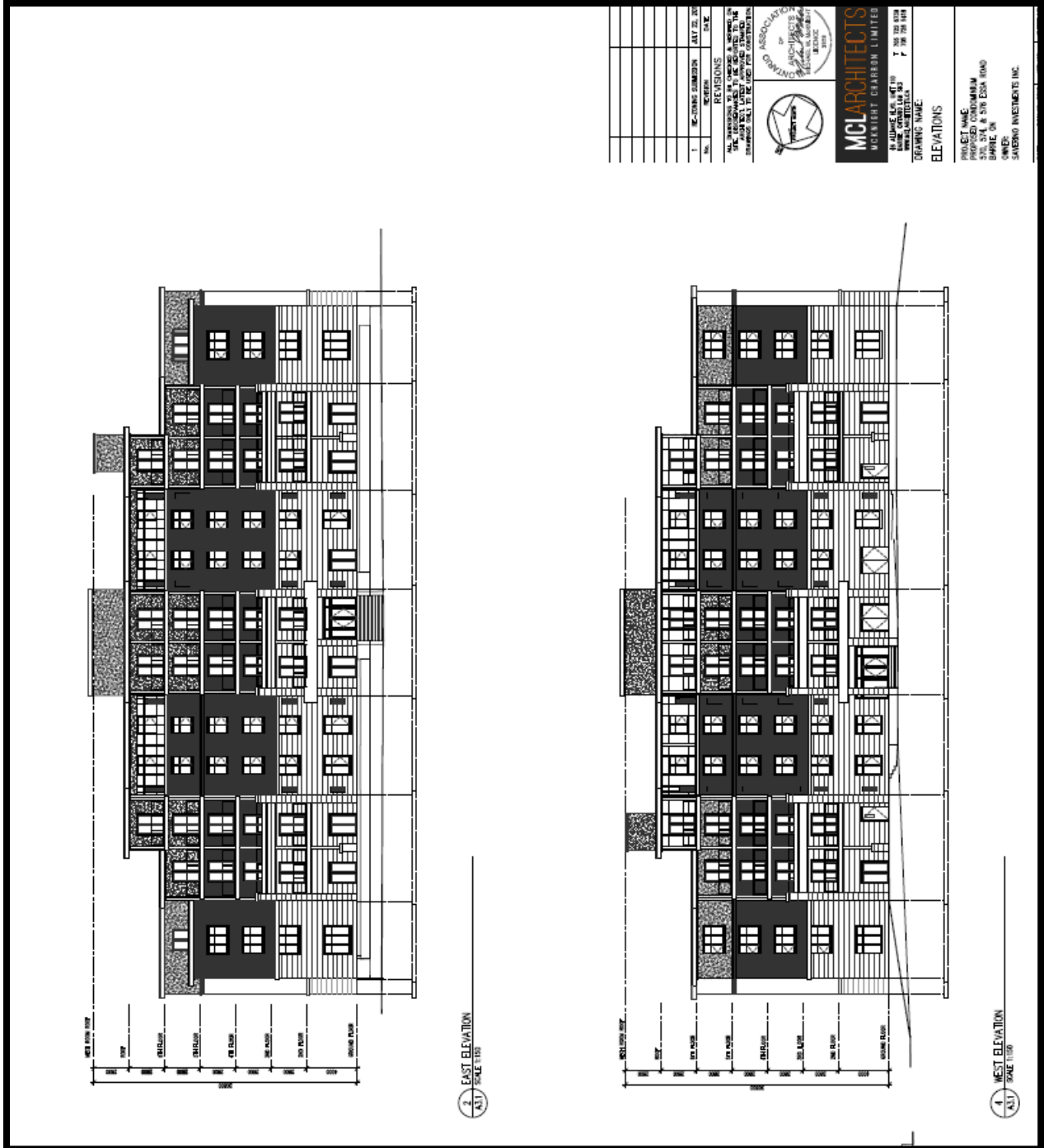
APPENDIX "D"

Proposed Site Plan and Landscape Plan



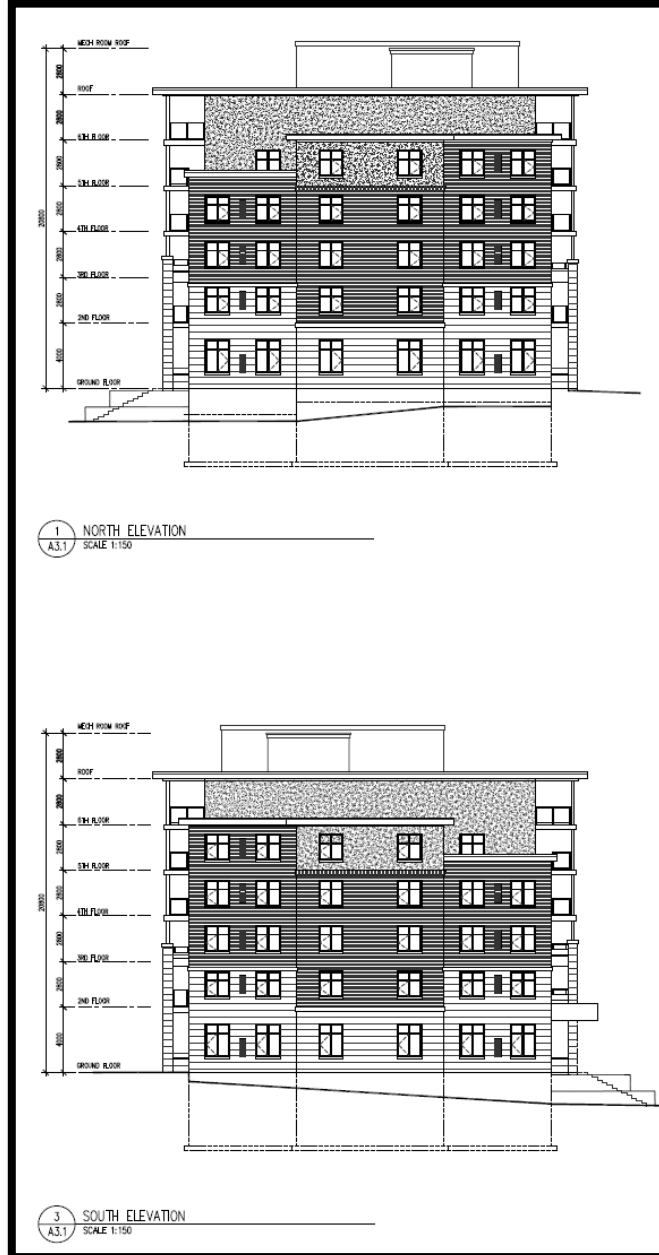
APPENDIX "E"

Proposed Building Elevations



APPENDIX "E"

Proposed Building Elevations



APPENDIX "E"

Proposed Building Elevations



APPENDIX "F"

Angular Plane Analysis Example (For Phase 1 – Proposed 8-storey Building on Adjacent Lands at 556, 560 and 568 Essa Road)

