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**TO:** GENERAL COMMITTEE


**SUBJECT:** APPLICATION FOR ZONING BY-LAW AMMENDMENT –  
368-376 ESSA ROAD

**WARD:** WARD 6

**PREPARED BY AND KEY CONTACT:** J. FOSTER, SENIOR DEVELOPMENT PLANNER, EXT # 4517

**SUBMITTED BY:** S. NAYLOR, MES, M.C.I.P., R.P.P., DIRECTOR OF PLANNING 

**GENERAL MANAGER APPROVAL:** <sup>for</sup> R. FORWARD, MBA, M.Sc., P. ENG.  
GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT 

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

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### **RECOMMENDED MOTION**

1. That the Zoning By-law Amendment application submitted by Innovative Planning Solutions, on behalf of 2431805 Ontario Inc and 2432874 Ontario Ltd., to rezone the lands known municipally as 368, 372 and 376 Essa Road from Residential Single Detached Hold (RH) to Residential Apartment Dwelling Second Density with Special Provisions (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 front yard setback of 5.2 metres, whereas 7.0 metres is required;
  - b) Permit a minimum rear yard setback of 4.4 metres, whereas 7.0 metres is required;
  - c) Permit a parking ratio of 1.15 spaces per unit, whereas 1.5 spaces per unit is required.
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.

### **PURPOSE & BACKGROUND**

#### Report Overview

4. The purpose of this staff report is to recommend the approval of a Zoning By-law Amendment for the subject property, municipally known as 368, 372 and 376 Essa Road. The application will permit a six storey, 57 unit, residential building with 24 underground parking spaces and 42 surface parking spaces. The proposed structure will include a 461m<sup>2</sup> rooftop amenity area for the residents. The applicant has completed a number of requisite studies and reports that support the proposed rezoning of the subject property.

#### Site Situation

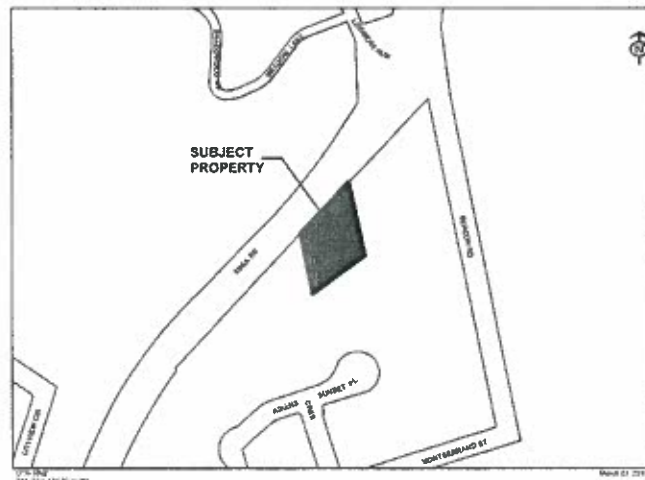
5. The lands are currently vacant with minimal tree coverage. The subject property has 70.0m of frontage along Essa Road with a total site area of 0.38ha. There are two easements in favour of the

City within the boundary of the property. The first easement, for surface drainage purposes, is located along the frontage of the lot, directly adjacent and running parallel to Essa Road and has a width of 5.2m. The second easement, for a below grade sanitary sewer, runs along the east property line and has a width of 7.5m.

6. The current proposal requests a rezoning of the lands to an apartment dwelling RA2-1 land use to permit the construction of a six storey, 57 unit condominium development with below grade and surface parking. A rooftop amenity space for the residents is also proposed. See Appendix "A" for the site plan. While the building elevation remains similar, it has been reoriented on the site and this will be discussed later in the report.

#### Location

7. The subject property is located on the south side of Essa Road, west of Beacon Road, within the Holly Planning Area (Ward 6). The subject parcel is an amalgamation of three smaller parcels and it is currently vacant. The subject property has a total area of 0.38 ha (0.94 acres) with 70.0m (228.0 ft.) of frontage on Essa Road.
8. The existing land uses surrounding the subject property are as follows:
  - North: Existing residential medium density development
  - East: Existing residential single detached housing
  - South: Existing residential townhouse development
  - West: Existing residential medium density development



#### Existing Policy

9. The property is designated Residential in the City of Barrie Official Plan and is zoned Residential Single Detached Hold RH by the City's Comprehensive Zoning By-law 2009-141.
10. The property is located on the Essa Road Secondary Intensification Corridor as identified on Schedule 'I' of the Official Plan which identifies a target density of 50 units per hectare.

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Supporting Information

11. In support of the subject application, the following reports were submitted:

- a) **Planning Justification Report** prepared by Innovative Planning Solutions, dated January 2016.
- b) **Tall Building Review and Shadow Study** prepared by Innovative Planning Solutions, dated March 4, 2016.
- c) **Urban Design Brief** prepared by Innovative Planning Solutions, dated January 2016.
- d) **Arborist Report** prepared by Strybos Barron King Ltd., dated November 27, 2015.
- e) **Functional Servicing Report** prepared by Pinestone Engineering Ltd., dated February 2, 2016.
- f) **Noise Feasibility Study** prepared by HGC Engineering, dated January 2016.
- g) **Stage 1-2 Archaeological Assessment** prepared by Amick Consultants Ltd., dated February 2, 2016.

Neighbourhood (Ward) Meeting

12. The Neighbourhood (Ward) Meeting was held on April 21, 2016 to present the proposed development to the local residents. There were six residents in attendance, in addition to the Ward Councillor, the applicant's consultant, and Planning staff. The concerns raised at the Neighbourhood Meeting related to: building height and shadowing on the neighbouring property to the east, location of parking spaces, night lighting spillage on neighbouring properties, drainage and stormwater management, and school capacity.

Public Meeting

13. A statutory public meeting was held on June 20, 2016. The concerns that were expressed at the public meeting included: increased stormwater drainage to existing stormwater systems, the increase in density, adherence to Zoning Bylaw standards, and if the topography of the area would hinder the potential for active transportation.

**ANALYSIS**

Policy Planning Framework

14. The following provides a review of the applicable provincial and municipal policies.

Provincial Policy Statement (2014) (PPS) and Places to Grow (2012) (The Growth Plan)

15. Staff have reviewed the Provincial Policy Statement and the Provincial Growth Plan and are satisfied that the proposed application meets the intent of the policies found in both documents. The proposed application represents residential intensification on a secondary intensification corridor as identified in the City's Official Plan. The development is compatible with the existing, surrounding developments. It will be situated close to the road, set back from existing low density residential development and adjacent to a neighbouring medium density residential building. It will utilize existing municipal infrastructure and services and is located on a public transit route on Essa Road. The development will not impact natural heritage resources and it makes efficient use of land. In accordance with the Growth Plan requirements to accommodate 40% of new growth within the "built boundary" of the City, the proposed application represents intensification of an existing, underutilized site.

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Official Plan

16. The subject lands are presently designated Residential within the City's Official Plan. The property is located on an intensification corridor as identified on Schedule I of the Official Plan.
17. The Official Plan encourages Residential intensification in built-up areas in order to support the viability of neighbourhoods and provide opportunities to incorporate a variety of housing types. The property is located in the City's Built-up area. The proposed development is an appropriate form of intensification given that the property previously contained three single residential units. Development of the property, as proposed, would contribute to a compact, urban design, be an efficient use of land and resources, increase public transportation usage, and optimize the use of existing infrastructure and services.
18. According to Section 4.2.2.2 Residential Densities, Subsection (e) High Density Residential states that High Density projects shall consist of developments which are in excess of 54 units per net hectare. The proposed development is considered high density with a proposed yield of 150 units per hectare. Policy 4.2.2.3 (c) identifies that high density developments in excess of 150 units per hectares are restricted to the City Centre or by way of an official plan amendment. The proposal is not in excess of the 150 units per hectare and is located on an intensification corridor.
19. A secondary intensification corridor targets 50 units per hectare. Although the proposal is for three times higher, the built form is an apartment building that would provide a compact form of development that is directly supported by transit and in proximity to amenities and shopping services.
20. In accordance with Section 4.2.2.3, Locational Criteria, medium and high density residential development shall be encouraged to locate in the Intensification Nodes and Corridors and is directed to arterial and collector roads, in close proximity to public transit, schools, parks and accessible commercial development and municipal servicing exists. The proposed development is located on Essa Road, which is an arterial road and is recognized as a secondary intensification corridor. Essa Road is a public transit route and is municipally serviced. Parks, schools and commercial development are within proximity to the subject lands.
21. Based on the provisions identified above, staff are of the opinion that the proposed development, if approved, is considered to be consistent and generally in conformity with Official Plan policies.

Zoning Rationale

22. The subject lands are currently zoned Residential Hold (RH). In order to permit the redevelopment of the site, a Zoning Bylaw Amendment is required.
23. The applicant is proposing an apartment zoning, RA2-1. This zoning allows for a building height of 30.0m whereas an 18.0m building height is proposed. In deference to the concerns raised at both the neighbourhood and public meetings, the applicant proposed an amended development concept to reduce the number of proposed variances. The result is a reorientation of the proposed development such that the building is moved adjacent to the existing medium density apartment building on the lot to the west with the access and parking area located on the east portion of the lot. This allows for better urban design as the front building façade provides a front entry feature and addresses the pedestrian realm at street level; whereas the entry was originally designed to be at the rear of the building. In addition, afternoon shadowing from the building onto the neighbouring lot would be minimized as the shadow would be cast on the surface parking facility. The relocated access driveway is no longer located above the sewer easement at the east side of the property. This allows for maintenance, if required, without blocking the access to the site.
24. There are three variances to the bylaw standards for RA2-1 being sought by the applicant; a reduced front and rear yard setback; as well as reduced parking requirements.

25. A front yard setback of 5.2m is requested where the Bylaw requires 7.0m. The vision for intensification corridors is to have buildings closer to the street. Reduced front yard setbacks on intensification corridors offer the opportunity for a well-designed front entry and streetscape, providing a strong urban street presence. The reduced setback being requested also respects the width of the drainage easement. Engineering staff have no objection to the reduced setback and do not anticipate any negative impact to the easement. Planning staff have recommended the proposed reduced front yard setback.
26. A rear yard setback of 4.4m is requested, whereas the Bylaw requires 7.0m. The rear yard of the proposed development abuts the rear yards of townhouses located on Sunset Place. See Appendix "B". The rear yards of these town homes are quite generous, ranging from 45.0m to 60.0m in length.
27. Given the proposed zoning of RA2-1 for an apartment building, the Zoning Bylaw requires that the side and rear yards contain a 3.0m wide continuous landscape buffer. In addition, the Bylaw requires a minimum 2.0m tight board fence along the boundary where a parking area exists. The site is subject to site plan control. At the site plan stage, staff will be requesting that the tight board fence and landscape buffer be implemented along the rear and side lot lines. Given the distance separating the existing townhouses and the proposed building, in addition to the fencing and landscaping treatments along the property line, staff are satisfied with the proposed rear yard variance.
28. The applicant is proposing a reduction in the required parking spaces from 1.5 spaces per unit to 1.15 spaces per unit. The city's intensification areas are envisioned and designed to take advantage of active means of transportation. In this case, the subject lands have direct access to public transit. Essa Road is proposed to be accessible through the multi-model active transportation system. Moreover, the recent Council approved Mixed Use MU1 and MU2 zones for the intensification nodes and corridors and this permits reduced parking standards of 1.0 parking space per unit. Multi-model forms of travel and available public transit on Essa Road would encourage other modes of travel and discourage the reliance on the automobile. Staff are in support of the proposed variance to parking.

Public and Department/Agency Comments

29. The concerns raised at the meetings and through correspondence related to building height and shadowing on the neighbouring property to the east, location of parking spaces, night lighting spillage on neighbouring property, drainage and stormwater management, school capacity, increased density and adherence to bylaw requirements and the decreased potential for active transportation given topography.
30. City department comments identify that issues related to drainage, stormwater management, servicing, parking layout, dark sky lighting, pavement markings, and vehicular access will be addressed and satisfied at the site plan stage. Engineering staff have identified that the additional traffic generation from the proposed rezoning may necessitate a financial contribution toward the construction of a bridge structure at Highway 400, linking Harvie Road and Big Bay Point, and a similar contribution may be required towards the overpass work at Essa Road. These contributions, if required, would be conditions of site plan approval.
31. PowerStream had no objection to the rezoning. The School Boards will deal with accommodating the additional students into nearby schools or via busing students to schools.
32. Essa Road is recognized in the Multi-model Active Transportation Plan as facilitating active transportation. While the topography in the area includes a steep hill, it does not negate walking or biking.
33. The proposed rezoning requests residential density higher than targeted for intensification corridors. However, this is a target. Not all properties along an intensification corridor will redevelop at the target figure; some properties are capable of developing at higher densities, such as the subject

property. The proposed development has been amended to satisfy resident concerns regarding building shadowing and maintaining yard setback requirements. The variances requested therefore have been reduced.

#### Site Plan Control

34. Subject to Council's approval of the Zoning By-law Amendment for the subject property, the applicant would be subject to site plan approval. At that time, drainage, servicing, grading and landscape buffering treatments will be addressed in accordance with Zoning By-law requirements and in accordance with the City's Urban Design Manual.

#### Affordable Housing

35. Section 3.3.2.2, Affordable Housing Policies contained in the Official Plan identify that it is a goal of the Plan to achieve a minimum target of 10% of all new housing units per annum to be affordable housing in accordance with provincial policy.
36. The Provincial Policy Statement defines "affordable" in the case of home ownership, as the least expensive of:
- a) Housing for which the purchase price results in annual accommodation costs which do not exceed 30% of gross annual household income for low and moderate income households; or
  - b) Housing for which the purchase price is at least 10% below the average price of a resale unit in the regional market area.
37. The County of Simcoe has identified that the median household income for the City of Barrie is \$76,209. This household income would allow the purchase of an affordable unit to a maximum price of \$304,804 per unit, representing 30% of household income spent on accommodation on an annual basis. The regional maximum of 10% below average resale price of a home in Barrie is \$318,550. The applicant has indicated that the proposed price range for units ranges from \$245,000 to \$380,000. The applicant is proposing 22 of the units will be one bedroom, which would address the price point per unit target. Based on the proposed price range and number of units, more than 10% of the units would be considered affordable.

#### Summary

38. The proposed rezoning will permit a high density development which is consistent with the intensification goals of the city and province. The proposal seeks to provide intensification within the Essa Road Intensification Corridor by creating residential units in a location considered suitable for high-density development. The proximity to schools, public transit, recreation and commercial amenities contributes to its suitability. The development will introduce a well-designed apartment complex that will utilize the values of strong urban design principles. The justification for the approval of this Zoning By-law amendment application is based on conformity with the goals and objectives of the Provincial Growth Plan, Provincial Policy Statement, and City of Barrie Official Plan policies.

#### **ENVIRONMENTAL MATTERS**

39. The City Engineering Department had no objections to the proposed zoning by-law amendment. However, public comments identified a concern with regard to drainage impacts from the construction of the subject lands. The proposed development is subject to site plan control. At the time of site plan control, drainage and stormwater management will be addressed as well as tree preservation and landscape treatments.

## ALTERNATIVES

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

### Alternative #1

General Committee could maintain the existing low density zoning of RH and not approve the proposed rezoning.

This alternative is not recommended as the subject lands are on an intensification corridor as identified in the Official Plan. Intensification corridors are where residential intensification is targeted. The proposed rezoning represents good planning and satisfies provincial and city policies for growth management.

### Alternative #2

General Committee could alter the proposed recommendation by not approving the proposed variances to the Bylaw, including increased density and reduced parking.

Although this alternative is available, it will reduce the unit count that could be realized from this development which is in a compact, urban form on a targeted residential intensification corridor where apartment units can be offered to the public at lower housing prices. The MU1 and MU2 zoning standards approved by Council reduce the parking requirement to 1.0 space per unit, encouraging public transit use and reduced reliance on the automobile, as well as encourage active modes of transportation.

## FINANCIAL ANALYSIS

41. All costs associated with the approval and development of the site would be the developer's responsibility. The proposed Rezoning of the subject lands, if approved, would permit the development of 57 new units in a six storey building. The annual municipal property tax revenue is estimated to be \$204,847. The current municipal tax revenue from the properties is \$2,173.54. Therefore the estimated municipal tax increase would be \$202,673.00 based on the 2016 tax rates.
42. Building permit application fees, as an average, are estimated to be in the order of \$18 per square meter of floor area. Given each of the six storeys is 910m<sup>2</sup>, the fee would be approximately \$98,280.
43. The Development Charge for apartment dwellings is \$25,976 per unit for 2+ bedroom units and \$18,574 per unit for bachelor and 1 bedroom units. From the information provided by the applicant, there are 35, 2+ bedroom (\$909,160) and 22, 1 bedroom (\$408,628) units. The total development charge to be paid for this development is \$1,317,788. This rate would be adjusted for inflation each year as of January 1<sup>st</sup>. The fee is calculated and paid at the time of issuance of the building permit.
44. The Education levy is currently \$1,759.00 per unit, which represents a total levy of \$100,263.00
45. A parkland contribution in accordance with the Planning Act would be determined upon receipt of an appraisal to establish value of the site.
46. The developer would be responsible for all capital costs for any new infrastructure required within the development limits and any of the frontage costs associated with upsizing to municipal water and sewer mains already installed. The City would not incur additional operating or maintenance costs associated with extending municipal services to the area, such as fire protection, policing or increased contributions to reserves for the eventual replacement of the municipal assets, as these services are already in place.

**LINKAGE TO 2014-2018 STRATEGIC PLAN**

47. The recommendation(s) included in this Staff Report support the following goals identified in the 2014-2018 Strategic Plan:

Inclusive Community

48. The approval of the rezoning application would facilitate the development of new residential units in a high density form of development on an intensification corridor, targeted by the city for residential intensification. Some of the units to be offered would be considered affordable. The proposed development is of a compact urban form and would assist in supporting population targets within the building up areas of the City and support diverse neighbourhoods.

Attachments: Appendix "A" – Site Plan and Rendering  
Appendix "B" – Rear Yards of Townhouses on Sunset Place





APPENDIX "B"

Rear Yards of Townhouses on Sunset Place

