
TO: PLANNING COMMITTEE

SUBJECT: APPLICATION FOR ZONING BY-LAW AMENDMENT - 440 ESSA DEVELOPMENTS INC. – 440 ESSA ROAD

WARD: 6

PREPARED BY AND KEY CONTACT: A. GAMEIRO, B.E.S, RPP
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SUBMITTED BY: M. BANFIELD, RPP
DIRECTOR OF DEVELOPMENT SERVICES

GENERAL MANAGER APPROVAL: A. MILLER, RPP
GENERAL MANAGER OF INFRASTRUCTURE GROWTH
MANAGEMENT

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

RECOMMENDED MOTION

1. That the Zoning By-law Amendment application submitted by The Jones Consulting Group Ltd. on behalf of 440 Essa Developments Inc. to rezone lands known municipally as 440 Essa Road from 'General Commercial' (C4) to 'Mixed Use Corridor – Special Provision No. XXX' (MU2)(SP-XXX), be approved.
2. That the following Special Provisions (SP) be referenced in the implementing Zoning By-law 2009-141 for the subject lands:
 - a) Permit a minimum front yard setback of 0.5 metres, whereas a minimum setback of 1 metre would be permitted for 75 percent of the frontage and a maximum of 5 metres would be permitted for 25 percent of the frontage;
 - b) Require a minimum south interior side yard setback of 7.5 metres, whereas a maximum interior side yard setback of 3 metres would be required; and
 - c) Require a minimum rear yard setback of 15 metres, whereas a minimum rear yard setback of 7 metres would be permitted.
3. That the written and oral submissions received relating to the application, have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including matters raised in those submissions and identified within Staff Report DEV008-20.
4. 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

5. The purpose of this report is to recommend approval of a zoning by-law amendment application submitted by the Jones Consulting Group Ltd., on behalf of 440 Essa Developments Inc., for lands known municipally as 440 Essa Road (see Appendix "A" – Proposed Zoning By-law Amendment). This report provides an analysis of the application as it relates to conformity with Provincial and City planning policies, as well as an overview of comments received through the technical review and public engagement processes. Planning staff are recommending the approval of the subject application as the lands are appropriate for a high-density, mixed-use development. As demonstrated in this staff report, the development proposal is consistent with and conforms to Provincial and City planning policies.

Development Proposal

6. The application, if approved, would amend the zoning of the subject lands from 'General Commercial' (C4) to 'Mixed Use Corridor – Special Provision No. XXX' (MU2)(SP-XXX) with site-specific provisions for a reduced front yard setback and increased interior south side and rear yard setbacks.
7. The application, if approved, would permit the development of an eight (8) storey mixed-use building with 1,208.5 square metres of ground floor commercial space along Essa Road, 194 purpose-built residential rental units in seven (7) upper storeys, along with underground and surface parking (see Appendix "B" – Proposed Site Plan). The reduced front yard setback would enable the proposed building to be located within proximity to Essa Road to enhance the streetscape and activate the commercial uses on the ground floor level. The increased side and rear yard setbacks would ensure that the building massing is located further away from surrounding low density residential land uses to ensure adequate separation distances and to provide an appropriate transition to the ground-oriented residential development in the surrounding area. The proposed development would integrate with adjacent lands to the north located at 430 Essa Road, which are being redeveloped by the same developer (see Appendix "C" – Context Plan).

Location

8. The subject lands are legally described as Part of Lot 5, Concession 13, and are known municipally as 440 Essa Road, Barrie. As identified on Figure 1, the subject lands are located on the east side of Essa Road, south of the Ferndale Drive South/Veteran's Drive and Essa Road intersection, within the Holly Planning Area. The subject lands are irregular in shape with an area of 0.5 hectares (1.23 acres) and approximately 132 metres of frontage on Essa Road. The lands are relatively flat and currently contain a gas station, a U-Haul pick-up and drop-off location, and a restaurant.
9. The existing land uses surrounding the subject property are as follows:
 - North: Vacant lands owned by a related company (One Urban Developments Inc.) which have recently received site plan approval for a four (4) storey mixed-use commercial and residential development (File: D11-023-2017). There is also an existing commercial plaza on the northeast corner of the Ferndale Drive South/Veteran's Drive and Essa Road intersection.
 - East: Existing two-storey townhomes and single-detached residential dwelling units.
 - South: Existing single-detached and two-storey townhouse units fronting onto Essa and Harvie Road.

West: An existing residential subdivision containing a mix of single and semi-detached housing units with reverse lot frontage along Essa Road, along with a park (Harvie Park) at the southwest corner of Essa Road and Harvie Road.

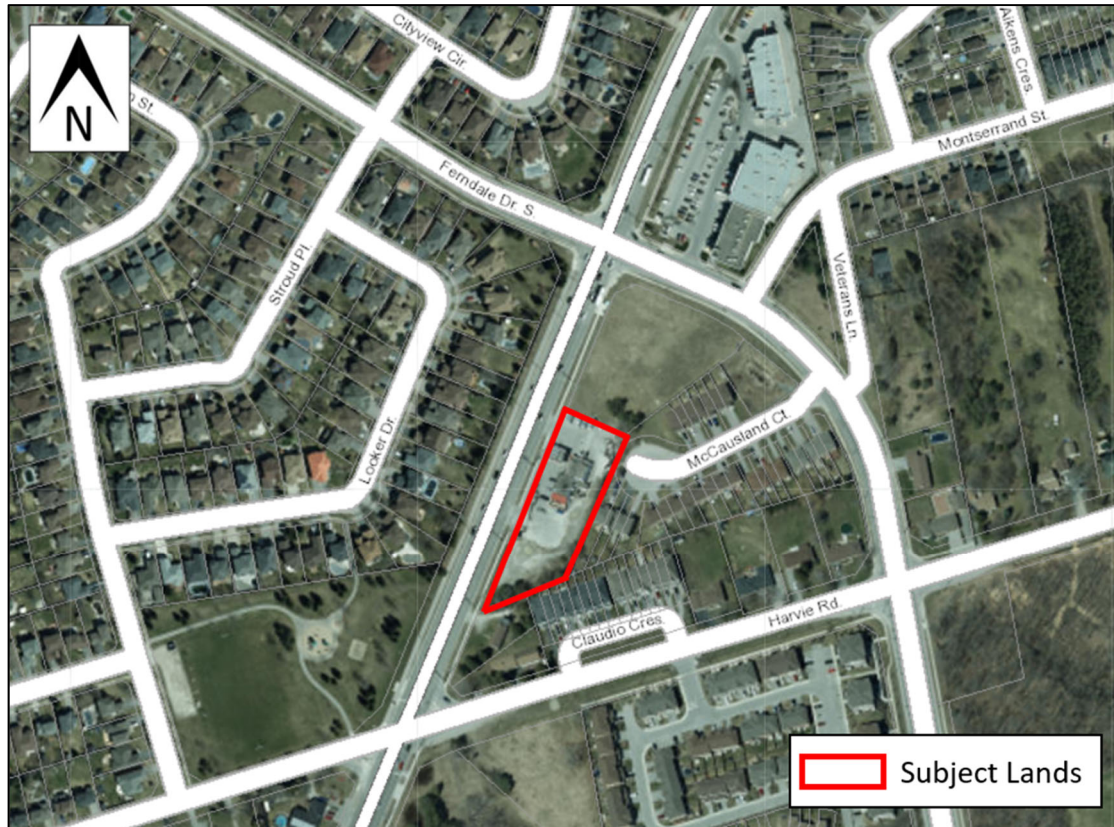


Figure 1: Aerial Photograph - 440 Essa Road & Surrounding Area

Existing Policy

10. The subject property is designated 'General Commercial' on Schedule "A" – Land Use in the City's Official Plan and is zoned 'General Commercial' (C4) by the City's Comprehensive Zoning By-law 2009-141, as amended.
11. The property is located within the Essa Road Secondary Intensification Corridor as identified on Schedule "I" of the City's Official Plan. Lands located within Secondary Intensification Corridors are intended to develop at a target density of 50 units per hectare, collectively. Some properties may develop above this target density, while others may develop below the target or remain unchanged.

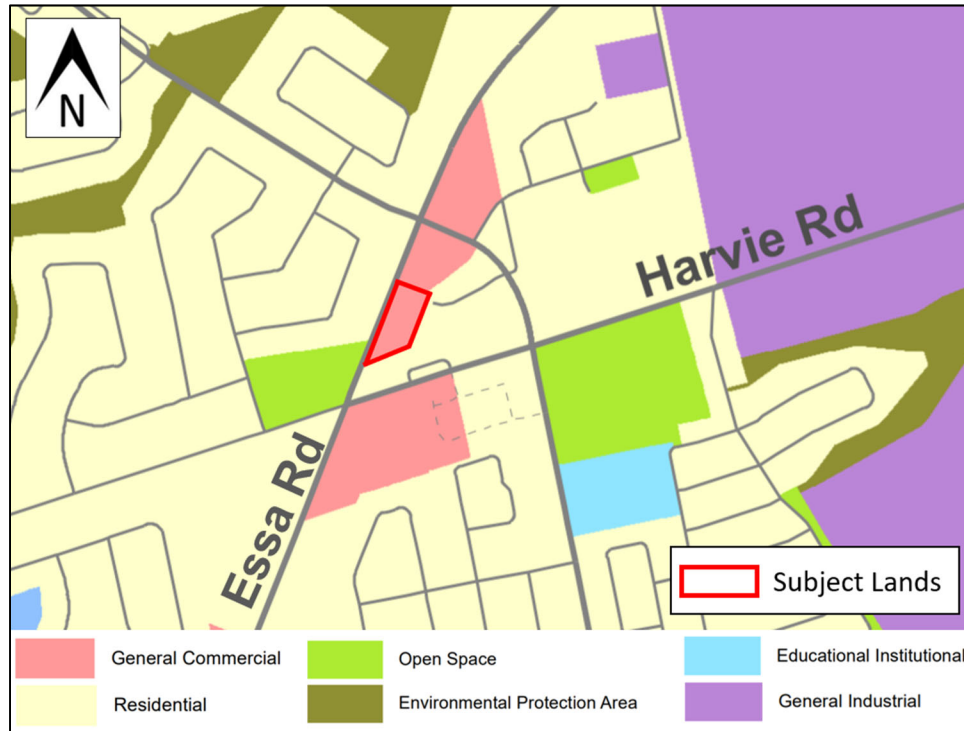


Figure 2: City of Barrie Official Plan - Land Use

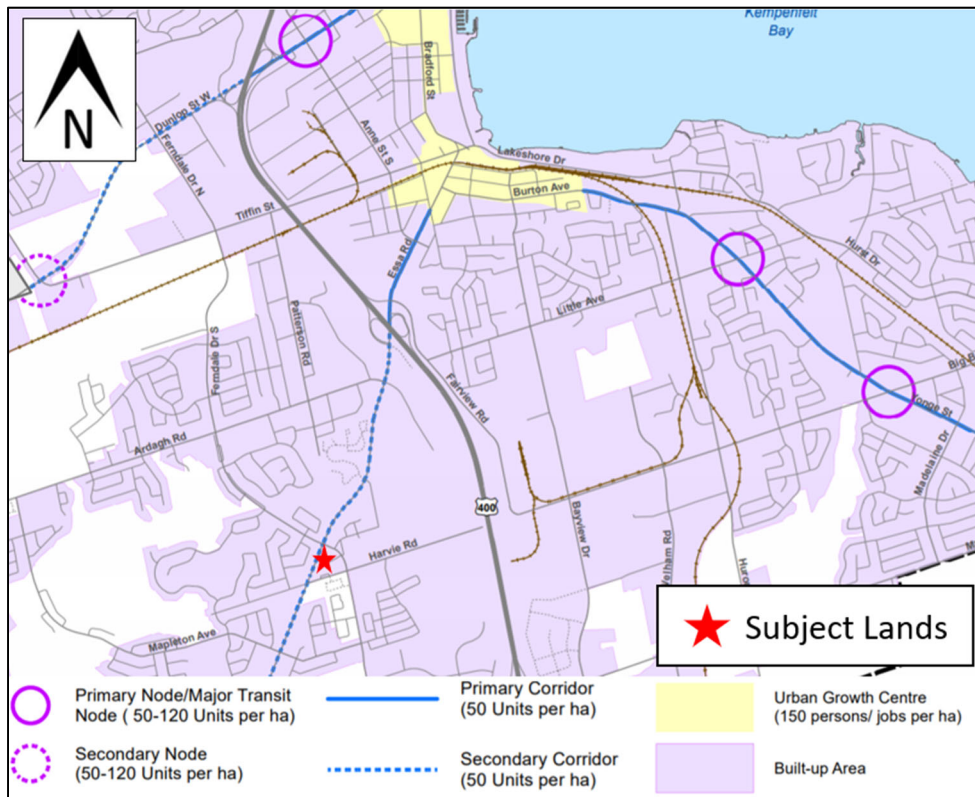


Figure 3: Schedule I: Intensification Areas - Official Plan

Background Studies

12. In support of the application, the following plans, reports and studies were submitted. Copies of the submission material is available online on the City's Proposed Developments webpage under [Ward 6](#).
- Planning Justification Report & Urban Design Review (The Jones Consulting Group Ltd., November 2019)
 - Site Plan, Context Plan, Building Elevations & 3D Renderings (Studio JCI, August 2019)
 - Shadow Study (Trafalgar Environmental Consultants, September 2019)
 - Functional Servicing & Stormwater Management Report (Crozier Consulting Engineers, September 2019)
 - Traffic Operations Brief (Crozier Consulting Engineers, September 2019)
 - Tree Inventory and Preservation Plan & Report (Kuntz Forestry Consulting Inc., July 2019)
 - Noise Study (J.E. Coulter Associates Limited, September 2019)
 - Phase II Environmental Site Assessment (Trafalgar Environmental Consultants, August 2019)

PUBLIC CONSULTATION

Neighbourhood Meeting

14. A Neighbourhood Meeting was held on July 10, 2019, to present the proposed development to local residents. A total of twelve (12) residents were in attendance, along with the applicant, their consultants, and planning staff. The following matters were discussed at the Neighbourhood Meeting:

- a) Access to the Site from Veteran's Drive and Location of Entrances for Ground Floor Commercial Units

Residents requested clarification on whether the site would be accessible from Veteran's Drive, as the proposed site plan only shows access from Essa Road. The proposed development would be accessible from Veteran's Drive through adjacent lands located immediately north of the site, known municipally as 430 Essa Road. The proposed development includes a drive aisle which would link the parking areas on 440 and 430 Essa Road, allowing for additional access points and enhanced vehicular circulation.

Residents expressed concerns with the future tenants of the proposed ground floor commercial units giving priority to only one entrance, rather than two entrances – one along the Essa Road frontage and one internal to the site. This matter would typically be addressed through the detailed design that occurs through the site plan control process, however, careful attention has been given to the configuration of the proposed commercial units to ensure that a rear access does not undermine the primary access off of Essa Road. Through the site plan control process, planning staff would ensure that the ground floor commercial units are designed with access along the Essa Road frontage to enhance the pedestrian realm and create a vibrant and attractive streetscape.

- b) Increased Traffic and Safety Concerns

Residents expressed concerns with the amount of traffic, particularly at peak times, that would be generated from the proposed development. The recent site plan approval for a four (4) storey building at 430 Essa Road was seen as exacerbating the traffic problem in the area. Residents also noted that there is a problem with speeding along Veteran's Drive and

expressed concerns with safety as it relates to the proposed driveway access located at 430 Essa Road. Finally, residents suggested that intersections in the surrounding area should be improved by the City to ensure that traffic is circulating as efficiently and safely as possible.

The applicant submitted a Traffic Operations Brief to support of the proposed development. The Traffic Operations Brief concluded the amount of traffic generated from the proposed development is not expected to be heightened at peak times in comparison to the current uses that exist on the site. The study also considered the approved development at 430 Essa Road in evaluating the current and future traffic projections and concluded that the future expected trips would have a minimal impact on traffic operations in the area. The City's Transportation Planning staff have reviewed the study and have confirmed that they do not have any concerns with the proposed development.

c) Insufficient Parking on the Site

Residents were concerned that the proposed development would not have sufficient parking to service the commercial and residential uses. The proposed development provides a total of 254 parking spaces, which exceeds the minimum requirements of the Zoning By-law by 9 spaces. The applicant is proposing 51 commercial parking spaces, as required, and 203 residential parking spaces, whereas a minimum of 194 spaces are required.

d) Provision of Public Parkland

Residents were concerned that the proposed development was not providing any public parkland. A 1.6-hectare park (Harvie Park) is located at the northwest corner of Essa Road and Harvie Road within walking distance of the subject lands. Additionally, the City would require the applicant to pay cash-in-lieu of parkland at the time of building permit issuance. The City may use these funds to provide parkland/open space in appropriate locations throughout the city or make improvements to existing parks.

The City's Zoning By-law also requires a minimum of 12 square metres of amenity area for each residential unit within a multi-residential development. In this case, the proposed development would contain 2,368 square metres of indoor and outdoor amenity area, slightly exceeding the minimum requirements of the Zoning By-law (2,328 square metres are required). This private amenity area is being proposed in the form of a landscaped rooftop area, private balconies and greenspace at-grade.

e) Building Height, Density and Transition and Buffering to Lower Density Land Uses

Residents raised concerns regarding revisions to the concept plan prior to the submission of a formal application. Specifically, residents wanted assurances that the concept plan would not drastically change following the neighbourhood meeting. Since the meeting, the only notable change to the plan is the addition of an eighth (8th) storey, as the original concept proposed a seven (7) storey building. If approved, it is anticipated that some minor modifications may be made to the plan through the detailed design that would occur during the site plan control process, however these changes would not alter the building height, siting/location or massing.

Residents also raised questions regarding the density of the proposed development and how it compares to the density of nearby developments. The density of the proposed development is approximately 387 units per hectare.

It is important to not focus solely on the density of a development proposal, particularly in the case of infill and intensification projects. The most important factors to consider when evaluating development proposals in intensification areas is the functionality of the site, as well

as compatibility with and transitions to adjacent land uses. Specifically, it is important to consider the availability and capacity of municipal services; availability of transit; proximity to community services (i.e. parks and schools) and commercial uses; access to and from the site; parking supply; building height, massing, building step-backs and placement; landscaping, amenities and buffering; and, pedestrian circulation and enhancing the streetscape through the provision of active uses. The City's Mixed-Use Official Plan policies and Zoning By-law provisions do not prescribe a maximum density for developments in designated intensification areas, as the focus is on the functionality and compatibility factors identified above.

In this case, planning staff are satisfied that the proposed development would function effectively as:

- the development can be accommodated by existing municipal infrastructure and transit services on Essa Road;
- the site is located within close proximity to parks (Harvie Park and Veteran's Woods Park), schools (Trillium Woods and Holly Meadows Elementary Schools, Bear Creek Secondary School and St. Joan of Arc Catholic High School), and commercial uses along Essa Road;
- the site is provided safe access from Essa Road and Veteran's Drive;
- the proposed parking supply exceeds the minimum requirements of the Zoning By-law;
- the proposed building is located close to the street and includes step-backs and increased building setbacks to adjacent residential lands located to the east and south of the site;
- the development proposes amenities in the form of a rooftop area and private balconies;
- landscape buffers and fencing are proposed along the side and rear lot lines;
- active commercial uses are proposed at-grade along the Essa Road frontage; and,
- pedestrian walkways are proposed throughout the site with direct connections to the existing sidewalk on Essa Road.

Residents requested clarification regarding the building height and asked if step-backs were being proposed to provide a transition to adjacent residential lots located east and south of the site. The applicant confirmed that the building height was seven (7) storeys (now 8-storeys) and demonstrated that step-backs are proposed along the front, rear and sides of building to provide a 45-degree angular plane, in accordance with the 'Mixed Use Corridor' (MU2) Zone provisions. The applicant also identified that landscape buffer strips are proposed along the rear and side lot lines to accommodate new planting, a tight board fence and to maintain any existing vegetation to provide an effective buffer between the proposed development and adjacent residential lots.

f) Tenure (Rental or Condominium):

Residents asked questions regarding the proposed residential tenure of the development and whether 10 percent of the units would be offered at an affordable rate, in accordance with the policies of the City's Official Plan. The proposed development would include 194 purpose-built rental units, thirty-eight (38) percent of which will be offered as affordable units (75 units).

g) Collection and Storage of Waste, Recycling and Organics:

Residents were concerned with the location of garbage storage and how it would impact the streetscape and wanted assurances that waste collection vehicles would not impede traffic on Essa Road. The proposed building would contain an internal storage room for waste, recycling and organics, which would be accessed at the rear of the site. Waste collection vehicles would

enter the site for pick-up rather than stopping along Essa Road. As such, there would be minimal, if any, impacts to traffic operations along Essa Road.

h) Loss of Privacy on Adjacent Residential Lots as a Result of the Proposed Building Height:

Given the proposed height of the building, residents were concerned that future owners of the upper-storey residential units would be able to look into the rear yards of adjacent residential lots, particularly those located along the west side of Essa Road and immediately east and south of the site on McCausland Court and Claudio Crescent.

The proposed building would be positioned in proximity to the Essa Road frontage, providing enhanced rear (east) and south side yard setbacks. The applicant is proposing a rear yard setback of 15.22 metres and a south side yard setback of 7.54 metres, both of which would be minimum requirements through the implementing zoning by-law (see Appendix "B" – Proposed Site Plan). As a comparison, the 'Mixed Use Corridor' (MU2) Zone requires a minimum rear yard setback of 7 metres and maximum side yard setback of 3 metres. Additionally, the Essa Road right-of-way provides a setback of approximately 31 metres between the subject property and existing residential lots located immediately west of the subject property. The width of the Essa Road right-of-way exceeds the maximum height of the proposed building, which is 25.5 metres.

As identified in Appendix "D" – Proposed Elevation Plans, the proposed building would contain step-backs on all sides of the building from the fifth to eighth storeys, thereby increasing separation between the upper storeys of the proposed building and adjacent residential lots. The step-backs will provide relief and an appropriate transition to adjacent residential lots and the Essa Road right-of-way.

Finally, the applicant is proposing 3 metre landscape buffer strips and tight board fencing along the rear and south side lot line. The proposed landscape buffer strip will provide for viable planting in the form of coniferous and deciduous trees that extend above the fence line to provide buffering between the proposed building and adjacent residential lots. The applicant will also be required, through the site plan control process, to work with City staff to preserve existing vegetation along the rear and side lot lines, which may provide additional buffering for adjacent residential lots.

Based on the foregoing, planning staff are satisfied that the positioning of the proposed building, along with the proposed setbacks, step-backs on upper storeys, buffer planting and tight board fencing would mitigate the privacy concerns of adjacent residents.

i) Mixed-use vs. Residential Development

Residents questioned why the proposed development is for a mixed-use building, as opposed to a stand-alone residential building. Some residents were concerned with an increase in commercial units in the area, as the proposed building at 430 Essa Road will also contain ground floor commercial units and a commercial plaza exists at the northeast corner of Essa Road and Veteran's Drive.

The City's Official Plan policies and Urban Design Guidelines for Intensification Areas strongly encourage the development of ground floor commercial spaces with residential units above. Ground floor commercial units that are located within close proximity to the street and have direct connections to the municipal sidewalk contribute to creating an active streetscape, enhance the public realm and encourage walkability.

- j) Tree preservation as it relates to shared boundary trees located on the east and south sides of the site

Concerns were expressed by area residents regarding tree removals and boundary tree preservation along the east and south side lot lines, not only to provide buffering and maintain privacy on adjacent lots, but to maintain the integrity of the natural environment across the City.

The City's Tree Removal By-law 2014-115 does not permit property owners to harm and/or remove shared boundary trees without written consent from the adjacent property owner(s). Property owners are also required to install tree protection fencing at the drip line of shared boundary trees and maintain a 5 metre setback to building foundations. Tree protection fencing and preservation areas are routinely inspected by the applicant's landscape consultant/arborist and City staff to ensure compliance with the tree preservation by-law. Additionally, property owners are permitted to remove private trees, provided a tree removal permit is issued by the City (if required), in accordance with the tree removal by-law.

A Tree Inventory and Preservation Plan was submitted in support of the application, which identifies the preservation of a large percentage of the existing vegetation located along the rear (east) and south side lot lines. While the applicant is proposing to preserve much of the existing vegetation along the rear (east) and south side lot lines, it is important to note that the majority of this vegetation is privately owned by the applicant.

- k) On-site Remediation to Address Environmental Impacts Associated with the Existing Gas Station Use

Residents noted that the subject property contains an existing gas station use which, over time, may have resulted in environmental impacts, such as the contamination of soil. As such, residents questioned whether the applicant would be required to undertake any remediation prior to redevelopment.

The applicant has submitted a Phase II Environmental Site Assessment in support of the subject application which concludes that remediation would be required to remove contaminated soil prior to the redevelopment of the site.

Should the subject application be approved, the applicant would be required to file a Record of Site Condition (RSC) with the Ministry of the Environment, Conservation and Parks (MECP) prior to the registration of a site plan agreement with the City. An RSC would also be required prior to the issuance of a building permit, as it is applicable law under the *Ontario Building Code*. An RSC summarizes the environmental condition of a property at a particular time based on the completion of environmental site assessments.

Public Meeting

15. A Statutory Public Meeting was held on January 21, 2020 to present the subject application to Planning Committee. No comments or questions were received from members of the public.

DEPARTMENT & AGENCY COMMENTS

16. The subject application was circulated to staff in various departments and to external agencies for review and comment.
17. The Lake Simcoe Region Conservation Authority (LSRCA) provided comments indicating that the subject lands are not located within an area governed by Ontario Regulation 179/06 under the *Conservation Authorities Act*. As such, the LSRCA does not have any concerns with the proposed

- application. If approved, additional technical review and comments related to water balance and the phosphorous budget would be determined through the subsequent site plan control application.
18. Development Services (Approvals) staff do not have any objections to the approval of the proposed application. If approved, Development Approvals staff are satisfied that any technical matters associated with the proposed development would be addressed through the subsequent site plan control application.
 19. Development Services (Parks Approvals) staff have reviewed the site plan and tree inventory and preservation plan submitted in support of the subject application and are generally satisfied with the proposed development. Development Approvals staff have confirmed that the proposed landscape buffer strips and building setbacks will accommodate viable planting areas and facilitate the preservation of existing boundary vegetation in appropriate locations. If approved, technical matters such as landscaping and amenities, boundary fencing, and pedestrian walkways would be addressed through the subsequent site plan control application.
 20. Transportation Planning staff do not have any concerns with the Traffic Operations Brief submitted in support of the proposed development. The Traffic Operations Brief concluded that the proposed development would provide an adequate level of service for left/right turn movements and would not impact traffic operations or safety on Essa Road. As such, Transportation Planning staff do not have any objections to the approval of the proposed zoning by-law amendment application.
 21. The City's Fire and Emergency Services Department reviewed the proposed development and expressed no concerns with the approval of the subject application.
 22. The Building Services Division reviewed the proposed development and expressed no concerns with the approval of the subject application. If approved, a building permit application would be required following the approval of the subsequent site plan control application.
 23. The City's Risk Management Official does not have any objections to the approval of the proposed application. If approved, any technical matters associated with the proposed development would be addressed through the subsequent site plan control process.
 24. Enbridge, Hydro One and Bell Canada reviewed the proposed development and have expressed no objection to the approval of the subject application as they are satisfied that any technical revisions or outstanding matters would be adequately addressed through the subsequent site plan control process.
 25. The Simcoe County District School Board and the Simcoe Muskoka Catholic District School Board (SMCDSB) provided comments indicating they had no concerns with the proposed zoning by-law amendment application. Both school boards confirmed that their standard notification clauses would be required to be inserted into all purchase and sale agreements advising prospective purchasers that pupils generated by the proposed development may need to be transported to/accommodated in facilities outside of the neighbourhood, if required.

POLICY ANALYSIS

Policy Planning Framework

26. The following provides a review of the application in accordance with applicable Provincial and Municipal policy documents.

Ontario Planning Act, R.S.O. 1990

27. Section 2 of the *Planning Act* requires that the Minister, the council of a municipality, a local board, a planning board and the Tribunal, shall have regard to, among other matters, matters of provincial interest such as, but not limited to, the protection of ecological systems, including natural areas; the adequate provision and efficient use of transportation; sewage and water services and waste management systems; the adequate provision of a full range of housing, including affordable housing; the resolution of planning conflicts involving public and private interests; the appropriate location of growth and development; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; the promotion of built form that, is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and the mitigation of greenhouse gas emissions and adaptation to a changing climate. The *Planning Act* can be found in its entirety at the following link: <https://www.ontario.ca/laws/statute/90p13>.
28. The proposed development is consistent with this legislation in that it is located within the settlement area of Barrie; is not located within or adjacent to any environmental features; will utilize existing and available infrastructure (sewage, water and waste management systems) and public service facilities such as transit and schools; provides for a variety of residential units and tenure; provides a compact form of development that minimizes impacts to climate change; and is designed with a pedestrian-oriented built form with pedestrian connections to the municipal sidewalk to support active transportation.

Provincial Policy Statement (2020) (PPS)

29. The Provincial Policy Statement (2020) (PPS) provides policy direction on matters of provincial interest related to land use planning and development and sets the policy foundation for regulating the development and use of land. The PPS can be found in its entirety at the following link: <https://www.ontario.ca/page/provincial-policy-statement-2020>.
30. The PPS 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.
31. The PPS further states that new development should occur adjacent to and within existing built-up areas, have a compact form, mix of uses and densities that allow for the efficient use of land, planned infrastructure and public service facilities (i.e. transit) to accommodate projected needs. Intensification and redevelopment is also promoted to meet projected population growth for the next 20 years.
32. The proposed development is consistent with the PPS as it proposes a mix of commercial and residential uses at a high density on a designated intensification corridor within a built-up area. The proposed development would also be serviced by existing municipal infrastructure and services, thereby representing efficient and cost-effective development.
33. Although not included in detail, staff have reviewed the relevant policies and are of the opinion that the development is consistent with the applicable policies of the Provincial Policy Statement (2020).

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan)

34. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan) is the Ontario government's initiative to plan for growth and development in a way that supports economic

prosperity, protects the environment, and helps communities achieve a high quality of life. It provides a framework for implementing Ontario's vision for building strong, prosperous communities by managing growth and it establishes the long-term framework for where and how the region will grow. The Growth Plan can be found in its entirety at the following link:
<https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>

35. The Growth Plan is intended to provide direction for municipalities in areas related to intensification of existing built-up areas with a focus on strategic growth areas, including urban growth centres and major transit station areas. The primary focus of the Growth Plan is on building complete communities that are well-designed to meet people's daily needs, offer transportation choices, accommodate people at all stages of life by providing an appropriate mix of jobs, local services, public service facilities and a full range and mix of housing options to meet various incomes and household sizes.
36. The Growth Plan further requires that by the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, 50% of all residential development occurring annually within the City must be within the existing built boundary. Section 2.2.2 further states that until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained in the applicable upper or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply. In this case, the current minimum intensification target for the City is 40 percent. In addition, the Growth Plan promotes the wise management of resources through the utilization of existing services and transportation infrastructure.
37. Staff are satisfied that the proposed development is conforms to Growth Plan as it would result in residential intensification that would make efficient use of land, utilize existing infrastructure, and would provide alternative housing options in the City through the provision of rental units to serve a variety of household sizes, incomes and ages. In staff's opinion, the proposed development is appropriate, as it would be located within an existing built-up area of the City that is supported by the availability of existing infrastructure and public transit along Essa Road. The proposed development will contribute to the City's current intensification target of 40% of new growth within the existing built boundary.

Lake Simcoe Protection Plan (LSPP)

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

City of Barrie Official Plan

39. The Official Plan provides guidance for consideration of land use changes, the provision of public works, actions of local boards, municipal initiatives, and the actions of private enterprise. It gives direction for implementing by-laws, guidelines for more detailed planning and the means for controlling growth so that the City's capacity to provide a healthy community environment is not exceeded. The Official Plan can be found in its entirety at the following link:
<https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Official%20Plan%20-%20January%202017.pdf>
40. The subject lands are designated 'General Commercial', as identified on Schedule "A" – Land Use in the City's Official Plan. The 'General Commercial' designation is intended to provide a broad

range of retail and service commercial uses to serve one or more residential planning areas. Residential uses are also permitted above ground-floor commercial uses in the 'General Commercial' designation.

41. The subject property is located within the Essa Road Secondary Intensification Corridor as identified on Schedule "I" – Intensification Areas of the City's Official Plan. Lands located within Secondary Intensification Corridors are intended to develop at a target density of 50 units per hectare, collectively.
42. According to Policy 4.9 of the Official Plan, the Mixed Use policies refer to lands located along the intensification nodes and corridors, as identified on Schedule "I" – Intensification Areas. Further, for lands identified as Mixed Use, the policies of Section 4.9 take precedence over other land use policies contained in Section 4.2 Residential and 4.3 Commercial, but shall have consideration for Section 4.2.1 (g) of the Official Plan.
43. There are several policies in the Official Plan that generally support the proposed development. Section 2.3 Assumptions, 3.1 Growth Management, 3.3 Housing and 4.9 Mixed Use relate to the provision of increased densities, directing growth to take advantage of existing services and infrastructure and the provision of a range and mix of housing types at appropriate locations.
44. Section 2.3 (d) and (e) of the Official Plan identifies that there will be a growing need to provide higher residential densities than previous development within the City and Barrie and new housing stock will include a growing percentage of multiple family development at medium and high densities in order to provide a complete range of housing options within the City. Intensification represents an essential component of the City's growth management strategy to minimize the infrastructure requirements of new development and to utilize existing services including transit, schools and open space. Further, mixed land uses and increased density represent an opportunity to develop complete communities, as intended by the Growth Plan. The proposed development is considered to be consistent with this policy in that it proposes a high density mixed-use residential and commercial development with alternative housing forms (rental apartment units) from what currently exists in the area, utilizes existing infrastructure and services, and would support the use of public transit.
45. Section 3.3.1 encourages complete communities with an appropriate range of housing types; building design and densities which efficiently use land, resources, infrastructure and public service facilities; contributes to safe, vibrant and pedestrian friendly streetscapes; and directs development toward locations where infrastructure and public service facilities are available.
46. Sections 3.3.2.1 (a), (b) (c) and (g) of the Official Plan encourage the maintenance of reasonable housing costs by encouraging a varied selection of housing with regard to size, density and tenure. The provision of innovative housing and a wide range of housing opportunities are encouraged in order to meet identified housing needs where it is recognized to be in accordance with good land use planning principles. The Official Plan further encourages residential intensification in built-up areas in order to support the viability of neighbourhoods and provide opportunities for a variety of housing types. Residential intensification includes infill development, which refers to the development of vacant or under-used parcels within existing urban areas.
47. Staff are satisfied the proposal conforms to these policies of the Official Plan given that the proposed development provides for an alternative housing form with a variety of unit sizes (1, 2 & 3 bedroom rental apartment units), would contribute to a compact urban form and the efficient use of land and resources, supports transit, optimizes the use of existing infrastructure and services within a built-up area of the City, and is intensifying an underutilized site located along a designated intensification corridor as identified in Schedule "I" of the Official Plan.

Affordable Housing

48. Section 3.3.2.2 identifies the goal that a minimum target of 10 percent of all new housing units be affordable. In the case of rental housing, the criteria for affordable housing is identified as the least expensive of:
- l) A unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or
 - m) A unit for which the rent is at or below the market rent of a unit in the regional market area.
49. The County of Simcoe has identified that the median household income for the City of Barrie is \$79,984. As such, the average household income in the City of Barrie would allow for a monthly rental rate of \$1,999, representing 30 percent of household income spent on an annual basis. The average market rents in the City of Barrie are as approximately: \$766 for bachelor units; \$1,035 for 1-bedroom units; \$1,205 for 2-bedrooms units; and, \$1,415 for 3-bedroom units.
50. The subject application proposes 194 residential rental units, of which 75 would be offered as affordable. The affordable units would be offered in the form of 1 and 2-bedroom units, as identified in Table 1 below. Although the remaining units will not be offered as affordable, they are still considered to be a more attainable form of housing than traditional residential forms of development such as single, semi-detached and townhouse dwelling units.
51. The Affordable Housing Annual Monitoring Report prepared by the City of Barrie states the vacancy rate for Barrie, as of 2017, is 2.7%; whereas, a healthy vacancy rate is typically 5.5%. The City of Barrie is in need of affordable purpose-built rental units to help achieve a healthier housing market for renters. If approved, the proposed development would contribute to improving the City's rental housing availability and may assist in reducing rental rates across the City by increasing the rental housing stock. Consequently, staff are of the opinion that the development would satisfy the affordable housing policies of the Official Plan by contributing to the affordable and rental housing stock in the City of Barrie.

Table 1: Proposed Affordable Units by Size

Unit Type	Unit Count	% Affordable	Affordable Unit Count
Bachelor	2	0%	0
1-bedroom	4	100%	4
1-bedroom + den	19	100%	19
2 bedroom	42	100%	42
2-bedroom + den	100	10%	10
3 bedroom	27	0%	0
Total	194	38.6%	75

Brownfields

52. Section 3.8 of the Official Plan provides goals to encourage the redevelopment of brownfield sites within the City. The proposed development will result in the clean-up of a brownfield site which is currently occupied by a gas station use. The development will revitalize an underutilized commercial property by intensifying the site with residential and commercial uses along an intensification corridor. A Phase II Environmental Site Assessment was submitted to ensure the site can be redevelopment in a manner consistent with applicable standards and regulations. Should the subject application be approved, the applicant would be required to file a Record of Site Condition (RSC) with the Ministry of the Environment, Conservation and Parks (MECP) prior to the registration of a site plan agreement with the City.

Residential

53. As noted in paragraph 42 above, the Residential policies of the Official Plan do not apply to lands located within the City's intensification nodes and corridors, as identified on Schedule "I" – Intensification Areas. However, the Mixed Use policies state that consideration shall be given to policy 4.2.1(g).
54. Policy 4.2.1(g) states that it is a goal of the City to plan for new development in the medium and high density categories which encourage mixed use and high quality urban design within the Intensification Areas while continuing to support the integrity of stable neighbourhoods. As demonstrated throughout this report, consideration has been given to the policy and the proposed building is strategically sited along the Essa Road frontage with increased rear and side yard setbacks to provide a greater separation from existing residential development. The building would also include quality building materials and a variety of architectural treatments to enhance the overall appeal of the development. Additionally, the building design incorporates step-backs above the fifth (5th) storey to further reduce height impacts on adjacent land uses and the Essa road right-of-way. The development also includes 3 metre landscape strips along the rear and side lot lines to accommodate tight board fencing and buffer planting. Finally, the applicant has demonstrated that the proposed building would not result in unreasonable shadowing on adjacent lands.

Mixed Use

55. Section 4.9 of the Official Plan provides goals and policies for lands located along Intensification Nodes and Corridors as identified on Schedule "I" – Intensification Areas. The following are the goals of the Mixed Use designation:
- To plan for new medium and high-density residential development that supports an appropriate mix of residential, commercial, and institutional uses;
 - To create complete communities that support a mix of uses and activities, multiple modes of transportation, and a variety of housing forms to satisfy a range of incomes and tenures;
 - To foster a vibrant, compact, pedestrian-oriented environment that supports walkability, active transportation, and public transit; and,
 - To establish the intensification nodes and corridors as the focal points of activity and a destination for surrounding neighbourhoods.

The subject application is consistent with these goals as it proposes a high-density mixed-use development in a compact and efficient form that utilizes existing infrastructure, public facilities and transit. The proposed residential units provide a greater range of housing types and tenures in the neighbourhood (rental and affordable rental) to accommodate the needs of current and future residents. Additionally, the application proposes development at transit-supportive densities and activates the streetscape through site layout and design. The proposed building is located within close proximity to the Essa Road frontage with ground floor commercial uses. Additionally, the development supports active transportation by providing bicycle parking and pedestrian connections to the municipal sidewalk which facilitate convenient walking access to nearby transit stops. Finally, the site is located along an intensification corridor and the proposed commercial uses and amenities within the development would support Essa Road as a destination for surrounding neighbourhoods.

56. Policy 4.9.2.1(a) identifies that a variety of commercial, institutional and residential uses are permitted in Mixed Use Area. Multiple uses within the same building is strongly encouraged,

including the residential use of upper storeys with active commercial uses at the ground floor level. The subject application conforms to this policy as active ground floor commercial uses are proposed along the Essa Road frontage, while the upper storeys would be occupied by residential units. The ground floor commercial units would be located within proximity to the front lot line with direct pedestrian connections to the municipal sidewalk, so as to activate the street.

57. Policy 4.9.2.1(c) states that the Zoning By-law will grant additional building height for mixed use developments along the intensification corridors that incorporate active street level uses. This is reflected in the 'Mixed Use Corridor' (MU2) Zone provisions in Zoning By-law 2009-141 which permits a maximum building height of 25.5 metres (8-storeys) for mixed use buildings along intensification corridors. The subject application proposes a maximum building height of 25.5 metres (8-storeys) in accordance with the MU2 Zone standards.
58. Policy 4.9.2.1(d) encourages a variety of medium and high density residential uses in a range of types, sizes, affordability and tenure throughout the Mixed Use areas to increase the resident population, accommodate for the City's population growth, and to create a local market for commercial uses. The subject application is consistent with this policy as it proposes a high-density mixed-use development with ground floor commercial uses and 194 residential units (rental), of which 75 would be offered as affordable. The proposed unit count, together with surrounding developments, would create a local market for existing and proposed commercial uses along the Essa Road Intensification Corridor.
59. Policy 4.9.2.2(a) notes that improvements to the public realm will contribute towards the creation of a pedestrian oriented environment. When possible, the City will make use of opportunities to redefine the street and boulevard within the existing right-of-way. Larger setbacks may be required in certain areas to facilitate the creation of larger boulevards, wider sidewalks, or landscaping features including trees and planters. The subject application conforms to this policy as it proposes a reduced front yard setback to prioritize pedestrian circulation and an activated streetscape. In this case, larger front yard setbacks or road widenings are not required to facilitate improvements to Essa Road, as the existing right-of-way includes a 5.5 metre boulevard with a municipal sidewalk. Additionally, the majority of parking is provided underground, and the balance is located in the rear of the site to reduce the visual impacts of vehicles and to encourage active transportation. If approved, landscape design would be determined through the subsequent site plan control application.
60. Policy 4.9.2.2(b) states that transit supportive design will be promoted through public realm improvements and private land development that achieves higher densities and supports a variety of land uses to create local destinations throughout the Mixed Use areas. The subject application conforms to this policy as it would facilitate a high-density mixed-use development containing residential units and ground floor commercial uses. The development will not only offer commercial destinations that are accessible by various means of transportation but will also increase the population base to support commercial uses and public facilities in the area.
61. Policy 4.9.2.2(c) encourages parks and civic open spaces through the Intensification Areas to provide opportunities for recreation and social gathering. As these locations will experience the most optimal conditions for tree growth, larger tree species are encouraged to enhance the overall tree canopy. The proposed development does not include public parks or open spaces given that parks and public facilities currently exist within walking distance of the subject property. These parks and facilities include Harvie Park, Veteran's Woods Park and the Holly Recreation Centre. However, the proposed development also includes 2,368 square metres of indoor and outdoor private amenity space which exceeds the minimum requirements of the zoning by-law. This private amenity space includes an open landscaped rooftop area, private balconies and other amenity features. Cash-in-lieu of Parkland would also be paid to the City at the issuance of a building permit application. Finally, the applicant has submitted a tree inventory and preservation plan in support

- of the re-zoning, which identifies the preservation of existing vegetation along the south (side) and east (rear) boundaries of the site. Additional landscaping (trees) would also be provided on the site but this would be determined through the subsequent site plan control process.
62. The subject application is consistent with Policy 4.9.2.2(e) as it is not proposing a decrease in density or a reduction in the variety of uses on the subject property.
 63. In accordance with Policy 4.9.2.2(f), the required infrastructure and community services to support the proposed development are available along Essa Road and in the surrounding area. Therefore, if approved, development of the site would proceed in a fiscally responsible manner.
 64. Policy 4.9.2.3(a) states that lands located within the City's intensification nodes and corridors will be subject to site plan control and will consider the recommendations of the Urban Design Guidelines for Intensification Areas. The site is subject to site plan control, a process through which City staff would review and approve technical matters such as urban design. Although a detailed urban design review would occur through the subsequent site plan control process, an overview of the urban design guidelines of the Official Plan and the Urban Design Guidelines for Intensification Areas has been provided in paragraphs 71 to 73 and 86 to 89 of this report.
 65. Policy 4.9.2.3(b) identifies that Mixed Use areas shall achieve a pedestrian-oriented environment through a combination of appropriate development standards and design features. The subject application conforms to this policy as a front yard setback ranging from 0.5 to 2.5 metres is proposed, which would facilitate the development of a building within a strong street presence. The application also proposes hardscaping in the front yard with direct connections to both the municipal sidewalk and the rear of the site. Ground floor commercial uses with substantial glazing (windows) are also proposed along the Essa Road frontage. Together, these standards and design features will not only activate the street and enhance the public realm, but also make the site more accessible and attractive to pedestrians.
 66. Policy 4.9.2.3(c) requires that buildings be sited to frame streets and sidewalks in order to achieve a generally consistent setback and continuous built form. Façade step-backs shall be incorporated into the development to reduce the visual and physical impacts of building height and ensure human-scaled development. The proposed building will be sited to frame Essa Road and the sidewalk, with parking located in the rear yard and underground to achieve a continuous built form. The building is designed to provide step-backs from the fifth to eighth storeys to reduce the impacts of building massing. In addition, the development meets the angular plane expectations outlined in the zoning by-law and City's Urban Design Guidelines for Intensification Areas.
 67. Policy 4.9.2.3(d) states that larger front yard setbacks may be granted for the purpose of creating outdoor patio space, publicly accessible plazas, weather protection features such as canopies or building overhangs, for delineating entranceways, for the installation of public areas, or other features which positively contribute towards the public realm. The subject application does not propose a larger setback than permitted by the zoning by-law. In fact, the application seeks a site-specific provision to permit a reduced front yard setback for a small portion of the front façade in the southwest corner of the property. As noted in paragraphs 65 and 66 above, the proposed site design would activate the street and enhance the public realm through strategic building placement, glazing on the front façade, and the provision of ground floor commercial uses and hardscaping in the front yard with seamless connections to the sidewalk. If approved, additional design features such as the provision of weather protection features (canopies and overhangs) and landscaping would be explored through the site plan control process to further enhance the public realm.
 68. In accordance with Policy 4.9.2.3(e) the primary entrance to the ground floor commercial units will be accessible from the public sidewalk on Essa Road to prioritize pedestrians. The ground floor commercial units will use glass windows to facilitate the activation of the street. In addition, access

to the residential units via central corridor would also be provided from Essa Road and in the rear of the building.

69. Policy 4.9.2.3(f) states that intensification should be achieved with development that is compatible with the scale of adjacent properties, incorporating a built form transition from high density to lower density areas. This can be accomplished through a combination of urban design features, including setbacks and stepping provisions. The proposed development is compatible with adjacent properties as it provides an appropriate mix of density, height and uses. The proposed development would be an extension of the approved 4-storey mixed-use development at 430 Essa Road to the north which frames the intersection of Essa Road and Veteran's Drive. The development proposal extends, albeit in a taller built form, a mixture of land uses and a higher density urban streetscape along Essa Road. In addition, the development includes increased side (south) and rear (east) yard setbacks, along with landscape buffer areas and tight board fencing to increase separation and provide buffering to lower density residential land uses. The proposed development also incorporates building step-backs above the fifth (5th) storey, meeting the 45-degree angular plane requirements of the MU2 Zone and the expectations outlined in the City's Urban Design Guidelines for Intensification Areas. The provision of building step-backs and material choice will also mitigate massing and other impacts on surrounding uses. If approved, building materials would be reviewed in greater detail and approved by City staff through the subsequent site plan control process.
70. In accordance with Policy 4.9.2.3(g), most of the parking supply is proposed underground, while the balance would be provided in the form of surface parking in the rear yard behind the building. Bicycle parking is also proposed near the front of the building to increase accessibility to and from Essa Road.

Urban Design Guidelines

71. Section 6.5 of the Official Plan provides that buildings should be designed to enhance and contribute to a desirable community character in terms of massing and conceptual design, the design of a building's roof should screen mechanical equipment from public view, large exposed blank walls should be avoided, entrances should be well-defined, pedestrian links shall be designed to promote safety of the user and be fully accessible between commercial and residential properties, parking areas shall be linked and confined to rear yards, minimum planting strips shall be provided, and energy efficiency in design shall be encouraged. The proposed site layout and architectural design of the building would compliment the surrounding existing commercial and residential land uses. As identified on the site plan (Appendix "B" – Proposed Site Plan) and conceptual building renderings (Appendix "E" – Conceptual Building Renderings) submitted in support of the application, the proposed building is massed along the street frontage, thereby creating an active and aesthetically pleasing streetscape. The proposed building incorporates a generous use of glazing, increased side and rear yard setbacks and transitions in building height through the provision of step-backs to reduce the impacts of building height and massing. Additionally, the subject application proposes a building with animated façades, well defined entrances and pedestrian walkways with direct and safe connections to the municipal sidewalk on Essa Road.
72. Further, 80 percent of the proposed parking would be located underground, with the balance being provided as surface parking located at the rear of the building where it would be screened from view from the street. The proposal also includes the minimum required number of barrier-free parking spaces. Loading and refuse areas would be located at the rear of the building, adjacent to the shared driveway access between 440 and 430 Essa Road for ease of access and to ensure there are no impacts to Essa Road, adequate planting/buffer strips would be provided and the compact built form encourages energy efficient through the use of transit, active transportation, and focusing major development along transit routes such as Essa Road.

73. Should Council approve the subject application, staff are confident that the abovementioned design objectives would be adequately addressed through the subsequent site plan control process.

Tall Buildings and Height Control

74. Section 6.6 of the Official Plan is applicable to any proposed building greater than 3-storeys in height. 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 at 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.
75. In accordance with Section 6.6.4(a), the tall building 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 visual interest.
76. Section 6.6.4 (e) of the Official Plan states that where taller buildings are proposed adjacent to lower 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 buildings. However, 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.
77. As identified on the site plan in Appendix "B", the proposed building is strategically located in proximity to the front lot line to frame the Essa Road corridor. Not only does this activate the street and enhance the public realm, but it provides increases in separation between adjacent residential land uses located immediately east and south of the subject property. Specifically, the applicant proposes increased rear (east) and side (south) yard setbacks of 15.22 and 7.54 metres. Through the provision of increased building setbacks, the subject application has regard for adjacent residential land uses. Additionally, the subject application proposes 3 metre landscape buffer strips and 2-metre-high tight board fencing along the rear and south side lot lines. The proposed landscape strips would provide for the provision of effective buffer planting and facilitate the preservation of existing vegetation, wherever feasible and appropriate.
78. The elevation plans submitted to support of the subject application also identify that step-backs would be provided on all sides of the proposed building above the 5th storey (see Appendix "D" – Proposed Elevation Plans). The proposed building step-backs provide for a 45-degree angular plane in accordance with the requirements of the MU2 Zone and the recommendations of the Urban Design Guidelines for Intensification Areas. The proposed step-backs would have the effect of providing an increased separation between the upper-storeys of the building and adjacent land uses, thereby mitigating the visual and physical impacts of height on adjacent lands and the pedestrian realm on Essa Road.
79. A shadow impact study was submitted in support of the subject application, which evaluated shadowing impacts on adjacent lots during the fall, spring, summer and winter solstices (please refer to Appendix "F" - Shadow Impact Study. According to the shadow impact study, no property is shadowed for more than 4 hours during the spring, fall and winter solstices, and no more than 1.5 hours during the summer solstice. Existing lots on the west side of Essa Road would only be

impacted in the early morning hours, while existing lots to the north, east and south of the subject lands would only be impacted in the late evening hours. Additionally, minimal shadow impacts would be realized over the Essa Road public realm with impacts being realized in the early morning hours, improving through to mid-day. The northeast corner of Harvie Park would also experience minimal shadowing in the early morning hours during the spring and summer solstices, never exceeding a period of 1 hour.

80. In staff's opinion, the proposed development conforms to the Tall Building Policies of the Official Plan as it relates to the strategic location of the building, the provision of step-backs on upper storeys, increased setbacks and the provision of landscape buffers and fencing, and locating parking underground and to the rear of the building. Together, these components of the site and building design ensure that an appropriate transition and buffer to adjacent land uses is provided, thereby increasing compatibility and integration with the surrounding neighbourhood.

Height and Density Bonusing

81. The Bonusing Policies in Section 6.8 of the Official Plan permit the negotiation of 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. With respect to the subject development, the applicant is proposing a Zoning By-law Amendment that includes permission for increased height and density over and above what the current 'General Commercial' (C4) zoning over the subject lands permits. As such, the Bonusing Policies for the purpose of obtaining community benefits could be applied. Notwithstanding the above, on May 29, 2017, a memorandum was provided to Council which identified that development proposals within the City's Intensification nodes and corridors that generally comply with the 'Mixed Use Corridor' (MU2) Zone standards would not be subject to Bonusing Policies. Given that this parcel is within the Essa Road Secondary Intensification Corridor and generally complies with the MU2 Zone standards, particularly as it relates to maximum building height (maximum 25.5 metres/8-storeys proposed), the Bonusing Policies of the Official Plan would not apply. There is no maximum density provision associated with the MU2 Zone standards.

Summary

82. The development, if approved, would serve to address many of the criteria outlined in the Official Plan. In this regard, Schedule "I" of the Official Plan identifies Essa Road as a Secondary Intensification Corridor which has a targeted density of 50 units per hectare along the entire corridor. 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 is to be achieved over the entire corridor.
83. It is anticipated that these types of development will be more common along the Intensification Corridors and densities may exceed 50 units per hectare on a site by site basis but would be consistent with the density target which is calculated over the entire corridor. In reviewing such applications, emphasis shall be placed on the design and functionality of a development, including but not limited to: the availability of infrastructure, public services and facilities; providing a mix of uses; adhering to a high standard of design through the use of attractive building materials and architectural treatments; providing a variety of housing types and tenure; providing a transition and buffer to lower-density residential land uses, activating the street and enhancing the public realm; pedestrian connectivity; and, the provision of sufficient parking, landscaping and amenities.
84. Based on the foregoing and for reasons outlined in this report, staff are satisfied that the proposed built-form and site design at a density of 387 units per hectare adheres to a high level of urban design, would function effectively, and represents the efficient use of land and resources.

Therefore, the proposal represents an appropriate form of development in an area where intensification has been targeted.

85. Staff have reviewed the relevant policies and are of the opinion that the development conforms with the applicable policies of the Official Plan.

Urban Design Guidelines for Intensification Areas

General

86. 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 this regard, buildings should be positioned to frame abutting streets, main entrances should be directly accessible from public sidewalks and the front street wall 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.
87. The proposed development satisfies the City's Urban Design Guidelines for the Intensification Areas in that a variety of rental apartment units (1, 2 and 3-bedroom units) are proposed in a multi-storey compact development with a strong street presence along Essa Road. The proposed building would also include street-oriented commercial uses on the ground floor and pedestrian connections to the municipal sidewalk to activate the street, enhance the public realm and encourage active transportation such as walking and cycling. The proposed development is pedestrian-friendly, compact and efficient in that it will utilize existing services and infrastructure and proposes a transit-supportive density along a dedicated transit route. Finally, the applicant is proposing several architectural features and treatments to create an attractive building, including step-backs on upper storeys; generous glazing and articulations on façades; variations in building materials; and, the provision of balconies and terraces. The site would also include a variety of landscape treatments and outdoor furniture to further enhance the design of the overall development. If approved, building design and landscaping would be reviewed in detail and approved through the subsequent site plan control process.

Transition to Low-Density Residential Land Uses

88. While the subject lands are located along the Essa Road Secondary Intensification Corridor in which medium and high density developments ranging from five (5) to eight (8) storeys in height are encouraged, new developments are expected to provide an appropriate transition to low-density residential land uses. There are many ways in which a new development can provide an appropriate transition to low-density residential land uses, including the provision of building step-backs to reduce the height and shadowing impacts of tall buildings, increased building setbacks to provide appropriate spatial separation between buildings, and buffering in the form of infill planting/vegetation and tight board fencing.
89. The subject application proposes a high-density development as defined in the City's Official Plan. As noted throughout this report, several design elements have been incorporated into the proposed development in order to provide an appropriate transition to the existing two and three storey townhouse and single-detached residential dwellings located east, west and south of the subject property. These design elements include increased side (south) and rear (east) yard setbacks and utilizing the width of the Essa Road right-of-way to provide an appropriate separation between the proposed building and adjacent residential lots. The proposed development also includes step-

backs above the 5th storey to further mitigate height impacts on adjacent lands and the Essa Road right-of-way. The proposed step-backs on upper storeys provides a 45-degree angular plane in accordance with the MU2 Zone standards and the recommendations in the Urban Design Guidelines for Intensification Areas. Finally, the proposal includes a 3-metre-wide landscape strip along the rear (east) and side (south) lot lines, which would facilitate the provision of buffer planting and tight board fencing. Planning staff are satisfied that together, the increased setbacks, building step-backs, landscape strips and tight board fencing would provide an appropriate transition and buffer to adjacent residential lands.

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

90. As noted above, the subject application proposes to amend the zoning of the subject lands from 'General Commercial' (C4) to 'Mixed Use Corridor – Special Provision No. XXX' (MU2)(SP-XXX) with site-specific provisions to permit the proposed development. The site-specific zoning provisions being requested are discussed in greater detail in paragraphs 91 to 96 below.

Front Yard Setback

91. The applicant is proposing a minimum front yard setback of 0.5 metres, whereas a minimum of 1 metre is required for 75 percent of the lot frontage and a maximum of 5 metres is permitted for 25 percent of the lot frontage. The overall goal of a reduced minimum front yard setback is to enhance the public realm, ensure seamless connectivity between private developments and the municipal sidewalk, and create pedestrian and transit-supportive environments along the City's intensification corridors.
92. The proposed reduced front yard setback would be limited to a small portion of the front façade of the building in the southwest corner of the subject property. The proposed front yard setback for the remainder of the building would be 2.5 metres, as identified on the site plan in Appendix "B". It is important to note that the front yard setback of 2.5 metres would be provided along the entrances to the ground-floor commercial units. The front yard area would also be hardscaped with connections to the municipal sidewalk and provide space for street furniture (i.e. benches) and planters. Based on the foregoing, staff are satisfied that the requested reduction maintains the general intent and purpose of the Zoning By-law as the proposed front yard setback would contribute to the enhancement of the public realm, create an active street and pedestrian-friendly environment, and promote active transportation and the use of transit.

Rear (East) Yard Setback

93. The subject application proposes a minimum rear (east) yard setback of 15 metres, whereas a minimum rear yard setback of 7 metres is required in the MU2 Zone. In the case of the subject application, the general intent and purpose of requiring minimum rear yard setbacks is to provide an appropriate separation between buildings and to ensure that new developments do not infringe upon the private rear yard amenity areas of existing residential lots.
94. Through the pre-consultation process, staff recommended that a minimum rear yard setback of 15 metres be required for the proposed development. The proposed rear yard setback would provide a greater separation between the proposed development and the existing townhouse dwellings to the east on McCausland Court. Additionally, the proposed rear yard setback would ensure that space is provided to accommodate surface parking and landscaping at the rear of the building. Based on the foregoing, staff are of the opinion that the proposed rear yard setback represents good planning and would provide additional relief for adjacent land uses.

Side (South) Yard Setback

95. The subject application proposes a minimum south side yard setback of 7.5 metres, whereas a maximum side yard setback of 3 metres is permitted in the MU2 Zone. The general intent and purpose of restricting side yard setbacks is to ensure that the City's intensification corridors develop with compact medium and high-density mixed-use developments to create a continuous urban landscape. Recognizing this, Planning staff feel it is also important to have regard for existing land uses and ensure that appropriate building transitions and buffering are provided between new and existing developments, particularly lower density residential land uses.
96. Through the pre-consultation process, staff recommended that a minimum south side yard setback of 7.5 metres be required for the proposed development. The proposed increased south side yard setback would provide a greater separation between the proposed development and the existing residential dwellings to the south on Essa Road and Claudio Crescent. Based on the foregoing, staff are of the opinion that the proposed side yard setback represents good planning and would provide additional relief to adjacent land uses.

Site Plan Control

97. Subject to Council approval of the proposed application, the property 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 detailed design elements of the lands regarding access, servicing, stormwater management, landscaping, lighting, setbacks, building orientation/placement/massing, parking, etc.
98. The site plan and conceptual building elevation plans submitted in support of the subject application provide a general indication of how the property would be developed and the ultimate design of the future building. However, should the subject application be approved, the applicant would be required to submit a subsequent site plan control application which would be further reviewed by City staff and applicable external agencies to ensure that the development complies with the City's technical standards and provides an appropriate interface with adjacent properties and streets.

Summary

99. Planning staff are satisfied that the oral and written submissions along with all departmental and agency comments relating to this application have been considered and/or addressed.
100. Planning staff recommend the approval of the proposed zoning by-law amendment application for the development of an 8-storey mixed-use building consisting of 194 residential (rental) units and 1,208.5 square metres of ground floor commercial space, as it is consistent with the Provincial Policy Statement (2020), and conforms to the A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019), City of Barrie Official Plan and the City's Urban Design Guidelines for Intensification Areas, while also being respectful of existing land uses adjacent to the proposed development.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

101. The subject application, if approved, would result in the remediation of a brownfield site which is currently occupied by a gas station.

ALTERNATIVES

102. There are two alternatives available for consideration by Planning Committee:

<u>Alternative #1</u>	<p>Planning Committee could alter the proposed recommendation by suggesting a reduced density or a different built-form or send the application back to staff for additional consultation with the owner/applicant and the public.</p> <p>Although this alternative is available, a neighbourhood meeting and public meeting have been formally held, and staff have been available for discussion and have addressed comments from the public. It is not anticipated that additional consultation would result in alterations to the application that would make the proposal more acceptable to the neighbourhood residents. As noted in the recommendation, staff are satisfied that the supporting documentation submitted by the owner/applicant, including updates as requested, justifies consideration of the development, as proposed.</p>
<u>Alternative #2</u>	<p>Planning Committee could refuse the application and maintain the existing 'General Commercial' (C4) zoning over the subject lands.</p> <p>This alternative is not recommended as the subject property is ideally suited for this form and density of development given the full range of services and facilities available in the area. The proposed amendments are also in keeping with both the provincial and municipal policy framework established for the City's intensification areas as noted throughout the analysis section of the report. Should the applicant appeal the Council decision with this alternative, City planning staff would not be in a position to offer supporting evidence.</p>

FINANCIAL

103. The subject application, if approved, would permit the development of 194 residential apartment units and 1,208.5 square metres of ground floor commercial space on the subject lands. Currently, it is not possible to estimate the assessed value of the subject property, following redevelopment. However, the assessed value of the future development is anticipated to be greater than the current assessed value of the property and will therefore increase the amount of property tax that is collected on the subject site as of the time of this staff report.
104. Building permit application fees for the proposed development are estimated to be approximately \$319,995.53. If approved, building permit fees will be confirmed through the subsequent site plan control process, and collected at the time of the submission of a building permit application.
105. Current development charges for a bachelor or 1-bedroom unit are \$25,934 and \$36,943 for 2 or more bedroom units. Based on the preliminary floor plans submitted in support of the application, development charge revenue for the proposed residential uses is estimated to be approximately \$6,891,717. Development charges are calculated and paid at the time of issuance of the building permit.
106. Development charges for the proposed ground-floor commercial space is calculated at \$344.71 per square metre. Based on the proposed 1,208.5 square metres of ground floor commercial space, development charges are estimated to be approximately \$416,582.03 for the commercial component of the development. Development charges are calculated and paid at the time of issuance of the building permit.
107. The proposed development would be subject a Whiskey Creek Area Specific Development Charge of \$53,311.
108. The education levy for residential uses is currently \$2,959 per unit, which represents a total levy of \$574,046.

- 109. The education levy for retail commercial uses is \$0.53 per square foot of gross floor area, which represents a total levy of \$6,894.33.
- 110. Cash in lieu of parkland is currently calculated at \$5,597 per residential unit, which represents a total contribution of \$1,085,818 for the proposed development (2020 rate, subject to an annual inflationary adjustment on January 1st of each year). Cash in lieu of parkland for the proposed commercial uses is 2 percent of the assessed land value and will be confirmed through a subsequent site plan control process, should the subject application be approved.
- 111. The proposed development would be subject to a Finance Administration fee of \$14,550.
- 112. Given that the subject lands, when developed, will be subject to Site Plan Control, all costs associated with the approval and development of the site would be the applicant's responsibility. The applicant 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, if required. Costs associated with the ongoing maintenance and operational costs of the new internal infrastructure, snow removal, landscape maintenance and site lighting would be the responsibility of the applicant.
- 113. The City will also incur additional operating costs associated with extending municipal services to the area including fire protection, policing, snow clearing, and boulevard landscaping maintenance. Taken together, these are all normal growth-related expenses that are being actively planned for through the City's Capital Planning process and will be presented to Council during the annual budget cycle for approval.

LINKAGE TO 2018-2022 COUNCIL STRATEGIC PLAN

- 114. The recommendations included in this Staff Report support the following goals identified in the 2018-2022 Strategic Plan:

GOAL	HOW IT'S ACHIEVED
Fostering a safe and healthy City	<p>The proposal represents compact development that efficiently uses land, resources, infrastructure and public service facilities.</p> <p>The application, if approved would also result in the remediation of a brownfield site, which is currently occupied by a gas station use.</p>
Building strong neighbourhoods	<p>The proposal maximizes the use of an underutilized site located on an intensification corridor within the City's built boundary.</p> <p>The application proposes a transit-supportive high-density development with a mix of uses and a variety of rental housing units. The proposal will also activate the street, enhance the public realm and include pedestrian connections to promote walkability along the Essa Road corridor and beyond.</p>
Improving the ability to get around Barrie	<p>The compact nature of the development and the proposed built form is pedestrian-friendly and transit-supportive. The subject property is also located on a dedicated transit route. Additionally,</p>

	the proposal includes underground and surface parking for vehicles.
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115. In accordance with Council's goals, the proposed development would provide for a compact form of development that will utilize existing services and infrastructure. The proposed development offers a more affordable and attainable form of housing, promotes and facilitates community connections, supports active transportation and public transit, and would support diverse and safe neighbourhoods.

Attachments: Appendix "A" – Proposed Zoning By-law Amendment
Appendix "B" – Proposed Site Plan
Appendix "C" – Context Plan
Appendix "D" – Proposed Elevation Plans
Appendix "E" – Conceptual Building Renderings
Appendix "F" – Shadow Impact Study

APPENDIX "A"

Proposed Zoning By-Law Amendment



Bill No. XXX

BY-LAW NUMBER 2020-XXX

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

WHEREAS the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands known municipally as 440 Essa Road, shown on Schedule "A" to this By-law from 'General Commercial' (C4) to 'Mixed-use Corridor – Special Provision No. XXX' (MU2)(SP-XXX).

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 20-G-XXX.

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

1. **THAT** the zoning map is amended to change the zoning of 440 Essa Road from 'General Commercial' (C4) to 'Mixed-use Corridor – Special Provision No. XXX' (MU2)(SP-XXX) in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** notwithstanding the provisions set out in Section 5.4.3.1 of By-law 2009-141, a minimum front yard setback of 0.5 metres is required in the 'Mixed-use Corridor – Special Provision No. XXX' (MU2)(SP-XXX) Zone.
3. **THAT** notwithstanding the provisions set out in Section 5.4.3.1 of By-law 2009-141, a minimum east rear yard setback of 15 metres is required in the 'Mixed-use Corridor – Special Provision No. XXX' (MU2)(SP-XXX) Zone.
4. **THAT** notwithstanding the provisions set out in Section 5.4.3.1 of By-law 2009-141, a minimum south side yard setback of 7.5 metres is required in the 'Mixed-use Corridor – Special Provision No. XXX' (MU2)(SP-XXX) Zone.
5. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above described lands as shown in Schedule "A" to this by-law shall apply to the said lands except as varied by this By-law.
6. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

READ a first and second time this ___ day of May, 2020.



READ a third time and finally passed this ____ day of May, 2020.

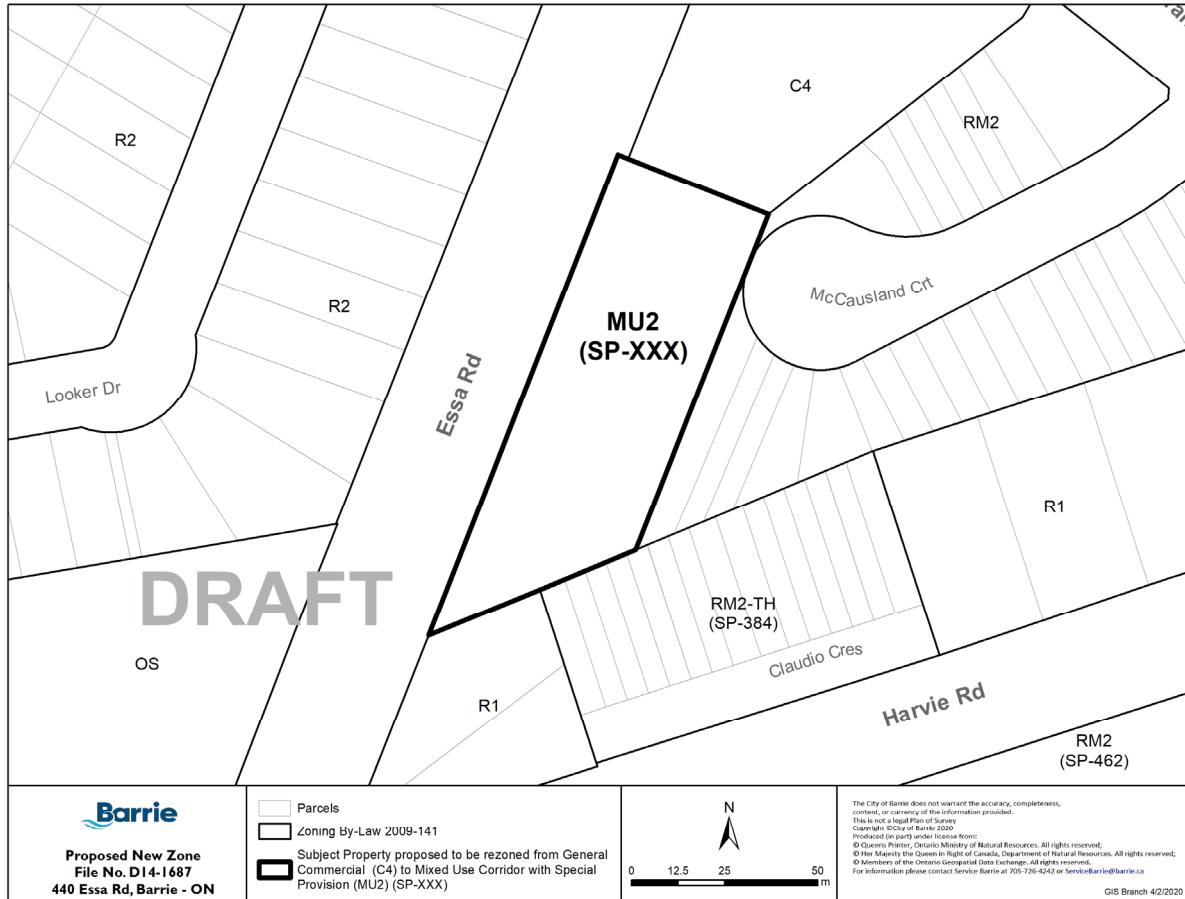
THE CORPORATION OF THE CITY OF BARRIE

MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

- 2 -

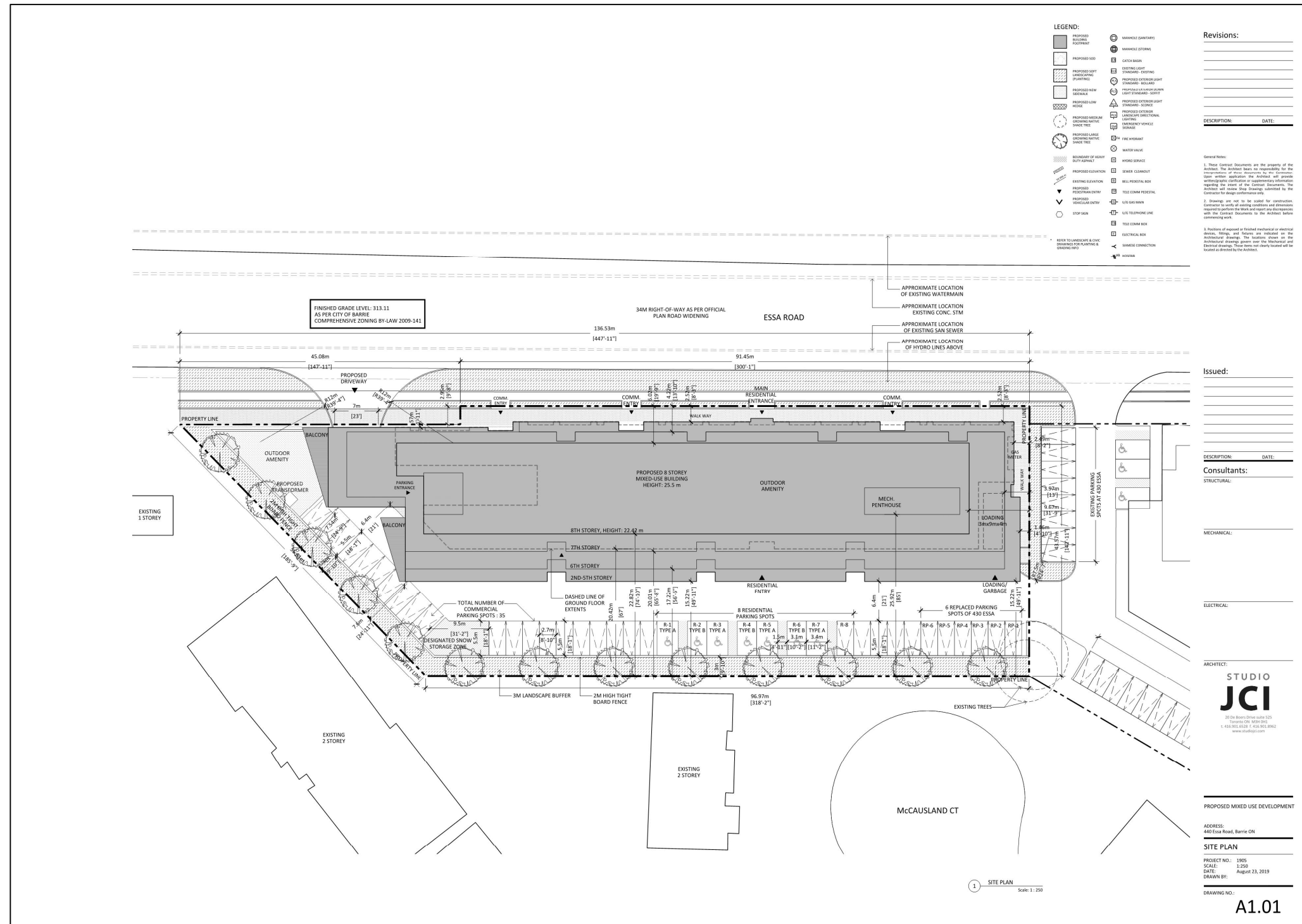
Schedule "A" to Attached By-law 2020-XXX



MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

APPENDIX "B" – PROPOSED SITE PLAN



Revisions:

DESCRIPTION:	DATE:

General Note:
1. These technical documents are the property of the Architect. The Architect bears no responsibility for the construction of any structure or for the structural design unless application of the Architect will provide written approval of a construction or structural drawing. The Architect will review the construction documents. The Architect will review the construction documents. The Architect will review the construction documents. The Architect will review the construction documents.

Issued:

DESCRIPTION:	DATE:

Consultants:

STRUCTURAL:

MECHANICAL:

ELECTRICAL:

ARCHITECT:
STUDIO JCI
20 De Bure Street Suite 101
Toronto, ON M5E 1B1
Tel: 416.593.1628 Fax: 416.593.1682
www.studiojci.com

PROPOSED MIXED USE DEVELOPMENT

ADDRESS:
480 Essa Road, Barrie ON

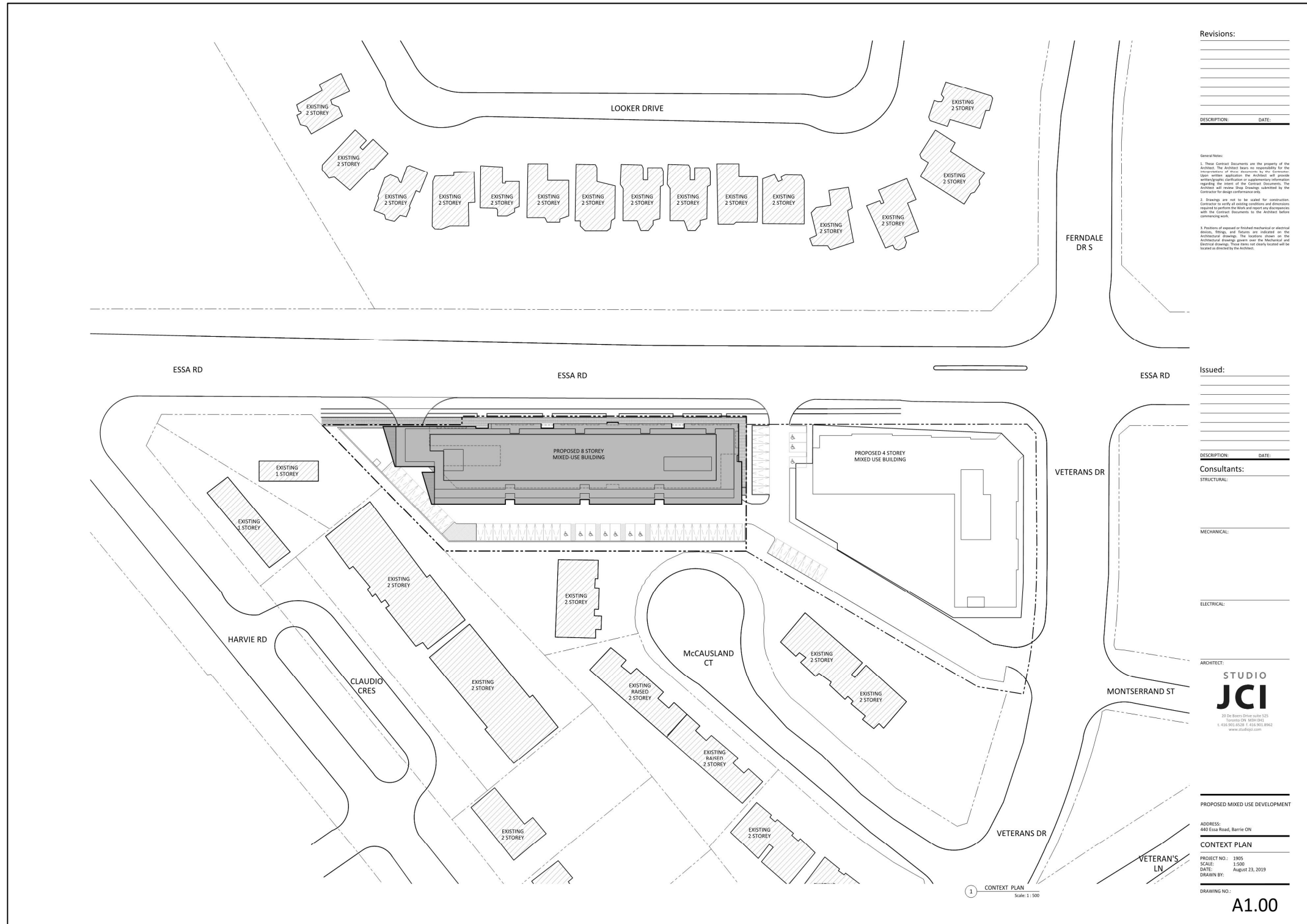
SITE PLAN

PROJECT NO.: 1805
SCALE: 1:250
DATE: August 23, 2019
DRAWN BY:

DRAWING NO.:
A1.01

1 SITE PLAN
Scale: 1:250

APPENDIX "C" – CONTEXT PLAN



APPENDIX "D" – PROPOSED BUILDING ELEVATIONS

Rear (East) and Front (West) – Building Elevations



North and South Side - Building Elevations



Revisions:

DESCRIPTION:	DATE:

General Notes:

- These General Documents are the property of the Architect. The Architect bears no responsibility for the drawings, designs, or information if the drawings are used without the Architect's written approval. The Architect will provide written approval of any changes or amendments to the drawings and information only upon the Architect's written approval.
- Drawings are not to be used for construction. Contractors are to verify conditions and dimensions required to perform the work and report any discrepancies with the General Documents to the Architect before commencing work.
- Positions of exposed or finished mechanical or electrical ducts, piping, and fixtures are indicated on the Architectural drawings. The location, size, and electrical drawings. These notes are clearly located and to be located as directed by the Architect.

Issued:

DESCRIPTION:	DATE:

Consultants:

STRUCTURAL:

MECHANICAL:

ELECTRICAL:

ARCHITECT:

STUDIO JCI
10 De Winton Drive Suite 205
Toronto, ON M5S 1K5
1-416-963-6262 / 416-963-9882
www.studiojci.com

PROPOSED MIXED USE DEVELOPMENT

ADDRESS:
400 Inna Road, Barrie ON

NORTH & SOUTH ELEVATIONS

PROJECT NO.: 1905
SCALE: 1:150
DATE: August 23, 2019
DRAWN BY:

DRAWING NO.:

A5.00

APPENDIX "E" – CONCEPTUAL BUILDING RENDERINGS

West Perspective – Front Elevation



Northwest Perspective – Front and Side Elevations

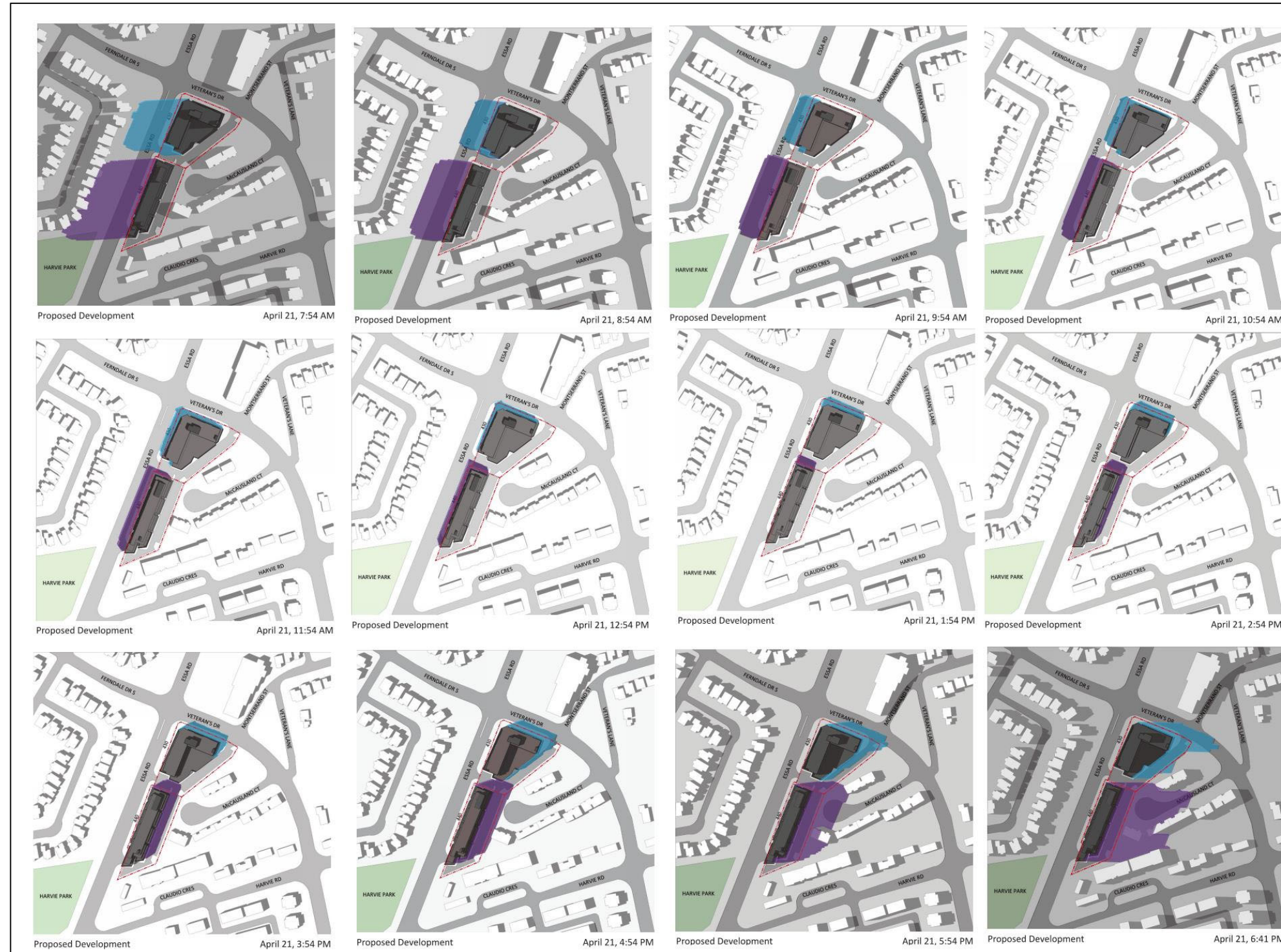


Southeast Perspective – Side and Rear Elevations

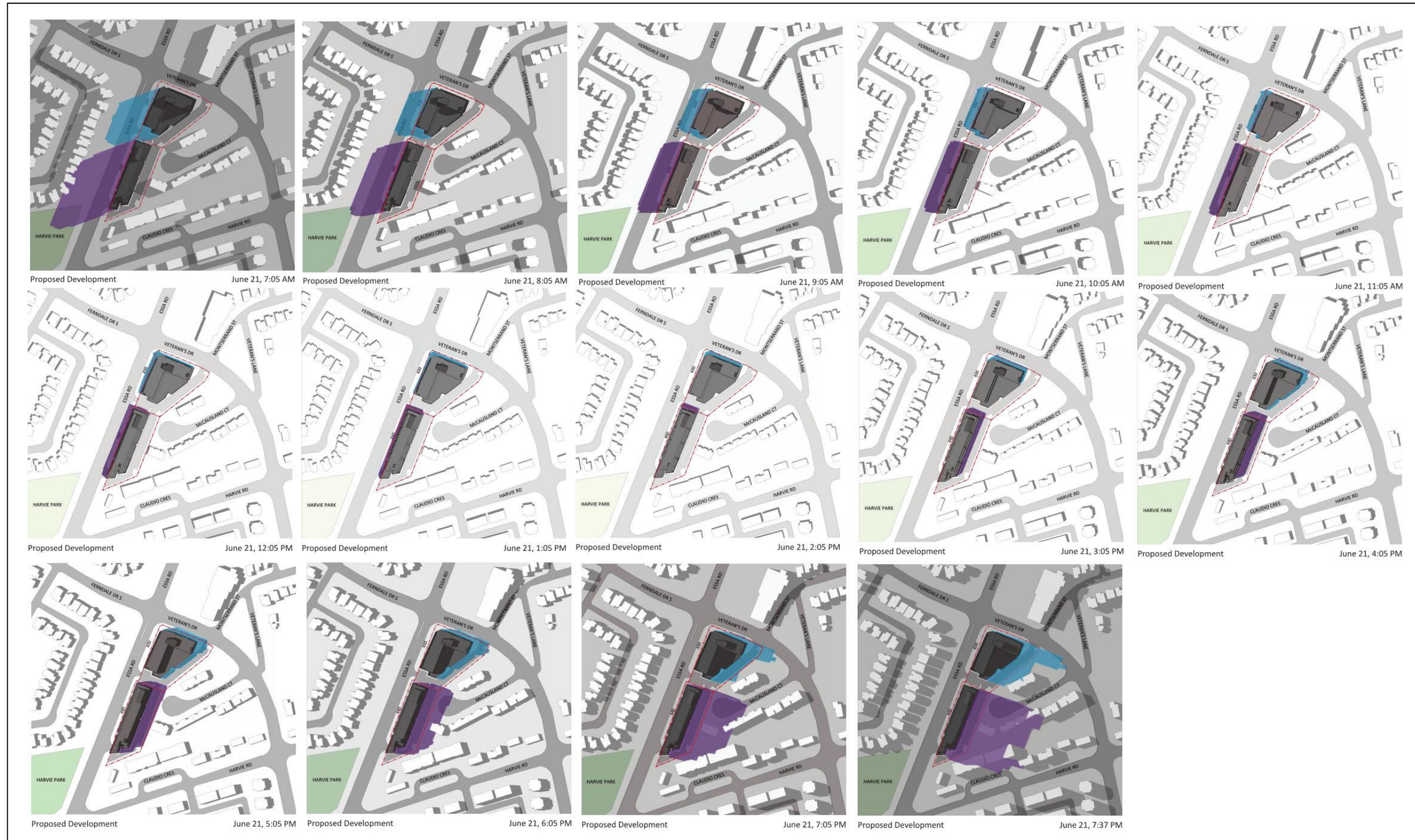


APPENDIX "F" – SHADOW IMPACT STUDY

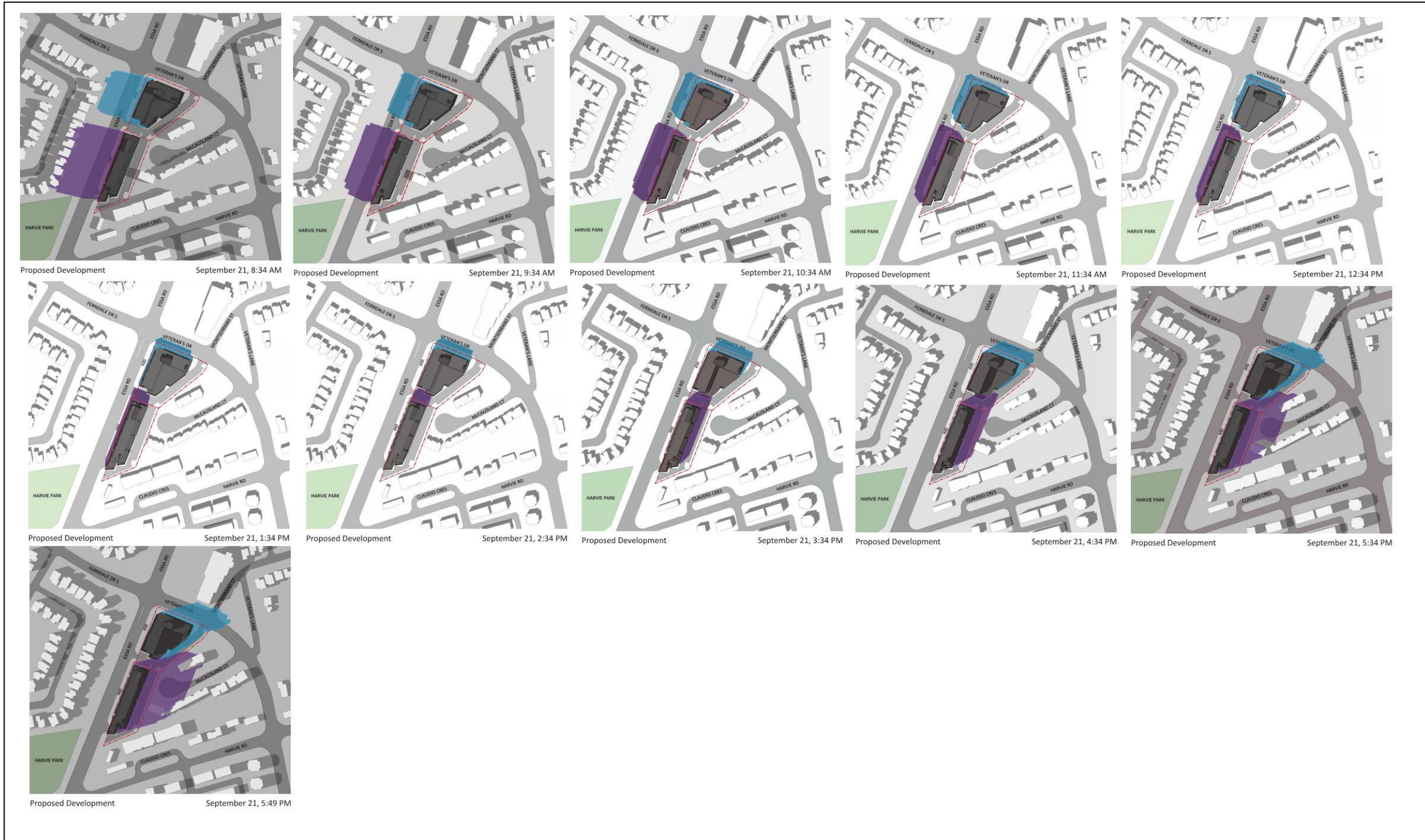
Spring Solstice (April 21st – 6:24 am to 8:11 pm)



Summer Solstice (June 21st – 5:35 am to 9:07 pm)



Fall Solstice (September 21st – 7:04 am to 7:19 pm)



Winter Solstice (December 21st – 7:52 am to 4:42 pm)



Proposed Development December 21, 9:22 AM



Proposed Development December 21, 10:22 AM



Proposed Development December 21, 11:22 AM



Proposed Development December 21, 12:22 PM



Proposed Development December 21, 1:22 PM



Proposed Development December 21, 2:22 PM



Proposed Development December 21, 3:12 PM