
TO: GENERAL COMMITTEE

SUBJECT: OFFICIAL PLAN AMENDMENT & REZONING 681-685 YONGE STREET

WARD: WARD 9

PREPARED BY AND KEY CONTACT: J. FOSTER, RPP, MCIP,
SENIOR DEVELOPMENT PLANNER EXT. 4517

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

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

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER *for R. Forward*

RECOMMENDED MOTION

1. That the Official Plan Amendment and Rezoning Applications submitted by Tristar Management for property municipally known as 681-685 Yonge Street for an official plan amendment and rezoning of the lands from Residential and Residential Detached Dwelling First Density R1 to General Commercial and General Commercial C4 not be approved.

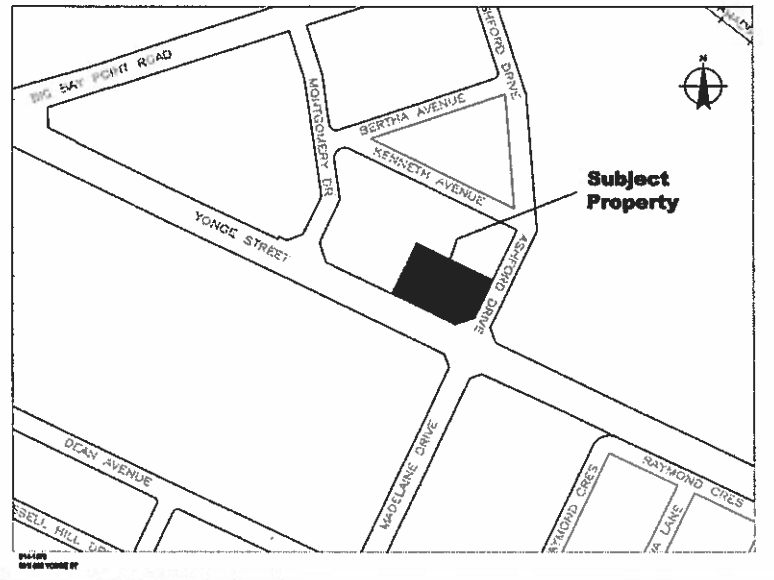
PURPOSE & BACKGROUND

Report Overview

2. The purpose of this staff report is to consider an application for official plan amendment and rezoning of lands currently designated and zoned residential, located on a primary intensification corridor, recognized for residential intensification and mixed uses. The applicant is proposing an amendment and rezoning for single storey commercial uses with a drive thru facility. Given City planning policy documents which identify appropriate locations for commercial uses, and direction to target residential intensification within nodes and corridors, Planning Services staff cannot recommend approval of the applications.

Location and Proposal

3. The property is municipally known as 681-685 Yonge Street and is located within the Painswick South Secondary Planning area. It is located on the northeast corner of Yonge and Ashford Streets and is approximately 0.56ha (1.4 acres) in size. The proposal is to redesignate and rezone lands from Residential R1 to General Commercial C4 to permit the development of 2-1 storey commercial buildings, one with a drive thru. (See Appendix A)



Surrounding Land Uses

North: Existing Residential Detached Dwelling First Density R1

East: Existing Residential Detached Dwelling First Density R1

South: Existing Institutional uses, Catholic Secondary School and Catholic Elementary School

West: Existing and Vacant Commercial lands and Residential Medium Density lands, currently under construction

Background

4. The applicant submitted a preconsultation application for Official Plan Amendment, Rezoning and Site Plan Approval and a meeting was held on July 31, 2014 with the applicant and City departments. At this meeting it was identified that the site is within an intensification corridor where the City is targeting residential intensification and mixed uses. Given the preconsultation application was also for site plan review, details were provided to the applicant regarding site design.
5. Formal Official Plan Amendment and Rezoning applications were filed October 31, 2014. The application proposed the concept of 2-one storey commercial buildings, one with a drive thru, with no residential component. Supporting documentation included:
 - a) Planning Rationale, Design Plan Services, September 2014
 - b) Preconstruction Tree Evaluation, Heartwood Tree Care, October 13, 2014T
 - c) Traffic Impact Assessment, Edgeweir, August 28, 2014
 - d) Urban Design Brief, Stefan Bollinger Associates Inc., October 28, 2014
 - e) Functional Servicing Brief, Edgeweir, October 24, 2014
6. A Neighbourhood (Ward) meeting was held on January 15, 2015. Public comments made at that meeting included:
 - Commercial tenant mix and selection

- Safety, noise and traffic impacts generated by a drive-thru commercial use
 - Lack of sidewalks in the area
 - Impact of commercial uses on the adjacent existing residential and school uses
 - Addition of more commercial uses in Barrie
 - Yonge Street corridor planned for intensification
 - Location of parking adjacent to existing residential uses
 - Drainage impacts on adjacent uses
 - Tree preservation
 - Litter and loitering
7. Along with the discussions regarding the proposed commercial development, focused on traffic impact on Ashford Street, being a local road, City staff did identify matters regarding residential intensification and the vision for proposed development locating on intensification corridors.
8. The statutory public meeting was held on April 13, 2015 where staff identified land use matters being considered in reporting and making recommendation to Council which included:
- The appropriateness of single storey commercial development, including a drive-thru, in the Yonge Street Intensification Corridor where intensification is targeted at 50 units per hectare for residential development.
 - The appropriateness of additional commercial uses on Yonge Street in an area of existing vacant commercial uses.
 - The efficient use of land and resources that optimize the use of existing servicing infrastructure for the development of a more compact urban form of development.
 - Impact to adjacent existing residential and institutional (school) land uses, including traffic impacts.
 - Boundary tree preservation.

ANALYSIS

Provincial Policy and the Growth Plan

9. The Provincial Policy Statement recognizes managing and directing land use to achieve efficient development and land use patterns to accommodate an appropriate range and mix of land uses. Land use patterns are to efficiently use infrastructure and public service facilities; appropriate locations and minimum targets shall be identified for intensification and redevelopment. It promotes economic development and competitiveness by providing for a diversified economic base and mix and range of uses for the long term, while encouraging a compact, mixed use development form that incorporates compatible employment uses. It also promotes the provision of an appropriate range and mix of housing types and densities for projected requirements in order to maintain a minimum 10 year supply through residential intensification where such lands are designated and available for residential development; new housing and densities shall be directed to locations that efficiently use land, infrastructure and public services and support active transportation and transit.
10. The Growth Plan encourages healthy, safe and balanced communities, which will experience benefits of growth including vibrant diversified communities and economies. The Plan focuses the increase in intensification in growth centres, intensification corridors, major transit station areas, in a compact urban form.
11. Municipalities are to develop policy and supporting documents to achieve intensification and intensification targets by recognizing areas with a key focus for development to accommodate intensification and identify the appropriate type and scale of development in intensification areas.

12. The Growth Plan projects the City of Barrie's population to reach 253,000 by 2041, and states that by 2015 and each year thereafter, 40% of all residential development will occur within the built-up area. Planning for higher densities within the Intensification Areas will allow the City to accommodate this projected population growth within the designated "built boundary" in a planned and strategic manner.
13. The Provincial Policy Statement and the Growth Plan support a comprehensive, integrated and long term approach to planning, where sufficient land is to be available through intensification and redevelopment and if necessary through designated growth areas. The City of Barrie has recognized such growth areas through the designation of Nodes and Corridors. Yonge Street is one such Corridor where land uses shall target residential intensification and mixed use. While new commercial uses allow for additional employment opportunities, the highest and best use in the consideration of intensification, would promote higher density employment uses other than one storey commercial development and drive thru facilities.
14. Given that the lands are currently designated Residential and are located on an intensification corridor, the subject lands are envisioned to encourage higher density, mixed forms of development, including residential, in order to satisfy housing needs in locations that make effective use of infrastructure and services.

Official Plan

Residential Policies

15. The City of Barrie Residential Official Plan policies encourage the development of residential areas with densities which support transit, pedestrian and cycling and contribute to the municipality achieving its intensification and density targets. Medium and high density residential development shall be encouraged to locate in the intensification nodes and corridors, adjacent to arterial and collector roads, in close proximity to public transit, facilities such as schools, parks and accessible to commercial development and where services and facilities are adequate. In addition, Affordable Housing policies direct housing to locate in proximity to shopping, community and existing transit routes, such as arterial or collector roads.
16. The subject lands are designated Residential and are located on Yonge Street, which is an arterial road and a primary intensification corridor. The lands are approximately halfway between two primary intensification nodes, one being the transit station node at Yonge Street and Mapleview Drive. (See Appendix B) The lands are therefore public transit supported, are adjacent to schools, in proximity to parks and within walking distance to existing accessible commercial/shopping. The subject lands are currently underutilized for residential purposes, however, maintaining a Residential designation and through the assembly of additional residentially designated lands adjacent to the subject lands, would allow for higher density forms of residential development, conveniently serviced.

Commercial Policies

17. Commercial policies promote a distribution of commercial facilities that provide a high level of convenience and accessibility, but that minimize impacts of retail and other service development on adjacent land uses and on the traffic carrying capacity of area roads. The policies recognize that zoning of individual sites may not allow for a full range of commercial uses or the full extent of development intensity at every location based on site specific factors such as traffic. In addition General Commercial areas will be permitted in suitable locations primarily at the intersection of arterial and collector roads and are encouraged to establish in a nodal fashion.
18. The site is located on a primary intensification corridor, at the intersection of an arterial road (Yonge Street) and a local road (Ashford Street). Locational criteria for new General Commercial

land is primarily targeted at intersections of arterial and collector roads, in a nodal fashion. In addition Yonge Street has recently been improved, providing active transportation and is transit supported. Infrastructure has been sized to accommodate growth.

19. There are examples of other approvals that Planning Services staff have recommended for commercial standalone development within the intensification nodes and corridors. There are those that only require site plan approval, and therefore the principle of land use has already been established. However, as it relates to a land use change, one recent example is at the north east corner of Big Bay Point and Yonge Street. Approval was recommended for a change in land use from Institutional to Commercial. In this case there was a remnant institutional parcel with frontage onto Big Bay Point. This parcel, although within an intensification node satisfied Official Plan commercial policies for location as it was located at the intersection of two arterial roads and formed part of a nodal cluster of like commercial uses. The size of the parcel is similar to that of the subject lands, approximately 0.5ha; however, the configuration of the parcel required the assembly of additional land to facilitate a mixed use development. Adjacent lands to the west are currently utilized as a gas station and the lands to the east were previously zoned to allow as of right commercial uses and a site plan was registered approximately 6 months previous to the consideration of the subject Rezoning application. In that case the chance for the assembly of land could not be facilitated.
20. There are two schools on the south side of Ashford Street, east side of Yonge Street. Public comments, including the Simcoe Muskoka Catholic District School Board, have identified existing traffic impacts given the two schools and traffic congestion and impact during peak school hour pick up and drop off, as well as the lack of sidewalks in the area. Comments have also been identified with the perceived additional traffic impacts as a result of a proposed access off Ashford Street into the site and as a result of the proposed drive thru facility.
21. Commercially designated and zoned lands currently exist on the west side of Yonge Street, from Big Bay Point to immediately opposite the site, and at the intersection of Yonge Street and Mapleview Drive. In total, these lands include 10.65 hectares (26 acres) of vacant undeveloped commercial land (see Appendix C). Given the amount of existing vacant commercial land in the vicinity, the need for additional commercial land to be redesignated and rezoned from residential cannot be supported.
22. A General Commercial C4 zone would permit a maximum height of 9m that could allow for approximately 3 storeys. Residential development is permitted in a C4 zone when in conjunction with commercial uses providing for a mixed use building. However, the applicant has identified that they would not build residential.
23. From the applicant's Planning Rationale report, the intensification corridor has been recognized, however, the report promotes a standalone commercial development of the site as forming part of the diversity of land uses, collectively within the area and on an intensification corridor, but not in a mixed use building form. The report concludes that one storey-commercial development is appropriate and will not create negative impact on the surrounding area as it would reduce reliance on the automobile with convenient shopping for the abutting neighbourhood. The report identifies that second and third storeys should not be a requirement; however, identifies that if desired, additional height (5.5m) can be added to the one storey building(s) to give the appearance of a taller building.
24. A Traffic Impact Assessment was submitted in support of the proposed commercial development which concluded that traffic generated from the proposed site can be accommodated and will not increase traffic conflict and confusion.
25. City traffic comments identified a discrepancy in the total trips identified by the consultant and that additional study would be required in order to determine the future level of service over the 20

year growth horizon and what impact may result. Planning Services staff did not request the additional study at this time given the recommendation not to approve the application and not have the applicant spend additional money. Should Council approve the application, the additional study and any required improvements to lane turning movements, tapering, etc., could be addressed at the site plan stage, as the development would be subject to Site Plan Control.

Intensification Policies

26. Intensification policies encourage residential intensification to be focused in the recognized growth areas including nodes and corridors. Intensification will contribute to development that is more compact and will efficiently use land and services, support public transit and active transportation. Residential intensification targets, for the primary intensification corridors, is 50 units per hectare. The site is 0.56ha, and therefore if only for residential purposes, could yield a residential density of approximately 28 units.

Supporting Intensification Area Urban Design Guidelines (UDG)

27. Policy documents identify that the appropriate type and scale of development in intensification areas should be established. The UDGs identify the Yonge Street corridor as a Mixed-Use and Residential Avenue. Redevelopment of underutilized parcels are targeted for street oriented mixed use development.
28. Planning Services staff, on June 9, 2014, made recommendation to General Committee for amendment to the Official Plan and Zoning Bylaw to add a new Mixed-Use section to the Official Plan and to create two new zones for the intensification nodes and corridors.
29. Staff recommended that the Intensification Corridors permit both mixed-use and single-use residential buildings. Mixed-use buildings in the Intensification Corridors would be incentivized by granting additional height permission for new development that includes ground floor commercial units.
30. The zoning standards for the Intensification Corridors differ depending on whether the development includes ground-floor commercial, or is a residential only building. The proposed zoning development standards for intensification corridors are recommended to have a minimum height of 7.5 metres (2 storeys) and a maximum height of 16.5 metres (5 storeys) for a building with residential uses only. If the building is mixed-use (with commercial uses located at the ground-floor level), the maximum height is recommended to increase to 25.5 metres (8 storeys). A final decision of Council regarding Mixed Uses within Intensification Corridors is pending.
31. Staff have investigated examples of both successful and unsuccessful mixed use development in other Ontario municipalities. Understandably, mixed use development involves a greater level of complexity than conventional single use development. Research into existing examples of mixed use development revealed that their success depends largely on their ability to successfully incorporate a multitude of factors.
32. As is the case with all real estate, location continues to be the primary factor that attracts land development. Successful mixed use development should be located in high traffic areas that are easily accessed and adjacent to well-travelled roads, such as Yonge Street.
33. Mixed use streets are most successful when they consist of multiple primary uses, drawing a variety of people into the neighbourhood for a variety of reasons. A primary use is explained as that which serves as the main draw of people into the neighbourhood, and often could function as standalone uses. Examples of this are residential uses, office buildings, public facilities such as libraries or recreation centres, and major retail operations. These uses serve as destination

'anchor tenants', generating traffic and movement throughout the neighbourhood and creating a strong local customer base.

34. A one storey commercial use and drive thru would not be consistent with a destination, anchor tenant, nor does the drive thru represent a pedestrian oriented destination. Primary intensification corridors are targeted for either mixed use buildings or standalone residential buildings that would most efficiently utilize existing infrastructure within the Yonge Street corridor, public transit and the major transit station at Mapleview Drive. Although difficult, in the short term, planning approvals on these corridors should be mindful of supporting long term development opportunities. Underutilized residential parcels should be targeted for street oriented residential and mixed use buildings.
35. Staff met with the applicant to discuss the current policy regime and how it applies to one storey commercial developments located on an intensification corridor. Staff discussed other options in order to work towards a beneficial resolution. Staff also recommended the removal of the drive thru and consideration of the removal of the access from Ashford Street. These included:
- One building with commercial on the ground floor with second and third storey residential; no drive thru;
 - One building with retail commercial on the ground floor with upper 2nd and 3rd floors of office; no drive thru.
 - A building design that structurally could accommodate additional residential development in the future through the assembly of other lands.
 - A further assembly of land to allow for mixed residential and commercial uses.
36. The applicant identified that mixed use developments were not part of their business plan but were, however willing to consider eliminating the access from Ashford Street and possibly the drive thru facility.
37. Staff are not recommending approval of an Official Plan Amendment and Rezoning from Residential to allow for commercial standalone uses on the Yonge Street Intensification Corridor. The proposed development is not considered to be in keeping with the vision for intensification on a primary intensification corridor; would not maintain the pre-eminence of residential land uses; does not provide mixed use development; and does not satisfy the locational criteria for commercial development to be located at an intersection of an arterial and collector road, nor form part of a commercial nodal cluster. Although residential R1 uses are of low density and considered underutilized, and given that Council has not made a decision as it relates to mixed use zones in the intensification corridors, staff are not recommending a change in designation or zoning of the lands from Residential to Commercial, at this time.
38. Development approvals on Corridors should recognize the long term evolution/change of these mixed use corridors, through short-term design that supports longer term development opportunities.

ENVIRONMENTAL MATTERS

39. There are no environmental matters as a result of the recommended motion.

ALTERNATIVES

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

Alternative #1

General Committee could recommend approval of the land use change from Residential to Commercial.

The alternative is not recommended as the proposed development is not considered to be in keeping with the vision for intensification on a primary intensification corridor; would not maintain residential land uses; does not provide mixed use development; and does not satisfy the locational criteria for commercial development to be located at an intersection of an arterial and collector road, nor form part of a commercial nodal cluster.

Alternative #2

General Committee could alter the recommendation by allowing the land use change to Commercial but include in the zoning of the lands to General Commercial C4 with Special Provisions (SP) that would require either:

- One building with commercial on the ground floor with second and third storey residential; or
- One building with retail commercial on the ground floor with upper 2nd and 3rd floors of office.

While this alternative is available, in order to alleviate or reduce the potential traffic impact on Ashford Street, consideration should be made that there be no access onto Ashford Street and that a drive thru facility not be permitted.

FINANCIAL

41. If the commercial land use was approved by Council in the form as presented, the development charge fees based on 13,570 square feet of gross floor area, would be \$377,382. Given the 2 residential units on site, there would be a development charge credit available per unit at \$41,385. The education levy is \$6,377 and parkland contribution would be at 2% of the land value.
42. From the City of Barrie Growth Management Study Executive Summary, prepared by Watson and Associates, July 19, 2012, the demand for new retail and select commercial space in Barrie will be approximately 3.6 million square feet by 2031, while the current supply totals 4.2 million square feet. Based on the forecast demand and identified supply potential, the City will have a small land surplus of 600,000 square feet in 2031. Despite the surplus on a City-wide basis, a provision for local retail supply totalling 700,000 square feet within the Annexed Lands has been provided to serve the local population within this area to 2031. This warranted demand in commercial space equals approximately 26 net ha (64 net acres) in terms of land area.
43. Also from the summary, the City of Barrie offers considerable opportunities for residential intensification. Recent demographic and economic trends suggest that the market demand for intensification will strengthen over the forecast period. Housing location options within the City's built boundary which offer proximity to the downtown core, employment, transit and amenities, are anticipated to show increasing market demand. Barrie's growing attractiveness as a "waterfront community," catering to urban waterfront living, is expected to be a major catalyst for further high-density residential development within the built boundary.

LINKAGE TO 2014-2018 STRATEGIC PLAN

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

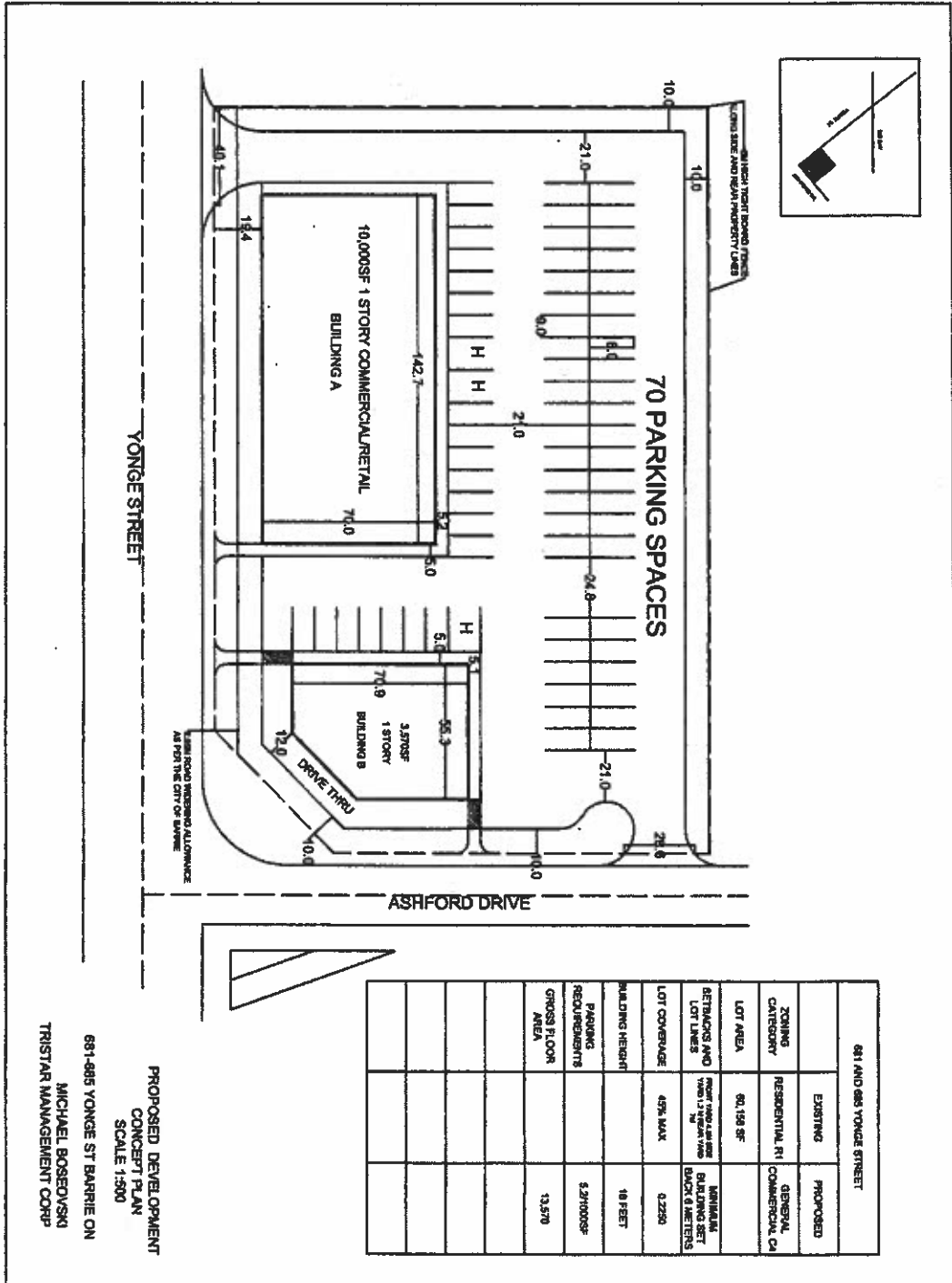
Inclusive Community

45. The recommendation to not approve the application for a land use change from Residential to Commercial encourages the maintenance of residentially designated lands to accommodate future housing needs, targeted to locate within the intensification areas designated by the City, and that such lands could promote residential intensification in accordance with provincial and municipal policy and the inclusion of affordable housing units.

Attachments: Appendix A – Concept Plan
Appendix B - Schedule I, Intensification Areas (partial)
Appendix C - Excerpt, Land Use Schedule A and Aerial Photo of Yonge Street Corridor
(Big Bay to Mapleview)

APPENDIX "A"
Concept Plan

PRODUCED BY AN AUTODESK EDUCATIONAL PRODUCT



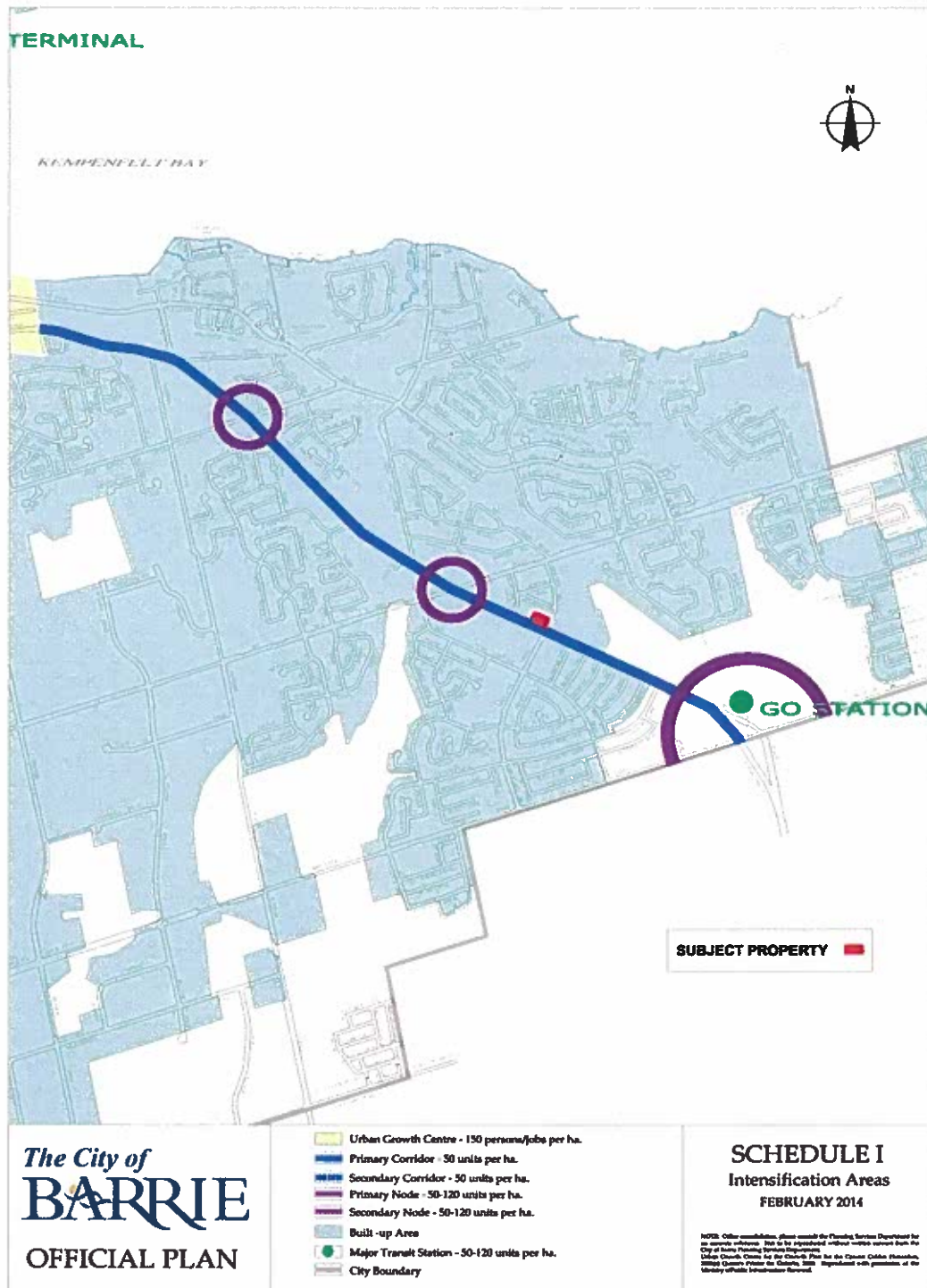
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PROPOSED DEVELOPMENT
CONCEPT PLAN
SCALE 1:500
681-985 YONGE ST BARRIE ON
MICHAEL BOSEVSKI
TRISTAR MANAGEMENT CORP

Appendix "B"
Schedule I, Intensification Areas (partial)



APPENDIX "C"

Excerpt, Land Use Schedule A and Aerial Photo of Yonge Street Corridor (Big Bay to Mapview)

