
TO: **PLANNING COMMITTEE**

SUBJECT: **ZONING BY-LAW AMENDMENT APPLICATION**
MARIO LAMPERT HOLDING LTD. – 79 GOWAN STREET

WARD: **8**

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

SUBMITTED BY: **M. BANFIELD, RPP**
DIRECTOR OF DEVELOPMENT SERVICES

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

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

RECOMMENDED MOTION

1. That the Zoning By-law Amendment Application submitted by Innovative Planning Solutions Inc., on behalf of Mario Lampert Holding Ltd., to rezone lands known municipally as 79 Gowan Street from 'Residential Multiple Dwelling First Density' (RM1) to 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX), be approved.
2. That the following special provisions be referenced in the implementing Zoning By-law 2009-141 for the subject lands:
 - a) Permit a minimum front yard setback of 1 metre, whereas a minimum front yard setback of 7 metres is required;
 - b) Permit a maximum front yard setback of 19.5 metres, whereas a minimum front yard setback of 7 metres is permitted;
 - c) Permit a 20 metre setback from the Metrolinx Rail Line Right-of-Way, whereas a minimum setback of 30 metres is required;
 - d) Permit a maximum density of 76 units per hectare, whereas a maximum density of 53 units per hectare is permitted;
 - e) Permit a gross floor area of 105%, whereas a maximum gross floor area of 60% is permitted;
 - f) Permit a maximum lot coverage of 60% for front yard parking areas, whereas a maximum of 50% lot coverage is permitted;
 - g) Permit a minimum landscape buffer strip with a width of 1.8 metres along the west side lot line, whereas a landscape buffer strip with a minimum width of 3 metres is required; and
 - h) Require a landscape buffer strip with a minimum width of 4 metres along the front lot line for parking areas located in the front yard.

3. That the owner/applicant is required to provide community benefits per Section 37 of the *Planning Act* and City of Barrie Official Plan Section 6.8 Height and Density Bonusing to the satisfaction of the Director of Development Services.
4. That the written and oral submissions received relating to this application, have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including matters raised in those submissions and identified within Staff Report DEV024-20.
5. That pursuant to Section 34 (17) of the *Planning Act*, no further public notification is required prior to the passing of the by-law.

PURPOSE & BACKGROUND

Report Overview

6. The purpose of this report is to recommend approval of a zoning by-law amendment application submitted by Innovative Planning Solutions Inc., on behalf of Mario Lampert Holding Ltd., for lands known municipally as 79 Gowan Street (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 process. Planning staff are recommending the approval of the subject application as the lands are appropriate for a medium-scale development, such as the four (4) storey building being proposed. As demonstrated in this staff report, the development proposal is consistent with and conforms to Provincial and City planning policies.

Development Proposal

7. The application, if approved, would amend the zoning of the subject lands from 'Residential Multiple Dwelling First Density' (RM1) to 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) with site-specific provisions for a minimum and maximum front yard setback, reduced setback to the Metrolinx rail line right-of-way, increased density and gross floor area, increased lot coverage for front yard parking, and a reduction in the width of a landscape strip along the west side of the proposed parking area.
8. The application, if approved, would permit the development of a four (4) storey residential building with seven (7) units, together with front yard parking and a rear yard amenity area (see Appendix "B" - Conceptual Site Plan and Appendix "C" - Conceptual Building Elevations).

Location

9. The subject property is located on the south side of Gowan Street, between Bayview Drive and William Street, as identified in Figure 1 below. The subject property is 0.09 hectares in area with approximately 23 metres of frontage on Gowan Street. The lands consist of one vacant parcel with no buildings or structures present. The existing land uses surrounding the subject property are as follows:
 - North: The Allandale Waterfront GO Station and Historic Allandale Station, located between Lakeshore Drive, Gowan Street and Essa Road. To the east, are City parklands.
 - East: 2.5 and 3 storey walk-up apartment buildings zoned 'Residential Multiple Dwelling Second Density' (RM2), east of Bayview Drive.

South: Lands mainly comprised of single and semi detached residential dwellings zoned 'Residential Multiple Dwelling First Density – Special Provision No. 527 – Heritage Conservation' (RM1)(SP-527-HC).

West: Single detached, semi detached, and duplex dwellings zoned 'Residential Multiple Dwelling First Density' (RM1). Existing commercial uses are located west of William Street, along with an existing walk-up apartment building on Cumberland Street.



Figure 1: Aerial Photograph – 79 Gowan Street and Surrounding Area

Existing Policy

10. The subject property is zoned 'Residential Multiple Dwelling First Density' (RM1) in Zoning By-law 2009-141 (see Figure 2). The current zoning over the subject property permits, single detached, semi detached and duplex dwelling units, along with second suites and detached accessory dwelling units.

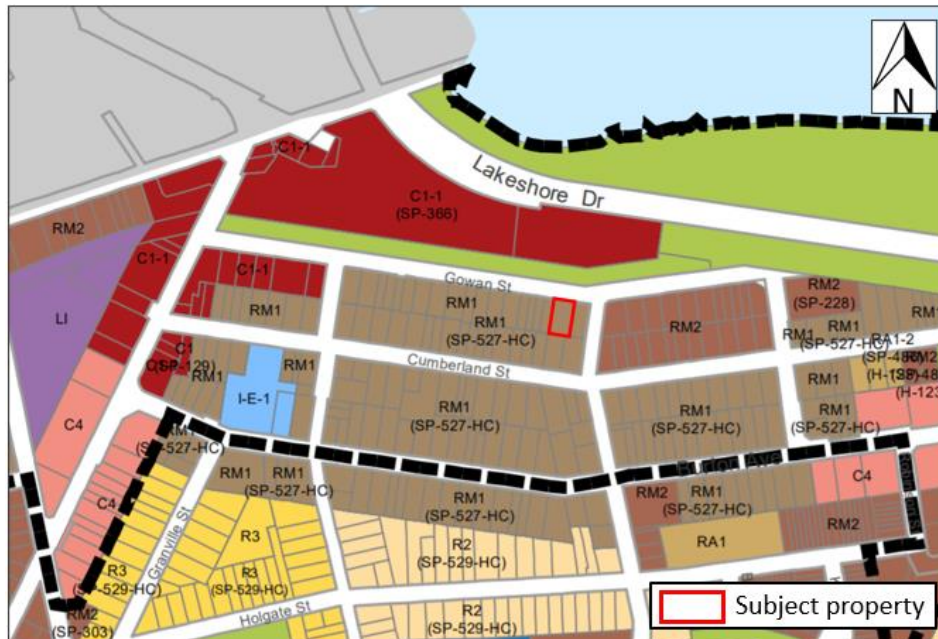


Figure 2: Land Use Map – Zoning By-law 2009-141 – 79 Gowan Street

11. The subject property is designated 'Residential', as identified on Schedule "A" – Land Use in the City's Official Plan (see Figure 3). Where lands are designated 'Residential', the predominant use shall be for all forms and tenure of housing which may include senior citizen housing, nursing homes, bed and breakfast establishments and group homes. High density residential developments in excess of 54 units per hectare are subject to locational criteria, including but not limited to: adjacent to arterial and collector roads, availability of services and infrastructure, access to transit and proximity to parks, schools and commercial uses.



Figure 3: City of Barrie Official Plan - Land Use

12. The subject lands are located in the 'Urban Growth Centre' (UGC) as identified on Schedule I - Intensification Areas of the Official Plan (see Figure 4). High density residential developments in excess of 150 units per hectare are generally restricted to locations within the UGC where adequate services and infrastructure, public transit, parks, schools and commercial uses are readily available.
13. The subject lands are located in the 'Historic Neighbourhood Defined Policy Area' on Schedule C – Defined Policy Areas of the Official Plan. The Historic Neighbourhood Defined Policy Area includes neighbourhoods identified in the Historic Neighbourhood Strategy (HNS) as areas with cultural heritage character by virtue of the groupings of historic buildings and streetscapes which are recognized as valuable cultural heritage resources that merit some protection. According to the HNS, the subject property is located in the 'Allandale Historic Neighbourhood'. The HNS identifies Gowan Street as a 'Transitional Area' where future growth is expected on vacant or underutilized lots. Medium scale residential development is considered acceptable in the Gowan Street area, provided good urban design and architectural standards are achieved.

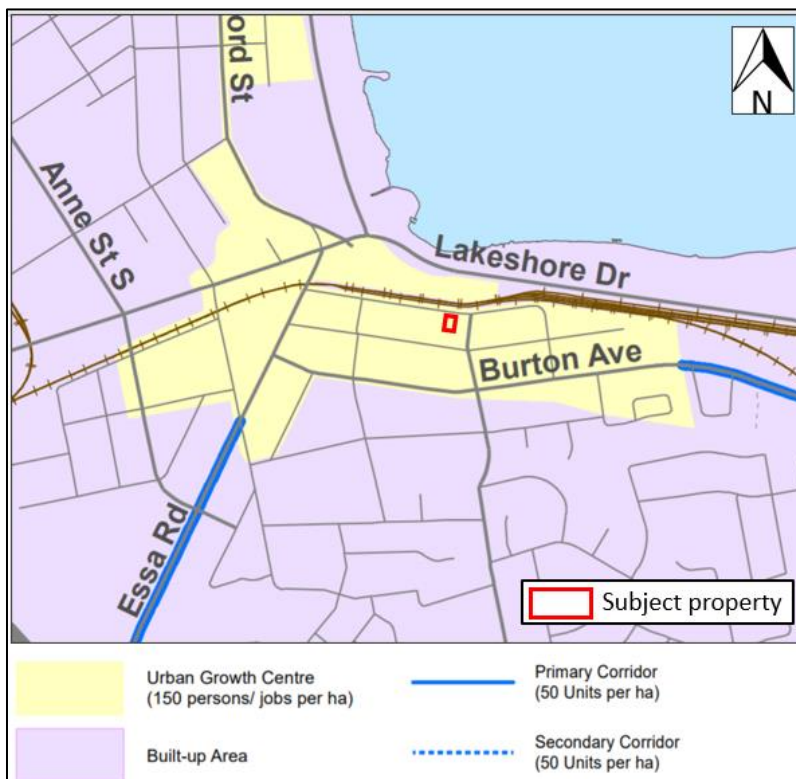


Figure 4: Schedule I: Intensification Areas - Official Plan

Background Studies, Reports and Plans

14. 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 8.
 - Planning Justification Report & Urban Design Review (Innovative Planning Solutions Inc., January 2020);
 - Conceptual Site Plan (Innovative Planning Solutions Inc., April 28, 2020);
 - Building Elevations (ISM Architects Inc., May 21, 2020);
 - Site Context Sketch (Innovative Planning Solutions Inc., January 19, 2020);
 - Block/Context Plan (Innovative Planning Solutions Inc., July 28, 2020);

- Functional Servicing & Stormwater Management Report (Pinestone Engineering Ltd., December 12, 2019); and,
- Tree Inventory, Analysis and Preservation Report and Plans (January 2020).

PUBLIC CONSULTATION

Neighbourhood Meeting

14. A Neighbourhood Meeting was held on October 17th, 2019 with approximately 20 members of the public in attendance, the Ward Councillor and Planning staff. The following matters were discussed at the meeting:

a) Building Design:

Residents expressed that they would like to see conceptual elevation drawings and believed that architectural elements and design should be of a high quality and respect the existing neighbourhood. It was noted and discussed that architectural details will be addressed and provided at the time of a subsequent site plan application, having regard for the character of the existing Historic Allandale Neighbourhood and be developed in consultation with City staff, City guidelines and residents.

b) Rear Yard Setback and Parking Area Impacts:

Residents expressed concerns with the proposed building's proximity to the rear of the lot, potentially creating a negative visual impact on adjacent properties along Cumberland Street. The residents expressed that they would prefer the building be located closer to the front lot line. This would require that parking be relocated to the rear yard, however residents also expressed concerns regarding snow clearing, waste collection, lighting and noise impacts on neighbouring properties should parking be located in the rear yard. Due to the 30 metre Metrolinx rail setback, the current concept plan maintains the minimum required 7 metre rear yard setback. As a result, the proposed parking area is located in the front yard, minimizing impacts such as noise, lighting, snow clearing and waste collection on the rear yards of adjacent lots.

c) 30 metre Setback from the Metrolinx Rail Line Right-of-Way:

Residents expressed a desire to have Metrolinx reduce the 30 metre setback that is required from the rail line right-of-way. This matter was identified at the Public Meeting and is discussed in greater detail in paragraph 15 below.

d) Protection of Mature Trees and Historic Homes During Construction:

Residents requested that the protection of mature trees and adjacent historic homes be considered during construction. A Tree Inventory, Assessment and Preservation Plan was submitted in support of the subject application. Any required tree removals would proceed in accordance with the City's tree removals and site alteration by-laws, and necessary permits would be required. The applicant is not permitted to harm or remove any shared boundary trees without the written consent of the adjacent property owner. Additionally, it is not anticipated that any impacts to adjacent homes will occur, however the applicant will be required to submit a construction mitigation plan to the City prior to the commencement of any construction on-site.

e) Increased Traffic and Safety:

Residents expressed concerns with potential increases in traffic as well as traffic-safety concerns along Gowan Street. The subject application has been reviewed by the City's

Transportation Planning staff who have confirmed that the proposed development would operate at an acceptable level of service without impacting the safety and operations on Gowan Street or the surrounding neighbourhood.

Public Meeting

15. A Public Meeting was held on June 1, 2020, to present the proposed development to Planning Committee and members of the public. The following matters were discussed at the meeting:

- 30 metre Setback from the Metrolinx Rail Line Right-of-way

As noted at the neighbourhood meeting, residents expressed a desire to have Metrolinx reduce the 30 metre setback that is required from the rail line right-of-way located on the north side of Gowan Street. Residents preferred to see the building located along the Gowan Street frontage with parking located in the rear yard. This would place the building approximately 20 metres from the rail line right-of-way, which represents the width of Gowan Street. It is important to note that the 30 metre setback is a rail safety requirement that is applied across the Province but is also reflected as a provision in the City's Zoning By-law. Ultimately, Metrolinx is the approval authority for any reductions to the 30 metre setback.

Planning staff appreciate the concerns that have been expressed by members of the public regarding the 30 metre setback. Generally, Planning staff encourage new developments to be located along the street edge so as to active the streetscape and enhance the pedestrian realm. Planning staff also generally encourage parking areas to be located in the rear yard so they are effectively screened from view of the street. The subject application is a unique case in that the 30 metre setback limits the ability to locate the building along the street frontage with parking in the rear. As such, the applicant has proposed a 4 metre landscape buffer strip along the frontage of the property to accommodate an increased planting density and decorative fencing as a means of screening the parking area and improving the streetscape along Gowan Street.

Notwithstanding the comments above, Planning staff and the applicant have had numerous discussions with Metrolinx staff regarding the feasibility of reducing the 30 metre setback. Metrolinx staff have confirmed that they may consider a reduction in the setback, which may require the provision of a safety barrier along the frontage of the property. The reduction of the setback and design of a safety barrier is considered a technical design matter which would be appropriately addressed through the site plan approval process. As reflected in the recommended motion, the applicant is seeking a provision for a minimum front yard setback of 1 metre and a maximum front yard setback of 19.5 metres, along with a 20 metre rail setback to accommodate the relocation of the building and parking area during the site plan approval process, should Metrolinx approve a reduction in the 30 metre rail setback. When reviewing the setback reduction, consideration will need to be given to the design of any potential safety barriers and the impact they may have on the streetscape.

- Compatibility with the Surrounding Neighbourhood – Building Height

Residents expressed concerns with the compatibility of the proposed development with the surrounding neighbourhood, particularly as it relates to the proposed building height of 4 storeys (15 metres). Residents noted that the massing of the building is imposing and would impact views from adjacent properties on Cumberland Street.

Planning staff appreciate these concerns, however, note that Gowan Street is an area in transition and the surrounding neighbourhood is made up primarily of single detached, semi detached and walk-up apartment dwellings which range from 1 to 3 storeys in height. The residential zones governing the surrounding lands permit a maximum building height of 3 storeys (10 metres). The proposed building height of 4 storeys is not unreasonable given the

existing building types and zoning permissions in the area. Further, the subject application does not seek to reduce building setbacks or exceed the maximum building height of the proposed RM2 Zone. The proposed development includes landscaped areas along the front, side and rear lot lines which would include planting/vegetation and tight board fencing to provide a buffer to adjacent land uses. Based on the foregoing, a 4 storey walk-up apartment building is considered a modest form of intensification which would integrate with existing developments along Gowan Street.

The recommended motion includes a provision for a minimum and maximum front yard building setback. This ensures that the proposed building cannot be located any closer to the rear lot line, as a maximum front yard setback of 19.5 metres would be permitted. Additionally, the minimum front yard setback of 1 metre provides an opportunity to relocate the building closer to the street frontage in the event that Metrolinx approves a reduction to the 30 metre rail setback. In doing so, the proposed building would be located further away from the rear yards of adjacent lands to the south located on Cumberland Street.

- **Building Design – Peaked Roof vs. Flat Roof and Building Elevations**

Residents expressed concerns with the proposed roofline of the building that was presented at the public meeting. The conceptual design drawings that were presented at the public meeting identified a flat roof. On March 31, 2020, the applicant submitted conceptual building elevations to the City which identified a peaked roof on the building (see Appendix "D" - Original Conceptual Building Elevations – March 2020). These building elevations were well received by City staff and members of the public. Prior to the public meeting, the applicant revised the building elevations on May 21, 2020 and presented them to the members of the public at the public meeting. The applicant noted that the conceptual design of the building was revised to accommodate the owner's personal preferences. However, the applicant has confirmed that a peaked roof will be considered during detailed design through the site plan approval process, noting the area does contain existing buildings with both flat and peaked roofs. Architectural drawings will be part of submission and the applicant intends to work with staff and members of the public through the site plan process.

Residents also expressed a desire to see building materials extend continuously across all façades of the building. If approved, the applicant will be required to demonstrate that high quality design and materials are utilized on all façades of the proposed building through the subsequent site plan process. In doing so, the applicant will be required to submit detailed building elevation plans which identify the type and colour of the proposed building materials.

Should the subject application be approved, building design would be reviewed in great detail by the City's Urban Design and Heritage Planning staff through the site plan process.

- **Privacy on Adjacent Lands – Parking Area Impacting Rear Yards:**

Residents expressed concerns with the proposed parking area abutting the rear yards of adjacent lands, particularly the lot located immediately east of the subject property. As noted in the concept plan in Appendix "B", the parking area would abut only a small portion of the rear yard of the lands to the east. A landscape strip is proposed along the side lot lines which would include tight board fencing and planting/vegetation to provide a buffer to adjacent land uses and preserve privacy.

As noted, residents expressed a desire to have the building located along the street frontage with parking in the rear. Should this design change occur through the subsequent site plan process, Planning staff note that the parking area would abut the rear yards of adjacent lands to the east, south and west of the subject property. However, tight board fencing and landscape buffers would be provided around the perimeter of the parking area.

- **Number of Parking Spaces:**

Residents questioned why the applicant was providing an additional two parking spaces on the site. Residents expressed a desire to see fewer parking spaces (i.e. 1 space per unit) given that the site is located adjacent to a transit station, multiple bus stops, commercial uses, and public facilities such as parks. The applicant is proposing 8 parking spaces, 7 of which would be dedicated to the residential units while 1 would be used as visitor and barrier-free parking. There may be an opportunity to eliminate one of these spaces during the site plan process, should the applicant feel it is not required on the site. The removal of one additional space could provide more landscaped open space in the front yard of the subject property.

- Accessible Units:

Residents noted that the development included a barrier-free parking space and asked if one of the units would be made accessible. The proposed barrier-free parking space is required based on the number of residential units per the provisions of the City's zoning by-law. All units will be built in accordance with the accessibility standards of the Ontario Building Code. The proposed building would include an elevator, which would make the units accessible to all individuals.

- Block/Context Plan:

Council requested that the applicant submit a block plan to illustrate the existing lot configuration and land uses along Gowan Street, and to demonstrate how the proposed development integrates with the surrounding neighbourhood. A conceptual block and land use plan has been provided and is attached as Appendix "E" to this staff report for Planning's Committee's information.

The applicant also submitted a site context plan which identifies existing built-forms in the surrounding area, along with the respective setbacks for each of those buildings (see Appendix "F" – Site Context Plan).

- Affordable Housing:

Council asked if ten (10) percent of the proposed units would be made affordable in accordance with the affordable housing targets of the City's Official Plan. The applicant has confirmed that that the units would be sold at market rate. The built-form proposed is generally a more affordable alternative to traditional ground-oriented housing types. Providing seven (7) additional housing units to the market also helps to relieve the market pressures that drive up housing costs in the City.

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. Metrolinx provided comments indicating that they do not have any objections to the proposed zoning by-law amendment application, subject to the applicant complying with applicable rail safety guidelines and standards through the subsequent site plan process. Metrolinx noted that they may consider a reduction in the 30 metre rail setback along with the provision of an appropriate safety barrier. The setback reduction and design of any required safety barriers would be reviewed through the site plan process and is subject to Metrolinx approval.

19. 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.
20. Development Services (Approvals - Landscape) 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.
21. Transportation Planning staff provided comments noting that the site would operate at an appropriate level of service without impacting the existing operations of Gowan Street or the surrounding neighbourhood. As such, Transportation Planning staff do not have any objections to the approval of the proposed zoning by-law amendment application.
22. The City's Fire and Emergency Services Department reviewed the proposed development and expressed no concerns with the approval of the subject application.
23. 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 application.
24. 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 process.
25. Alectra Utilities, 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 process.
26. 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

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

Ontario Planning Act, R.S.O. 1990

28. 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>.

29. The proposed development is consistent with this legislation in that it is located within the urban growth centre of the City of Barrie settlement area; is not located within or immediately adjacent to any environmental features; will utilize existing and available infrastructure (sewage, water and waste management systems) and public service facilities such as parks and schools; is accessible by City and inter-regional transit systems; provides for a variety of residential unit types; provides a compact form of development that minimizes impacts to climate change; and is designed with pedestrian connections to the municipal sidewalk to support active transportation.

Provincial Policy Statement (2020) (PPS)

30. 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>.
31. 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.
32. 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.
33. The proposed development is consistent with the PPS as it proposes residential uses at a high density within the City's urban growth centre with access to City and inter-regional transit services. The proposed development would also be serviced by existing municipal infrastructure and public facilities such as parks and schools, thereby representing efficient and cost-effective development.
34. 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 (2020) (Growth Plan)

35. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan), as amended 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>.
36. 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.

37. 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 percent 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.
38. Staff are satisfied that the proposed development conforms to the 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 apartment 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. The proposed development will contribute to the City's current intensification target of 40 percent of new growth within the existing built boundary, as the subject lands are located within the City's Urban Growth Centre (UGC) where increases in building height and density are generally encouraged.

Lake Simcoe Protection Plan (LSPP)

39. 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, as the subject property is not located within a regulated area. Consequently, Planning staff are of the opinion that the subject application is consistent with the policies of the LSPP.

City of Barrie Official Plan

40. 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>
41. The subject lands are designated 'Residential' in the City of Barrie Official Plan, Schedule A. The lands are located within the Historic Neighbourhood Defined Planning Area according to Schedule C and are identified as being within the boundaries of the Urban Growth Centre (UGC) according to Schedule I. The City's Growth Management Strategy provides that the built-up area, as identified on Schedule I of the Official Plan, can accommodate an additional 13,500 housing units, with 39% to be in the UGC. By 2031, the Downtown Barrie UGC will be planned to achieve a minimum gross density target of 150 residents and jobs combined per hectare as identified on Schedule I. The applicable policies of the Official Plan are outlined and reviewed below.
42. There are several policies in the Official Plan that generally support the proposed development. Section 2.3 Assumptions, 3.1 Growth Management and 3.3 Housing 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, such as the UGC.

43. Section 2.3 (d) and (g) 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 consistent with this policy in that it proposes residential apartment units at a high density in an appropriate built-form, utilizes existing infrastructure and services, and would support the use of public transit.

44. 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 towards locations where infrastructure and public service facilities are available.

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.

45. Staff are satisfied the proposal conforms to these policies of the Official Plan given that the proposed development provides residential 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 in the UGC.

Affordable Housing

46. Section 3.3.2.2 identifies the goal that a minimum target of 10% of all new housing units be affordable. The criteria for affordable housing is identified as the least expensive of:
- a) A unit for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or,
 - b) A unit for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.
47. While it is a goal of the Official Plan to provide 10 percent of all new housing units as affordable, the scale of the project and proposed built-form provides a housing type that is generally more affordable and attainable than lower density forms of housing such as single or semi detached dwellings. This development will increase the supply of available walk-up apartment units within the City, providing additional opportunities for moderate income families to obtain suitable housing. As such, the proposed application and associated development is in conformity with the affordable housing policies of the Official Plan.

Residential

48. At 76 units per hectare, the proposed development is considered to be high density using a medium-scale built-form. Policy 4.2.2.2(e) of the Official Plan identifies high density as developments which are in excess of 54 units per hectare. According to Policy 4.2.2.3(b), medium and high density developments are encouraged to locate in the intensification areas identified on Schedule I – Intensification Areas of the Official Plan, and are generally directed towards areas that are: adjacent arterial or collector roads; in close proximity to public transit, and facilities such as schools, parks, accessible commercial development; and, where planned services and facilities such as roads, sewers and watermain, or other municipal services are adequate. Additionally, high density developments in excess of 150 units per hectare are generally be restricted to locations within the UGC.
49. The subject property is located within the City's UGC where Provincial and City Planning policies encourage high density development. In reviewing the locational criteria, the subject property is located on Gowan Street which is classified as minor collector road, whereby transit is available including bus stops on Burton Avenue and Bayview Drive, the Allandale Waterfront Station and along both Cumberland Street and Essa Road. The subject property is also located across the street from the Allandale GO Station. Additionally, the subject property is serviced by local schools and public parks (Shear Park, Allandale Station Park, South Shore Park and Military Heritage Park). Accessible commercial uses are also available in the surrounding area with several business located along Essa Road, Tiffin Street and Burton Avenue/Yonge Street. Larger big box commercial developments and several restaurants are located east of the property at the intersection of Burton Avenue and Huronia Road. The proposed development is also poised to make use of existing municipal services located along Gowan Street which provide capacity for the servicing of the proposed apartment units. Based on the above, the proposed development is in keeping with the locational criteria for high-density development within intensifications areas
50. The Residential design policies of the Official Plan are provided under Section 4.2.2.4, and include:
- a) Residential development shall provide necessary on-site parking area and functional amenity space areas including landscaping, screening, buffering and accessibility considerations.
 - b) Densities shall be graduated where possible to provide for integration between adjoining residential land uses. Where medium or high density uses abut development of a low density nature, buffering protection will be provided to minimize the impact to the lower density uses.
 - c) Measures shall be taken to mitigate adverse impacts on residential property from non-residential uses, railways, arterial roads and highways.
 - d) The City will continue to encourage the maintenance and improvement of the character, and appearance of existing residential areas.

The proposed development concept provides the necessary on-site parking and functional amenity space areas in accordance with the standards of the zoning by-law, while maintaining all required setbacks for the building. The building has also been located on the property in a manner that accommodates the required Metrolinx 30 metre rail setback and provides a landscape strip along the side and rear lot lines to accommodate planting features and tight board fencing which would provide buffering/separation to adjacent lower density residential uses. The proposed built-form in the form of a four (4) storey walk-up apartment is generally compatible with the form and character of the surrounding neighbourhood which includes a mix of housing forms which range from one (1) and two (2) storey single detached dwelling units to three (3) storey walk-up apartment buildings. Finally, given the location of the subject property and surrounding lands within the UGC, it is anticipated that higher forms of development may be proposed along Gowan Street in the future.

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51. The policies in Section 4.2.2.6 provide that intensification can be achieved through residential conversions, infill and redevelopment to promote an increase in planned or built densities, and to achieve a compact built-form. Intensification will contribute to more compact development which efficiently uses land and resources, optimizes the use of infrastructure and services, supports public transit and active transportation and promotes energy efficiency. Residential intensification is encouraged and shall be focused in the UGC, nodes and corridors. According to Policy 4.2.2.6(g), the target density for the UGC is 150 persons and jobs per hectare, with the anticipation that additional density will occur through high density developments averaging between 150 to 200 units per hectare.
52. The scale and character of the proposed development, despite being classified as high-density in the Plan, is a mid-rise built-form that is considered generally compatible with the surrounding neighbourhood. The proposed built-form of walk-up apartments currently exists in the area and has demonstrated the ability to be compatible and integrated within the surrounding neighbourhood. The proposed development at four (4) storeys (15 metres) in height is also generally compatible and consistent with what is existing and permitted within the surrounding neighbourhood. Sufficient water and wastewater infrastructure is available to service the development along Gowan Street without impacting operation of these systems as detailed in the Functional Servicing and Stormwater Management Report submitted by the applicant. The subject property is in proximity to an established transit route and various commercial, institutional, employment and open space amenities. The proposed development of seven (7) additional units has the potential to enhance the operation and capacity of existing systems and facilities.
53. The subject application seeks to permit the development of a walk-up apartment building within the UGC at a density of 76 units per hectare. Justification for the increased density stems from satisfying the policies of the City's Official Plan. The subject lands represent an ideal location for the proposed intensification as it satisfies the Residential policies outlined above. The proposed development makes use of existing infrastructure, public transit, commercial, employment, institutional and open space amenities while introducing an additional seven (7) residential apartment units to the Barrie housing market. The development will contribute to the range of housing types and price points available in an area which possesses appropriate amenities to support residential intensification. The development is supported by Provincial Planning policies and will aid the City in reaching its intensification and density targets in a responsible manner.

Servicing and Transportation

54. Sections 5.2 and 5.3 of the Official Plan provide direction for the efficient and cost-effective use of existing water, wastewater and stormwater management infrastructure. The Functional Servicing Report submitted in support of the subject application demonstrates that the proposed development can be serviced by existing municipal infrastructure, thereby representing a cost-efficiency. Additionally, Policy 5.4.2.3(a) encourages high-density residential development to be located adjacent to public transit routes with connections to the inter-regional transit system. The subject property represents an excellent opportunity to increase transit supportive densities for both the local and inter-regional transit systems.

Urban Design Guidelines

55. Section 6.5.2.2 of the Official Plan establishes general urban design guidelines which are to be considered in the design of proposed developments to create a healthy, safe, convenient, efficient and aesthetically pleasing urban environment. Policy 6.5.2.2.(a) describes that buildings should be designed to enhance and contribute to community character in terms of massing and conceptual design; the design of a building's roof should screen mechanical equipment from public view; large blank walls should be avoided; entrances should be well-defined; major parking areas shall be linked, screened by landscaping and confined to rear yards; minimum planting strips shall be provided; and, energy efficiency shall be encouraged.

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56. In terms of building massing and conceptual design, the proposed four (4) storey (15 metre) building in this location would contribute the character of the area and has the ability to integrate with adjacent built-forms, which consist of a mix of single detached, semi detached, duplex and walk-up apartment dwelling units. , The conceptual design of the building currently demonstrates a flat roof, consistent with those of existing walk-up apartments in the area (see Appendix C – Conceptual Building Elevations). Planning staff are committed to working with the applicant through the subsequent site plan process to address the concerns expressed by the public with respect to the flat roof and will ensure that any rooftop mechanical equipment is screened from view of the street.
57. As demonstrated in Appendix C – Conceptual Building Elevations, the current conceptual design of building does not identify any blank façades on the proposed building. The proposed building entrance would also face Gowan Street and would be well defined, with an internal walkway proposed to provide safe pedestrian access from the municipal sidewalk to the building.
58. As noted above, the minimum and maximum front yard setback would provide flexibility to move the building closer to the street during the detailed design, should the subject application be approved by Council. Through the site plan process, the applicant will retain a qualified rail consultant to assess the current conditions of the site and work with Metrolinx staff to determine if a reduction in the required 30 metre setback is feasible. In doing so, consideration would have to be given to the design of a required safety barrier, along with the impact it may have on the streetscape. Planning staff would continue to work with the applicant and Metrolinx to find an appropriate solution to this design matter through the subsequent site plan process.
59. Finally, the proposed development incorporates landscaped areas along the front, side and rear lot lines to accommodate future planting features and tight board fencing, which would provide an appropriate buffer to adjacent residential land uses. The proposed development is also energy efficient in that it represents a compact built-form on an underutilized site located in the UGC with access to full municipal services, transit, public facilities, and commercial uses.
60. Planning staff recognize the importance of preserving the character of the Historic Allandale Neighbourhood and are satisfied these matters discussed in paragraphs 55 to 59 would be adequately addressed by the City's Urban Design and Heritage Planning staff through the subsequent site plan process, should the subject application be approved by Council.

Tall Buildings and Height Control

61. Section 6.6 includes policies for buildings greater than three (3) storeys in height. These policies are particularly relevant for lands in the City's UGC. General policies include the encouragement of innovative architecture to reduce the visual and physical impact of the height on the pedestrian realm, and tower design that results in slimmer buildings. More specifically, taller buildings must mitigate the impact of shadows through setbacks and stepping provisions; be sited to preserve and define any vistas terminating at Kempenfelt Bay; incorporate massing and materials that create pedestrian interest and respect pedestrian scale; utilize design elements to create height transitions when sited next to lower scale buildings.
62. Recognizing that the RM2 zone permits a maximum building height of four (4) storeys (20 metres), the proposal for a four (4) storey (15 metre) walk-up apartment building is not anticipated to result in a negative visual or physical impact on the pedestrian realm and is considered generally compatible with adjacent built-forms, which consist of a mix of single detached, semi detached, duplex and walk-up apartment dwelling units ranging from one (1) to three (3) storeys in height. Additionally, the concept plan includes landscape strips along the front, side and rear lot lines to facilitate the provision of planting features and fencing to provide buffering between the proposed development and adjacent land uses.

Height and Density Bonusing

63. Recent enactment of provincial legislation has changed the manner in which municipalities are authorized to collect funds for community benefits as a result of land use approvals during the planning process. These changes have resulted in the replacement of Section 37 of the *Planning Act* in place of a Community Benefits Charge policy. The draft regulations to implement the Community Benefits Charge policy have not been finalized.
64. It is generally understood that municipalities will be required to pass community benefits by-laws, which, among other items, would require municipalities to report on the community benefits being charged/collected and to which community benefits the funds are allocated. The deadline for this transition is anticipated as January 1, 2021.
65. In the meantime, Section 6.8 of the Official Plan permits the City to negotiate community benefits when considering passing an amending zoning by-law to increase the height and/or density of a development beyond what is currently permitted. The proposed zoning provides the opportunity for increased density provisions beyond the permissions of Zoning By-law 2009-141, and therefore, the Bonusing Policies contained within the Official Plan are applicable.
66. In accordance with Section 6.8 of the Official Plan, upon the City determining that an application that would have the effect of permitting an increase in the height and/or density that exceed the maximum height and/or density permitted in the Zoning By-law is appropriate, City staff shall also recommend for the provision of community benefits pursuant to Section 37 of the *Planning Act* provided that:
- a) The development constitutes good planning and is consistent with the goals, objectives, and policies of the Official Plan;
 - b) The community benefit provided bears a reasonable planning relationship to the increase in height and/or density of the proposed development having an appropriate geographic relationship to the development; and,
 - c) Adequate infrastructure exists or will be provided by the developer to support the proposed development.
67. The Height and Density Bonusing Policy sets out several community benefits that may be secured. These include, but are not limited to, the provision of affordable housing units; arts and cultural facilities; public art; streetscape improvements; local improvements to transit facilities; parks facilities and equipment; enhanced on-site tree planting or landscaping; and, amenities for active transportation such as pedestrian or cycling facilities.
68. As noted above, staff are of the opinion that the proposed development conforms to the Official Plan goals and policies as it relates to residential intensification. Staff recommend that the applicant proceed with the process to determine applicability of community benefits for this project as it pertains to the proposed increase in density for this project from 53 units per hectare to 76 units per hectare.

Summary

69. 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 Gowan Street within the Urban Growth (Centre) which has a targeted density of 150 units per hectare.
70. The subject lands are located in the Allandale Historic Neighbourhood, as identified in the HNS. Gowan Street has been identified as a 'Transitional Area' where future growth is expected on

vacant or underutilized lots. Medium scale residential development is considered acceptable in the Gowan Street area, provided good urban design and architectural standards are achieved.

71. It is anticipated that these types of development will be more common along Gowan Street. 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; 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/or 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.
72. Based on the foregoing and for reasons outlined in this report, staff are satisfied that the proposed development represents an appropriate form of infill and intensification given the context of the surrounding neighbourhood, and will efficiently use land, infrastructure and services. Therefore, the proposal represents an appropriate form of development in an area where intensification has been targeted.
73. 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 and the Allandale Historic Neighbourhood

Intensification Area Urban Design Guidelines

74. 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 generally 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, pedestrian friendly streetscapes throughout the intensification areas, while being sympathetic of the scale, massing and height of buildings on adjacent lands, particularly in the Allandale Historic Neighbourhood. In this regard, buildings should be positioned to frame abutting streets, parking areas shall be screened, main entrances should be directly accessible from public sidewalks, and front yard setbacks should be consistent with that of existing buildings to maintain a continuous streetscape. The Guidelines further suggest that buffering and/or height transitions shall be provided when tall building are located directly adjacent to lower density land uses.
75. The proposed development generally satisfies these guidelines as the development proposal includes a four (4) storey (15 metre) building in an area that consists of a mix of one (1) to three (3) storey single detached, semi detached, duplex and walk-up apartment dwellings. The development proposal includes landscaped areas along the side and rear lot lines to facilitate planting features and tight board fencing, which will provide a buffer to adjacent land uses. Together, the proposed building height and landscape buffers, would result in a development that is generally compatible and can integrate with the surrounding neighbourhood. The proposed development also includes an internal walkway which provides direct access from the entrance of the building to the sidewalk, thereby enhancing pedestrian connectivity and mobility on the site. If approved, Planning staff are confident that building and site design matters would be reviewed and adequately addressed through the site plan process.

Allandale Neighbourhood Urban Design Guidelines

76. The City of Barrie, in consultation with residents of the Allandale Neighbourhood, have developed area-specific Urban Design Guidelines for the Allandale neighbourhood area. The primary goal of the Allandale Heritage Urban Design Development Guidelines is to maintain visual consistency in the neighbourhood character from the perspective of the street. These guidelines provide guidance for additions, renovations and new buildings on properties located in the area. However, as identified in Figure 5 below, it is important to note that the subject property falls beyond the limits of these guidelines.



Figure 5: Properties Subject to the Allandale Historic Neighbourhood Urban Design Guidelines

77. As identified in Figure 6 below, Gowan Street is identified as a “Yellow Street” in the Historic Neighbourhoods Strategy (HNS). As per the HNS, “Yellow Streets” are considered areas in transition with a growing mix of housing forms and a range of services. Growth in this area is anticipated, primarily along minor collector roads and vacant underutilized sites, such as Gowan Street and/or the subject property. Medium-scale infill is considered acceptable provided it adheres to good urban design and complements the neighbourhood. While the subject property is located outside the previously mentioned policy area shown in Figure 5 above, it is located immediately adjacent to it and there is an opportunity to provide a positive impact on the historic neighbourhood. As such, a discussion on the Allandale Heritage Urban Design Guidelines has been provided below for Planning Committee’s reference, with the understanding that the guidelines do not apply.

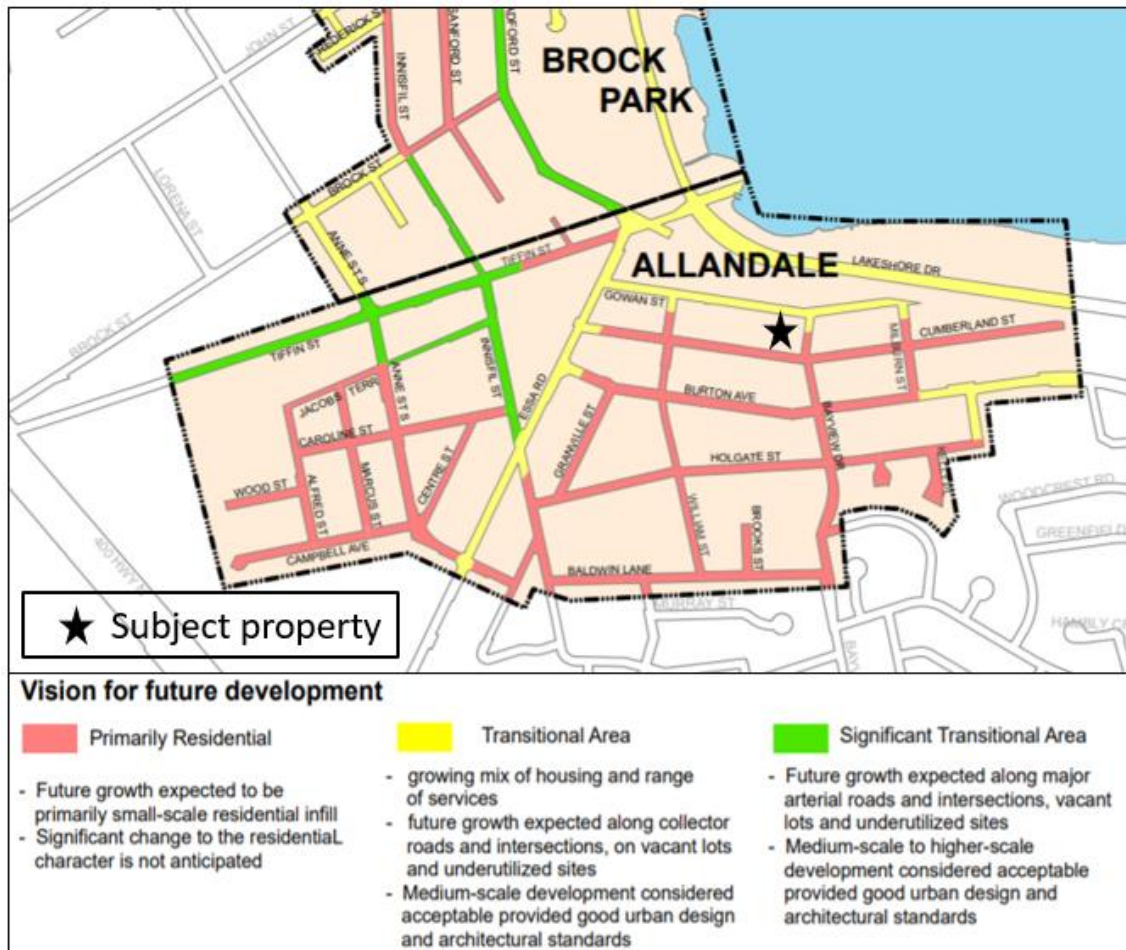


Figure 6: Historic Neighbourhoods Strategy - Vision for Future Development: Allandale Historic Neighbourhood

78. Section 2.2 of the Allandale Neighbourhood Urban Design Guidelines encourages new development to have a compatible frontage, lot depth, lot area and front yard setback with adjacent properties. Extreme differences in front yard setbacks between adjacent buildings is discouraged. The subject property has a larger frontage and area than adjacent lots but is comparable to many other properties in the neighbourhood, particularly those with existing walk-up apartments on Gowan Street.
79. According to the guidelines, front yard setbacks should be the same or an average of the adjacent properties front yard setbacks, subject to compliance with minimum zoning provisions. It is important to note that many of the existing building setbacks are legal non-conforming and the proposed development seeks to conform to the current standards of the zoning by-law, along with the technical safety standards of Metrolinx, such as the 30 metre rail setback. As discussed previously in this report, the applicant is seeking minimum and maximum front yard setback provisions which may allow the building to be located closer to the street frontage, generally consistent with existing buildings along Gowan Street. This would be determined through the detailed design of the development, which would occur through the subsequent site plan process. A reduction in the front yard setback and design of a safety barrier would be subject to review and approval by Metrolinx through the site plan process.
80. Section 2.3 discourages development with significantly larger massing than adjacent dwellings. Additionally, the scale of proposed buildings should be proportional to the size of the lot and emphasize the generous size of lots in the area. The concept plan proposes a building which, at

26 percent lot coverage, satisfies the provisions of the zoning by-law which permits a maximum of 35 percent. The proposed building height of four (4) storeys (15 metres) is also generally compatible with the building height on adjacent lands, noting that up to three storeys (10 metres) is permitted and exists in the surrounding area.

81. Section 2.4 encourages development to be sensitive to the height of adjacent structures. Gable windows and pitched roofs are common in the area and the developer has agreed to consider incorporating these features in the design. The design of the roofline would be addressed in detail through the subsequent site plan process.
82. Section 2.5 encourages dormers and entrance doors on walls facing the street, and blank walls facing streets shall be avoided. The building entrance will be located on the front façade facing Gowan Street and will be designed as a focal point. The property does not directly abut a street to the east or west, however, consideration shall be given to enhance architectural design of the building sides through the site plan process.
83. Finally, Section 2.8 encourages the use of landscaping features in the front yard to provide separation between the property and street. A 4 metre wide landscape buffer strip is proposed along the frontage of the property to facilitate an increased planting density and decorative fencing to effectively screen the parking area and enhance the streetscape.
84. Through a review of the Allandale Historic Neighbourhood Urban Design Guidelines, it is anticipated that the proposed application and associated development can proceed in accordance with the applicable design guidelines and positively contribute to the character of this historic area. Planning staff are confident that the design-related matters noted above can be adequately addressed through the subsequent site plan control application, should the subject application be approved.

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

85. As noted above, the subject application proposes to amend the zoning of the subject lands from 'Residential Multiple Dwelling First Density' (RM1) to 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(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 86 to 102 below.

Front Yard Setback

86. The applicant is seeking a provision to permit a minimum front yard setback of 1 metre and a maximum setback of 19.5 metres, whereas the zoning by-law requires a minimum setback of 7 metres.
87. The proposed minimum and maximum front yard setback provisions would provide the applicant with some flexibility at the time of detailed design, should Metrolinx approve a reduction in the 30 metre setback. The proposed front yard setback would permit the building to be located up to 1 metre from the front lot line to frame the Gowan Street frontage. The proposed setback would also permit the development to proceed, as currently proposed, in the event that a reduction in the 30 metre setback is not feasible or if the provision of a safety barrier (i.e. crash wall) along Gowan Street is deemed to be an undesirable addition to the streetscape.
88. Planning staff are of the opinion that the proposed front yard setback provisions meet the general intent and purpose of the zoning by-law and would provide staff and the applicant an opportunity to work with Metrolinx to address these matters through the site plan process.

Setback to the Metrolinx Rail Line

89. Planning staff recommend that Planning Committee approve a site-specific provision to permit a minimum setback of 20 metres from the Metrolinx rail line right-of-way located on the north side of Gowan Street. This site-specific provision would allow the applicant to locate the building closer to the street frontage, provided Metrolinx deems it feasible and appropriate through the site plan process. The zoning by-law requires a 30 metre setback that is ultimately a rail safety standard which is subject to approval by Metrolinx through the site plan process. If approved, Metrolinx staff would review the subsequent site plan application and determine if a reduced setback is permitted for the subject property. Metrolinx's technical standards supersede the provisions of the City's zoning by-law. Metrolinx is also an approval authority through the site plan process.
90. This additional site-specific provision is required to ensure that the development of the site may proceed in a timely manner, should Council approve the subject application and Metrolinx agree to a reduced standard.

Gross Floor Area (GFA)

91. The subject application proposes a GFA of 105 percent, whereas the RM2 zone permits a maximum GFA of 60 percent. The increase in GFA is required to implement the development concept as proposed. The increase in GFA is a result of the intensification of the site based on the concept plan and as supported by Provincial Policy and the City's Official Plan. The proposed increase in GFA is considered to be appropriate to facilitate the intensification of the subject property, while maintaining the functionality of the site, including the provision of amenity spaces, landscape buffer strips and planting features, parking, pedestrian walkways, garbage and recycling storage rooms and snow storage areas. This site-specific provision would facilitate a more efficient and compact development on the subject property and not diminish the usability or enjoyment of the lands by the residents, all while respecting the character and functionality of the surrounding neighbourhood.

Density

92. The subject application proposes a density of 76 units per hectare, whereas the zoning by-law permits a maximum density of 53 units per hectare in the RM2 zone. The general intent and purpose of restricting density is to prevent the overdevelopment of a site, thereby ensuring that the site functions effectively through the provision of municipal services, adequate parking, amenity area, landscaped open space, storage space for garbage and recycling, pedestrian walkways, snow storage areas and safe vehicular access.
93. In this case, the proposed development can be fully serviced by existing infrastructure and meets or exceeds the minimum building setback, parking, amenity area and landscaped open space requirements of the zoning by-law. Additionally, the proposed building would include a storage room for waste and recycling, which would only be brought out to the parking area on collection day. The site also includes a pedestrian walkway which provides direct access from the building to the municipal sidewalk. Safe vehicular access is also provided to the site along Gowan Street. Finally, the parking area is surrounded by landscaped areas which may accommodate landscaping, fencing and snow loading during the winter months. Together, the provision of these features demonstrate that the site can function effectively to meet the needs of future occupants, while respecting the surrounding neighbourhood.
94. The subject lands are located within the City's UGC where increases in building density are generally encouraged. The UGC is an urban environment which is in constant transition and higher density developments are not uncommon. As identified in the Historic Neighbourhoods Strategy (HNS), Gowan Street is identified to be in transition with a growing mix of housing forms and a range of services. Growth in this area is anticipated, primarily along minor collector roads and vacant underutilized sites, such as Gowan Street.

95. Based on the foregoing, Planning staff are of the opinion that the proposed density would not jeopardize the functionality of the site or that of adjacent lands, and is appropriate given the context of the area and the future vision for Gowan Street.

Landscape Buffer Strip (West Side of Parking Area)

96. The subject application proposed a landscape buffer strip with a width of 1.8 metres along the west side of the proposed parking area, whereas the zoning by-law requires a landscape buffer strip with a minimum width of 3 metres for any parking area with 4 or more spaces abutting a residential zone. The general intent and purpose of requiring landscape buffer strips is to provide sufficient space for planting, fencing and snow storage.
97. In this case, the application has been reviewed by the City's Development Approvals (Landscape staff) who have confirmed that the proposed setback is large enough to accommodate tight board fencing and planting features. Additionally, the parking area is relatively small and the landscaped strips around the perimeter of the parking area would provide sufficient space for snow loading during the winter months. Based on the foregoing, Planning staff are satisfied that the requested provision is appropriate and should not impact the functionality of the site or the surrounding neighbourhood.

Front Yard Parking Area Coverage

98. The subject application is proposing a maximum front yard parking coverage of 60 percent, whereas the zoning by-law permits a maximum front yard parking coverage of 50 percent. The general intent and purpose of a maximum parking coverage provision is to ensure that front yard areas are not fully paved and that landscaped open space is provided on-site. Restricting the coverage of front yard parking areas also encourages applicants to locate parking areas in the side and rear yards where they can be more effectively screened from view of the street.
99. In this case, the parking area is located entirely in the front yard due to the 30 metre setback that is required from the Metrolinx rail line right-of-way on the north side of Gowan Street. The required 30 metre setback limits the usability of the rear yard for parking. Although the application seeks to increase the coverage of the front yard parking area, the proposed development exceeds the minimum landscaped open space requirements of the zoning by-law (35 percent required, 47 percent proposed). Additionally, the parking area is surrounded by landscape buffer strips which would be planted with vegetation and include fencing to screen the parking area. In particular, a 4 metre landscape buffer strip is proposed along the frontage of the property to screen the parking area and improve the streetscape through the provision of increased planting densities and decorative fencing, as identified in Appendix "B" – Conceptual Building Elevations – May 2020.
100. Front yard parking coverage is restricted only for three or more unit dwellings, townhouses and walk-up apartments. Single, semi detached and duplex dwelling units with a second suite and/or a detached accessory dwelling unit are permitted 60 percent front yard parking coverage. As a comparison, a semi detached or duplex dwelling with a second suite and a detached accessory dwelling unit on a single lot would be permitted to have 4 or more parking spaces in the front yard, with a coverage of up to 60 percent. This scenario could occur on multiple lots along Gowan Street, as many of the existing lots are zoned 'Residential Multiple Dwelling First Density' (RM1) which would permit semi detached and duplex dwellings, together with second suites and detached accessory dwelling units.

Landscape Buffer Strip Along the Front Lot line (Front Yard Parking Area)

101. Planning staff are recommending that the implementing zoning by-law include a site-specific provision which requires a four (4) metre landscape buffer strip along the front lot line when parking areas are located in the front yard on the subject property. This would ensure that a landscape buffer strip is provided along the frontage of the subject property to accommodate landscaping and

decorative fencing, which would screen the front yard parking area from the street and enhance the streetscape. The design of the landscape buffer strip would be determined through the site plan process, should the subject application be approved.

102. If Metrolinx does not approve a reduction to the rail safety setback through the site plan process, the proposed site-specific provision would provide Council and City staff with assurances that front yard parking areas would be appropriately screened and that the streetscape can be improved through the provision of landscaping and decorative fencing.

Site Plan Control

103. 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 the Metrolinx setback, access, servicing, stormwater management, landscaping, lighting, zoning compliance, building orientation/placement/massing and parking.
104. 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, such as Metrolinx, to ensure that the development complies with all applicable technical standards and provides an appropriate interface with adjacent properties and streets.

Summary

105. 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.
106. Planning staff recommend the approval of the proposed zoning by-law amendment application for the development of a 4-storey residential building consisting of 7 units, 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, Allandale Historic Neighbourhood Urban Design Guidelines, and the City's Urban Design Guidelines for Intensification Areas, while also being respectful of existing land uses adjacent to the proposed development. More specifically, the proposal complies with the policy planning framework established for residential infill and intensification.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

107. There are no environmental or climate change impact matters associated with the subject application.

ALTERNATIVES

108. There are three alternatives available for consideration by Planning Committee:

<u>Alternative #1</u>	<p>Planning Committee could defer the application and request that the applicant and staff continue to work with Metrolinx to reduce the 30 metre setback to the rail line right-of-way.</p> <p>This alternative is not recommended as the applicant and Planning staff have had numerous discussions with Metrolinx who have advised that they may consider a reduced setback and the provision of a safety barrier through the site plan process, should the subject application be approved. As such, the applicant has requested a</p>
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	<p>site-specific provision to permit a minimum and maximum front yard setback which would provide flexibility at the time of site plan approval, should the 30 metre setback be reduced and the building relocated along the Gowan Street frontage.</p> <p>Planning staff are confident that this matter, as well as other design matters such as the design of the building's roofline and colour/type of materials, can be adequately addressed through the site plan process.</p>
<u>Alternative #2</u>	<p>Planning Committee could approve the subject Zoning By-law Amendment application without the requested Special Provisions (SP).</p> <p>This alternative is not recommended as the applicant has submitted a detailed concept plan which is generally consistent with the Urban Design Guidelines for Intensification and current City standards with respect to building orientation/placement/massing, setbacks, access, parking, landscaped areas, etc. The site-specific provisions have been recommended to provide residents with some level of assurance that the concept plan submitted will be realized at the time of site development and will provide the applicant with the flexibility to amend the concept plan should Metrolinx agree to a reduction to the 30 metre setback provision.</p>
<u>Alternative #3</u>	<p>Planning Committee could refuse the application and maintain the existing 'Residential Multiple Dwelling First Density' (RM1) 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

109. The subject application, if approved, would permit the development of 7 residential apartment units. 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.
110. Building permit application fees for the proposed development are estimated to be approximately \$21,336.53. 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.
111. Current development charges for a bachelor or 1-bedroom unit are \$25,934.00 and \$36,943.00 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 \$258,601.00. Development charges are calculated and paid at the time of issuance of the building permit.
112. The education levy for residential uses is currently \$2,959.00 per unit, which represents a total levy of \$20,713.00.
113. Cash in lieu of parkland is currently calculated at \$5,597.00 per residential unit, which represents a total contribution of \$39,179.00 for the proposed development (2020 rate, subject to an annual inflationary adjustment on January 1st of each year).
114. The proposed development would be subject to a Finance Administration fee of \$542.50.

115. 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.
116. The City will also incur additional operating costs associated with extending municipal services to the area including fire protection, policing, 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

117. 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 redevelopment of a vacant site which is overgrown with vegetation and poorly maintained.</p>
Building strong neighbourhoods	<p>The proposal maximizes the use of an underutilized site located in the City's UGC.</p> <p>The application proposes a transit-supportive high-density development at an appropriate scale with alternative forms of housing (i.e. apartment units).</p> <p>The proposal will also improve the aesthetics of the site, which is currently vacant, poorly maintained and overgrown with vegetation. The provision of a new residential building, together with planting features along the street frontage will improve the streetscape.</p> <p>The development of a vacant and poorly maintained site, such as the subject lands, provides a greater sense of safety as it brings more people to the neighbourhood and increases pedestrian activity.</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 within walking distance City transit routes and the inter-regional transit system (i.e. Go Transit).</p> <p>The proposed development includes a pedestrian walkway with a connection to the municipal sidewalk, as well as vehicular parking. Together, with access to transit, the future occupants of</p>

	the proposed development would have multiple modes of transportation available to them.
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118. 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" – Conceptual Site Plan
Appendix "C" – Conceptual Building Elevations – May 2020
Appendix "D" – Conceptual Building Elevations – March 2020
Appendix "E" – Conceptual Block and Land Use Plan
Appendix "F" – Site Context Plan

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 79 Gowan Street, shown on Schedule "A" to this By-law from 'Residential Multiple Dwelling First Density' (RM1) to 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(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 79 Gowan Street from 'Residential Multiple Dwelling First Density' (RM1) to 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(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 5.3.1 of By-law 2009-141, a minimum front yard setback of 1 metre is required in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
3. **THAT** notwithstanding the provisions set out in Section 5.3.1 of By-law 2009-141, a maximum front yard setback of 19.5 metres is permitted in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
4. **THAT** notwithstanding the provisions set out in Section 4.5.8 of By-law 2009-141, a minimum setback of 20 metres is required from the Metrolinx Rail Line Right-of-Way in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
5. **THAT** notwithstanding the provisions set out in Section 5.2.5.1(c) of By-law 2009-141, a maximum density of 76 units per hectare is permitted for walk-up apartment buildings in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
6. **THAT** notwithstanding the provisions set out in Section 5.3.6.1 of By-law 2009-141, a maximum coverage of 60 percent for front yard parking areas is permitted for walk-up apartment buildings in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.

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7. **THAT** notwithstanding the provisions set out in Section 5.3.1 of By-law 2009-141, a maximum gross floor area of 105 percent is permitted for walk-up apartment buildings in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
 8. **THAT** notwithstanding the provisions set out in Section 5.3.7.1 of By-law 2009-141, a landscape buffer strip with a minimum width of 1.8 metres is required along the west side lot line where a parking area abuts a Residential Zone in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
 9. **THAT** notwithstanding the provisions set out in Section 5.3.7.1 of By-law 2009-141, a landscape buffer strip with a minimum width of 4 metres is required along the front lot line where a parking area abuts the street in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
 10. **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.
 11. **THAT** the owner/applicant is required to provide community benefits per Section 37 of the *Planning Act* and City of Barrie Official Plan Section 6.8 Height and Density Bonus to the satisfaction of the Director of Development Services.
 12. **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 October, 2020.

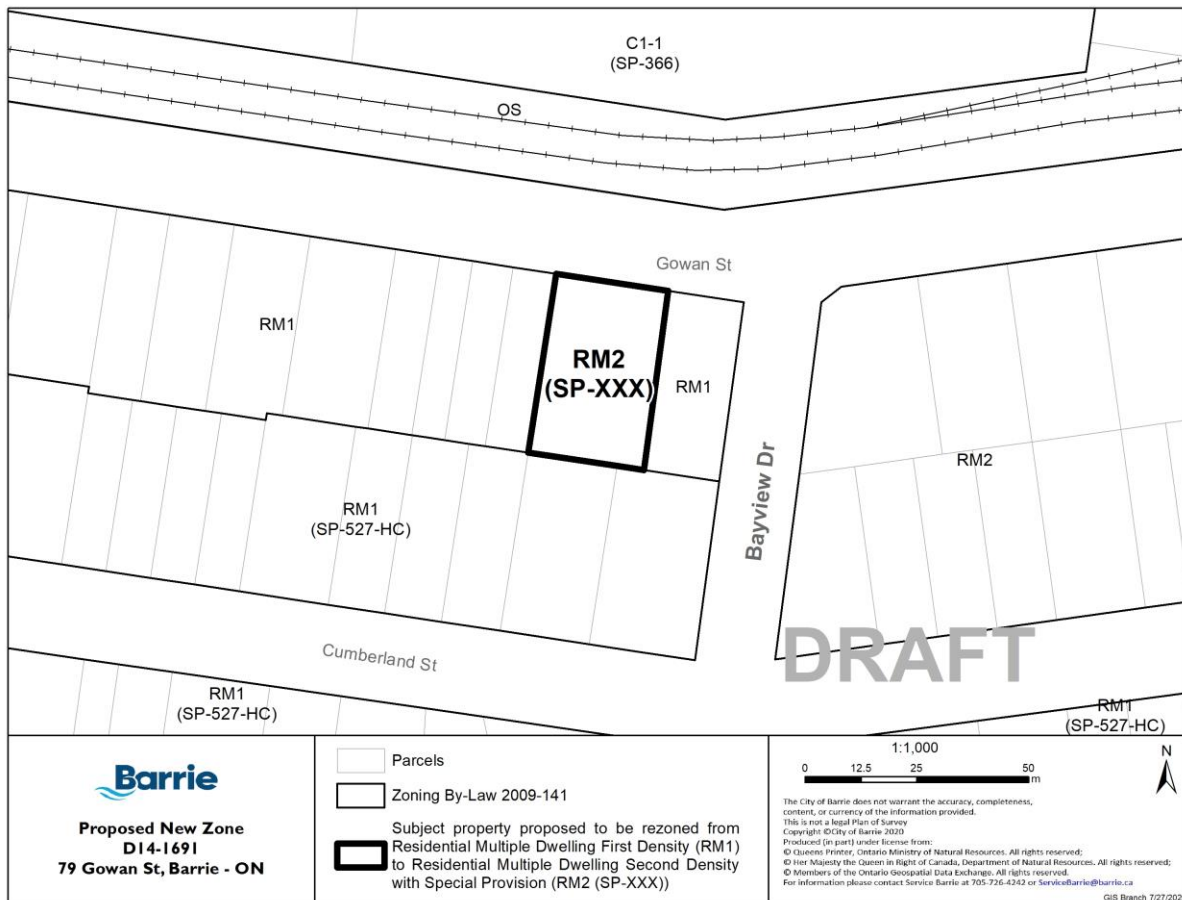
READ a third time and finally passed this ____ day of October, 2020.

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

This aerial map illustrates the proposed development at the Allandale Waterfront Go. The central feature is a yellow-shaded rectangular area labeled "4 Storey Walk-Up Apartment Building". To its north is a grey-shaded area labeled "TURN AROUND FOR PRIVATE GARBAGE COLLECTION VEHICLE". The site is bounded by "Gowan Street" to the north and "Bayview Drive" to the east. To the west and south of the proposed building are areas labeled "Existing Residential". The map also shows the "Go Transit Newmarket Subdivision (Principle Main Line)" and "Allandale Waterfront Go Parking" to the north. Various dimensions and bearings are provided for the boundaries and internal features, such as "23.165m N81.2630°W" and "1.8m". A north arrow is located in the top left corner.

SCHEDULE OF REVISIONS			
No.	Date	Description	By

KEY MAP

CONCEPTUAL SITE PLAN

Lot 19 and Part of Lot 18,
Registered Plan 40
City of Barrie
County of Simcoe

Scale: 0 to 25m

LEGEND

- Subject Lands
Area: 924.4m²
- Proposed 4-Storey
Walk-Up Apartment
- Building Footprint: 243.0m²
- 7 units
- Main Entrance
- Secondary Entrance
- Amenity Area
(Area: 160.1m²)
- Open Space
- Sidewalk

	Required	Provided
Lot Area (min.)	720.0m ²	924.4m ²
Lot Frontage (min.)	21.0m	23.2m
Front Yard (min.)	7.0m	19.3m
Side Yard (min.)	1.8m	1.8m
Rear Yard (min.)	7.0m	7.1m
Landscape Open Space (min.)	35%	47%
Lot Coverage (max.)	35%	26%
Gross Floor Area (max.)	60%	105%
Height of Bldg. (max.)	20.0m	15.0m
Density	53	76
Parking Spaces	7 (1 / unit)	8
Amenity Area	84.0m ²	160.1m ²
Landscape Buffer Areas	3.0m	1.8m
Front Yard Parking Coverage	50%	60%

Source:

- ISM Architects
- Simcoe County Interactive Mapping, 2018

Note:

- Information shown is for discussion purposes only.

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Date: April 28, 2020
File: 19-842

Drawn By: A.S.
Checked: GB / TK

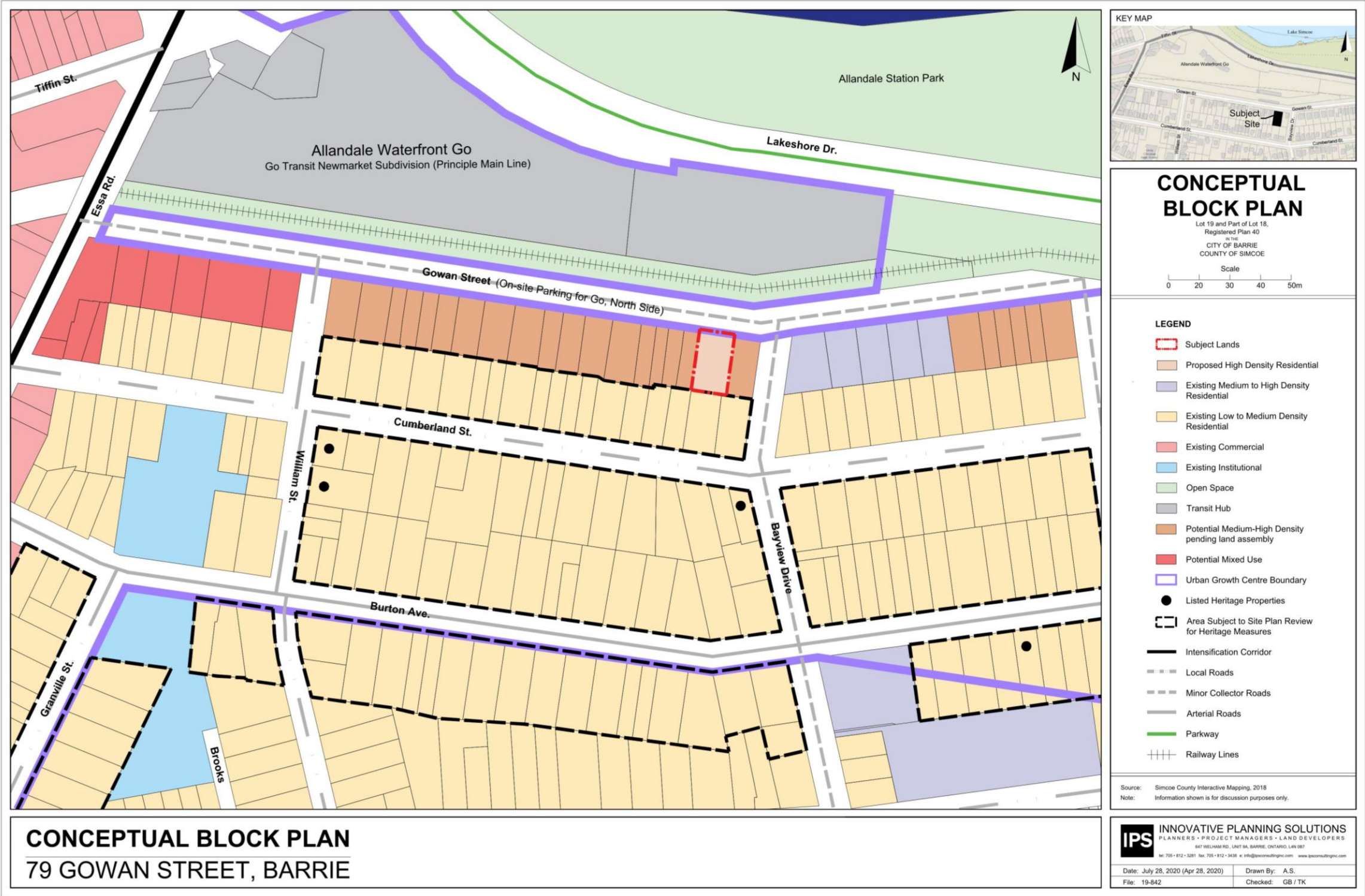
APPENDIX “C” – CONCEPTUAL BUILDING ELEVATIONS – MAY 2020



APPENDIX “D” – ORIGINAL CONCEPTUAL BUILDING ELEVATIONS – MARCH 2020



APPENDIX “E” – CONCEPTUAL BLOCK AND LAND USE PLAN



APPENDIX “F” – SITE CONTEXT PLAN

