



PLANNING AND BUILDING SERVICES MEMORANDUM

FILE NO. D14-1670, D14-1671, D14-1672

TO: MAYOR J. LEHMAN AND MEMBERS OF COUNCIL

FROM: J. LAMBIE, SENIOR URBAN DESIGN PLANNER
E. TERRY, RPP, PLANNER
K. SUGGITT, RPP, MANAGER OF POLICY AND STRATEGIC INITIATIVES

NOTED: A. MILLER, RPP, DIRECTOR OF PLANNING AND BUILDING SERVICES &
A. MILLER, RPP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH
MANAGEMENT (ACTING)
M. PROWSE, CHIEF ADMINISTRATIVE OFFICER

RE: PUBLIC MEETING FOR CITY- INITIATED ZONING BY-LAW AMENDMENTS –
ESSA-BRADFORD CORRIDOR STUDY

DATE: JUNE 11, 2019

1. BACKGROUND

In 2009 Council adopted the City of Barrie Intensification Study. The intent of the Study was to provide a vision and establish a path for achieving the provincially-set growth targets for the City of Barrie while also recommending new Official Plan policies and performance standards for the Zoning By-law that would facilitate a vibrant and community-focused style of development. The City of Barrie's 'Mixed Use' zoning categories for intensification nodes (MU1) and corridors (MU2) were derived out of this Study.

In 2015, Planning Staff received direction from Infrastructure, Investment and Development Services Committee (IIDSC) to initiate a review and assessment of the potential to pre-zone the Essa Road corridor and assess the best implementation of the proposed Mixed Use Corridor (MU2) zone. City-initiated rezoning can be an effective tool to accelerate development, encourage and/or catalyze other development on adjacent or nearby properties, and provide more housing supply in the city. Notwithstanding the passage of time and some evolving planning policy, these outcomes are supportive of the goals in the Province's new policies, as outlined in *More Homes, More Choice: Ontario's Housing Supply Action Plan* (2019).

2. ESSA & BRADFORD CORRIDOR STUDY

Following a presentation by the Director of Planning & Building Services to Council on the conclusions of an employment and population study update in early 2018, Council directed Staff to include Bradford Street within the scope of the Essa Road Corridor Study and the work plan became the Essa & Bradford Corridor Study (EBCS). As directed by the IIDSC (2015), the EBCS seeks to identify opportunities and encourage catalytic development along the corridor by pre-zoning sites to allow properties to develop in accordance with the MU2 zone, and in some cases, proceed directly to site plan approval. In instances where the EBCS study area falls within the Urban Growth Centre (UGC), Staff looked at opportunities to rezone using Central Area Commercial (C1) zoning standards to accommodate high density development because the UGC is intended to be the highest density area of the city.

The following provides a summary overview of the project to-date:

2.1 Corridor Assessment & Community Engagement

In the spring of 2018, Planning Staff coordinated a broad series of in-person and online engagement initiatives to educate the public about intensification and help to visualize it in a local context. Through this engagement process, and a corresponding technical analysis by Staff, a number of outcomes emerged to guide the next steps of the EBCS:

- Community priorities for development of the corridor;
- Specific opportunities and constraints; and
- Corridor-specific, and city-wide policy considerations.

In addition to the above points, a number of preliminary candidate sites were identified for consideration for rezoning. Staff facilitated several public and stakeholder workshops to collect feedback on rezoning the proposed candidate sites. These events were held in, and focused on, three different areas of the corridor (i.e. the Bradford Street Corridor, Essa Road between Lakeshore & Highway 400, and Essa Road between Highway 400 & Mapleview). Staff's criteria for site selection focused on ensuring that any property proposed for rezoning met certain criteria with regard to the following:

- Provincial & City Policies
- Site Context
- Property & Building Conditions (Existing)
- Development Potential
- Public & Stakeholder Feedback

In June of 2018 Council received a Planning & Building Services Department Memorandum which provided an update on "what we heard" through the engagement process. Planning Staff then began additional analysis and facilitated discussions with property owners to refine the candidate sites and identify key development opportunities along the corridor.

2.2 Candidate Site Refinement & Alignment with the New Official Plan

Although an updated intensification strategy will be required as part of the Municipal Comprehensive Review (MCR) currently being undertaken as part of the new Official Plan, Staff have identified that the work on the EBCS to identify candidate sites could proceed ahead of the MCR as the corridor had previously been identified for intensification in Schedule "I" of the Official Plan.

To ensure flexibility and future compatibility with policies in any future Official Plan, Staff worked to refine the selection of candidate sites to a targeted few "catalyst" sites by considering additional site selection criteria, including:

- Eliminating sites with any site-specific requirements wherever possible, such as Official Plan Amendments or Special Provisions.
- Eliminating sites in potential "nodes" at key intersections along the corridor to avoid the need for Official Plan Amendments to identify new nodes on Schedule "I" of the Official Plan.
- Eliminating sites with significant environmental or property remediation issues.
- Prioritizing development opportunities along Essa Road's "Primary Intensification Corridor", as identified on Schedule "I" of the Official Plan.
- Prioritizing sites with current development activity/interest.
- Prioritizing sites with the potential to spur additional development in the surrounding area.

With significant environmental issues (e.g. floodplains and waste disposal areas) and existing zoning permitting high density developments, Staff did not identify any rezoning opportunities along the Bradford Street corridor. However, several policy directions were established through EBCS engagement and review that will be further explored in the new Official Plan, and are explored below in the Key Recommendations.

2.3 Key Recommendations

The EBCS makes two principal recommendations:

- policy directions for further consideration in the creation of the City of Barrie's new Official Plan; and
- proposed sites for rezoning.

2.3.1 Policy Directions for Consideration in the Creation of the new Official Plan

2.3.1.1 Provision for Development Incentive Strategies

Community Improvement Plans (CIPs) are a tool that can be used to attract investment and foster redevelopment. CIPs allow City Councils to provide for the redevelopment, reconstruction, and rehabilitation of any area whose improvement is considered desirable for various environmental, social, or community economic development reasons. CIPs are allowed under Section 28 of the *Planning Act*, which, among other things, enables cities to provide financial incentives in the form of loans or grants to property owners to help cover the costs associated with improvements.

As noted in a memorandum to Council on May 27, 2019, Staff have recommended that \$2.5 Million Dollars be committed through the City's annual Business Plan and Budget to the CIP Reserve to incentivize land development priorities, including:

- Development in the Urban Growth Centre and other intensification nodes and corridors for higher density residential development and mix of uses;
- Affordable Housing to support the provision of a variety of affordable/attainable housing options; and,
- Employment uses and redevelopment or intensification of employment uses.

The CIP would lay out the criteria to be met for projects to be eligible for funding as well as the means of evaluating the submissions. This would provide property owners/developers with this information up front. Grants would be awarded based on meeting City priorities, criteria and availability of funding.

2.3.1.2 Policies and Direction for City-Building Initiatives and Critical Capital Projects

In the summer of 2018, Planning Staff completed several rounds of internal consultation regarding the corridor study with Engineering, Transportation, Transit, Operations, Parks Planning, Accessibility and Economic Development Staff. Some considerations that came out of that consultation include:

- The need to integrate transportation and land use planning along Intensification Corridors
- Establishing a safe and attractive active transportation connection in the design and construction of the new Highway 400 underpass (at Essa and on other corridors).
- Future-proofing rights-of-way for innovations and disruptions in transportation (e.g. autonomous vehicles, ride-sharing, e-bikes etc.)
- Active transportation/buffered bike lanes or urban shoulder along Essa Road
- HOV lanes to future-proof for higher-order transit, such as Bus Rapid Transit (BRT)
- Impacts to existing neighbourhood character from increased traffic from the new Harvie Road overpass
- Transit needs from fringe communities (providing connection points/shuttle points)
- Urban squares as "transit hubs"
- Potential park locations and trail connections
- Essa Road as a gateway to waterfront & downtown from Highway 400
- Modern best practices and approaches to cultural heritage and its preservation and enhancement
- Parking design strategies for Intensification Nodes and Corridors (e.g. removing some on-street parking, strategic development of public parking facilities etc.)

The points above will be considered in the new Official Plan to reimagine the intensification corridors on a comprehensive basis.

2.3.1.3 Recommendations for the City's Urban Structure and a "Gateway Node"

The City's Intensification Area Urban Design Guidelines (IAUDG) (October 2012) introduced the concept of Gateway Areas. Staff are recommending that the new Official Plan explore the area of Essa Road and Highway 400 (and potentially other intersections with Intensification Corridors and the highway) as a "Gateway Node". Section 5.5 of the IAUDG states:

"The City's gateway areas should be a gradual transition to the City and Downtown areas, should be reinforced by the quality of built form and public open spaces to signify the importance and public role of the area".

This "Gateway Node" would include a larger area than existing nodes and include the old raceway lands, the existing supermarket, the bank and Comfort Inn. Extra emphasis would be placed on high quality design of both the built form and the public realm. Strong pedestrian connections to the uses and amenities on both sides of the highway will be critical to ensuring this area can perform as a walkable, complete community.

Planning Staff note that the new Official Plan will determine any appropriate changes to the City's urban structure regarding all existing intensification areas, such as nodes and corridors. Planning Staff also note that the City's new Zoning By-law is anticipated to be adopted following the approval of a new Official Plan and that it would implement any new zoning standards required to achieve the vision of the new Official Plan. Within this context, the EBCS found that the following locations should be further considered in the creation of the new Official Plan when assessing possible new "node" locations along Essa Road:

- A "Gateway Node" at Highway 400 & Essa Road
- Consideration for a larger or consolidated Intensification Node between the intersections of Veterans Road & Essa Road and Harvie Road & Essa Road
- Mapleview Drive & Essa Road
- Salem Road & Essa Road
- McKay Road & Essa Road

2.3.2 Proposed Sites for Rezoning

Through the site selection process described above, Planning Staff have identified three candidate development areas along the corridor. It is anticipated that rezoning of these properties would accelerate development of the subject sites and could spur additional development on the corridor. The proposed MU2 and C1-1 zoning standards illustrate the anticipated form of development. These standards and a comparative table with the subject properties' existing zoning standards can be found in the appendices to this memorandum. Through the statutory Public Meeting on June 11th, 2019, Planning Staff are seeking additional public feedback for consideration on the following proposed sites for rezoning:

2.3.2.1 550 and 552 Essa Road (File: D14-1672) (Appendix A)

- Proposed rezoning from "Residential Single Detached" (R1) to "Mixed Use Corridor" (MU2).
- Approximately 0.4 hectares with 52m of frontage along Essa Road.
- Properties are currently designated as "Residential" in the Official Plan.
- Rezoning to MU2 will provide for additional height and density that is in keeping with recently approved and in-process site plan applications on the same block. Adjacent developments include:
 - D11-1697 – an 8 storey condominium building from 556-568 Essa Road (Registered Site Plan).

- D11-012-2019 – a 6 storey condominium building from 570-576 Essa Road (Preliminary Site Plan Approval with conditions).
- Staff note the existing adjacent large-scale commercial/retail development on the opposite side of Essa Road (555, 559, 563, and 567 Essa Road) may present challenges to provide viable ground floor commercial spaces on the subject site. The MU2 standards provide for residential developments.
- If commercial uses are proposed on site, an Official Plan Amendment may be required.
- The remaining undeveloped properties on this block should be considered in context to avoid creating an orphaned or undevelopable property at 552 Essa Road. By rezoning both properties, Staff are seeking to encourage a private land assembly.

2.3.2.2 175 and 199 Essa Road (File:D14-1671) (Appendix B)

- Proposed rezoning from “General Commercial” (C4) to “Mixed Use Corridor” with Holding Provision (MU2)(H)
- Approximately 16.2 hectares with 400m of frontage along Essa Road.
- Properties are currently designated as “General Commercial” in the Official Plan.
- Existing site is a significant, and underutilized, gateway into Barrie from Highway 400 and a large brownfield development opportunity for a new mixed-use neighbourhood. Through public consultation it was identified that height, density and commercial land uses associated with the City’s intensification goals should be targeted along Essa Road and Highway 400, with new development transitioning into the existing surrounding residential neighbourhood and urban fabric.
- Feedback from public and stakeholder consultations indicated that that this site should become a “gateway” into downtown Barrie and our waterfront. Planning Staff will be seeking an innovative development proposal to ensure this site becomes a mixed use neighbourhood and community destination.
- A holding provision (H) is proposed to be put on the site until:
 - Approval of a plan of subdivision for a mixed use neighbourhood, completed to the satisfaction of the City of Barrie’s Director of Planning & Building Services and Director of Engineering, MTO, and LSCRA.
- Staff note that Public Meetings are a requirement for Plans of Subdivision under Section 51 of the *Planning Act*.
- Staff note that individual blocks created by the plan of subdivision will also be subject to Site Plan Control.

2.3.2.3 9,11,13,15,19,21,27 and 31 Cumberland Street (File: D14-1670) (Appendix C)

- Proposed rezoning from existing “Residential Multiple Dwelling – First Density” (RM1) to “Central Area Commercial” (C1-1) zoning standards.
- Approximately 0.5 hectares with 245m of frontage on Cumberland Street.
- It was identified through Staff’s technical review that the entire block is designated in the Official Plan as ‘City Centre Commercial’, but currently has a mix of Commercial (C1-1) and Residential (RM1) zoning. This indicates that the Zoning By-law has not caught up to the Official Plan. The proposed rezoning to C1-1 would make the zoning of the subject lands consistent with their Official Plan designation.
- The subject site is located in Allandale Historic Neighbourhood, and at a key location within the Urban Growth Centre and a Major Transit Station Area (MTSA) – an area expected to accommodate significant growth and intensification as directed by the policies of *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* (2019).
- Through technical analysis, Staff determined that the existing split zoning standards on the block would create an undesirable transition of building heights at the mid-block - from 30m on the C1-1 lands to 10m on the RM1 lands.
- The area was identified by the community as a significant intensification opportunity through the public consultations and workshops described above.

- The EBCS originally only explored properties with frontage along Essa Road. Staff identified through technical review that the properties along Essa Road on this block are unviable for mixed use development due to existing lot depths, and would further be impacted by planned road widening on Essa Road.
- It was identified through technical review and engagement discussions that a land assembly is in progress with properties on the entire block currently under contract (with the exception of 31 Cumberland Street).
- In consideration of the above, and through any future Site Plan process, the City will be seeking a design concept that is sensitive of its context and improves the transition of built form to the surrounding heritage neighbourhood context (i.e. targeting height and density towards Essa Road and Gowan Street). Site design and architecture will need to demonstrate compatibility with the heritage neighbourhood character, contribute to a human-scale neighbourhood, and utilize architectural design strategies and materials that are compatible with the heritage neighbourhood character and context. The City has recently undertaken a study in conjunction with the University of Waterloo to identify planning and design considerations for intensification in Historic Neighbourhoods and will apply its recommendations in the development application review process. Other requirements for development applications may be required by the City, such as a Heritage Impact Study, as part of a Site Plan application.

3 NEXT STEPS

3.1 Proposed Sites for Rezoning

Staff will consider and incorporate feedback from the Public Meeting, bringing a Staff report forward with a recommendation on the proposed re-zonings in the fall of 2019.

3.2 Policy Directions for the new Official Plan & Zoning By-law

Policy directions will be reviewed and considered further through the new Official Plan and Zoning By-law projects, with anticipated approval of the new Official Plan and Zoning By-law in the spring and fall of 2020, respectively.

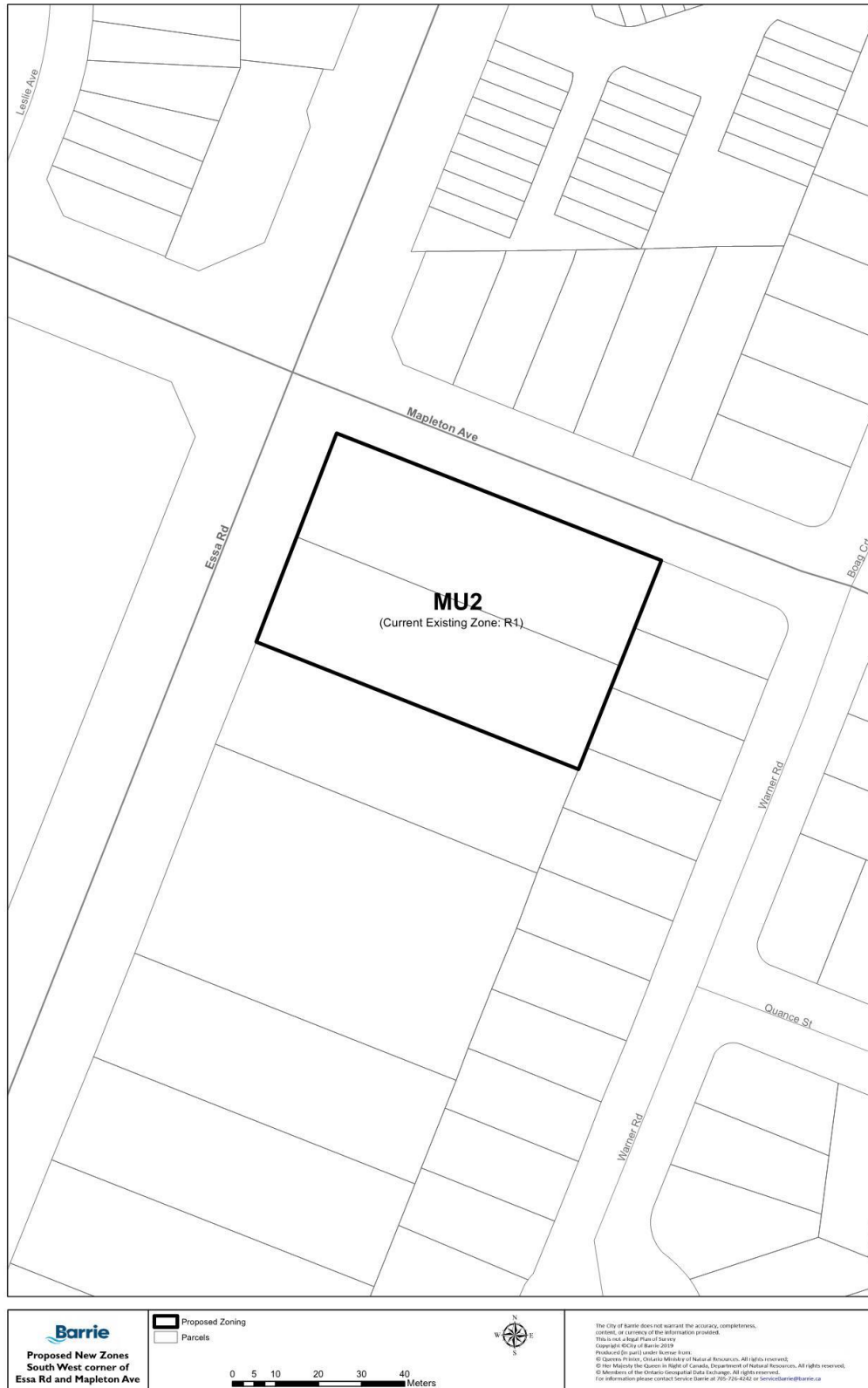
For more information, please contact:

- Jordan Lambie, Senior Urban Design Planner at ext. 4324.
- Edward Terry, RPP, Planner at ext. 5135
- Kathy Suggitt, RPP, Manager of Strategic Initiatives, Policy and Analysis at ext. 5268



PLANNING AND BUILDING SERVICES MEMORANDUM

APPENDIX A – D14-1672 ZONING MAP & STANDARDS



Standards		R1	MU2
Lot Area	Min.	900m ²	--
Lot Frontage	Min.	22m	--
Front Yard Setback	Min.	4.5m	1m for 75% of Frontage ^(a)
	Max.	--	5m for 25% of frontage ^(a)
Side Yard Setback	Min.	1.2m	--
Abutting Street or Laneway	Min.	--	3m
Maximum Side Yard	Max.	--	3m
Rear yard Setback	Min.	7m	--
Abutting Street or Laneway	Min.	--	1.5m ^(b)
Abutting Resid'l, OS, or EP Zone	Min.	--	7m ^(b)
Front Façade Step-back	Min.	--	45° angular plane at height above 80% equiv. of right-of-way using step-backs of min. 3m
Side façade Step-back	Min.	--	If adjacent to OS zone, 5.5m at height above 80% equiv. of right-of-way
Rear Façade Step-back	Min.	--	45° angular plane above 7.5m using step-backs of min. 3m
Dwelling Unit Floor Area	Min.	110m ²	--
Lot Coverage	Max.	45%	--
Street Level Floor Height	Min.	--	4.5m
Building Height	Min.	--	7.5m
	Max.	10m	16.5m ^(c)
	Min. % of Lot	--	-- ^(d)
Coverage for Commercial Uses	Area	--	-- ^(d)

^(a) Front Yard Setback: If ground floor use abutting lot frontage is residential, a minimum 3m front yard setback will apply; front yard setback areas shall be fully paved and seamlessly connected with abutting sidewalk. ^(b) Rear Yard Setback: Where rear yard setback abuts a street or laneway, setback may be used for soft or hard landscaping, or for a walkway; where rear yard setback abuts a Residential, OS, or EP zone, setback may be used for hard or soft landscaping, or for a two-way laneway/driveway with sidewalks. ^(c) Building Height: If ground floor area use is commercial or institutional, maximum building height permitted is 25.5m. ^(d) Street Level Commercial Uses (Minimum Coverage): If Street level use is commercial or institutional, minimum coverage for use must be 50% of gross floor area for street level floor area



PLANNING AND BUILDING SERVICES MEMORANDUM

APPENDIX B – D14-1671 ZONING MAP & STANDARDS



Standards		C4	MU2
Lot Area	Min.	450m ²	--
Lot Frontage	Min.	15m	--
Front Yard Setback	Min.	6m	1m for 75% of Frontage ^(a)
	Max.	--	5m for 25% of frontage ^(a)
Side Yard Setback	Min.	3m	--
Adjoining Resid'l Zone	Min.	6m	--
Adjoining Street	Min.	5m	--
Abutting Street or Laneway	Min.	--	3m
Maximum Side Yard	Max.	--	3m
Rear yard Setback	Min.	7m	--
Adjoining Resid'l Zone	Min.	10m	--
Adjoining Street	Min.	6m	--
Abutting Street or Laneway	Min.	--	1.5m ^(b)
Abutting Resid'l, OS, or EP Zone	Min.	--	7m ^(b)
Front Façade Step-back	Min.	--	45° angular plane at height above 80% equiv. of right-of-way using step-backs of min. 3m
Side façade Step-back	Min.	--	If adjacent to OS zone, 5.5m at height above 80% equiv. of right-of-way
Rear Façade Step-back	Min.	--	45° angular plane above 7.5m using step-backs of min. 3m
Lot Coverage	Max.	--	--
Street Level Floor Height	Min.	--	4.5m
Building Height	Min.	--	7.5m
	Max.	--	16.5m ^(c)
Coverage for Commercial Uses	Min. % of Lot Area	--	-- ^(d)

^(a) Front Yard Setback: If ground floor use abutting lot frontage is residential, a minimum 3m front yard setback will apply; front yard setback areas shall be fully paved and seamlessly connected with abutting sidewalk. ^(b) Rear Yard Setback: Where rear yard setback abuts a street or laneway, setback may be used for soft or hard landscaping, or for a walkway; where rear yard setback abuts a Residential, OS, or EP zone, setback may be used for hard or soft landscaping, or for a two-way laneway/driveway with sidewalks. ^(c) Building Height: If ground floor area use is commercial or institutional, maximum building height permitted is 25.5m. ^(d) Street Level Commercial Uses (Minimum Coverage): If Street level use is commercial or institutional, minimum coverage for use must be 50% of gross floor area for street level floor area


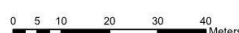

Standards		C4	MU2
Lot Area	Min.	450m ²	
Lot Frontage	Min.	15m	
Front Yard Setback	Min.	6m	
	Max.	--	
Side Yard Setback	Min.	3m	
Adjoining Resid'l Zone	Min.	6m	
Adjoining Street	Min.	5m	
Abutting Street or Laneway	Min.	--	
Maximum Side Yard	Max.	--	
Rear yard Setback	Min.	7m	
Adjoining Resid'l Zone	Min.	10m	<i>Where a lot adjoins the right-of-way of Highway 400, the standards of Section 6.3.3 ("Additional Standards for Lands Abutting Highway 400") of the Comprehensive Zoning By-Law (2009-141) will apply.</i>
Adjoining Street	Min.	6m	
Abutting Street or Laneway	Min.	--	
		--	
Abutting Resid'l, OS, or EP Zone	Min.	--	
Front Façade Step-back	Min.	--	
Side Façade Step-back	Min.	--	
Rear Façade Step-back	Min.	--	
Lot Coverage	Max.	--	
Street Level Floor Height	Min.	--	
Building Height	Min.	--	
	Max.	--	
	Min. % of Lot Area	--	
Coverage for Commercial Uses			
(a) Front Lot Line: The lot line and yard of any lot in any Commercial Zone which adjoins the right-of-way of Highway 400 shall be deemed to be the front lot line or front yard of the lot. See Comprehensive Zoning By-Law (2009-141), Section 6.3.3.1			



PLANNING AND BUILDING SERVICES MEMORANDUM

APPENDIX C – D14-1670 ZONING MAP & STANDARDS



 Proposed New Zones South East corner of Essa Rd and Cumberland St		 <small> The City of Barrie does not warrant the accuracy, completeness, content, or currency of the information provided. This is not a legal planning survey. Copyright © City of Barrie 2019. Produced for public use only. © Queen's Printer, Ontario Ministry of Natural Resources. All rights reserved. © The Ministry of the Queen in Right of Canada, Department of Natural Resources. All rights reserved. © Members of the Ontario Geospatial Data Exchange. All rights reserved. For information please contact Service Barrie at 705-734-4242 or service@barrie.ca </small>
---	---	--

Standards		RM1	C1-1
Lot Area	Min.	600m ²	--
Lot Frontage	Min.	18m	--
Front Yard Setback	Min.	4.5m	--
	Max.	--	--
Side Yard Setback	Min.	1.2m	--
Adjoining Resid'l Zone	Min.	--	6m
Abutting Street or Laneway	Min.	3m	--
Maximum Side Yard	Max.	--	--
Rear yard Setback	Min.	7m	--
Adjoining Resid'l Zone	Min.	--	7m
Abutting Street or Laneway	Min.	--	--
Abutting Resid'l, OS, or EP Zone	Min.	--	--
Gross Floor Area	Max. of Lot Area		600%
Building Height	Min.	--	--
	Max.	10m	10m within 5m of front lot line & lot flankage, 30m max.
Coverage for Commercial Uses	Min. % of Lot Area	--	50%