
TO: GENERAL COMMITTEE

SUBJECT: CITY- INITIATED ZONING BY-LAW AMENDMENTS FOR ESSA ROAD CORRIDOR

WARD: 7 AND 8

PREPARED BY AND KEY CONTACTS: E. TERRY, RPP, PLANNER
J. LAMBIE, SENIOR URBAN DESIGN PLANNER
J. PORTER, URBAN DESIGN PLANNER

SUBMITTED BY: M. BANFIELD, RPP
DIRECTOR OF PLANNING AND BUILDING 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 following City-initiated Zoning By-law Amendments to Zoning By-law 2009-141 for 550 and 552 Essa Road be approved:
 - a) 550 and 552 Essa Road be rezoned from R1 to MU2 (SP-XXX);
 - b) Notwithstanding Table 5.4.2, a minimum lot area of 4100 metres squared be required;
 - c) A phased approach to developing each parcel may only be permitted, supported by the submission of a Block Plan, and to the satisfaction of the City of Barrie demonstrating that the neighbouring property will not become orphaned or constrained; and
 - d) A Site Plan Control shall be applied to these properties.
2. That the following City-initiated Zoning By-law Amendments to Zoning By-law 2009-141 for 175 and 199 Essa Road be approved:
 - a) 175 and 199 Essa Road be rezoned from C4 to MU2 (SP-XXX) (H-XXX);
 - b) Notwithstanding Table 5.4.1, "Back to Back Townhouse" shall be permitted;
 - c) Notwithstanding Table 5.4.1, "Street Townhouse" shall be permitted within 100 metres from Campbell Avenue;
 - d) Notwithstanding Table 5.4.2, a maximum building height of 32 metres for residential and office buildings shall be permitted, provided that a minimum of 50% of the building's ground floor frontage is dedicated to commercial or institutional uses;
 - e) Notwithstanding Table 5.4.2 a minimum ground floor height of 4.5 metres is only required on buildings with frontage on the Essa Road Intensification Corridor; and

- f) The lands cannot be used for a purpose permitted by the By-law until the (H) symbol is removed pursuant to Section 36 of the *Planning Act* and that the (H) provision shall be lifted by The Corporation of the City of Barrie upon completion of the following to the satisfaction of the City of Barrie:
 - i) Environmental Site Assessment; and
 - ii) Execution of a Plan of Subdivision Agreement.
3. That the following City-initiated Zoning By-law Amendments to Zoning By-law 2009-141 for 9,11, 15, 19, 21, 27 and 31 Cumberland Street be approved:
 - a) 9 and 11 Cumberland Street be rezoned from RM1 to C1-1;
 - b) 13, 15, 19, 21, 27 and 31 Cumberland Street be rezoned from RM1 to C1 (SP-XXX);
 - c) Notwithstanding Section 3.0, the front lot line will be Cumberland Street;
 - d) Notwithstanding Table 6.3, an overall maximum building height of 20 metres shall be permitted. A minimum 3m step-back is required after the first 10.5 metres of building height along the lot frontage and flankage;
 - e) Notwithstanding Table 6.3, side-yard step-backs will be required along William Street above 10.5 metres, following a 45 degree angular plane from the William Street property line; and
 - f) Notwithstanding Table 6.3, a minimum lot area of 4000 metres squared be required.
 - g) That the lands will be subject to Site Plan Control, where an Urban Design Brief, a Block Plan, and a Neighbourhood Heritage Character Impact Evaluation will be required as part of a Site Plan application, completed to the satisfaction of the City of Barrie.
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 PLN029-19.
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 Staff Report is to recommend appropriate locations for a City-initiated rezoning of properties along the Essa Road corridor to encourage mixed use development and to implement the City's Intensification Strategy.

Neighbourhood Meetings

7. 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 Essa-Bradford Corridor Study (ECBS):

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

8. A number of preliminary candidate sites were identified for consideration for City-initiated rezoning. Staff facilitated ‘Neighbourhood Meetings’ with stakeholders and members of the public 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 City-initiated rezoning met certain criteria with regard to the following:

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

9. 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, resulting in the three areas recommended for rezoning in this Staff Report.

Public Meeting

10. A public meeting was held in Council Chambers on June 11, 2019 to present and obtain public input on the municipally initiated applications for Zoning By-law amendments for the Essa-Bradford Corridor Study. The Staff presentation and associated memo addressed the following topics:

- Planning policy documents and projected population growth between 2017 to 2041;
- A map illustrating the Essa - Bradford corridor;
- An overview of the public engagement process for the Essa – Bradford Corridor Study;
- Planning framework considerations to identify sites for potential rezoning;
- Site selection criteria with a map illustrating the three proposed development areas within the Essa - Bradford corridor;
- Current zoning standards for 550 and 552 Essa Road;
- Proposed zoning standards for 550 and 552 Essa Road;
- Current zoning standards for 175 and 199 Essa Road;
- Proposed zoning standards and a conceptual rendering for 175 and 199 Essa Road;
- Current zoning standards for 9, 11, 13, 15, 19, 21 27 and 31 Cumberland Street;
- Considerations related to intensification in Historic Neighbourhoods;
- Proposed zoning standards for 9, 11, 13, 15, 19, 21, 27, 31 Cumberland Street; and
- Next steps and timelines associated with the Essa-Bradford Corridor Study and development of the new Official Plan.

The following table captures the comments received at the Public Meeting and the Staff response to the same:

Public Comment	Staff Response
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550 & 552 Essa Road	
<p>Unsure if the surrounding neighbours would be pleased with the 8 storey building height proposed for 550 to 552 Essa Road.</p> <p>Suggested that there should be two separate development applications for 550 and 552 Essa which could include zoning for smaller buildings with mixed uses and storefronts.</p> <p>Other municipalities throughout the province have developments with mixed use zoning.</p> <p>Expressed concerns regarding the traffic and infrastructure on Essa Road and expressed support for using some of the lands for the betterment of the community.</p> <p>Questioned when Essa Road widening will continue.</p>	<p>Essa Road is an intensification corridor in transition. A stand-alone residential building in the MU2 zone is permitted to a maximum height of 5 storeys. 8 storeys would only be permitted if the proposed development was contributing to the community and the streetscape by providing ground floor commercial uses.</p> <p>The proposed special provisions identify a minimum lot area equivalent to the area of the two properties. A phased approach to developing each property may be considered by the City of Barrie, however, a block plan would be required to demonstrate how the ultimate vision will be achieved and ensure that the remaining property is not negatively impacted, or orphaned by development of the other.</p> <p>The Official Plan will explore improvements of the public realm for the intensification corridors.</p> <p>Essa Road ROW expansion is identified in the current capital projects plan. (2016-2020)</p>
<p>Questioned regarding how the City can ensure both properties get developed at the same time.</p>	<p>The proposed special provisions identifies a minimum lot area that encompasses both properties. A block plan is required illustrating the ultimate vision.</p>
175 & 199 Essa Road	
<p>Osmington Inc. spoke in favour of the rezoning and noted that their proposed development could promote a compact building form and efficient use of land which could provide a variety of housing choices for the area.</p> <p>Osmington Inc. requested consideration of the following site specific provisions for the subject lands:</p> <ul style="list-style-type: none"> • The addition of “Townhouse, Back to Back” and “Townhouse Development Street” as permitted residential uses; • An increase in the maximum permitted height of buildings with ground floor retail to 32 metres; • An additional provision be added to permitted stand-alone office buildings with ground floor retail to a maximum height of 32 metres; and • Permission to apply for a zoning by-law amendment or minor variance within two years of the passing the City’s Zoning Amendment to 	<p>The special provisions requested have been incorporated into the proposed amendment.</p>

recognize and apply specific zone standards for proposed uses, including the lifting of the Hold (H) on the subject lands.	
<p>The Barrie Curling Club are tenants of 175 Essa Road with a 99 year lease expiring in 2051.</p> <p>The Barrie Curling Club has over 700 members and would like some assurances that members of the Club would be provided with a similar number of readily accessible parking spaces and ensure the Curling Club will be included in the new development.</p>	As a tenant, the Barrie Curling Club will have to work with Osmington, their landlord.
<p>Will Essa Road have nodes similar to other intensification corridors such as Yonge Street?</p> <p>Commented on the density, height of the buildings, proposed zoning for 175 and 199 Essa Road and the impacts on businesses that have been there for many years.</p>	The new Official Plan will explore the appropriate approach regarding “nodes” along the intensification corridors.
<p>Would like to see murals and public art on buildings instead of having signage all over buildings.</p>	The new Official Plan will explore opportunities to encourage public art along the City’s intensification corridors.
<p>Need to consider the active transportation infrastructure for the properties along the Essa-Bradford corridor and suggested that consideration be given for at least a path on one side of the corridor in the future.</p>	The Official Plan will explore active transportation improvements along the intensification corridors.
<p>Will sound barriers be required along Hwy 400 for residential?</p> <p>Can the development reflect the heritage of the site?</p>	These design issues will be explored further during the Site Plan application process.
<p>Why a holding provision on the site?</p> <p>What is the proposed number of dwelling units?</p>	<p>The holding provision will ensure that any necessary studies are completed, that the conditions of other stakeholders are accommodated in the planning of the lands, and that the city is satisfied with the Plan of Subdivision.</p> <p>No formal development application has been submitted. The number of proposed units will be determined upon a formal application.</p>
<p>Comment that office buildings along Highway 400 would get good exposure.</p>	Staff encourage office buildings along the 400 frontage.
9, 11, 13, 15, 19, 21, 27 and 31 Cumberland Street	
<p>Discussed the historical background of the neighbourhood along Cumberland Street.</p> <p>Does support the redevelopment of Cumberland Street but would like consideration for the properties located 19 and 21 Cumberland Street to be preserved for their heritage value.</p>	The proposed rezoning and special provisions would ensure that any intensification and redevelopment on the block provides a built form transition to the adjacent historic neighbourhood. Materiality and architectural design will be controlled through the Site Plan review.

<p>Growth proposed is very positive.</p>	<p>19 and 21 Cumberland Street are not listed or designated on the heritage register.</p>
<p>Noted significant change in the Allandale neighbourhood over the years and that it is important to take advantage of the opportunities that intensification presents.</p> <p>Advised that residents in the Cumberland area might be impacted by parking as a result of intensification.</p> <p>Make sure a variety of housing types are provided because some affordable housing will be displaced.</p> <p>Essa/Gowan Street area has the best access to active transportation in Barrie.</p> <p>Appreciates the historic houses in the area but also wants to live in a complete neighbourhood with access to restaurants and stores.</p>	<p>The intent of implementing the City's Intensification Strategy is to increase the supply of housing at transit-supportive densities and to encourage mixed use development that creates complete communities. The intensification corridors will provide multi-modal transportation opportunities to move people throughout the city.</p>
<p>Concerns related to the environment and the preservation of historical neighbourhood in the Cumberland Street area.</p> <p>Allandale area has the majority of the heritage properties in Barrie and that 175 to 199 Essa Road does not have the same concerns related to heritage preservation as Cumberland Street area.</p> <p>Concerns with respect to the shadows and wind tunnels created in areas with buildings of higher height.</p> <p>Heritage conservation has not been a focus in this country and that a community's heritage buildings need to be preserved.</p>	<p>The proposed special provisions would ensure that any development provides an appropriate transition of the built form to the historic character of the surrounding neighbourhood. Material and architectural style will be reviewed through site plan. The recommendation in this staff report includes a requirement for a Heritage Neighbourhood Impact Study, Urban Design Brief and Block Plan with any future Site Plan application to ensure that the proposed developments are designed and constructed to be sympathetic to, and compatible with, the heritage character of Allandale.</p>
<p>Discussed the background associated with the Historic Neighbourhoods Strategy as a people-led planning process and its recommendations related to the Allandale area.</p> <p>Always accepted that development would take place on Gowan Street but not on Cumberland Street.</p> <p>Intensification along Cumberland Street was a change from the Strategy and not one that was proposed by the people living in the area.</p>	<p>The Official Plan currently designates the subject lands as City Centre, which is a mixed use commercial designation always intended for higher density development.</p> <p>The proposed special provisions would ensure that any development provides an appropriate transition to the historic character of the neighbourhood.</p>
<p>Commented on the importance of the preserving historic neighbourhoods.</p>	<p>The special provisions proposed will ensure that the maximum height for the Cumberland properties is lower than the Essa and Gowan properties.</p>

<p>Need to “trust” the City staff that it won’t lead to more demolitions of heritage across the city.</p> <p>Thinks that the rezoning is not required and that more height & retail along Gowan are not needed.</p> <p>Provided suggestions for development along Essa Street and Gowan Street in an L-shape to allow the historic homes on Cumberland to remain instead of being demolished for intensification.</p>	<p>Additional step-back requirements are also built into the zoning requirements and any proposed site plan application would need to be in alignment with the City’s Intensification Strategy to ensure appropriate transition to the character of the historic neighbourhood.</p>
<p>The property groups listed in the Essa-Bradford Study are three totally distinct and separate areas.</p> <p>Concerns that with proposed rezoning for Cumberland as it would impact the historic properties, noting that the other two areas don’t involve demolishing heritage homes.</p> <p>Suggested serious reconsideration of the proposal to allow for the heritage homes on Cumberland Street to be maintained.</p>	<p>The special provisions for each of the 3 areas are tailored for the needs distinct to each area.</p> <p>The proposed special provisions would ensure that any development provides an appropriate transition to the historic character of the neighbourhood.</p> <p>The Cumberland Street properties are not listed on the heritage register therefore staff are not in a position to protect these properties from redevelopment.</p>
<p>The Cumberland Street area is considered part of a historic neighbourhood and that the proposed zoning and development for Cumberland Street should be handled differently than the 175 and 199 Essa Road and 550 -552 Essa Road properties.</p> <p>Commented that the height of the buildings should respect the heritage homes in the area.</p>	<p>The special provisions for each of the 3 areas are tailored for the needs distinct to each area.</p> <p>The proposed special provisions would ensure that any development provides an appropriate transition to the historic character of the neighbourhood.</p> <p>The special provisions proposed will ensure that the maximum height for the Cumberland properties is lower than the Essa and Gowan properties.</p>
<p>The lands were largely already zoned to allow for buildings of the proposed height, the Province has higher density targets for areas near transit and these density targets can’t be achieved with single family dwellings.</p> <p>Commented that this rezoning would be a useful update to the City’s policies.</p>	<p>The Official Plan currently designates the subject lands as City Centre, which is a mixed use commercial designation always intended for higher density development.</p>

ANALYSIS

SITE 01: D14-1672 - 550 and 552 Essa Road



Figure 1: 550 and 552 Essa Road – Key Map

11. The subject properties are located on the east side of Essa Road, south of Mapleton Avenue, within the Holly Planning Area. The subject properties are known municipally as 550 and 552 Essa Road and combined, have a total area of approximately 0.4 ha with approximately 52m of frontage on Essa Road.
12. The properties are designated as Residential in Schedule “A” of the Official Plan and are located on the Essa Road Intensification Corridor, as illustrated in Schedule “I” of the Official Plan.
13. The properties are zoned “Residential Single Detached Dwelling- First Density” in Zoning By-law 2009-141.
14. The existing land uses surrounding the subject property are as follows:
 - North: Single detached dwellings zoned as “Residential Single Detached Dwelling- Second Density” (R2) and Townhouses zoned as Residential Multiple Dwelling Second Density (RM2).

South: A registered site plan for an 8 storey multi-unit development and a proposed 6 storey multi-unit development within lands zoned as “Residential Apartment Dwelling – Second Density-1” (RA2-1).

East: Single detached residential dwellings zoned as “Residential Single Detached Dwelling – Second Density” (R2)

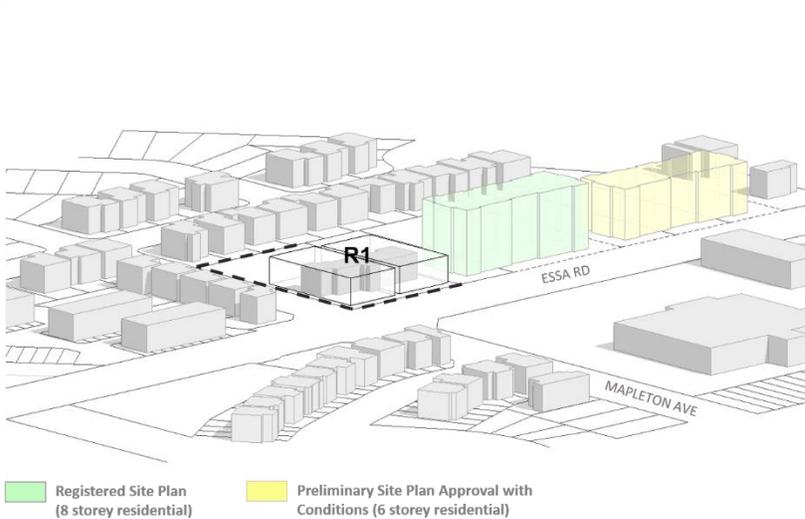
West: A retail plaza with a grocery store, fitness centre, pharmacy, restaurants and service retail zoned as “General Commercial” (C4).

14. The subject properties are well served by nearby natural heritage features, parks and open spaces, community facilities, and are also well-served by public transit, with existing nearby stops on Mapleton Avenue, Essa Road, and Veteran’s Drive.

EXISTING ZONING



EXISTING MASSING DEMONSTRATION



EXISTING AERIAL IMAGE

Figure 2: 550 and 552 Essa Road - Existing Residential Single Detached Dwelling- First Density (R1) Conditions

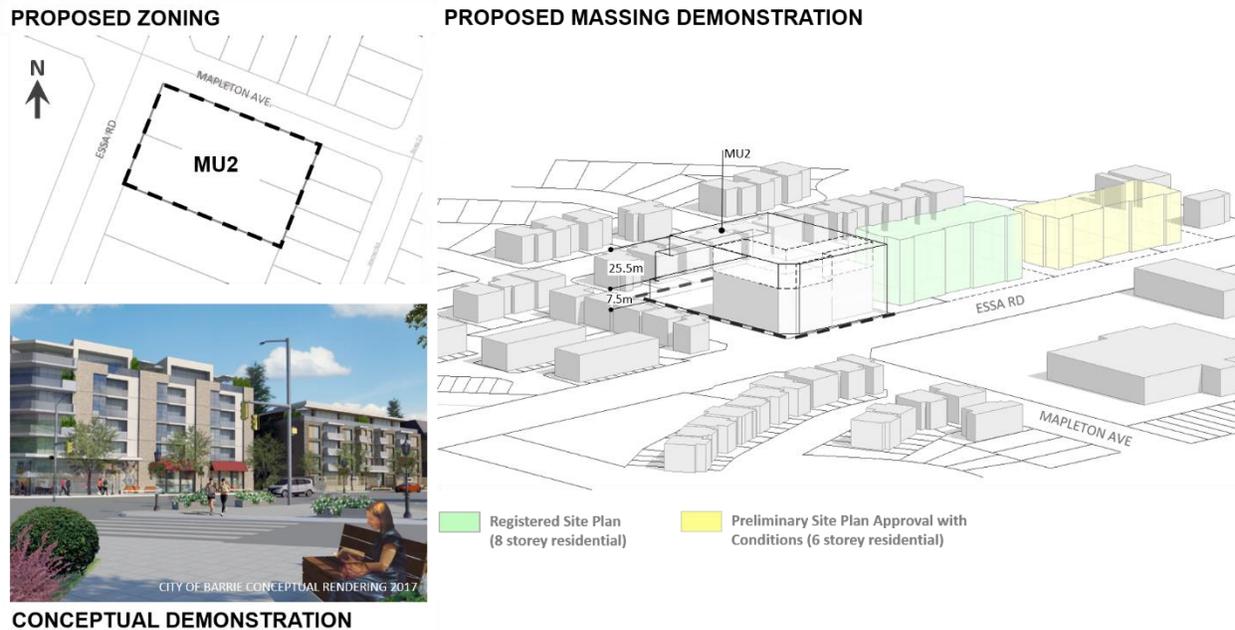


Figure 3: 550 and 552 Essa Road - Proposed Mixed Use Corridor (MU2)(SP-XXX) Conditions

15. The proposed Mixed Use Corridor (MU2) zoning would see the properties change from Residential Single Detached Dwelling- First Density (R1). The MU2 standards will permit additional residential, institutional, and commercial uses and create flexibility for developers, building owners and operators to respond to market and community needs over time.
16. Figure 3, above, illustrates a conceptual "building envelope" showing the developable area of the subject properties as per the MU2 zoning standards, as well as a conceptual demonstration building contained within.
17. Existing as-of-right transition of building heights from the currently permitted building height of 10m (3 storeys) in R1 zones to the 25.5m (8 storey) building height of the adjacent registered site plan is not desirable and does not contribute to a consistent built form or streetscape condition along Essa Road. This condition is also not consistent with the vision or guidelines for intensification corridors outlined by the City of Barrie's *Intensification Area Urban Design Guidelines*.
18. MU2 zoning standards provide for additional height and density that is in keeping with recently approved and in-process site plan applications for adjacent sites and are consistent with the intent of the City of Barrie's Official Plan and corresponding *Intensification Area Urban Design Guidelines*. Ground floor heights are required to be 4.5m to create desirable spaces for active commercial or institutional uses that help to animate streetscapes.
19. MU2 zoning permits a minimum building height of 7.5m and a maximum building height of 16.5m for a residential building. An increased building height of 25.5m may be permitted if commercial uses are provided on 50% of the ground floor (i.e. along the Essa Road and Mapleton Avenue frontage).
20. MU2 zoning standards require a 0m front yard setback along 75% of the building frontage, ensuring that any building proposed through a development application would create an urban streetscape condition along Essa Road and would recognize the corner condition at Essa Road and Mapleton Avenue.

21. Staff note that the MU2 zone requires a 7m rear yard setback, and a 45 degree angular plane above 7.5m to ensure adequate transition of building heights to surrounding existing buildings. The subject property's lot depth is sufficient to also provide space for parking and landscaped areas at the rear of the properties, which will further assist in creating buffer and transition to the adjacent residential neighbourhood located behind.

Rationale for Special Provision

22. To ensure successful redevelopment of the two properties and to complete the redevelopment of the block's Essa Road frontage, staff are recommending that a site specific provision be added to include a minimum lot area of 4100m² – roughly equivalent to the sum area of both properties. This will ensure that no individual property becomes orphaned by the development of the other.

SITE 02: D14-1671 - 175 and 199 Essa Road

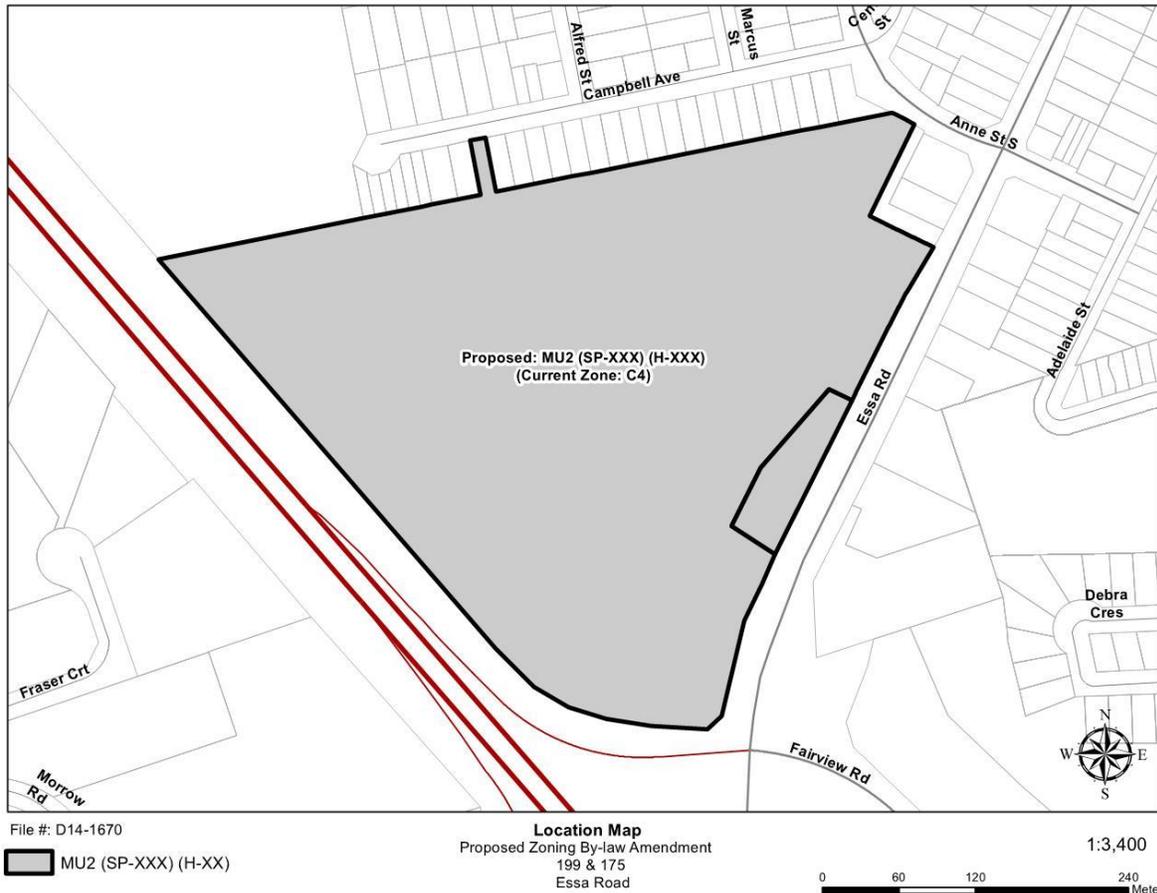
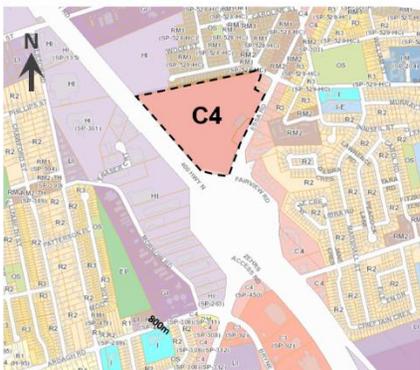


Figure 4: 175 and 199 Essa Road – Key Map

23. The subject properties are located on the west side of Essa Road, south of Anne Street and adjacent to Highway 400, within the Allandale Planning Area. The subject properties are known municipally as 175 and 199 Essa Road and combined, have a total area of approximately 16.2 ha with approximately 400m of frontage on Essa Road.

24. The properties are designated as General Commercial in Schedule “A” of the Official Plan and are located on the Essa Road Intensification Corridor, as illustrated in Schedule “I” of the Official Plan.
25. The properties are zoned “General Commercial” (C4) in Zoning By-law 2009-141.
26. The existing land uses surrounding the subject property are as follows:
 - North: A residential neighbourhood of single detached dwellings, zoned as Residential Multiple Dwelling First Density (RM1), and a large vacant property zoned as Highway Industrial (HI)
 - South: Located immediately south is the Essa Road interchange to the Highway 400. On the south side of the Highway 400 is more Highway Industrial lands, as well as a grocery store, restaurants and other retail shops located in General Commercial (C4) and Shopping Centre Commercial (C3) zones.
 - East: General Commercial (C4) uses, including Comfort Inn and several auto-related uses.
 - West: Highway 400 and Highway Industrial (HI) lands on the opposite side of the Highway 400.
27. The subject properties are located within a strategic growth area expected to accommodate significant growth and intensification due to its proximity to Highway 400 and the Allandale GO station. Staff will be seeking to ensure this site is developed to be consistent with City’s goals and objectives for growth in this area, which are currently being explored through an updated intensification strategy as part of the Municipal Comprehensive Review and new Official Plan.
28. The subject properties are well served by nearby parks and open spaces, community facilities, and are well-served by public transit, with stops on Essa Road and Anne Street, and will have convenient access to the existing and proposed transit facilities at the Allandale Mobility Hub.

EXISTING ZONING



EXISTING AERIAL IMAGE



Figure 5: 175 and 199 Essa Road – Existing General Commercial (C4) Conditions



Figure 6: 175 and 199 Essa Road – Proposed Mixed Use Corridor, Hold (MU2 (SP-XXX)(H-XXX)) Development Character Demonstration

29. The rezoning will change the property from “General Commercial” (C4) to “Mixed Use Corridor” (MU2) with a proposed Holding Provision (H) to ensure that any development application adequately addresses storm water, functional servicing, site design and City intensification goals to the satisfaction of the MTO, LSRCA and City of Barrie.
30. While the existing C4 zoning does permit some residential uses above ground floor commercial spaces, the MU2 zoning will provide for additional height and density and more flexibility in the permitted uses. This is consistent with the intent of the City of Barrie’s Official Plan and 2009 Intensification Study.
31. The flexible nature of the MU2 zoning will allow for a mix of building types and varied heights across new blocks and parcels across the subject properties. Staff will be seeking a development proposal that creates a transition in building heights from taller buildings envisioned along Essa Road and the Highway 400 to the surrounding low-density residential neighbourhood to the north of the subject property, while still achieving the goals of the Growth Plan and the City’s updated intensification strategy.
32. The conceptual renderings shown in Figure 6 above, created in 2017 by City staff, are intended to show the possible development character of MU2 zoning on the subject site, and illustrate a range of uses and built form typologies permitted in the MU2 zoning standards.
33. Given the significance of this redevelopment opportunity, and the feedback received through community engagement, staff will be encouraging urban design best practices for the site. Staff will be seeking a development concept that provides:
 - a signature gateway to Barrie’s downtown and waterfront;
 - a compact and walkable “complete community” that provides for residents’ daily needs with an appropriate mix of uses;
 - a range of building and unit types;

- a distinct and attractive neighbourhood with a strong sense of place; and
- best practices in sustainable development.

Rationale for Special Provisions

34. To ensure that proposed developments provide a mix of building and unit types and creates transition from Essa Road to the surrounding neighbourhoods of single detached dwellings, staff are recommending a special provision to permit back to back townhouses (defined as "Townhouse, Back to Back" in Section 3.0 of Zoning By-law 2009-141).
35. To ensure that proposed developments provide a mix of building and unit types and creates transition from Essa Road to the surrounding neighbourhoods of single detached dwellings, staff are recommending that "street townhouses" (defined as "Townhouse Development, Street" in Section 3.0 of Zoning By-law 2009-141) be permitted within 100m of Campbell Avenue;
36. Given the site's location at the Essa Road interchange, the site is a highly visible gateway to the city. Therefore, staff are recommending that a maximum building height of 32m (approximately 10 storeys) for residential and office buildings be permitted, provided that a minimum 50% of the ground floor street frontage is dedicated to commercial or institutional uses.
37. City staff understand that there are complex storm water and hydrogeological considerations for the subject properties as well as the abutting Highway Industrial (HI) property to the immediate north. These considerations, and any MTO highway improvements, will need to be considered in any future development application.
38. With the large size of the subject properties, staff will require a plan of subdivision to ensure that any development connects with the existing City of Barrie urban fabric with walkable and well connected streets and blocks,
39. Staff recommend applying a holding provision to the site to ensure that the lands cannot be used for a purpose permitted by the by-law until the (H) symbol is removed pursuant to Section 36 of the Planning Act. The (H) provision shall be lifted upon completion of the following matters to the satisfaction of the City of Barrie:
 - i) Environmental Site Assessment; and
 - ii) Execution of a Plan of Subdivision Agreement.

SITE 03: D14-1670 - 9,11,13,15,19,21,27 and 31 Cumberland Street

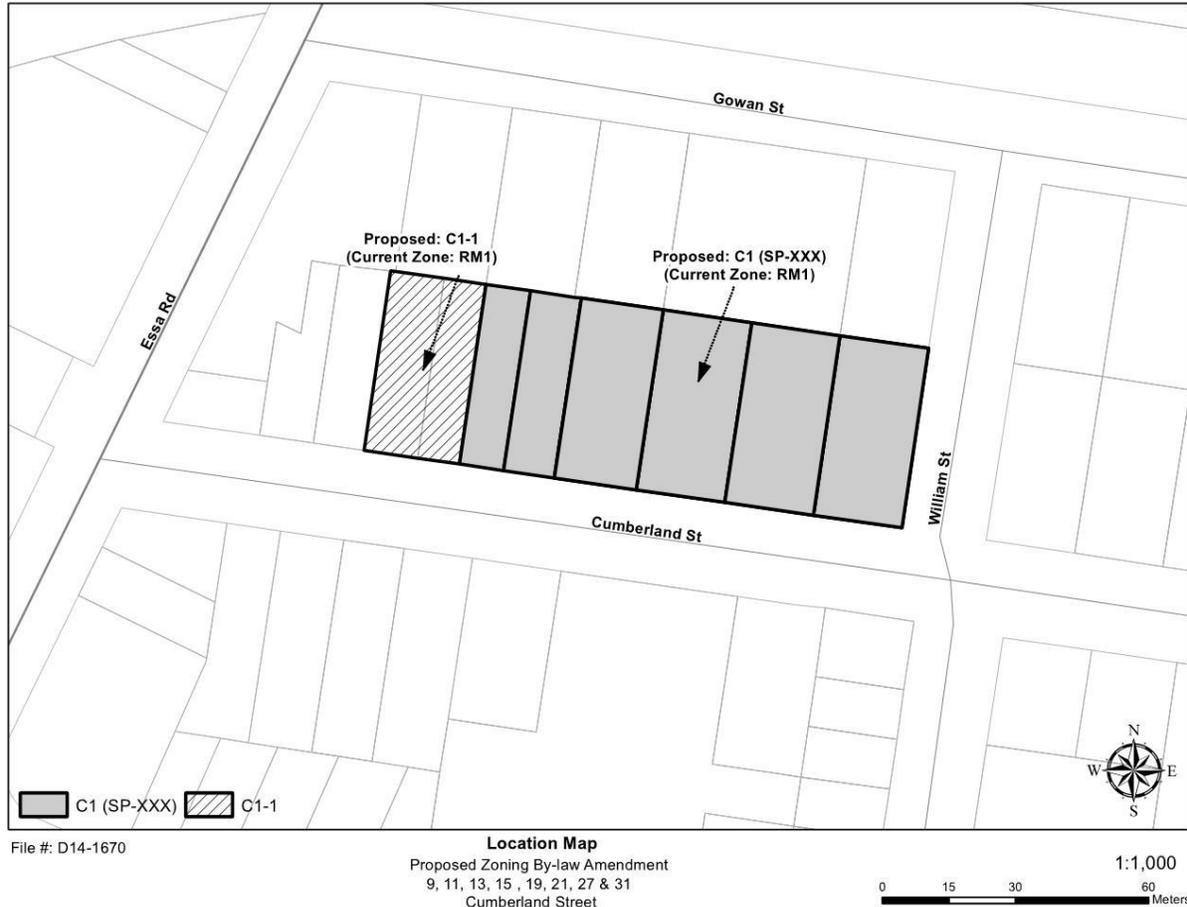


Figure 7: 9,11,13,15,19,21,27 and 31 Cumberland Street – Key Map

40. The subject properties are located on the east side of Essa Road, north of Cumberland Street, within the Allandale Centre Planning Area. The subject properties are known municipally as 9,11,13,15,19,21,27 and 31 Cumberland Street and combined, have a total area of approximately 0.5 ha with approximately 120m of frontage on Cumberland Street.
41. The properties are designated as “Commercial - City Centre” in Schedule “A” of the Official Plan. The block is located on the Essa Road Intensification Corridor, as illustrated in Schedule “I” of the Official Plan.
42. The properties are zoned “Residential Multiple Dwelling First Density” (RM1) in Zoning By-law 2009-141.
43. The existing land uses surrounding the subject property are as follows:

North: Lands on the same block zoned Central Area Commercial-1 (C1-1). Beyond Gowan Street is the rail corridor, the proposed location for the Allandale Mobility Hub (relocated downtown bus terminal), the Allandale Waterfront GO Station, the Historic Allandale

Station and several restaurants, shops and waterfront parks – all on lands zoned as Central Area Commercial-1 (C1-1).

South: Single detached residential dwellings (RM1), schools, and churches in the Allandale Historic Neighbourhood (zoned Educational Institutional (E-I-1) and a gas station and single-storey retail uses along Essa Road on lands zoned Central Area Commercial-1 (C1-1). The entire block located south of the subject site, is also designated as City Centre Commercial in Schedule A of the Official Plan

East: Single detached residential dwellings zoned as Residential Multiple Dwelling First Density (RM1) in the Allandale Historic Neighbourhood.

West: Single storey retail and commercial offices along Essa Road within lands zoned General Commercial (C4).

44. The subject site is located within a key location which may be within a proposed Major Transit Station Area (MTSA) – an area expected to accommodate significant growth and intensification as directed by the Growth Plan (2019). Staff will be seeking to ensure this site is consistent with City's goals and objectives for growth in this area, which are currently being explored through an updated intensification strategy as part of the Municipal Comprehensive Review and new Official Plan.

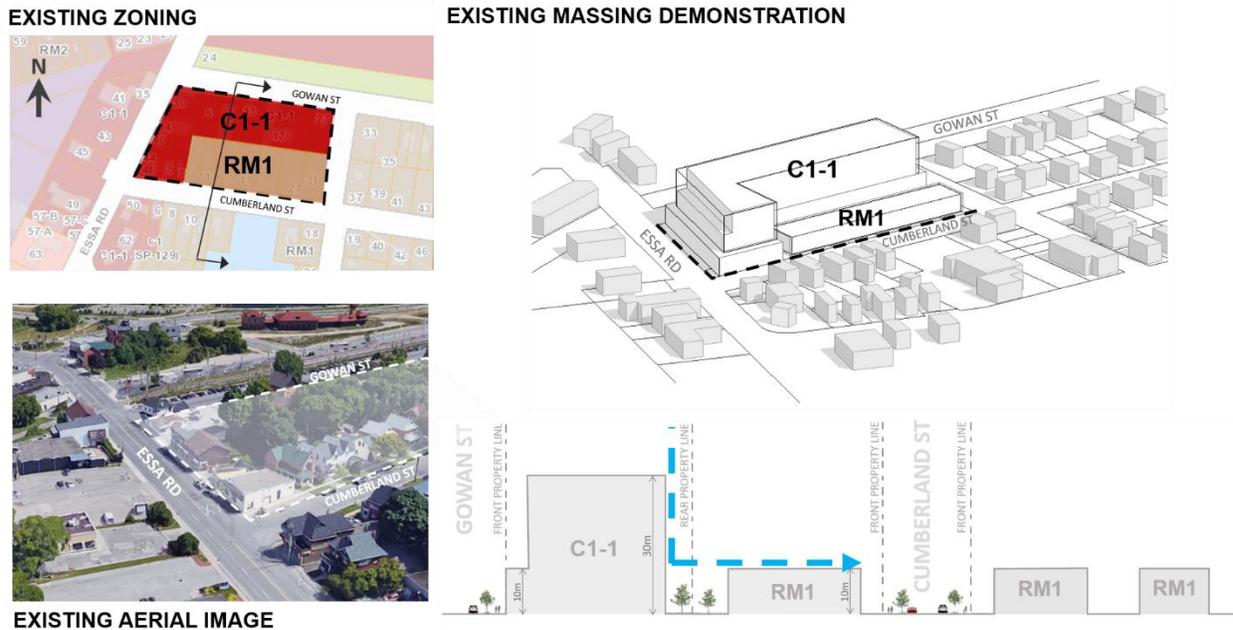


Figure 8: 9, 11, 13, 15, 19, 21, 27 and 31 Cumberland Street – Existing Residential Multiple Dwelling - First Density (RM1) Conditions

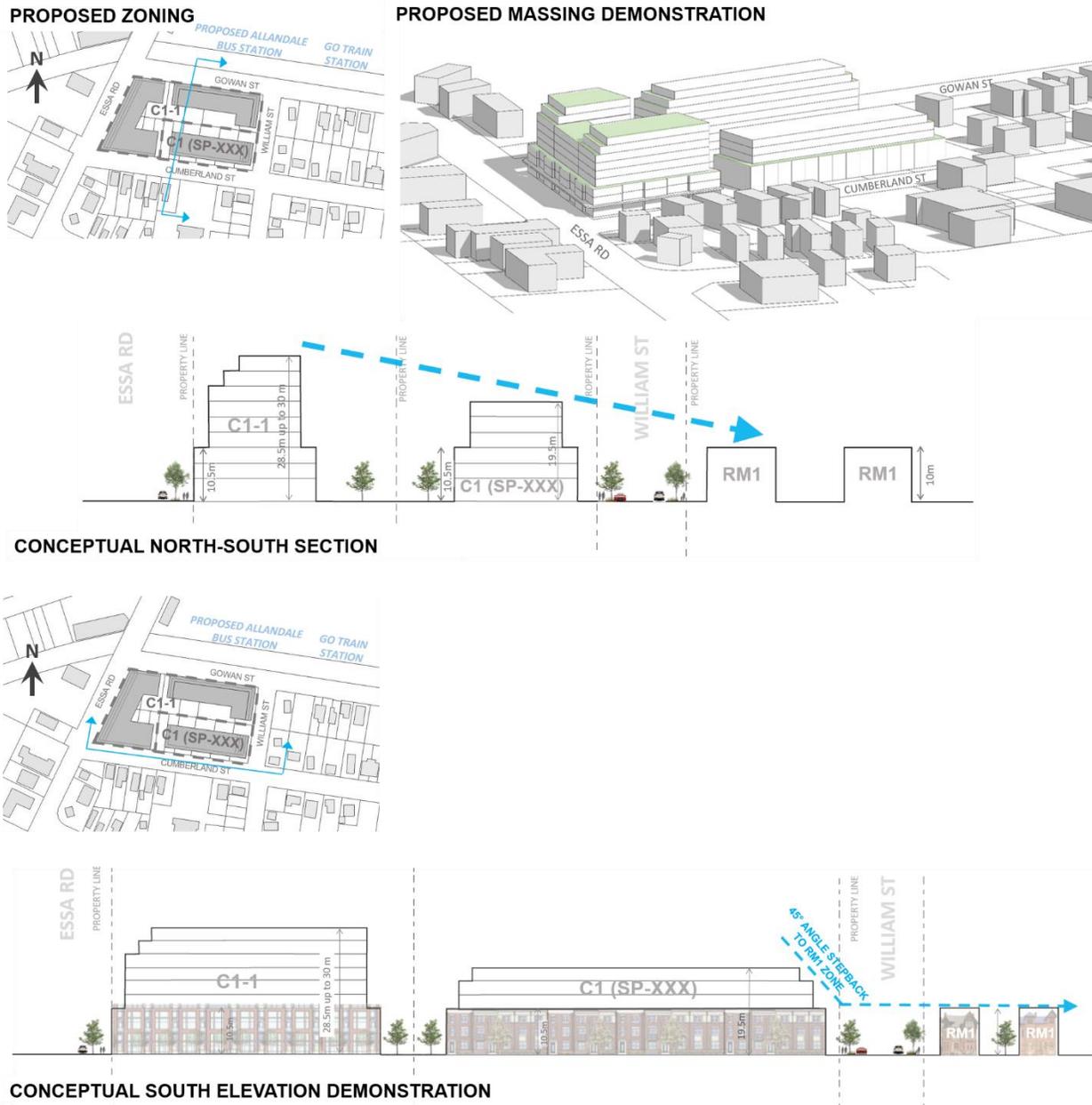


Figure 9: 9,11,13,15,19,21,27 and 31 Cumberland Street – Proposed C1-1 and C1(SP-X) Conditions

45. The entire block is located within the Urban Growth Centre (UGC), and designated in the City of Barrie’s 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 vision outlined in the Official Plan. The proposed rezoning from RM1 to C1-1 and C1 zones, along with their mix of permitted commercial, institutional, and residential uses as well as their more ‘urban’ built form standards (e.g. reduced setbacks and higher densities) would reconcile the zoning of the subject lands to be consistent with their Official Plan designation and the associated policies for the UGC and City Centre.

46. The Essa-Bradford Corridor Study primarily focused on properties with frontage along Essa Road. Through technical review, it was noted that the existing C1-1 properties located along Essa Road would likely become “pinched” and potentially unviable for new development due to a planned road widening along Essa Road that would increase in width from 20m to 29m. The City will require the conveyance of 4.5m of land along the Essa Road frontage of this block at time of site plan approval. This will result in those lands currently zoned C1-1 to be reduced to a lot depth of approximately 27m. Staff note that double-loaded buildings typically are between 20-24m wide, which would leave little to no room for setbacks, parking, landscaping or other ground level amenity spaces. Staff also note that this would not provide adequate depth for an efficiently designed, or financially feasible, underground or structured parking design.
47. Through technical review, staff also noted that the existing as-of-right transition in building heights at the mid-block - from the 10m (3 storey) in the existing RM1 zone to 30m (9-10 storey) in the existing C1-1 properties on the north half of the block - does not create a desirable transition of built form to the surrounding buildings and their historic contextual character. The cross sections illustrated in Figures 8 and 9 depict the improved transition of building height across the block.
48. Staff learned through technical review and engagement discussions that a land assembly was in progress on this block, with all properties currently under optional contract (with the exception of 31 Cumberland Street).
49. At the Public Meeting, Staff proposed to rezone all of the subject properties to Central Area Commercial (C1-1) zoning. Following the Public Meeting, staff endeavoured to address the feedback received from members of the public related to creating built form transition to the surrounding Allandale neighbourhood.
50. The amended proposal for rezoning would see the properties at 9 and 11 Cumberland Street change from existing “Residential Multiple Dwelling – First Density” (RM1) to “Central Area Commercial” zoning standards (C1-1). This change in zoning would effectively make additional C1-1 lands available for assembly to mitigate any development impacts from the planned road widening of Essa Road. The properties at 13, 15, 19, 21, 27 and 31 Cumberland Street are now proposed to change from “Residential Multiple Dwelling – First Density” (RM1) to “Central Area Commercial” zoning standards with site-specific provisions (C1)(SP-XXX) to address specific built form transitions to the adjacent historic neighbourhood, permit standalone residential development, and to ensure future development does not orphan any parcels of land along Cumberland Street.

Rationale for Special Provisions

51. In addition to bringing the zoning into conformity with the Official Plan, the proposed rezoning of the subject properties to C1-1 or C1 and their special provisions will help to create feasible development parcels with consistent zoning that provides for additional height and density which makes modern development forms feasible, while also addressing the block’s historic neighbourhood context.

13, 15, 19, 21, 27 and 31 Cumberland Street
52. To ensure that no parcels are “orphaned” through separate development applications, staff are recommending a special provision to create a minimum lot area of 4000m².
53. To ensure that the block is able to intensify and capitalize on its location beside/within a major transit station, while also accommodating a transition in built form and character, staff recommend a special provision permitting a maximum building height of 20m (6 storeys), whereas Zoning By-law 2009-141 permits a maximum building height of 15m in the C1 standards.

54. Planning staff recognize that a balance will need to be struck between intensifying the Urban Growth Centre and Major Transit Station Area - and creating a sensitive development framework that satisfactorily transitions into the surrounding historic neighbourhood context. To achieve this, staff are proposing a mandatory 3m step-back after the first 10.5m of building height on the lot frontage and flankage. In addition to the mandatory step-back, a 45 degree angular plane is to be applied from 10.5m along the William Street frontage, in order to provide adequate transition of built form to the surrounding historic neighbourhood largely made up of 2-3 storey single detached homes. This is illustrated in Figure 10 below.

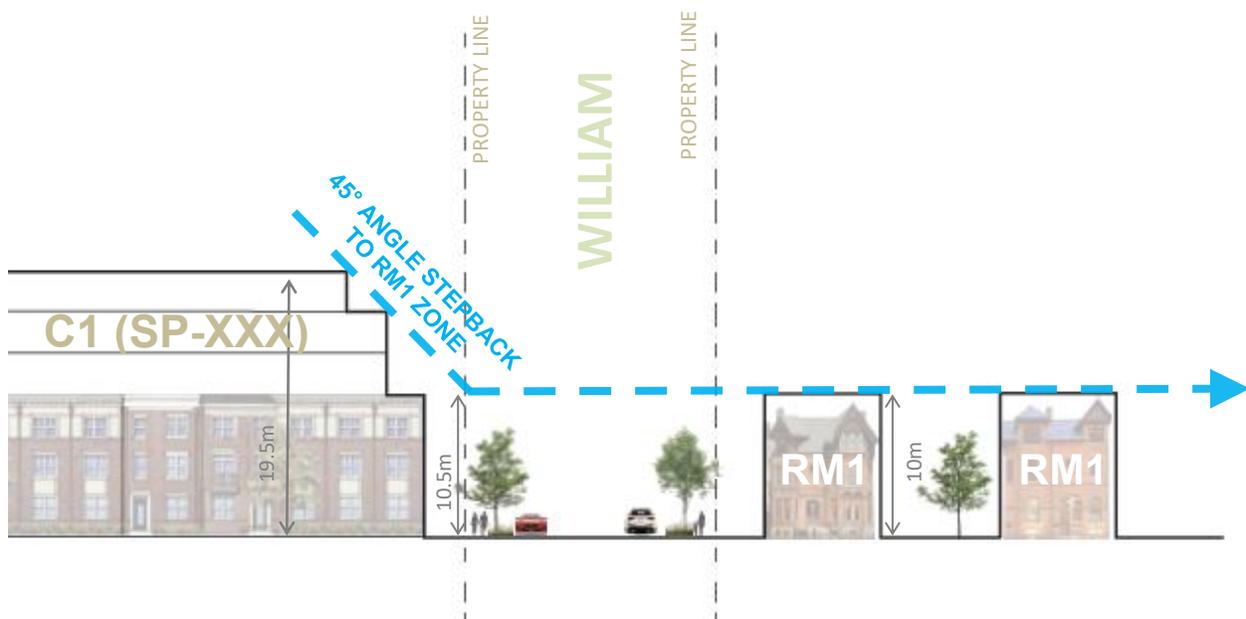


Figure 10: 13,15,19,21,27 and 31 Cumberland Street – Proposed Angular Plane

55. Given the significance of this redevelopment opportunity, staff will be encouraging urban design best practices for the site that also addresses some of the public and stakeholder feedback received for this area. Staff will be seeking a development that provides:
- a landmark Transit-Oriented Development (TOD);
 - a compact and walkable “complete community” that provides for residents’ daily needs with an appropriate mix of uses;
 - a range of building types and units;
 - a distinct and attractive building with a strong sense of place; and
 - best practices in sustainable/green development.

Policy Planning Framework

56. The following provides a review of the proposed amendments in accordance with applicable Provincial and Municipal policy documents.

Ontario Planning Act, R.S.O. 1990

57. 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.
58. The proposed Zoning By-law amendments are consistent with this policy in that it is located within the settlement area of Barrie; it will not have a negative impact on ecological features or natural areas; will utilize existing and available infrastructure (sewage, water and waste management systems) and public service facilities such as transit and schools; provides for a variety of units; provides for more compact forms of development that minimize impacts to climate change; and facilitates a more pedestrian-oriented built form with pedestrian connections to the municipal sidewalks and active transportation links. Further the proposed amendments would provide zoning standards that mitigate the impacts of future development on adjacent residential properties through the provision of increased building setbacks/separation distances, enhanced infill/buffer plantings and step-back provisions.

Provincial Policy Statement (2014) (PPS)

59. The Provincial Policy Statement, 2014 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: <http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463>
60. Policy 1.1.1 outlines the means by which healthy, liveable, and safe communities are sustained. The proposed zoning amendments are consistent with this policy in the following ways:
- The use of serviced land, surrounded by developed parcels, promotes efficient development and land use patterns which sustain the financial well-being of the Province and municipalities for the long term;
 - The provision of a variety of medium to high density residential units in the form of mixed use, mid-rise buildings, block/cluster, back-to-back and stacked townhouses, as permitted, aids in achieving a range and mix of residential development in the area;
 - The amendments do not impact environmentally sensitive lands;
 - The amendments would facilitate compact, medium to high density development that utilizes serviced lands within the settlement area, thereby promoting cost efficiency and minimizing the consumption of land; and
 - Rezoned properties can generally be serviced from existing municipal services (sanitary/storm sewers and watermains), roads and transit facilities. Detailed studies on these items will follow through the site plan process.

-
61. Policies 1.1.3.1 and 1.1.3.2 identify settlement areas as the focus of growth and development with land use patterns based on densities and a mix of land uses that efficiently use land and resources, infrastructure and public service facilities, minimizes negative impacts to air quality and climate change, and supports active transportation. The proposed Zoning By-law amendments are consistent with these policies in that each property is located within the settlement area of Barrie, will utilize existing and available infrastructure and public service facilities such as transit and schools, provide 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.
 62. Policy 1.1.3.3 provides that Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs. In this regard, Schedule 'I' of the City's Official Plan identifies designated nodes and corridors throughout the City where intensification is to be targeted. In accordance with Schedule 'I', the subject lands are located within the Essa Road Intensification Corridor and the Urban Growth Centre, where existing infrastructure is available to service the proposed development.
 63. In accordance with policy 1.1.3.4, appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety. In 2015 Council approved the Mixed Use Nodes (MU1) and Corridor (MU2) Standards through By-law 2015-097. The Essa-Bradford Corridor Study identified several candidate areas, culminating in the proposed three zoning by-law amendments, where the MU2 standards might be applied to help facilitate mixed-use development along the Essa Road Intensification Corridor. In this regard, consideration has been given to these approved development standards as they relate to the proposed amendments.
 64. Policy 1.1.3.5 identifies a requirement for established minimum targets for intensification within built up areas. The proposed amendments are consistent with this policy as any proposed developments are within the built up area and would contribute toward the intensification targets set in the Provincial *Growth Plan* (2019) and the City's Official Plan.
 65. Policy 1.4.3 identifies that an appropriate range and mix of housing types and densities should be provided, including affordable housing, facilitating residential intensification, directing development to locations where appropriate levels of infrastructure and public service facilities can support the development, and promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit. The proposed Zoning By-law amendments are consistent with this policy in that they are providing medium to high density housing adjacent to existing low density residential neighbourhoods, where sufficient infrastructure and public service facilities (such as transit, local schools/parks and community centres) exist, and will be designed with walkway connections to the municipal sidewalks to support active transportation.
 66. Policy 1.5.1 encourages healthy, active communities through the provision of public streets, spaces and facilities to meet the needs of pedestrians, foster social interaction, facilitate active transportation and community connectivity, and a distribution of publicly-accessible built and natural settings for recreation. In this regard, the proposed Zoning By-law amendments will provide for developments that will create densities to support active transportation initiative on Essa Road, and support pedestrian connections to the municipal sidewalk for easy access to existing and planned commercial development along Essa Road, nearby parks and open spaces, and other active transportation facilities, thereby facilitating community connectivity and active transportation.
 67. Policies 1.6.3, 1.6.6.1 and 1.6.6.2 identify the promotion of intensification in areas serviced by existing infrastructure and public service facilities, including municipal sewage and water services.

The proposed Zoning By-law amendments are consistent with these policies as the subject lands will be serviced by existing municipal sewage and water services.

68. Policy 1.6.6.7 identifies the requirements for stormwater management, particularly as it relates to stormwater quality controls. The proposed Zoning By-law amendments are consistent with this policy. In particular, for 175 and 199 Essa Road where some site-specific and holding provisions have been identified to ensure that adequate care and attention are provided to create high quality storm water management designs within future development applications.
69. Policy 1.6.7.2 identifies the efficient use of existing infrastructure. The Engineering Department provided no comment, signifying that the proposed Zoning By-law amendments may be sufficiently accommodated by the existing road and servicing network. The proposed Zoning By-law amendments are therefore consistent with this policy.
70. In accordance with policy 1.6.7.4, the proposed Zoning By-law amendments provide for medium to high density development in the vicinity of existing commercial uses along Essa Road where municipal transit is available. The increased densities would support increased use of public transit and active transportation along the Essa Road corridor and surrounding areas.
71. Policy 1.8.1 identifies the promotion of energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate change adaptation through compact built form, the use of active transportation and transit, and design and orientation that maximizes energy efficiency and conservation, and considers the mitigating effects of additional vegetation. The proposed Zoning By-law amendments are consistent with this policy in that the zoning standards provide for a compact built form, adjacent to existing commercial development and located along a transit route so as to be transit supportive, thereby reducing greenhouse gas emissions.
72. In accordance with policy 2.1.8, the LSRCA is satisfied that from Natural Heritage perspective, that development of these sites will have no negative impact on the function of natural features.
73. Policies within section 3.1 Natural Hazards, require development to be directed outside of natural hazards. The proposal is consistent with this section as the subject properties are not within a natural hazard area.
74. Based on the foregoing, staff are of the opinion that the proposed amendments are consistent with, or do not conflict with the Provincial Policy Statement (2014).

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

75. *A Place to Grow* (2019) (the Growth Plan) provides a framework for implementing Ontario's vision for building strong, prosperous communities by managing growth in this region. 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://files.ontario.ca/mmah-greater-golden-horseshoe-place-to-grow-english-15may2019.pdf>
76. In accordance with the Guiding Principles found in Section 1.2 of the Growth Plan, the proposed development supports the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living through the provision of pedestrian connections to natural heritage elements, parks, and municipal sidewalks along Essa Road for access to people's daily commercial needs. Further, the proposed densities result in the efficient use of land and existing municipal infrastructure, including the existing Essa Road transit service. The proposed Zoning By-law amendments also provide for a range of housing options and densities to serve a variety of sizes, incomes and ages of households.

77. Policies 2.2.1.2 (a), (c), (d) and (e) direct growth to settlement areas with existing water and wastewater systems that can support complete communities, focused in delineated built-up areas and strategic growth areas with existing transit and public service facilities, and directed away from hazardous lands. The proposed Zoning By-law amendments conform to these policies by utilizing existing municipal water and wastewater systems, supports complete communities by providing for medium density development adjacent to commercial uses, focuses development in a built-up area that is serviced by transit and near public service facilities (local schools, parks and community centres), and are not within or adjacent to hazardous lands.
78. Policy 2.2.1.4 identifies how complete communities will be achieved through a diverse mix of land uses; the provision of a range and mix of housing options to accommodate the needs of all household sizes and incomes; provision of a range of transportation options and public service facilities; high quality compact built form; mitigation of climate change impacts; and integration of green infrastructure and low impact development. The provision for medium to high density mixed-use residential built forms, as proposed, would contribute to accommodating the needs of various household sizes and incomes. Additionally, the subject sites have multiple transportation options including active and public transportation, availability of public service facilities (local schools, parks and community centres), and the inclusion of compact built form would aid in the mitigation of climate change impacts by efficiently using land and municipal services. Finally, the City expects innovative LID projects with future development applications, integrating green infrastructure through the provision of stormwater quality and quantity control.
79. Section 2.2.2 of the Growth Plan requires that a minimum of 50 percent of all residential development occurring annually within the City will be within the existing built-up area. These amendments conform to this policy in that the proposed subject sites are within the City's built-up area and would contribute toward the required minimum 50 percent target once these developments receive approvals and are occupied.
80. To support the achievement of complete communities, policy 2.2.6.3 provides that municipalities require multi-unit residential developments to incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes. The proposed Zoning By-law amendments conform to this policy through the provision of a variety of permitted building types and unit sizes.
81. Based on the foregoing, staff are of the opinion that the proposed Zoning By-law amendments conform to, or do not conflict with the Growth Plan (2019).

Official Plan (OP)

82. 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 OP 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>
83. As noted above, the subject lands are designated Residential (D14-1672), General Commercial (D14-1671) and City Centre Commercial (D14-1670) within the City's Official Plan. Lands that are designated Residential are intended to be used primarily for residential uses, and some service commercial, with all forms of housing permitted subject to locational criteria. Lands that are designated General Commercial are intended to be used primarily for commercial uses, with all forms of housing permitted subject to established criteria. Lands that are designated City Centre

Commercial are intended to be used primarily for Commercial uses, with high density forms of housing permitted subject to locational criteria.

84. There are a number of policies in the Official Plan that support the proposed zoning by-law amendments. These policies relate to providing 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.
85. Section 2.3 (d) identifies that there will be a growing need to provide residential densities which are higher, more cost effective, energy efficient, and more environmentally sustainable than previous development in the City. New housing stock is expected to include a growing percentage of multi-unit development at medium and high densities in order to provide a complete range of housing options for the City's residents. Further, 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. The proposed zoning by-law amendments are considered to be in conformity with this policy in that they allow a greater mix of uses with higher density multiple residential developments with alternative housing forms, utilizing existing infrastructure and services, and help to create transit-supportive population densities.

General Policies

86. Section 3.3.1 encourages complete communities with an appropriate range of housing types; building design and densities which efficiently use land, resources, infrastructure and public service facilities; contributes to safe, vibrant and pedestrian friendly streetscapes; and directs development toward locations where infrastructure and public service facilities are available. The proposed Zoning By-law amendments are consistent with this policy in that they allow residential intensification in areas where existing infrastructure (water, storm and sanitary services) and service facilities (transit, parks and community centres) are available. Further, the proposed amendments provide for a variety of housing options in each area, contribute to a safe, vibrant and pedestrian friendly Essa Road streetscape through the provision of "eyes on the street" by way of street-oriented development along Essa Road, and contribute toward a complete community through provision of additional permitted uses, including residential, commercial and institutional uses along Essa Road.
87. 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 is 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 at densities consistent with the Official Plan. Residential intensification includes infill development, which refers to the development of vacant or under-used parcels within existing urban areas. Staff are satisfied the proposed Zoning By-law amendments conform to these policies of the Official Plan given that the proposed amendments would facilitate alternative housing forms with a variety of unit sizes, would contribute to a compact urban form and the efficient use of land and resources, support transit, optimizes the use of existing infrastructure and services within an existing built-up area of the City and are generally consistent with the density targets of the Official Plan.

Affordable Housing

88. Section 3.3.2.2 identifies the goal that a minimum target of 10% of all new housing units be affordable. In the case of home ownership, the criteria for affordable housing is identified as the least expensive of:
- housing 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
 - housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.
89. The County of Simcoe has identified that the median household income for the City of Barrie is \$79,984. This household income would allow the purchase of an affordable unit to a maximum price of \$305,000 per unit, representing 30% of household income spent on accommodation on an annual basis. The regional maximum of 10% below average resale price of a home in Barrie is \$445,582.
90. While the proposed Zoning By-law amendments do not require the provision of affordable housing units, they do create a framework to provide a wider range of building and unit types which may assist in the provision of affordable units when these sites ultimately develop.

Energy Conservation and Renewable Energy Systems

91. Section 3.7.2.1 promotes a compact urban form, which supports active transportation, transit use, vehicle trip reduction, and the consideration of increased densities and building materials to support energy conservation. The proposed Zoning By-law amendments conform to this policy as they will make provisions for compact built development forms whose future residents would support active transportation with sidewalk connectivity to adjacent commercial uses, connections to planned active transportation facilities, and public transit use.
92. The proposed Zoning By-law amendments will contribute to a more compact built form. Compact built form can reduce energy consumption through sustainable design elements including solar panels for on-site energy reduction, green roofs for reduced storm water runoff and improved energy efficiency, street level awnings for shade, wide sidewalks and street furniture for pedestrian comfort, mobility-friendly curb cuts, bicycle parking, light-coloured paving surfaces, and energy efficient lighting to increase safety.

Land Use Policies

93. In accordance with Section 4.2.2.2 of the Official Plan, 'net residential hectare' for medium and high density residential development shall mean the area of land measured in hectares utilized solely for the residential dwelling units, excluding local residential streets, Open Space and Environmental Protection Areas. Medium density residential development shall consist of multiple dwelling types such as triplexes, fourplexes, apartments and street/stacked/cluster townhouses ranging between 26-53 units per hectare, while high density residential development shall consist of developments which are in excess of 54 units per hectare. The proposed Zoning By-law amendments make provisions to satisfy the above density targets, in accordance with the Official Plan.
94. Section 4.2.2.3 (b) of the Official Plan further provides that medium and high density development is encouraged to locate within the Intensification Nodes and Corridors and should be directed to locate adjacent to arterial and collector roads, in close proximity to public transit, schools, parks, commercial development and where planned services and facilities such as roads, sewers and

watermains, or other municipal services are adequate. It is the opinion of staff that the proposed sites for Zoning By-law amendments would meet the City's locational criteria with respect to providing medium and high density development on intensification corridors, as the subject properties are located on Essa Road and/or in intensification areas such as the Urban Growth Centre. Essa Road is a designated Intensification Corridor and arterial roadway whereby public transit is available and commercial development, local schools, parks and open spaces and community centres are all within walking distance of the subject sites.

95. The General Design Policies in Section 4.2.2.4 of the Official Plan require residential development to provide necessary on-site parking, graduated densities and functional open space amenity areas including landscaping, screening and buffering. The proposed Zoning By-law amendments to change the subject properties to Council-approved mixed use (MU1 and MU2) and City Centre Commercial (C1-1) zoning standards provide standards to achieve these general design policies.
96. Staff note that the proposed amendments would permit a higher density than that of the existing low density surrounding the subject properties. Consideration has been given within the standards of the proposed Zoning categories to providing appropriate transition through the provision of adequate separation distances/building setbacks, a side building step-back and adequate landscape buffering on all three subject sites.
97. Staff are of the opinion that the combination of the abovementioned features will ensure that any proposed future developments function effectively and would provide an appropriate transition to the abutting low density neighbourhoods, thereby minimizing the impact to the surrounding areas.

Intensification Policies

98. The proposed Zoning By-law amendments were reviewed in association with the Intensification policies of the Official Plan. These policies implement the City of Barrie Intensification Study that was completed in 2009 which encourages residential intensification to be directed to the Urban Growth Centre (UGC), Intensification Nodes, Intensification Corridors, and Major Transit Station Areas (MTSA).
99. The proposed Zoning By-law Amendments, if approved, would serve to address many of the criteria outlined in the Intensification Study and the Intensification Policies of the Official Plan. The subject properties have frontage on Essa Road, which in accordance with Schedule "I" of the Official Plan, is identified as an Intensification Corridor, or are located within the UGC and in an MTSA. The proposed amendments would also contribute to a more compact urban form and efficiently use land and resources, support transit, and optimize the use of existing infrastructure and services.
100. Further, Section 4.2.2.6(c) identifies that intensification will contribute to development that is more compact and will efficiently use land and resources, optimize the use of existing and new infrastructure and services, support public transit and active transportation, and contribute to improving air quality and promoting energy efficiency.
101. In Planning staff's opinion, the proposed Zoning By-law amendments would satisfy the intensification policies noted above, as they provide for a compact built form; development of the subject sites would be considered infill development that utilizes existing municipal infrastructure; is adjacent to and supports public transit; supports active transportation given its proximity to commercial uses, parks and schools and proposed walkway connections; and, promotes energy efficiency through compact design.
102. Planning staff are of the opinion that the proposed amendments adhere to the design policies of the Official Plan as it relates to location, density, landscaping and amenity areas, and providing an appropriate transition and buffering between adjacent land uses.

Servicing and Transportation

103. It is a goal of the Official Plan to ensure that all development within the City is serviced by municipal sanitary and storm sewers, municipal water, electrical and other utilities. Policies 5.1.2.1(j), (m), (n), and (o) detail how development of these services will occur. The proposed Zoning By-law amendments conform to these policies as future development on the subject properties will be entirely serviced by municipal and other public utilities.
104. The Official Plan identifies goals to protect and enhance water quality, encourage effective stormwater management, and ensure stormwater management practices minimize stormwater peak flows and other negative impacts. Policies 5.3.2.2(a) and (b), and 5.3.2.3 detail how development shall achieve these goals and outline applicable design criteria. Staff are satisfied that stormwater management for the subject sites can be adequately addressed in accordance with these policies through the subsequent site plan process.
105. The Official Plan further identifies goals to promote healthy communities, active living, public transit, all forms of active transportation, and the safe integration and connectivity between the various modes of transportation. Policies 5.4.2.3 (a), (c), and (f) detail how new development shall encourage and promote public transit. The proposed Zoning By-law amendments conform with these policies through the provision of increased densities to support the local transit service and by providing pedestrian connections to municipal sidewalks whereby local transit stops are present and provide connections to inter-regional transit systems, such as GO Transit.
106. Policy 5.4.2.4 (b) identifies that pedestrian and bicycle route linkages shall be encouraged through new development. The proposed Zoning By-law amendments conform to this policy through the provision of connections to Essa Road where existing commercial uses are present and to nearby parks and open spaces, trails, and other nearby community services. Detailed items such as bicycle racks would be considered through subsequent site plan processes should Council approve the subject Zoning By-law amendment applications.

Urban Design Guidelines

107. Policy 6.5.2.2 (a) identifies that buildings should be designed to complement and contribute to a desirable community character in terms of massing and conceptual design, the design of a building's roof should screen mechanical equipment from public view, the avoidance of large exposed blank walls, provision of well-defined entrances, and pedestrian links shall be designed to promote safety of the user and be fully accessible between commercial and residential properties. Should Council approve the proposed Zoning By-law amendments, staff are confident that the above-mentioned design objectives would be adequately addressed through a subsequent site plan process.
108. Policy 6.5.2.2 (b) identifies the linking of driveways to reduce the numbers of turns onto and off of major roads, adequate disability parking, smaller parking areas for larger properties, and major parking and loading areas confined to the rear of the building. The proposed Zoning By-law amendments conform to this policy in that access to the subject properties would be limited via the proposed special provisions for minimum lot areas, and entrances and accessible parking will be provided in accordance with the Zoning By-law, and City standards.
109. Policy 6.5.2.2 (g) encourages energy efficiency through a compact built form that encourages the use of transit, active transportation, and focusing major development along transit routes. The proposed Zoning By-law amendments conform to this policy by providing a compact built form whose population supports transit use, sidewalk connections and proximity of commercial and public services that promote active transportation, and transit routes that travel along Essa Road.

Tall Buildings and Height Control

110. In January of 2014, the City introduced new policies for Tall Buildings within Section 6.6 of the Official Plan. These policies are applicable to any proposed building above 3-storeys in height; particularly within the Urban Growth Centre and the Intensification Nodes and Corridors. The general design policies of this section require that innovative architectural design will be encouraged to reduce the visual and physical impact of height on the adjacent pedestrian realm and where possible, parking, site servicing, loading areas and building utilities should be located towards the rear of buildings with appropriate screening. The policies further state that the use of underground parking is strongly encouraged and tall buildings are to be held to a high standard of design excellence by using quality urban design, architectural treatments and building materials in order to promote a visually interesting skyline. Staff are satisfied that the policies for tall buildings on the subject sites can be adequately addressed in accordance with these policies through the subsequent site plan process.
111. In accordance with Section 6.6.4 (a), the tall building policies further state that buildings will be designed to best mitigate the shadows on public parks and open spaces, private amenity areas and surrounding streets throughout the day and buildings will make use of setbacks, stepping provisions and other such design measures in order to reduce shadow impacts. Tall buildings will also incorporate building articulations, massing and materials that respect the pedestrian scale and create interest. Staff are satisfied that these policies can be adequately addressed through the subsequent site plan process in which a shadow impact study will be required and other OP Tall Building policy requirements.
112. Section 6.6.4 (e) of the Official Plan states that where taller buildings are proposed adjacent to lower scale buildings, design elements which make use of height transitions between sites shall be encouraged. In this regard, buildings should be located away from areas directly adjacent to lower scale buildings. It is important to note that the policies further state that the compatibility between sites is not intended to be interpreted as restricting new development to exactly the same height and densities of surrounding areas, particularly in areas of transition such as intensification corridors.
113. In staff's opinion, the proposed Zoning By-law amendments are consistent with the Tall Building Policies identified above, particularly as they relate to the Essa Road Intensification Corridor and implementing the vision outlined in the *Intensification Area Urban Design Guidelines*. The proposed zoning standards will provide for the envisioned built form, including step-backs from the side lot lines to create adequate transition to adjacent low-rise residential development.

Holding Provision

114. In accordance with section 6.7 of the Official Plan, the City may utilize Holding Provisions (H) in accordance with the *Planning Act*, where the specific use of land has been identified but where the details of the development have not yet been fully resolved. In this regard, staff are recommending that a Holding symbol (H) be utilized over the subject lands for 175 and 199 Essa Road (D14-1671) to address detailed design matters that would be addressed through a subsequent Plan of Subdivision application. These matters relate specifically to geotechnical and hydrogeological issues on the site, ongoing Highway 400 improvements, and site design considerations factoring in the site's gateway location. As identified in the recommended motion, the Holding symbol (H) would be lifted following the owner's execution of an Environmental Site Assessment and Plan of Subdivision Agreement with the City.

Intensification Area Urban Design Guidelines

115. In June of 2013, Council received the Urban Design Guidelines for the Intensification Areas as prepared by Brook McIlroy, October 2012. These guidelines are intended to ensure that new development is compatible with the existing built fabric while creating an attractive and safe public realm that supports alternative modes of transportation and is environmentally sustainable. One of the consistent themes throughout these guidelines is to create higher density, mixed-use, pedestrian friendly streetscapes throughout the intensification areas. In this regard, buildings should be positioned to frame abutting streets, main entrances should be directly accessible from public sidewalks and the front street wall of buildings should be built to the front property line. The Guidelines further suggest that development on prominent streets should meet a high standard of design.

Transition to Low-Density Residential Land Uses

116. While the subject lands are located along the Essa Road Intensification Corridor in which medium and high density developments ranging from five (5) to eight (8) storeys in height are encouraged, new developments are expected to provide an appropriate transition to low-density residential land uses. There are many ways in which a new development can provide an appropriate transition to low-density residential land uses, including the provision of side building step-backs to reduce height and shadowing impacts of tall buildings, increased setbacks to provide appropriate spatial separation between buildings, and buffering in the form of oversized infill plantings/vegetation and tight board fencing.

Site Plan Control

117. Subject to Council approval of the proposed Zoning By-law Amendments, each 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 development and design of the lands with regard to access, servicing, storm water management, landscaping, lighting, setbacks, building orientation/placement/massing, parking, architectural detailing etc.
118. The illustrative plans and conceptual building elevation drawings within this provide a general indication of how the property could be developed in terms of massing and form. However, should the subject Zoning By-law Amendments be approved, future site plan applications would be required before development can take place, which would be further reviewed by City staff and applicable external agencies to ensure that the development complies with all municipal standards and provides an appropriate interface with adjacent properties and streets. In the interim, staff note that consideration has been given to appropriate urban design matters through the provision of setbacks and step-backs and building massing and orientation. Detailed design matters, such as architectural design and material selections will be addressed through a subsequent site plan application and review process.

Summary

119. Staff have reviewed the comments received and considered the proposed Zoning By-law Amendments, having regard to conformity with relevant Provincial Policy and the City's Official Plan. In staffs' professional opinion, the provision for mixed use intensification on the subject lands, is considered appropriate and would conform to relevant Provincial Policy, the City's Official Plan and complies with the policy planning framework established for residential intensification.

ENVIRONMENTAL MATTERS

120. There are no environmental matters directly related to the recommendation. Further environmental studies will be required for future development applications on the subject properties, completed to the satisfaction of the City of Barrie.

ALTERNATIVES

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

Alternative #1 General Committee could maintain the existing by-law with respect to the subject lands. (i.e. Status Quo)

This alternative is not recommended as it will not expedite the development and transformation of the Essa Road corridor into a mixed-use intensification corridor.

Alternative #2 General Committee could alter the proposed recommendation.

Although this alternative is available, additions or edits to recommendations without further analysis is not recommended.

Alternative #3 General Committee could refer the proposed recommendation back to staff for further consideration.

This alternative is not recommended as staff are of the opinion that approval of the proposed Zoning By-law amendments would facilitate the transformation of Essa Road into a mixed-use intensification corridor.

FINANCIAL

122. The recommendation for intensification on the subject lands would more efficiently utilize the City's existing services and increasing population and tax revenue within the same land area. Further consideration of financial benefits of this strategy will be outlined in more detail in future development applications.

LINKAGE TO 2018-2022 STRATEGIC PLAN

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

- Growing Our Economy
 - i) Make it easier to do business;
 - ii) Help businesses grow; and
 - iii) Support the creation of more stable and diverse jobs.
- Building Strong Neighbourhoods
 - i) Build Walkable, diverse neighbourhoods the encourage community connections; and,
 - ii) Grow responsibly.

-
- Improving the Ability to Get Around
 - i) Increase transportation options, including active transportation modes
 - ii) Make connections
 - iii) Create safer streets

124. In accordance with Council's goals, the proposed Zoning By-law amendments would provide for a compact form of development that will utilize existing services and infrastructure, create a strong and complete neighbourhood by providing a wide mix of uses, promotes and facilitates community connections, supports the use of active transportation and public transit, and will help to create diverse and safe neighbourhoods.

Attachments:

Appendix "A" – Proposed Zoning By-law Amendment – 550 & 552 Essa Road (D14-1672)

Appendix "B" – Proposed Zoning By-law Amendment – 175 & 199 Essa Road (D14-1671)

Appendix "C" – Proposed Zoning By-law Amendment – 9,11,13,15,19,21,27 and 31 Cumberland Street (D14-1670)

APPENDIX "A"

Proposed Zoning By-Law Amendment



Bill No. XXX

BY-LAW NUMBER 2019-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 described as CON 12 PLAN 1101 LOT 7 and CON 12 PLAN 1101 LOT 8, City of Barrie, and County of Simcoe, municipally known as 550 and 552 Essa Road, from the Residential Single Detached Dwelling First Density (R1) Zone to Mixed Use Corridor with Special Provisions (MU2 (SP-XXX)) Zone.

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 19-G-XXX.

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

1. **THAT** the Zoning By-Law Map, is hereby further amended by rezoning those lands described as CON 12 PLAN 1101 LOT 7 and CON 12 PLAN 1101 LOT 8, City of Barrie, and County of Simcoe, municipally known as 550 and 552 Essa Road, in the City of Barrie, from the Residential Single Detached Dwelling First Density (R1) Zone to Mixed Use Corridor with Special Provisions (MU2) (SP-XXX) Zone as shown in Schedule "A" attached hereto, and Schedule "A" attached hereto forms part of By-Law 2009-141 as amended;
2. **THAT** the following additions shall be made to Mixed Use Corridor (MU2) Zone:
 - a) Notwithstanding Table 5.4.2, a minimum lot area of 4100m² is required;
 - b) A phased approach to developing each parcel may only be permitted supported by the submission of a Block Plan to the satisfaction of the City of Barrie demonstrating that the neighbouring property will not become orphaned or constrained; and
 - c) Site Plan Control shall apply to these properties.
3. **THAT** this by-law shall take effect as of the date of passing, subject to the provisions of the *Planning Act*, R.S.O. 1990, Chapter P.13 as amended.

READ a first and second time this ____ day of October, 2019.



READ a third time and finally passed this ____ day of October, 2019.

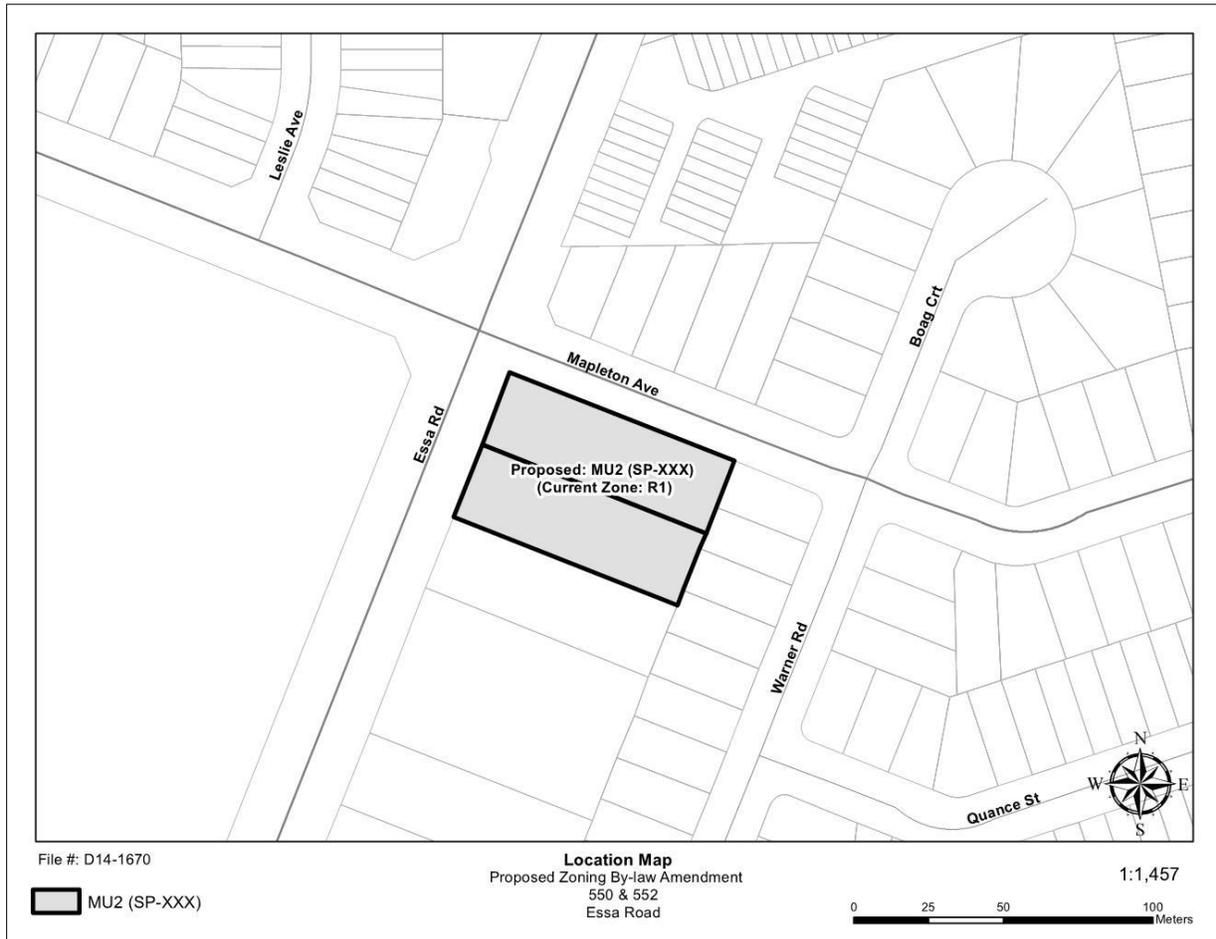
THE CORPORATION OF THE CITY OF BARRIE

MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

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Schedule "A" to Attached By-law 2019-XXX



MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

APPENDIX "B"

Proposed Zoning By-Law Amendment



Bill No. XXX

BY-LAW NUMBER 2019-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 described as INNISFIL CON 14 PT LOT 7 PLAN 30 PT W ESSA RD PT LOTS 16 TO 22 PT E CENTRE ST RP and INNISFIL CON 14 PT LOT 7 PLAN 30 PT LOTS 22 TO 24 W/S ESSA RD RP 51R12936 PT PARTS, City of Barrie, and County of Simcoe, municipally known as 175 and 199 Essa Road, from the General Commercial (C4) to Mixed Use Corridor with Special Provisions and Holding Provision (MU2 (SP-XXX) (H-XXX)) Zone.

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 19-G-XXX.

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

1. **THAT** the Zoning By-Law Map, is hereby further amended by rezoning those lands described as INNISFIL CON 14 PT LOT 7 PLAN 30 PT W ESSA RD PT LOTS 16 TO 22 PT E CENTRE ST RP and INNISFIL CON 14 PT LOT 7 PLAN 30 PT LOTS 22 TO 24 W/S ESSA RD RP 51R12936 PT PARTS, City of Barrie, and County of Simcoe, municipally known as 175 and 199 Essa Road, in the City of Barrie, from the General Commercial (C4) Zone to Mixed Use Corridor with Holding Provision (MU2) (SP-XXX)(H-XXX) Zone as shown in Schedule "A" attached hereto, and Schedule "" attached hereto forms part of By-Law 2009-141 as amended;
2. **THAT** the following additions shall be made to Mixed Use Corridor (MU2) (SP-XXX)(H-XXX) Zone:
 - a) Notwithstanding Table 5.4.1, "Townhouse, Back to Back" shall be permitted;
 - b) Notwithstanding Table 5.4.1, "Townhouse Development, Street" shall be permitted within 100m from Campbell Avenue;
 - c) Notwithstanding Table 5.4.2, a maximum building height of 32m for residential and office buildings shall be permitted, provided that a minimum of 50% of the building's ground floor frontage is dedicated to commercial or institutional uses;
 - d) Notwithstanding Table 5.4.2 a minimum ground floor height of 4.5m is only required on buildings with frontage on the Essa Road Intensification Corridor; and



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- e) The lands cannot be used for a purpose permitted by this By-law until the (H) symbol is removed pursuant to Section 36 of the Planning Act. The (H) provision shall be lifted upon completion of the following matters to the satisfaction of The Corporation of the City of Barrie:
- i) Environmental Site Assessment; and
 - ii) Execution of a Plan of Subdivision Agreement
3. **THAT** this by-law shall take effect as of the date of passing, subject to the provisions of the Planning Act, R.S.O. 1990, Chapter P.13 as amended.

READ a first and second time this ____ day of October, 2019.

READ a third time and finally passed this ____ day of October, 2019.

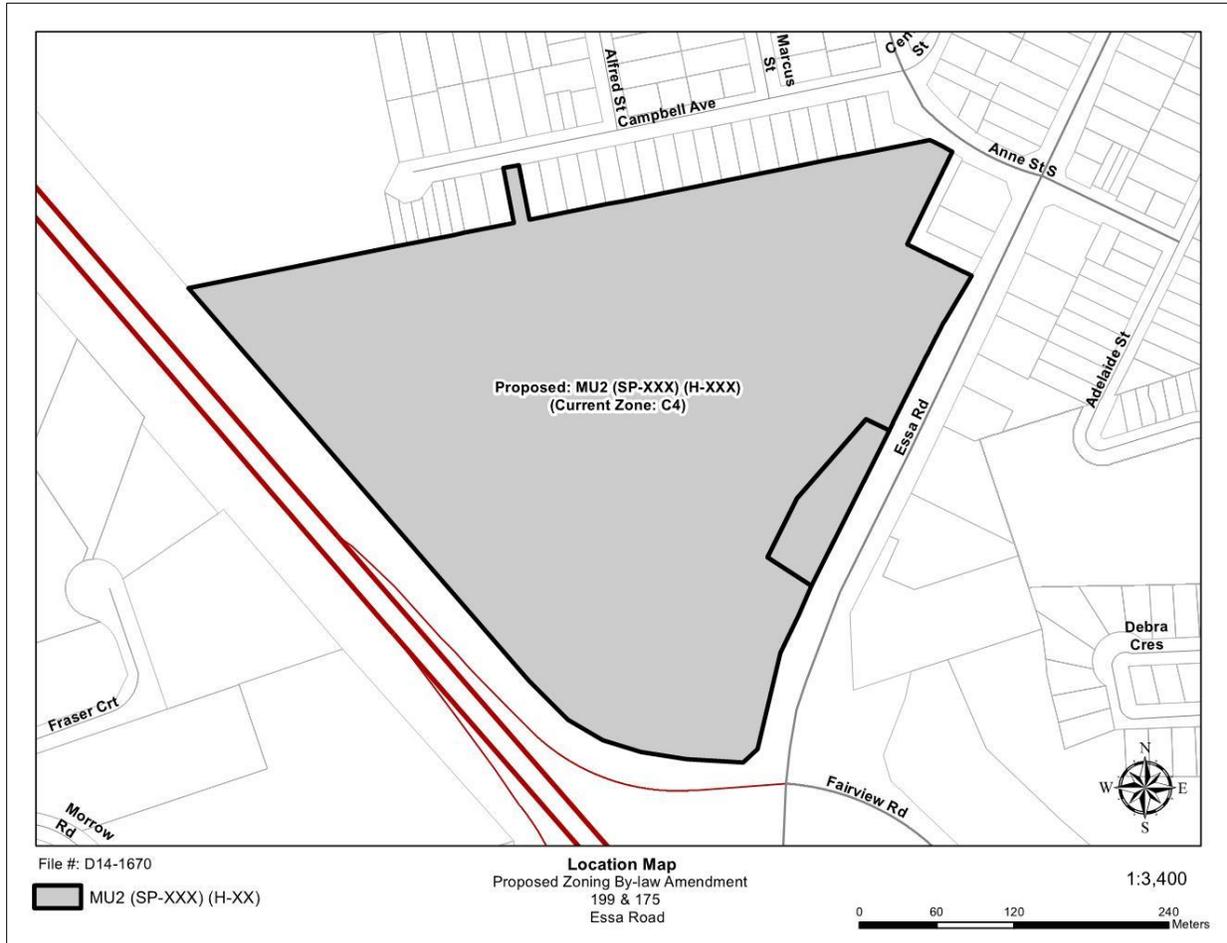
THE CORPORATION OF THE CITY OF BARRIE

MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

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Schedule "A" to Attached By-law 2019-XXX



MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

APPENDIX "C"

Proposed Zoning By-Law Amendment



Bill No. XXX

BY-LAW NUMBER 2019-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 described as PLAN 29 E PT LOTS 2 & 3 RP 51R29541 PARTS 3 & 4, and PLAN 29 E PT LOT 2 & 3, City of Barrie, and County of Simcoe, municipally known as 9 and 11 Cumberland Street from the Residential Multiple Dwelling First Density (RM1) to Central Area Commercial (C1-1) and lands described as PLAN 29 W PT LOT 3, PLAN 29 E PT LOT 3, PLAN 29 PT LOT 4, PLAN 29 LOT 5, PLAN 29 LOT 6, and PLAN 29 LOT 7, City of Barrie, and County of Simcoe, municipally known as 13, 15, 19, 21, 27, and 31 Cumberland Street from Residential Multiple Dwelling First Density (RM1) to Central Area Commercial with Special Provisions (C1 (SP-XXX)).

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 19-G-XXX.

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

1. **THAT** the Zoning By-Law Map, is hereby further amended by rezoning those lands described as PLAN 29 E PT LOTS 2 & 3 RP 51R29541 PARTS 3 & 4, and PLAN 29 E PT LOT 2 & 3, City of Barrie, and County of Simcoe, municipally known as 9 and 11 Cumberland Street, in the City of Barrie, from the Residential Multiple Dwelling First Density (RM1) Zone to the Central Area Commercial (C1-1) Zone as shown in Schedule "A" attached hereto, and that Schedule "A" attached hereto forms part of By-Law 2009-141 as amended;
2. **THAT** the Zoning By-Law Map, is hereby further amended by rezoning those lands described as PLAN 29 W PT LOT 3, PLAN 29 E PT LOT 3, PLAN 29 PT LOT 4, PLAN 29 LOT 5, PLAN 29 LOT 6, and PLAN 29 LOT 7, City of Barrie, and County of Simcoe, municipally known as 13, 15, 19, 21, 27 and 31 Cumberland Street, in the City of Barrie, from the Residential Multiple Dwelling First Density (RM1) Zone to the Central Area Commercial with Special Provisions (C1 (SP-XXX)) Zone as shown in Schedule "A" attached hereto, and that Schedule "A" attached hereto forms part of By-Law 2009-141 as amended;
3. **THAT** the following additions shall be made to the Central Area Commercial with Special Provisions (C1 (SP-XXX)) Zone:
 - a) Notwithstanding Section 3.0, the front lot line will be Cumberland Street;

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- b) Notwithstanding Table 6.3, an overall maximum building height of 20 metres shall be permitted. A minimum 3 metre step-back is required after the first 10.5 metres of building height along the lot frontage and flankage;
 - c) Notwithstanding Table 6.3, side-yard step-backs will be required along William Street above 10.5 metres, following a 45 degree angular plane from the William Street property line;
 - d) Notwithstanding Table 6.3, a minimum lot area of 4000m² is required; and
 - e) The lands will be subject to Site Plan Control, where an Urban Design Brief, a Block Plan, and a Neighbourhood Heritage Character Impact Evaluation will be required as part of a Site Plan application, completed to the satisfaction of the City of Barrie.
2. **THAT** The lands will be subject to Site Plan Control, where an Urban Design Brief, a Block Plan, and a Neighbourhood Heritage Character Impact Evaluation will be required as part of a Site Plan application, completed to the satisfaction of the City of Barrie.
5. **THAT** this by-law shall take effect as of the date of passing, subject to the provisions of the Planning Act, R.S.O. 1990, Chapter P.13 as amended.

READ a first and second time this ____ day of October, 2019.

READ a third time and finally passed this ____ day of October, 2019.

THE CORPORATION OF THE CITY OF BARRIE

MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE

Schedule "A" to Attached By-law 2019-XXX



MAYOR – J. R. LEHMAN

CITY CLERK – WENDY COOKE