
TO: GENERAL COMMITTEE

SUBJECT: REZONE 290, 294, 298, 302, 306, 310 AND 314 GEORGIAN DRIVE FROM RESIDENTIAL SINGLE DETACHED FIRST DENSITY (R1) TO RESIDENTIAL APARTMENT SECOND DENSITY WITH SPECIAL PROVISIONS (RA2-2)(SP)

WARD: 1

PREPARED BY AND KEY CONTACT: C. TERRY, M.C.I.P., R.P.P.
SENIOR DEVELOPMENT PLANNER, EXT #4430

SUBMITTED BY: S. NAYLOR, MES, M.C.I.P., R.P.P. *Styl Nyl*
DIRECTOR OF PLANNING SERVICES

GENERAL MANAGER APPROVAL: S. NAYLOR, MES, M.C.I.P., R.P.P. *Styl Nyl*
GENERAL MANAGER OF INFRASTRUCTURE & GROWTH MANAGEMENT (ACTING)

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER *CL*

RECOMMENDED MOTION

1. That the Zoning By-law Amendment Application submitted by Lucas & Associates on behalf of F & I Gateway Investments to rezone the property municipally known as 290, 294, 298, 302, 306, 310 and 314 Georgian Drive from "Residential Single Detached First Density (R1)" to "Residential Apartment Second Density with Special Provisions (RA2-2)(SP)" and "Residential Apartment Second Density with Special Provisions and a Hold (RA2-2)(SP)(H)" be approved. (D14-1567)
2. That notwithstanding the permitted uses in the RA2-2 zone, the following Special Provisions (SP) be referenced in the implementing Zoning By-law for the RA2-2(SP) zone:
 - a) Permitted uses shall be restricted to an apartment dwelling or dormitory;
 - b) Notwithstanding the definition of a dormitory as an institutional use, the standards for residential apartment dwelling RA2-2 shall apply to the dormitory dwelling units unless otherwise noted;
 - c) A reduced parking standard of 1 space per 4 students is permitted for the dormitory dwelling units;
 - d) External locking mechanisms are permitted on bedrooms in dormitory dwelling units that prevent access to said bedrooms by the other dwelling occupants/tenants when the bedroom is un-occupied; and
 - e) Dormitory dwelling units are restricted to single occupancy bedrooms and shall not be classified as Boarding Lodging Rooming House.
3. That notwithstanding the permitted uses in the RA2-2 zone, the following Special Provisions (SP) be referenced in the implementing Zoning By-law for the RA2-2(SP)(H) zone:
 - a) Permitted uses shall be restricted to an apartment dwelling or dormitory;

- b) Notwithstanding the definition of a dormitory as an institutional use, the standards for residential apartment dwelling RA2-2 shall apply to the dormitory dwelling units unless otherwise noted;
 - c) A reduced parking standard of 1 space per 4 students is permitted for the dormitory dwelling units;
 - d) External locking mechanisms are permitted on bedrooms in dormitory dwelling units that prevent access to said bedrooms by the other dwelling occupants/tenants when the bedroom is un-occupied;
 - e) Dormitory dwelling units are restricted to single occupancy bedrooms and shall not be classified as Boarding Lodging Rooming House; and
 - f) Notwithstanding the Hold, permit an interim use of a parking lot.
4. That the implementing Zoning By-law identify that the Hold can be lifted from the RA2-2(SP)(H) zone when the following has been completed:
- a) Site Plan Approval, including an alternative design concept that provides buffering and the potential for the transition of built-form towards the east; and
 - b) A review of the parking occupancy and demand for parking in Phase 1 to the satisfaction of Planning Services.
5. That no further public notice is required in accordance with Section 34(17) of the Planning Act.

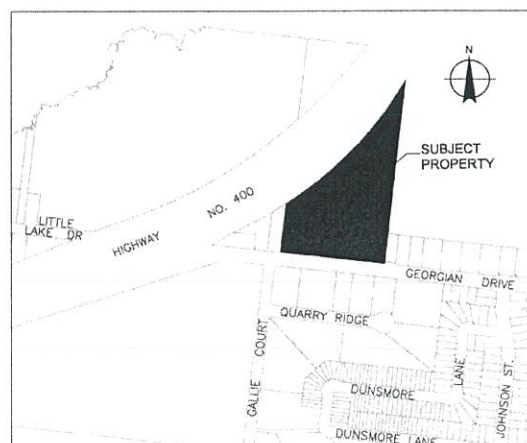
PURPOSE & BACKGROUND

Report Overview

6. The purpose of this staff report is to recommend the approval of "Residential Apartment Second Density with Special Provisions (RA2-2)(SP)" including a reduced parking standard and internal bedroom locks, on the lands municipally known as 290, 294, 298, 302, 306, 310 and 314 Georgian Drive. The proposal is to redevelop the subject lands, currently 7 single detached residences, as apartments targeted for student housing. Phase 1 consists of 150 4-bedroom apartment units in 2-13 storey towers linked at the ground level. Phase 2 is currently identified for a similar configuration however staff have proposed a Hold on that portion of the site to provide an opportunity for staff and the applicant to investigate design alternatives that would provide for buffering and transition into the neighbourhood to the east (Appendix "A").

Location

7. The property is municipally known as 290, 294, 298, 302, 306, 310 and 314 Georgian Drive and is located in the Georgian Drive Secondary Planning Area. Georgian College is located approximately 500 metres to the southwest of the subject lands. The 7 properties total approximately 4.3 hectares in size with a combined frontage of approximately 195 metres.



Surrounding Land Uses

North – NVCA Regulated Area (Willow Creek), Highway 400.

East – City of Barrie property (R2), Single Detached Residential (R1).

South – Georgian Drive, Quarry Ridge Employment Area, Royal Victoria Hospital.

West – Single Detached Residential (R1), intersection of Gallie Court, Highway 400.

Background

8. The Georgian College Neighbourhood Strategy identified the assembly of the subject properties as an opportunity for high density development targeted for students, with recognition that there could be potential challenges with land assembly and the topography of the lands.
9. Through consultation with City staff and the Nottawasaga Valley Conservation Authority (NVCA), the potential environmental constraints of the slope feature, and existing vegetation, have been examined. A scoped Environmental Impact Study has been submitted and accepted by staff and a Geotechnical Analysis will be required to be completed as part of the detailed design to examine the stability of the slope feature.
10. Reports submitted in support of this application include:
 - a) Planning Justification Report (Lucas & Associates, Oct. 2013)
 - b) Functional Servicing Report (Pearson Engineering Ltd., Oct. 2013)
 - c) Traffic Impact Study (Pearson Engineering Ltd. & JD Northcote Engineering, Oct. 2013)
 - d) Noise Impact Study (R. Bouwmeester & Associates, Oct. 2013)
 - e) Scoped Environmental Impact Study (Azimuth Environmental Consulting Inc., Oct. 2013)
 - f) Urban Design Brief (Lucas & Associates, October 2013)
 - g) Conceptual Elevations (MCL Architects, Oct. 2013)

Public Consultation

11. A Public Meeting was held on December 9, 2013, in accordance with the provisions of the Planning Act. Two residents spoke in opposition to the proposal at the public meeting and correspondence has been received by the City including a petition with comments from area residents. In general, the comments received identified the following issues:
 - a) Decreased property value and increased noise and garbage from students in the neighbourhood;
 - b) Building height and density; and
 - c) Increased traffic on Georgian Drive.
12. In response to the concerns raised by the public, staff offer the following preliminary comments:

- a) The proposed development site is not directly located in the existing single detached neighbourhood to the east. The properties are located across the street from an employment area and bordered at the rear by Highway 400. It is anticipated that the majority of the target student population would be oriented to activities at Georgian College to the west of the subject site.
- b) The rationale for the requested height and density provided by the applicant is based upon the topographical constrictions of the site, the functionality of the amenities that are proposed to service the residents of the apartment complex, and the cost of land assembly. The height and general design concept for Phase 1 should have limited impact on existing residents. In recognition of the single detached residences to the east of the site, staff have recommended that a Hold be placed on Phase 2 of the development. The conditions of the removal of the Hold require the applicant to investigate buffering and design alternatives that will mitigate impacts on adjacent lands and transition the built-form into the existing neighbourhood.
- c) The applicant has submitted a Traffic Study with this application that has been reviewed and considered by City staff. Georgian Drive is four lanes across the frontage of the property. No additional road works have been identified to accommodate the proposed development.

Departmental and Agency Comments

13. City staff circulated the application and supporting documentation to internal departments and applicable agencies for comments, generally summarized below:

a) Engineering Department

Preliminary functional servicing and traffic studies have been submitted as part of the rezoning application to support the principle of development at this location. Service infrastructure was provided to the Georgian Drive Neighbourhood as part of a Cost Sharing endeavour at the time of the construction of the residential development to the east. The applicant will be required to participate in the Cost Sharing Agreement for the proposed redevelopment. In addition, the applicant will be required to protect an additional 2 metres of frontage along Georgian Drive for the future implementation of the City's Multi-Modal Active Transportation Master Plan (MMATMP).

b) Nottawasaga Valley Conservation Authority (NVCA)

At the preliminary stage of consultation with the applicant, City staff engaged the assistance of NVCA to investigate the slope feature and identify any other environmental attributes that should be examined as part of a complete application. The applicant submitted a scoped Environmental Impact Study that has been reviewed and accepted by NVCA and the City. The valleyland at the rear of the properties adjacent Highway 400 is regulated by NVCA but is not part of the area identified for development. The applicant has agreed to grant these lands to the City as Environmental Protection through the development process. The NVCA will assist in the review of the Geotechnical Analysis required to determine slope stability and the detailed Stormwater Management for the site if requested.

c) Ministry of Transportation (MTO)

The subject properties extend to the Highway 400 corridor to the north. MTO has no objection to the rezoning but have indicated an interest in review and comment through the Site Plan process for stormwater management, the protection of the highway corridor,

and the potential for a permit process with MTO for construction. These comments may be modified with the granting of those lands adjacent to Highway 400 to the City as Environmental Protection.

d) Fire and Emergency Services

The detailed comments from Fire and Emergency Services will be provided through the Site Plan application process. The applicant will be required to clearly identify the fire route, emergency service infrastructure and building design that incorporates safe access/egress routes. As well, staff will be requesting the installation of a bi-directional antenna system in the building to ensure the safety of Emergency Service personnel.

e) Building Department

The majority of comments from the Building Department will be provided at the time of detailed design through the Site Plan and Building Permit application processes. Staff did identify that the future submission will be required to include residential units, parking and walkways that are accessible, as well as appropriate design for fire and emergency services.

ANALYSIS

Provincial Policy

14. The proposed redevelopment of the subject lands for high density housing is consistent with the Provincial Policy Statement and the Growth Plan which support and encourage the efficient use of land and infrastructure as well as a range and mix of land uses.

Official Plan

15. The subject lands are designated as Residential by the City of Barrie Official Plan. City policies encourage the development of a range of housing types and tenure to service the community. This high-density development has been targeted for the student population attending the Georgian College campus which is approximately 500 metres to the west, the equivalent of a 10 minute walk.
16. Although not located in an intensification node or corridor, the properties do satisfy the principle criteria for the location of higher density development. The properties front on a major collector road (Georgian Drive), are easily accessible to transit and Highway 400, and have access to community parks, schools and commercial uses. In addition, new commercial development is currently under construction at Duckworth Street and Highway 400 that could contribute to the level of service available for this population.

Georgian College Neighbourhood Strategy and Community Improvement Plan (Dec. 2007)

17. The properties are identified as part of the Georgian College Community Improvement Plan (CIP) area, located within the preferred 10 minute walking distance from Georgian College. The purpose of the Georgian College Neighbourhood Strategy and CIP was to address the issue of student housing within the College area. The subject properties in particular were identified as an opportunity for land assembly to redevelop as high-density residential units targeted for the student population.
18. Through the CIP, a Financial Incentive Program has been identified to stimulate private investment in multiple unit housing developments suitable for students in close proximity to the

College. Subject to detailed review and funding availability, this project could be eligible for Financial Incentives. The applicant has submitted an application for Financial Incentives to the City for review. If the development applications are approved, staff will provide a recommendation to General Committee on the opportunity and applicability of Financial Incentives.

19. It is staffs' opinion that the application is consistent with Provincial and Municipal policy.

Zoning By-law

20. The applicant has applied to change the zoning on the subject properties from Residential Single Detached First Density (R1) to Residential Apartment Second Density with Special Provisions (RA2-2)(SP). The R1 lots are an existing cluster of development that has become increasingly removed from the newer residential neighbourhoods by the expansion of RVH, the development of the Quarry Ridge Employment Area, topographical constraints to the north and west, as well as the Highway 400 corridor.
21. As noted above, this land assembly was identified in the Georgian College Neighbourhood Strategy as an opportunity for high-density residential development targeted for students attending the Georgian College campus. Under the City's Zoning By-law, the proposed development concept could also be considered a boarding, lodging and rooming house, or a dormitory which is an institutional use. The applicant has identified that their desire is for a Residential Apartment zoning, in part to ensure that future development opportunities in Phase 2 are not restricted to an institutional use such as a dormitory. Dependant on the success of the Phase 1 development as student housing, future development opportunities on the site may include standard apartment dwellings.
22. Staff have no objection to the zoning in principle and are confident that the appropriate review and standards can be accomplished under the Residential Apartment zone. For example, the first floor that connects the buildings has been identified as an amenity area that is intended to provide a wide variety of services to the residents, such as on-site security, a fitness centre, multi-media rooms, lounges and storage facilities including indoor bicycle storage.

Special Provisions

23. As part of the rezoning application, 2 special provisions were identified by the applicant as necessary to successfully develop the proposed concept. These provisions are generally outlined as follows:

a) Reduced Parking

The applicant has provided justification for a reduced parking standard based upon study of similar developments targeted for students in communities with secondary schools. The statistical evidence provided does identify there is a significant reduction in parking demand for the targeted student population as they are more reliant on walking, cycling and transit. The proposed development is within a 10 minute walk to Georgian College and is on a transit route. The applicant has requested a reduced parking standard of 1 space per 4 students, which is a standard supported by the data submitted. The current standard for a residential apartment unit is 1.5 spaces per unit and a dormitory is 1 space per 2 students. With the concept currently proposed for Phase 1 of the development, one unit would include 4 bedrooms. Staff have recommended approval of the reduced parking standard, but have also requested an examination of the parking demand in the Phase 1 development prior to the release of the Hold for Phase 2 to verify that the standard is appropriate for the targeted student population.

b) External Door Locks

The applicant has requested that external door locks be permitted on each of the bedroom suites within the apartment units. Staff have recommended approval of the provision to protect the privacy of the individuals in the shared units that are targeted exclusively for students. If the development changes to cater to a wider population, staff would not be in favour of permitting external door locks on the bedroom suites within standard apartment units.

Zoning Hold

24. The applicant can request that the Hold be lifted from the RA2-2(SP)(H) zone when the following has been completed to the satisfaction of the City:
- a) Site Plan Approval, including an alternative design concept that provides buffering and the potential for the transition of built-form towards the east; and
 - b) A review of the parking occupancy and demand for parking in Phase 1 to the satisfaction of Planning Services.
25. Staff have started discussions with the applicant in reference to the concerns raised by the public, and are confident that the Hold provides staff with the opportunity to explore alternative design options for Phase 2.

Site Plan Control

26. If the rezoning is approved, the applicant will be required to go through the Site Plan Application process for each stage of the project. The applicant has started the process for the Phase 1 development through the submission of a Pre-consultation for Site Plan application for which a technical meeting was held on January 23, 2014.
27. The Site Plan process would include, but not be limited to:
- a) Detailed urban design and a shadow study for the proposed buildings;
 - b) Detailed design for parking, landscaping, pedestrian/cycling traffic and vehicular access/egress;
 - c) Detailed engineering for water, sewer and stormwater management; and
 - d) A Geotechnical Analysis to examine the stability of slope feature and recommendations for any required construction measures, buffers and/or mitigation measures.
28. In addition, the applicant has agreed to grant the lands from the toe-of-slope north to Highway 400 to the City of Barrie as Environmental Protection lands at the time of Site Plan Control. The formal line of Environmental Protection land will be determined in coordination with the applicant and NVCA.
29. In conclusion, staff are encouraged by the opportunity to achieve the land assembly and redevelopment of the subject lands as identified in the Georgian College Neighbourhood Strategy. Georgian College is an important community partner for the City and staff are supportive of providing housing opportunities for the student population that are within walking distance of the campus, are slightly removed from existing single detached residential neighbourhoods, and can be regulated in terms of building standards and fire safety.

ENVIRONMENTAL MATTERS

30. The following environmental matters have been considered in the development of the recommendation:
- a) An EIS was submitted and accepted by the City and NVCA that examined the top-of-bank, existing trees and vegetation on site; and
 - b) The applicant has agreed to grant lands to the City as Environmental Protection through the development process, including the NVCA regulated area and a maintenance easement if required.

ALTERNATIVES

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

Alternative #1 General Committee could maintain the existing zoning as Residential Single Detached (R1) (i.e. Status Quo).

This alternative is not recommended by staff. The single detached residential lots that are subject to this application are generally isolated from other residential development in the Planning Area. There are limited opportunities for land assembly that can achieve this type of project, in particular with the proximity for the target student population, without significantly impacting an existing residential neighbourhood. In addition, the redevelopment of the subject area for higher density residential units was contemplated by the Georgian College Neighbourhood Strategy.

Alternative #2 General Committee could approve the Residential Apartment Second Density (R2-2) zone without the Special Provisions (SP) requested by the applicant.

This alternative is not recommended by staff. The special provisions requested by the applicant include reduced parking for students and external locks for bedroom suites targeted for students. In addition to the data provided to support a reduced parking standard for the student population, the slope feature creates a significant challenge for surface parking. The applicant has identified that another level of structured parking area could be cost prohibitive for the project. With regard to the external locks for bedroom suites, it is common practice to allow privacy to individuals in a shared living situation, in particular if they are not previously acquainted. It should be noted that Staff have only recognized the reduction in parking and external locking as Special Provisions for the target student population.

FINANCIAL

32. The development concept identifies the potential for 300 – 4 bedroom apartment units. At 2013 rates, these units would produce taxes in the amount of approximately \$375,600.00. The taxes collected for the properties in 2013 total \$24,986.24, therefore the increased taxes would be \$350,613.76. Development Charges at current rates are \$17,803.00 per 4 bedroom apartment unit, for a total of \$5,340,900.00. No capital projects have been identified as a consequence of this project.

33. All costs associated with the provision of infrastructure to the site will be the responsibility of the owner, including the requirement to participate in the Georgian Drive Cost Sharing Agreement to contribute their fair share of costs associated with the provision of existing service infrastructure available on Georgian Drive. The development is proposed as a rental apartment complex, therefore snow removal/storage, garbage collection, the provision of parking and on-site amenities are the responsibility of the owner.

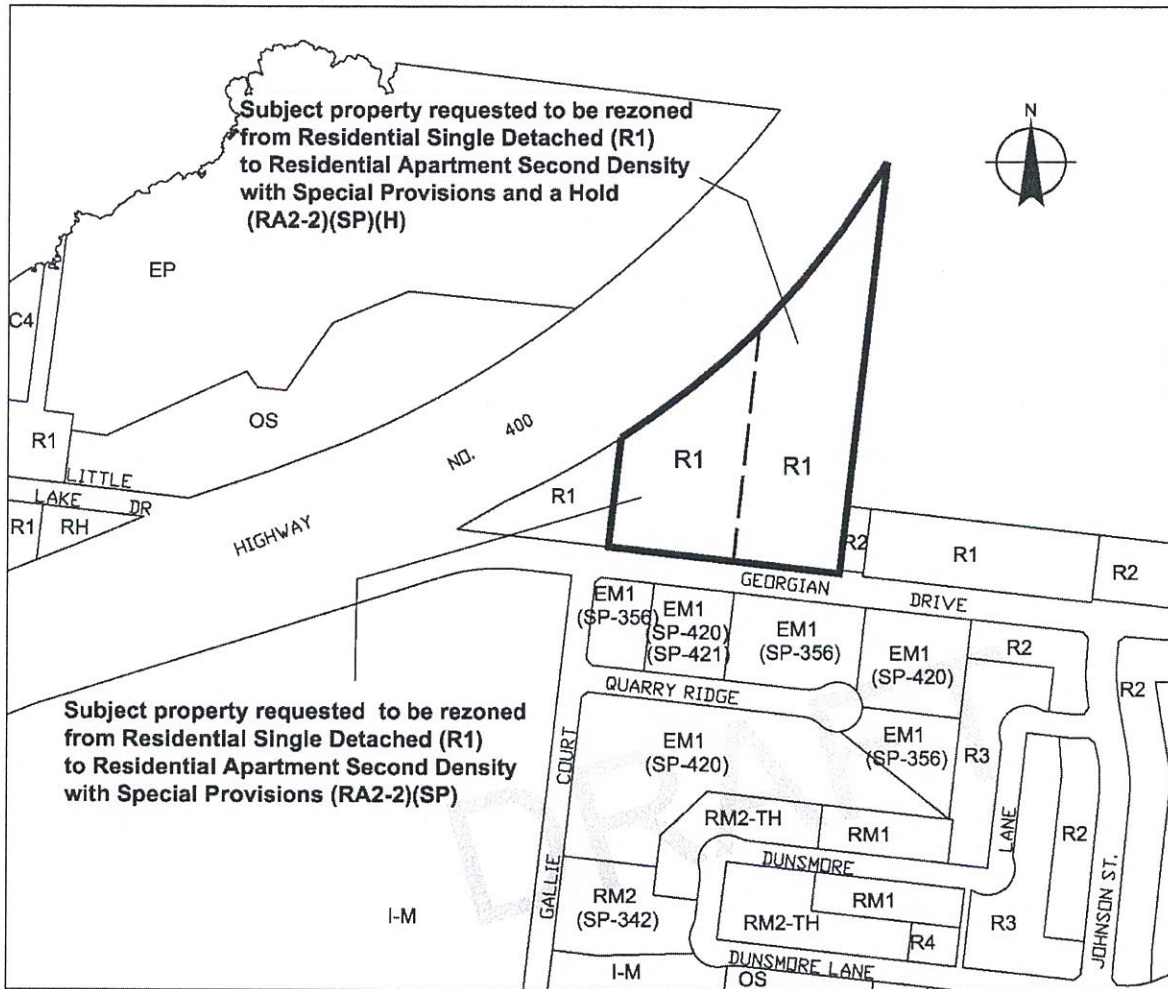
LINKAGE TO 2010-2014 COUNCIL STRATEGIC PLAN

34. The recommendations included in this Staff Report support the following goals identified in the 2010-2014 City Council Strategic Plan:
- Manage Growth and Protect the Environment
35. Ensuring that there is a safe, reliable form of housing available for the student population is an important aspect of a successful secondary school community. The redevelopment of the subject area for higher density residential units is expected to have limited impact on neighbouring community to the southeast. The slope feature and valleyland areas at the rear of the properties will be further evaluated by the applicant and the City through the detailed development process.

Attachment: Appendix "A" – Proposed Zoning By-law

APPENDIX "A"

Proposed Zoning By-law



D14-1567
F & I Investments Inc.