
TO: GENERAL COMMITTEE

SUBJECT: ZONING BY-LAW AMENDMENT – 27, 31, 33, 35, 41 AND 43 ESSA ROAD AND 259 AND 273 INNISFIL STREET

WARD: 8

PREPARED BY AND KEY CONTACT: C. KITSEMETRY, RPP, SENIOR PLANNER, EXT. 4430

SUBMITTED BY: C. MCLAREN, RPP, MANAGER OF PLANNING

EXECUTIVE DIRECTOR APPROVAL: M. BANFIELD, RPP, EXECUTIVE DIRECTOR OF DEVELOPMENT SERVICES

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

RECOMMENDED MOTION

1. That the Zoning By-law Amendment Application submitted by Innovative Planning Solutions, on behalf of Tonlu Holdings Limited, to rezone lands known municipally as 27, 31, 33, 35, 41 & 43 Essa Road and 259 & 273 Innisfil Street from the 'Light Industrial' (LI) and 'Central Area Commercial' (C1-1) zones to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) zone, be approved as illustrated in Appendix "A" attached to Staff Report DEV024-24.
2. That the Zoning By-law Amendment include special provisions to be permitted in the 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) zone as follows:
 - a) A minimum setback from the rail line of 15 metres is permitted, whereas 30 metres is required for the Meaford Subdivision rail corridor;
 - b) A parking standard of 0.8 parking spaces per residential unit is permitted, whereas 1.0 parking spaces per residential unit is required;
 - c) Whereas the standard permits height to a maximum of 10 metres (3-4 storeys) within 5 metres of the front lot line and the lot flankage, and a maximum of 45 metres (12-15 storeys) beyond 5 metres of the front lot line and the lot flankage, the special provisions permit building height as follows:
 - i) A maximum podium height of 20 metres (6 storeys); and,
 - ii) Tower heights to a maximum of 23 storeys (79 metres), 26 storeys (90 metres) and 39 storeys (127 metres) excluding mechanical penthouse and other exclusions as defined for the measurement of building height are permitted.
 - d) A minimum coverage of 2% of the lot area is required for commercial uses, whereas 50% is the required standard;

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- e) The 3 metre continuous landscape buffer along all side and rear lot lines is not required to be continuous, and is only required to be met along the side lot line that is the Innisfil Street frontage.
3. That the Holding symbol (H-YYY) be removed from site specific zoning 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) zone as shown in Appendix "A" attached to Staff Report DEV024-24, when the following has been submitted to the satisfaction of the Executive Director of Development Services:
 - a) A Certificate of Property Use and/or Record of Site Condition, as accepted by the Ministry of the Environment, Conservation and Parks under the Environmental Protection Act, prior to any site works or issuance of a Building Permit;
 - b) Confirmation of rail safety and noise mitigation from Metrolinx and the Barrie Collingwood Railway (BCRY), including any requirements to support the setback from the BCRY line as reduced by this By-law; and,
 - c) Incorporation of a publicly accessible trail to effectively extend Jacobs Terrace for direct community access to the Barrie Allandale Transit Terminal and Barrie Allandale GO service.
 4. That the written and oral submissions received relating to this application, have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including matters raised in those submissions and identified within Staff Report DEV024-24.
 5. That pursuant to Section 34 (17) of the *Planning Act*, no further public notification is required prior to the passing of this By-law.

PURPOSE & BACKGROUND

Report Summary

6. The purpose of this report is to recommend approval of a Zoning By-law Amendment application submitted by Innovative Planning Solutions, on behalf of Tonlu Holdings Limited, to rezone lands municipally known as 27, 31, 33, 35, 41 & 43 Essa Road and 259 & 273 Innisfil Street. The application is intended to facilitate a high density development in direct proximity to the Barrie Allandale Transit Terminal and Barrie Allandale GO service. The redevelopment of this section of the Allandale Centre Neighbourhood is a significant contribution to the local and regional transit network, and will also provide an important pedestrian/multi-modal link from Jacobs Terrace to the Terminal for residents in the approved and proposed high density residential projects west of Innisfil Street.
7. With the conclusion of the technical review and public consultation process, which included a Neighbourhood Meeting on July 6, 2021, and Public Meeting on November 23, 2021, staff have determined that the proposal has regard for matters of provincial interest as outlined in the *Planning Act*, is consistent with the Provincial Policy Statement (2020), conforms to the Growth Plan for the Greater Golden Horseshoe (2019), as amended, and to the City of Barrie Official Plan (2010) in effect at the time the application was submitted. As such, staff are recommending approval of the rezoning application as outlined in the draft by-law attached to Staff Report DEV024-24 as Appendix "A".

Development Proposal

8. The effect of the application, if approved, would facilitate the development of 1,259 residential apartment units in four (4) towers, proposed at 23 storeys, 26 storeys (two towers) and 39 storeys in height, with a six (6) storey parking podium. A private drive isle is proposed adjacent the rail corridor for vehicular access to the site from Innisfil Street and a publicly accessible trail shall be incorporated to provide an effective and direct pedestrian route to the Barrie Allandale Transit Terminal for residents in the new high density developments proposed west of Innisfil Street on Jacobs Terrace as well as those in the potential redevelopment sites in the existing Allandale Centre Neighbourhood.
9. Through consultation with Planning staff, the application was revised to expand the existing 'Central Area Commercial' (C1-1) zone to the entirety of the site instead of changing both the C1-1 and the 'Light Industrial' (LI) zone to the 'Transition Centre Commercial' (C2-2) zone as originally requested. Staff support this change as the standards for the C1 zone are more flexible for high density built form, and are more reflective of the City's policy direction for development in direct proximity to the Barrie Allandale Transit Terminal. Notwithstanding the base zone, the concept proposed by the owner/applicant, attached to Staff Report DEV024-24 as Appendix "B", will still require special provisions to facilitate the development. These special provisions are described in more detail in the Zoning section of Staff Report DEV024-24.
10. Staff have evaluated the redevelopment of this site using the principles and policy direction of City of Barrie Official Plan (2010), which was in effect at the time the application was submitted. In the Official Plan (2010), the site is designated as 'City Centre', and located in the 'Urban Growth Centre', therefore targeted for intensification, which is further supported by the direct proximity to the Barrie Allandale Transit Terminal and Barrie Allandale GO Station.

Site and Location

11. The subject lands are reflective of a land consolidation that has created an irregular shaped parcel, located to the north of Essa Road, east of Innisfil Street, and south of the Meaford Subdivision rail corridor of the Barrie Collingwood Railway (BCRY). After the dedication of required road widenings, the site is approximately 1.73 hectares in size, and has frontage on both Essa Road and Innisfil Street.

The immediate surrounding land uses include:

- North** BCRY, existing residential uses
- East** Essa Road, Barrie Allandale Transit Terminal, existing commercial uses
- South** Existing commercial and institutional uses, Essa Road
- West** Innisfil Street, proposed high density residential uses, existing residential uses



Existing Policy

12. The application to request an amendment to the Zoning By-law for a change in use on the subject lands was submitted prior to the approval of the City's new Official Plan on April 11, 2023. Therefore, subject to the established transition provisions for active applications, review of this rezoning application is under the policy direction of the City's former Official Plan (2010).
13. In Official Plan (2010), the subject lands are identified as 'City Centre' on Schedule A – Land Use, within the 'Urban Growth Centre' on Schedule I – Intensification and identified as part of the Allandale Centre Neighbourhood on Schedule B – Planning Areas. The current zoning is 'Central Area Commercial' (C1-1) and 'Light Industrial' (LI) in the City's Comprehensive Zoning By-law 2009-141, as amended.

Background Studies

14. In support of the application, the following plans, reports, and studies were submitted. Details of the application and submission materials are available online on the City's Development Projects webpage under [Ward 8 – 41 & 43 Essa Road and 259 & 273 Innisfil Street](#).
 - a) Planning Rationale (Innovative Planning Solutions) September 2021, Updated June 2023
 - i) Letter confirming revision to application to expand the 'City Centre Commercial' (C1-1) zone for the entirety of the property, rather than the 'Transition Centre Commercial' zone identified in the original application. (Innovative Planning Solutions) October 13, 2023
 - ii) Letter with additional justification for the viability of the reduced commercial component and resulting unit size. (Tonlu Properties) April 11, 2024
 - b) Urban Design Report (Innovative Planning Solutions) September 2021, Updated June 2023
 - c) Shadow Study (Architecture Unfolded) June 21, 2021, Updated June 2023
 - d) Traffic Impact Study (GHD) September 20, 2021, Updated April 19, 2023
 - e) Rail Safety Assessment Report (Stantec) September 2021, Updated June 13, 2023
 - f) Structural Train Derailment Review Letter (Jablonsky, Ast and Partners) August 11, 2021
 - g) Environmental Noise and Vibration Feasibility Assessment (Gradient Wind) September 21, 2021, Updated November 2, 2022, June 13, 2023
 - h) Functional Servicing Report (Tatham Engineering) September 17, 2021, Updated April 27, 2023

- i) Water Distribution System Modeling and Analysis (Tatham Engineering) May 4, 2023
- j) Preliminary Geotechnical Investigation Report (DS Consultants Ltd.) July 7, 2021
- k) Hydrogeological Investigation (DS Consultants Ltd.) September 13, 2021
- l) Tree Inventory and Preservation Plan Report (Kuntz Forestry Consulting Inc.) June 21, 2021, Updated July 26, 2021, August 17, 2021, November 3, 2022, April 24, 2023
- m) Pedestrian Level Wind and Microclimate Study (Gradient Wind) September 21, 2021, Updated April 6, 2023
- n) Energy Conservation Report (Ecovert Sustainability Consultants) September 22, 2021
- o) Illumination Study (Visual) September 2, 2021
- p) Phase I Environmental Site Assessment – 259 and 273 Innisfil Street (G2S Environmental Consulting Inc.) February 6, 2018
- q) Phase 1 Environmental Site Assessment – 41 and 43 Essa Road (Azimuth Environmental Consulting, Inc.) July 31, 2020
- r) Phase II Environmental Site Assessment – 41 and 43 Essa Road (Azimuth Environmental Consulting, Inc.) August 31, 2020
- s) Phase II Environmental Site Assessment – 27 – 43 Essa Road and 259 - 273 Innisfil Street (Azimuth Environmental Consulting, Inc.) October 2022

Public Consultation

- 15. A Neighbourhood Meeting was held virtually on July 6, 2021 in coordination with an application by the same developer for the properties located at [17 & 27 Jacobs Terrace](#) (D30-013-2021). The meeting was held virtually and had approximately 61 attendees including Ward 8 Councillor Jim Harris, Planning staff, the owner/applicant, and their consulting team.
- 16. A statutory Public Meeting was held on November 23, 2021, to present the subject application to Planning Committee and the public. Committee heard verbal comments from six (6) members of the public. Staff have also received general inquiries and emails in response to this proposed development.
- 17. The comments and concerns expressed by the public at both the neighbourhood meeting and the public meeting, as well as those received in writing related to this proposal, are outlined in the Public Comments section of Staff Report DEV024-24. This list provides a summary of the comments as well as a corresponding response from staff to demonstrate that the issues have been considered in the review of this application to the greatest extent possible.

Public Comments

- 18. **Traffic** - Questions were raised regarding the potential impacts of increased traffic and capacity of the existing road network.

Staff acknowledge that Essa Road is a high traffic corridor. The service level for traffic in this area will be impacted by new development, but it is within an acceptable level for an urban context. A Traffic Impact Study (TIS) was received, and has been updated as required to support the application and subsequent revisions to the concept to the satisfaction of staff. This study evaluated existing and future conditions for traffic generated by new development. Any improvements that are required to accommodate vehicular, multimodal, and pedestrian traffic to facilitate this development will be part of detailed design at the Site Plan Control stage of the process.
- 19. **Building Height, Density and Tower Location** - Concern was raised regarding the proposed height and transition of the development into the existing neighbourhood.

The 'Urban Growth Centre' is the target location for high density development in the City. Staff are fully supportive of the redevelopment of this site for predominately residential use in direct proximity to the Barrie Allandale Transit Terminal and Barrie Allandale GO service. The concept, attached as Appendix "B" to Staff Report DEV024-24, includes the type of built form and density that generally represents the urban design objectives of the City.

In addition, a comprehensive architectural design package and technical studies, including a Shadow Study and a Pedestrian Level Wind and Microclimate Study have been prepared to demonstrate that there will be no adverse impacts on adjacent lands. The proposal will be subject to detailed review through the Site Plan Control process.

20. **Amenity Areas, Open Space/Landscaping** - Question was raised about the amount of green space on the site, and general amenity areas for future residents.

The current concept provides amenity areas for future residents in the form of rooftop areas, indoor space, and some pockets of privately owned public space at the Essa Road frontage and on Innisfil Street. In addition, mitigation measures related to the required setback from the rail line will be incorporated into the plan which generally have a landscape element. Staff will confirm the provision of amenities and review the detailed landscaping plans at the Site Plan Control stage of the process.

21. **Unit Size, Type, Affordability, Short Term Rental** - Questions were raised about the proposed unit sizes, target market and potential for units being used for short term rentals.

The applicant has advised that the proposed development will facilitate a high-density housing built form with a mix of unit types that will accommodate a variety of household sizes and incomes. Staff concur with the inference that this development will positively contribute to providing more housing options in the City, and more specifically in this neighbourhood as it has direct access to the Barrie Allandale Transit Terminal and Barrie Allandale GO service. At the time of writing this report, the tenure for the development is anticipated to be condominium.

Department and Agency Comments

22. The subject application was circulated to staff in various departments and to external agencies for review and comment. Unless otherwise noted below, no objections or concerns were raised with the rezoning of the site for high density residential use.
23. **Development Services – Approvals** staff have reviewed the Functional Servicing Report submitted to support the proposed Zoning By-law Amendment and concur it generally demonstrates that adequate services (i.e., water, sanitary, storm) will be available for the subject development. Servicing will be reviewed further through subsequent detailed design submission. The owner shall be responsible for the provision of all works and services, including connection to the existing municipal services, in accordance with current City of Barrie development standards and policies, and to the satisfaction of the municipality.
24. **Development Services – Parks Planning** staff advised of no concerns with the proposed Zoning By-law Amendment, with the exception of removing the landscape buffer requirement for the lands fronting on Innisfil Street. The general guideline for a landscape buffer adjacent a collector road is 6 metres, and a minimum 3 metre landscape buffer is required for street trees to be successful. By including this buffer and the recommended street trees on the Innisfil Street frontage, the streetscape will assist with the transition of the proposed development into the existing neighbourhood. If approved, technical matters such as detailed landscaping, provision of amenity

areas, preservation of boundary trees and fencing requirements will be addressed through the subsequent Site Plan Control application.

25. **Development Services – Transportation Planning** staff are supportive of the proposed reduction in the parking standard to 0.8 parking spaces per residential unit. This standard is justified through the Traffic Impact Study (TIS) analysis, and is representative of the policy direction of the City to encourage decreased vehicular dependence, promote increased transit use and support for multi-modal transportation alternatives.

The position of staff has been that no vehicular access will be permitted to Essa Road, as illustrated in the Conceptual Site Plan attached to Staff Report DEV024-24 as Appendix “B”. This is due to the offset of the Essa Road – Gowen Street intersection, the proximity of the rail signals, safety concerns for the bus lay-by lane, and to limit the general impact of accesses to/from arterial roads. It should be noted that the conclusion of the Transportation Impact Study (TIS) indicates that the access is not formally required for this development to function at an acceptable level of service with access from Innisfil Street. However, at the request of the owner/applicant and their consulting team, City staff continue to discuss options for a vehicular connection from Essa Road. At the time of completing this report, a final decision has not been made regarding the potential expansion of the intersection of Essa Road and Gowen Street for vehicular access into the site. Access(es), as well as the internal vehicular, pedestrian, and multimodal traffic movement will be confirmed during the detailed design process as part of the Site Plan Control application.

In addition, dedication of a 7.5 metre road allowance and 2 metre protection area is required for the Essa Road frontage, and a 3.5 metre road allowance is required to be dedicated along the Innisfil Street frontage.

26. **Transit Operations** staff strongly encourage the incorporation of a publicly accessible trail to link the Barrie Allandale Transit Terminal to Innisfil Street. Staff also encourage limiting vehicular access to Essa Road in proximity to the planned bus lay-by lane to protect the safety of the ridership crossing the intersection to the Barrie Allandale Transit Terminal.
27. The City’s **Fire and Emergency Services Department** advised that they have no comments on the proposed rezoning. If approved, locations of the building exits, primary entrance, fire hydrant, fire access route, site servicing and fire department connection will be reviewed as part of the subsequent Site Plan Control application. In addition, the Fire Flow Analysis Calculation is to be confirmed with final site design.
28. **Environmental Risk Management and Environmental Compliance** staff have identified that the site is located within Well Head Protection Area B & C, an Issues Contributing Area for Chloride and Sodium, a Significant Groundwater Recharge Area, a Highly Vulnerable Aquifer and is in the 250 metre buffer of a site flagged with suspected contaminants. In this regard, a Record of Site Condition (RSC) as well as a subsurface investigation is required and must be compared to Table 2: Full Depth Generic Site Condition Standards in a Potable Ground Water Condition to determine appropriate groundwater and soil management methods and contingency disposal methods.

Comments were also provided to ensure there is no permanent dewatering being proposed, and that a foundation methodology will need to be confirmed at the time of detailed design to ensure that building supports do not puncture the municipal aquifer.

29. Staff from **Engineering Standards on behalf of the Barrie Collingwood Railway (BCRY) in association with a peer review team**, have confirmed that although the Meaford Subdivision of BCRY requires a minimum setback of 30 metres from the rail line to the building face, 15 metres

could be applied provided mitigation measures are implemented. These measures will be confirmed at the time of Site Plan Control and/or at the time of submission of materials to remove the Hold (H-YYY) provision to the satisfaction of the Executive Director of Development Services as outlined in Recommendation 3. b) of Staff Report DEV024-24.

POLICY ANALYSIS

30. The following provides a review of the applications in accordance with applicable Provincial and municipal policy documents.

Provincial Policy Statement (2020) (PPS)

31. The Provincial Policy Statement (2020) (PPS) provides policy direction on matters of provincial interest related to land use planning and development and sets the policy foundation for managing growth for regulating the development and use of land. The PPS can be found in its entirety at the following link: <https://www.ontario.ca/page/provincial-policy-statement-2020>
32. The PPS further states that new development should occur adjacent to and within existing built-up areas, have a compact form, mix of uses and densities that allow for the efficient use of land, planned infrastructure and public service facilities (i.e., transit) to accommodate projected needs. Intensification and redevelopment are also promoted to meet projected population growth for the next 30 years.
33. The proposed development is consistent with the PPS as the lands are within built boundary of this community and the redevelopment of these lands promotes intensification in the 'Urban Growth Centre'. The proposed development aligns with the policies of a healthy, livable, and compact community and would be serviced by existing municipal infrastructure and services, thereby representing efficient and cost-effective development.
34. Although not included in detail, staff have reviewed the relevant policies and are of the opinion that the development is consistent with the applicable policies of the Provincial Policy Statement (2020).

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

35. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), as amended (Growth Plan) is the Ontario government's initiative to plan for growth and development in a way that supports economic prosperity, protects the environment and natural resources, and helps communities achieve a high quality of life. It provides a framework for implementing Ontario's vision for building strong, prosperous communities by managing growth and it establishes the long-term framework for where and how the region will grow. The Growth Plan can be found in its entirety at the following link: <https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>.
36. The Growth Plan is intended to provide direction for municipalities in areas related to intensification of existing built-up areas with a focus on strategic growth areas, including 'Urban Growth Centre's and major transit station areas. The primary focus of the plan is on building complete communities that are well-designed to meet people's daily needs, offer transportation choices, accommodate people at all stages of life by providing an appropriate mix of jobs, local services, public service facilities and a full range and mix of housing options to meet various incomes and household sizes.
37. The Growth Plan further requires that by the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, 50% of all residential development occurring

annually within the City must be within the existing built boundary. In addition, the Growth Plan promotes the wise management of resources through the utilization of existing services and transportation infrastructure.

38. The proposed amendment will permit the development of high density residential development in the existing built boundary, more specifically the designated 'Urban Growth Centre' at an estimated density of approximately 728 residential units per hectare. The development is proposed to utilize existing/planned municipal servicing infrastructure, public facilities, and is in direct proximity to the local and regional transit network. High density development at this location will contribute to the City's intensification targets required by the Growth Plan and enhance our goal to create a complete community. The residential density for this neighbourhood area would be increased from 15.91 residential units per hectare to 39.46 residential units per hectare by development of the proposed high rise built form, as further detailed in the Residential Density Analysis included as Appendix "D" to Staff Report DEV024-24.
39. Based on the foregoing, staff are of the opinion that the proposed development conforms to the Growth Plan as it contributes to the residential growth in the 'Urban Growth Centre', will utilize available and planned infrastructure, supports the downtown and has direct access to both municipal and regional transit services.

City of Barrie Official Plan (2010)

40. The Official Plan provides guidance for the 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.
41. The subject lands are designated 'City Centre' as identified on Schedule A – Land Use and are part of the 'Urban Growth Centre' outlined on Schedule I – Intensification in the City's Official Plan (2010). The 'City Centre' designation is intended to promote a mix of land uses including commercial; cultural and institutional uses; leisure and recreational uses; major office uses and all levels of government and special purpose agencies. It is also a general policy of the Official Plan to promote the creation of residential units in conjunction with other uses within this area.

Affordable Housing

42. Section 3.3.2.2 identifies the goal to achieve a minimum target of 10% of all new housing units to be affordable. Although there are no formally recognized affordable units identified for this site, this project may assist with overall affordability, as apartments are generally a more attainable form of housing for prospective homebuyers, thereby increasing affordable options in the area.

Energy Conservation and Renewable Energy Systems

43. 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 development conforms to this policy as it provides opportunities for future residents and occupants to support active transportation and transit use, as well as an anticipated reduction in vehicular use due to recommended standard of 0.8 parking spaces per unit. In addition, the compact built form supports energy conservation. Further sustainable design and development strategies will be reviewed upon the submission of a Site Plan Control application.

Intensification Policies

44. Section 4.2.2.6 of the Official Plan states that residential intensification shall be focused in the Urban Growth Centre, Intensification Nodes, Intensification Corridors, and the Major Transit Station Areas identified by the Official Plan. Intensification is intended to promote 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.
45. The subject lands are located within the 'Urban Growth Centre' and with the concept proposed will provide 1259 residential units, making the density an estimated 728 residential units per hectare for this site. A Residential Density Analysis is included as Appendix "D" to Staff Report DEV024-24, which calculates the current residential density of the neighbourhood area at 15.91 residential units per hectare. With the addition of this proposal, that density is increased to 39.46 residential units per hectare. Staff consider the opportunity to increase the residential presence in the 'Urban Growth Centre' to be consistent with the intent of the minimum target densities anticipated by the Official Plan (2010) for intensification at 150 persons and jobs combined per hectare.

The 'City Centre'

46. Section 4.3.2.2 of the Official Plan encourages a variety of residential housing types at medium and high densities within the 'City Centre' to increase the resident population, provide live/work opportunities, ensure the downtown is used after business hours and create a local market for convenience and service goods. The area is comprised of the traditional central business district, historic downtown as well as some of the City's older residential areas.
47. The 'City Centre' is recognized as a strategic priority in terms of focusing community interest and investment to encourage land use, infrastructure, and linkages with the waterfront. In this case, the location of the proposed change in land use to high density, significantly contributes to the residential population that have direct access to the Barrie Allandale Transit Terminal and the Barrie Allandale GO service.

Urban Design Guidelines

48. Policy 6.5.2.3 [(a) to (k)] identifies guidelines for the 'City Centre' focusing on high quality buildings, public space and streetscape design, pedestrian-oriented development, consideration of viewsheds to the lake, and enhancing visual and physical connectivity to the waterfront. Staff generally concur that the concept conforms to these high-level guidelines, with the final plan to be confirmed with detailed design at the time Site Plan Control.

Tall Building and Height Control (Section 6.6)

49. Section 6.6 of the Official Plan requires that innovative architectural design be used 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 underground or at the rear of buildings with appropriate screening.
50. Through the review process, the Conceptual Site Plan, attached to Staff Report DEV024-24 as Appendix "B" has generally been accepted by staff as representing the design objectives of the City as briefly outlined in Section 6.6 of the Official Plan (2010). Minor modifications to the orientation of the towers to mitigate shadow impacts and view corridors to the waterfront were

considered, as well as technical studies submitted in support of this application including a Pedestrian Level Wind and Microclimate Study and Energy Conservation Report. Details of the final site design will be confirmed at the time of Site Plan Control.

51. Based on the foregoing, staff are of the opinion that the proposed development conforms with the Official Plan (2010).

City of Barrie Comprehensive Zoning By-law 2009-141

52. As noted above, the application proposes to change the principle of land use on the site from 'Central Area Commercial' (C1-1) and 'Light Industrial' (LI) to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) in Comprehensive Zoning By-law 2009-141 as amended. Zoning By-law 2009-141 can be found in its entirety at the following link: <https://www.barrie.ca/planning-building-infrastructure/development-planning/zoning-land-use>.

Zoning Rationale for Special Provisions (SP)

53. The change in zone is to facilitate the revised development concept proposed for four (4) towers, ranging in height from 23 storeys to 39 storeys to support 1259 residential apartment units on a six (6) storey parking podium(s). The table below illustrates the required zone standards and the proposed site specific zone provisions to facilitate the proposed development in the 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) zone:

Standard	General / C1-1 Zone	Proposed (SP)
Minimum Setback From Rail Lines	30m	15m
Parking	1 space per residential unit in the 'Urban Growth Centre'	0.8 spaces per residential unit
Maximum Building Height	10m within 5m of the front lot line and the lot flankage, 45m beyond 5m of the front lot line and the lot flankage	A maximum podium height of 20m (6 storeys); and, Tower heights to a maximum of 23 storeys (79m), 26 storeys (90m) and 39 storeys (127m) are permitted.
Minimum Coverage for Commercial uses (% of lot area)	50%	2%
Minimum Landscape Buffer	Continuous 3m buffer on all side and rear lot lines	Buffer is not required to be continuous, and is only required to be met along the side lot line that is the Innisfil Street frontage

54. **A minimum setback from the rail line of 15 metres is permitted.** The owner/applicant has submitted Detailed Rail Safety Analysis that has been investigated and peer reviewed on behalf of BCRY. Staff are confident that the request to reduce the setback to 15 metres, in coordination with mitigation measures can be accepted. The required provisions associated with Safety, Noise and Vibration on behalf of both BCRY and Metrolinx will be implemented at the time of detailed design and prior to the removal of the Hold (H-YYY) provision as noted in Recommendation 3. b) to Staff Report DEV024-24.
55. **A reduced parking standard of 0.8 parking spaces per residential unit is permitted.** Staff are supportive of the proposed reduction in the parking standard to 0.8 parking spaces per residential unit. This standard is justified through the TIS analysis, and is representative of the policy direction of the City to encourage decreased vehicular dependence, increased transit use and support for multi-modal transportation alternatives. This reduction is further encouraged due to the direct proximity of the Barrie Allandale Transit Terminal.
56. **A provision to permit buildings with a maximum podium height of 20 metres (6 storeys); and Tower heights to a maximum of 23 storeys (79 metres), 26 storeys (90 metres) and 39 storeys (127 metres).** The site specific height permissions are being recommended to facilitate the concept proposed by the owner/applicant for redevelopment of this site, attached to Staff Report DEV024-24 as Appendix "B", illustrated in the Proposed Elevations and Renderings attached as Appendix "C-1" and Appendix "C-2" respectively. Staff acknowledge that the concept as revised is in general conformity with the City's urban design guidelines by minor modifications to the orientation of the towers, introducing mid-block connections and transition of tower height.

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57. **A minimum of 2% of the lot area for commercial space.** Staff have identified the Essa Road frontage as a priority for the incorporation of commercial space into this development to provide the mix of uses anticipated in the 'Urban Growth Centre'. The owner/applicant has provided support for the smaller unit size and flexibility of the commercial area identified in the concept attached to Staff Report DEV024-24 as Appendix "B". Staff are satisfied with the exposure of commercial uses at the Essa Road location, and encourage the development of the streetscape of Innisfil Street to transition into the existing neighbourhood.
58. **The 3 metre continuous landscape buffer along all side and rear lot lines is not required to be continuous, and is only required to be met along the side lot line that is the Innisfil Street frontage.** Staff agree with the request to remove the requirement for a continuous buffer, due to the irregular shape and size of this development. The property represents a land consolidation, generally framed by roads, the rear of existing commercial and institutional uses, and the BCRY rail line. Parks Planning staff have identified that the 3 metre buffer should be maintained as a requirement only for the Innisfil Street frontage. This buffer will ensure the success of street trees on this collector road, which is generally requested to have a 6 metre landscape buffer, as well as aid in the transition of this development into the existing neighbourhood.

Holding Provision

59. Staff are recommending that the Holding symbol (H-YYY) be removed from site specific zoning 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) zone as shown in Appendix "A" attached to Staff Report DEV024-24, when the following has been submitted to the satisfaction of the Executive Director of Development Services:
- a) A Certificate of Property Use and/or Record of Site Condition, as accepted by the Ministry of the Environment, Conservation and Parks under the Environmental Protection Act, prior to any site works or issuance of a Building Permit;
- Due to the current 'Light Industrial' (LI) zone, it is a standard requirement under the *Environmental Protection Act*, that a Record of Site Condition is required to be filed with the Ministry of the Environment, Conservation and Parks (MECP) to verify the site is free of contaminants and/or can be mitigated to the extent required to permit a more sensitive land use at this location.
- b) Confirmation of rail safety and noise mitigation from Metrolinx and the Barrie Collingwood Railway (BCRY), including any requirements to support the setback from the BCRY line as reduced by this By-law; and,
- It is anticipated that the any required mitigation measures for the BCRY rail line, as well as any potential impacts from the proximity to the Barrie Allandale GO station, will be incorporated into the detailed design of the site at the time of Site Plan Control, including but not limited to warning clauses, fencing and landscape elements.
- c) Incorporation of a publicly accessible trail to effectively extend Jacobs Terrace for direct community access to the Barrie Allandale Transit Terminal and Barrie Allandale GO service.
- A direct path of travel to the Barrie Allandale Transit Terminal is essential for accessing transit options by both the existing and new residents anticipated from the high density development projects currently approved on Jacobs Terrace, as well as the potential for additional redevelopment opportunities in the Allandale Centre Neighbourhood.

Site Plan Control

60. Subject to Council approval of the proposed zoning by-law amendment for the subject lands to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY), the proposed development would proceed to Site Plan Control per Section 41 of the *Planning Act* and in accordance with By-law 99-312. Site Plan Control will address the detailed development and design of site with regard to built form, setbacks, building orientation/placement/massing, parking, landscaping, and lighting of the proposed development in accordance with current policy, standards, and design guidelines. In addition, specific to this project, additional study is anticipated to confirm mitigation requirements for the reduced rail setback, vehicular and multi-modal traffic circulation, municipal water and sewer capacity, and the removal of the Hold provision prior to finalizing the Site Plan process.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

61. There are no environmental and/or climate change impact matters related to the recommendation.

ALTERNATIVES

62. The following alternative is available for consideration by General Committee:

Alternative #1 General Committee could deny the request to rezone the subject lands from 'Light Industrial' (LI) and 'Central Area Commercial' (C1-1) to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) to permit the proposed residential development.

This alternative is not recommended as the redevelopment and intensification of properties in the 'Urban Growth Centre' as identified in Official Plan (2010), and more specifically in proximity to the Barrie Allandale Transit Terminal and Barrie Allandale GO service, is a significant growth opportunity for the City and will contribute to the mix of residential units available to this community.

Alternative #2 General Committee could approve the change in land use from 'Light Industrial' (LI) and 'Central Area Commercial' (C1-1) to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) to facilitate residential use but alter the Special Provisions identified for the concept presented for consideration with this application, such as the proposed standards for increased height, setbacks or reduced parking associated with the development of residential units at this location.

Although this alternative is available, it is not recommended. The site specific provisions have been generally based on the concept submitted in support of these applications, attached to Staff Report DEV024-24 as Appendix "B". Removal or alteration to the site specific standards recommended by staff could permit an alternative concept that does not meet the basic parameters of the City's design guidelines.

FINANCIAL

63. The proposed development will be subject to development charges, cash in lieu of parkland, an education levy as well as building permit fees as governed by legislation, regulations, and City by-

laws. All costs associated with the approval and development of the site would be the applicant's responsibility. The applicant would be responsible for all capital costs for any new infrastructure required within the development limits and any of the costs associated with upsizing municipal water and sewer mains already installed, and traffic turning lanes or signals if required.

LINKAGE TO 2022-2026 STRATEGIC PLAN

64. The recommendation(s) included in this Staff Report support the following goals identified in the 2022-2026 Strategic Plan:
- Affordable Place to Live
 - Thriving Communities
65. In accordance with Council's goals, the proposed development of residential apartment units will add the potential for more affordable and attainable housing options, and provide residential population in the 'Urban Growth Centre', as identified in Official Plan (2010), to support the Barrie Allandale Transit Terminal and Barrie Allandale GO service.

Attachments:

Appendix "A" – Draft Zoning By-law Amendment
Appendix "B" – Proposed Conceptual Site Plan
Appendix "C-1" – Proposed Building Elevations
Appendix "C-2" – Proposed Building Rendering
Appendix "D" – Residential Density Analysis

APPENDIX "A"

Draft Zoning By-law Amendment



Bill No. XXX

BY-LAW NUMBER 2024-XXX

A By-law of The Corporation of the City of Barrie to amend By-law 2009-141, a land use control by-law to regulate the use of land, and the erection, use, bulk, height, location and spacing of buildings and structures in the City of Barrie.

WHEREAS the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands known municipally as 27, 31, 33, 35, 41 & 43 Essa Road and 259 & 273 Innisfil Street as shown on Schedule "A" to this By-law from 'Central Area Commercial' (C1-1) and 'Light Industrial' (LI) to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY); and,

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 24-G-XXX.

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

1. **THAT** the zoning map be amended to change the zoning from 'Central Area Commercial' (C1-1) and 'Light Industrial' (LI) to 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) pursuant to Zoning By-law 2009-141, in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** notwithstanding the provisions set out in Table 4.5.8 – Rail Setbacks Standards in By-law 2009-141, a setback of 15 metres is permitted on lands zoned 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY).
3. **THAT** notwithstanding the provisions set out in Table 4.6 – Parking Standards in By-law 2009-141, a parking standard of 0.8 parking spaces per residential unit is permitted on lands zoned 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY).
4. **THAT** notwithstanding the provisions set out in Section 6.3.2 in By-law 2009-141, building height is permitted on the lands zoned 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) as follows:
 - a. A maximum podium height of 20.0 metres (6 storeys); and,
 - b. Tower heights to a maximum of 23 storeys (79.0 metres), 26 storeys (90.0 metres) and 39 storeys (127.0 metres) excluding mechanical penthouse and other exclusions as defined for the measurement of building height.



-
5. **THAT** notwithstanding the provisions set out in Section 6.3.2 in By-law 2009-141, a minimum coverage of 2% of the lot area is required for commercial uses on lands zoned 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY).
 6. **THAT** notwithstanding section 6.3.7.1 of By-law 2009-141, a minimum 3 metre wide landscape buffer along all side and rear lot lines is not required to be continuous, and is only required along the Innisfil Street lot line for lands zoned 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY).
 7. **THAT** the Holding symbol (H-YYY) can be removed from site specific zoning 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) as shown on Schedule "A" attached to this By-law, when the following has been submitted to the satisfaction of the Executive Director of Development Services:
 - a. A Certificate of Property Use and/or Record of Site Condition, as accepted by the Ministry of the Environment, Conservation and Parks under the Environmental Protection Act, prior to any site works or issuance of a Building Permit;
 - b. Confirmation of rail safety and noise mitigation from Metrolinx and the Barrie Collingwood Railway (BCRY), including any requirements to support the setback from the BCRY line as reduced by this By-law; and,
 - c. Incorporation of a publicly accessible trail to effectively extend Jacobs Terrace for direct community access to the Barrie Allandale Transit Terminal and Barrie Allandale GO service.
 8. **THAT** notwithstanding any severance, partition, or division of lands shown on Schedule "A", the provisions of this By-law shall apply to the whole of the lot zoned 'Central Area Commercial with Special Provisions, Hold' (C1-1)(SP-XXX)(H-YYY) as if no severance, partition, or division had occurred.
 9. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above-described lands shown on Schedule "A" to this Bylaw, shall apply to the said lands except as varied by this By-law.
 10. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

READ a first and second time this day of , 2024.

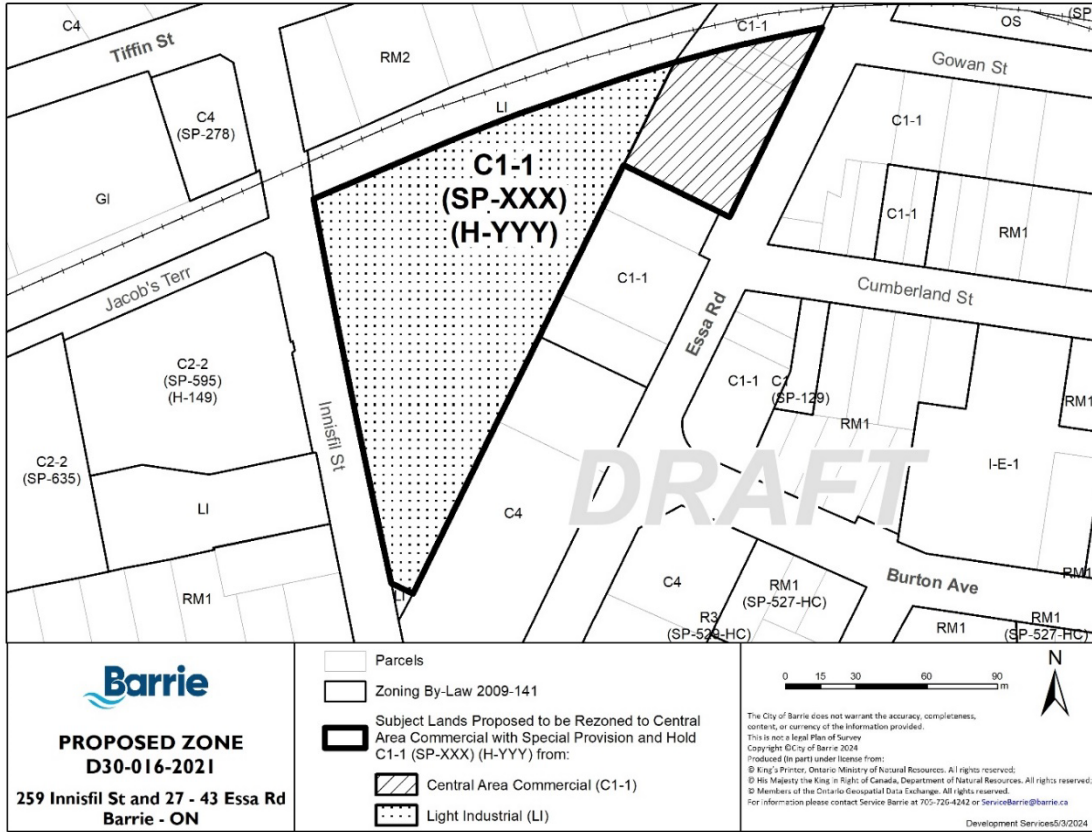
READ a third time and finally passed this day of , 2024.

THE CORPORATION OF THE CITY OF BARRIE

MAYOR – ALEX NUTTALL

CITY CLERK – WENDY COOKE

Schedule "A" attached to By-law 2024-XXX

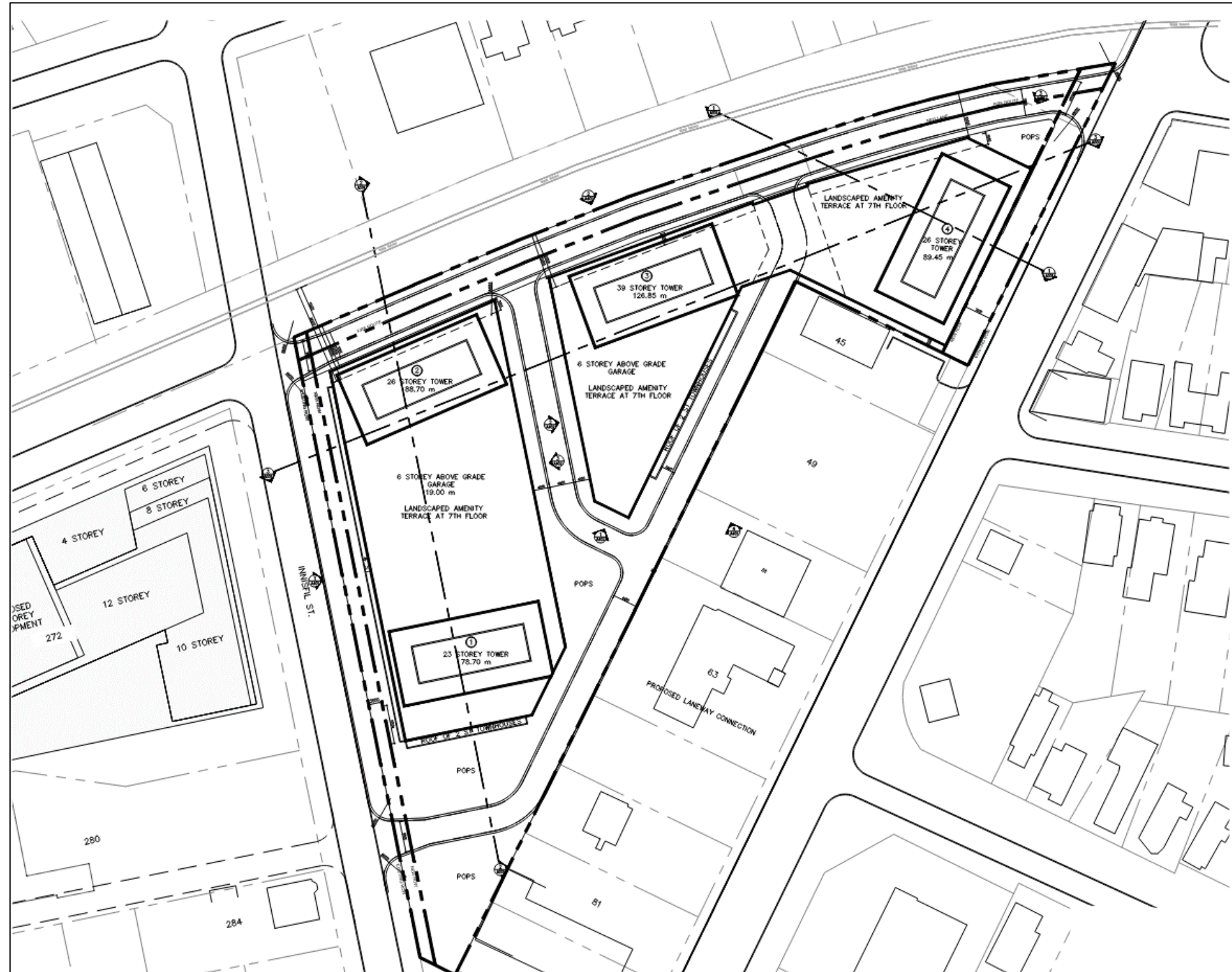


MAYOR – ALEX NUTTALL

CITY CLERK – WENDY COOKE

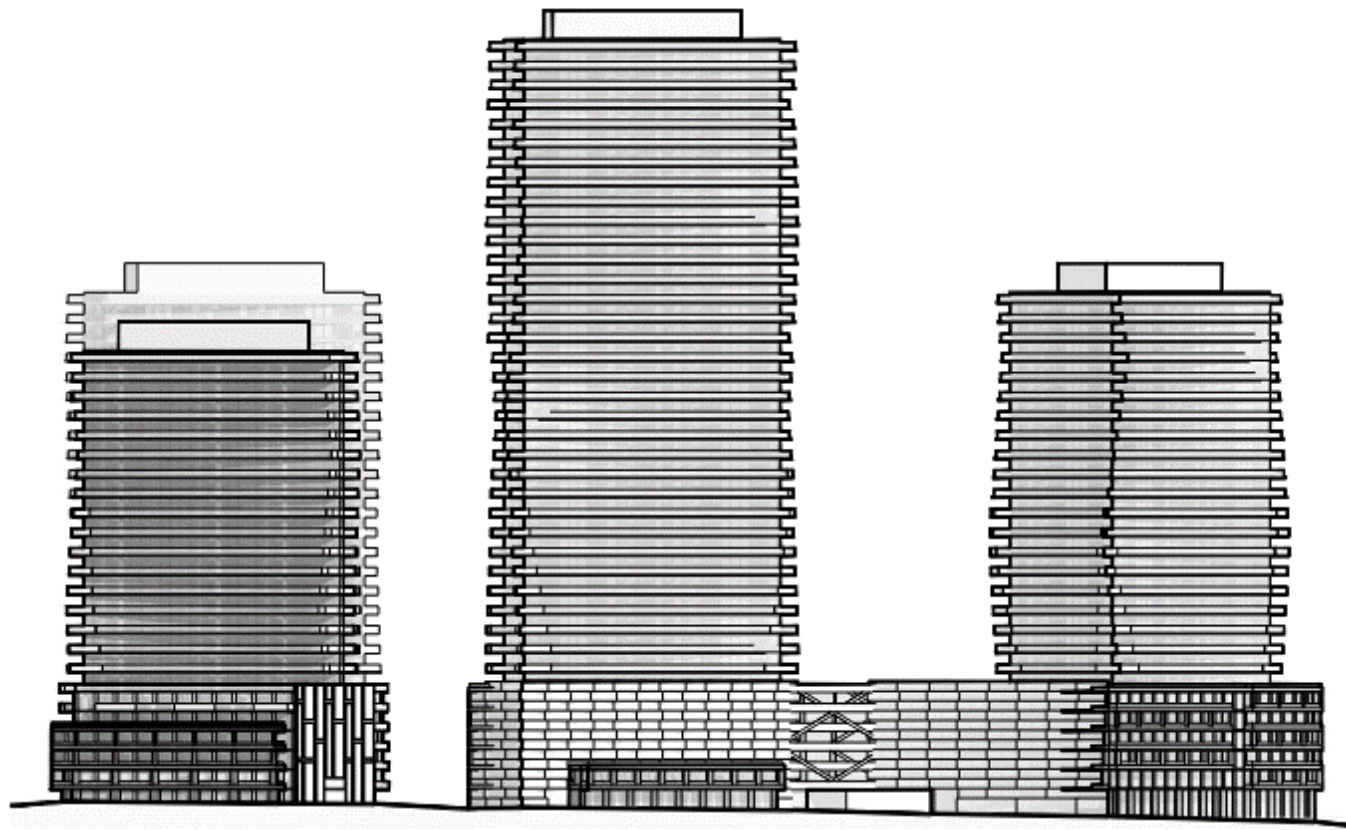
APPENDIX "B"

Proposed Conceptual Site Plan

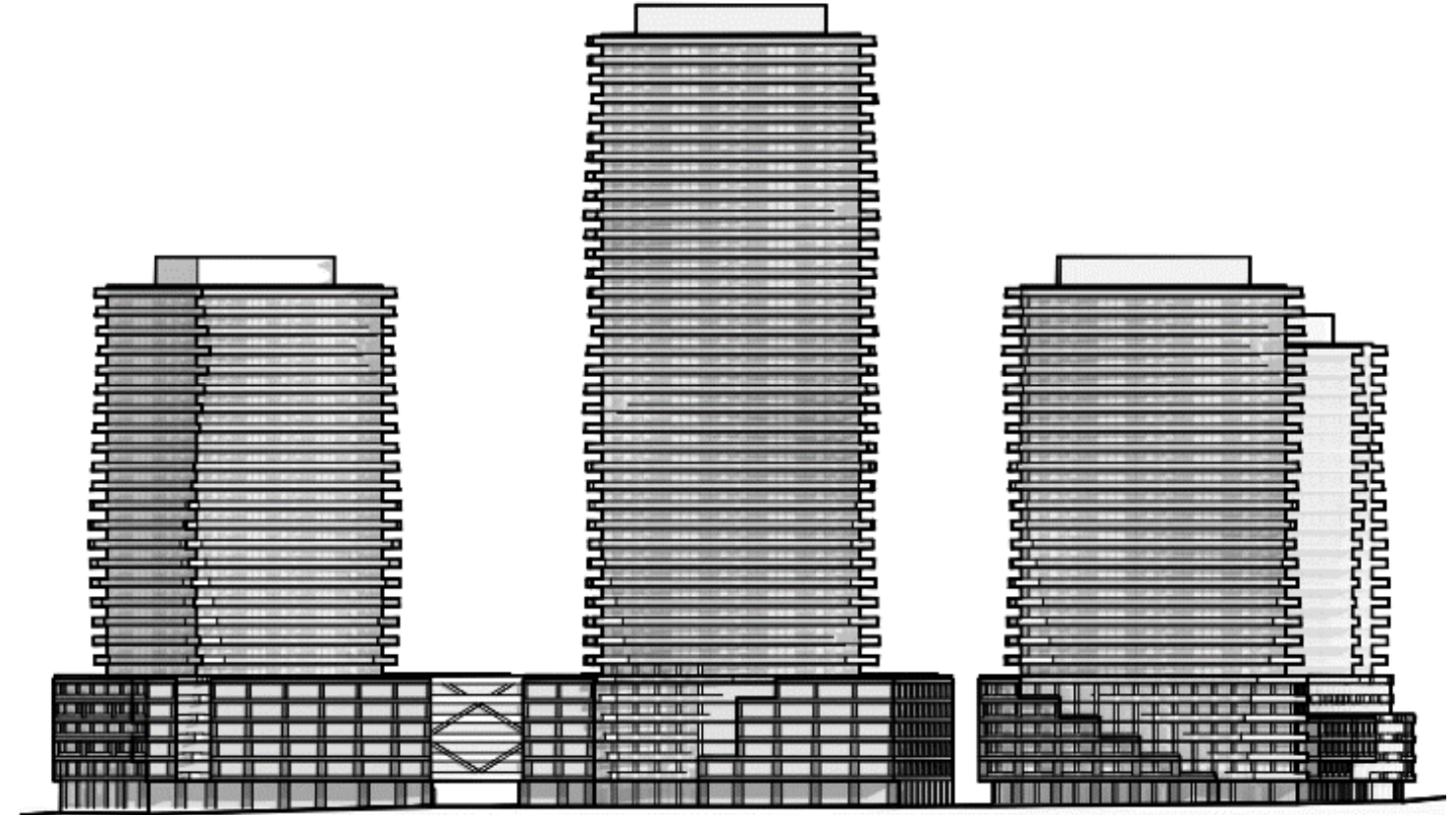


APPENDIX "C-1"

Proposed Building Elevations



North Elevation



South Elevation

APPENDIX "C-2"

Proposed Building Rendering



Figure 10. Aerial View Looking North

APPENDIX "D"

RESIDENTIAL DENSITY ANALYSIS

D30-016-2021

259 - 273 INNISFIL STREET AND 27 - 43 ESSA ROAD/ , BARRIE - ON

Total Study Area	73.66 ha
Total Developable Area - <i>Only residential</i> (Private properties)	41.64 ha
Total Developable Area - <i>All Residential and Non-Residential</i> (Private properties)	53.44 ha
Total Area Parks/ Open Space/SWM Ponds/Walkways/Laneways	4.97 ha
Total Area Roads right of way	15.25 ha

PROPERTY USAGE TYPE	Total Dwelling Units	Land Area (ha)	Residential Density Dwelling Units/ha
Single Dwelling Unit	384	24.84	15.46
*Including Second Suite			
Semis/ Duplex	138	4.97	27.77
Townhouse Dwelling Unit	7	0.14	49.48
Multiresidential/ Mixed- Use	321	5.22	61.53
Vacant residential and Commercial lands		2.79	
Vacant Industrial		2.48	
Non- residential areas(Commercial/ Industrial/ Institutional)		9.32	
Parks/ Open Space/ Walkway / Laneway		4.36	
Other Proposed Developments in the area			
D11-019-2022 - 272 Innifil Street <i>The concept under consideration includes a 17 storey apartment building with some ground floor podium units for a total of 333 residential units.</i>	333	0.70	475.14
D11-007-2020 (D30-030-2022) - 220 Bradford Street <i>Construction of a 14-storey (121 unit) apartment building with ground floor commercial use.</i>	121	0.34	353.29
D30-013-2021 - 17 - 27 Jacob's Terrace <i>Apartment building with a 4-storey podium and two (2) towers proposed at 19 storeys and 23 storeys in height, 504 residential units</i>	504	0.91	551.56
Subject Property 41-43 Essa Road / 259-273 Innisfil Street - D30-016-2021 <i>Application to facilitate the development of four (4) buildings with 5 - 6 storey podiums and tower heights at 23 storeys, 2 - 26 storeys, and 39 storeys. The development is proposed to include 1,259 residential apartments and some ground floor commercial use.</i>	1259	1.73	727.75
Current Residential Density <i>(Only Residential Lands included)</i>	850	41.64	20.41
Current Residential Density <i>(All Residential and Non- residential lands included)</i>	850	53.44	15.91
Projected Residential Density Including Proposal for Subject Lands <i>(Only Residential Lands included)</i>	2109	41.64	50.65
Projected Residential Density Including Proposal for Subject Lands <i>(All Residential and Non- residential lands included)</i>	2109	53.44	39.46
Projected Residential Density Including Proposal for Subject Lands and Other Proposed Developments in the Area <i>(Only Residential Lands included)</i>	3067	41.64	73.66
Projected Residential Density Including Proposal for Subject Lands and Other Proposed Developments in the Area <i>(All Residential and Non- residential lands included)</i>	3067	53.44	57.39

Prepared by: Development Services
Date: May 1, 2024

Note:

This Density Analysis is based on the Assessment Database.
MPAC property Code was used to identify the number of residential units in the Area.
Second Suite units registered in the area were also added; they were counted on their corresponding dwelling unit.
Areas for Parks/ Open Space/ SWM Ponds/ Roads and Laneways were not included in the density calculations.

