
TO: GENERAL COMMITTEE

SUBJECT: ZONING BY-LAW AMENDMENT APPLICATION – 369 & 379 ESSA ROAD

WARD: 6

PREPARED BY AND KEY CONTACT: STEVEN FARQUHARSON, BURPL, M.C.I.P., R.P.P., DEVELOPMENT PLANNER, EXT. #4478

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

GENERAL MANAGER APPROVAL: B. PARKIN, P.ENG. GENERAL MANAGER OF INFRASTRUCTURE, DEVELOPMENT & CULTURE (ACTING)

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

RECOMMENDED MOTION

1. That the Zoning By-law Amendment Application submitted by Innovative Planning Solutions Inc. on behalf of Sean Mason Homes to rezone lands known municipally as 369 & 379 Essa Road (Ward 6) from Residential Multiple Dwelling Second Density Special Provision 327(RM2)(SP-327) to Residential Multiple Dwelling Second Density Special Provision (RM2)(SP) be approved.
2. That the following Special Provisions be referenced in the implementing Zoning By-law for the subject lands:
 - a. Permit Tandem parking within garage
 - b. Permit a minimum density of 40 units per hectare.
 - c. Permit a maximum density of 60 units per hectare
 - d. Increase the maximum height from 10 metres to 11 metres
 - e. Increase maximum Gross Floor Area from 60% to 72%
 - f. Reduce the minimum front yard setback from 7.0 metres to 2.6 metres
 - g. Reduce the minimum driveway length from 6.0 metres to 2.0 metres
 - h. Reduce the minimum internal roadway width from 6.4 to 4.5 metres (for one way roadway only)
 - i. Reduce the minimum roadway width abutting 90 degree parking from 6.4 metres to 4.5 metres (one way roadway only)
3. That pursuant to Section 34 (17) of the Planning Act, no further public notification is required for the passing of this By-law.

PURPOSE & BACKGROUND

Report Overview

4. The purpose of this staff report is to recommend approval of the application to amend the City's Zoning By-law for lands known municipally as 369 & 379 Essa Road (Ward 6) to permit the development of 60 block/cluster townhouses (see Appendix "A").

5. The application has been revised from the original submission which was presented at a Public Meeting in May 2014, to address deficiencies within the Zoning By-law regarding unconsolidated amenity space and a continuous curb along the westerly boundary. The applicant has since increased the amenity space, exceeding the Zoning By-law standard, which resulted in the curbing of the westerly lot line.
6. The applicant has also submitted an application for Draft Plan of subdivision (D12-414), which is being considered separately from this application. This application is required for the proposed Plan of Subdivision which would create one block over the entire parcel, which would then be further subdivided into 60 residential block/cluster townhouses through further Planning Act (Condominium) applications. The subject lands were deemed not part of Registered Plan 67, in 1956 through By-law A-27 by the Township of Innisfil. The applicant is proposing to develop the property through a condominium block, however this requires that the lands be part of a registered plan of subdivision prior to further condominium blocks and lots being created. The public meeting for the Draft Plan of Subdivision Application occurred on June 9, 2014, where there were no verbal nor written comments received.
7. The Applicant is interested in purchasing City owned property to the west of the subject lands. The Legal Services Department has prepared a Staff Report (LGL014-14) recommending the lands be deemed surplus which is to be presented to General Committee on August 11, 2014. If the applicant is successful in purchasing the land the applicant may expand the proposed development plan which would require a rezoning and site plan approval. If the applicant is not successful it would not impact the current zoning application for 369 and 379 Essa Road.

Location

8. The subject property is located on the west side of Essa Road, north of Ferndale Road and Veterans Drive, within the Holly Planning Area (Ward 6). The subject property is known municipally as 369 & 379 Essa Road and has a total lot area of approximately 1.03ha with 111.4m of frontage on Essa Road.

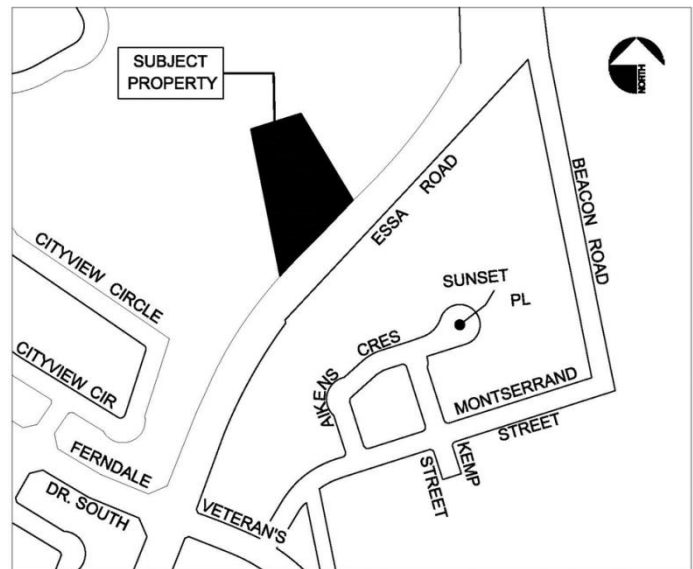
9. The existing land uses surrounding the subject property are as follows:

North: Single detached residential; zoned Residential Dwelling First Density (R1)

South: Existing single detached residential

East: Existing Walk up apartment; Residential Multiple Dwelling Second Density Special Provision RM2(SP-276)

West: Patterson Road Un-opened road allowance (City Owned Property)



D14-1570
April 4, 2014

Existing Policy

10. The subject property is designated Residential Area within the City's Official Plan and is zoned Residential Multiple Dwelling Second Density Special Provision RM2(SP-327) by Comprehensive Zoning By-law 2009-141. The existing Special Provision only permits the lands to be used for a rest home.

11. The property falls within the Essa Road Secondary Intensification Corridor as identified on Schedule '1' of the Official Plan which identifies target densities of 50 units per hectare.

Background Studies

12. In support of the application, the following reports were submitted:
- a) **Planning Justification Report** (January 2014) – provides a review of the property characteristics and surrounding lands as well as the planning policy basis and opinion of the applicant's agent, Innovative Planning Solutions, for the application to be approved.
 - b) **Planning Addendum to Planning Justification Report** (May 1, 2014) – Provides an updated review of the application and response to the concerns raised by City staff.
 - c) **Urban Design Brief** – provides an overall review of the built form and the design elements of the development and provides the opinion of Sean Mason Homes that the proposed design of the site is appropriate for this location.
 - d) **Functional Servicing Report** (November, 2013) Pearson Engineering Ltd. – provides that the subject lands will require the connection of sanitary, storm and watermain services to the existing municipal services on Essa Road. The report provided the opinion of the applicants professional that servicing is feasible for the development.
 - e) **Scoped Environmental Impact Study** (January 2014)- provides the opinion of Azimuth Environmental Consulting Inc. that the proposed development would not have any negative impacts on the Natural Features within the area.
 - f) **Butternut Addendum to Scoped Environmental Impact Study** (April 8, 2014) Azimuth Environmental Consulting Inc concluded that there was 2 Butternut Trees located on the lands to the west (the City of Barrie Patterson Road right-of-way). It states that both Butternut trees should be assessed by a certified Butternut Health Assessor to determine the health of the trees.
 - g) **Traffic Noise Study Addendum** (January 22, 2014) provides the opinion of R. Bouwmeester & Associates that based on the site plan configuration of the subject lands, that the MOE transportation noise guidelines can be met in all dwelling units and common outdoor amenity areas with the proposed recommendations.

Public Meeting

13. The Zoning By-law Amendment Application was presented to General Committee at a public meeting held on May 5, 2014. There were two verbal comments received from the public meeting both in support of the proposed development as well as two additional written submissions received in support.

Internal Circulation

14. The subject application was circulated to staff in various departments and to external agencies for review and comment.
15. The Engineering Department has commented that the owner has provided a functional servicing report, completed by an experienced civil engineer, to assess all servicing, transportation, and environmental concerns associated with the proposed development, which has been received and accepted by the Engineering Department.

16. The Traffic Division indicated that there were no concerns with the proposed Traffic Brief which concluded that the existing operations of Essa Road would not be impacted by the proposed development. The applicant in support of the requested one way street and reduced driveway width provided a turning template which showed that the vehicular movements would not be effected.
17. Finally, the Engineering Department identified that the owner would be required to confirm if there any outstanding local improvements or City of Barrie Act Charges.
18. Parks Planning provided comments on the original site plan relating to design standards such as landscaping, pedestrian connectivity to the adjacent open space and internal amenity space, which would be addressed and reviewed in detail during the Site Plan Control process to ensure compliance with the Urban Design Guidelines. Parks Planning further commented on the revised submission and stated that they were satisfied with the proposed site plan and that a more detailed review would be completed with the submission of detailed plans at the site plan control stage.

Agency Circulation

19. The subject application was circulated to a number of external agencies for review and comment. Lake Simcoe Region Conservation Authority provided comments on the application and indicated that they had no concerns with the rezoning, but that a Stormwater Management and Vegetation enhancement can be addressed through the site plan control process.

ANALYSIS

Policy Planning Framework

20. The following provides a review of the applicable provincial policies, as well as the City of Barrie's Official Plan.

Provincial Policy Statement (PPS) (2014) and Places to Grow (2006) (The Growth Plan)

21. The Provincial Policy Statement (PPS) (2014) promotes efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment, recreational and open space, which is achieved through intensification. In addition, the policies promote cost effective development standards to minimize land consumption and facilitate compact form.
22. The PPS further states that new development should occur adjacent to existing built-up areas, have a compact form, mix of uses and densities that allow for the efficient use of land, planned infrastructure and public service facilities (i.e. transit) to accommodate projected needs. Intensification and redevelopment is also promoted to meet projected needs for the next 20 years.
23. The applications have been reviewed with reference to the Places to Grow (Growth Plan) policies that have been in place since 2006 and the office consolidation for the Simcoe Sub-Area adopted in January 2012. The Growth Plan is intended to provide direction for municipalities in areas related to intensification of existing built-up areas with a focus on urban growth centres, and intensification corridors. The Growth Plan further requires that 40% of all residential development occurring annually within the City must be within the existing built boundary.
24. In staffs' opinion, the proposed development would conform with the Provincial Policy Statement and The Growth Plan in terms of contributing to the range of housing types available and would serve to utilize existing and planned infrastructure in the area. The proposed development would

be appropriate, as it would be located on an identified intensification corridor within an existing built up residential area of the City, which is supported by the availability of existing infrastructure and public transit along Essa Road. It is the opinion of the Planning Department that the proposed development meets the policies and the intent of the Provincial Policy Statement and the Growth Plan.

Official Plan

25. As noted above, the subject lands are designated Residential within the City's Official Plan. Lands that are designated Residential are intended to be used primarily for residential uses, with all forms of housing permitted subject to locational criteria.
26. The development, if approved, would serve to address many of the criteria outlined in the Intensification Study and the Intensification Policies of the Official Plan. Schedule I of the Official Plan identifies Essa Road as a Secondary Corridor which is intended to develop at densities of approximately 50 units/ha. The proposed development is considered to be in conformity with the City's intensification policies as the subject application proposes a medium density, block/cluster townhouse residential units along a secondary corridor, an area that has been planned for residential intensification. It is important to note that while the density target for intensification corridor is 50 units/ha, the 60 units/ha proposed with the subject development is supported by Official Plan policy and therefore the proposed Residential Multiple Dwelling Second Density with Special Provision RM2(SP) zoning on the property would serve to implement the City's intensification policies and would contribute to a more compact urban form and efficiently use land and resources, support transit, and optimize the use of existing infrastructure and services.
27. Official Plan Housing policies in Section 3.3.2.1 of the Official Plan encourage the "maintenance of reasonable housing costs by encouraging a varied selection with regard to size, density and tenure." Residential intensification is encouraged "throughout the built-up area in order to support the viability of healthy neighbourhoods and to provide opportunities for a variety of housing types". Residential intensification includes infill development, which refers to the development of vacant or under-used parcels within existing urban areas.
28. In accordance with Section 4.2.2.2 (e) of the Official Plan, high density residential development shall consist of developments which are in excess of 54 units per hectare. The Official Plan further states that high density developments in excess of 150 units per hectare shall be restricted to locations within the City Centre. In this regard, the subject application is proposing a density of approximately 60 units per hectare and is located outside of the City Centre. As such, the proposed development would be considered to be high density residential in accordance with the Official Plan.

Intensification

29. Official Plan Section 4.2.2.3 (b) further provides guidance that medium and high density development is encouraged to locate within the Intensification Corridors and should be directed to locate close to parks, schools and local commercial facilities, and adjacent to arterial or collector roads. The subject lands are located on Essa Road, which is a designated Intensification Corridor, which has a targeted density of 50 units per hectare. The targeted 50 units per hectare is meant to be an average over the entire corridor, and not all properties are intended to redevelop at this density. The proposed density would contribute to the City's ability to achieve residential densities in the areas of the City (Nodes, corridors, UGC) where intensification is specifically being targeted.
30. In staffs' opinion, the proposed development would contribute to creating a complete community, bringing about a greater mix of housing/built form types and densities, while still maintaining the overall intent of the intensification policies of the Official Plan. The Official Plan contains policies

in support of achieving this mix and diversity in housing types, housing options, and densities, and thus in staffs' opinion, Official Plan policies support the proposed rezoning request.

31. Staff would note that the proposed development has the characteristics of a higher density development, but is able to use the land more efficiently with narrow streets and longer units for tandem parking inside the garage. While this development proposal exceeds the density target of 50 units per hectare, it is not a typical high density development. This, in staff's opinion, would be an appropriate density on an Intensification Corridor, and would be in keeping with the intent of the Intensification Policies. It is anticipated that these types of development will be more common along the Intensification Corridors and densities may exceed 50 units per hectare on a site by site basis but would be consistent with the density target which is calculated over the entire corridor. Therefore, Staff consider the proposal to be appropriate and would conform to the Official Plan requirements for intensification.

Intensification Area Urban Design Guidelines

32. 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. The development being proposed is in the form of block/cluster townhouses, would provide an alternative housing form to a multiple storey building, but at the same time satisfying the goals of the intensification areas.

Zoning By-law

33. As noted above, the applicant has requested a re-zoning to Residential Multiple Second Density Special RM2(SP) from the current zoning of Residential Multiple Second Density Special 327 RM2(SP-327) to permit the proposed development. The existing special provision on the subject lands permits a rest home as the only allowable use.
34. In order for the Applicant to achieve the proposed development scheme a number of special provisions have been requested (See *Appendix "C"*). If approved the requested zoning and special provisions would allow for a 60 unit block/cluster townhouse development, with a height of 11 metres, a maximum density of 60 units per hectare, a maximum GFA of 72%, a reduced front yard setback of 2.6 metres, reduced driveway length to 2.0 metres, a reduced minimum roadway width of 4.5 metres and permit tandem parking within the garage. The revised concept plan that the applicant has submitted in support of the proposed rezoning satisfies the required amenity space and all building setbacks in the RM2 zone, except the front yard.
35. The existing policies of the RM2 zone restrict the allowable density for block/cluster townhouses to 40 units per net hectare, where the applicant is proposing a maximum density of 60 units per hectare. Staff are recommending that a minimum density of 40 units per hectare be achieved on site to ensure that the planning policy framework that has been established for the intensification areas is satisfied. This would provide a density range of 40-60 units per hectare and would prevent the underdevelopment of the property in an area that has been identified for intensification. The proposed increase in the Gross Floor Area (GFA) is connected to the density proposed to the site. Staff are of the opinion that the increase in the GFA to 72% from 60% and the 60 units per hectare as proposed are considered appropriate and would serve to implement the intensification policies of the PPS, the Growth Plan and Official Plan.

36. The applicant is proposing the maximum permitted height of the units be increased from the required 10 metres to 11 metres. The applicant is proposing the increase in height in order to achieve the desired design, of having all parking located internal to the dwelling units. This would be achieved by constructing the dwelling units without a basement. The proposed increase of 1.0 metre is considered to be a minor variation to the zoning standards and would provide a desirable built form along Essa Road and within the site. Staff do not anticipate any negative impacts from the additional height.
37. The applicant is requesting that the minimum required front yard setback be reduced from 7.0 metres to 2.6 metres, along Essa Road. This reduction in the front yard setback offers a connection to the street and provides a well-defined entrance to the dwelling units along Essa Road. This form of development would bring the building closer to the street and would encourage intensification and is supported by the Intensification Area Urban Design Guidelines. The intent of the front yard setback is to ensure that the building has adequate distance from the travelled portion of the road, while at the same time providing a pedestrian connection to the residential units. The proposed setback of 2.6 metres satisfy both of these objectives. Staff note that the expectation is that the front doors and internal unit space will be oriented towards Essa Road. This detail would be addressed through the Site Plan application.
38. The applicant is proposing to provide a reduced driveway length for each unit from 6.0 metres to 2.0 metres. The applicant is proposing to eliminate the need for parking outside of the proposed units, which would be subsequently located internal to the units, by way of tandem parking within a garage. The applicant has also proposed to provide a 4.5 metre one way internal private road, which the Zoning By-law requires to be 6.4 metre roadway for those units that have a 90 degree parking space. In support of these requested special provisions, the applicant has submitted a turning template which shows that vehicles can enter and exit the garages areas from the private one way street in a safe manner. This turning template has been reviewed by the Transportation Planning Division, which have commented that they have no concerns with the 2.0 metre driveway and 4.5 metre one way private roadway. They have confirmed that the proposed roadway width would provide additional curb side snow storage adjacent to the proposed houses, while providing additional space for vehicles to egress out of their driveways. It should be noted that the Zoning By-law specifies that the one way streets are required to be a minimum of 3.7 metres, which the applicant is proposing along the northerly portion where there is no proposed parking spaces. The intent of the one way private street is to act as a natural traffic calming measure and provide a pedestrian connection that encourages walk ability of the site to the residents to utilize the three amenity spaces within the development.
39. The proposed zoning with the requesting special provisions is an appropriate form of development along an identified intensification corridor. The proposed site layout in Staff's opinion is functional and will be further reviewed and refined through site plan control.

Site Plan Control

40. The proposal if approved, would be subject to Site Plan Control, at which time a further review of items such as access, servicing, stormwater management, landscaping, pedestrian connections, lighting, setbacks, building orientation/placement/massing, parking, etc. would be conducted.
41. The concept plan and elevation drawings submitted provide a general indication of how the property would be developed and the ultimate design of the future buildings. Staff have identified that some issues would need to be addressed through the submission of a detailed site plan for such things as building elevations/orientation, vehicle movement, pedestrian connection detailed design elements such as an articulated roofline, a combination of brick/stone and stucco building façade materials, iron balcony railings, and enhanced landscaping/amenity areas. In addition the

applicant would be required to meet the principals of the Intensification Area Urban Design Guidelines.

ENVIRONMENTAL MATTERS

42. The application was circulated to the Lake Simcoe Region Conservation Authority, who has commented that they have no objection to the proposed development, and that the implementation of the Environmental Impact Study can be addressed at the Site Plan Control process.

ALTERNATIVES

43. There is one alternative available for consideration by General Committee:

Alternative #1 General Committee could maintain the existing Residential Multiple Dwelling Second Density Special Provision RM2 (SP-367) zoning on the subject property.

This alternative is not recommended as it prevents this neighbourhood from achieving a mix of housing types and densities consistent with the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe and the residential policies of the Official Plan.

FINANCIAL

44. The proposed rezoning of the subject parcel would permit 60 block/cluster townhouses on the subject lands. The applicant has confirmed that the dwelling units would be sold for in a range of \$225,000 to \$255,000. Based on the applicant's assumptions and approximate price point, the proposed application if approved, would generate between \$149,700 and \$169,300 annually in municipal taxes. The current (2013) taxes totaled \$10,000 for both of the subject lands, therefore the estimated annual increase in taxes would be approximately \$139,700 to \$159,300.00.
45. Development charges revenue would be estimated to be \$23,016 for each dwelling unit for a total of \$1,380,960.
46. Given that the subject lands are to be created by way of part lot control and be within one or more Plans of Condominium, the developer would be responsible for all capital costs for the new infrastructure required within the development limits. Costs associated with the ongoing maintenance and operational costs of the new infrastructure will be the responsibility of future owners. The City will incur additional operating costs associated with extending municipal services to the areas such as fire protection, policing, boulevard landscaping maintenance and increased contributions to reserves to plan for the eventual replacement of the municipal assets.

AFFORDABLE HOUSING

47. As a result of the statistical information that City staff have found as part of the Affordable Housing Strategy, the average price of a new single detached dwelling unit in the City of Barrie is \$460,858. The applicant has indicated that the anticipated new dwelling units would be sold in the range of \$225,000 to \$255,000, as it will be lower than the average purchase price of a new house in City of Barrie of \$292,000 based on the Ministry of Municipal Affairs and Housing 60th percentile household income of \$85,000. Based on this price point, it can be determined that the proposed housing would be affordable. This would contribute to the affordable housing stock in the City of Barrie, and assist in achieving the 10% per annum target of the Official Plan.

LINKAGE TO 2010-2014 COUNCIL STRATEGIC PLAN

48. The recommendations included in this staff report support the following goal identified in the 2010-2014 City Council Strategic Plan:
- Manage Growth and Protect the Environment
49. The development is an example of infill development that makes use of existing services and provides for a greater range of housing types and densities.

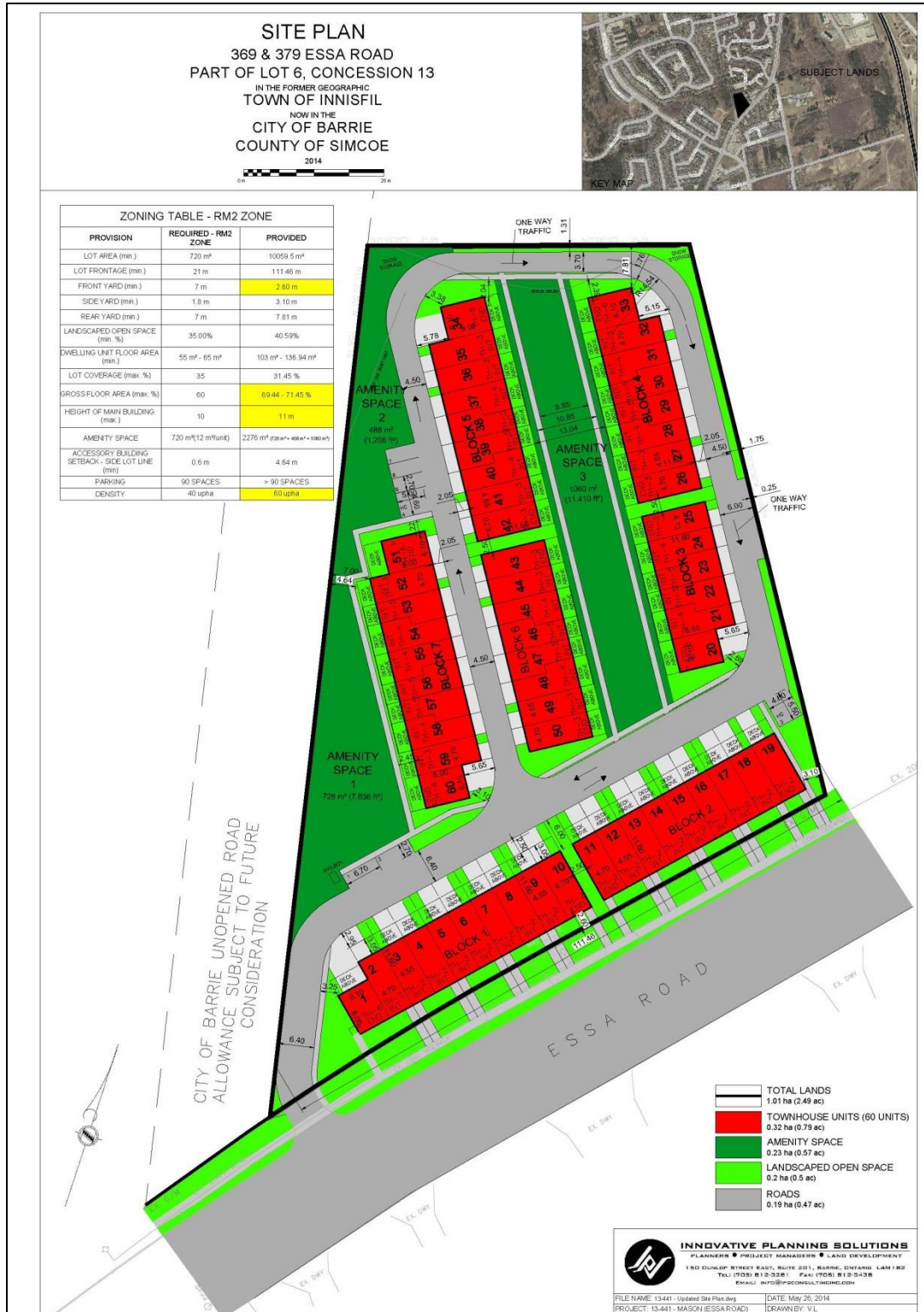
CONCLUSION

50. Based on the above, Planning staff are of the opinion that the proposed amendment to the Zoning By-law to permit 60 block/cluster townhouses would be appropriate.

Attachment: Appendix "A" – Proposed Zoning
 Appendix "B" – Conceptual Site Plan
 Appendix "C" - Illustration of Proposed Site Specific Provisions

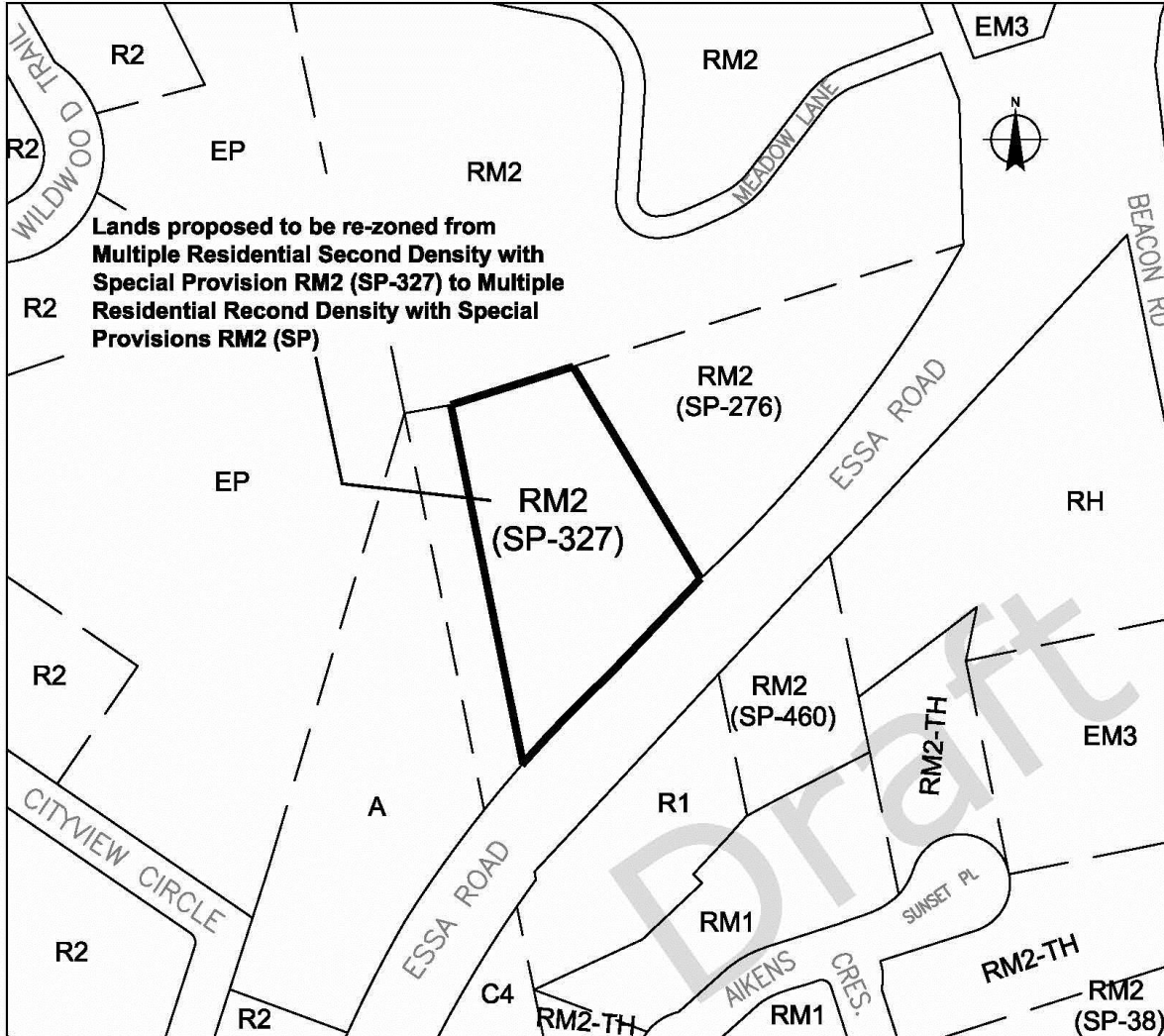
APPENDIX "A"

Conceptual Site Plan – 369 & 379 Essa Road



APPENDIX "B"

Proposed Zoning



D14-1570
369-379 ESSA RD

July 7, 2014

APPENDIX "C"
Illustration of Proposed Site Specific Provisions

