
TO: GENERAL COMMITTEE

SUBJECT: ZONING BY-LAW AMENDMENT – 17 AND 27 JACOB'S TERRACE
(TONLU HOLDINGS LIMITED)

WARD: 8

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

SUBMITTED BY: M. BANFIELD, RPP, DIRECTOR OF DEVELOPMENT SERVICES

GENERAL MANAGER APPROVAL: B. ARANIYASUNDARAN, P. ENG., PMP, GENERAL MANAGER OF
INFRASTRUCTURE AND GROWTH MANAGEMENT

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 legally described as Plan 30 Lots 7, 8, 9 and Part Lots 5, 6 and 10, City of Barrie, municipally known as 17 and 27 Jacob's Terrace from the 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-XXX)(H-YYY), attached as Appendix "A" to Staff Report DEV023-23, be approved.
2. That the following site-specific standards be referenced in the implementing Zoning By-law for a residential apartment building with two towers on the subject lands, municipally known as 17 and 27 Jacob's Terrace:
 - a) A parking standard of 0.8 parking spaces per residential unit is permitted, whereas 1.0 parking space per unit is the standard in the 'Urban Growth Centre';
 - b) A minimum front yard setback of 4.0 metres is required, whereas a minimum setback of 0.0 metres is permitted in the C2 zone;
 - c) Whereas the side yard setback is required to be 3.0 metres, except where the height of the main building in a C2 zone is in excess of 11.0 metres, at which time the minimum side yards shall be increased by 0.5 metres for every 2.0 metres of additional height over 11.0 metres, minimum side yard setbacks are permitted as follows:
 - i) West Side Yard – A side yard setback of 5.0 metres shall be required with an additional setback of at least 1.5 metres above a building height of 14.5 metres.
 - ii) East Side Yard – A side yard setback of 11.0 metres shall be required with an additional setback of at least 1.5 metres above a building height of 14.5 metres.
 - d) Whereas the maximum height permitted in the C2-2 zone is 10.0 metres within 5.0 metres of the front lot line and the lot flankage, 45.0 metres beyond 5.0 metres of the front lot line and the lot flankage, the building height is permitted as follows:

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- i) A maximum four (4) storey podium, setback a minimum of 4.0 metres from the front lot line to a height of 14.5 metres with additional step backs of at least 1.5 metres above a building height of 14.5 metres;
 - ii) A maximum four (4) storey podium, setback a minimum of 10.0 metres from the lot flankage to a height of 14.5 metres with additional step backs of at least 1.5 metres above a building height of 14.5 metres; and
 - iii) Maximum tower heights of 61 metres (19 storeys) and 73 metres (23 storeys) excluding mechanical penthouse and other exclusions as defined for the measurement of building height.
 3. That the Holding provision (H-YYY) be removed from site-specific zoning on the subject lands, municipally known as 17 and 27 Jacob's Terrace, when the following has been completed to the satisfaction of the Director of Development Services:
 - a) That the owner/applicant undertake and agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition accepted by the Ministry of Environment, Conservation and Parks (MECP) under the *Environmental Protection Act* prior to any site works or issuance of a Building Permit.
 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 DEV023-23.
 5. That pursuant to Section 34 (17) of the *Planning Act*, no further public notification is required prior to the passing of the By-law.

PURPOSE & BACKGROUND

Report Overview

6. The purpose of this 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 17 and 27 Jacob's Terrace from 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-XXX)(H-YYY). The special provisions requested are to facilitate the construction of an apartment building with a 4-storey podium and two (2) towers proposed at 19 storeys and 23 storeys in height, 504 residential units, site-specific setback, and step back provisions, and a reduced parking rate of 0.8 parking spaces per residential unit.
7. As the application is to introduce a more sensitive land use on the subject lands, currently used and zoned for light industrial uses, a Record of Site Condition is required to be filed with the MECP to verify the site is free of contaminants and/or can be mitigated to the extent required to permit residential land use at this location. In addition, City staff will be reviewing to confirm there are no potential impacts from contaminants on the municipal water supply, which is required to be demonstrated prior to issuance of a Building Permit.
8. 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 proximity to the Allandale GO Station and the future City of Barrie transit hub.

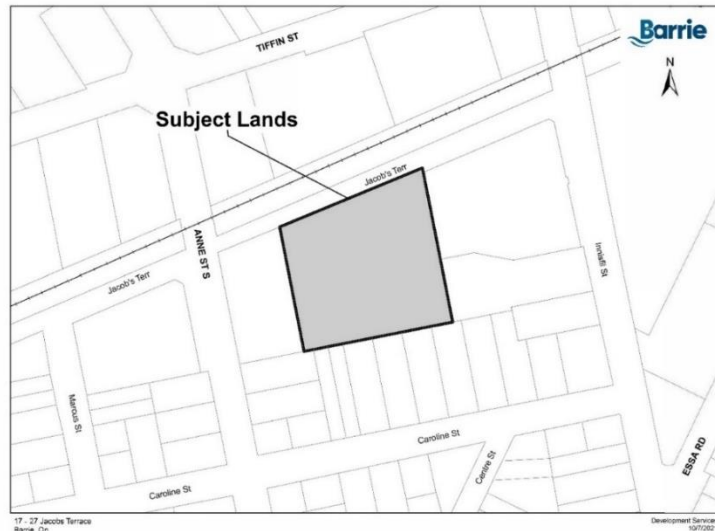
9. With the conclusion of the technical review and public consultation process, which included a Neighbourhood Meeting on June 7, 2021, and Public Meeting on November 23, 2021, staff have determined that the proposal has regard for matters of provincial interest as outlined in the *Planning Act*, is 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 DEV023-23 as Appendix "A."

Site and Location

10. The subject lands are located to the south of the Barrie Collingwood Railway (BCRY), on the south side of Jacob's Terrace, west of Innisfil Street and east of Anne Street. The site is approximately 0.9 hectares (9,146 square metres) in size, has 101.0 metres of frontage on Jacob's Terrace, and is current occupied as a works yard and light industrial type business (Ara Panel System Inc.).

The immediate surrounding land uses include:

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|--------------|---|
| North | Jacob's Terrace, BCRY
- Meaford Subdivision,
commercial uses |
| East | Existing commercial,
trades, and office uses,
future 17 storey
residential development
(D11-019-2022), Innisfil
Street |
| South | Residential single
detached and ground
related housing,
Caroline Street |
| West | Commercial uses, Anne
Street South |



Existing Policy

11. 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, review of the rezoning application is under the policy direction of Official Plan (2010).
12. In Official Plan (2010), the subject lands are identified as 'City Centre' on Schedule A – Land Use and within the 'Urban Growth Centre' on Schedule I – Intensification. The current zoning is 'Light Industrial' (LI) in the City's Comprehensive Zoning By-law 2009-141, as amended.

Background Studies

13. 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 – 17 & 27 Jacob's Terrace](#).
- a) Planning Rationale (Innovative Planning Solutions) August 2021, updated September 2022, January 18, 2023, March 8, 2023
 - b) Urban Design Report (Innovative Planning Solutions) August 2021
 - c) Urban Design Report & Block Plan Addendum (Innovative Planning Solutions) September 2022
 - d) Site Plan, Architectural Plans, Shadow Study (Architecture Unfolded) August 25, 2021, updated August 24, 2022, February 24, 2023
 - e) Traffic Impact Study (GHD) August 25, 2021, updated September 2, 2022, January 13, 2023
 - f) Pedestrian Level Wind and Microclimate Study (Gradient Wind) August 25, 2021, updated September 15, 2022
 - g) Energy Conservation Report (Ecovert Sustainability Consultants) July 7, 2021
 - h) Landscape Plans (Studio TLA) August 6, 2021, updated April 14, 2022, August 26, 2022
 - i) Tree Inventory and Preservation Plan Report (Kuntz Forestry Consulting Inc.) June 17, 2021, updated August 19, 2021, August 23, 2022
 - j) Functional Servicing Report (Tatham Engineering) August 19, 2021, updated August 29, 2022
 - k) Preliminary Geotechnical Investigation Report (DS Consultants Ltd.) August 5, 2021
 - l) Hydrogeological Investigation (DS Consultants Ltd.) August 10, 2021
 - m) Water Distribution System Modeling and Analysis (Tatham Engineering) August 26, 2022
 - n) Design Building Ground Improvement Solution for Foundation Support (Menard Canada Inc.) January 21, 2023
 - o) Environmental Noise and Vibration Feasibility Assessment (Gradient Wind) August 25, 2021, updated September 12, 2022
 - p) Structural Train Derailment Review Letter (Jablonsky, Ast and Partners) July 27, 2021
 - q) Rail Safety Assessment Report (Stantec) August 25, 2021, updated July 18, 2022
 - r) Phase I Environmental Site Assessment (Pinchin) November 19, 2020
 - s) Phase II Environmental Site Assessment (DS Consultants Ltd.) July 29, 2022
 - t) Illumination Study (Visual) August 10, 2021, updated August 24, 2022

Public Consultation

14. A Neighbourhood Meeting was held virtually on July 6, 2021, in coordination with an application by the same developer for the properties located at 41 and 43 Essa Road and 259 and 273 Innisfil Street (D30-016-2021). 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.
15. 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 four (4) members of the public and received one formal written submission. Staff have also received general inquiries in response to this proposed development.
16. 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 DEV023-23. 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

17. Traffic

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

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 and identified potential improvements that need to be made to accommodate this influx of pedestrians/traffic. It is anticipated a left turn lane from Innisfil Street may be needed in the future. 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.

18. Building Height and Tower Location

Concern was raised regarding the proposed height and transition of the development to existing dwellings at grade.

In response to comments received from staff and the public, the applicant has made the following revisions to the concept plan, attached to Staff Report DEV023-023 as Appendix "B":

- a) The building height has been reduced to 19 and 23 storeys from 25 and 26 storeys;
- b) The siting and orientation of the podium now frames the street and provides mid-rise massing along the streetscape at four (4) storeys, originally proposed at 6 storeys; and
- c) Appropriate transitions are provided for through the implementation of building setbacks and angular plane provisions.

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

19. 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 balconies, rooftop areas, and an indoor space. Staff will confirm the provision of amenities and review the detailed landscaping plans at the Site Plan Control stage of the process.

20. 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. The current tenure for the development is anticipated to be condominium.

Department and Agency Comments

21. The subject application was circulated to staff in various departments and to external agencies for review and comment.
22. **Development Services – Approvals** staff have reviewed the Functional Servicing Report submitted to support the proposed Zoning By-law Amendment and concur it effectively demonstrates that adequate services (i.e., water, sanitary, storm) will be available for the subject development and that through subsequent detailed design will be able to satisfy all relevant design requirements. 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.
23. **Infrastructure Services Department (Water Operations Branch)** requested modifications to the Functional Servicing Report relating to additional water connections, water meters, check valves, and fire hydrants. If approved, these items must be addressed through a future Site Plan Control application.
24. **Development Services (Parks Planning)** staff advised of no concerns with the proposed Zoning By-law Amendment. If approved, technical matters such as landscaping, amenity areas, boundary trees, and fencing will be addressed through the subsequent Site Plan Control application.
25. **Development Services – Transportation Planning** staff are supportive of the recommendations and conclusions of the Transportation Impact Study (TIS) as revised, dated January 13, 2023, completed in support of this development. The technical standards for access requirements, location, width, and internal vehicular, pedestrian, and multimodal traffic movement will be confirmed during the detailed design process as part of the Site Plan Control application. As part of the future design considerations, a northbound left turn lane is required at Innisfil Street under the 2025 future total condition with a recommended storage of 15.0 metres. In addition, a 6.0 metre road allowance for Jacob's Terrace will be required to be dedicated to the City.

Staff are also 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.
26. **Transit Operations** staff encourage the incorporation of transit support measures, such as real time information screens and supply of transit passes to be considered at the Site Plan Control stage of the process.
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. The City's **Finance Department** provided applicable development charges/fees associated with the future development of this site. These comments are outlined in the Financial section of Staff Report DEV023-23.

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29. **Business Performance and Environmental Sustainability (Risk Management Official & Environmental Compliance)** staff have identified that the site is located within Well Head Protection Area C, an Issues Contributing Area for Chloride and Sodium, a Highly Vulnerable Aquifer and is in the 250.0 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 the foundation methodology submitted by Menard Canada Inc. dated January 21, 2023, will need to be confirmed at the time of detailed design to ensure that building supports do not puncture the municipal aquifer.
30. **Business Performance and Environmental Sustainability (Environmental Sustainability)** staff provided comments indicating the available options and applicable standards for municipal waste collection in multi-residential buildings.
31. Staff from **Corporate Asset Management on behalf of the Barrie Collingwood Railway (BCRY)** have confirmed the Meaford subdivision of BCRY requires application of the zoning standard for a minimum setback of 30 metres from the rail line to the building face. In this regard, a special provision has been included in the proposed site-specific zoning By-law for a minimum front yard setback of 4.0 metres, which combined with the road and road widening dedications, should meet the minimum distance to the rail line located on the opposite side of Jacob's Terrace. In addition, mitigation measures and warning clauses will be required for the proposed residential development in terms of noise and vibration protection. These measures will be confirmed at the time of Site Plan Control, and setbacks will be consistent with those required for the redevelopment of the adjacent property (272 Innisfil Street).
32. Planning staff at the **Simcoe County District School Board** provided a comment of no objection to the proposal, however noted that pupils residing in this development may not be accommodated in local schools due to accommodation limitations.
33. **Development Services (Addressing)** staff advised that municipal addressing for the proposed units will be confirmed following the registration of the Site Plan Agreement.

ANALYSIS

Policy Planning Framework

Ontario Planning Act, R.S.O. 1990

34. Section 2 of the *Planning Act* requires that the Minister, the council of a municipality, a local board, a planning board, and the Tribunal, shall have regard to, among other matters, matters of provincial interest such as, but not limited to, the protection of ecological systems, including natural areas; the adequate provision and efficient use of transportation, sewage and water services, and waste management systems; the adequate provision of a full range of housing, including affordable housing; the resolution of planning conflicts involving public and private interests; the appropriate location of growth and development; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; the promotion of built form that, is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and the mitigation of greenhouse gas emissions

and adaptation to a changing climate. The *Planning Act* can be found in its entirety at the following link: <https://www.ontario.ca/laws/statute/90p13>.

35. The proposed development is consistent with this legislation as it is located within the settlement area of Barrie; the concept introduces residential apartment units in the 'City Centre' which will contribute to the availability of a variety of housing options; will utilize planned and available infrastructure (sewage, water, and waste management systems); provides a compact form of development that minimizes impacts to climate change; and is in a location supported by transit and active transportation initiatives.

Provincial Policy Statement (2020) (PPS)

36. 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>
37. 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.
38. 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.
39. 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

40. 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>.
41. 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.
42. 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.

43. 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 618 units per hectare. The development is proposed to utilize existing/planned municipal servicing infrastructure, public facilities, is directly located on a future active transportation link, and in proximity to a transit route and the Allandale GO Station. 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 11.44 units per hectare to 21.67 units per hectare by the development of compact residential built form as demonstrated in the Residential Density Analysis included as Appendix "D" to Staff Report DEV023-23.
44. 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 access to both municipal and provincial transit services.

City of Barrie Official Plan (2010)

45. 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. The Official Plan can be found in its entirety at the following link: <https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Official%20Plan%20-%20January%202018.pdf>.
46. 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

47. 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 a more attainable form of housing for prospective homebuyers, thereby increasing affordable options in the area.

Energy Conservation and Renewable Energy Systems

48. 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

49. Section 4.2.2.6 of the Official Plan states that residential intensification shall be focused on 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.
50. The subject lands are located within the 'Urban Growth Centre' and with the concept proposed will provide 504 residential units, making the density an estimated 618 residential units per hectare for this site. A Residential Density Analysis is included as Appendix "D" to Staff Report DEV023-23, which calculates the current residential density of the neighbourhood area at 11.44 residential units per hectare. With the addition of this proposal, that density is increased to 21.67 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'

51. 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.
52. 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, also contributes to the residential population that can access the Allandale GO Station and future transit hub.

Urban Design Guidelines

53. 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)

54. The general design policies of Section 6.6 of the Official Plan have been considered for this project. These require that innovative architectural design is 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.
55. Through the review process, the design concept, attached to Staff Report DEV023-23 as Appendix "B" has been revised to better represent the design objectives of the City as briefly outlined in Section 6.6 of the Official Plan (2010). The following revisions have been made as a result of City Staff comments:
- a) The building height has been reduced to 19 and 23 storeys from 25 and 26 storeys;

- b) The siting and orientation of the podium now frames the street and provides mid-rise massing along the streetscape at four (4) storeys, originally proposed at 6 storeys;
 - c) Appropriate transitions are provided for through the implementation of building setbacks and angular plane provisions;
 - d) An active use is provided at ground floor along the street in the form of an amenity workspace; and
 - e) Vehicle and parking access is located towards the rear through a side laneway.
56. In addition, the orientation and stepping provisions for buildings to mitigate shadow impacts on parks and open spaces, private amenity areas, and surrounding streets has been considered by the 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.
57. 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

58. As noted above, the application proposes to change the principle of land use on the site from 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(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>.
59. The change in zone is to facilitate the revised development concept proposed for two (2) towers, 19 and 23 storeys in height, 504 residential apartment units, and a four (4) storey podium that includes interior and roof top amenity area. The table below illustrates the required zone standards and the proposed site-specific zone provisions to facilitate the proposed development in the 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-XXX)(H-YYY) zone:

General Provisions		Proposed (C2-2)(SP-XXX)
Table 4.6 Parking	1 space per residential unit in the 'Urban Growth Centre'	0.8 spaces per residential unit
Commercial Provisions for 'Transition Centre Commercial' (C2-2)		Proposed (C2-2)(SP-XXX)
Table 6.3 Front Yard Setback (min.)	0.0 metres	4.0 metres
Table 6.3 Side Yard (min.)	3.0 metres (1) Where the height of the main building in a Transition Centre Commercial (C2) Zone is in excess of 11.0 metres, the minimum side yards shall be increased by 0.5 metres for every 2.0 metres of additional height over 11.0 metres	West Side Yard – A side yard setback of 5.0 metres shall be required with an additional setback of at least 1.5 metres above a building height of 14.5 metres. East Side Yard – A side yard setback of 11.0 metres shall be required with an additional setback of at least 1.5 metres above a building height of 14.5 metres.
...continued		

Commercial Provisions for 'Transition Centre Commercial' (C2-2)		Proposed (C2-2)(SP-XXX)
Section 6.3.2 Transition Centre – 2 Maximum Building Height	10.0 metres with 5.0 metres of the front lot line and lot flankage, 45.0 metres beyond 5.0 metres of the front lot line and lot flankage	A maximum four (4) storey podium, setback a minimum of 4.0 metres from the front lot line to a height of 14.5 metres with additional stepbacks of at least 1.5 metres above a building height of 14.5 metres; A maximum four (4) storey podium, setback a minimum of 10.0 metres from the lot flankage to a height of 14.5 metres with additional stepbacks of at least 1.5 metres above a building height of 14.5 metres; and Maximum tower heights of 61.0 metres (19 storeys) and 73.0 metres (23 storeys) excluding mechanical penthouse and other exclusions as defined for the measurement of building height.
Section 6.3.2 Transition Centre – 2 Minimum Coverage for Commercial Uses (% of the Lot Area)	50%	0%

Zoning Rationale for Special Provisions (SP-XXX)

60. The site-specific zoning standards requested to facilitate this plan are outlined below with a brief explanation and justification of support by staff.

61. **A parking standard of 0.8 parking spaces per residential unit is permitted**, whereas 1.0 parking space per unit is the standard in the 'Urban Growth Centre'.

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.

62. **A minimum front yard setback of 4.0 metres is required**, whereas a minimum setback of 0.0 metres is the standard in the C2 zone.

Through the City's Zoning By-Law, along this corridor, there is a 30.0 metre setback from the rail line to the building. As identified on the conceptual Site Plan attached to Staff Report DEV023-23 as Appendix "B", the 30.0 metres can be met with the 4.0 metre front yard setback, 6.0 metre road widening, and separation distance from the road to the rail line. It should be noted that the lots are not directly adjacent the rail line, but across a public road, and no sensitive land use is proposed in the front yard. Both the subject lands and adjacent parcel, known municipally as 272 Innisfil

Street, have been considered for redevelopment and this provision of the By-law will be applied consistently for these parcels.

63. The site-specific setback, step back, and height permissions are being recommended to facilitate the concept proposed by the owner/applicant for redevelopment of this site, attached to Staff Report DEV023-23 as Appendix "B" and "C." Through the review process and consultation with staff, the following changes were incorporated into the concept recommended for approval, to more favourably represent the urban design objectives of the City:

- a) The building height has been reduced to 19 and 23 storeys from 25 and 26 storeys;
- b) The siting and orientation of the podium now frames the street and provides mid-rise massing along the streetscape at four (4) storeys, originally proposed at 6 storeys;
- c) Appropriate transitions are provided for through the implementation of building stepbacks and angular plane provisions;
- d) An active use is provided at ground floor along the street in the form of an amenity workspace; and
- e) Vehicle and parking access is located towards the rear through a side laneway.

64. **No minimum coverage for commercial use**, whereas 50% is the standard.

The mixed-use provision of this zone has been considered by staff, and it has been determined that the 50% would not be required for this redevelopment proposal as Jacob's Terrace is not an arterial or collector road, and the property is not in direct proximity to the intersection with Innisfil Street or Anne Street. The suggested removal of this requirement does not negate the permission to include uses otherwise permitted in the C2-2 zone.

Holding Provision

65. Staff have recommended that the Holding provision (H-YYY) be removed from site-specific zoning on the subject lands when certain tasks have been completed to the satisfaction of the Director of Development Services. The task is outlined below, with a brief explanation of the requirement from staff:

- a) That the owner/applicant undertake and/or agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition under the *Environmental Protection Act* prior to any site works or issuance of a Building Permit.

It is a standard requirement under the *Environmental Protection Act*, that a Record of Site Condition is required to be filed with the 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 with a Certificate of Property Use. The Hold is placed on the zoning permission for future development because the intent of this application is to introduce residential use on a site that is currently used and zoned for light industrial uses. In addition, City staff will be reviewing to confirm there are no potential impacts from contaminants on the municipal drinking water supply and stormwater management infrastructure.

Site Plan Control

66. The subject property will be subject to Site Plan Control, as per Section 41 of the *Planning Act* and in accordance with By-law 99-312. Site Plan Control addresses the detailed design elements of the lands regarding access, servicing, stormwater management, landscaping, lighting, setbacks, building orientation/placement/massing, parking, etc.

67. Should Council approve the rezoning application, the applicant will be required to submit a Site Plan Control application for this proposed development that includes, but is not limited to, satisfactory demonstration of the following:
- a) Building oriented to frame and activate the street, as represented in the proposed conceptual site plan and elevations attached to Staff Report DEV023-23 as Appendix "B" and "C" respectively;
 - b) Implementation of the appropriate noise and vibration mitigation measures for rail activity; and
 - c) Site design that is compatible with existing and/or proposed land use; provides amenity space for residents; and provides pedestrian, multi-modal and direct access to public streets/sidewalks and transit stops.

Summary

68. Planning staff are satisfied that the oral and written submissions, along with all departmental and agency comments relating to this application, have been considered and/or addressed, are of the opinion that the requested site-specific provisions represent good planning and would facilitate development that is consistent with the City's policies, guidelines, and goals in effect at the time of submission of the application.
69. Planning staff, therefore, recommend approval of the Zoning By-law Amendment application to rezone the subject lands from 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-XXX)(H-YYY) to facilitate high-density residential use, as it is consistent with the Provincial Policy Statement (2020) and conforms to A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019), as amended, and City of Barrie Official Plan (2010). The implementation of the requested site-specific standards will be confirmed through detailed design at the time of Site Plan Control.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

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

ALTERNATIVES

71. The following alternative is available for consideration by Planning Committee:

<u>Alternative #1</u>	<p>General Committee could deny the request to rezone the subject lands from 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(SP-XXX)(H-YYY) to permit the proposed residential development.</p> <p>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 Allandale GO Station and future transit hub, is an important growth opportunity for the City and will contribute to the mix of residential units available to this community.</p>
<u>Alternative #2</u>	<p>General Committee could approve the change in land use from 'Light Industrial' (LI) to 'Transition Centre Commercial' (C2-2)(SP-XXX)(H-YYY) to facilitate residential use but alter the Special Provisions identified for the</p>

	<p>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.</p> <p>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 DEV023-23 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.</p>
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FINANCIAL

72. It is not possible to estimate the assessed value of the subject property following development, however, the assessed value of the future development is anticipated to be far greater than the current assessed value of the property and will, therefore, increase the amount of property tax that is collected on the subject site as of the time of writing this staff report.
73. Development charge rates have been frozen with interest for a maximum of two years from the date of complete application, being September 23, 2021, at the below rates:
- a) The frozen rate for the applicable development charges depends on the number of bedrooms in each apartment:
 - i) Apartments 2+ bedrooms are charged \$38,287 per unit.
 - ii) Apartments Bachelor and 1 Bedroom are charged \$26,882 per unit.
74. Education Levies will be calculated and collected at the time of issuance of the building permit. The current fee is \$4,283.00 per unit. (2023 rate, subject to an annual inflation adjustment on January 1st of each year)
75. A cash in lieu of parkland contribution will be required. The amount is currently \$3,693.00 per residential unit. (2023 rate, subject to an annual inflation adjustment on January 1st of each year)
76. A Finance Administration fee will be collected at the time of issuance of the building permit at a rate of \$85.00 per dwelling unit. (2023 rate)
77. 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 to municipal water and sewer mains already installed, and traffic turning lanes or signals, if required.
78. A credit will be provided against development charges owing for properties where there is a redevelopment of the property. The eligibility of the credit is restricted to redevelopments that receive replacement building permits within 60 months of the demolition permit being issued of a qualifying residential or non-residential building.
79. The building permit fees will be confirmed through the Site Plan Control process and will be collected at the time of submission of building permit applications.

LINKAGE TO 2022-2026 STRATEGIC PLAN

80. 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

81. 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 Allandale GO Station and future transit hub.

Attachments:

Appendix "A" – Draft Zoning By-law Amendment

Appendix "B" – Proposed Site Plan

Appendix "C-1" – Proposed Elevations

Appendix "C-2" – Renderings

Appendix "D" – Residential Density Analysis

APPENDIX "A"

Draft Zoning By-law Amendment



Bill No. XXX

BY-LAW NUMBER 2023-XX

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 legally described as Plan 30 Lots 7, 8, 9 and Part Lots 5, 6 & 10, City of Barrie, municipally known as 17 and 27 Jacob's Terrace, shown on Schedule "A" to this By-law from 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C4)(SP-XXX)(H-YYY).

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 23-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 'Light Industrial' (LI) to 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(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 4.6 – Parking in By-law 2009-141, the minimum required parking standards shall be 0.80 parking spaces per residential unit.
3. **THAT** notwithstanding the provisions set out in Table 6.3 – Commercial Standards in By-law 2009-141, a minimum front yard setback of 4.0 metres is required.
4. **THAT** notwithstanding the provisions set out in Table 6.2 – Commercial Standards in By-law 2009-141, minimum side yard setbacks are permitted as follows:
 - a) West Side Yard – A side yard setback of 5.0 metres shall be required with an additional step back of at least 1.5 metres above a building height of 14.5 metres.
 - b) East Side Yard – A side yard setback of 11.0 metres shall be required with an additional step back of at least 1.5 metres above a building height of 14.5 metres.
5. **THAT** notwithstanding the provisions set out in Section 6.3.2 in By-law 2009-141, building height is permitted as follows:
 - a) A maximum four (4) storey podium, setback a minimum of 4.0 metres from the front lot line to a height of 14.5 metres with additional stepbacks of at least 1.5 metres;

-
- b) A maximum four (4) storey podium, setback a minimum of 10.0 metres from the lot flankage to a height of 14.5 metres with additional setbacks of at least 1.5 metres; and
 - c) Maximum tower heights of 61.0 metres (19 storeys) and 73.0 metres (23 storeys) excluding mechanical penthouse and other exclusions as defined for the measurement of building height.
6. **THAT** notwithstanding the provisions set out in Section 6.3.2 in By-law 2009-141, no minimum coverage for commercial uses is required.
7. **THAT** the Holding symbol (H-YYY) can be removed from site-specific zoning 'Transition Centre Commercial with Special Provisions, Hold' (C2-2)(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 Director of Development Services:
- a) That the owner/applicant undertake and agree to satisfy the requirements of a Certificate of Property Use and/or Record of Site Condition, as accepted by the MECP under the Environmental Protection Act, prior to any site works or issuance of a Building Permit.
8. **THAT** the remaining provisions of Comprehensive Zoning By-law 2009-141, as amended from time to time, applicable to the above described lands shown in Schedule "A" to this By-law shall apply to the said lands except as varied by this By-law.
9. **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 ____, 2023.

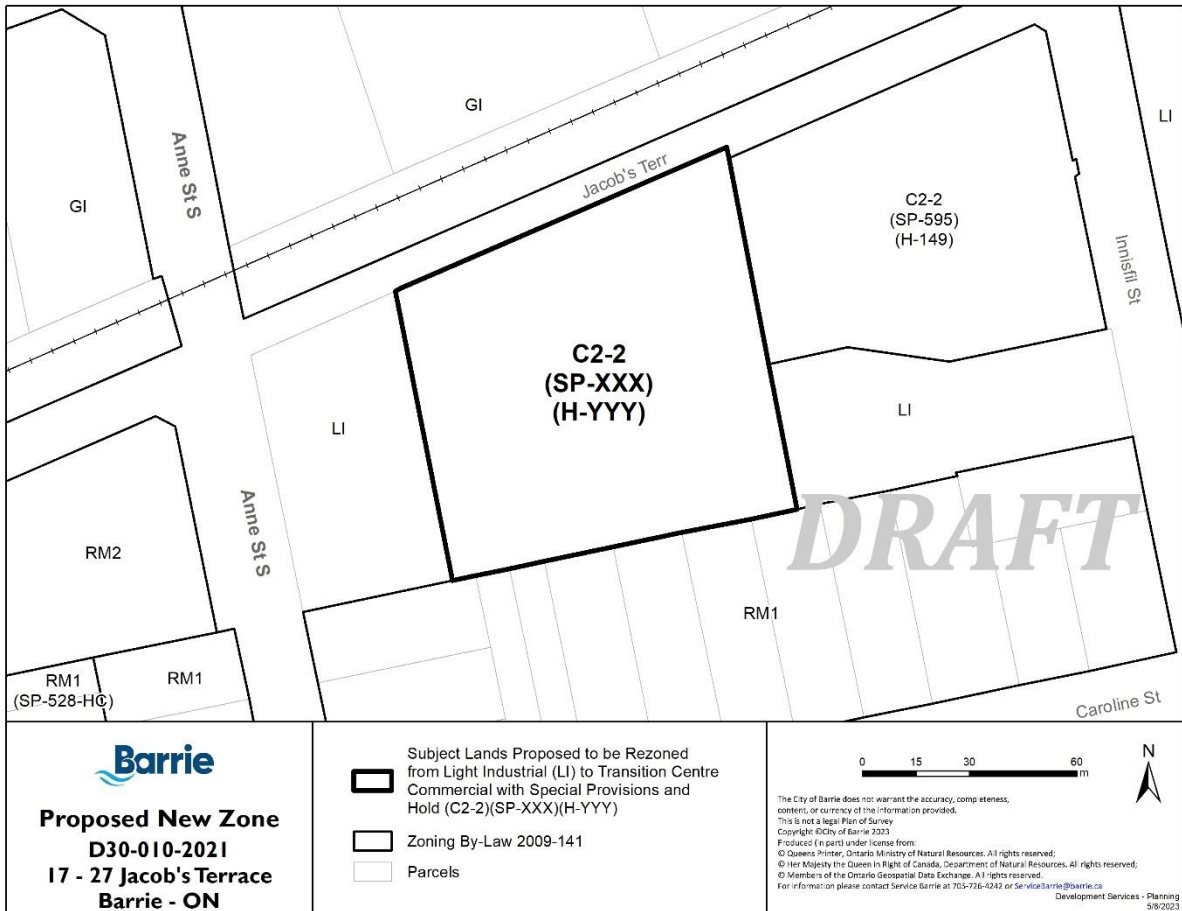
READ a third time and finally passed this ____ day of ____, 2023.

THE CORPORATION OF THE CITY OF BARRIE

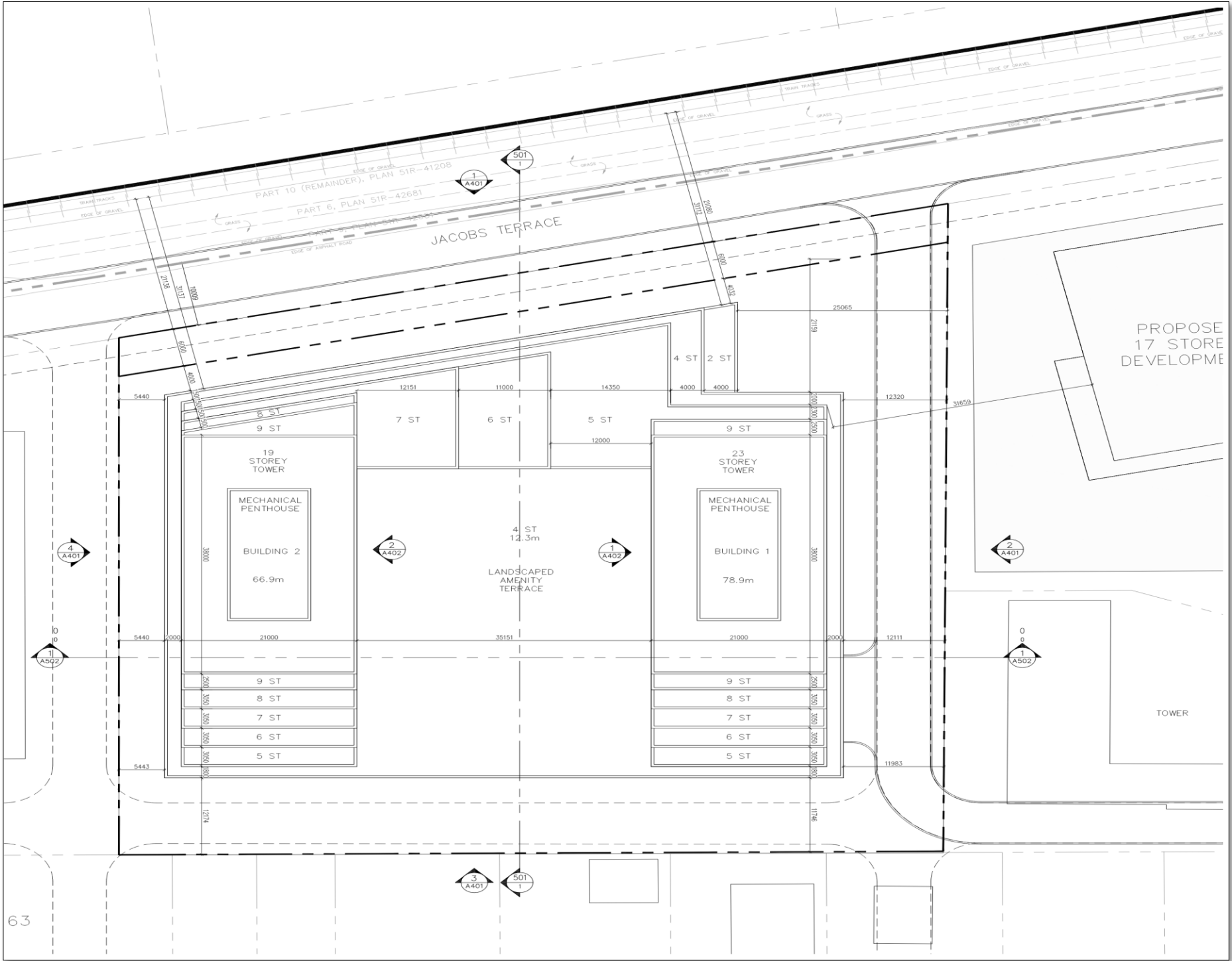
MAYOR – ALEX NUTTALL

CITY CLERK – WENDY COOKE

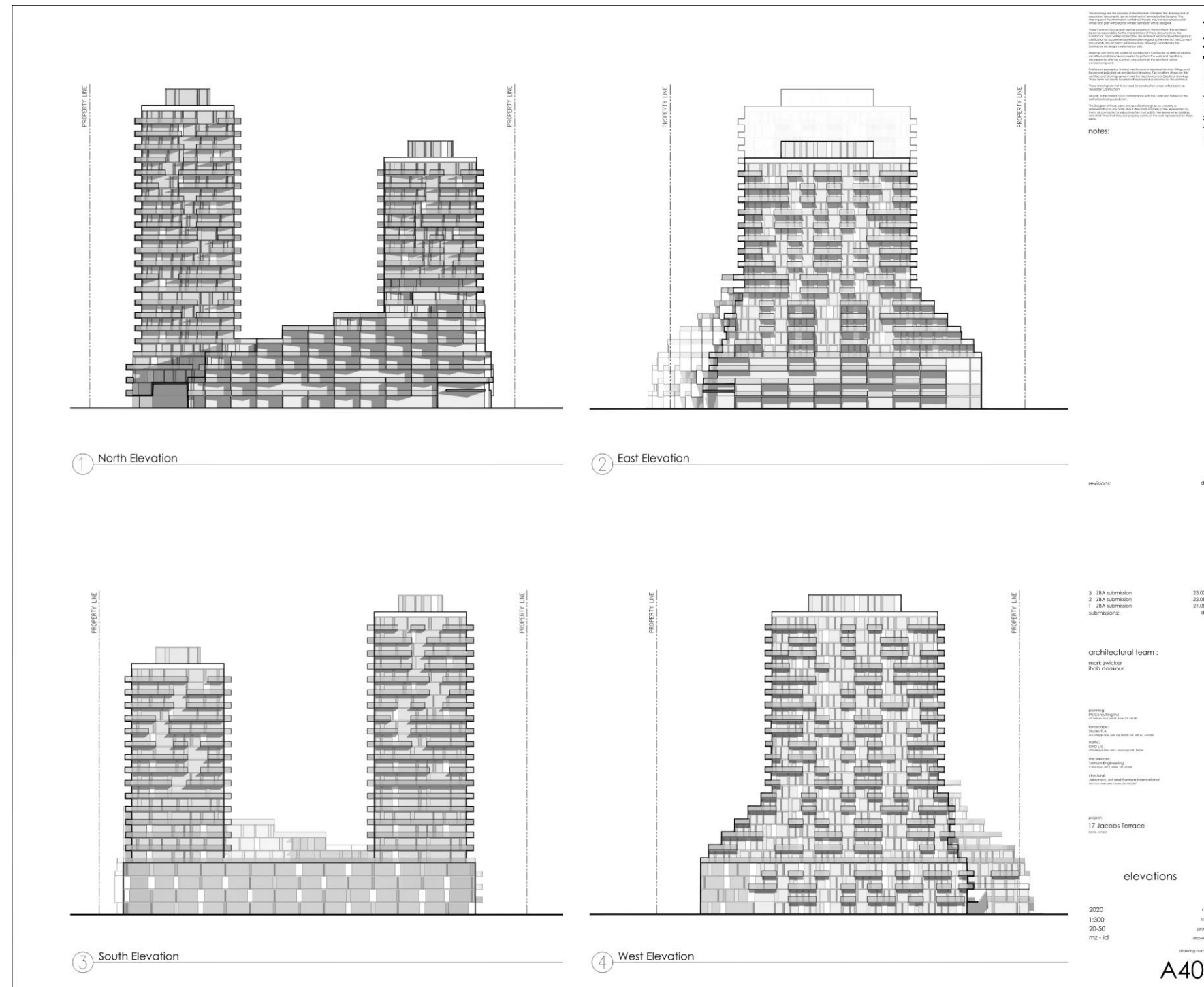
Schedule "A" to attached By-law 2023-



Proposed Site Plan



Proposed Elevations



APPENDIX "C-2"

Proposed Renderings



APPENDIX "D"

Residential Density Analysis

RESIDENTIAL DENSITY ANALYSIS
D30-013-2021
17 - 27 JACOB'S TERRACE, BARRIE -ON

Total Study Area	76.34 ha
Total Developable Area - <i>Only residential</i> (Private properties)	39.32 ha
Total Developable Area - <i>All Residential and Non-Residential</i> (Private properties)	55.24 ha
Total Area Parks/ Open Space/SWM Ponds/Walkways/Laneways	4.66 ha
Total Area Roads right of way	16.44 ha

PROPERTY USAGE TYPE	Total Dwelling Units	Land Area (ha)	Residential Density Dwelling Units/ha
Single Dwelling Unit	357	23.24	15.36
Semis/ Duplex	18	0.39	46.00
Townhouse Dwelling Unit	117	4.41	26.50
Multiresidential	140	2.48	56.54
Vacant Lands		5.06	
Non- residential areas(Commercial/ Institutional)		15.91	
Parks/ Open Space/ Walkway / Laneway		4.66	
Other Proposed Developments in the area			
D30-016-2021 - 41 & 43 Essa Rd & 259 & 273 Innisfil St (Proposed development of four (4) buildings at 20, 29, 35 and 37 storeys in height intended for 1,276 residential apartments with ground floor commercial along the Essa Road and Innisfil Street frontages.)	1,276	1.79	711.95
D11-019-2022 (D30-016-2022) - 272 Innisfil Street (Proposed development of a 17-storey apartment building with some ground floor podium units for a total of 333 residential)	333	0.70	475.14
D11-019-2022 (D30-016-2022) - 220 Bradford St (Proposed development for a construction of a 14-storey (121 unit) apartment building with ground floor commercial use.)	121	0.34	353.29
Subject Property 17 - 27 Jacob's Terrace - D30-013-2021 Proposed development of a 4 storey garage podium with two residential towers 24 and 26 storeys in height, with a total of 565 units	565	0.91	618.32
Current Residential Density (Only Residential Lands included)	632	39.32	16.07
Current Residential Density (All Residential and Non- residential lands included)	632	55.24	11.44
Projected Residential Density Including Proposal for Subject Lands (Only Residential Lands included)	1197	39.32	30.44
Projected Residential Density Including Proposal for Subject Lands (All Residential and Non- residential lands included)	1197	55.24	21.67
Projected Residential Density Including Proposal for Subject Lands and Other Proposed Developments in the Area (Only Residential Lands included)	2,927	39.32	74.44
Projected Residential Density Including Proposal for Subject Lands and Other Proposed Developments in the Area (All Residential and Non- residential lands included)	2927	55.24	52.99

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.
Vacant lands includes any surface parking lots that exist in the area.

Prepared by: Development Services
Date: May 9, 2023

