
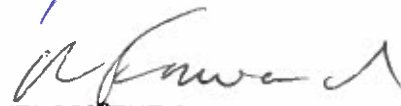


TO: GENERAL COMMITTEE

SUBJECT: ZONING BY-LAW AMENDMENT APPLICATION - 380 ESSA ROAD
A.D.A. CUSTOM HOMES LTD.

PREPARED BY AND KEY CONTACT: C. MCLAREN, DEVELOPMENT PLANNER
EXT. #4719

SUBMITTED BY: M. KALYANIWALLA, M.C.I.P., R.P.P. 
ACTING DIRECTOR OF PLANNING SERVICES

GENERAL MANAGER APPROVAL: R. FORWARD, MBA, M.Sc., P. ENG. 
GENERAL MANAGER OF INFRASTRUCTURE, DEVELOPMENT & CULTURE

CHIEF ADMINISTRATIVE OFFICER APPROVAL: JON M. BABULIC, CHIEF ADMINISTRATIVE OFFICER 

RECOMMENDED MOTION

1. That the Zoning By-law Amendment Application submitted by A.D.A. Custom Homes Ltd. to rezone lands known municipally as 380 Essa Road from Single Detached Dwelling First Density (R1) to Multiple-Family Dwelling Second Density (RM2) Special Provision (SP) be approved (D14-1499).
2. That the following Special Provisions (SP) be referenced in the implementing Zoning By-law for the subject lands:
 - a) That a maximum Gross Floor Area (GFA) of 67% be permitted on site; and
 - b) That the density permitted on site shall be a minimum of 53 units per hectare or a maximum of 74 units per hectare.
3. That pursuant to Sections 34 (17) of the Planning Act, no further written notice be required.

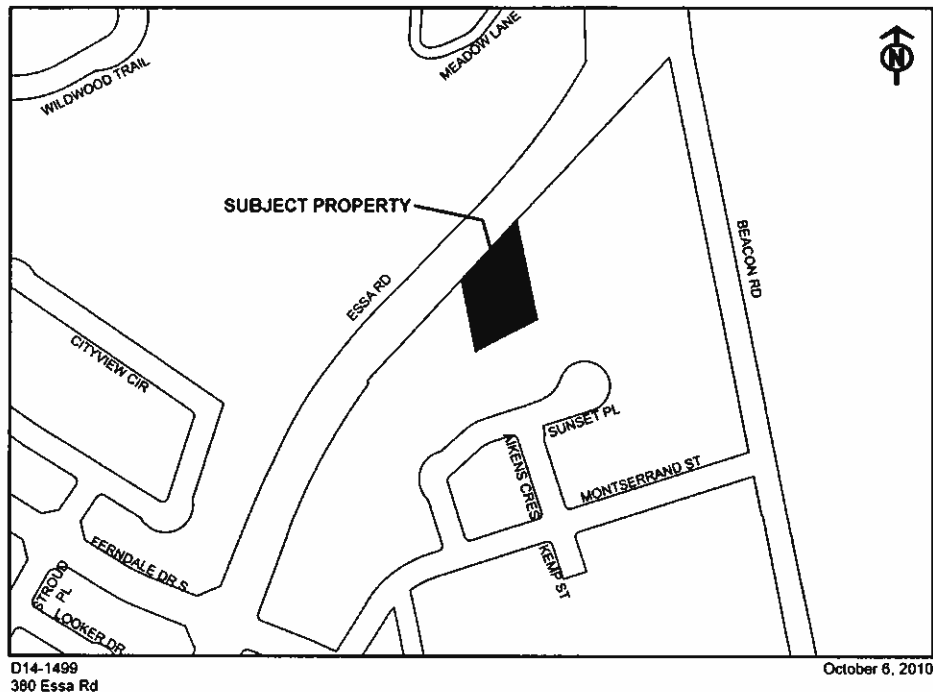
PURPOSE & BACKGROUND

Purpose

4. The purpose of this staff report is to consider an application to amend the City's Zoning By-law for lands located on the east side of Essa Road, north of Veteran's Drive. The application proposes to rezone the subject lands from Single Detached Dwelling First Density (R1) to Multiple-Family Dwelling Second Density (RM2) Special Provision (SP) to permit the future development of the property for a three-storey residential apartment building with 30 residential units.

Location

5. The subject property is located on the east side of Essa Road, north of Veteran's Drive within the Holly Planning Area and is known municipally as 380 Essa Road.



Surrounding Land Uses

6. Existing land uses surrounding the subject property consist of the following:

North: Essa Road, vacant residential lands and medium density residential development – zoned Multiple Family Dwelling Second Density RM2 (SP-327) and Multiple Family Dwelling Second Density RM2 (SP-276).

South: Semi-detached residential – zoned Multiple Residential RM1.

East: Vacant residential – zoned Residential Hold.

West: Single detached residential – zoned One Detached Dwelling First Density R1.

Development Proposal

7. The development proposal as presented at the Public Hearing by Innovative Planning Solutions provides for the development of one, three storey walk-up apartment building, having a total of 30 units. The development is proposed on full municipal services with access onto Essa Road.

Existing Policy

8. The subject property is designated Residential Area within the City's Official Plan and is zoned Single Detached Dwelling First Density R1 by Zoning By-law 85-95 and 2009-141. The property has frontage on Essa Road of approximately 68.5m (225 ft.) and a lot area of approximately 0.4 ha (1.0 ac).

Background

9. In support of the subject application, the following studies were submitted:

- a) **Planning Justification Report** (September 2010) – provides a review of the property characteristics and surrounding lands as well as the planning policy basis and opinion of Innovative Planning Solutions for the application to be approved as residential intensification. A detailed site plan and building elevations were included as Appendices to this report and have been attached as Appendix "A" and "B" to this report.
- b) **Urban Design Rationale** (November 2010) – provides for detailed design elements such as building orientation, scale and massing, architectural design elements including building materials, masonry detailing, roof design, entry features and landscaping to ensure that the proposed development will be of high quality design in accordance with the City's Intensification Strategy for higher density uses.
- c) **Functional Servicing Report** (October 2010) – provides that the subject lands will have frontage and access on Essa Road for the purpose of this development and that the proposed development can be adequately serviced with respect to transportation, water distribution system, sanitary, storm drainage and secondary utilities.
- d) **Preliminary Traffic Assessment** (June 2010) – provides that the proposed development will have negligible impact on the adjacent road system and will not require any road or intersection improvements in the opinion of AECOM Canada Ltd.

Public Meeting

10. A public meeting was held on January 24, 2011 in accordance with the Planning Act.
11. Prior to the Public Meeting for the subject application, one written letter of opposition was received. Verbal representation was made at the Public Meeting and a petition was received containing signatures in opposition to the proposed development. Public opinions regarding the subject application included the following concerns/comments:
 - property devaluation;
 - reduced privacy;
 - obstructed views;
 - increased traffic noise from area roads;
 - noise from tenants, their visitors and vehicles; and
 - increased risk of violent behaviour and criminal activity.

12. The various comments/concerns identified above will be discussed later in this report.

Agency Circulation

13. The subject application was circulated to staff in various departments and to a number of external agencies for review and comment. Bell, Enbridge, the Simcoe County District School Board and the Simcoe Muskoka Catholic District School Board all provided comments indicating that they had no concerns with the proposed rezoning.
14. Comments were received from the Nottawasaga Valley Conservation Authority (NVCA) deferring the review of the subject application to the City of Barrie Engineering Department.
15. The Engineering Department advised that if approved, the proposed development would be subject to Site Plan Control at which time matters related to site servicing and drainage, parking, vehicle access and circulation would be addressed. In this regard, a Functional Servicing Report

and Preliminary Traffic Assessment were submitted in support of the subject rezoning application. The Engineering Department has reviewed both documents and has advised of their acceptance of same.

16. The Parks Planning and Development section of the Engineering Department also provided comments indicating that at the time of Site Plan Approval, a Tree Inventory and Assessment will be required to ensure the preservation of appropriate peripheral trees, and the landscape plans will be reviewed in detail to ensure compliance with the City's Urban Design Guidelines.

ANALYSIS

Policy Planning Framework

17. The following provides a review of the applicable Provincial policies, as well as the City of Barrie's Official Plan and the Intensification Strategy.
18. Provincial policy initiatives for intensification include provisions in the Provincial Policy Statement (PPS) (2005) and in Places to Grow – Growth Plan for the Greater Golden Horseshoe (The Growth Plan) (2006). The PPS (2005) defines Intensification as the development of a property, site or area at a higher density than currently exists through:
 - a) Redevelopment, including the reuse of brownfield sites;
 - b) The development of vacant and/or under-utilized lots within previously developed areas;
 - c) Infill development; and
 - d) The expansion or conversion of existing buildings.
19. The Provincial Policy Statement promotes efficient development and land use patterns and a range and mix of residential, employment, recreational and open space uses. In addition, the policies promote cost effective development standards to minimize land consumption and facilitate compact form. Intensification and redevelopment is also promoted to meet projected needs for the next 20 years.
20. The Growth Plan was released by the Ministry of Public Infrastructure Renewal in 2006. In brief, the goals of the Growth Plan include a reduction in urban sprawl by providing opportunity for intensification in existing built-up areas. The Plan requires that 40% of all residential development occurring annually within the City must be within the existing built boundary. The intent of these policies is to protect significant environmental features and agricultural lands, and promote the wise management of resources through utilizing existing services and transportation infrastructure. The proposed application would be deemed an appropriate form of intensification whereby the lands are developed to utilize existing infrastructure within the City's existing built boundary.
21. The Places to Grow Act required affected Municipal Official Plans to be brought into conformity with the Growth Plan. The implementation of this Plan required municipalities to identify intensification areas that can support the defined intensification targets for the community, and managing that growth by focusing intensification in the areas identified. As such, the Planning Services Department has prepared an Intensification Strategy that has been approved by Council (May 2009).

Official Plan Conformity

22. The subject lands are designated Residential Area in the City's Official Plan. Lands designated Residential are intended to be used primarily for residential uses, with all forms of housing permitted subject to locational criteria.
23. In accordance with the Official Plan, medium density residential development permits a number of multiple dwelling types including walk-up apartments or stacked townhouses. The Plan further provides that medium density development should locate close to parks, schools and local commercial facilities, along arterial or collector roads or where access is not obtained through a local roadway and shall provide a maximum density of 53 units/ha.
24. The proposed development will meet the City's locational criteria with respect to medium density development as the subject property is located on Essa Road, an arterial roadway, whereby access to the proposed development will be obtained. Access will not be obtained through a private roadway. The subject property is located in proximity to commercial facilities along Essa Road at the intersections of Ferndale Drive and Ardagh Road/Bryne Drive and in proximity to local schools (Trillium Woods Elementary School) and City parks and environmental protection areas (Harvie Park and the Ardagh Bluffs East).
25. The General Design Policies of the Official Plan require residential development to provide necessary on-site parking and functional open space amenity area including landscaping, screening and buffering. The preliminary concept plan submitted and included as Appendix "A" to this report identifies that sufficient parking will be accommodated on-site through both surface parking and a single level underground parking garage. The plan also appears to provide for appropriate open space amenity area and buffering from adjacent lower density residential properties, however, should the subject rezoning application be approved, a detailed site plan application will be required at which time detailed plans will be submitted to confirm compliance with the above noted design elements and the City's Urban Design Manual.

Intensification Strategy

26. On May 4, 2009, City Council adopted an Intensification Strategy as part of the City's overall growth management plan and as a measure of conformity with the Provincial Policy Statement and the policies of the Growth Plan.
27. In accordance with the Growth Plan, the City's Intensification Strategy identifies that intensification will be directed to four different categories; the Urban Growth Centre (UGC), Intensification Nodes, Intensification Corridors and Major Transit Station Areas.
28. Intensification corridors are defined as "*Intensification areas along major roads, arterial or higher order transit corridors that have the potential to provide a focus for higher density mixed use development consistent with planned transit service levels*".
29. Schedule A of the Intensification Strategy identifies Essa Road as a Secondary Corridor which is intended to develop at densities of approximately 50 units/ha and provide for 3-4 storey residential uses which may include a single storey of commercial uses at ground level. The proposed development is considered to be in conformity with the City's Intensification Strategy as the subject application proposes a medium density, three storey walk-up residential apartment building 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 corridors is 50 units/ha, this target is intended to apply over the entire area and not on a site by site basis. In this regard, the 74 units/hectare proposed with the subject development is considered to be in conformity with the Intensification Strategy and therefore the proposed Multiple-Family Dwelling Second Density RM2 Special (SP) zoning on the property would serve to implement the City's Intensification Strategy.

Zoning Rationale for Special Provision

30. The applicant is requesting an increase in the maximum permitted density from 53 to 74 units per hectare, which would accommodate development of 30 residential units on the subject property. The subject lands are approximately 0.4ha in size and as such, a maximum of 21 units would be permitted on site. The concept plans submitted in support of the proposed rezoning identifies a three storey walk-up apartment building that has accommodated all required building setbacks, amenity space provisions and the necessary parking requirements through both surface and underground/structured parking.
31. Staff note that the form of development proposed is consistent with other 3 storey walk-up developments at lower densities which have only accommodated surface parking. The provision of approximately one-half of the required parking spaces underground has enabled the applicant to accommodate nine (9) additional units on site while still maintaining all other performance standards of the Comprehensive Zoning By-law, with the exception of maximum GFA. In this regard, staff are satisfied that the proposed increase in density is appropriate for the subject lands and conforms to the current policies for intensification.
32. To ensure that the property is developed in accordance with the policy planning framework established for intensification areas, staff are recommending that a minimum density of 53 units per hectare be achieved on site given the configuration of the property. This would preclude the underdevelopment of the property in an area that has been targeted for intensification. This special provision would serve to implement the intensification policies of the PPS, the Growth Plan and the City's Intensification Strategy and has been reflected in the recommended motion.
33. In addition to the increase in density requested, the applicant is also requesting an increase to the maximum permitted Gross Floor Area (GFA) from 60% to 66.4%. The City's Intensification Strategy suggests that building footprints within intensification corridors will utilize 60% of the total lot area. The proposed development represents a building footprint of only 24%. The increase in GFA has been accommodated on site by increasing the height of the building in exchange for the building footprint while maintaining all other performance standards of the By-law. As such, staff are satisfied that the increase in GFA is appropriate for the subject lands.
34. The balance of the development will be required to meet the RM2 zone standards.

Site Plan Control

35. The subject property, if zoned Multiple-Family Dwelling Second Density RM2 (SP), would be subject to site plan control, as per Section 41 of the Planning Act and in accordance with By-law 99-312.
36. The concept plan and elevation drawings submitted provide a general indication of how the property will be developed and the ultimate design of the future building. While a formal application for site plan approval has not been submitted to date, staff note that consideration has been given to urban design through the provision of detailed design elements such as pitched roof lines, a combination of brick, stone and stucco building façade materials, soldiering, coining, key stone and window trim treatments, wrought iron balcony railings, brick/stone entry feature pillars and signage with iron fencing, along with the combination of both underground and surface parking.
37. Site Plan Control addresses the development and design of the lands with regard to site servicing, landscaping, lighting, parking and access. In this regard, Planning staff are satisfied that concerns identified at the Public Meeting related to reduced privacy, parking, access, etc. will be adequately addressed through the site plan approval process. That said, in regard to adjacent single detached residential to the west and the semi-detached/townhouses to the south of the subject

property, the applicant has proposed minimum building setbacks of approximately 25m and 8m respectively, whereby a minimum of only 7m is required. The increased setbacks to the existing residential development have been provided so as to maintain the existing peripheral vegetation on site to ensure the privacy of the existing residences is maintained. In addition to maintaining this existing vegetation, the applicant will be required to maintain and/or provide a 2m high privacy board fence along the south, east and west property boundaries. Staff are satisfied that suitable distance separation has been provided between the proposed building and the existing residences to the south and west. The combination of required privacy fencing and the preservation of existing mature vegetation on site would minimize potential visual impacts and privacy on adjacent lands.

Public Meeting Comments

38. With respect to the additional comments/concerns identified by the public and outlined in paragraph 11 above, Planning staff offer the following:

The proposed development will serve to buffer the existing residential lands to the east from the traffic noise associated with Essa Road. It is important to note that while views cannot be protected, staff are of the opinion that the proposed development would not obstruct the views of the abutting residents from any significant environmental feature or the lake as there are no views from such in the area. Further, Planning staff have not been provided with any evidence to confirm that a three storey walk-up apartment building will result in decreased property values for the abutting residential lands or an increased risk of violent behaviour and criminal activity.

Summary

39. Staff have reviewed the comments received and considered the proposed Zoning By-law Amendment application, having regard to conformity with the relevant Provincial Policy, the City's Official Plan and Intensification Strategy, and are of the opinion that the proposed development complies with the policy planning framework established for Intensification. Staff is also satisfied that the proposed development is compatible with the existing residential neighbourhood and provides for good urban design with appropriate separation distances, screening and buffering from existing residential properties in an area that has been targeted for intensification.

ENVIRONMENTAL MATTERS

40. There are no environmental matters related to the recommendation.

ALTERNATIVES

41. There are two alternatives available for consideration by General Committee:

Alternative #1

General Committee could maintain the existing Single Detached Residential R1 zoning on the subject property.

This alternative is not recommended as it does not support intensification in an area that has been identified for residential intensification and which meets the locational criteria of the Official Plan, the City's Intensification Strategy and is consistent with Provincial Policy.

Alternative #2

General Committee could alter the proposed recommendation by recommending the proposed zoning, without the Special Provisions identified on the subject lands.

This alternative is not recommended as the preliminary concept plans provided represent a development of high quality urban design in terms of building orientation, scale, massing and architectural design elements, appropriate building setbacks and buffering to address the existing residents' concerns and an overall development that is consistent with the vision of the City's Intensification Strategy.

FINANCIAL

42. Any redevelopment and intensification of the subject property would provide for increased municipal tax revenue to be generated on the site. Based on the application for a 30 unit residential apartment building comprised of 16 one bedroom units and 14 two bedroom units, the estimated municipal tax revenue (estimated assessed value of \$130,000.00 and \$230,000.00 for each of the one and two bedroom units, respectively) would be \$58,497.69 (based on 2010 tax rates). Building permit application fees based on an approximation of area coverage for 30 residential units, including the underground parking garage would be approximately \$49,205.50. Development Charges revenue would be estimated at \$438,332.00.
43. The owner, through conditions of subsequent Site Plan/Condominium approval, will be responsible for the balance of servicing and developing costs related to the subject property.

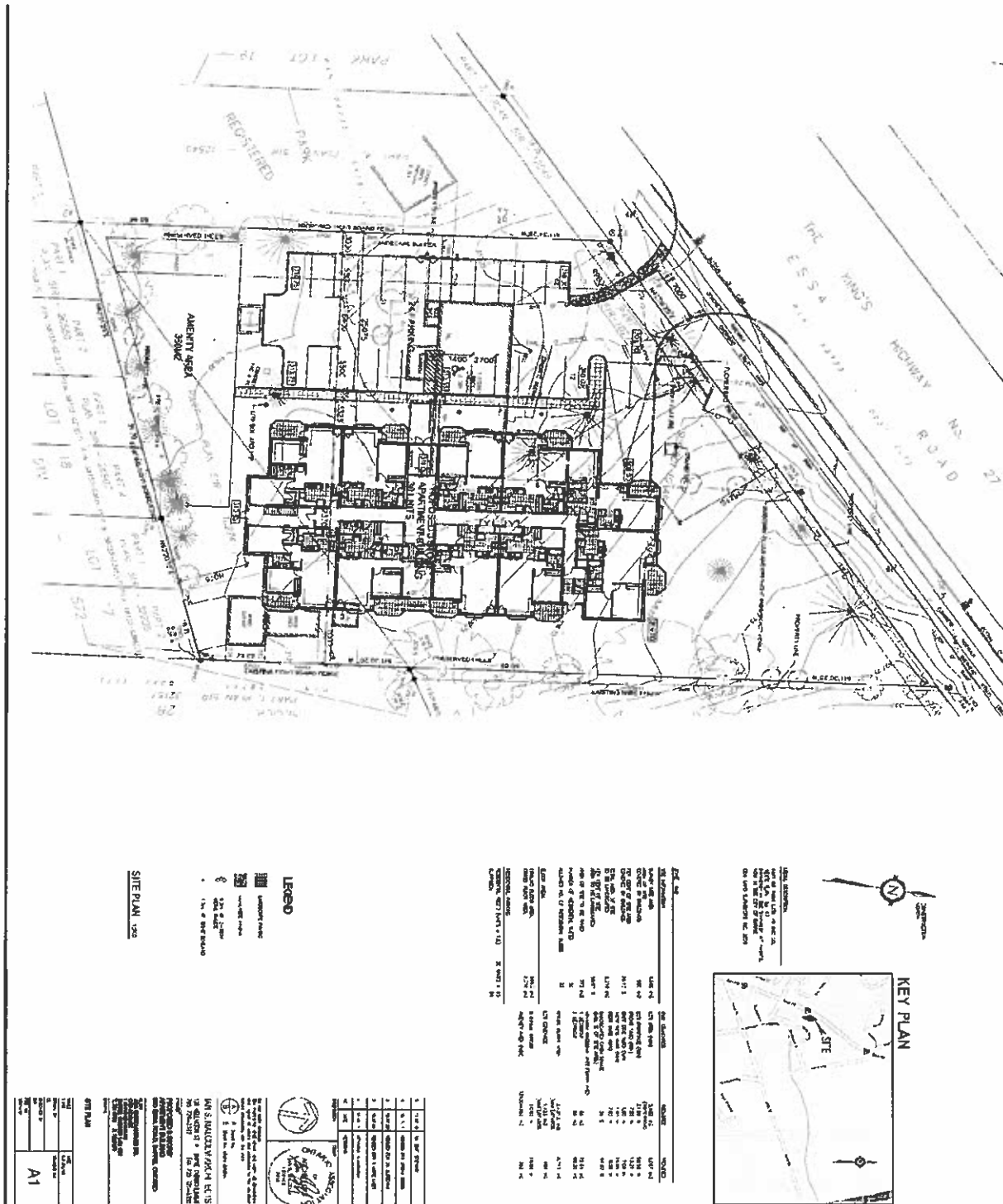
LINKAGE TO COUNCIL STRATEGIC PRIORITIES

44. The 2010-2014 Council's Strategic Priorities have not been established as of the time of writing of this report.

Attachments: Appendix A – Preliminary Site Plan
Appendix B – Building Elevations

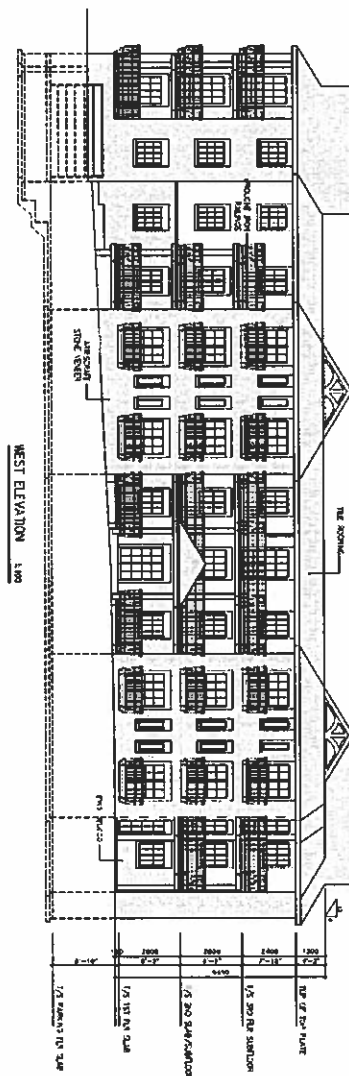
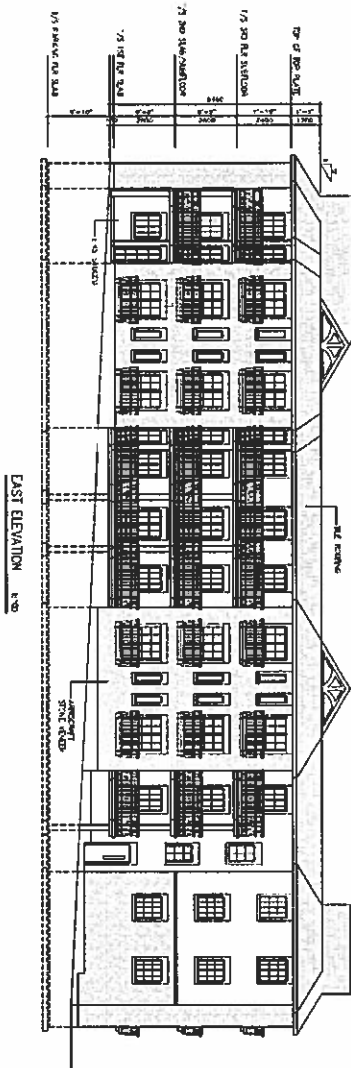
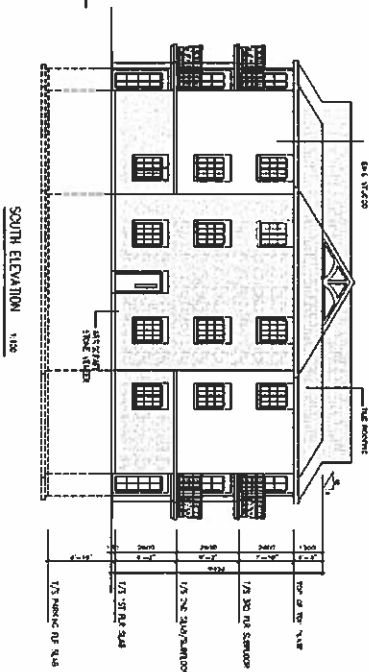
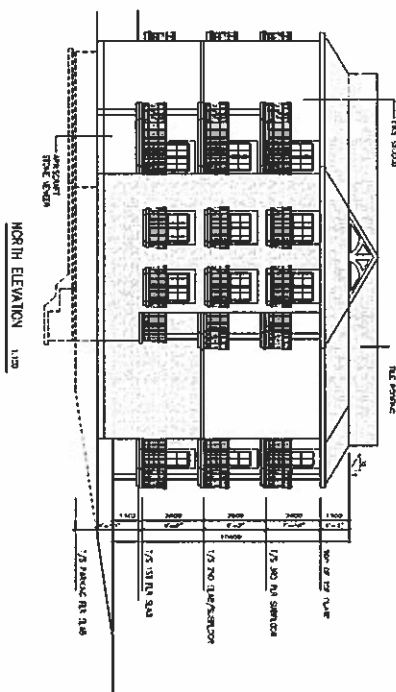
APPENDIX "A"

Preliminary Site Plan



APPENDIX "B"

Building Elevations



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