

PLANNING JUSTIFICATION REPORT

**DRAFT PLAN OF SUBDIVISION
&
ZONING BY-LAW AMENDMENT**

**WATERSAND CONSTRUCTION LTD.
259 SALEM ROAD
CITY OF BARRIE
SIMCOE COUNTY**

FEBRUARY 2023

**PREPARED BY:
KLM PLANNING PARTNERS INC.**

P-3158



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1.0 INTRODUCTION

KLM Planning Partners Inc. (“KLM”) has been retained by Watersand Construction Ltd. (the “Owner” or “Client”) for the development of their lands municipally known as 259 Salem Road (the “Subject Lands”) in the City of Barrie (the “City” or “Barrie”), in the County of Simcoe (the “County”), as shown on **Figure 1**.

This Planning Justification Report (“PJR”) accompanies applications for a Zoning By-law Amendment (the “ZBA Application”) and Draft Plan of Subdivision (the “DPOS”) application required to facilitate the development of the Subject Lands for residential uses. The applications are to facilitate the development of 430.5 residential units. The ultimate build-out of the Proposed Development will include the two mixed use node blocks which are proposed to consist of an additional 361 future residential units (the “Proposed Development”). Refer to section 3.0 of this PJR for more detail on the development proposal.

A Conformity Review Meeting was held with the City of Barrie and external agencies on March 3, 2022. The materials submitted in conjunction with these applications are in accordance with Town requirements and will assist with the formal review of the Proposed Development.

This report is intended to provide an overview of the development proposal as it relates to the applicable Provincial, Regional and Municipal land use policies and plans. The report will also provide an analysis and planning rationale for the development, detailing how the proposal represents an appropriate form of development and good land use planning.

This report concludes that the Proposed Development will facilitate the efficient use of an underutilized parcel of land located within the “Settlement Area” as per the City of Barrie Official Plan, and further designated for development as per the Salem Secondary Plan. The project has been designed to make efficient use of existing and planned infrastructure within the City of Barrie. The Proposed Development is consistent with the Provincial Policy Statement, conforms to the relevant policies of A Place to Grow: Growth Plan for the Greater Golden Horseshoe, City of Barrie Official Plan and the Salem Secondary Plan, and is consistent with the intent of Zoning By-law 054-04 and 2009-141, as amended.

2.0 SITE AREA AND CONTEXT

The Subject Lands are located south of Salem Road with Essa Road to the west and Veterans Drive to the east in the former Geographic Township of Innisfil, now the City of Barrie. The Subject Lands form the northerly (the “**Phase Two North**”) portion of the overall Watersand Subdivision Lands. The Phase Two North Lands are 114.68 hectares (283 acres) in size and currently vacant, representing an underutilized site located within the “Settlements Area” of the City of Barrie. The Subject Lands are legally described as Part of Lots 2 and 3, Part of the North Half of Lot 4, Part of the South Half of Lot 4, Concession 10, Former Geographic Township of Innisfil and municipally known as 259 Salem Road. The surrounding uses are as follows:

North: Salem Road, lands beyond are currently featuring a vacant agricultural use.

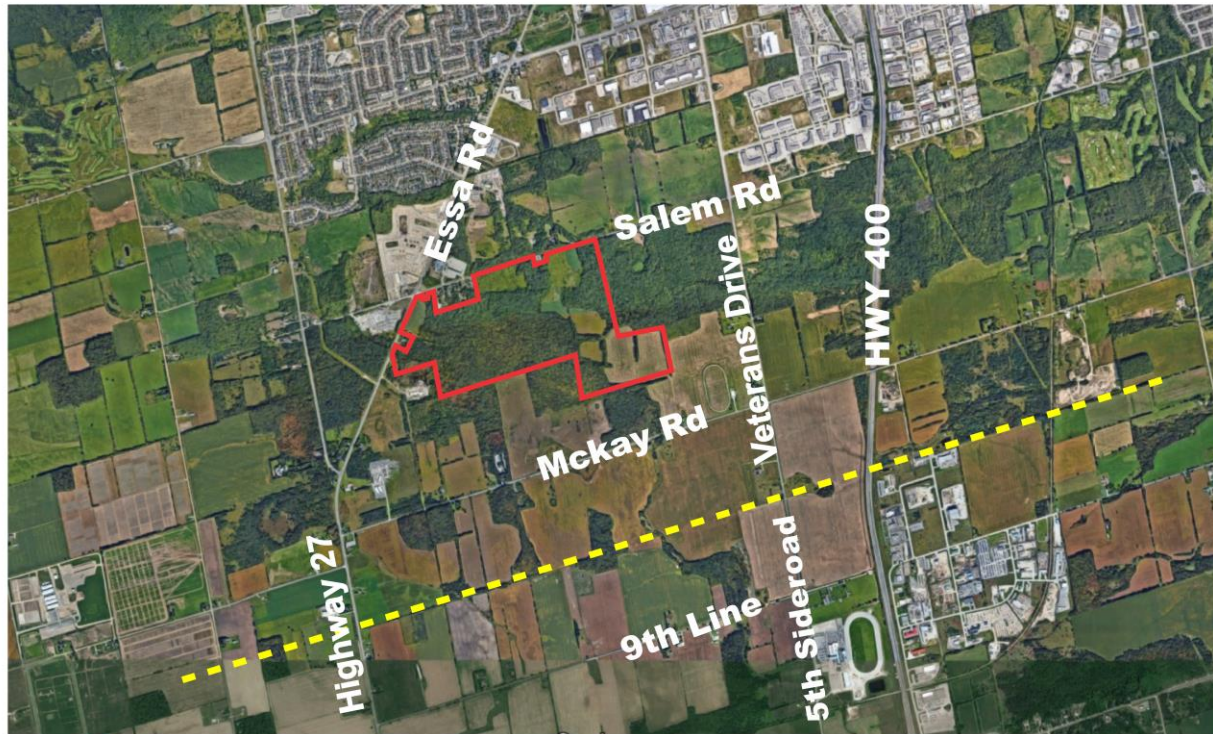
East: Veterans Road, lands beyond are currently featuring a vacant agricultural use.

South: McKay Road, future residential (the “**Phase Two**”) portion of the overall Watersand Subdivision Lands.

West: Essa Road, lands beyond are currently featuring a vacant agricultural use.

Figure 1 – Context Map

CONTEXT MAP



NTS



259 Salem Road
Essa Rd and Salem Road
Concession 10 N Pt Lot 2 and Concession 10 Pt Lots 3 & 4
City of Barrie

2.1 HISTORIC AND FORECASTED POPULATION FIGURES

The Growth Plan for the Greater Golden Horseshoe (“**Growth Plan**”) establishes minimum intensification and density targets for each of the communities across the GGH to ensure municipalities make efficient use of land and infrastructure, foster the creation of complete communities, support investments in transit and contribute to housing affordability. The City of Barrie’s share of the population and employment distribution is 298,000 people and 150,000 jobs to the year 2051. Population growth is fueled by the combination of net immigration of people from other parts of the Greater Toronto Area (the “**GTA**”) along with the natural increase of the existing population. Notwithstanding, the City of Barrie’s new Official Plan was approved on February 14th, 2022 and is currently under review by the Ministry of Municipal Affairs, in the interim the City of Barrie’s Official Plan (2010) population and employment forecasts are in effect. Section 2.0 of the Barrie Official Plan forecasts a population of 210,000 people and 101,000 jobs to the year

2031. In order to accommodate this growth, the supply of housing will need to keep up to forecasted population and demand.

The Proposed Development provides for a total of 794.5 residential units at ultimate buildout (i.e. including the mixed-use blocks), contributing to the population and density targets of the Growth Plan. The foregoing is based on the assumed persons per units (“PPU”) by unit type provided in Table 7 of the City of Barrie 2019 Development Charge Background Study, prepared by Watson & Associates, dated April 17, 2019.

Refer to the following table for the breakdown of persons per unit type:

	Unit Type	Persons Per Unit (2041 Forecast)	Proposed Units	Number of Persons
Proposed Development	Singles	3.25	319	1,037
	Townhouses	2.57	114.5	294
	Sub-Total	-	433.5	1,331
Future Development	Mixed-Use Residential*	1.82	361*	657
Ultimate Future Build Out	Total	-	794.5	1,988

*Subject to future site plan approval

The Proposed Development of the Subject Lands will contribute 1,331 people to the City of Barrie’s share of the Growth Plan’s population allocation. With the ultimate future build-out, the contribution of number of persons is 1,988.

As proposed, the development will feature two (2) opportunities for generating jobs. The residential component will support work at home opportunities and the conceptual future development mixed-use component will support retail jobs. The work at home will be provided by a factor of 0.055 per capita. Therefore, the population of 1,331 persons generated from the residential developable will result in 73 work at home opportunities. The residential component of the mixed-use conceptual development will result in an additional 36 work at home opportunities with the number of persons being 657. Therefore, the ultimate future build-out of the proposed development will contribute 109 employment opportunities.

The mixed-use blocks are comprised of 30,060 square metres. For the purposes of calculating the opportunities to generate jobs, a floor area ratio of 25% has been applied to the area of the mixed-use blocks as proposed on the Draft Plan of Subdivision. The active employment generating space is 7,515 square metres. Of the 7,515 square metres of employment generating space, a rate of 45 square metres

of space per retail employee has been applied. Resulting in a total of 167 retail jobs being generated by the 7,515 square metres of proposed commercial space.

The foregoing results in a total of 2,264 people and jobs generated by the ultimate build out of the Proposed Development of the Subject Lands. The Subject Lands have a net lot area (excluding natural heritage system and open space) of 30.3 ha, resulting in the contribution of 75 persons and jobs per hectare.

2.2 ROAD AND TRANSIT ACCESSIBILITY

The Subject Lands are generally irregular in shape and have approximately +/- 950 metres of frontage onto Salem Road. The Proposed Development will introduce four (4) points of access from Salem Road. Two of the points of access from Salem Road will lead to a proposed local street (Street 1 on **Figure 2**). The other two proposed points of access from Salem Road will provide access to Streets 2 and 3 on **Figure 2**. Streets 1, 2, and 3 with access points from Salem Road will all provide access to the proposed dwelling units. The other points of access to the Proposed Development provide connectivity from the Subject Lands to the future development lands to the east.

The Subject Lands are located +/- 4.5 kilometres from two (2) Highway 400 interchanges, located at Innisfil Beach Road (south of the Subject Lands) and Maplevue Drive West (north of the Subject Lands). In addition, Schedule 8E *Development Phases* references a 'Future Interchange' at the intersection of Highway 400 is a regional throughfare that provides connectivity to other areas of the Greater Toronto Area ("GTA") and municipalities throughout Ontario. Alternatively, the Subject Lands are +/- 1.5 kilometres from County Road 27 which provides north / south access to Simcoe County and the GTA beyond.

As per Schedule 8D-2 Street Widening of the Salem Secondary Plan, Salem Road is an Arterial Road with a right-of-way ("ROW") width of 41 metres. Further, as per Schedule 8E *Development Phases* of the Salem Secondary Plan, a 'Pathway System' is proposed to run north-south along the Natural Heritage System on the lands. This Pathway System will provide pedestrian connectivity along the overall Natural Heritage System of the Salem Secondary Plan Area and further, the City of Barrie.

The Proposed Development will be integrated within the existing regional and local transportation network and active transportation routes. A series of Urban Design and Transportation principles have been incorporated within the project to ensure pedestrian and cycling connectivity is promoted and the street zone offers a place for community interaction and socializing. JD Engineering have prepared a Transportation Impact Study ("TIS") submitted in conjunction with this application which evaluates the transportation-related impacts of the Proposed Development on the boundary road network and an analysis of auto and non-auto operations under existing and future conditions. Commentary on physical design and other measures to improve safety for motorists, pedestrians and cyclists are detailed within the TIS.

3.0 DEVELOPMENT PROPOSAL

The application(s) are to facilitate the development of a mix of single detached dwellings and townhomes as well as a park and a natural heritage system on the Subject Lands (the “**Proposed Development**”). Currently proposed, there are a total of 319 detached dwellings units and 114.5 townhouse units totaling 433.5 proposed residential units, resulting in a density of 21 units per net hectare (net area is 20.3 hectares as defined in the Salem Secondary Plan). The ultimate build-out of the Proposed Development will include the two mixed-use node blocks which are proposed to consist of an additional 361 future residential units. The mixed-use blocks are comprised of 3 hectares of land, resulting in a residential density of 120 units per net hectare in the mixed-use blocks. The foregoing provides for an overall net density of 34 units per net hectare.

The Proposed Development also includes a park (1.4 hectares), stormwater management block (1.33 hectares), underground storage tank (0.34 hectares), natural heritage system (84.32 hectares), open space (0.07 hectares), road widening (0.75 hectares), and 0.3m reserves (0.005 hectares).

The Proposed Development has been comprehensively planned to meet the suite of provincial and municipal policies guiding development within the area. The vision of an attractive, compact, walkable and transit-supportive community will be established and is demonstrated through the technical documents and materials submitted in conjunction with the application.

3.1 SUPPORTING MATERIALS

In addition to this Planning Justification Report, additional studies have been prepared in support of this application. The other consultants have evaluated the current applicability of the Proposed Development on the property, provincial/municipal standards, the associated policies and guidelines in respect to their technical disciplines. Below is a summary of the key reports included within the submission.

- Archaeological Study;
- Functional Servicing Report;
- Geotechnical Report;
- Hydrogeological Study;
- Noise Study;
- Stormwater Management Report;
- Traffic Impact Study, inclusive of Neighbourhood Traffic Calming Management Plan;
- Tree Preservation Plan;
- Trails Study;
- Updated, scoped Environmental Impact Study; and,
- Urban Design Brief.

3.2 PUBLIC CONSULTATION STRATEGY

The proposed strategy for consulting with the public with respect to the application(s) will follow the requirements of the Planning Act for statutory meetings and the City of Barrie's Zoning By-law Amendment process. The statutory public meeting will enable the community to gather information about the proposal and share their feedback and insights. Notice will be provided by the City in advance of the meeting.

3.3 AFFORDABLE HOUSING STRATEGY

The Proposed Development will contribute a variety of housing typologies to the housing stock of the City of Barrie. Namely, the proposed townhouse units will require less land than their single detached counterparts and represent an inherently more affordable option within the community. In addition to contributing a more affordable built form to the City of Barrie, when the proposed residential units are made available on the real estate market, the option to purchase second dwelling units will be made available to purchasers.

4.0 PLANNING APPLICATIONS

4.1 ZONING BY-LAW AMENDMENT

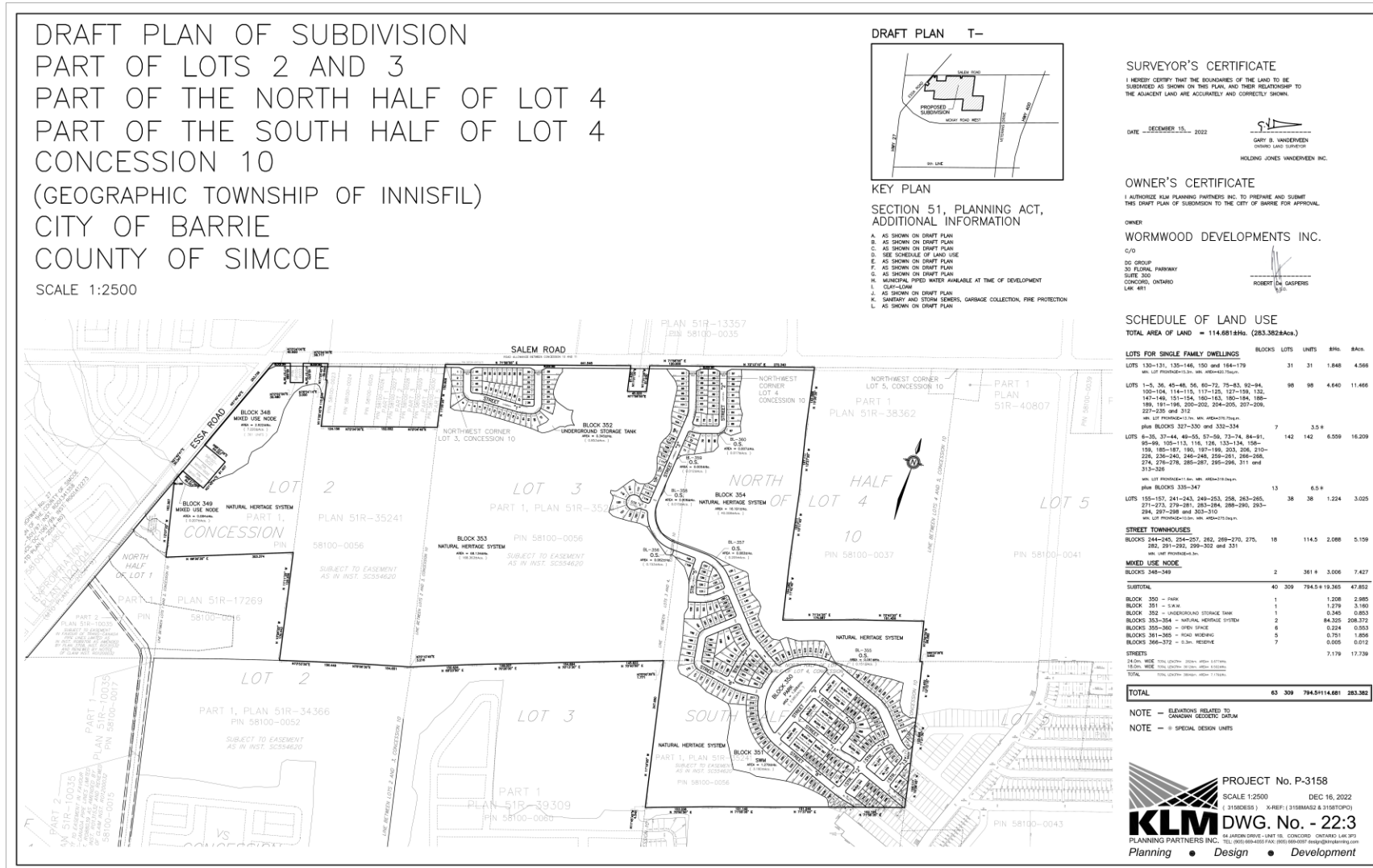
The Subject Lands are currently zoned as 'Agricultural (AG) Zone' and 'Environmental Protection (EP) Zone' in the Zoning By-law 054-04 (for the Former Town of Innisfil Lands). By virtue of the proposed Zoning By-law Amendment the Subject Lands will be rezoned to the appropriate zoning categories of Zoning By-law 2009-141 (e.g., 'Neighbourhood Residential (R5) Zone', 'Environmental Protection (EP) Zone', and 'Mixed Use (MNU) Zone') with site-specific exceptions to facilitate the Proposed Development.

A copy of the draft Zoning By-law Amendment has been included as part of the submission materials and is appended to this report as **Appendix A**.

4.2 DRAFT PLAN OF SUBDIVISION

The proposed Draft Plan of Subdivision ("DPOS") application applies to 114.68 hectares of land and will serve to create 309 residential lots, 40 residential / mixed-use blocks, one (1) park block, one (1) stormwater management pond block, one (1) underground storage tank block, two (2) natural heritage system blocks, six (6) open space blocks, five (5) road widening blocks, seven (7) 0.3 metre reserve blocks and the associated local street network with widths of 24.0 and 18.0 metres. Refer to Figure 2 for the Draft Plan of Subdivision.

Figure 2 – Draft Plan of Subdivision



5.0 POLICY ANALYSIS

5.1 THE PLANNING ACT

The purpose of the Planning Act is to promote economically, environmentally, and socially sustainable development through a land use planning system guided by provincial policy. The Act aims to integrate matters of provincial interest in planning decisions and encourages cooperation and coordination of interests. The Act recognizes the decision-making authority and accountability of municipal councils, and endeavors to provide for fair, open, accessible, timely and efficient planning processes.

As noted, an application for Draft Plan of Subdivision will be submitted to support the proposed development. Section 51 (24) of the Act states that for a draft plan of subdivision application:

“...regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to,

	Policy	Evaluation
(a)	<i>the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;</i>	Section 5.2 of this report discusses the effect of the proposed subdivision on matters of provincial interest.
(b)	<i>whether the proposed subdivision is premature or in the public interest;</i>	The proposed subdivision represents an underutilized parcel of land, the development of which will round out the existing and proposed development in the surrounding area.
(c)	<i>whether the plan conforms to the official plan and adjacent plans of subdivision, if any;</i>	The proposed Draft Plan of Subdivision has been designed in accordance with the Salem Secondary Plan, and as such, conforms to the Official Plan.
(d)	<i>the suitability of the land for the purposes for which it is to be subdivided;</i>	The lands are located within the Salem Secondary Plan which is planned to accommodate growth.
(d.1)	<i>if any affordable housing units are being proposed, the suitability of the proposed units for affordable housing</i>	Although, there are no affordable units being proposed, the proposed subdivision features townhouse development, which is a compact built form that utilizes less land and is inherently more affordable than single detached dwelling units.

(e)	<i>the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;</i>	The proposed subdivision is located near Salem Road which is an Arterial Road with a right-of-way ("ROW") width of 41 metres.
(f)	<i>the dimensions and shapes of the proposed lots;</i>	As shown in Figure 2, the proposed lots have a similar width, depth and orientation to the approved draft Plan of Subdivision to the east.
(g)	<i>the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;</i>	There are no restrictions on the lands to be subdivided.
(h)	<i>conservation of natural resources and flood control;</i>	As part of this application a scoped Environmental Impact Study, Tree Inventory, and Functional Servicing and Stormwater Management Report have been submitted.
(i)	<i>the adequacy of utilities and municipal services;</i>	The submitted Functional Servicing and Stormwater Management report prepared by Schaeffers Consulting Engineers concludes that the utilities and municipal services will be adequate.
(j)	<i>the adequacy of school sites;</i>	In accordance with the Salem Secondary Plan, the Proposed Development at 301 McKay Drive West (the easterly "Phase Two" portion of the overall Watersand Subdivision) features an elementary school which will contribute to the City of Barrie's stock of school sites.
(k)	<i>the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;</i>	As proposed, the park, stormwater management facilities, open space, road widening and natural heritage system will be conveyed to the City.

(l)	<i>the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and</i>	The location of the proposed subdivision encourages the use of active transportation, which in return helps reduce the use of fossil fuels and ultimately optimize the efficient use and conservation of energy.
(m)	<i>the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act or subsection 114 (2) of the City of Toronto Act, 2006. 1994, c. 23, s. 30; 2001, c. 32, s. 31 (2); 2006, c. 23, s. 22 (3, 4); 2016, c. 25, Sched. 4, s. 8 (2)."</i>	Municipal interests will be addressed adequately through the draft plan of subdivision and site plan approval process.

In our opinion, the proposed Draft Plan of Subdivision has met the applicable criteria of **Subsection 51(24)** of the Planning Act.

5.2 PROVINCIAL POLICY

5.2.1 PROVINCIAL POLICY STATEMENT (2020)

The Provincial Policy Statement 2020 (the "PPS") is a guiding document providing policy direction on matters of Provincial interest related to planning and development. The PPS seeks to set a policy foundation for regulations on land use and development while also supporting the Provincial goal to enhance the quality of life for Ontarians.

An amended version of the PPS came into effect on May 1, 2020 replacing the previous version dated April 30, 2014. The *Planning Act* (the "Act") requires that all decisions made related to planning matters shall be consistent with policy statements issued under the Act, including the PPS.

A founding principle and theme throughout the PPS is building strong communities that are sustainable and resilient for people of all ages. Strong communities provide long-term prosperity and social well-being for all Ontarians. To obtain this objective, the PPS promotes efficient land use and development patterns that accommodates for a range of dwelling types and densities which improves the financial viability of the province and its municipalities. By promoting the integration of land use planning, growth management, transit-supportive development and intensification municipalities are able to meet growth projections and

the needs of their existing and future residents. Directing development and residential intensification within built-up areas which have sufficient infrastructure capacity to service new dwelling units supports municipalities in achieving their density and population targets. These goals are also achieved by supporting development that is compact, optimizes the use of available land and while maintaining appropriate levels of public health and safety. To this end, the PPS states:

1.1.1 Healthy, livable and safe communities are sustained by:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- g) preparing for the regional and local impacts of a changing climate.*

The Proposed Development will allow for the intensification of an underutilized site within the Salem Secondary Plan Area. The applications propose a variety of housing typologies that have been designed to be compatible with the surrounding draft approved land uses. The Proposed Development utilizes the existing and planned infrastructure including roads, water and sanitary. Further detail related to planned servicing is included within the Functional Servicing Report prepared by Schaeffers Consulting Engineers.

The Subject Lands are in close proximity to two (2) Arterial Roads, Salem Road, which provides east / west connectivity, and Essa Road which provides north / south connectivity. Notwithstanding, future residents will have access to the vast array of local amenities that the surrounding community offers.

The Salem Secondary Plan has comprehensively planned the surrounding community, and ensured that it will offer a series of transportation options (i.e., active transportation, public transportation, local roads,

etc.) to further promote a healthy, active community. The Natural Heritage System throughout the Subject Lands will feature a trail system to promote walkability throughout the site and surrounding lands, refer to the accompanying Trails Study prepared by MBTW for further explanation. The foregoing, in combination with the high-quality built form and multiple accessible public / park spaces will promote a vibrant community identity and ultimately shape a complete community.

1.1.3 Settlement Areas

1.1.3.1 - Settlement areas shall be the focus of growth and development

1.1.3.2 - Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;*
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) prepare for the impacts of a changing climate;*
- e) support active transportation;*
- f) are transit-supportive, where transit is planned, exists or may be developed;*

1.1.3.3 - Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

The Subject Lands are within a designated Settlement Area and the Proposed Development has been designed strategically to be compatible and complimentary with the comprehensively planned land use designations established by the Secondary Plan and Zoning By-law. The Proposed Development will feature a compact built form along with a mix of housing typologies and densities, all of which can be adequately serviced by existing and planned infrastructure.

Section 1.2 deals with coordination of planning matters in Ontario as follows:

1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:

- a) managing and/or promoting growth and development that is integrated with*

infrastructure planning;

c) managing natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources;

The City of Barrie is a single-tier municipality, as such the coordination of planning matters is established through the City of Barrie Official Plan. The appropriate location of growth and the protection of the environment are coordinated at the City-wide level and ultimately reflected and revised through development applications and implemented by Zoning By-laws.

1.4 Housing

1.4.1 - To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and

b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

The Proposed Development will feature a variety of housing typologies and floor plans/designs which aligns with the Provincial directive of building a range of unit types and sizes. The increased supply and range of housing options available within the community assists with providing a more affordable housing market for existing and future residents.

1.5 Public Spaces, Recreation, Parks, Trails and Open Space

1.5.1 – Healthy, active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;

b) planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources.

The design of the Proposed Development was made with cognizance of pedestrian connectivity principles. The site includes sidewalks throughout to provide connections to the surrounding approved development public sidewalk network.

1.6.6 Sewage, Water and Stormwater

1.6.6.1 Planning for sewage and water services shall:

a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:

1. municipal sewage services and municipal water services; and

b) ensure that these systems are provided in a manner that:

1. can be sustained by the water resources upon which such services rely;

2. prepares for the impacts of a changing climate;

3. is feasible and financially viable over their lifecycle; and

4. protects human health and safety, and the natural environment;

c) promote water conservation and water use efficiency;

d) integrate servicing and land use considerations at all stages of the planning process; and [...]

1.6.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.

The policies under Section 1.6.6 of the PPS provide direction on planning for the efficient use of existing sewer and water service infrastructure. Common themes throughout the section and in the PPS are the wise management of stormwater, water conservation, minimizing risk to public health and safety, financial viability and reducing impacts to climate change. As detailed in the Functional Servicing Report, the development will meet the City of Barrie and the Lake Simcoe Region Conservation Authority requirements for stormwater quantity control, quality control and water balance criteria.

1.6.7 Transportation Systems

1.6.7.4 - A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

As previously mentioned, the Proposed Development is well served by the pathway system through the Natural Heritage System that form part of the variety of trails and cycling networks. The pathway system connects to Essa Road which is very transit-supportive through multiple bus stops that travel various routes.

Of these bus stops, the '8A' Barrie bus route with multiple stops along Essa Road travels north to the Downtown Barrie bus terminal. The Downtown Barrie Bus Terminal has connections all throughout the City. There are also bus routes along Essa Road that travel to the Allandale Waterfront GO Transit Station with connections throughout the GTA and beyond.

1.7 Long-Term Economic Prosperity

1.7.7 – Long-term economic prosperity should be supported by:

- b) *encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce;*
- e) *encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes;*

The introduction of medium-density townhouse units on the Subject Lands will introduce a planned building type that are generally smaller than their single and semi-detached counterparts and require less land resulting in lower housing costs. As a result, a townhouse form is intrinsically more affordable than the housing that exists in the community today. The range of housing supply contributes to a more complete community and contributes to a range of housing options for people in various stages of life.

2.1 Natural Heritage

2.1.1 - *Natural features and areas shall be protected for the long term.*

2.1.2 - *The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.*

The Subject Lands and surrounding area primarily consist of undeveloped agricultural land with natural heritage features throughout. The proposed Draft Plan features a vast Natural Heritage System comprised of 84,325 hectares of land. An Environmental Impact Study (EIS) was conducted by Michalski Nielsen Associated Limited on the Subject Lands and includes an explanation of how the Proposed Development will ensure that the long-term ecological function of the Subject Lands is maintained.

In keeping with the Provincial direction, the proposal is consistent with the PPS and its objectives as it promotes efficient development and will introduce a mix of housing typologies (e.g., detached dwellings and townhouses) while contributing to recreational, institutional and open spaces to meet the long-term

needs of community it will serve. The Proposed Development is located within an approved Secondary Plan Area, is adjacent to other lands intended for future development and in proximity to established communities in the City of Barrie and Simcoe County. The Subject Lands are primarily vacant, underutilized and primed for development as the supply of housing in the Province, Region and Municipality strives to keep up with demand and growth targets. The Proposed Development will establish an efficient land use pattern consistent with the direction of the Secondary Plan to create a complete community with a range and mix of housing options that will be compact in form and will leverage the planned and available infrastructure and public facilities in the area.

Based on the foregoing, the Proposed Development is consistent with the applicable policies of the Provincial Policy Statement (2020).

5.2.2 A PLACE TO GROW: GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (AUGUST 2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the “**Growth Plan**”) 2020 was prepared and approved under the *Places to Grow Act, 2005* (the “**Growth Plan Act**”), as amended and came into effect on May 16, 2019. Amendment 1 (2020) to the Growth Plan was approved by the Lieutenant Governor in Council, Order in Council No. 1244/2020 to take effect on August 28, 2020. The Growth Plan is a framework document that seeks to implement the Provincial vision for the establishment of strong, prosperous communities to the year 2051. The Greater Golden Horseshoe (“**GGH**”) has been identified as one of North America’s fastest growing regions and it is important that growth be managed and directed in an appropriate manner.

The Growth Plan is the Ontario government’s initiative to plan for growth and development that builds upon the progress of the former plan and further strengthens the importance of optimizing the use of land and creation of infrastructure. The Growth Plan’s vision is to support economic prosperity, protect the environment, and help communities achieve a high quality of life for the public good.

Subsection 3(5)(b) of the Act requires that, in exercising any authority that affects planning matters, decisions of planning authorities “shall conform with” or “shall not conflict with” (as the case may be) provincial plans that are in effect.

To coordinate planning for growth across the GGH, the Growth Plan provides population and employment forecasts to all municipalities within the GGH. The growth forecasts are a foundational component of the high-quality Plan and help shape new and existing communities. Building healthy and balanced communities while maintaining and improving the quality of life for Ontarians is best accomplished by accommodating forecasted growth in complete communities. The policies of the Growth Plan aim to develop cities and towns as complete communities to meet Ontarians needs for daily living by directing

growth to built-up areas. The objectives of the Growth Plan are also met by creating transit-supportive development, having a diverse mix of land uses, providing a wide range of housing types, improving access to high quality public open space and having local stores and services in close proximity to serve the community.

The growth forecast policies of subsection 5.2.4 of the 2020 Growth Plan are to be implemented by upper and single tier municipalities through a municipal comprehensive review of their respective Official Plans post May 16th, 2019. In the interim, the in-effect population forecasts as of July 1st, 2017 will continue to be the growth targets that apply within the Municipality, including to the Subject Lands. Schedule 3 of the 2020 Growth Plan directs that the City of Barrie will have to accommodate a population of 298,000 people and 150,000 jobs to the year 2051.

The following is a list of the relevant policies applicable to the Proposed Development:

2.2.1 Managing Growth

2. Forecasted growth to the horizon of this Plan will be allocated based on the following:

a) the vast majority of growth will be directed to settlement areas that:

- i. has a delineated built boundary;*
- ii. have existing or planned municipal water and wastewater systems; and*
- iii. can support the achievement of complete communities;*

c) within settlement areas, growth will be focused in:

- i. delineated built-up areas;*
- ii. strategic growth areas;*
- iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
- iv. areas with existing or planned public service facilities;*

e) development will generally be directed away from hazardous lands;

4. Applying the policies of this Plan will support the achievement of complete communities that:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;*
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;*
- d) expand convenient access to:*
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;*
 - ii. public service facilities, co-located and integrated in community hubs;*

- iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities;*
- e) provide for a more compact built form and a vibrant public realm, including public open spaces;*
- f) mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and*
- g) integrate green infrastructure and appropriate low impact development.*

The development of the Subject Lands would conform to policy 2.2.1.2. The Subject Lands are within a Secondary Plan Area, have existing or planned water and wastewater systems and will support the achievement of complete communities. Furthermore, the lands have access to existing or planned public service facilities in an area that can support the achievement of complete communities.

The Subject Lands are well served by a full range and equitable distribution of publicly accessible built and natural settings for recreation within the proposed 1.21-hectare park block.

In addition, the proposed units will each have private outdoor amenity space and will provide ample amenity space per unit while maintaining a compact built form. The foregoing private and public amenity space will ensure a vibrant public realm and contribute to the achievement of a complete community.

The proposed buildings will contribute to mitigating climate change and reducing greenhouse gas emissions because the proposed buildings will have highly efficient mechanical systems as required for new dwellings under the Ontario Building Code. Furthermore, townhouse developments are inherently an energy efficient housing form through the use of shared exterior walls. The Proposed Development will improve climate change resilience and integrate a stormwater management approach that employs appropriate low impact development measures.

2.2.6 Housing

2.2.6.2 Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:

- a) planning to accommodate forecasted growth to the horizon of this Plan;*
- b) planning to achieve the minimum intensification and density targets in this Plan;*
- c) considering the range and mix of housing options and densities of the existing housing stock; and*
- d) planning to diversify their overall housing stock across the municipality.*

2.2.6.3 To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.

The Proposed Development would contribute a mix of residential unit sizes and typologies in the community and would provide new housing options for people of all ages, abilities and incomes. The Proposed Development would contribute to the mix of housing options available to the immediate community and accommodate various household sizes.

The Subject Lands are representative of a Designated Greenfield Area and are subject to the policies of Section 2.2.7. The Growth Plan defines Designated Greenfield Area as follows:

Lands within settlement areas (not including rural settlements) but outside of delineated built-up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands.

2.2.7 Designated Greenfield Area

- 1. New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:*
 - a) supports the achievement of complete communities;*
 - b) supports active transportation; and*
 - c) encourages the integration and sustained viability of transit services.*
- 2. The minimum density target applicable to the designated greenfield area of each upper- and single-tier municipality is as follows:*
 - b) The City of Kawartha Lakes and the Counties of Brant, Dufferin, Haldimand, Northumberland, Peterborough, Simcoe and Wellington will plan to achieve within the horizon of this Plan a minimum density target that is not less than 40 residents and jobs combined per hectare.*

The Subject Lands can be considered unique and underutilized as they are currently vacant and within the settlement boundary. The Proposed Development will intensify the use of an underutilized parcel of land by facilitating the development of varying housing typologies to support a variety of lifestyles and income levels while protecting and enhancing the area's natural features. A range of transportation options are available, including options for the safe, comfortable and convenient use of active transportation to support transportation initiatives. The lands are well serviced by planned public service facilities, recreational facilities, institutional uses and parks. Access to public open spaces and convenient access to

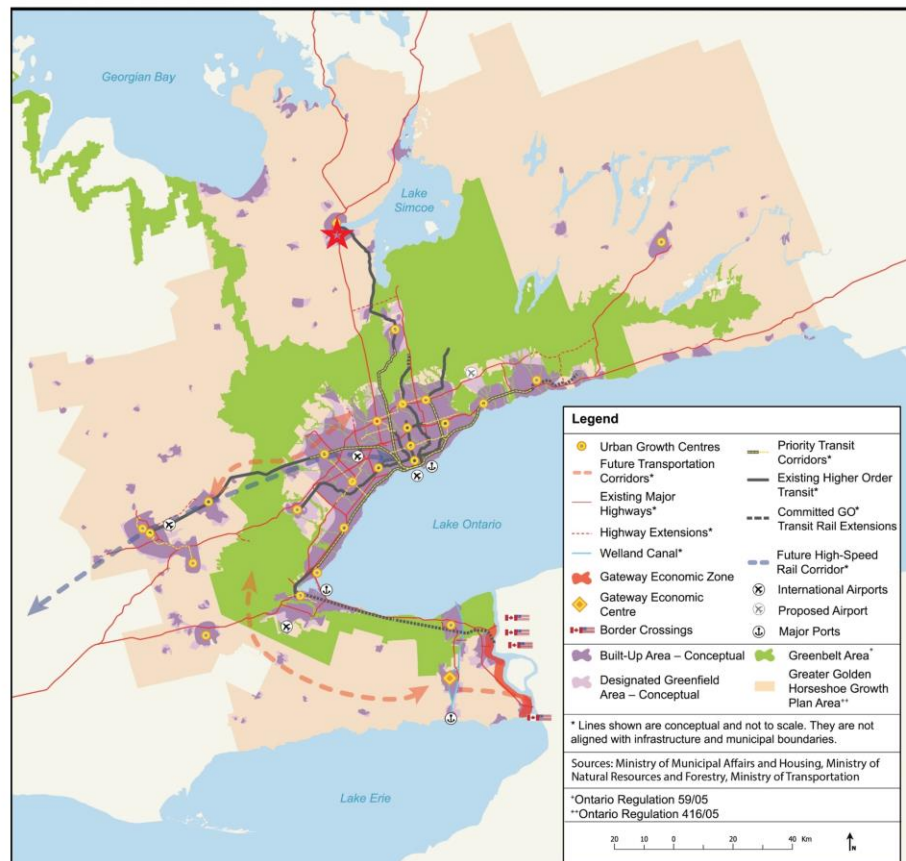
jobs, local stores, and services, a full range of housing types, transportation options and public service facilities help to create complete communities.

As proposed, the development will result in an average of 75 residents and jobs combined per hectare. The Proposed Development and applications would meet the minimum density prescribed for the City of Barrie and ultimately contribute to the achievement of the intensification targets identified in the Growth Plan.

Ultimately, the Proposed Development will improve an underutilized parcel of land, be compatible with the surrounding uses and will contribute to building a complete community. The Proposed Development seeks to integrate and align a land use that meets to the policy goals of the Growth Plan. It is our opinion that the proposal conforms to the Growth Plan.

Figure 3 - A Place to Grow: Growth Plan for the Greater Golden Horseshoe – Schedule 2 – A Place to Grow Concept

Schedule 2 A Place to Grow Concept



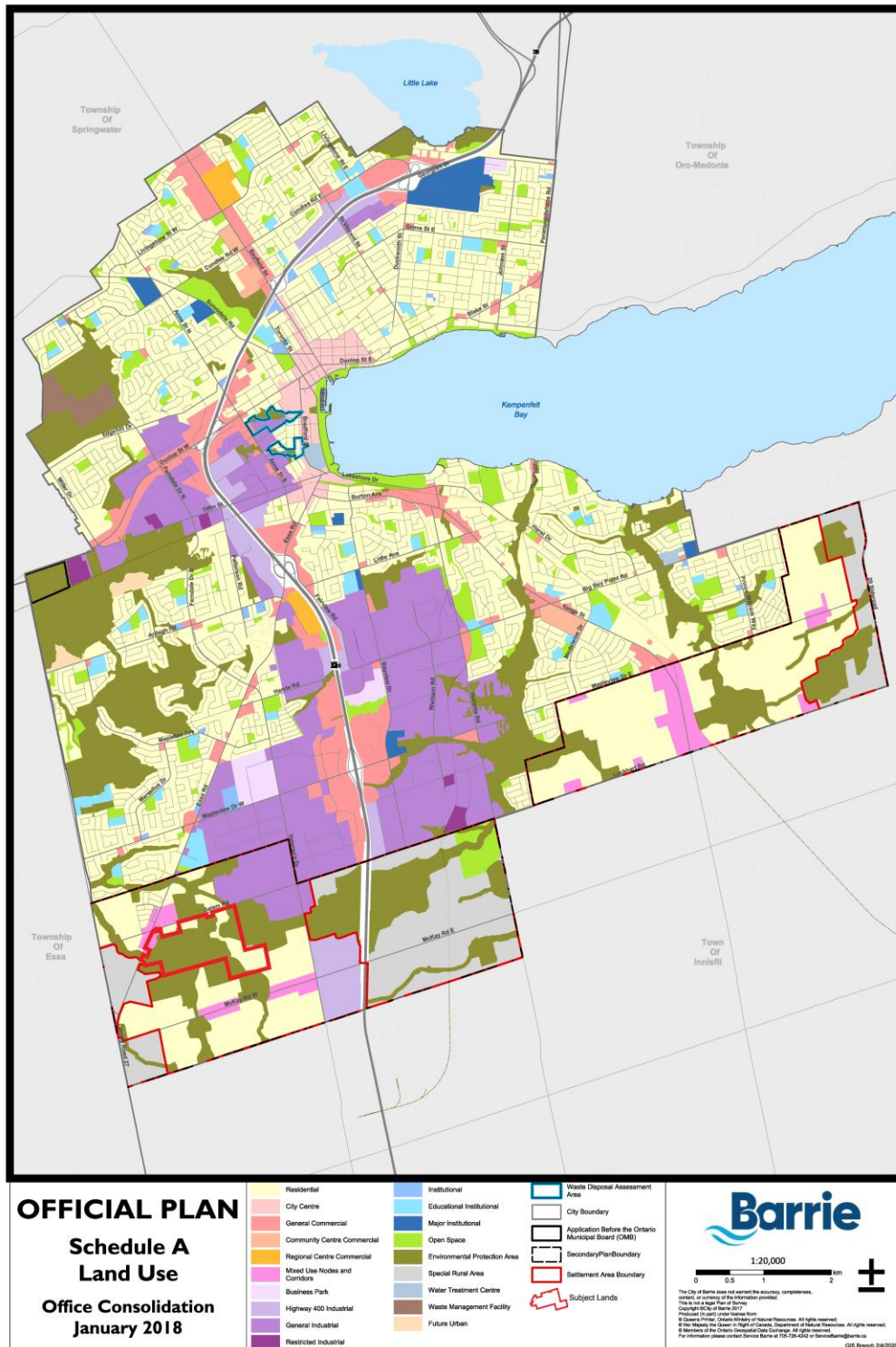
5.3 LOCAL POLICY

5.3.1 CITY OF BARRIE OFFICIAL PLAN (2018)

On April 23, 2010, The Ministry of Municipal Affairs and Housing (“**MMAH**”) approved the current Official Plan for the City of Barrie (“**BOP**”). The BOP has since been consolidated to January 2018. As per Schedule A ‘Land Use’(refer to **Figure 3**), the Subject Lands are within the Settlement Area Boundary, designated *Residential, Mixed-Use Nodes and Corridors* and *Environmental Protection Area*, further the lands are within the Salem Secondary Plan. As per Section 4.2.2.7 (d) of the BOP, development in the Salem Secondary Plan Area shall proceed in accordance with Section 8.0. A detailed analysis of the Proposed Developments conformity with the Salem Secondary Plan is contained in Section 5.4.2 of this report.

On February 14th, 2022, following an extensive Municipal Comprehensive Review (“**MCR**”) the City of Barrie’s new Official Plan known as City of Barrie Official Plan 2051 (“**BOP 2051**”) was adopted by Council. The BOP 2051 is currently with the MMAH for review and approval, until such time that the MMAH approves BOP 2051, the BOP remains in effect. Notwithstanding, as per Map 1 ‘Community Structure’, the Subject Lands are within the *Settlement Area / City Boundary*, within the *Designated Greenfield Area (DGA)* and features a *Natural Heritage System and Greenspace* overlay. As per Map 2 ‘Land Use Designations’, the Subject Lands are designated *Neighbourhood Area* with a *Medium Density* designation that aligns with the proposed mixed-use node block and a *Natural Heritage System* designation that aligns with the proposed natural heritage system blocks. The Proposed Development is consistent with the designations brought forth in the BOP 2051.

Figure 4 – City of Barrie Official Plan – Schedule A – Land Use



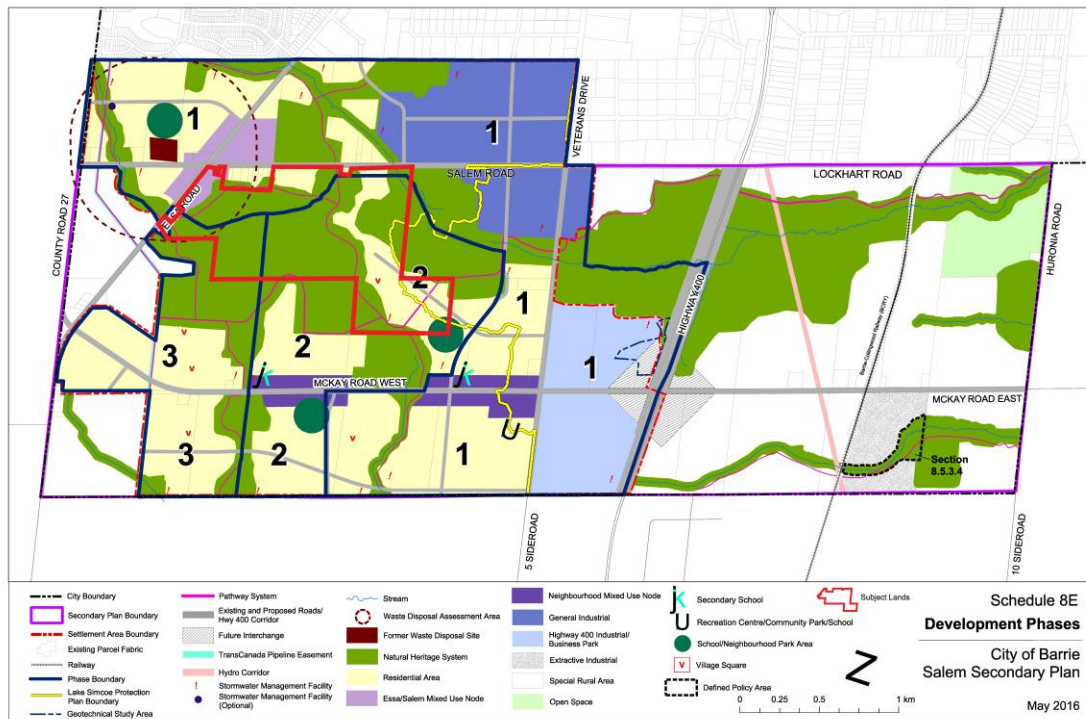
5.3.2 SALEM SECONDARY PLAN

As noted in Section 5.4.1 of this report, development within the Salem Secondary Plan Area is regulated by Section 8.0 of the BOP which includes the Salem Secondary Plan (“SSP”). The lands within the SSP together with the lands in the Hewitt’s Secondary Plan Area make up the ‘2010 Annexed Lands’, these lands were annexed from the Town of Innisfil by the Barrie-Innisfil Boundary Adjustment Act in 2010, with the intention of accommodating a portion of the planned growth for the City.

As per Schedule 8A ‘Community Structure’, the Subject Lands are within a Residential District and are comprised of *Residential Area*, *Natural Heritage System* and *Mixed Use Nodes & Corridors*. The lands are further designated as *Residential Area*, *Natural Heritage System* and *Essa/Salem Mixed Use Area* (as per Schedule 8C ‘Land Use Plan’ – refer to **Figure 5**). Schedule 8B ‘Natural Heritage System’ further designates the Natural Heritage lands as *Natural Core Area*. Lastly, Schedule 8D illustrates Salem Road as an *Arterial* road with a 41-metre right-of-way (“ROW”).

As previously discussed in Section 2.0 of this report, and further confirmed on Schedule 8E ‘Development Phases’, the Subject Lands form part of Phase 2 of the overall development plan for the SSP. The following analysis demonstrates that the Proposed Development was designed to conform to the SSP:

Figure 5 Salem Secondary Plan – Development Phases – Schedule 8E



Section 8.2 *Community Vision and Structure* represents the general intent and basis of the SSP and are not to be interpreted as direct statements of planning policy. This section describes the SSP lands as a gateway to the City that will provide a range of employment, housing and a mix of other uses contributing to a complete community where residents can live, work and play. Section 8.2.3 provides the following relevant planning principles to guide development in the SSP:

(c) That all new neighbourhoods and business areas be designed to support resource conservation and environmental stewardship to the greatest extent feasible and include the best practices in the use of district energy, water conservation/recycling, and sustainable community planning.

(g) That the City of Barrie continues to provide a diversity of housing types in new neighbourhoods.

(h) That the City of Barrie continues to place a high priority on supporting active transportation (walking and cycling) and on accessibility to public transit in all new growth areas.

(i) That all planning efforts for new growth areas occur through extensive consultation with the public, community stakeholders and with the business and development communities.

The Proposed Development exemplifies the goals of the SSP as it has been designed to support a range of housing and open space uses. The proposed residential component will contribute a variety of sizes of single-detached dwelling lots, freehold street townhouses, and the future build out will contribute apartment units to the housing stock in the City of Barrie. The Proposed Development has been designed to seamlessly integrate with the neighbouring draft approved plan of subdivision and its associated pedestrian network, along with providing ample opportunity for connectivity to future development lands. The natural heritage system blocks on the Subject Lands will contribute to rounding out the trails master plan for the SSP, which will provide pedestrian connectivity throughout the entire SSP area and the City of Barrie beyond.

Section 8.2.4 describes the individual function of each component of Schedule 8A 'Community Structure Plan', the relevant components are:

8.2.4.2 NATURAL HERITAGE SYSTEM

The Natural Heritage System is a linked system of natural core areas which includes key natural and hydrological features or groupings of features, together with buffers and adjacent lands intended to protect the function of these features and ensure long term sustainability of the System within the urban context. Linkage areas include areas which link the core areas together to maintain and enhance their environmental sustainability.

As per the SSP, there are *Natural Core Areas* throughout the Subject Lands. The DPS features natural heritage blocks that align with the natural heritage system and ensure that these lands will maintain their environmental sustainability.

8.2.4.4 MIXED USE NODES AND CORRIDORS

The Mixed-Use Nodes and Corridors are the most urban component of the Salem Secondary Plan Area providing for the most dense development and highest order of activities including medium and high density residential, retail and service commercial, business, livework, institutional and cultural uses. Mixed use development is encouraged, but development may also occur in single purpose buildings. The primary focus of this form of development is along Essa Road. Two other areas are identified on McKay Road. These act as focal points for several residential neighbourhoods. They will be predominately medium and high density residential in character, however, a range of other uses will also be permitted including retail and service commercial use, live-work and institutional uses. Provision for retail and service commercial uses shall be encouraged on the ground floor of residential, office or institutional buildings.

As per the SSP, there is a *Mixed-Use Node* on the Subject Lands directly abutting Essa Road. In accordance with this, an additional 361 residential units are proposed on 3.0 hectares of land in the form of medium to high density mixed-use residential in order to provide for the most dense development.

8.2.4.5 RESIDENTIAL AREA

Residential Areas permit a range of low and medium density residential uses which will be predominately ground related development. In addition, related uses such as parks, schools, places of worship, special needs housing, and home occupations will also be located in Residential Areas. These areas will be organized such that residents are generally within a five minute walk of parks facilities. In addition, the City will work to ensure that access to other community facilities, particularly elementary schools, is maximized.

The Proposed Development will introduce a variety of ground-related housing sizes and typologies. The future residents of the residential area will benefit from their proximity to the natural heritage system blocks and associated trail system, the park, and the community services offered on the neighbouring draft approved plan of subdivision.

Section 8.2.5 – 8.2.8 of the SSP describe the planning period and associated population, employment and density targets for that timeline. As previously noted, until such time as the population and employment targets for the Growth Plan for the Greater Golden Horseshoe are implemented by Municipal Comprehensive Review, the timeline and targets of the SSP remain in effect. The SSP has a planning period of 2013 to 2031 and is targeting a population of 14,850 and employment of 6,270 by 2031. Section 8.2.8 further provides a density target for the SSP of 50 persons and jobs per hectare. The Proposed Development will contribute 75 persons and jobs per net hectare to the density targets of the City and Province.

Section 8.2.9 'Housing' provides the following unit mix target for the SSP:

The housing mix target for the Salem and Hewitt's Secondary Plan Areas will reflect the housing mix target for both the Plan Areas combined and is:

- (a) 83% low and medium density ground related; and,*
- (b) 17% medium and high density non-ground related.*

The Proposed Development consists of mostly low and medium density ground related units in the form of single detached and townhouse dwelling units. The ultimate build-out of the mixed-use node will contribute an additional 361 residential units in the form of medium to high density non-ground related residential. As such, the Proposed Development will contribute to the housing mix target that is intended for the entirety of the Salem and Hewitts Secondary Plan Areas.

Further, Section 8.2.9.2 directs that affordable / special needs housing will be carried out in conformity with the provisions of Section 3.3 'Housing' of the BOP:

3.3.2.2 Affordable Housing Policies

In accordance with Provincial Policy, the following policies shall apply for the provision of affordable housing throughout the City:

- a) It is a goal of this Plan to achieve a minimum target of 10 percent of all new housing units per annum to be affordable housing in accordance with the following criteria:*
 - i) In the case of home ownership, the least expensive of:*
 - 1) housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or*
 - 2) housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.*
 - ii) In the case of rental housing, the least expensive of*
 - 1) a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or*
 - 2) a unit for which the rent is at or below the average market rent of a unit in the regional market area.*
- b) Low, medium and high-density housing that will facilitate the availability of affordable housing will be encouraged where it is in accordance with the intent of the Official Plan.*
- c) Affordable housing will be encouraged to locate in close proximity to shopping, community facilities, and existing or potential public transit routes such as arterial or collector roads.*

- d) *Consideration will be given to modifications to existing zoning and servicing standards that will facilitate the provision of affordable housing units in new residential developments where such revisions are in accordance with the intent of the Official Plan.*
- e) *Second Suites are permitted in single detached, semi-detached and street townhouses subject to the standards and provisions of the Comprehensive Zoning By-law. Second suites are not permitted in the area of the Georgian College Neighbourhood Community Improvement Plan on the basis that the City has taken significant initiatives to encourage purpose built student housing within this area in order to maintain the stability of existing neighbourhoods and minimize the impact of an undue concentration of second suites within this area.*

As is discussed in Section 3.2 of this report, the Proposed Development will contribute a variety of housing typologies to the housing stock of the City of Barrie. Namely, the proposed townhouse units will require less land than their single detached counterparts and represent an inherently more affordable option within the community. In addition to contributing a more affordable built form to the City of Barrie, when the proposed residential units are made available on the real estate market, the option to purchase second dwelling units will be made available to purchasers.

Section 8.3 'Natural Heritage System' regulates the lands that are subject to a Natural Heritage System overlay and aligns with the proposed natural heritage system blocks on the Draft Plan of Subdivision. The purpose of the Natural Heritage System is to protect, preserve, and where appropriate, enhance the natural environment. As per Schedule 8B, this portion of the Subject Lands is further designated *Natural Core Area* and subject to the following:

8.3.2.1 Natural Core Area

- a) *The Natural Core Area designation on Schedule 8B includes important natural heritage, hydrological and hydrogeological features or groupings of such features, including key natural heritage features and key hydrologic features, together with required buffers and adjacent lands intended to protect the function of the features and ensure the long term sustainability of the Natural Heritage System within an urban context. The key natural heritage features in the Natural Core Areas include significant habitat of endangered species, threatened species, and special concern species, fish habitat, wetlands, significant valleylands, significant woodlands, significant wildlife habitat, sand barrens, and savannahs. The key hydrologic features included in the Natural Core Areas include permanent and intermittent streams, seepage areas, springs, and wetlands.*
- b) *A core area approach focuses on protecting not only the features, but their ecological functions as well. The core areas were delineated based on an evaluation which considered a series of broad general ecological principles in conjunction with a range of site specific factors. The factors are based on both features and functions and the boundaries include a 30 metre buffer from the edge of the wetlands and watercourses within the Natural Core*

Areas, a 30 metre buffer from the dripline of significant woodland features in the Lake Simcoe watershed, a 10 metre buffer from the dripline of woodland features in the Nottawasaga River watershed, and a 5 metre buffer where the boundary of the Natural Core Area is an existing meadow or thicket.

- c) *The general ecological principles considered included:*
- i. *Diversity – Areas of diverse habitats and/or supporting a rich assemblage of species;*
 - ii. *Size – Sufficient size to protect interior habitat;*
 - iii. *Contiguity – Designed to create contiguous units;*
 - iv. *Connectivity – The unit can be linked to other units;*
 - v. *Significance – The areas support significant species or habitats; and,*
 - vi. *Overall watershed functionality including hydrologic processes which protect the flow regime of receiving streams.*

The natural heritage system blocks featured on the proposed Draft Plan of Subdivision align with the *Natural Core Designation* and were delineated utilizing the same limits of development that informed the SSP. The intention of the natural heritage system blocks is to ensure that the ecological function of the associated woodlands is maintained. Further, the natural heritage system blocks will feature a trail system that will round out the trails master plan for the SSP.

The permitted uses within the Natural Heritage System are regulated by Section 8.3.4, which states that:

Development or site alteration shall be prohibited in the Natural Heritage System except in relation to the following permitted uses:

- a) *forest, fish and wildlife management;*
- b) *stewardship, conservation, restoration and remediation undertakings including the deepening, relocation or consolidation of Medium and Low Constraint Stream Corridor Areas in accordance with the policies of Section 8.3.3.2;*
- c) *existing uses and accessory uses, buildings and structures to the existing uses;*
- d) *flood or erosion control projects, but only if the projects have been demonstrated to be necessary in the public interest after alternatives have been considered;*
- e) *retrofits of existing stormwater management works (i.e., improving the provision of stormwater services to existing development in the watershed where no feasible alternative exists);*
- f) *infrastructure, including tunneling of underground services, subject to the policies of Section 8.3.5, but only if the need for the project has been demonstrated through an Environmental Assessment, including a Class Environmental Assessment or other similar environmental approval and there is no reasonable alternative;*

- g) low-intensity recreational uses that require very little terrain or vegetation modification and few, if any buildings or structures, and which are located to maximize protection of features such as wetlands, streams and wooded areas, including, but not limited to, nonmotorized trail/pathway use, natural heritage appreciation, and unserviced camping on public or institutional land;*
- h) stormwater management facilities subject to the policies of Section 8.3.6; and,*
- i) grading for permitted uses such as lots, streets, and public facilities located outside of, but adjacent to the Natural Heritage System, in the Natural Heritage System buffer in accordance with the directions established in the relevant Subwatershed Impact Study, and any applicable Federal, Provincial policies and regulations and Conservation Authority regulations and through the preparation of an Environmental Impact Study(EIS) required by Section 8.7.2 of this Plan, provided that upon completion of the grading the buffer shall be planted and maintained as natural self-sustaining vegetation for lands subject to the Lake Simcoe Protection Plan.*

The proposed natural heritage system blocks featured on the Draft Plan of Subdivision will be maintained as woodland with the only use being a low-intensity recreational trail for pedestrian use. The accompanying EIS prepared by Michalski Nielson confirms that Proposed Development recognizes and adheres to the Natural Heritage System (NHS) defined by the City of Barrie.

Section 8.3.8 provides policy direction with respect to the securement of the Natural Heritage System:

8.3.8 NATURAL HERITAGE SYSTEM SECUREMENT

8.3.8.1 Ownership

The designation of lands as part of the Natural Heritage System does not imply that the lands will be purchased by the City or a public agency or that they are free or open to the public. Notwithstanding the foregoing, the City recognizes that public securement of the lands in the Natural Heritage System will provide opportunities for enhanced management of the System. The City shall investigate all options for the securement of the lands in the Natural Heritage System. Once lands are in public ownership, the City will maintain the lands in public ownership to protect the System.

8.3.8.2 Parkland Dedication

Lands in the Natural Heritage System shall not be acceptable as parkland dedication under the Planning Act unless:

- a) The lands can be used without impact on the environmental quality and function for some passive open space/recreational use such as a trail use or interpretative display; and,*

- b) The City is satisfied that sufficient land has been dedicated, or cash-in-lieu provided, to satisfy the City's requirements for active parkland for development.*

The Natural Heritage System which corresponds to the proposed natural heritage blocks on the Subject Lands will be conveyed to the City in accordance with Section 8.3.8.1. As noted in Section 2.0 of this report, the Owner entered into a Master Parkland Agreement with the City in December of 2018 which secured the location and size of the proposed parks and all outstanding cash-in-lieu was paid at that time.

Section 8.4 'Community and Sustainable Design Strategy' details that the objective of the SSP is the creation of a complete community providing a range of employment, housing, and a mix of other uses that allow residents to live, work, and play in their community. This section further highlights that high quality and sustainable community design is a key to achieving this objective.

Section 8.4.4 'Design and Sustainable Development Policies' provides the policies that the design of the communities in the SSP shall be evaluated against. Section 8.4.4.1 further directs that the policies of Section 6.5.2.2, General Design Guidelines of the Official Plan, with the exception of subsection 6.5.2.2 (c) and (d) iii), v), and vi), shall apply in the Salem Secondary Plan Area. A detailed analysis of the Proposed Developments ability to comply with the policies of these sections is included in the Urban Design Brief prepared by MBTW that accompanies this submission.

Section 8.5 'Land Use Strategy' provides policy direction for the specific land use designations as shown on Schedule 8C, as previously noted the Subject Lands are designated *Residential Area* and *Essa/Salem Mixed Use Area*.

8.5.3 NATURAL HERITAGE SYSTEM

8.5.3.1 Goals

- a) To create, protect, preserve, and where appropriate, enhance, a linked natural heritage system to ensure the long term sustainability of the system within the urban context.*
- b) To work with the landowners to achieve public ownership of the natural heritage system.*
- c) To design the natural heritage system so that it contributes to the enhancement of air and water resources.*
- d) To provide the opportunity for passive recreation uses, including pathways, in the natural heritage system, if such uses occur in a manner which is compatible with the long term sustainability of the system within the urban context.*

8.5.3.2 Permitted Uses, Buildings, and Structures

The uses, buildings, and structures permitted in the Natural Heritage System designation on Schedule 8C, Land Use Plan, shall be in accordance with the policies of Section 8.3.

8.5.3.3 Land Use Policies

The policies for the lands in the Natural Heritage System designation shall be in accordance with the policies of Section 8.3.

8.5.3.4 Defined Policy Area – Natural Heritage System

The Natural Heritage System designation identified as a “Defined Policy Area” on Schedule 8C in the Extractive Industrial designation is an overlay designation. The overlay designation recognizes that the lands which are the subject of the overlay designation are subject to the Extractive Industrial designation and policies until such time as the mineral aggregate operation is no longer licensed under the Aggregate Resources Act. At that time the policies of the Natural Heritage System designation shall be applicable to the lands which are subject to the Defined Policy Area designation.

The proposed Draft Plan of Subdivision will feature two (2) natural heritage system blocks with a total of 84.32 hectares (208.37 acres) environmentally protected lands. As previously noted in this report, as a participating owner throughout the development of the Salem Secondary Plan, the natural features on the entirety of the Watersand Subdivision Lands were walked, staked and evaluated as part of the Salem Secondary Plan process and the resulting natural heritage system blocks were delineated using the same limits. Further, an EIS accompanies this submission which evaluates the features of the natural heritage system blocks and has informed the creation of the trail network throughout which is detailed in the Trail Study prepared by MBTW.

8.5.7 MIXED USE NODES AND CORRIDORS

8.5.7.1 Goals

- a) To create mixed use nodes and corridors with medium and high density residential, special needs housing, institutional and commercial facilities as a focus of community and neighbourhood activity.*
- b) To create a meeting place for residents; which is designed to be pedestrian friendly and maximize the use of public transit.*

8.5.7.2 Permitted Uses, Buildings, and Structures

The Mixed-Use Nodes and Corridors designation on Schedule A means that the main uses permitted shall include a variety of residential, institutional and office uses and community facilities in single use and mixed-use buildings including single use commercial buildings. Specific permitted uses include:

- a) High and medium density residential uses such as stacked townhouses, back-to-back townhouses, street townhouses, and apartments;*
- b) Senior citizen housing and assisted and special needs housing for seniors and people requiring supportive housing;*
- c) Live-work developments;*

- d) Office uses;
- e) Institutional uses;
- f) Retail and service commercial uses which will be primarily located on the ground floor of mixed-use buildings but which may also be located in stand-alone buildings; and,
- g) Automotive related uses subject to a detailed design review based on the directions in the City's Urban Design Guidelines and an amendment to the zoning by-law.

8.5.7.3 Land Use Policies

The design of development within the Mixed-Use Nodes and Corridors shall be guided by the following policies:

- a) *Land assembly to create larger viable holdings and facilitate comprehensive development shall be encouraged. The boundaries of the Nodes and Corridors are conceptual and may be expanded through the development review process where required to better achieve the City's goals for this area without an Official Plan Amendment. Other minor alterations in the boundaries, including minor reductions, may also be considered by the City to reflect the results of detailed development review;*
- b) *A variety of building heights and forms is encouraged with the highest buildings being oriented to the major intersection;*
- c) *Height – minimum 5 metres for commercial buildings and three storeys for other development, provided that where Mixed Use Nodes or Corridors are located on a collector road internal to a residential area or with frontage on Lockhart Road, the minimum height shall be 2 storeys;*
- d) *Density – Minimum FSI of 0.5, with the exception of automotive service uses, and a maximum FSI of 2.5;*
- e) *Residential Density – Minimum of 50 units per net hectare and maximum of 120 units per net hectare;*
- f) *Buildings should be located on or close to the street line and massed at intersections to establish a strong street edge;*
- g) *Provision shall be made in the design of development to encourage pedestrian traffic generating activities, wherever feasible, particularly retail commercial uses and restaurants, at grade level, with residential, office and similar uses encouraged in upper storey locations, throughout nodes and corridors, but particularly at key intersections of arterial roads and other arterial streets and collector streets;*
- h) *Recognizing that at least in the initial development, the provision of surface parking will generally be necessary, the amount of surface parking should be minimized and located away from the street frontage and shall not generally be permitted in front of buildings.*

The Zoning Bylaw shall establish maximum parking standards and joint accesses shall be encouraged; and,

- i) Development shall be designed to facilitate access to public transit.*

8.5.8 ESSA/SALEM MIXED USE NODE

Lands in the Essa/Salem Mixed Use Node designation shall be developed in accordance with the policies of Section 8.5.7, Mixed Use Nodes and Corridors, provided that:

- a) Retail and commercial uses shall generally not exceed a combined total gross floor area of 4000 square metres for the lands in the Mixed Use Node designation. A market impact study will not be required unless this maximum is proposed to be exceeded by 25 percent or more;*
- b) Automotive related uses shall not be permitted at the intersection of arterial streets with other arterial streets; and,*
- c) A minimum residential density of 45 units per net hectare shall be permitted.*

Based on this submission, the City will consider a reduction in the minimum density on specific sites to 0.3 FSI provided the development also generally complies with the design policies of Section 8.4.3.

By virtue of the proposed application for Draft Plan of Subdivision, a mixed-use node with an area of 3.0 hectares will be created. As proposed, the block could accommodate a future 361 residential units at a density of 120 units per hectare in addition to a variety of commercial uses. The design, density and additional details associated with the mixed-use node block will be determined at a future date through Site Plan Approval.

8.5.10 RESIDENTIAL AREA

8.5.10.1 Goals

- a) To develop a residential community with its own character, while providing for a diverse range of housing options as well as live-work opportunities, and transit-supportive development patterns and densities.*
- b) To develop residential districts and neighbourhoods that each have a “sense of place” created by the design of the development, including the pedestrian orientation of the streetscape, and the provision of community facilities, particularly parks and Village Squares which are designed as “meeting” points for the immediate area.*

8.5.10.2 Permitted Uses, Buildings, and Structures

The Residential designation on Schedule 8C is intended to accommodate a range of low and medium density residential development. The permitted uses shall also include the following where such uses are located on major collector and arterial roads:

- a) *High density and medium density residential uses such as stacked townhouses and apartments at a maximum density of 100 units per net hectare;*
- b) *Senior citizen housing and assisted and special needs housing for seniors and people requiring supportive housing;*
- c) *Live-work developments;*
- d) *Day-care facilities;*
- e) *Places of worship; and,*
- f) *Local convenience commercial facilities.*

The Proposed Development will contribute a range of low and medium density residential development in the form of single detached and townhouse units to the housing stock of the SSP. The future build-out will contribute residential development in the mixed-use node through the form of a mixed-use building. The Proposed Development has been designed to integrate seamlessly with the neighbouring approved Draft Plan of Subdivisions, while introducing a mixed-use node, park block and ample open space which will contribute to a sense of place.

8.5.10.3 Residential Land Use Policies

Low and medium density development shall be guided by the following policies:

- a) *A mix of housing types shall be permitted at the following densities and heights:*
 - i. *Minimum Density – 20 units per net hectare for low density development and 30 units per net hectare for medium density development;*
 - ii. *Maximum Density – 40 units per net hectare for low density and 70 units per net hectare for medium density development;*
 - iii. *Maximum Height – 3 storeys for low density development and 6 storeys for medium density development*
- b) *The City shall require that a variety of residential building types and densities be developed throughout the Residential designation in each residential district, including a mix of low and medium density development designed to achieve a target for the Salem Secondary Plan Area of 20 percent medium density and 80 percent low density development. The City shall be satisfied as to how this target will be achieved for each phase of development prior to the approval of draft plans of subdivision in any phase.*
- c) *The location of the building types shall be controlled through the Master Plan process referred to in Section 8.4.2, and the zoning by-law. In this context, notwithstanding the minimum density, the City may give consideration to limited areas of housing at a minimum density of 12 units per net hectare in areas abutting the Natural Heritage System, balanced by areas of residential development with a maximum density of 60 units per net hectare elsewhere in the subdivision. However, the City shall be satisfied that the total number of*

units and population for the subdivision is the same as, or greater than, that would be developed if the minimum density were applied to the entire development.

Based on the foregoing, the entirety of the Proposed Development constitutes low density residential with an overall density of 34 units per net hectare. As proposed, the Proposed Development will meet the minimum density requirement of the SSP and contribute to the 80% low density target of Policy 8.5.10.3 (b).

Section 8.6 ‘Community Services Strategy’ provides direction with respect to the provision of transportation, water, wastewater, stormwater management, waste management, recreation, utilities and other services to the Salem Secondary Plan Area. More specifically, Section 8.6.3 provides direction related to transportation. The Proposed Development features a combination of a minor collector road and a network of local streets that will be conveyed to the City, the transportation network has been designed in accordance with the following provisions of Section 8.6.3:

iii) Minor Collectors

- *Vehicular Travel Lanes – 2 maximum;*
- *Right-of-Way – 24 metres maximum;*
- *Direct access from individual properties except adjacent to intersections or in areas such as adjacent to schools requiring access control;*
- *Local streets – intersections permitted as required; and,*
- *On street parking permitted.*

iv) Local Streets

- *Vehicular Travel Lanes – 2 maximum;*
- *Right-of-Way – 20 metres maximum with the exception of industrial and business park areas where the maximum shall be 23 metres;*
- *Direct access from individual properties; and,*
- *On street parking permitted.*

Section 8.6.4 – 8.6.6 provide policy direction with respect to water and wastewater services, stormwater management and utilities. The accompanying supporting studies have ensured that the aforementioned services are designed to municipal standard, as is detailed in the accompanying Functional Servicing Report prepared by Schaeffers Consulting Engineers.

Section 8.6.7 provides policy direction with respect to parkland. More specifically, Section 8.6.7.3 provides direction regarding parkland acquisition. The parkland dedication for the Subject Lands, inclusive of the size and location of the proposed park along with all cash-in-lieu requirements were agreed upon and paid as part of the December, 2018 Master Parkland Agreement.

Section 8.7 'Development Review and Growth Management' states that all development applications in the SSP shall be subject to review in accordance with the policies of this section. More specifically, Section 8.7.3.2 requires that development within the SSP be carried out in accordance with Schedule 8E Phasing Plan. The Subject Lands are located entirely within the Phase 2 lands, given that the majority of the Phase 1 lands have received draft plan approval and as such, the development focus for the SSP has shifted to the Phase 2 lands.

5.3.3 TOWN OF INNISFIL ZONING BY-LAW 054-04

The Subject Lands are currently zoned as 'Agricultural General (AG) Zone' and 'Environmental Protection (EP) Zone' in the Town of Innisfil's Zoning By-law 054-04.

As per Section 10.1 of By-law 054-04, the AG Zone is intended for the following principal uses:

- a) Agriculture
- b) Conservation uses including forestry, reforestation and other activities connected with the conservation of soil and wildlife.
- c) Nursery, Garden Centre.
- d) A public use.
- e) Kennels.
- f) Veterinary Clinic and/or Veterinary Hospital.
- g) A communications tower.

As per Section 9.3 of By-law 054-04, the EP Zone is intended for the following principal uses:

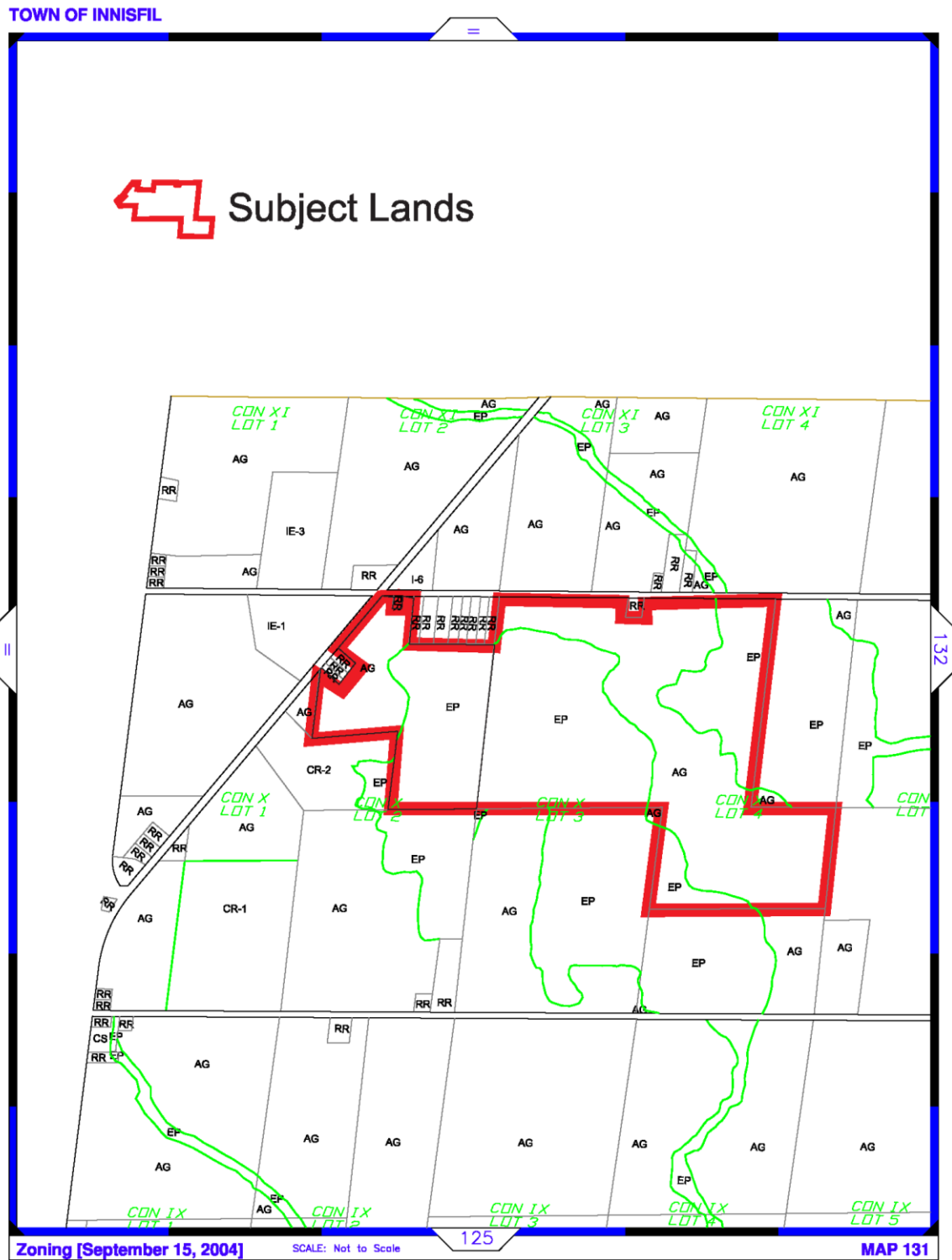
- a) Conservation Use
- b) Passive Recreation
- c) Agriculture

Residential uses in accordance with the SSP are not permitted by the current AG or EP Zone, therefore, a Zoning By-law Amendment is required to permit the Proposed Development. By virtue of the proposed Zoning By-law Amendment the Subject Lands will be rezoned to the appropriate zoning categories of Zoning By-law 2009-141, as was the case with By-law 2015-097 which applies to the neighbouring approved Draft Plan of Subdivision to the south-east.

As such, a Zoning By-law Amendment application accompanies this submission to rezone the lands as 'Neighbourhood Residential (R5) Zone', 'Environmental Protection (EP) Zone', 'Open Space (OS) Zone' and 'Mixed Use (MU1) Zone' with site-specific exceptions to facilitate the Proposed Development.

A copy of the draft Zoning By-law Amendment has been included as part of the submission materials and is appended to this report as **Appendix A**.

Figure 6 - Town of Innisfil Zoning By-law 054-04



6.0 CONCLUSION

Based upon a comprehensive review, the Proposed Development is consistent with and in conformity to the relevant policy framework outlined in the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The proposal also conforms to the policies of the City of Barrie Official Plan and the Salem Secondary Plan. Overall, the design and layout of the development has been undertaken in a manner to ensure compatibility with the surrounding land uses and provides an enhanced aesthetic and functional improvement to an underutilized parcel.

It is our opinion that the proposal represents good land use planning and is appropriate for the Subject Lands.

KLM PLANNING PARTNERS INC.



Keith MacKinnon BA, MCIP, RPP
Partner



Lucy Pronk, M.Sc., MCIP, RPP
Intermediate Planner

APPENDIX A

BY-LAW NUMBER 2023-

OF

THE CITY OF BARRIE

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

WHEREAS the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands known municipally as 259 Salem Road and as shown on Schedule "A" to this By-law, from Agricultural General (AG) Zone and Environmental Protection (EP) Zone to Neighbourhood Residential (R5) Zone, Environmental Protection (EP) Zone, Open Space (OS) Zone and Mixed Use (MU1) Zone; and,

AND WHEREAS the Council of the Corporation of the City of Barrie have reviewed a recommendation to amend By-law 2009-141 and has approved the recommendation; and,

WHEREAS authority is granted pursuant to Section 34 of the Planning Act, R.S.O. 1990 to enact such amendments; and,

NOW THEREFORE be it enacted as a By-law of the City of Barrie the following:

1. **THAT** the Zoning map be amended to change the zoning from Agricultural General (AG) Zone and Environmental Protection (EP) Zone to Neighbourhood Residential (R5) Zone, Environmental Protection (EP) Zone, Open Space (OS) Zone and Mixed Use (MU1) Zone pursuant to Zoning By-law 2004-054, in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** for the purposes of this by-law, the provisions of the Planning Act respecting the moratorium for amendment of, or variance to, this bylaw shall not apply
3. **THAT** the remaining provisions of By-law 054-04, as amended from time to time, applicable to the above described lands generally shown on Schedule "A" to this By-law, shall apply to the said lands except as varied by this By-law

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

CLERK

DRAFT

Schedule “A” Attached to By-law 2023-XXX

