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**TO:** PLANNING COMMITTEE

**SUBJECT:** APPLICATION FOR ZONING BY-LAW AMENDMENT - 1701390  
ONTARIO LTD. AND 1701391 ONTARIO LTD. – 180 AND 198  
ARDAGH ROAD

**WARD:** 6

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

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

**GENERAL MANAGER APPROVAL:** A. MILLER, RPP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

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

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### **RECOMMENDED MOTION**

1. That the Zoning By-law Amendment application submitted by Innovative Planning Solutions, on behalf of Hedbern Development Corporation to rezone the lands known municipally as 180 Ardagh Road and 198 Ardagh Road from 'Residential Single Detached Second Density' (R2) to 'Residential Multiple First Density' (RM1), be approved.
2. That the written and oral submissions received relating to this application, have been, on balance, taken into consideration as part of the deliberations and the final decision related to the approval of the application, and as identified within Staff Report DEV011-20.
3. That pursuant to Section 34(17) of the *Planning Act*, no further public notification is required prior to the passing of the By-law. (DEV011-20) (D14-1685)

### **PURPOSE & BACKGROUND**

#### Report Overview

4. The application before the City is to request an amendment to the Zoning By-law to change the zone of 180 Ardagh Road and 198 Ardagh Road from 'Residential Single Detached Second Density' (R2) to 'Residential Multiple First Density' (RM1) to permit the future development of a semi-detached residential building on each of the properties. Staff are recommending approval of the subject application as the lands are vacant, meet the locational criteria for intensification and meet the minimum zoning standards for this type of residential use and built form.

#### Site and Location

5. The lands subject to the application are two (2) vacant lots on lands legally described as Part of Lot 5, Concession 14, known municipally as 180 Ardagh Road and 198 Ardagh Road. The properties constitute Lots 12 and 26 respectively on Plan of Subdivision 51M-1040 (City File No. D12-412).

6. The property known municipally as 180 Ardagh Road has a lot area of 890.3 square metres and 20.2 metres of frontage on Ardagh Road. The property known municipally as 198 Ardagh Road has a lot area of 768.9 square metres and 20.0 metres of frontage on Ardagh Road. The lots are located on the north side of Ardagh Road, east of Ferndale Drive South and north of Bishop Drive in the Ardagh Planning Area.
7. The existing land uses surrounding the subject property are as follows:

North: Single detached residential uses, Bishop Drive

South: Ardagh Road, single detached residential uses, medium-high density residential development

East: Single detached residential uses, proposed medium density residential development

West: Single detached residential uses, unopened Kerrydale Road allowance



#### Existing Policy

8. The subject lands are designated 'Residential' in the City's Official Plan and zoned 'Residential Single Detached Dwelling Second Density' (R2) pursuant to Zoning By-law 2009-141. The properties are located within the City's "Built-up Area" as per Schedule I of the Official Plan and located within the Ardagh Planning Area.

#### Supporting Information

9. In support of the application, the applicant has submitted a concept plan attached to Staff Report DEV011-20 as Appendix "B", as well as the following information to provide detail about the requested rezoning and the future development of the site:
- a) Planning Justification Report (Innovative Planning Solutions Inc., July 2019)
  - b) Preliminary Servicing Design Brief and Preliminary Site Servicing Plan (Jones Consulting Group Ltd., September 19, 2019)
  - c) Tree Inventory Report (Stefan Bolliger Associates Inc., June 26, 2019)

10. The supporting documents can be found in their entirety at the following link:  
<https://www.barrie.ca/City%20Hall/Planning-and-Development/Proposed-Developments/Ward6/Pages/180-and-198-Ardagh.aspx>

#### Public Consultation

11. A Neighbourhood Meeting was held on January 15, 2020 in coordination with an application by the same developer for the properties located at 158, 162, 166, & 170 Ardagh Road (D14-1664, D12-448). The meeting was attended by approximately 63 residents, the planning consultant team and City planning staff.
12. A Public Meeting was held on March 3, 2020. A memorandum was provided by planning staff and one (1) resident provided verbal comments regarding the proposed amendment and the future development of the properties.
13. The comments and concerns expressed by the residents at the neighbourhood meeting, the public meeting and through correspondence provided to staff are outlined in the Public Comment section of this report. This section provides a list summarizing the comments and includes a corresponding response from staff to demonstrate that the issues have been included in the review of this application to the greatest extent possible.

#### Public Comments

14. **Density and Character of the Neighbourhood**

Residents raised concern that the proposed density and built form is not in keeping with the character of the neighbourhood.

Although a different type of built form, the semi-detached lots proposed to be created are equal to, or larger in size, than the single detached lots to the north of the subject lands. In addition, the City's Official Plan states that low density residential development shall consist of single detached, duplexes, or semi-detached dwellings. The rezoning of these parcels to RM1 does not change the predominantly low density residential use in this area. Staff have reviewed and agree with the detail provided in support of the application, including that the semi-detached units will be built at the same scale and character permitted on the adjacent properties fronting on Ardagh Road.

15. **Intensification Outside of Delineated Intensification Areas**

Residents commented that intensification is occurring on this site and along other sites on Ardagh Road, despite it not being an intensification corridor.

For the subject application, staff required justification that the policies of the Official Plan related to intensification have been met for intensification outside of a delineated intensification area. Factors that contribute to the appropriateness of intensification of the subject lands include being located within the built-up area on an arterial road, access to existing municipal water and wastewater infrastructure and access to nearby transit and commercial uses. Detailed information was provided by the applicant that demonstrated the policies were met and staff agree that these lots meet the locational criteria for intensification outside of an intensification area.

16. **Front Yard Parking Coverage**

A comment was received, and echoed by staff, that the driveway configuration shown on the concept plan could create an additional parking space in the front yard.

The concept plan, attached to Staff Report DEV011-20 as Appendix "B" was revised following the public meeting to ensure that the driveway design permits the vehicle turnaround, so residents can more safely access Ardagh Road, without the appearance or defined area for additional parking in the front yard. The current design indicates between 39% to 41% of the front yard is occupied by the driveway. The zoning standard for front yard parking coverage is a maximum of 60% of the front yard, and this will need to be verified at Building Permit stage.

#### Department & Agency Comments

17. The application to change the zoning on the subject lands was circulated to staff in various departments and to several external agencies for review and comment. No significant issues were identified through the review of this application and the supporting information provided. Detailed infrastructure requirements will be confirmed and implemented through the building permit process.

### **ANALYSIS**

#### Policy Planning Framework

18. The following provides a review of the application in accordance with applicable provincial and municipal policy documents.

#### **Ontario Planning Act, R.S.O. 1990**

19. Section 2 of the *Planning Act* requires that the Minister, the council of a municipality, a local board, a planning board and the Tribunal, shall have regard to, among other matters, matters of provincial interest such as, but not limited to, the protection of ecological systems, including natural areas; the adequate provision and efficient use of transportation, sewage and water services and waste management systems; the adequate provision of a full range of housing, including affordable housing; the resolution of planning conflicts involving public and private interests; the appropriate location of growth and development; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; the promotion of built form that, is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and the mitigation of greenhouse gas emissions and adaptation to a changing climate.
20. The *Planning Act* can be found in its entirety at the following link: <https://www.ontario.ca/laws/statute/90p13>.
21. The potential for developing an alternate form of low density residential use at this location is consistent with this policy as it will contribute to the availability of a variety of housing types, is located within the settlement area of Barrie, will utilize existing and available municipal infrastructure (water and wastewater) and public service facilities such as transit and schools.

#### **Provincial Policy Statement (2020) (PPS)**

22. The Provincial Policy Statement (2020)(PPS) provides policy direction on matters of provincial interest related to land use planning and development and sets the policy foundation for regulating the development and use of land. The PPS encourages planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs. Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities.
23. The PPS can be found in its entirety at the following link: <https://www.ontario.ca/page/provincial-policy-statement-2020>

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24. Policies 1.1.3.1 and 1.1.3.2 identify settlement areas as the focus of growth and development with land use patterns based on densities and a mix of land uses that efficiently use land and resources, infrastructure and public service facilities, minimizes negative impacts to air quality and climate change, and supports active transportation.
  25. The proposed amendment is consistent with these policies as the subject lands are located within the settlement area of Barrie, will utilize existing and available infrastructure and will provide the opportunity for an alternative type of low density residential development on existing lots that have a direct connection to an active transportation linkage and the local transit network.
  26. Staff have reviewed the relevant policies and are of the opinion that the proposed development is consistent with the Provincial Policy Statement (2020).

**A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

27. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan) is the Ontario government's initiative to plan for growth and development in a way that supports economic prosperity, protects the environment, and helps communities achieve a high quality of life. It provides a framework for implementing Ontario's vision for building strong, prosperous communities by managing growth and it establishes the long-term framework for where and how the region will grow.
28. The Growth Plan can be found in its entirety at the following link: <https://files.ontario.ca/mmah-greater-golden-horseshoe-place-to-grow-english-15may2019.pdf>.
29. The Growth Plan is intended to provide direction for municipalities in areas related to intensification of existing built-up areas with a focus on strategic growth areas, including urban growth centres and major transit station areas. The primary focus of the plan is on building complete communities that are well-designed to meet people's daily needs, offer transportation choices, accommodate people at all stages of life by providing an appropriate mix of jobs, local services, public service facilities and a full range and mix of housing options to meet various incomes and household sizes.
30. The Growth Plan further requires that by the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, 50% of all residential development occurring annually within the City must be within the existing built boundary. In addition, the Growth Plan promotes the wise management of resources through the utilization of existing services and transportation infrastructure.
31. The proposed zoning by-law amendment will permit an alternate form of low density residential development within the existing built boundary, will utilize existing municipal servicing infrastructure, public facilities and is directly located on an active transportation link and transit route. Permitting intensification at this location will contribute to the City's intensification targets as required by the Growth Plan.
32. Staff have reviewed the relevant policies and are of the opinion that the proposed development conforms to the applicable policies of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

**Official Plan (OP)**

33. The Official Plan provides guidance for the consideration of land use changes, the provision of public works, actions of local boards, municipal initiatives, and the actions of private enterprise. It gives direction for implementing by-laws, guidelines for more detailed planning and the means for

- controlling growth so that the City's capacity to provide a healthy community environment is not exceeded.
34. The Official Plan can be found in its entirety at the following link: <https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Official%20Plan%20-%20January%202018.pdf>.
  35. As noted above, the subject lands are designated 'Residential' in Schedule A – Land Use of the City's Official Plan. Lands that are designated Residential are intended to be used primarily for residential uses, with all forms of housing permitted subject to locational criteria. There are a number of policies in the Official Plan that support the proposed development. These policies relate to directing growth to take advantage of existing services and infrastructure and the provision of a range and mix of housing types at appropriate locations.
  36. Section 3.3.1 encourages the development of complete communities with an appropriate range of housing types; building design and densities which efficiently use land, resources, infrastructure and public service facilities; contributes to safe, vibrant and pedestrian friendly streetscapes; and directs development toward locations where infrastructure and public service facilities are available. The proposed development is consistent with this policy in that it proposes residential intensification in an area where existing infrastructure (water, stormwater and sanitary services) and transit are available.
  37. Sections 3.3.2.1 (a), (b), (c) and (g) of the Official Plan encourage the maintenance of reasonable housing costs by encouraging a wide range of housing opportunities in order to meet identified housing needs where it is recognized to be in accordance with good land use planning principles. The Official Plan further encourages residential intensification in built-up areas in order to support the viability of neighbourhoods and provide opportunities for a variety of housing types at densities consistent with the Official Plan. Staff are satisfied the proposal conforms to these policies given that the proposed development meets the density permissions in the Official Plan, would contribute to the efficient use of land and resources, supports transit, and optimizes the use of existing infrastructure and services as an infill development within the built-up area of the City.
  38. Section 4.2.2.2 c) states that low density residential development shall consist of single detached, duplexes, or semi-detached dwellings on a public street. Subsequently, the application to rezone from single detached residential permissions to a zone that permits duplexes and semi-detached dwellings does not change the density category for the properties, however it is considered intensification.
  39. Given the subject lands are located outside of an intensification node or corridor, Section 4.2.2.6 d) provides policies for the evaluation of suitable intensification proposals outside of delineated intensification areas as follows:
    - i) That the scale and physical character of the proposed development is compatible with, and can be integrated into, the surrounding neighbourhood;
    - ii) That infrastructure, transportation facilities, and community facilities and services are available without significantly impacting the operation and capacity of existing systems;
    - iii) That public transit is available and accessible;
    - iv) That the development will not detract from the City's ability to achieve increased densities in areas where intensification is being focused;
    - v) That sensitive, high quality urban design will be incorporated into the development including the efficiency and safety of that environment; and,
    - vi) That consideration is given to the preservation of heritage resources.

40. Staff are satisfied that these policies are met, as the built form remains low density with a similar lot size and development permissions as the surrounding neighbourhood, will utilize existing municipal infrastructure, is on an active transportation linkage and transit route, will not detract from the City's target intensification areas, and is in proximity to community amenities including commercial uses, schools and parks.

#### Servicing and Transportation

41. It is a goal of the Official Plan to ensure that all development within the City is serviced by municipal sanitary and storm sewers, municipal water, electrical and other utilities. Policies 5.1.2.1(j), (m), (n), and (o) detail how development of these services will occur. The proposal conforms to these policies as the development will be entirely serviced by municipal and other public utilities.
42. The Official Plan identifies goals to protect and enhance water quality, encourage effective stormwater management, and ensure stormwater management practices minimize stormwater peak flows and other negative impacts. Policies 5.3.2.2(a) and (b), and 5.3.2.3 detail how development shall achieve these goals and outline applicable design criteria. Staff are satisfied that stormwater management for the proposed development can be adequately addressed in accordance with these policies.
43. The Official Plan further identifies goals to promote healthy communities, active living, public transit, all forms of active transportation, and the safe integration and connectivity between the various modes of transportation. Policies 5.4.2.3 (a), (c), and (f) detail how new development shall encourage and promote public transit. The development of these lands conforms to these policies as the lots are directly adjacent to an active transportation linkage, transit route, and have added units on an arterial road without increasing the number of access points which could impede the intended flow of traffic.
44. Staff have reviewed the relevant policies and are of the opinion that the proposed development is conform to the applicable policies of the City's Official Plan.

#### Comprehensive Zoning By-law 2009-141

45. As noted in the recommendation for this application, as well as identified in previous sections, the applicant has proposed to rezone the subject lands from 'Residential Single Detached Second Density' (R2) to 'Residential Multiple First Density' (RM1).
46. Zoning By-law 2009-141 can be found in its entirety at the following link: <https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Zoning-Bylaw/ZONING%20BY-LAW%202009-141%20CONSOLIDATION%202018-12-31.pdf>
47. The 'Residential Multiple First Density' (RM1) Zone has been requested to facilitate the future construction of semi-detached built form on each of the subject lots. The minimum lot size of 300 square metres for each unit and minimum frontage of 9 metres per unit can be met for each of the four (4) units proposed. No special provisions are required to facilitate the construction of semi-detached units on the lands. The zoning standards outlined in Zoning By-law 2009-141 would apply to the subject lands should Council approve the subject application.

#### Site Plan Control

48. Site Plan Control is not applied to development on lands with direct access to a municipal road zoned as 'Residential Multiple First Density' (RM1).

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## Summary

49. Staff have reviewed the comments received and considered the proposed zoning by-law amendment application, having regard to conformity with relevant provincial policies and the City's Official Plan. In staff's opinion, the proposed amendment to permit semi-detached built form is considered appropriate and is consistent with the Provincial Policy Statement (2020) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) and the City's Official Plan.

## **ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS**

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

## **ALTERNATIVES**

51. The following alternatives are available for consideration by General Committee:

**Alternative #1** Planning Committee could refuse the subject zoning by-law amendment application to rezone one or both parcels to 'Residential Multiple First Density' (RM1) and maintain the current 'Residential Single Detached Second Density' (R2) Zone on the subject lands.

This alternative is not recommended as the development of the subject lands for an alternative low density residential use provides for a more efficient use of land, use of existing services and infrastructure and the provision of a range and mix of housing types in this neighbourhood.

## **FINANCIAL**

52. All costs associated with the approval and development of the site would be the applicant's responsibility. The applicant would be responsible for all capital costs for any new infrastructure required within the development limits and any of the frontage costs associated with upsizing to municipal water and sewer mains already installed, if required.
53. The annual property tax revenue is based on the average selling price of approximately \$535,000.00 for each semi-detached dwelling unit. The current municipal tax revenue from the property known municipally as 180 Ardagh Road is \$4,843.00, therefore the estimate municipal property tax increase would be approximately \$6,623.00. The current municipal tax revenue for the property known municipality as 198 Ardagh Road is \$1,355.00, therefore the estimated municipal property tax increase would be approximately \$10,111.00 for a total increase of \$16,734.00 with the construction of four (4) semi-detached units. (2019 rate)
54. Cash in lieu of parkland dedication per unit is calculated at \$5,597.00, which represents a total contribution of \$22,388.00 for the four (4) semi-detached units. (2020 rate, subject to an annual inflation adjustment on January 1<sup>st</sup> of each year)
55. Building permit application fees as an average are estimated to be in the order of \$3,600.00 per unit, which would represent a total fee of approximately \$14,400.00. (2020 rate, subject to an annual inflation adjustment on January 1<sup>st</sup> of each year)
56. The Education levy is currently \$2,959.00 per unit which represents a total levy of \$11,836.00. (2020 rate)

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**LINKAGE TO 2018-2022 STRATEGIC PLAN**

57. The recommendations included in this Staff Report support to the following goals identified in the 2018-2022 Strategic Plan:

Building Strong Neighbourhoods

i) Build walkable, diverse neighbourhoods that encourage community connections

ii) Grow Responsibly

58. In accordance with Council's goals, the potential for moderate intensification at this location would contribute to the efficient use of municipal infrastructure and public transit, as well as provide an alternative low-density building type in this largely single detached residential neighbourhood.

Attachments: Appendix "A" – Draft Zoning By-law Amendment

Appendix "B" – Concept Plan

APPENDIX "A"

Draft Zoning By-law Amendment



Bill No. XXX

BY-LAW NUMBER 2020-XXX

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

**WHEREAS** the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands known municipally as 180 and 198 Ardagh Road, as shown on Schedule "A" to this By-law, from Residential Single Detached Second Density (R2) to Residential Multiple First Density (RM1).

**AND WHEREAS** the Council of The Corporation of the City of Barrie adopted Motion 20-G-XXX.

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

1. **THAT** the zoning map is amended to change the zoning of 180 Ardagh Road and 198 Ardagh Road from Residential Single Detached Second Density (R2) to Residential Multiple First Density (RM1) pursuant to Zoning By-law 2009-141, in accordance with Schedule "A" attached to this By-law being a portion of the Zoning Map Schedule.
2. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above described lands as shown on Schedule "A" to this By-law, shall apply to the said lands except as varied by this By-law.
3. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

**READ** a first and second time this **date** day of **month**, 2020.

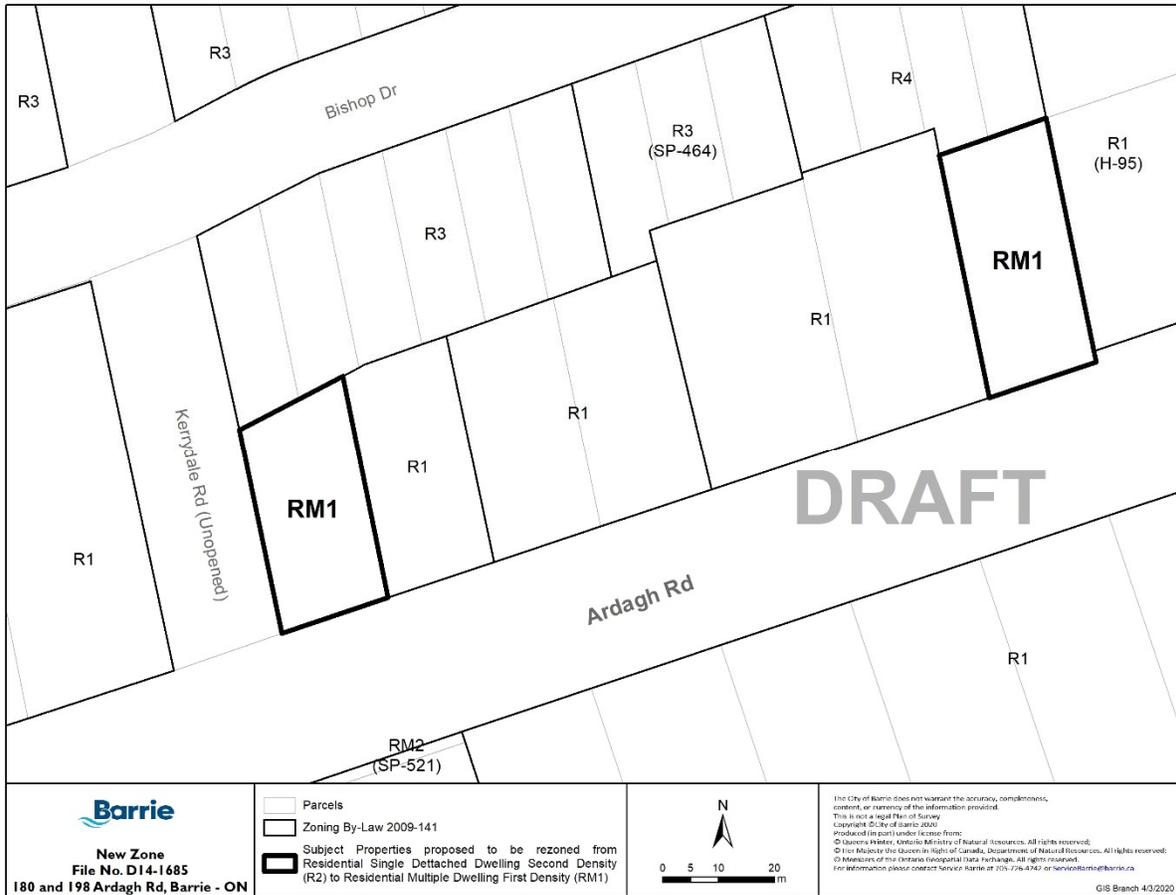
**READ** a third time and finally passed this this **date** day of **month**, 2020.

**THE CORPORATION OF THE CITY OF BARRIE**

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**MAYOR – J. R. LEHMAN**

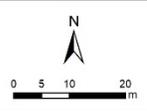
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**CITY CLERK – WENDY COOKE**

Schedule "A" attached to By-law 2020-XXX



**Barrie**  
New Zone  
File No. D14-1685  
180 and 198 Ardagh Rd, Barrie - ON

Parcels  
 Zoning By-Law 2009-141  
 Subject Properties proposed to be rezoned from Residential Single Detached Dwelling Second Density (R2) to Residential Multiple Dwelling First Density (RM1)



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For information please contact Service Barrie at 705.776.4747 or service@barrie.ca

GIS Branch 40/2020

