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**TO:** PLANNING COMMITTEE

**SUBJECT:** APPLICATION FOR ZONING BY-LAW AMENDMENT – 428 LITTLE AVENUE

**WARD:** 8

**PREPARED BY AND KEY CONTACT:** T. BUTLER, PLANNER  
EXT. 5446

**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 Celeste Phillips Planning Inc., on behalf of 428 Little Inc., to rezone lands known municipally as 428 Little Avenue in the City of Barrie, legally described as Innisfil Concession 14, Part Lot 12 on Registered Plan 51R-32706 Part 1 from 'Residential Single Detached Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) to 'Residential Multiple Dwelling Second Density' – Special Provision (RM2)(SP-XXX), and as shown in Appendix "A" to Staff Report DEV013-20, be approved.
2. That the following Special Provisions be referenced in the implementing Zoning By-law 2009-141 associated with the subject lands:
  - a) To permit a minimum setback of 20.0 metres to the Newmarket and Meaford Rail Line for Block "A", Block "B" and Block "C", whereas 30.0 metres would be required.
3. That the written and oral submissions received relating to the application have been, on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including matters raised in those submissions and identified within Staff Report DEV013-20.
4. That pursuant to Section 34 (17) of the *Planning Act*, no further public notification is required prior to the passing of the By-law.

### **PURPOSE & BACKGROUND**

#### **Report Overview**

5. The purpose of this report is to recommend approval of a Zoning By-law Amendment application submitted by Celeste Phillips Planning Inc., on behalf of 428 Little Inc., for lands known municipally as 428 Little Avenue (see Appendix "A" – Proposed Zoning By-law Amendment). The effect of the application is to facilitate the development of the subject lands into a 56 unit townhouse

condominium development including six (6) affordable housing units, with a private road connecting Foster Drive with Little Avenue as identified in Appendix "C – Site Plan. Staff are recommending approval of the subject application as the lands are considered to be appropriate for this form of medium-density residential development in that it is consistent with and conforms to Provincial and City planning policies.

6. The applicant has also submitted an application for Draft Plan of Subdivision (D12-452), which is being considered separately from the subject zoning by-law amendment application. The applicant is proposing to develop the lands as a Plan of Condominium; however, this requires that the lands be part of a registered Plan of Subdivision prior to the creation of condominium blocks. Should Council approve the subject Zoning By-law Amendment application, Planning staff, through delegated approval (Council Motion 10-G-346), would be in a position to review and recommend approval of the associated Draft Plan of Subdivision following final approval of the implementing Zoning By-law.
7. The applicant has submitted concurrently a Site Plan Control Application (D11-004-2020). If the Rezoning application is approved, approval of the submitted Site Plan Control application would be required for development of the subject lands. Council's decision on the subject rezoning application is independent from, and prior to, Site Plan Approval.

#### Development Proposal

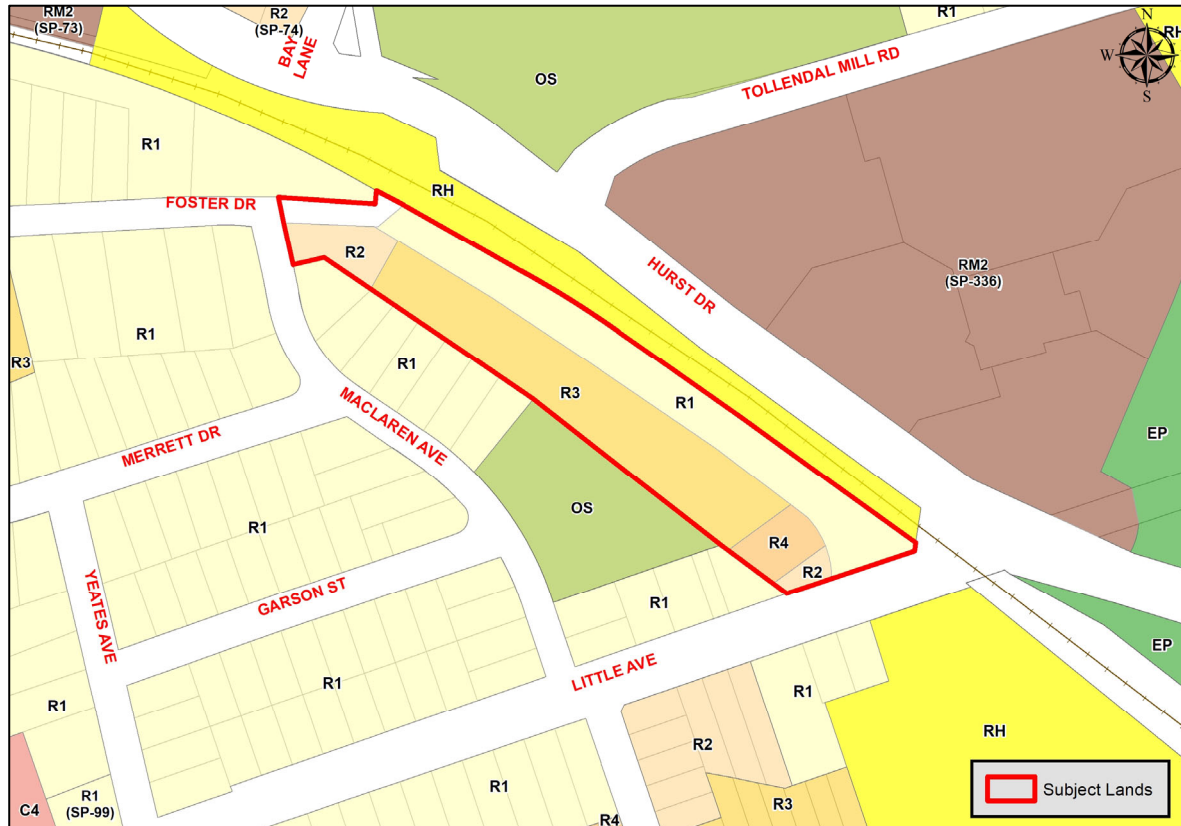
8. The subject application proposes to amend the zoning of the subject lands from 'Residential Single Detached Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) to 'Residential Multiple Dwelling Second Density – Special Provision' (RM2)(SP-XXX) in accordance with Zoning By-law 2009-141. The purpose of the application is to permit fifty-six (56) townhouses on a private road, including six (6) affordable housing units. The proposed development would require a special provision to permit an encroachment into the minimum required rail line setback to the Newmarket and Meaford Rail Line operated by Metrolinx from 30.0 metres to 20.0 metres for Block "A", Block "B", and Block "C" as identified in the Site Plan submitted in support of the application (see Appendix "C").
9. The development was reviewed against the Residential Multiple Dwelling Second Density (RM2) zoning standards and staff are recommending approval of the subject application as the lands are considered to be appropriate for this form of residential infill development in accordance with both Provincial and municipal policies.

#### Site and Location

10. The subject lands are located on the north side of Little Avenue, adjacent to the Newmarket and Meaford Rail Line operated by Metrolinx. The property has an area of 2.14 hectares with approximately 78.0 metres of frontage on Little Avenue and 24.0 metres of frontage on Foster Drive. The lands are currently vacant.
11. The existing land uses surrounding the subject property are as follows:  
  
North: The Newmarket and Meaford Rail Line, Hurst Drive, The Gables (City Park).  
  
South: Little Avenue, single detached residential uses, vacant land.  
  
East: The Newmarket and Meaford Rail Line, Hurst Drive, and institutional land uses (Mill Creek Care Centre).  
  
West: Single detached residential uses, Highland Park, Maclaren Avenue.

## Existing Policy

12. The subject property is designated 'Residential' in the City's Official Plan and is zoned 'Residential Single Detached Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) in accordance with Zoning By-law 2009-141, as amended. The property is located within the City's "Built-up Area" as per Schedule 'I' of the Official Plan and is located within the Painswick North Planning Area.



**Figure 1. Land Use Map – Zoning By-law 2009-141**

## Supporting Information

13. In support of the application, the applicant has submitted a site plan attached to Staff Report DEV-013-20 as Appendix "C", as well as the following information to provide detail about the rezoning and future development of the site:
- a) Planning Justification Report (Celeste Phillips Planning Inc., December 2019)
  - b) Arborist Report (SLR Consulting Ltd., November 2019)
  - c) Geotechnical Investigation (WSP Canada Inc., December 2019)
  - d) Noise Study (Valcoustics Canada Ltd., December 2019)
  - e) Phase 1 Environmental Site Assessment (Pinchin Ltd., 2017)

- f) Scoped Environmental Impact Assessment (SLR Consulting Ltd., December 2019)
  - g) Stage 1 Background Study and Property Inspection and Stage 2 Property Assessment - Archaeological Study (Bluestone Research Inc., May 2018)
  - h) Servicing and Stormwater Management Implementation Report (C.F. Crozier & Associates Inc., November 2019)
  - i) Traffic Opinion Study (C.F. Crozier & Associates Inc., November 2019)
  - j) Urban Design Brief (Peter Higgins Architect Inc., November 2019)
  - k) Vibration Study (Valcoustics Canada Ltd., December 2019)
  - l) Well Reconnaissance Report (SLR Consulting Ltd., May 2018)
14. Copies of the submission material associated with the subject online on the City's Proposed Developments webpage under Ward 8: <https://www.barrie.ca/City%20Hall/Planning-and-Development/Proposed-Developments/Ward8/Pages/428-Little-Avenue-and-237-Foster-Drive.aspx>

## **PUBLIC CONSULTATION**

### **Neighbourhood Meeting**

15. A Neighbourhood Meeting was held on February 20, 2020 to present the proposed development to local residents. A total of twenty-two (22) residents were in attendance, along with the applicant, their consultants, and City Planning staff. Ward Councillor Jim Harris was unable to attend due to a medical emergency. The following matters were discussed at the Neighbourhood Meeting:

a) Concerns with Increased Density

As noted throughout the analysis section of this report, Planning staff are satisfied that the proposed density (maximum 26.15 units per hectare) for the property is appropriate and compatible with the surrounding neighbourhood given that adequate parking, landscaping, open/amenity spaces and pedestrian/vehicular access can be accommodated on site. A Neighbourhood Density Analysis has been included as Appendix "B" and is discussed in further detail in paragraph 57 of this report. Staff are satisfied that matters such as compatibility with adjacent residential properties can be adequately addressed through the subsequent site plan approval process.

b) Concerns with Increased Traffic

The property is located on Little Avenue and near Hurst Drive which are arterial roadways pursuant to Schedule 'D' Road Plan of the Official Plan. Arterial roadways provide through routes across the City and are intended to handle increased vehicular activity. Development of property adjacent to arterial roads should be encouraged to design access onto the site to minimize impact on the adjacent arterial road. Staff in Development Approvals – Traffic are satisfied that the proposed development will not negatively impact the existing transportation network through the provision of a right-in-right-out access onto Little Avenue. Additionally, staff in Development Approvals – Traffic are confident that Maclaren Avenue and Foster Drive will not be significantly impacted by the proposal after review of the Traffic Opinion Letter submitted in support of the application.

c) Height of the Townhouse Unit

The applicant has confirmed that the proposed development will not exceed 10.0 metres in height which is the maximum permitted building height within the RM2 Zone. Concerns were raised regarding sight lines into neighbouring 'R1' zoned residential properties. The applicant has increased the rear yard setback and staff note that as-of-right, properties zoned 'R1' have a maximum building height of 10.0 metres. As such, staff are satisfied that the height of the proposed development would not adversely affect the neighbouring properties.

d) Boundary Tree Preservation/Removals and Privacy

To assist in alleviating the privacy concerns expressed by adjacent residents, the applicant has submitted Tree Inventory and Preservation details associated with the subject lands. In this regard, several boundary trees have been identified for preservation.

The applicant is required to preserve all boundary trees, failing which, owner authorization to remove or impact same would be required from any adjacent landowner. The balance of the trees internal to the site would be removed to accommodate the proposed development. However, infill plantings would be required to be provided in accordance with minimum planting densities through the subsequent site plan approval process, all to the satisfaction of the Development Approvals (Landscape) staff.

The applicant is proposing a rear yard setback of 7.0 metres and has also increased the rear yard setback of Blocks "B" and "C" to approximately 14.0 metres and 12.0 metres so as to provide an adequate protection zone for adjacent boundary trees and increase privacy. In addition, staff are recommending a 2.0-metre-high tight board privacy fence be required along all shared property boundaries of the existing single detached residential properties adjacent to the proposed development. This would afford additional screening and privacy for the existing residential properties.

Staff are satisfied that adequate boundary tree preservation, the provision of infill plantings and privacy fencing will provide appropriate screening of the proposed development from the existing properties fronting on Maclaren Avenue and Little Avenue.

e) Adverse Effects on Property Values

Planning staff have no comment on the perceived impact the proposed development may have on the market value of private property as this is not a land use planning matter.

f) Status of future infrastructure improvements on Maclaren Avenue and Foster Drive

Concerns were expressed regarding servicing availability and infrastructure improvements within the Maclaren Avenue and Foster Drive neighborhoods. The City of Barrie's 2020 Capital Plan identifies upgrades for the neighbourhood as project number EN1254 - Foster, Merrett, Garson, Maclaren and Yeates. The project would include new sanitary and watermain services and right of way replacement. In the 2020 Capital Plan, it has planning (pre-design) happening in 2023, design occurring in 2024 and 2025 and construction to begin in 2027 and 2028. Staff in Development Services (Approvals) have confirmed that servicing capacity is available for the proposed development to be serviced from Little Avenue.

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#### Public Meeting

16. A Statutory Public Meeting was held on June 23, 2020 to present the subject application to Planning Committee. The matters raised in the verbal comments reiterated those previously received at the Neighbourhood Meeting as referenced above.

#### Amended Concept Plan

17. Following the Neighbourhood and Public Meetings along with the concerns expressed by residents and staff through the technical review process, the applicant has made changes to the original concept plan submitted to address the comments/concerns identified to date (see Appendix "C" – Site Plan – 56 Units).

Most notably, the applicant has:

- Increased building setbacks/spatial separation distances of the proposed units in Block "B" and Block "C" to the adjacent residential properties, where possible, to accommodate the preservation of boundary trees and increase privacy.
- Confirmed that Metrolinx will permit a reduction in the 30.0 metre rail setback to 20.0 metres along with the provision of appropriate safety barriers/fencing specifically for Block "A" Block "B" and Block "C" as identified on the site plan submitted in support of the application.
- Relocated the proposed six (6) affordable housing units (Block "A") to the north-east portion of the site to accommodate the preservation of boundary trees.

#### Department & Agency Comments

18. The subject application was circulated to staff in various departments and to external agencies for review and comment.
19. The Lake Simcoe Region Conservation Authority (LSRCA) provided comments indicating that the subject lands are not located within an area governed by Ontario Regulation 179/06 under the *Conservation Authorities Act*. As such, the LSRCA does not have any concerns with the proposed application. If approved, additional technical review and comments related to water balance and the phosphorous budget would be determined through the subsequent site plan control application.
20. Metrolinx provided comments indicating that they do not have any objections to the proposed zoning by-law amendment application, subject to the applicant complying with applicable rail safety guidelines and standards through the subsequent site plan process. Metrolinx noted that they will permit a reduction in the 30-metre rail setback to 20 metres along with the provision of appropriate safety barriers/fencing. The setback reduction and design of any required safety barriers would be reviewed through the site plan process and is subject to Metrolinx's approval.
21. Development Services (Approvals) staff do not have any objections to the approval of the proposed application. If approved, Development Approvals staff are satisfied that any technical matters associated with the proposed development would be addressed through the subsequent site plan control application.
22. Development Services (Approvals - Landscape) staff have reviewed the site plan and tree inventory and preservation plan submitted in support of the subject application and are generally satisfied with the proposed development. Development Approvals staff have confirmed that the



proposed building setbacks will accommodate the preservation of existing boundary vegetation in appropriate locations. If approved, technical matters such as landscaping and amenities, boundary fencing, and pedestrian walkways would be addressed through the subsequent site plan control application.

23. Transportation Planning staff do not have any concerns with the Traffic Opinion Letter submitted in support of the proposed development. The Traffic Opinion Letter concluded that the proposed development would provide an adequate level of service for left/right turn movements and would not impact traffic operations or safety on Little Avenue. As such, Transportation Planning staff do not have any objections to the approval of the proposed zoning by-law amendment application.
24. The City's Fire and Emergency Services Department reviewed the proposed development and have expressed no concerns with the approval of the subject application.
25. The Building Services Division reviewed the proposed development and expressed no concerns with the approval of the subject application. If approved, a building permit application would be required following the approval of the subsequent site plan control application.
26. The City's Risk Management Official does not have any objections to the approval of the proposed application. If approved, any technical matters associated with the proposed development would be addressed through the subsequent site plan control process.
27. Enbridge, Alectra, Canada Post, and Bell Canada reviewed the proposed development and have expressed no objection to the approval of the subject application as they are satisfied that any technical revisions or outstanding matters would be adequately addressed through the subsequent site plan control process.
28. The Simcoe County District School Board (SCDSB) and the Simcoe Muskoka Catholic District School Board (SMCDSB) provided comments indicating they had no concerns with the proposed zoning by-law amendment application. Both school boards confirmed that their standard notification clauses would be required to be inserted into all purchase and sale agreements advising prospective purchasers that pupils generated by the proposed development may need to be transported to/accommodated in facilities outside of the neighbourhood, if required.

## **POLICY ANALYSIS**

### **Policy Planning Framework**

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

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

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

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

31. The proposed development has regard for these matters as it is located within the settlement area of Barrie; it is outside any identified environmental feature; will utilize planned and available infrastructure (sewage, water, and waste management systems) and public service facilities such as transit and schools; provides for a more compact style of medium density housing; provides a more compact form of development that helps to minimize impacts to climate change than traditional single detached housing; and is designed with a pedestrian oriented built form with pedestrian connections to the municipal park (Highland Park).

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

32. 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 can be found in its entirety at the following link: <https://www.ontario.ca/page/provincial-policy-statement-2020>.
33. The PPS contains policies that provide direction for communities to manage and direct land uses to achieve efficient development and land use patterns. This is achieved by ensuring that sufficient land is available through intensification to accommodate an appropriate range and mix of residential and employment uses; avoiding land use patterns which may cause public health and safety concerns and promotes efficient and cost-effective development.
34. The PPS further states that new development should occur adjacent to and within existing built-up areas, have a compact form, mix of uses and densities that allow for the efficient use of land, planned infrastructure and public service facilities (i.e. transit) to accommodate projected needs. Intensification and redevelopment are also promoted to meet projected population growth for the next 20 years.
35. The proposed development is consistent with the PPS as it proposes medium density residential uses within the built-up residential area of the City on an existing site that is supported by the availability of existing infrastructure along Little Avenue, thereby representing efficient and cost-effective development. The proposed development will provide the opportunity for a mix of residential uses in a compact form that minimizes impacts to climate change.
36. Based on the foregoing, staff 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)**

37. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan), as amended, 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. The Growth Plan can be found in its entirety at the following link: <https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>
38. 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 Growth 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.

39. 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. Section 2.2.2 further states that until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained in the applicable upper or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply. In this case, the current minimum intensification target for the City is 40%. In addition, the Growth Plan promotes the wise management of resources through the utilization of existing services and transportation infrastructure.
40. Staff are satisfied that the proposed development conforms to Growth Plan as it would result in residential intensification that would make efficient use of land, utilize existing infrastructure, and would provide alternative housing options in the City through the provision of affordable housing in the form of rental units to serve a variety of household sizes, incomes and ages. The proposed development is to be built at a density of 26.15 units per hectare and would increase the overall density of the neighbourhood from 8.01 units per hectare to 10.40 units per hectare (Appendix "B" – Neighbourhood Density Analysis). In staff's opinion, the proposed development is appropriate, as it would be located within an existing built-up area of the City that is supported by the availability of existing infrastructure and public transit along Hurst Drive. The proposed development will contribute to the City's current intensification target of 40% of new growth within the existing built boundary.

#### **Lake Simcoe Protection Plan (LSPP)**

41. The Lake Simcoe Protection Plan (LSPP) is a policy and implementation document that guides efforts to protect and restore the ecological health of the Lake Simcoe watershed. The subject application has been reviewed in detail by the Lake Simcoe Region Conservation Authority (LSRCA) for conformity with the LSPP. The LSRCA has provided comments noting that they do not have any objections to the approval of the subject application. Consequently, Planning staff are of the opinion that the subject application is consistent with the policies of the LSPP.

#### **City of Barrie Official Plan**

42. The Official Plan provides guidance for consideration of land use changes, the provision of public works, actions of local boards, municipal initiatives, and the actions of private enterprise. It gives direction for implementing by-laws, guidelines for more detailed planning and the means for controlling growth so that the City's capacity to provide a healthy community environment is not exceeded. The OP can be found in its entirety at the following link:  
<https://www.barrie.ca/City%20Hall/Planning-and-Development/Documents/Official%20Plan%20-%20January%202017.pdf>
43. 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.
44. 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. Section 2.3 Assumptions, 3.1 Growth Management, 3.3. Housing and 4.2 Residential, relate to the provision of increased densities, directing growth to take advantage of existing services and infrastructure and the

provision of a range and mix of housing types at appropriate locations.

45. Section 2.3 (d) and (e) of the Official Plan identifies that there will be a growing need to provide higher residential densities than previous development within the City of Barrie and new housing stock will include a growing percentage of multiple family development at medium and high densities in order to provide a complete range of housing options within the City. Intensification represents an essential component of the City's growth management strategy to minimize the infrastructure requirements of new development and to utilize existing services including transit, schools and open space.
46. 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), transit and City parks are available.
47. 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.

#### Affordable Housing

48. Section 3.3.2.2 identifies the goal that a minimum target of 10% of all new housing units be affordable. The criteria for affordable housing is identified as the least expensive of:
  - i. A unit 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,
  - ii. A unit for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area.

This policy represents a target of the Official Plan. The proposed development is to include six (6) affordable housing units within a stacked townhouse built form. This represents a total of 10% of the proposed units being offered as affordable housing units which meets the policy goal of the Official Plan.

#### Natural Heritage Resources

49. Section 3.5.2.4 identifies and provides protections for Natural Heritage Resources throughout the City pursuant to Schedule – H. Schedule – H (Natural Heritage Resources) of the Official Plan identifies the subject lands as a Level 3 Natural Heritage Feature. Level 3 Natural Heritage Features represent supporting components of the Natural Heritage Resource Network. There is opportunity for development if a proposal ensures the protection of the supporting function of the natural heritage feature through the submission of an Environmental Impact Study. An EIS has

been submitted in support of the application and reviewed by staff. Further, the subject application has been reviewed in detail by the Lake Simcoe Region Conservation Authority (LSRCA). Based on their review, the LSRCA is satisfied with the development proposal from a watershed management perspective.

#### Energy Conservation and Renewable Energy Systems

50. Section 3.7.2.1 promotes a compact urban form, which supports active transportation, transit use, vehicle trip reduction, and the consideration of increased densities and building materials to support energy conservation. This proposal conforms to this policy as it provides a more compact development while consuming less land and utilizing existing services and infrastructure, thus supporting overall energy conservation in the City.

#### Land Use Policies

51. Section 4.2.1(f) of the Official Plan identifies that it is a goal of the City to plan the location and design of residential development to enhance compatibility between dwelling types at different densities and to minimize potential conflict between incompatible uses. The proposed development is consistent with this policy as the applicant is proposing to amend the zoning of the subject lands to facilitate the development of fifty-six (56) townhouse dwelling units in a neighbourhood that consists of primarily single-detached dwelling units on 'R1' residential lots. Staff recognize that the proposed development is more dense and of a different built form, however, given the proposed setback to adjacent residential properties and mitigation measures such as privacy fencing and boundary tree preservation, the proposed land use, lot size and built form are generally consistent with the established character of the neighbourhood and, if approved, would not result in conflicts between land uses.
52. In accordance with Section 4.2.2.2 of the Official Plan, medium density residential development shall consist of multiple dwelling types such as triplexes, fourplexes, apartments and street/stacked/cluster townhouses ranging between 26-53 units per hectare. In accordance with these provisions, the proposed development represents a density of 26.15 units per hectare, and as such, would be considered medium density residential development in accordance with the Official Plan.
53. The General Design Policies in Section 4.2.2.4 of the Official Plan requires residential development to provide necessary on-site parking and a functional open space amenity area (i.e. landscaping) and encourages the maintenance and improvement of the character and appearance of existing residential areas. The proposed development is consistent with this policy as the proposal exceeds the minimum parking and setback requirements of the RM2 Zone in Zoning By-law 2009-141 (see Appendix "C" – Conceptual Site Plan). In this regard, each of the proposed dwelling units could accommodate a vehicle in the driveway and in the garage. The proposal includes a total of 135 parking spaces where 84 parking spaces would be required by the Zoning By-law. The increased building setbacks proposed also provide for a large rear yard amenity area, as well as landscaped areas in the front and side yards of the subject lands. The applicant is proposing a building design which reflects a high quality and standard of architectural design (see Appendix "D" – Conceptual Building Elevations). This will preserve the character of the area, including both existing homes and potential new development occurring on the south side of Little Avenue.
54. Section 4.2.2.3 (b) of the Official Plan provides that medium and high density development is encouraged to locate within the Intensification Nodes and Corridors and should be directed to locate adjacent to arterial and collector roads: in close proximity to public transit, schools, parks, and commercial development; and where planned services and facilities such as roads, sewers and water mains or other municipal services are adequate.

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Intensification Policies

55. Recent Provincial and municipal policy changes with respect to intensification have resulted in increased pressure for the City to ensure that lands within the existing built boundary are redeveloped with increased densities. In this regard, the proposed development is considered to be appropriate given the relevant Intensification and locational policies of the Official Plan with respect to medium density development.
56. Section 4.2.2.6 of the Official Plan encourages intensification in residential areas through residential conversions, infill, and redevelopment to promote an increase in planned and/or built densities, and to achieve a desirable compact urban form. Further, Section 4.2.2.6 of the Official Plan states that intensification will contribute to development that is more compact and will efficiently use land and resources and optimize the use of existing and new infrastructure and services. Planning staff are of the opinion that the proposed development is consistent with the Official Plan as it would result in a modest increase in density, a more compact and compatible built-form, and would efficiently utilize existing infrastructure on Little Avenue.
57. The proposed development would result in an increase in density on the subject lands. Specifically, the density would increase from 0 to 26.15 units per net hectare. Although the subject lands are not located within a designated intensification area, Policy 4.2.2.6(d) of the Official Plan contains six criteria in the assessment of development applications outside of intensification areas including:
- i. *The scale and physical character of the proposed development is compatible with and can be integrated into the surrounding neighbourhood.*

The existing lots on Little Avenue and Maclaren Avenue are currently occupied by one (1) and two (2) storey single-detached dwelling units. The applicant is proposing fifty-six (56) townhouse dwelling units on a private road with a total lot area of 2.14 hectares. Planning staff are satisfied that the proposed density (maximum 26.15 units per hectare) for the property is appropriate and compatible with the surrounding neighbourhood given that adequate parking, landscaping, open/amenity spaces and pedestrian/vehicular access can be accommodated on site. A Neighbourhood Density Analysis was completed and attached as Appendix "B". The Neighbourhood Density Analysis suggests that the overall density of the neighbourhood would increase from 8.01 units per hectare to 10.41 units per hectare. Compatibility between sites is not intended to be interpreted as restricting new development to the same height and densities of surrounding areas. Consequently, Planning staff are of the opinion that the scale and character of the proposed development is consistent with the existing built form of the area and can be integrated in the surrounding neighbourhood. In addition, staff are of the opinion that sufficient buffers and separation distances have been established between the adjacent low-rise residential properties and the proposed development.

- ii. *The infrastructure, transportation facilities, and community facilities and services are available without significantly impacting the operation and capacity of the existing systems.*

As noted above, the proposed development would utilize the existing road, sanitary, storm and water services on Little Avenue. Staff in the Development Services (Approvals) have confirmed that the proposed townhouse dwelling units on a private road can be adequately serviced by the existing infrastructure.

iii. *That public transit is available and accessible.*

The subject lands are located within walking distance of a public transit route which runs along Hurst Drive. Transit stops are located at the intersection of Hurst Drive and Little Avenue.

iv. *That the development will not detract from the City's ability to achieve increased densities in areas where intensification is focused.*

The proposed development will not detract from the City's ability to achieve increased densities in areas where intensification is being encouraged. The City's Intensification Areas are intended to be developed with mid and high-rise residential and/or mixed-use developments. In this case, the subject lands are located within a low-density residential neighbourhood and the applicant is proposing medium density townhouse dwelling units on a private road. The proposed development is considered medium-density residential and will result in a higher and better use of an existing residential lot that is currently vacant. Therefore, the proposed development is considered to be appropriate for the area and will not have a negative impact on the City's ability to encourage intensification within the Urban Growth Centre and the Intensification Nodes and Corridors, which are better suited to accommodate high density developments.

v. *That sensitive, high quality urban design will be incorporated into the development including the efficiency and safety of that environment.*

As noted in Appendix "D" (Building Elevations) of this staff report, the applicant has submitted conceptual building elevations in support of the subject application. The design and building materials being proposed by the applicant are relatively consistent with that of the existing single-detached dwelling units located on Little Avenue and Maclaren Avenue. Therefore, Planning staff are of the opinion that the design of the proposed dwellings is of a high quality and would not have a negative impact on the safety and efficiency of the neighbourhood.

vi. *That consideration is given to the preservation of heritage resources.*

A Stage 1 Background Study and Property Inspection and a Stage 2 Property Assessment - Archaeological Study were submitted in support of the application. As no archaeological resources were found on the subject property, no further archaeological assessment of the property is required. Therefore, the proposed development is consistent with this policy of the Official Plan.

58. The proposed development would satisfy the intensification policies noted above as it provides for a density of 26.15 units per net hectare through a more compact built form within an existing low-density residential neighbourhood. The proposed development is compatible within the existing neighbourhood through design and mitigation features such as increased setbacks, boundary tree preservation measures, and privacy fences. The project is considered infill development that utilizes existing municipal infrastructure; is within close proximity to and supports public transit; supports active transportation; is serviced by local parks and schools; and, promotes energy efficiency through compact design and the efficient use of land.

Servicing and Transportation

59. 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 would be entirely serviced by municipal infrastructure and services, and other public utilities.

60. 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. The Functional Servicing Report submitted in support of the subject application demonstrates that the proposed development can be serviced by existing municipal infrastructure, thereby representing a cost-efficiency. Staff are satisfied that stormwater management for the proposed development can be adequately addressed in accordance with these policies.
61. 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 the subject lands conforms to these policies as the development is adjacent to an active transportation linkage on Hurst Drive, a transit route, and have added units on an arterial road without greatly increasing the number of access points which could impede the intended flow of traffic.

#### Bonusing

62. The Bonusing Policies (Section 6.8) within the Official Plan permit the negotiation of community benefits when considering passing a By-law to increase the height and/or density of a development beyond what is currently permitted in the Zoning By-law. However, the proposed development does not contemplate increased densities or increased height as part of the application. As such, the bonusing policies of the Official Plan do not apply to the subject application.

#### **Comprehensive Zoning By-law 2009-141 – Site Specific Zoning Provisions**

63. 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>
64. 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 Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) to 'Residential Multiple Dwelling Second Density' with Special Provisions (RM2)(SP-XXX) to facilitate the construction of fifty-six townhouse units, including 6 affordable housing units. The setbacks have been proposed that meet or exceed the standards identified in the Zoning By-law and the applicant is proposing a total of 135 parking spaces, where 84 would be required. A site specific provision (SP) has been requested to implement the proposed development concept and is discussed below.

#### Reduced Setback to Newmarket and Meaford Rail Line (Metrolinx)

65. The applicant is seeking a special provision to permit a reduction to the required 30.0 metre setback to the Newmarket and Meaford Rail Line operated by Metrolinx to 20.0 metres for Block "A", Block "B" and Block "C" as identified in the Site Plan attached (Appendix "C"). The zoning by-law requires a 30 metre setback that is ultimately a rail safety standard which is subject to approval by Metrolinx through the site plan process. The proposed encroachment into the required 30.0 metre rail line setback would provide the applicant with some flexibility at the time of detailed design to accommodate boundary tree preservation and assist in alleviating the privacy concerns of neighbouring residential properties.



66. Planning staff recommend that Planning Committee approve a site-specific provision to permit a minimum setback of 20 metres from the Metrolinx rail line right-of-way for proposed Block "A", Block "B" and Block "C". Staff have received confirmation from Metrolinx that given the elevation difference, and in consideration of the horizontal and vertical setback distances, that a setback of 20.0 metres can be accommodated for proposed Block "A", Block "B", and Block "C" in this site specific case.
67. Planning staff are of the opinion that the proposed special provision to encroach into the required rail line setback meets the general intent and purpose of the Zoning By-law and would provide the applicant an opportunity to work with Metrolinx to address detailed design matters through the site plan process. Metrolinx's technical standards supersede the provisions of the City's Zoning By-law and Metrolinx is an approval authority through the site plan process.

#### Site Plan Control

68. Subject to Council approval of the proposed application, the property would be subject to site plan control as per Section 41 of the *Planning Act* and in accordance with By-law 99-312. Site plan control addresses the detailed design elements of the lands regarding the Metrolinx setback, access, servicing, stormwater management, landscaping, lighting, zoning compliance, building orientation/placement/massing and parking.
69. The applicant has submitted concurrently a Site Plan Control Application (D11-004-2020). Subject to approval of the zoning by-law amendment, staff would be in position to continue the site plan approval process including reviewing detailed design matters to ensure that the development complies with the City's technical standards and provides an appropriate interface with adjacent properties and streets.

#### Summary

70. Planning staff are satisfied that the oral and written submissions along with all departmental and agency comments relating to this application have been considered and/or addressed. The proposed development represents an appropriate form of infill and intensification given the context of the surrounding neighbourhood, and will efficiently use land, infrastructure and services.
71. Planning staff recommend approval of the proposed zoning by-law amendment application for the development of fifty-six (56) townhouse units, including six (6) affordable housing units on a private road, as it is consistent with the Provincial Policy Statement (2020), and conforms to A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019), and the City of Barrie's Official Plan, while also being respectful of existing land uses adjacent to the proposed development.

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

72. There are no environmental matters related to the recommendation as no critical components of the natural heritage network have been identified on the subject lands.

#### **ALTERNATIVE**

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

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**Alternative #1**

Planning Committee could refuse the subject zoning by-law amendment application and maintain the current 'Residential Single Detached Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) Zones on the subject lands.

This alternative is not recommended as the subject lands are suited for medium-density residential development in the form and density proposed given the full range of services and facilities available in the area. The proposed amendment is also in keeping with the Provincial and municipal policies for infill and intensification outside of the City's designated intensification areas.

**FINANCIAL**

74. The subject application, if approved, would permit the development of 56 residential townhouse units on the subject lands, including of six (6) affordable housing units. Currently, it is not possible to estimate the assessed value of the subject property, following redevelopment. However, the assessed value of the future development is anticipated to be greater than the current assessed value of the property and will therefore increase the amount of property tax that is collected on the subject site.
75. Current development charges for a townhouse dwelling unit is \$52,212.00. Based on the site plan submitted in support of the application, development charge revenue for the proposed development is estimated to be approximately \$2,610,600.00. Development charges are calculated and paid at the time of issuance of the building permit.
76. Building Permit application fees for the proposed development are estimated to be approximately \$110,664.00. If approved, building permit fees will be confirmed through the Site Plan Control process, and collected at the time of the submission of a building permit application.
77. Cash in lieu of parkland is currently calculated at \$5,597.00 per residential unit, which represents a total contribution of \$279,850.00 for the proposed development (2020 rate, subject to an annual inflationary adjustment on January 1<sup>st</sup> of each year).
78. The education levy for residential uses is currently \$2,959.00 per unit, which represents a total levy of \$147,950.00.
79. The proposed development would be subject to a Finance Administration fee of \$3,875.00.
80. Given that the subject lands are subject to Site Plan Control, 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. Costs associated with the ongoing maintenance and operational costs of the new internal infrastructure, snow removal, landscape maintenance and site lighting would be the responsibility of the applicant.
81. The City will also incur minimal additional operating costs associated with extending services like fire protection, policing, and boulevard landscaping maintenance. These are normal growth related expenses that are being actively planned for through the City's Capital Planning process and will be presented to Council during the annual budget cycle for approval.

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**LINKAGE TO 2018-2022 COUNCIL STRATEGIC PLAN**

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

- ☒ Fostering a Safe and Healthy City
  - i) Build a greener Barrie while mitigating and adapting to climate change
- ☒ Building Strong Neighbourhoods
  - ii) Build walkable, diverse neighbourhoods that encourage community connections
  - iii) Grow Responsibly

83. In accordance with Council's goals, the proposed development would provide for a compact form of development that would maximize the use of the subject lands, utilize existing services and infrastructure, supports public transit and would support diverse and safe neighbourhoods.

Attachments: Appendix "A" – Proposed Zoning By-law Amendment  
Appendix "B" – Neighbourhood Density Analysis  
Appendix "C" – Site Plan  
Appendix "D" – Building Elevations

APPENDIX "A"

Proposed 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 described as Part of Lot 12, Concession 14, Part 1 on Registered Plan 51R-32706 known municipally as 428 Little Avenue, shown on Schedule "A" to this By-law from 'Residential Single Detached Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) to 'Residential Multiple Dwelling Second Density' with Special Provisions (RM2)(SP-XXX),

**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 428 Little Avenue from 'Residential Single Detached Dwelling First Density' (R1), 'Residential Single Detached Dwelling Second Density' (R2), 'Residential Single Detached Dwelling Third Density' (R3), and 'Residential Single Detached Dwelling Fourth Density' (R4) to 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XX) in accordance with Schedule "A" attached to this By-law.
2. **THAT** notwithstanding the provisions set out in Section 4.5.8 of By-law 2009-141, a minimum setback of 20 metres is permitted from the Metrolinx Rail Line Right-of-Way for Block "A", Block "B", and Block "C" in the 'Residential Multiple Dwelling Second Density – Special Provision No. XXX' (RM2)(SP-XXX) Zone.
2. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above described lands as shown in 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 \_\_\_\_ day of November, 2020.

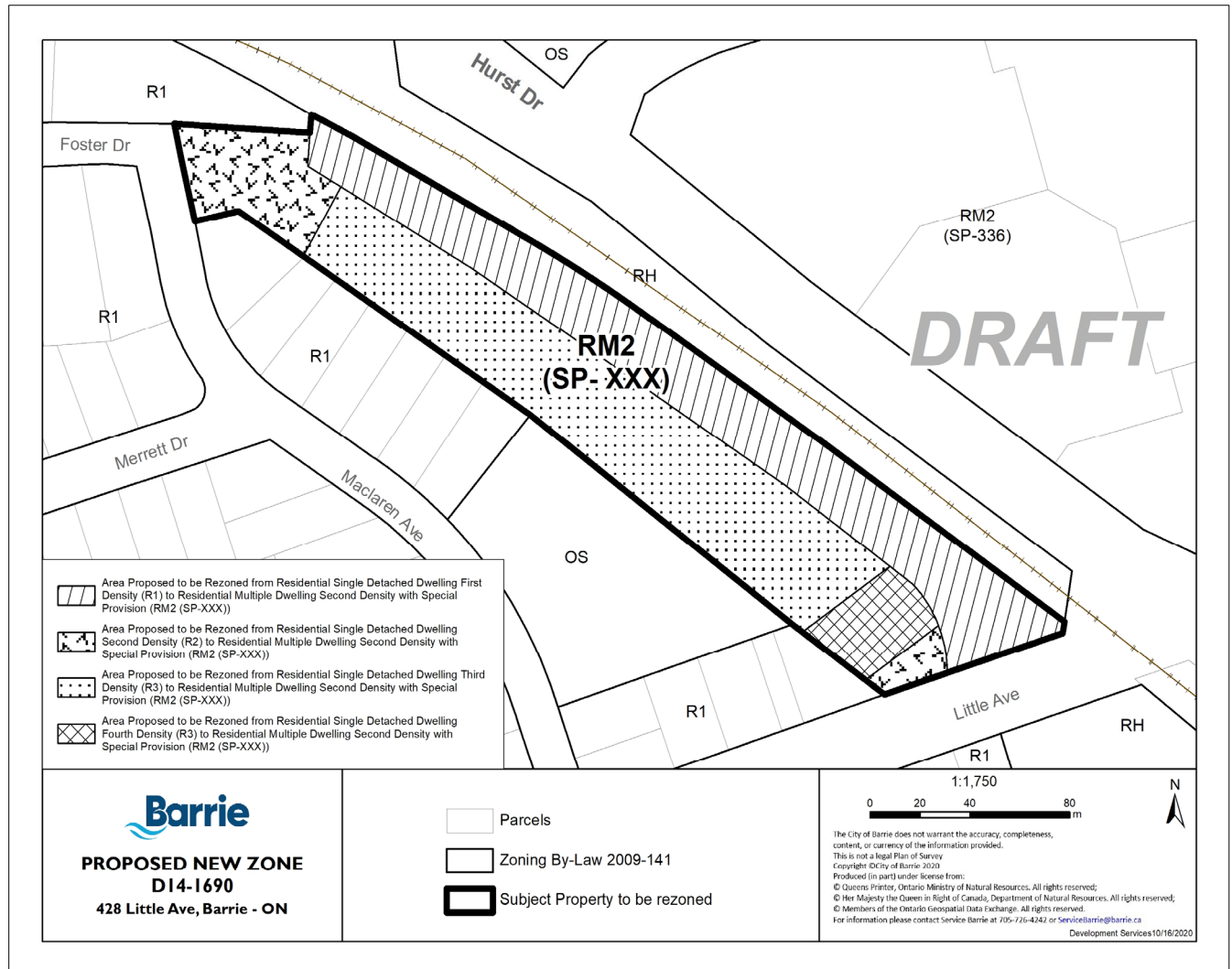
**READ** a third time and finally passed this \_\_\_\_ day of November, 2020.

**THE CORPORATION OF THE CITY OF BARRIE**

\_\_\_\_\_  
**MAYOR – J. R. LEHMAN**

\_\_\_\_\_  
**CITY CLERK – WENDY COOKE**

Schedule "A" to By-law 2020-XXX



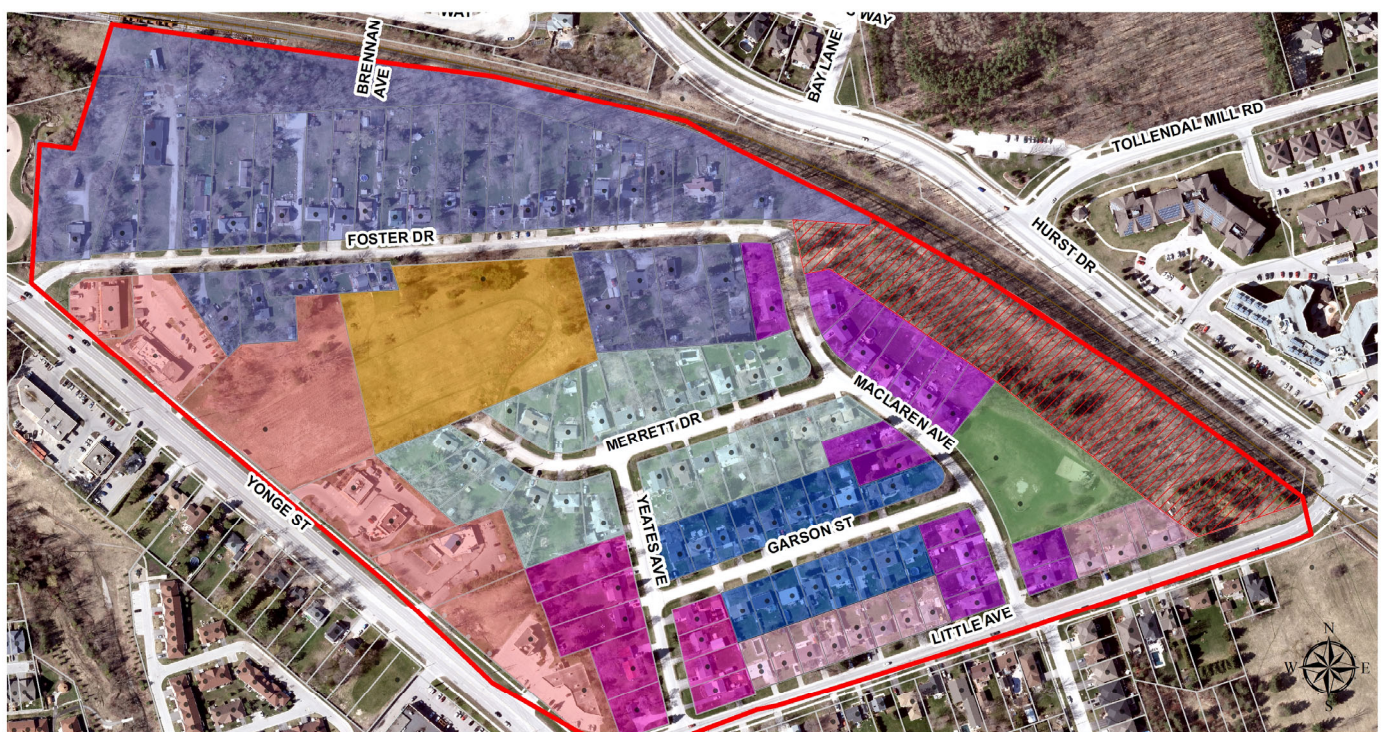


**APPENDIX "B"**  
**Neighbourhood Density Analysis**

Location of Dwelling Units	Total Area (m <sup>2</sup> )	Total Units	Density Units/Hectare
Foster Drive	71,240m <sup>2</sup>	32 Dwelling Units	4.5 units per hectare
MacLaren Avenue	14,399m <sup>2</sup>	17 Dwelling Units	11.88 units per hectare
Merrett Drive	24,785m <sup>2</sup>	25 Dwelling Units	10.12 units per hectare
Yeats Avenue	10,312m <sup>2</sup>	9 Dwelling Units	8.73 units per hectare
Garson Street	12,246m <sup>2</sup>	18 Dwelling Units	14.75 units per hectare
Little Avenue	8,020m <sup>2</sup>	12 Dwelling Units	14.96 units per hectare
Proposed 428 Little Development	21,400m <sup>2</sup>	56 Dwelling Units	26.15 units per hectare
Total Neighbourhood Density - Excluding 428 Little Avenue	141,002m <sup>2</sup>	113 Dwelling Units	<b>8.01 units per hectare</b>
Total Neighbourhood Density – Including Proposed Development at 428 Little Avenue	162,402m <sup>2</sup>	169 Dwelling Units	<b>10.40 units per hectare</b>

Neighbourhood Density Analysis - Area Surrounding 428 Little - Proposed Development

File #: D14-1690



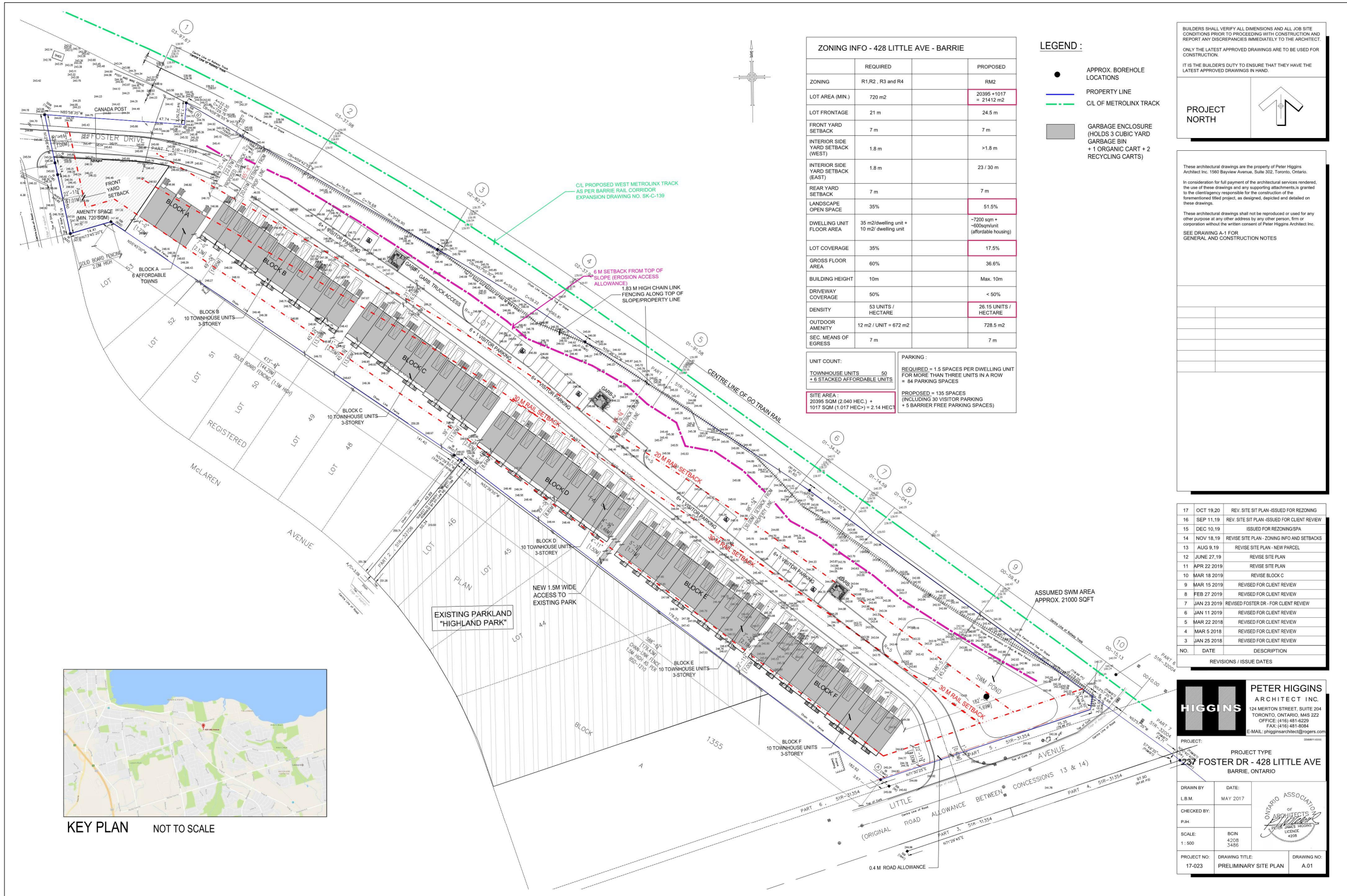
1:3,000





APPENDIX "C"

Conceptual Site Plan



APPENDIX “D”

Conceptual Building Elevations

Front Elevation



FRONT ELEVATION - BLOCK "B"

AVERAGE GRADE CALCULATION:  
248.96 + 249.40 + 250.07 + 248.17 + 247.87 +  
247.70 + 247.49 / 7  
= 248.52 M

NOTE:  
ARCHITECTURAL ELEVATIONS ARE FOR PRESENTATION  
PURPOSES ONLY AND MAY NOT REPRESENT  
THE FINAL DRAWINGS.

BUILDERS SHALL VERIFY ALL DIMENSIONS AND ALL JOB SITE  
CONDITIONS PRIOR TO PROCEEDING WITH CONSTRUCTION AND  
REPORT ANY DISCREPANCIES IMMEDIATELY TO THE ARCHITECT.  
ONLY THE LATEST APPROVED DRAWINGS ARE TO BE USED FOR  
CONSTRUCTION.  
IT IS THE BUILDER'S DUTY TO ENSURE THAT THEY HAVE THE  
LATEST APPROVED DRAWINGS IN HAND.

PROJECT  
NORTH



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Architect Inc. 1560 Bayview Avenue, Suite 302, Toronto, Ontario.  
In consideration for full payment of the architectural services rendered,  
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SEE DRAWING A-1 FOR  
GENERAL AND CONSTRUCTION NOTES

NO.	DATE	DESCRIPTION
13	JULY 08, 19	FLOOR PLANS/ELEVATIONS ISSUED
12	JUNE 27, 19	REVISE SITE PLAN
11	APR 22 2019	REVISE SITE PLAN
10	MAR 18 2019	REVISE BLOCK C
9	MAR 15 2019	REVISED FOR CLIENT REVIEW
8	FEB 27 2019	REVISED FOR CLIENT REVIEW
7	JAN 23 2019	REVISED FOSTER DR - FOR CLIENT REVIEW
6	JAN 11 2019	REVISED FOR CLIENT REVIEW
5	MAR 22 2018	REVISED FOR CLIENT REVIEW
4	MAR 5 2018	REVISED FOR CLIENT REVIEW
3	JAN 25 2018	REVISED FOR CLIENT REVIEW
2	JAN 3 2018	REVISED FOR CLIENT REVIEW
1	MAY 4 2017	ISSUED FOR PRE-CONSULTATION REVIEW

**HIGGINS** ARCHITECT INC.  
124 MERTON STREET, SUITE 204  
TORONTO, ONTARIO M5S 2Z2  
OFFICE: (416) 481-8229  
FAX: (416) 481-8084  
E-MAIL: phigginsarchitect@rogers.com

PROJECT:  
PROJECT TYPE  
237 FOSTER DR - 428 LITTLE AVE  
BARRIE, ONTARIO  
BLOCK B

DRAWN BY: L.B.M./S.A. DATE: MAY 2017  
CHECKED BY: PJH.  
SCALE: 1:100 BCIN 4208 3485  
ONTARIO ASSOCIATION OF ARCHITECTS  
PETER HIGGINS  
LICENCE 4208

PROJECT NO: 17-023 DRAWING TITLE: NORTH ELEVATION DRAWING NO: A-5

Rear Elevation




BUILDERS SHALL VERIFY ALL DIMENSIONS AND ALL JOB SITE CONDITIONS PRIOR TO PROCEEDING WITH CONSTRUCTION AND REPORT ANY DISCREPANCIES IMMEDIATELY TO THE ARCHITECT. ONLY THE LATEST APPROVED DRAWINGS ARE TO BE USED FOR CONSTRUCTION. IT IS THE BUILDER'S DUTY TO ENSURE THAT THEY HAVE THE LATEST APPROVED DRAWINGS IN HAND.

PROJECT  
NORTH

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PROJECT:  
237 FOSTER DR - 428 LITTLE AVE  
BARRIE, ONTARIO  
BLOCK B

PROJECT TYPE:  
SOUTH ELEVATION

DRAWN BY:  
L.B.M.S.A

CHECKED BY:  
P.J.H.

SCALE:  
1:100

DATE:  
MAY 2017

BCIN  
4208  
3486

PROJECT NO:  
17-023

DRAWING TITLE:  
SOUTH ELEVATION

DRAWING NO:  
A-6

