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TO: GENERAL COMMITTEE

SUBJECT: ZONING BY-LAW AMENDMENT TO PERMIT AN APARTMENT BUILDING AT 342 LITTLE AVENUE

PREPARED BY AND KEY CONTACT: C. TERRY, SENIOR DEVELOPMENT PLANNER  
EXT. #4430

SUBMITTED BY: S. NAYLOR, MES, M.C.I.P., R.P.P., DIRECTOR OF PLANNING *Stk Nyl*

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

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER *EdH*

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**RECOMMENDED MOTION**

1. That the Zoning By-law Amendment application as revised, submitted by Innovative Planning Solutions on behalf of VVV Developments Inc. for the lands municipally known as 342 Little Avenue (Ward 9) be approved to rezone lands from Residential Single Detached Dwelling First Density (R1) to Residential Apartment Dwelling First Density with Special Provisions and a Hold (RA1-2)(SP)(H) in accordance with the Land Use Schedule as shown in Appendix "A" attached to Staff Report PLN039-12.
2. That the following Special Provisions be referenced in the implementing Zoning By-law for the subject lands:
  - a) (RA1-2)(SP)(H)
    - i) A minimum parking standard of 1.2 parking spaces per residential dwelling unit shall be permitted.
    - ii) A minimum front yard setback of 2 metres for the apartment building shall be permitted.
    - iii) A minimum easterly side yard setback of 1.3 metres for the apartment building shall be permitted provided no ground floor living units are located adjacent to the easterly side yard.
    - iv) A minimum density of 50 residential units and maximum density of 123 residential units per hectare shall be permitted.
    - v) That the Hold be removed when the Site Plan Agreement is registered for the development of an apartment building to the satisfaction of the City of Barrie.
3. That the By-law for the purpose of lifting the Holding provision from the Zoning By-law Amendment as it applies to 342 Little Avenue, be brought forward for approval once the Site Plan Agreement has been registered for the proposed apartment building.

4. That the owner convey to the City of Barrie, free and clear of all encumbrances, a 3 metre road widening across the entire frontage of Little Avenue.
5. That pursuant to Section 34 (17) of the Planning Act, no further public notification is required with respect to the amendments as proposed.

## **PURPOSE & BACKGROUND**

### **Report Overview**

6. The purpose of this staff report is to recommend approval of an application to amend the Zoning By-law to rezone the subject property from Residential Single Detached Dwelling (R1) to Residential Apartment Dwelling (RA1-2) to permit a 31 unit apartment building with a maximum 15 metre height and special provisions for reduced parking and setback requirements. The property is captured in the Intensification Node generally located at the intersection of Yonge Street and Little Avenue. The project is subject to Site Plan Control and design details would be formulated after the principle of development is considered through the rezoning process.

### **Density Review**

7. On June 25, 2012, Amendment #1 to Council Motion 12-G-195 requested that staff meet with the applicant to discuss the opportunity for reduced density on the subject site. Staff met with the Planning Consultants for the owner, Darren Vella and Gregory Barker of Innovative Planning Solutions, on July 10, 2012. The applicant has reinforced that the housing form and density is appropriate for this property and no changes are being proposed to the application. The staff recommendation has not been altered from the previous staff report (PLN033-12).

### **Background**

8. The applicant has proposed to rezone the subject parcel from Residential Single Detached (R1) to Residential Apartment Dwelling (RA1-2). The RA1-2 zone has a maximum height of 15 metres which equals 5 storeys. The property is 0.254 hectares in size and has an existing detached residence that would be demolished to accommodate this project.
9. The concept under consideration is a 31 unit, 4 – 5 storey apartment building fronting Little Avenue just west of Yonge Street. The original concept is attached as Appendix "B" to report PLN039-12. Since the public meeting, staff have worked with the applicant on a proposed redesign of the site to address staff and public concerns. Variations to the proposed concept include encouraging the building to be more oriented to the street with potential for reduced setback and parking directed to the rear of the property. These attributes would be more defined at the Site Plan stage, if the application is approved.
10. In addition, it is expected that the City's new Urban Design Guidelines for Intensification Areas will be completed in the fall of 2012. This project will be required to integrate the design details encouraged by the new guidelines as they are being developed specifically for Intensification Areas.

### **Location**

11. The subject lands are located west of the intersection of Yonge Street and Little Avenue in the Painswick North Planning Area. This intersection is a designated Primary Intensification Node in accordance with Schedule I in the City's Official Plan.

12. The Intensification Node is comprised of single storey commercial plazas, varied housing types and a large vacant parcel intended for commercial development. The property, located at 342 Little Avenue, is 0.254 hectares in size and is occupied by an existing single detached residential dwelling.

13. Surrounding Land Uses

**North**

Existing Medium Density Residential (RM2-TH) for a 31 unit townhouse development.

**East**

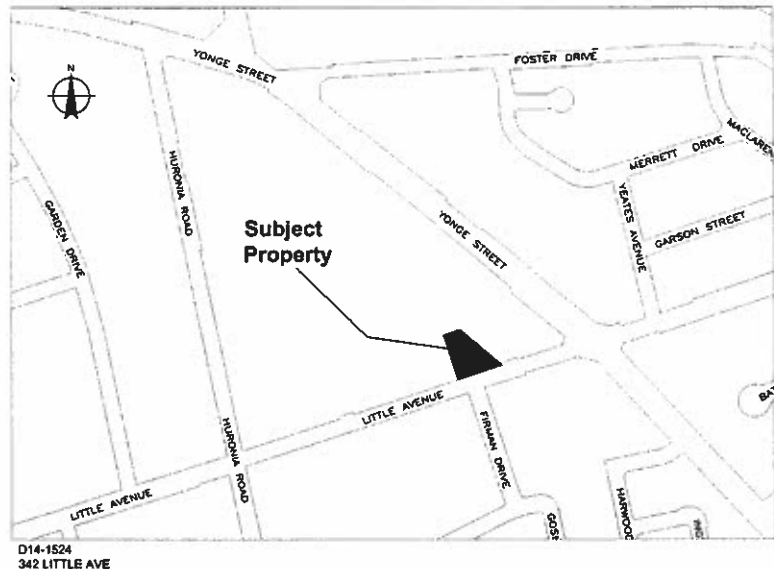
Driveway to townhouses and a single storey commercial plaza at northwest corner of Yonge Street and Little Avenue (C4).

**South**

Vacant commercial block zoned (C4) bordered by Little Avenue, Yonge Street, Harwood Avenue and Firman Drive.

**West**

Single detached residences and Whisky Creek.



Existing Policy

14. The property is designated Residential Area in the City of Barrie Official Plan. Lands designated Residential are intended to be used primarily for residential uses, with all forms of housing permitted subject to locational criteria. The site is also identified as part of the Intensification Node located at the intersection of Yonge Street and Little Avenue. An overall residential density of 50 – 120 dwelling units per hectare is proposed for the Intensification Node. The concept submitted as part of this application identified 31 units on a property 0.254 hectares in size. The proposed density for the project as currently designed is approximately 123 units per hectare, which is slightly over the maximum density of 120 dwelling units per hectare.

Public Consultation

15. Further to Council Direction 12-G-174, staff met with the Ward Councillor and concerned citizens regarding this application on Monday, June 18, 2012. The planning principles behind the staff recommendation proposed in Staff Report PLN025-12 and PLN033-12 were discussed, as well as the specific concerns of the residents from the adjacent townhouse complex. The concerns raised by the public have been taken into consideration by staff as outlined in section 17 of this report. With the exception of the principle of intensification, staff feel that a number of the design concerns raised by the adjacent residents will be addressed through the required Site Plan application process. If this zoning amendment is approved, staff have encouraged residents to meet with the City at the Site Plan stage to review the detailed development concept.
16. The application was presented to General Committee at a public meeting held on January 9, 2012. Three citizens voiced their concerns to Council at the public meeting and several pieces of correspondence have been submitted to the City regarding this proposal.

17. The concerns raised by the public are outlined below, followed by a brief explanation provided by staff:

a) Character of the neighbourhood and property values

Intensification Nodes are expected to have medium and high density residential development as part of a mixed use residential and commercial area. The vacant parcel on the south side of Little Avenue will also be encouraged to follow the general guidelines for development in an Intensification Node. Development is intended to transition into the centre of the node from low density development to medium and high density residential development, combined with opportunities for mixed commercial/residential development. This area is centred around commercial uses at the intersection and expands outwards to a variety of housing types, including singles and townhouse developments.

b) Stormwater management

The applicant has submitted a Functional Servicing Study to be considered as part of this application. Functional Servicing issues such as sewage, water capacity and stormwater management have been reviewed by staff. However, the specifics of servicing such as stormwater management techniques for the site are more thoroughly detailed at the development stage. It should be noted that this property is not in the floodplain for Whisky Creek, and therefore outside the regulation limit of the Lake Simcoe Region Conservation Authority.

c) Reduced parking requirements

The proposed reduction in parking requirements is an alternative standard that was contemplated through the Intensification Study prepared by City staff. Consideration for reduced parking is based on the location and type of development proposed. The intent of reduced parking is to encourage transit supportive development and the use of alternative transportation. The intensification policies promote increased density at key locations on major arterial roads such as the intersection of Yonge Street and Little Avenue because the area is accessible for the existing transit service network.

d) Increase in traffic

The applicant has submitted a Traffic Study to be considered as part of this application. The Traffic Study has indicated that this development would not cause volume on Little Avenue, and the existing street network would not suffer a decrease in its present level of service. No road improvements were identified for this proposal, however, the entrance location is still under consideration and will be determined through the final concept design based on acceptance and review by the City's Engineering Department.

e) Garbage enclosure and snow storage

This proposal will be subject to Site Plan Control, and therefore a detailed site design process. Design details such as the location of a garbage enclosure and snow storage will be further examined at the Site Plan stage.

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Departmental Comments

18. The application and proposed revisions as initiated through staff consultation have been circulated to the required agencies and departments for comment.
19. The Engineering Department has identified that a 3 metre road widening is required across the Little Avenue frontage, an Environmental Noise Study and updated Servicing Reports will be required at the Site Plan stage, and that Engineering staff are not supportive of the reduced parking standard encouraged by the Intensification Study, as it is not yet part of the Zoning By-law.
20. Parks Planning and Development comments indicate that staff is not supportive of the reduced front yard setback, the proposed parking layout and the reduced landscape buffers. With the exception of recommending approval of the reduced parking standard and front yard setback, further processing of the final development concept would require additional review and comments from all departments at the Site Plan stage.
21. The Zoning branch of the Building Department identified issues of non-conformity with the Zoning By-law for both the original concept and the revised design proposed for discussion. In addition to the requested special provisions, variances may be required to reduce landscape buffer requirements and increase the amount of parking area permitted. At this stage in the process, it was determined through discussion with the applicant that these issues are variable and will be subject to change through the final design of the site. It is preferable to maintain the status quo for the buffer requirements and parking area until a concept is developed that is fully acceptable to the City. A Holding Zone is proposed for the rezoning of the site to ensure the Site Plan process is completed to the satisfaction of the City.

**ANALYSIS**

Provincial Policy Planning Framework

22. Section 2 of the Growth Plan for the Greater Golden Horseshoe provides guidance to municipalities on 'Where and How to Grow'. These policies encourage intensification in the built-up area, the designation of intensification areas to focus increased densities, and advise municipalities to define the appropriate type and scale of development in intensification areas. Staff have reviewed this project in terms of the Growth Plan and find it conforms to the provincial direction for growth in urban areas.
23. The Ontario Provincial Policy Statement (PPS) has also been reviewed in the context of these applications. Staff are satisfied the application is consistent with the PPS respecting development in the form of infilling and intensification in the built-up area and utilization of existing servicing and transportation infrastructure.

Official Plan

24. The property is designated Residential in the City's Official Plan and is located fronting on Little Avenue approximately 160 metres from the intersection of Little Avenue with Yonge Street. The proximity of this property to the intersection identifies the lands as part of the Intensification Node designated on Schedule I in the City's Official Plan.
25. The property is part of the Painswick North Planning Area, however, no Secondary Plan has been prepared for this planning area. The general policies of the Official Plan apply to these lands including those outlined below.

Section 4.2.1 - Residential includes the following Goals:

- (c) To develop residential areas with densities which would support transit use as well as pedestrian and cycling and contribute to the municipality achieving its intensification and density targets.
- (g) To plan for new development in the medium and high density categories which encourage mixed use and high quality urban design for medium and high density development within the Intensification Areas as identified on Schedule I – Intensification Areas while continuing to support the integrity of stable neighbourhoods.

Section 4.2.2.3 – Locational Criteria outlines the following characteristics for intensification areas:

- (b) Medium and high density residential development shall be encouraged to locate in the Intensification Nodes and Corridors identified on Schedule I, and generally directed towards areas that are:
  - i) Adjacent to arterial and collector roads;
  - ii) In close proximity to public transit, and facilities such as schools, parks, accessible commercial development; and
  - iii) Where planned services and facilities such as roads, sewers and watermain, or other municipal services are adequate.

Staff are satisfied that this proposal meets the intent of the intensification policies as outlined in the Official Plan.

Intensification Areas

- 26. The intersection of Yonge Street and Little Avenue is designated as an Intensification Node in accordance with the City's Official Plan. One of the directions for development in Intensification Areas is to accommodate mixed use development concepts. The Intensification Area at Yonge Street and Little Avenue has an established commercial use at three of the four corners of the intersection. As well, this proposal is removed from the intersection by a distance of 160 metres, therefore ground floor commercial was not required for the proposed residential building at 342 Little Avenue.
- 27. An Intensification Node is generally intended to encompass lands within 200 metres of the identified intersection. This property is located approximately 160 metres from the intersection and can therefore be considered part of the Intensification Node. An overall residential density of 50 – 120 dwelling units per hectare is proposed for the Intensification Node. The concept submitted as part of this application identified 31 units on a property 0.254 hectares in size. The proposed density for the project as currently designed is approximately 123 units per hectare, which is slightly over the contemplated maximum density of 120 dwelling units per hectare.
- 28. The proposed development of an apartment dwelling with a density of approximately 120 units per hectare in a designated Intensification Node is an appropriate land use. The criteria for increased density development can be met in this area. In addition, the City expects to have specialized Urban Design Guidelines for Intensification Areas in the fall of 2012. In the interim, the use of the new Urban Design Guidelines will be incorporated into the requirements for this development at the Site Plan stage.

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Zoning By-law Special Provisions

29. The proposed concept and increased density requested as part of this application has attempted to incorporate the guidelines for identified intensification areas. The guidelines provided in the Intensification Study prepared by Planning Services have not been incorporated into the Zoning By-law and therefore require variances or special provisions. The following special provisions are a result of design guidelines encouraged in the Intensification Study, and facilitate the development of the property at the maximum desired density in an Intensification Node:
- a) Reduced parking standards from 1.5 spaces per dwelling unit to 1.2 spaces per dwelling unit.
  - b) Reduced front yard setback for the building.
30. Consideration for a reduced parking is based on the location and type of development proposed. The intent of reduced parking is to encourage transit supportive development and the use of alternative transportation. The intensification policies promote increased density at key locations on major arterial roads such as the intersection of Yonge Street and Little Avenue because the area is accessible for the existing service network. The reduced front yard setback is encouraged as a design consideration in the Intensification Study to create a more pedestrian feel in the neighbourhood.
31. Reduced parking and a reduced front yard setback are encouraged in the intensification guidelines subject to incorporation of other design details such as the placement of parking in the rear of the building and the inclusion of an amenity area. An amenity area is not a Zoning By-law requirement for apartment buildings. The design concept submitted by the applicant did not focus parking to the rear of the building, nor did it provide an amenity area. Staff have worked with the applicant to identify key elements of the design that would need to be examined in more detail at the Site Plan stage.
32. The irregular shape of the lot, and having a driveway and rear of a commercial plaza to the east rather than a dwelling unit, creates a situation where limited impacts would result from a reduced setback on the easterly side yard. In essence, the property could be treated as a corner lot. Therefore, a reduced side yard setback has been requested to accommodate the potential development concept. With the cooperation of the applicant, staff have incorporated an additional caveat that the reduced setback is only considered for the building provided that there are no ground floor living units directly adjacent the easterly side yard. This will allow for landscaping and fencing without creating an issue with privacy of ground floor units and potential encroachment on individual amenity areas.

Site Plan

33. This project is subject to Site Plan Control. Staff are confident that through the Site Plan Control process, technical development considerations can be integrated into an improved design concept for the site, including:
- a) Urban Design Guidelines for Intensification Areas;
  - b) Building concept and orientation;
  - c) Parking lot coverage;
  - d) Driveway location; and

- e) Landscape buffer requirements.
34. Through the recommendations included in Staff Report PLN039-12, staff have identified that a Holding Zone should be placed on the rezoning for the subject site until the Site Plan Agreement is registered for the project. The Holding Zone will ensure that the site design is completed to the satisfaction of the City prior to development taking place. Staff have recommended that no further public process be required for the Hold to be removed.

### **ENVIRONMENTAL MATTERS**

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

### **ALTERNATIVES**

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

#### **Alternative #1**

General Committee could deny the rezoning of the property to Residential Apartment Dwelling First Density (RA1-2) and maintain the existing zoning as Residential Single Density (R1).

This alternative is not recommended, as the site is located in an Intensification Node as identified on Schedule I of the City's Official Plan. It is the intent of the Official Plan, as supported by the Places to Grow Plan, to identify areas of the City to focus intensification projects. The applicant has submitted this proposal based on the designation of the property as part of the Intensification Node and the design criteria identified in the City's Intensification Study.

#### **Alternative #2**

General Committee could alter the proposed recommendation by granting approval to the residential intensification concept of an apartment building (RA1-2) at this location with no variances permitted for parking and setbacks.

Although this alternative is available, the special provisions have been recommended to facilitate the development of this site in accordance with the guidelines provided in the City's Intensification Study. Removing the reduced parking standards and setbacks as recommended could limit the ability for this development to occur at an appropriate density to achieve the City's intensification goals.

### **FINANCIAL**

37. The Finance Department has estimated taxes for a 31 unit apartment building to be \$34,658.00, an increase of \$32,548.84 from the current taxes (2011) of \$2,109.16 for the existing single detached residential dwelling.
38. The Building Department has provided an estimate of potential Development Charges and Building Permit fees based on the original concept provided by the applicant. The estimated Development Charges for a 2 bedroom apartment would be \$16,576.00 per unit for a total of \$513,856.00 for 31 residential apartment units. The Building Permit fee, based on the current rate and the original concept proposed by the applicant, would be \$15.50 per square metre, therefore \$36,967.50.



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**LINKAGE TO 2010-2014 COUNCIL STRATEGIC PLAN**

39. The recommendations included in this staff report support the following goal identified in the 2010-2014 City Council Strategic Plan:

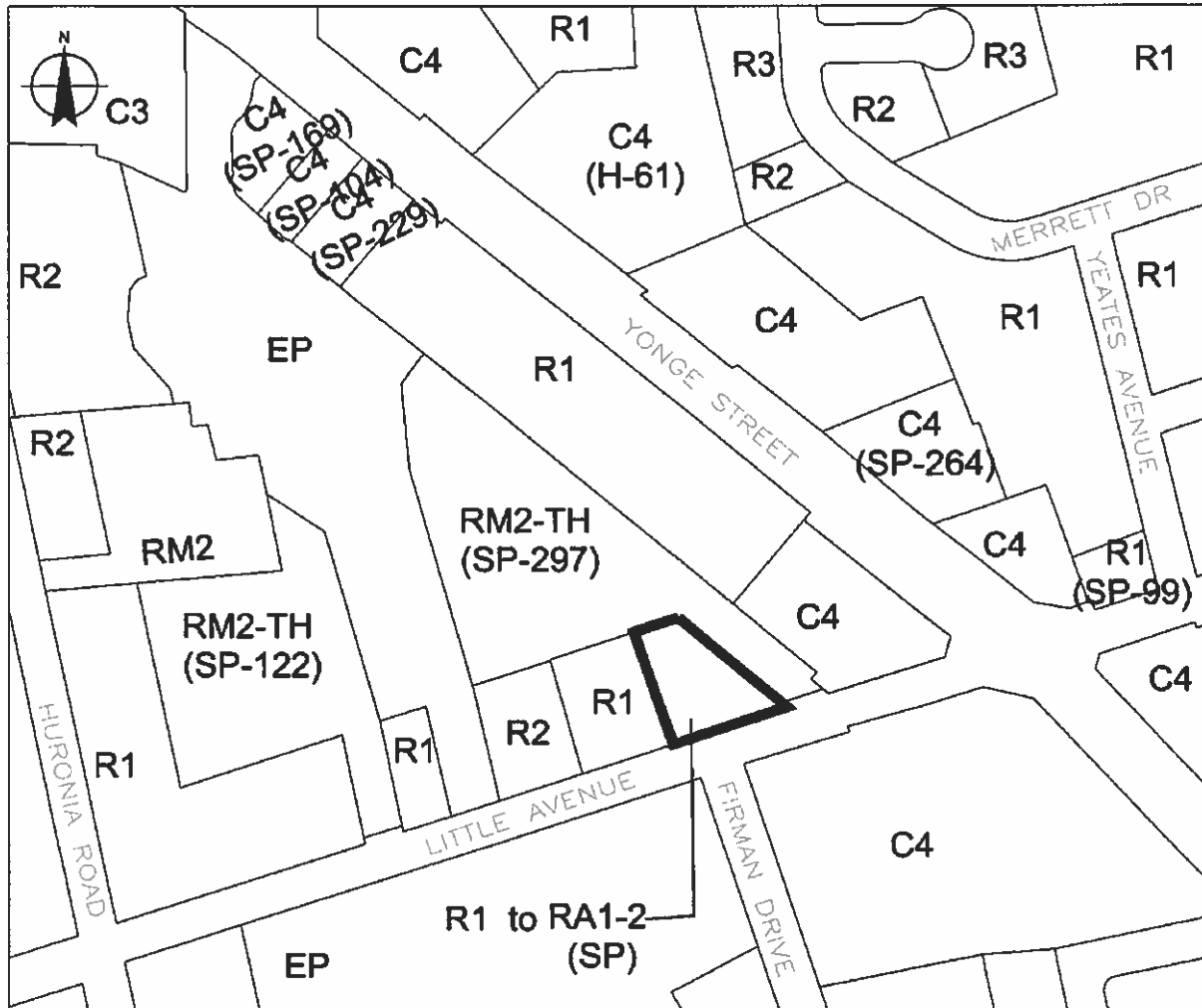
☒ Manage Growth and Protect the Environment

40. Specifically, Council's strategic goals include advancing intensification projects in accordance with existing policies. This application is for a project that is in keeping with the intent of the City's Intensification Study and associated Official Plan policies.

Attachment: Appendix A – Proposed Zoning By-law Amendment  
Appendix B – Draft Concept Plan - For Discussion Only

APPENDIX "A"

Proposed Zoning By-law Amendment



D14-1524  
342 Little Avenue

