



# Report to Development Services Committee


Pending #P7/14

TO: DEVELOPMENT SERVICES COMMITTEE

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DATE: JUNE 10, 2014

SUBJECT: TOOLS FOR HERITAGE ARCHITECTURAL CONTROLS  
ALLANDALE HISTORIC NEIGHBOURHOOD (WARD 2 AND WARD 8)

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## RECOMMENDED MOTION

1. That this Report be received.
2. That staff consult with stakeholders within Allandale to seek input with regard to:
  - a) Proposed official plan amendments to address consideration of the Historic Neighbourhood character in the Historic Neighbourhood Strategy (HNS) Areas, including Allandale specific policies.
  - b) Potential area specific zoning and changes for areas 2, 3, and 4 identified on the Map in Appendix "A" attached, to address measures such as height, setbacks, coverage, location and size of accessory buildings and parking area in the front yard as referred to in greater detail in Appendix "B" attached.
  - c) Implementing amendments to the Site Plan Control By-law to include all areas within the Urban Growth Centre within the Allandale Neighbourhood which are not currently covered by site plan control;

and report back to Development Services Committee in Q1 of 2015, providing the results of the Allandale stakeholder consultations.

## PURPOSE & BACKGROUND

3. Motion 14-G-037 INVESTIGATION – PROTECTION OF THE ALLANDALE NEIGHBOURHOOD HERITAGE CHARACTER directed staff in the Planning Services Department to investigate alternative tools to protect the heritage character within the Allandale area, including but not limited to finer grained zoning/rezoning of specific blocks and specific zoning policies and report back to Development Services Committee (13-G-262)(File D-000).
4. This motion resulted from correspondence from Mr. Bill Scott on behalf of the Allandale Neighbourhood Association (ANA) requesting that the City consider interim and longer term measures to protect the unique character of Historic Neighbourhoods, in particular Allandale, which is within the Urban Growth Centre (UGC) and in the opinion of the ANA is facing development pressures which are at odds with protecting Allandale's historic character.

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5. The changes suggested in Mr. Scott's correspondence included a request for designation of a Heritage Conservation District (HCD) and proposed zoning controls.
6. The purpose of this report is to report back to Development Services Committee on the tools available to protect the heritage character of Allandale Neighbourhood and recommend an alternative.

## Policy Context

7. Much of the Allandale Historic Neighbourhood Area is within or adjacent to the (UGC) (Appendix "A") which is identified by the Provincial Growth Plan as a key intensification area with the highest density targets in the City. This area is also the location of the Historic Allandale Train Station which is currently functioning as a secondary GO station and considered to be one of two Major Transit Station Areas in the City, based on the definition of Major Transit Station in the Places to Grow Plan. Major Transit Station areas are also intended to be key intensification areas according to the Growth Plan.
8. The challenge with the protection of the heritage character of the Allandale Neighbourhood is that it can be at odds with the broader provincial policy and provincial growth plan objectives, which call for intensification with significantly higher density targets than existing densities, particularly in the Urban Growth Centre and adjacent to Major Transit Station nodes. The Planning Act requires that municipal decisions on planning matters are consistent with provincial policy, and conform to provincial plans. Any measures aimed at protecting the heritage character of Allandale, particularly those which may reduce development potential, must also be consistent with provincial policy and the provincial growth plan.
9. The challenge is further exacerbated by the fact that the "heritage character" of Allandale is not an easily definable trait in the absence of actual heritage designations or inclusion of buildings or features on a municipal heritage register, or specific official plan policies.
10. The Intensification Area Urban Design Guidelines prepared by Brook McIlroy for intensification areas, provides some guidance with regard to balancing the need for protection of the heritage character of the Allandale Historic Neighbourhood area and the broader (provincial) planning policy framework requiring intensification. These guidelines were informed by Provincial and local policy; the existing built form; the Historic Neighbourhood Strategy and stakeholder feedback. They constitute a good building block for consideration of potential tools for heritage protection, and provide a basis and guidance for reconciling potentially conflicting provincial and local interests. Refer to Appendix "C" attached for Intensification typologies from the Intensification Area Urban Design Guidelines, in relation to the Allandale Neighbourhood area from the HNS.
11. The Intensification Area Urban Design Guidelines recognize that the densities of the UGC should be achieved *in aggregate over the entire area*. The guidelines identify several typologies with public and private realm recommendations applicable to each typology. More intensive mixed use typologies, such as *Mixed Use Residential Avenues*, *Mixed Use Main Streets*, and *Major Transit Station* typologies; and the less intensive *Allandale Established Residential Streets* typology apply to parts of the Allandale Historic Neighbourhood area. This does not mean that the guidelines envisage no intensification within the *Allandale Established Residential Streets* typology. It simply sets some guidelines as to how more intensive low and medium density type developments should occur in order to be sympathetic to the established neighbourhood character.

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12. Intensification is also permitted outside of key intensification areas and is guided through Official Plan policy and criteria including protection of neighbourhood character. An important consideration for intensification outside of the primary intensification areas in the Official Plan is that *the scale and physical character of the proposed development is compatible with and can be integrated into the neighbourhood*. Similarly the Cultural Heritage Policies of the Plan state that *all new development in older established areas shall be encouraged to be in keeping with the overall character of these areas*.
13. The commercially designated areas within the UGC and the intensification areas outside of the UGC, are anticipated to develop through further planning applications, which would trigger the applicable Intensification Area Urban Design guidelines. If and when developed at anticipated densities in accordance with the guidelines set out in the Intensification Area Urban Design Guidelines, these areas are expected to add to the quality of life of the nearby residential neighbourhoods including Allandale.
14. Currently, development pressures within the Allandale Neighbourhood appear to consist of small scale developments, additions and conversion of uses in the residential areas. Larger scale development such as the high density residential developments currently proposed along Bradford Street and Lakeshore Drive have not yet encroached into Allandale but as land becomes more scarce and use of the Allandale Station increases, staff anticipate that these development pressures will soon be felt in Allandale.
15. Since guidelines are in place for the commercially designated areas and intensification corridors, and there are currently not many potential heritage resources identified in these areas, no new tools are being recommended for these areas at this time. Rather, the focus of this report is on analyzing appropriate tools for protection of the historic character only in relation to the immediate pressures of small scale development evidenced in the established residential areas within the Historic Neighbourhood identified as areas 2,3,and 4 shown on the Map in Appendix "A" of this report.

## ANALYSIS

### **Available Tools to Protect Heritage**

16. Staff undertook a review of the tools available under the Heritage Act and the Planning Act to protect cultural heritage features. This review is summarised in a table which provides a brief description of the tool, effect, process to implement, application to the City of Barrie and other municipalities and a summary of the advantages and disadvantages of each, which is attached as Appendix "D" to this report.
17. These tools can be placed on a spectrum ranging from a high degree of control or regulation over private property to a lower degree of control and increased landowner flexibility. The table below summarizes the available tools in order of the greatest degree of protection but the least flexibility for property owners to less protection of heritage features but greater flexibility for property owners.

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## HERITAGE ACT TOOLS

- Heritage Conservation District Designation.
- Heritage Designation of individual properties. (Note: Additional tools under the Heritage Act, can apply to designated properties, including Property Maintenance By-laws and Municipal and Provincial Tax Rebates for restoration or renovation of designated properties.)
- Heritage listing on municipal register.
- Other: Opportunities through Heritage Committee Initiatives: Education, Outreach, awareness building, awards and recognition.

## PLANNING ACT TOOLS

- Zoning By-law, including area specific or block by block zoning.
- Development Permit System.
- Site Plan Control and conditions of development in conjunction with specific heritage urban design guidelines and zoning by-law provisions.
- Official Plan Policy.
- Community Improvement Plan Incentives.
- Other: Opportunities through the development process to negotiate, persuade, encourage, or provide awards and recognition.

18. Higher levels of control provide greater certainty with regards to protection of heritage resources, while lesser control including voluntary measures are only effective to the extent that an individual property owner has an interest in protecting heritage resources.

### Heritage Act Tools

19. Tools that entail a higher degree of control under the Ontario Heritage Act, such as Heritage Conservation District and property designation are often met with resistance as they are perceived to reduce private property permissions, limit future development potential, add to costs and cause delays to building improvements, and negatively impact property values.
20. The preparation of a Heritage Conservation District Plan is a prerequisite for designation of a Heritage Conservation District, and typically Heritage Conservation Plans rely heavily on a suite of Planning Tools in conjunction with Heritage Act tools to achieve heritage objectives. In this respect they require a high degree of consultation and research to implement requiring considerable resources and time and can have a significant impact on property rights. Staff have previously addressed the potential of this tool as a mechanism for protection of heritage resources in Allandale in the memorandum to Development Services Committee dated February 11, 2014.
21. Other tools under the Heritage Act which provide more flexibility and less impact on individual property owners are in effect in Allandale with one designated and one listed property, however these tools are less effective without other measures also in place. Listing on the Municipal Heritage Register and Designation of individual properties within an area can add weight to heritage protection objectives and policies, particularly if referenced in the official plan to enable evaluation of impacts of development proposals (planning applications) on or adjacent to listed and designated properties.

### Planning Act Tools

22. Many of the tools available under the Planning Act work in combination with each other. Policies and guidelines are limited to the extent that they can only support and augment regulatory tools or incentives. The Official Plan (OP) currently includes some basic policy provisions for use of all of the foregoing Planning Act tools, with the exception of the Development Permit System (DPS), which would need additional policy development in the Official Plan, if this tool were to be applied.

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23. The DPS combines zoning, site plan control and minor variance processes under one system. Generally it is well suited to capturing a number of objectives and criteria such as sustainable development, environmental objectives, built form and exterior architectural form, and exterior architectural control for heritage. It has been used in the Town of Carlton Place where it is primarily focused on preserving the small town architectural character, and within a Heritage Conservation District in Brampton.
24. The Intensification Area Urban Design Guidelines references the use of the development permit system as a potential effective tool for implementation of these guidelines. If this option is selected, the Official Plan would need to be amended to allow for this tool to be developed. In addition the development of this tool will take considerable time and resources and will require the establishment of a long term vision for the Allandale area.
25. The process to develop a DPS will require a great deal of public consultation and the preparation of a detailed by-law, which once approved, will replace zoning, site plan and minor variance processes. As such, the DPS is a tool designed to facilitate development and streamline the process by allowing compliant applications to proceed directly to the building permit stage with no further Council or public input. This process will not address development pressure in the short term nor can it be used to prevent the demolition of heritage resources.
26. While this tool has good application for the purpose of protecting heritage character, it is not considered suitable to address the immediate development pressures occurring in the residential areas of the Allandale Neighbourhood at this time. The merits of using this tool within certain areas of the City, in particular the Urban Growth Centre is currently under review, and should this be considered an appropriate tool to be utilized in areas of the City in the future, inclusion of Heritage protection criteria and provisions could be considered in addition to the other matters covered by the DPS.
27. Zoning Provisions and Site Plan control are considered appropriate measures that can facilitate protection of heritage resources in Allandale at this time. These are reviewed in greater detail as follows:

## **Zoning Provisions**

28. A zoning by-law is a legal document that governs use and location and size and scale of buildings through standards and provisions for established zones.

## **Advantages:**

- a) The legislative provisions of a zoning by-law are clear cut and leave very little room for interpretation and therefore would be the most effective tool in protecting the heritage character of Allandale outside of actual heritage designations on the individual properties.
- b) Zoning provisions can be effective for controlling scale, bulk, size and intensity of development through restricting height, coverage, setbacks, floor space ratio, location or placement of buildings (including accessory buildings).
- c) The same principles can apply to block by block zoning, which can be more refined based on the specific context.

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## Disadvantages:

- a) Zoning has limited ability to deal with external architectural design elements. Thus use of materials such as brick, siding or stucco cannot be dealt with through zoning whereas there is some opportunity to require this through the development permit system and the site plan control process.
- b) Implementation of area specific zoning changes, particularly more refined finer grained zoning, can take time needing more detailed review and consultation and will place additional demands on in house resources to implement.
- c) Zoning changes which reduce development rights or impact intensification opportunities may be subject to appeals and would be difficult to defend in the absence of any heritage designations or at least area specific Official Plan policies recognizing the heritage character of Allandale.
- d) Once zoning provisions are in place, they may be changed. The Planning Act allows for applications to be made to amend the Zoning By-law. Council decisions in regard to such applications, which must be consistent with the Provincial Policy and must conform to the Provincial Places to Grow Plan, are subject to appeal to the Ontario Municipal Board.

## Application to Barrie Allandale HNS context:

- a) The applicable zone standards in the Allandale residential areas include multi residential RM1 and RM2 zones predominantly in Area 2 and 4 and R2 and R3 zones predominantly in Area 3, in the Map shown in Appendix "A" attached.
- b) Some of the key characteristics of older buildings that exist in groupings within the residential areas of Allandale are to some extent already captured within the existing zoning standards.
- c) There are examples elsewhere in older areas of the city where small scale upgrades have occurred to buildings in areas that call for similar intensity to Allandale, where such changes have been in keeping with the heritage characteristics, without need for an added layer of regulation. For example Collier Street, Worsley Street in the City Centre Planning Area, Owen Street north of MacDonald Street, Puget Street. However, compliance with the zoning by-law does not guarantee that the scale and nature of the changes will be in keeping with the surrounding character.
- d) More refined area-specific or block by block zoning may better serve to protect heritage features. The type and nature of these area specific zone standards can include but are not restricted to: density; height; setback requirements; coverage; location, size and height of accessory buildings; parking (including the percentage of parking in the front yard) and avoidance of blank walls facing the street.

## Site Plan Control in combination with Urban Design Guidelines:

29. Site Plan Control functions as a detailed layer of development approval which enables, site design to address landscaping, access, parking, stormwater management, urban design objectives and exterior building controls.

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## Advantages

- a) Provides detailed review at the site level, including exterior building design.
- b) Is an effective tool to address guidelines including urban design guidelines. Exterior building treatments (architectural controls) can also be addressed where more detailed guidelines have been developed in this respect.
- c) Provides the opportunity to address softer Official Plan policies such as "encouraging development to be in keeping with the scale and character of existing development."
- d) Provides some opportunity for negotiation and trade off against other priorities to address overall site design.
- e) Can include conditions of development, securities and a site plan agreement.
- f) Enables considerable oversight and control over the end product within the parameters of minimum standards of the zoning by-law.
- g) The review process can be cost recovered through an application fee.
- h) Implementation can be put into effect in a short time frame by amending the Site Plan Control By-law with minimal resource requirements.

## Disadvantages

- a) Site plan is not an effective tool for controlling land use.
- b) It is a tool that can be used to influence the final site design of a project; however the minimum standards of the zoning by-law will ultimately dictate the development permission on the site.
- c) As long as the structure complies with zoning provisions there is little opportunity to negotiate changes that may reduce those permissions.
- d) There is no opportunity for public appeal to site plan approval.
- e) Not all development is covered by site plan control. Small scale development that does not have the effect of "*substantially changing the use or size*" is not subject to Site Plan control under the Planning Act.
- f) Site Plan Control is not typically applied to low density residential development, and therefore there would be additional cost and time added to the process for property owners where they need to go through site plan control. This could be a deterrent to encouraging ongoing improvement of individual properties.
- g) Additional areas subject to site plan control will increase demands on resources to a variety of City departments.

## Application to Barrie Allandale HNS context

- a) The Site Plan Control By-law would need to be amended to include those low density residential areas within the Allandale area that are currently not covered by site plan



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control. Even then, the site plan review process would only apply to applications which constitute "development" under the provisions of the Planning Act. Minor additions and alterations would not fall under this definition.

- b) The Intensification Area Urban Design Guidelines recommend that all areas within the Intensification Areas should be designated for site plan control to ensure that development is consistent with these guidelines.
- c) The Intensification Area Urban Design Guidelines for the *Allandale Established Residential Streets* typology provide some guidance with regard to architectural controls, however there is no guidance for external building design in the residential areas within Allandale, but outside of the UGC. For this tool to be effective in protecting the heritage character of residential areas in Allandale that are outside of the UGC, new design guidelines would have to be specifically developed, or existing guidelines extended to these areas where applicable.
- d) The added cost and time associated with the site plan review process to individual property owners may have the effect of inhibiting improvements to buildings.
- e) This tool can be used in conjunction with existing guidelines in place under the Intensification Area Urban Design Guidelines for areas covered by the *Allandale Established Residential Streets* typology.
- f) This tool is suitable in low density residential zones in the UGC, within Allandale and could be put in effect with consultation prior to development of area specific zoning provisions, or once a more detailed assessment of zoning parameters relative to heritage context have been developed.
- g) Further guidelines focusing on exterior architectural design would augment urban design guidelines for maintaining consistency with heritage characteristics.
- h) For low density residential zones outside of the UGC, application of Site Plan Control with area specific urban design guidelines is an option, however staff are not recommending this tool for the residential areas outside of the Urban Growth Centre at this time, as this is not a key intensification area, and there are fewer potential heritage resources identified in these areas.

## Existing Allandale Neighbourhood Context

- 30. The HNS was developed through a grassroots consultation strategy which engaged residents from historic neighbourhoods in and around the UGC in identifying what they valued within the respective neighbourhoods. The strategy includes short term action items and longer term directions to address issues and concerns identified through the process. These directions are not enshrined in any planning policy documents at this time. The Provincial Places to Grow Plan was approved in June 2006, and the Official Plan updates to include the Places to Grow Plan was approved by the Ministry of Municipal Affairs in April 2010, however the HNS which was finalized and received in June 2010 does not take the Places to Grow Plan into account
- 31. The HNS, amongst other things describes the character and growth expectations for each Neighbourhoods for 3 categories of streets; Red, Yellow and Green. The Map and description of "What residents envision for future development" of Allandale in HNS is included in Appendix "E" attached.



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32. The character and growth expectations for Red, Yellow and Green Streets in Allandale are summarized as follows:

**Red Streets** are primarily residential areas with growth expected to occur mainly through small scale residential infill and renovations/additions to existing housing stock.

Red streets cover most of the local residential streets in Allandale, including some streets in the UGC.

**Yellow Streets** are an area in transition with a growing mix of housing forms and range of services. Growth is expected to constitute medium scale infill complementary to the neighbourhood following good urban design standards.

Yellow streets cover Essa Road, part of Tiffin Street near Bradford Street, Bradford Street, Gowan Street and Lakeshore Drive. Yellow Streets are within the UGC and the southern part of Essa Road is outside of the UGC which is a primary intensification corridor.

**Green Streets** are an area experiencing significant transition and in many parts in need of significant investment to offset decline. Growth is expected to be in the form of medium to higher scale development complementary to the neighbourhood and subject to good urban design standards.

Green Streets cover Innisfil Street; Jacobs Terrace and Tiffin Street west of Innisfil Street. Innisfil Street and Jacobs Terrace are within the UGC.

33. Based on site visits and a preliminary assessment of the Allandale Historic Neighbourhood area, staff have identified four distinct areas which contain some common qualities; calling for different measures and combinations of Planning tools that may be used for each area. These areas are shown on a map, and described in greater detail in Appendix "A" attached. A summary description of these areas with recommendations in comparison to the HNS growth expectations is as follows:

#### **Mixed Use Commercial Area 1 (Orange on the Map in Appendix "A")**

34. This area essentially includes all of the lands designated City Centre Commercial in the OP and lands on either side of the Essa Road being the Essa Road intensification corridor in the OP.
35. Much of Area 1 consists of commercial or mixed commercial uses. Some of the more recently developed properties consist of one or two storey commercial buildings set back from the street with parking in front of them. In other cases older houses have been converted to commercial uses or ground related commercial with residential use above. These older converted uses provide rear yard parking and may use on street parking. There are a handful of potential heritage resources interspersed in this area, including a church on Essa Road and buildings at the intersection of Essa Road and Bradford Street, near the Allandale Train Station site which is the only designated heritage property in the entire Allandale Historic Neighbourhood Area.
36. While there is not much development activity in evidence in this area at present, development pressures for more intensive higher rise development is anticipated in accordance with the City Centre designation in the Official Plan and UGC and Essa Road Intensification Corridor policies. The scale and type of development envisaged by these policy documents will need planning applications, which will be guided by the relevant official plan policies and will trigger the application of the applicable Intensification Area Urban Design Guidelines. The *Mixed Use and Residential Avenues, Mixed Use Main Streets, and Major Transit Station* typologies covering this area, place considerable emphasis on achieving pedestrian friendly design and scale as

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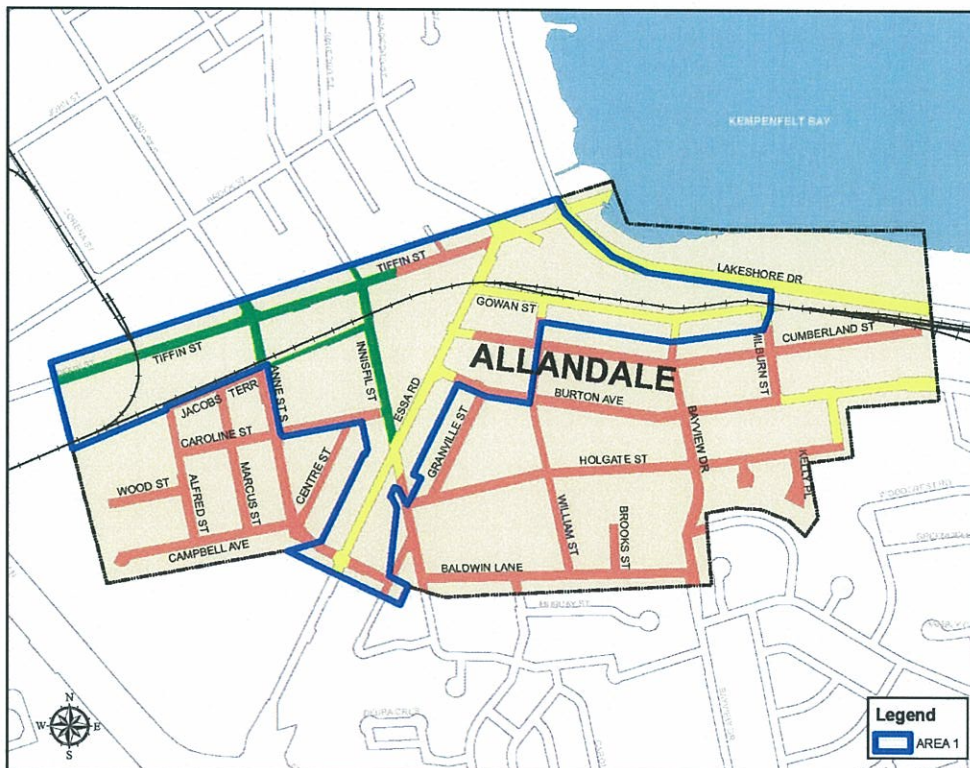
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experienced at the street level, for both private and public realms. While these are guidelines the implementing zoning provisions will be more regulatory in nature.

## Recommendation Area 1:

37. No changes are recommended for Area 1 at this time. Larger scale development in this area would require planning applications and mid to high rise mixed use development guided by the *Mixed Use Main Streets*, *Mixed Use* and *Residential Avenues* and *Major Transit Station* typologies in the Intensification Areas Urban Design Guidelines would be encouraged.
38. Area 1 includes Yellow and Green Streets in the Historic Neighbourhood Strategy for Allandale. In addition, the following sections of Red Streets are also included in this area:
  - a) Part of a Cumberland Street and Burton Avenue between Essa Road and William Street.
  - b) Part of Burton Avenue between Essa Road and William Street.
  - c) The West Side of William Street.
  - d) Both sides of Essa Road to Innisfil Street.
  - e) Tiffin Street from Essa Road to Innisfil Street.
  - f) The north side of Caroline Street and West of Anne Street.

The map below shows the Green Yellow and Red Streets from the HNS that fall within Area 1 outlined in blue.



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**Residential Areas 2, 3, and 4** (Pink, Green and Yellow Areas respectively on the Map in Appendix "A" attached.)

39. The residential areas within the Allandale Historic Neighbourhood are generally stable low density residential uses with clusters of houses with similar scale and architectural features. There are some medium density and two unit houses mixed in with predominantly single detached housing.
40. These areas appears to be subject to ongoing improvement and minor intensification through small scale renovations, additions, conversion to two unit dwellings or severance applications for the purposes of infilling. This is considered to be a sign of health and stability. Any tools applied to protect the heritage character should take into account the potential impact of inhibiting ongoing improvements of this nature.
41. Area 2 has more vacant and underdeveloped, lots with some boarded up buildings in comparison to Areas 3 and 4. If these sites are developed through planning applications, they would be subject to the Intensification Area Urban Design Guidelines.
42. Area 2 has the greatest diversity in terms of age, condition and housing type, with more medium density blocks interspersed among the low density single and semi-detached houses.
43. Areas 2 and 3 contain the greatest number of potential heritage resources within Allandale. (As identified on the Allandale Walking Tour and the Heritage Barrie Inventory of Heritage Resources.) Area 3 has certain streets containing distinctive small detached houses which appear to date to the 1930's to 1940's.
44. All areas (2, 3, and 4) contain clusters of houses with similar front façade treatments and which include verandas, balconies, porches or defined front entrances.
45. Most of Area 2 and some of Area 3 are within the UGC. Where planning applications occur in these areas, the *Allandale Established Residential Streets typology* in the Intensification Area Urban Design Guidelines would provide some guidance.
46. Area 4 is outside of the UGC and Intensification Corridors and where planning applications occur, development is guided by policies in the Official Plan for intensification outside of the primary intensification areas. The standard city wide urban design guidelines would also guide the design of developments in these areas.
47. A summary of the built form in residential areas 2, 3, and 4 relative to current zoning standards, and *characteristic* features is provided as follows:
  - a) The predominant housing form is single detached one and two storey houses, in all areas, though areas 2 and 4 are predominantly zoned for two or more unit houses (RM1 and RM2 zone) and area 3 being predominantly zoned for single detached houses (R2 and R3 zones).
  - b) By-law 2009-141 which came into effect in August 2009, requires a minimum and maximum density for multi-unit zones such as the RM1 and RM2 zones, and recognizes existing uses that do not meet the minimum density. However new buildings in multi-unit zones are required to meet the minimum density in these zones. This was a change from the former Comprehensive Zoning by-law 85-95, which only established a maximum density. As a result, there are several properties in the RM1 and RM2 zones that although they are recognized as single detached in Areas 2 and 4 have potential to increase density to 2 units in the RM1 zone and more than 2 units in the RM2 zone. Staff are of the view that this policy is consistent with the Provincial Places to Grow Plan and in

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keeping with intensification objectives of the Urban Growth Centre and other primary intensification areas in the Official Plan. However, staff are proposing to investigate this policy further particularly as it applies to areas outside of the Urban Growth Centre and primary intensification areas.

- c) The maximum height in all these zones is 10m (3 storeys) and the majority of existing buildings fall within this height limit.
- d) All areas contain rows/runs of buildings with similar front yard setbacks within their respective group. Some of the older houses built in the late 19<sup>th</sup> Century and early 20<sup>th</sup> Century are noticeably closer to the street, whereas those built later are set back further, in some cases more than the minimum standard 4.5 metres from the front lot line. (R2, R3, and RM1 zones).
- e) The majority of properties are not built to the maximum permitted coverage of 45% in their applicable zones. Thus there is potential to accommodate larger buildings / additions particularly in the rear of the properties.
- f) Corner lots are able to accommodate additions and severances, which may affect the streetscape, because there is additional road frontage providing opportunity for severance, and additional space for second units or additions.
- g) In all areas the majority of older homes do not have attached garages. Where garages do exist, in most cases, they are not visually prominent in the front yard. Many are small one storey detached buildings set back closer to or in the rear yard. Other accessory buildings, where they exist, are generally small and located in the rear yard. The Zoning By-law stipulates a maximum height of 4m for accessory buildings and that accessory buildings shall not occupy the front yard, and shall be set back 7m from the front lot line in all residential zones. A coverage limitation of 10% or 50m<sup>2</sup> (whichever is the lesser) applies for accessory buildings. (In addition to 45% coverage restriction set out in the table of standards.)
- h) There are several properties on certain streets particularly in Area 3, where there is considerable opportunity for significant expansion between the minimum rear and front yard setbacks and through added height from one storey to 3 storeys.
- i) Staff have not undertaken a review of parking provided or used in these areas, however the Zoning By-law stipulates a maximum of 50% in the front yard in the R2 and R3 zones, and 60% in the RM1 and RM2 zones.

## Recommendation Residential Areas 2, 3 and 4:

- 48. For all of the residential areas 2, 3, and 4 staff recommend area specific zoning changes be developed that would have the effect of placing some limitation beyond existing standards that would capture small scale additions or alterations, and minor developments. The zoning changes may vary within each area and between areas based on more detailed understanding of the area context.
- 49. In addition, staff recommend parts of these areas which are within the Urban Growth Centre (that is all of Area 2 and part of Area 3 on Granville Street) that are currently not covered by site plan control be subject to site plan control. Site Plan control is not recommended for Area 4 at this time.
- 50. Areas 2, 3 and 4 include most of the Red streets within the HNS for Allandale, except for Burton Avenue west of Milburn Street in Area 2, which is a Yellow Street.

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## Summary:

51. The HNS, The Allandale Walking Tour and the Heritage Barrie Inventory of Heritage Resources do not have any policy status to support planning decisions for special heritage considerations in Allandale.
52. Heritage Act Tools such as *Listing* on the Municipal Heritage Register and *Designation* of known heritage resources, will lend support to characterizing Allandale, as having heritage character worthy of special policy consideration. Heritage Barrie provides ongoing recommendations in this regard. The Municipal Heritage Register and designated properties can be referenced in OP policies, to add support to these Heritage Act tools to enable consideration of impacts of development on or adjacent to specific listed and designated properties.
53. Official Plan policy amendments are recommended to support the treatment of the Historic Neighbourhoods and more specifically Allandale as having some special heritage considerations. This will enable these considerations to be taken into account through review of planning applications, and will augment and add some support for application of other planning tools such as area specific zoning provisions and site plan control aimed at addressing heritage character considerations in these neighbourhoods. However, it should be understood that Official Plan policy is not regulatory, and at most provides guidance which needs to be balanced and carefully considered in the context of the broader policy interests of the Growth Plan and Official Plan intensification policies.
54. There are existing general policies and guidelines in place to address consideration of neighbourhood character which would be triggered in the event of a planning application within the Allandale Historic Neighbourhood. However, these policies and guidelines may be improved and strengthened to achieve the goal of protection of heritage character for the HNS areas and Allandale, but these policies must be balanced against other policies encouraging intensification within the portion of the Allandale Neighbourhood inside the UGC boundary. Furthermore, these policies are not triggered by development that does not require approvals under the Planning Act (i.e. building permits).
55. Zoning changes for the commercially designated area and the Essa Road Intensification corridor are not recommended at this time. Appropriate zoning would occur in the future on a site by site basis through the development process, and through implementation of the zoning recommendations of the Intensification Area Urban Design Guidelines for the Mixed Use Main Streets and Avenues typologies.
56. Although somewhat limited in dealing with architectural controls, area specific zoning amendments can be used to achieve greater consistency in terms of scale, height, bulk size and location of buildings, and to establish certain requirements suited to the context. Therefore staff recommend area specific zoning be considered in 3 distinct residential areas, with zoning provisions to be tailored to the specific areas and groupings of buildings within these areas. This will entail some reduction of existing permissions which may be met with resistance by property owners, as down-zoning. The justification of such zoning amendments in the face of broader provincial and municipal growth management interests compared with more localised heritage considerations, will present some challenges.
57. Site Plan Control is recommended to be applied to all low density residential zones areas within the UGC, where the *Allandale Established Residential Streets* guidelines from the Intensification Area Urban Design Guidelines will, on a limited basis guide developments that are subject to site plan control. This will impact individual property owners by adding costs and processing time for improvements that would be subject to site plan control with this change.

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58. There are no urban design guidelines currently in effect for low density residential zones outside of the Urban Growth Centre, thus application of site plan control is not recommended for these areas at this time. However this option may be considered at some future date, or the option of extending the guidelines from the Intensification Area Urban Design Guidelines for *Allandale Established Residential Streets* to these areas, subject to further review of their application in this context.
59. The development of exterior building guidelines within specified areas to achieve consistent characteristics architectural controls would augment urban design guidelines implemented through site plan control. Staff are not recommending this measure be developed at this time, given the resources needed to develop such guidelines, but this may be considered at a future date.
60. Use of any of the foregoing tools should not preclude the continued promotion and use of other available heritage tools which may be initiated through Heritage Barrie, the Allandale Neighbourhood Association or Allandale residents. These measures include:
  - a) Listing of properties: once listed can be used to support review of planning applications; and
  - b) Encourage heritage designation or placement of heritage easements on individual properties: subject to further study and recommendation by Heritage Barrie, is an option available to individual owners.
61. At this time the tools recommended are tailored to the type of development activity and pressures currently experienced in the residential areas of Allandale. As the area evolves with more intensive developments there may be a need to revisit and amend the tools, guidelines and standards, or apply new tools. For example, the DPS including heritage provisions may be appropriate to replace zoning and site plan control in the UGC, in the future.
62. There are limitations to the foregoing recommendations which should be understood:
  - a) Changes to the by-law will create legal non-conforming situations which will need to be recognized.
  - b) Zoning changes are limited to addressing matters of "neighbourhood character" to the extent that regulatory provisions such as minimum and maximum height, setbacks, lot sizes, garage placement parking provisions, can apply to a particular zone. This does not capture other more intangible elements that contribute to a sense of "neighbourhood character".
  - c) Urban Design Measures implemented through site plan control are limited in addressing matters of neighbourhood "character", as they are guidelines that work within the minimum zoning standards which would continue to dictate the form of development.
  - d) Minor alterations or additions which are not defined as "development" under the Planning Act would not necessarily be captured by Applications under the Planning Act.
  - e) There will be additional cost and time added to the process for property owners, where they need to go through site plan control.
  - f) Although site plan control is covered under fees for cost recovery, the additional coverage may impact existing resources by adding processing that was not previously anticipated.

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- g) Additional resources will be needed to implement zoning changes, and amend the site plan control by-law, with neighbourhood consultation.

## ENVIRONMENTAL MATTERS

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

## ALTERNATIVES

64. There are two alternatives available for consideration by Community Services Committee:

### Alternative #1

Development Services Committee could do nothing.

With this alternative the development within Allandale will unfold in accordance with the planned growth for the area. Official plan policies and urban design guidelines will guide the pattern of development. However this may not prevent improvements which meet the zoning standards, and do not require any planning applications which may not be in keeping with historic neighbourhood character.

While this is an option and has been successful in other areas of the City it will not address the concerns raised by the Allandale Neighbourhood Association.

### Alternative #2

Development Services Committee could apply site plan control to all properties within the residential neighbourhood, including low density housing forms.

This would mean all improvements other than minor additions or alterations which are not defined as "development" under the Planning Act would fall within the scope of site plan approval, and trigger review in terms of Cultural Heritage and other applicable Official Plan policies and intensification area urban design guidelines (within applicable areas). Since these constitute "policies" and "guidelines" they are somewhat limited to the extent that they operate within the regulatory zoning provisions.

This option can be implemented with some consultation. However this will result in added costs and delays to all owners including those where properties are outside of the UGC. This alternative has limited effect and lower probability of achieving the desired outcome which in staff's view does not warrant the added cost and resources required to process these applications.

## FINANCIAL

65. The additional workload to consult with the residents and review potential area specific zoning changes is not within the 2014 Work plan. Other projects would need to be deferred if there is an expectation to commence this project this year.



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66. Staff anticipate approximately 280 hours of staff time and approximately 12 to 14 weeks would be needed to undertake this project based on the following steps:
- Draft Official Plan and Zoning By-law amendments for each of the 3 areas.
  - Prepare and hold 4 Open houses, to present proposed OP Zoning-By-law and Site Plan Control changes. One for each of the affected residential areas (2,3,and 4 identified in Appendix A and one general meeting for other stakeholders such as ANA and Developers.
  - Review and address comments and make any changes as appropriate
  - Report back to Development Services Committee.
67. The 2014 Workplan for Planning Services includes a project deliverable in Q4 for the Allandale Community Improvement Plan Action Item Implementation. This project proposes a review and development of Official Plan and zoning changes recommended in the Allandale CIP. A total of 183 hours has been allocated to this project.
68. If the recommendations of this report are to be commenced this year, staff suggest it may be appropriate to defer the Allandale Action Item Implementation Project to 2015, in favour of commencing with the recommendations of this report in Q3 and Q4 of 2014 and carrying over the remaining 100 hours estimated to address these recommendations into 2015. The report is therefore recommending that staff report back to Development Services in Q1, 2015.
69. Should the Committee wish to commence with the recommendations sooner than Q4, timing and deferral of other projects and allocation of additional hours would need to be considered.

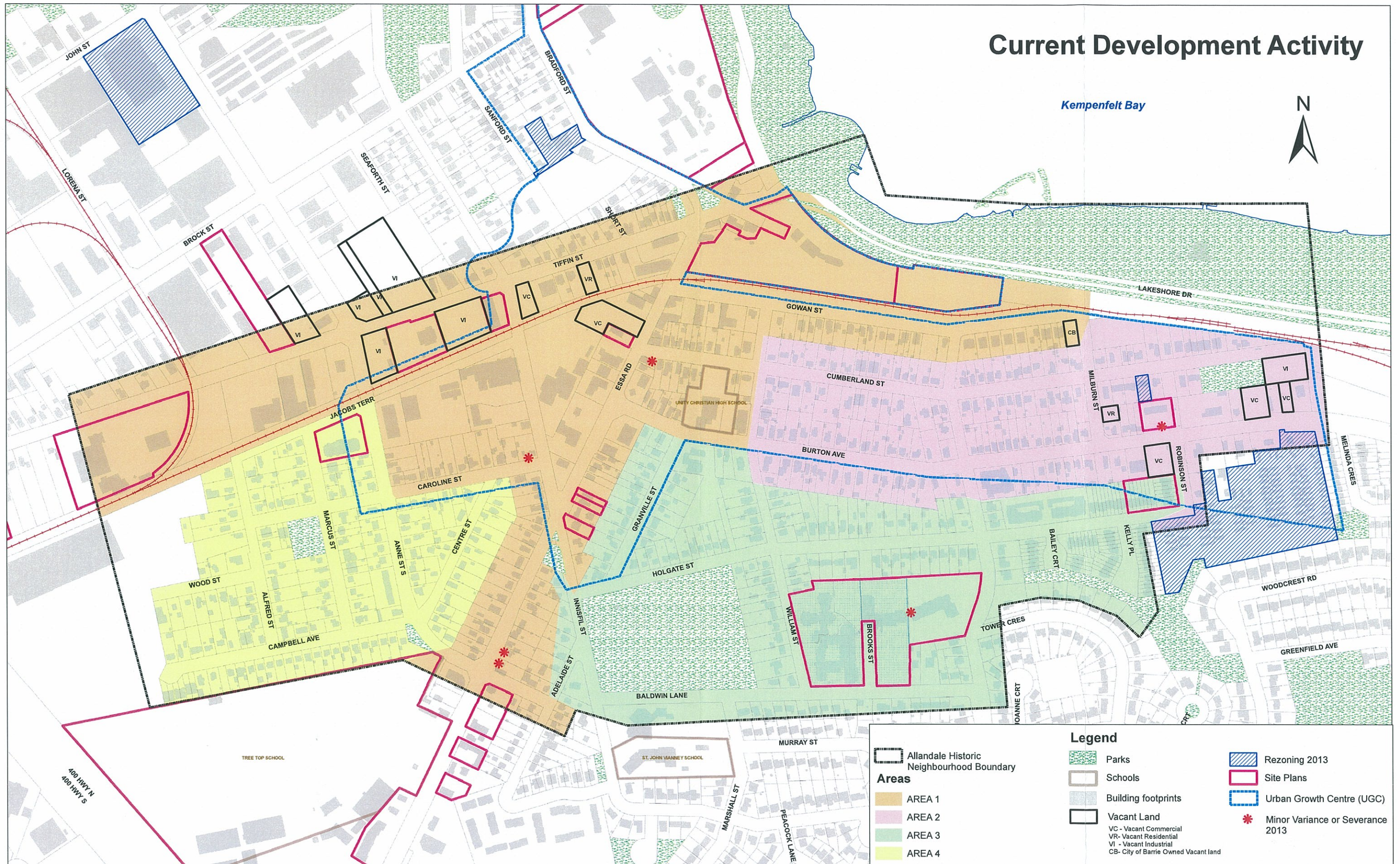
## LINKAGE TO COUNCIL STRATEGIC PRIORITIES

70. Manage Growth and Protect the Environment. The recommendation will provide greater clarity to application of intensification objectives and will enhance implementation in accordance with the Intensification Area Urban Design Guidelines recently prepared.
71. Improve and expand community involvement and City interactions by providing opportunities for input and feedback from affected residents in determining defining characteristics and assessing whether suitable area specific zoning changes can assist in maintaining these.

Attachments - Appendix "A" – Current Development Activity  
Appendix "B" – Zoning Parameters in for Consideration in Areas 2, 3, and 4  
Appendix "C" – Intensification Typologies  
Appendix "D" – Tools Available for Heritage Conservation  
Appendix "E" – Historic Neighbourhood Strategy Where Residents Envision Future Development Allandale



## Current Development Activity



Kempenfelt Bay



<b>Allandale Historic Neighbourhood Boundary</b> 		<b>Legend</b> Parks Schools Building footprints Vacant Land <small>VC - Vacant Commercial VR - Vacant Residential VI - Vacant Industrial CB - City of Barrie Owned Vacant land</small>		Rezoning 2013 Site Plans Urban Growth Centre (UGC) Minor Variance or Severance 2013
<b>Areas</b> AREA 1 AREA 2 AREA 3 AREA 4				



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## APPENDIX A CONTINUED

### DESCRIPTION OF AREAS 1,2,3,4 ON MAP A

1. **Area 1: City Centre Commercially Designated Lands and Intensification Corridor on Either Side of Essa Road (Orange)**
  - a) Area 1 consists of commercial or mixed commercial uses. Some of the properties consist of one or two storey commercial buildings set back from the street with parking in front of them. In other cases older houses, have been converted to commercial uses or ground related commercial with residential use above, with rear yard parking or on-street parking provided.
  - b) Several of the properties are larger parcels and there are some adjacent properties with common ownership making for potential land consolidation.
  - c) Some of the underdeveloped and unoccupied sites may be brownfield sites.
  - d) There are a handful of potential heritage resources interspersed in this area, including a church on Essa Road, and a church and school on Burton Avenue, buildings at the intersection of Essa Road and Bradford Street, near the Allandale Train Station site, which is the only designated property in the entire Allandale Historic Neighbourhood Area.

#### Zoning and Development Pressures

- a) While there is not much development activity in evidence in this area at present, development pressures for more intensive higher rise development is anticipated. If developed will be in accordance with the City Centre designation in the Official Plan, UGC and Essa Road Intensification Corridor policies.
  - b) The scale and type of development envisaged here will need planning applications, which will be guided by the relevant Official Plan policies and will trigger the application of the applicable Intensification Area Urban Design Guidelines. The *Mixed Use and Residential Avenues, Mixed Use Main Streets, and Major Transit Station* typologies covering this area, place considerable emphasis on achieving pedestrian friendly design and scale as experienced at the street level, for both private and public realms.
  - c) Zoning consists of a variety of zones including City Centre C1 and C1-1 zoning, General Commercial C4 zoning, General Industrial EM4, and Residential Multi Unit Second Density RM2.
2. **Area 2: Established Allandale area within the UGC (PINK)** (Generally this area corresponds with the Allandale Residential Neighbourhood typology identified in the Intensification Area Urban Design Guidelines)
    - a) This area consists of some of the oldest houses in Allandale, being predominantly older single detached one and two storey brick houses many of which date to the late 19<sup>th</sup> and early 20<sup>th</sup> century when there was no need to accommodate cars.

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- b) Of the 3 residential areas, this area also contains the greatest number of potential heritage resources as identified in the inventory of potential resources and Allandale Walking tour. Three of these include two churches and the former King Edward School. Since these sites are not listed, there may be need to consider potential zoning setbacks or height restrictions to protect view shed to these prominent buildings in the area.
- c) There is considerable variety of age, mix architectural style size and density of housing.
- d) Interspersed within this area, however, there are blocks and stretches along the street with groupings of houses that are similar in terms of period/age, style, height, building material and scale.
- e) Many of these older houses are in good condition, and in some instances exist in clusters or groupings with similar architectural treatment and other features such as height, scale, setback from the street, front façade treatment, type of verandas, balconies or porch. While some of these features may have been altered, in aggregate the similarities and architectural elements remain.
- f) Interspersed amongst these older houses are groups of smaller modest single storey houses which were likely built in the early to mid 20<sup>th</sup> Century, featuring wood or updated vinyl or aluminium siding or stucco.
- g) Few attached garages exist and where present, garages tend to be located to the rear of the property in small one storey accessory buildings set back considerable distance from the street frontage.
- h) In some areas more modern (1950 -1970) single storey single and semi detached houses and a few multi-unit apartment blocks or townhouses exist. Some of these multi unit apartment buildings were built in an era which presumably predates site plan control, and show minimal attention to architectural detailing, landscaping or screening of parking areas. These buildings do not necessarily contribute much to the overall physical heritage character but are nevertheless of value and add to neighbourhood character in terms of adding variety of housing form and type which caters to diverse housing needs.
- i) There is also an example of brick faced street townhouses built in the latter part of the 20<sup>th</sup> century which are clearly more modern, have attached garages in the front that are in staff's opinion are in keeping with the overall character and enhance the streetscape in this area.

## **Zoning and Development Pressures:**

- a) The predominant zoning in this area is Multi Unit Residential first density zone RM1 which permits two unit houses such as semi detached and duplex units. The zoning recognizes existing single detached houses. Additions or alterations to these do not require the minimum two unit standard to be met.
- b) There is some Multi Unit second density RM2 zoned land on the north side of Cumberland Street between Bayview Drive and Milburn Street and some site specific zoning of the south site of Cumberland Street east of Milburn Street. This zoning permits medium density block and cluster townhouse, and walk up apartments, of which there are a few in the area, at the east end of Cumberland Street.

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- c) It is feasible, where lot consolidations apply and on larger parcels in the RM1 zoned areas that properties could be zoned to medium density forms of housing. This would however require planning review including site plan review which would need to be in accordance with the Allandale Established Residential Streets Intensification Area Urban Design Guidelines.
  - d) The map attached in Appendix "A" identifies Official Plan, Rezoning, and Site Plan on record, and severance and minor variance applications dating to 2013. There are not many. Any future applications of this nature can be developed in accordance with the guidelines for the Allandale Established Residential Streets in the Intensification Area Urban Design Guidelines.
  - e) There are approximately 14 properties showing active building permit applications in the area which constitutes approximately 10% of all properties in the area. Provided all applicable law is met, the only level of planning input is confirmation that the changes meet minimum zoning standards.
  - f) There are approximately 33 registered second suites which constitute approximately 25 % of properties within the area which is zoned for two unit dwellings. Based on a site visit, buildings with second suites do not stand out as being out of character with the area, in instances which larger two storey older homes, which were built in an era where average household size was greater than today's averages, it is quite feasible to create a second suite with internal alterations and very little visible change on the outside.
3. **Area 3: The residential area Outside of the UGC East of Essa Road (Green) (South of Burton Avenue, to Baldwin Lane, east of Granville and Adelaide Streets between Bayview Drive and Robinson Street.)**
- a) This area consists of a mix of predominantly single detached homes generally distributed by similar style and era ranging from late 19<sup>th</sup> Century, to post mid 20<sup>th</sup> Century 1950s as follows:
    - William Street** – Some notable older two storey brick houses built in the late 19<sup>th</sup> and early 20<sup>th</sup> Century similar in scale and style to some of the older houses identified in Area 1. A few properties on William Street have been identified in the Inventory of Heritage Resources.
    - Granville Street, Adelaide Street and Holgate Street.** - Granville Holgate and Adelaide generally consist of smaller one storey brick or wood/ aluminium or vinyl-sided houses. Although not noted as heritage resources, some of the smaller one storey houses on these streets appear to be "Victory" houses built to house war veterans and their families and as such may constitute potential heritage resources. This would require further research to verify.
  - b) The majority of these houses are in good condition, and where garages are present they are small detached accessory buildings set back toward the rear yard, only a few have attached garages or car ports.
  - c) These houses tend to be set back further than the minimum front yard 4.5 metres for R2 and R3 zones, and have considerable potential for enlargements through additions in the rear front yards and with additional height.

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- d) The area also includes some 1960's to 70's houses on Baldwin, Institutional Seniors housing complex, on Baldwin and Bayview Street and some multi-unit medium and high density residential developments at the east end of Holgate street, These developments add variety of housing types and affordability and diversity of the area, by catering to different housing needs and age groups.

## Zoning and Development Pressures:

- a) The predominant zoning in the area is Single detached Residential zone R3 with some Single detached R3 and a small amount of RM2 and RA-1 zoning at the east end of Holgate Street.
  - b) Most of the houses are single detached units with approximately 13 properties with registered second suites, which represent approximately 10 % of properties in the area.
  - c) The Map in Appendix "A" shows a few planning applications applicable within this area, which would be guided by planning policy and general site plan control and urban design guidelines.
  - d) There are approximately nine currently active building permits identified on the portal, which represents about 6 percent of all properties within the area, some of these correspond with planning applications and these would be subject to site plan control unless they are only minor in nature.
  - e) This area has the most potential for significant changes through building addition and alteration as there is considerable space in the front rear and vertical within the current zoning standards. In addition, the streets noted display more consistency in housing type and style than in Area 2 and 3.
  - f) There is also potential to intensify larger lots and consolidate lots for medium density housing forms subject to intensification criteria and policies for intensification outside of primary intensification areas. Such applications would be guided by official plan policy and general site plan and urban design guidelines.
4. **Area 4 – The residential area generally west of Innisfil and Centre Street and South of Jacobs Terrace. (Yellow)**
- a) Of the three areas identified this area consists of the greatest variety in terms of age, type condition size and architectural styles and building materials. There also appears to be homogeneity in terms of groupings of similar buildings.
  - b) Houses on Centre Street and the south side of Campbell Street and Caroline Street are similar to those on Granville and Holgate Street with more variety in condition of housing.
  - c) Some Multi unit developments and considerable number of two unit dwellings are more evident in this area.
  - d) There is also evidence of more deterioration or alterations that have been made to some of the original houses to the point that some of the original features are not obvious.
  - e) There are no properties identified in the Heritage inventory as potential heritage resources; however this may be due to the fact that none of these properties have been researched.

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- f) Some properties appear to have had significant changes made to accessory buildings

## Zoning and Development Pressures:

- a) The predominant zoning in this area is Multi Unit Residential first density zone RM1 which permits two unit houses such as semi detached and duplex units. The zoning recognizes existing single detached houses and additions or alterations to these does not require the minimum two unit standard to be met.
- b) In addition there is some Multi Unit second density RM2 zoned lands on Anne Street. This form permits medium density block and cluster townhouse, and walk up apartments.
- c) It is feasible where lot consolidations exist on larger parcels in the RM1 zoned areas that properties could be zoned to medium density forms of housing. This would require planning review including site plan review which would need to be in accordance with the Official Plan policies and general site plan control and urban design guidelines.
- d) This area may be in somewhat of a state of transition and given the proximity to the employment area to the North West, and in the longer term this area may potentially evolve with more home occupation uses and low intensity mixed use businesses in combination with residential uses. Should more intensive business occur in combination with residential, this would need to be done through planning process based on policy and sound planning principles.
- e) The map attached in Appendix "A" identifies minimal planning applications in progress in this area.
- f) There are approximately 15 properties showing active building permit applications in the area which constitutes approximately 9% of all properties in the area. Provided all applicable law is met, the only level of planning input is confirmation that the changes meet minimum zoning standards.
- g) There are approximately 19 registered second suites which constitute approximately 12% of properties within the area which is zoned for two unit dwellings. Based on a site visit, semi detached houses and buildings with second suites are more visible in this area.
- h) As with areas 1 and 2, where garages exist, they tend to be single storey detached accessory buildings set back some distance from the front property line. (This excludes more recently built multi units and semi detached houses).



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## APPENDIX "B"

### ZONING PARAMETERS IN FOR CONSIDERATION IN AREAS 2, 3, and 4

- **Front yard setback**  
The setback requirement for the R2, R3, RM1 zone is 4.5m and in the RM2 zone 7.0m.  
There are clusters of properties in all areas that are either closer to the front lot line or set back further than the minimum front yard setback.
- **Minimum and maximum height** – especially in relation to height of adjacent buildings, as seen from the street (front and exterior side yards).  
The maximum height in the R2, R3, RM1 and RM2 zones is 10m, (3 storeys). Many of the houses in the area are one and two storey buildings. In area 2 some four and six-plex blocks are 3 storeys.
- **Height, size and location of garage or other accessory buildings.**  
Many of the garages in the area are detached garages set back toward the rear yard.  
The maximum height for accessory buildings is 4m, accessory buildings including detached garages cannot occupy any part of a front yard, a maximum coverage of 10% or 50m<sup>2</sup> whichever is the lesser applies. A minimum setback of 3m from the exterior lot line (corner lots) applies.
- **Percentage of front yard devoted to parking**  
Driveway and parking space in the R2, and R3 zones cannot exceed 50% coverage of the front yard, and 60% in the Rm1 and RM2 zones.
- **Balconies, verandas and porches**  
Review possibility of allowance for encroachments into yards facing streets to encourage these structures.
- **Maximum floor area, size or coverage**  
The maximum coverage in the R2, R3, RM1 and RM2 zones is 45 %.  
Many of the properties appear to be under this coverage.  
There is no maximum floor area for the R2, R3, and RM1 zones. The maximum floor area for the RM2 zone is 60% gross floor area as a maximum coverage for the lot.
- **Maximum and minimum density/use**  
Two Unit Dwelling Single detached dwellings that existed prior to the passing of the By-law are permitted in the RM1 and RM2 zones. Additions to existing single detached uses are not required to meet the minimum standard, but new buildings are. Consider changing minimum two unit provisions for new construction in the RM1 and RM2 zones – particularly where these zones are outside of the UGC.
- **Review minimum parking requirement for second suites**  
Particularly in areas within the UGC, and 500m or the Allandale station.



# Intensification Typologies

Kempenfelt Bay



500m

500m

**Legend**

**Intensification Typologies**

**Types**

- Established Residential Streets
- Mixed Use Main Streets
- Mixed Use and Residential Avenues
- Allandale Go Train and Bus Station
- 500m buffer from Allandale Go Train Station Corridor
- Allandale Historic Neighbourhood Boundary
- Building footprints
- Parcels



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## APPENDIX D TOOLS AVAILABLE FOR HERITAGE CONSERVATION

### HERITAGE TOOLS

Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>1. HERITAGE DESIGNATION (Part IV Ontario Heritage Act)</b> Designation can include buildings, landscape, trees, outbuildings, or features such as fencing on a property. The purpose is to conserve or protect features identified on individual properties.</p> <p><b>Process</b> The designation process can take several months – once a Heritage Assessment has been undertaken. 30 advance notifications in the paper and to the owner are required before passing a designation by-law. This can be appealed to the Conservation Review Board, before the by-law is passed, Ultimately Council's Decision prevails. The owner's permission is not required to designate as heritage conservation is considered to be a public benefit.</p> <p><b>City of Barrie</b> The City has 17 designated properties, 4 of which are in City ownership, Although the owner's permission is not needed, past City practice has been to designate City owned lands or with the owner's agreement.</p>	<p>Protects specific features of an <b>individual property</b>, and limited protection from impact of <b>some types of development on adjacent lands.</b></p> <p><b>High Degree of Architectural control is possible on individual elements identified</b> in the designation by-law:</p> <ul style="list-style-type: none"> <li>• Designation constitutes “<b>applicable law</b>” therefore prior to applying for building permits the owner must notify Council who turn must consult with the Heritage Committee prior to approval, conditional approval or denial with reasons.</li> <li>• <b>Alterations and changes</b> that do not require a building permit <b>also need to be considered</b> by Council in consultation with the heritage committee.</li> </ul> <p>Once designated it can be linked to other tools such as <b>tax rebate</b>, (provincial and local) and <b>property maintenance by-laws.</b></p> <p><b>Designation by-law</b> is registered on title and carries with <b>change of ownership.</b></p> <p>Designated buildings are considered <b>Significant under PPS.</b></p>	<p><b>Limited in dealing with collective heritage contexts</b> such as blocks or neighbourhoods and districts.</p> <p>Is <b>prescriptive</b>. Is perceived as <b>limiting or restricting</b> owner rights and flexibility.</p> <p>Is perceived as <b>affecting owner costs</b> - insurance and maintenance.</p> <p><b>Lacks flexibility</b> and requires added review process for alterations and additions.</p> <p>Can <b>only address the impact of planning applications on adjacent lands</b> (There is no mechanism on adjacent lands for a building permit that meets all applicable law)</p> <p><b>Evaluation and implementation</b> of Heritage Impact through planning applications on adjacent lands is <b>somewhat subjective</b> and may be difficult to put into effect, if there is no planning act trigger.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>Other Municipalities:</b> Many municipalities have numerous properties designated, An example of a heritage tree is the Comfort Sugar Maple Tree – Pelham the oldest sugar maple in Ontario</p>	<p>Planning applications on subject or adjacent lands requires a Heritage Impact Assessment with recommendation for mitigation of impacts.</p>	<p><b>Municipal costs and timing to implement not favourable especially if appealed:</b></p> <p>Prior to designation a heritage assessment from a qualified person is needed a statement of heritage attributes and features. Even if not appealed, the process entails some costs and several months to implement.</p>
<p><b>2. HERITAGE CONSERVATION DISTRICT DESIGNATION (HCD) (Part V Ontario Heritage Act)</b> Applies to an area and enables protection of a group or complex of buildings within a defined area. This enables a municipality to guide and manage future change to protect the area's special features or character within a defined area – the Heritage Conservation District.</p> <p><b>Process:</b> The Heritage Committee is consulted, if council agrees, a study is undertaken, If the study recommends proceeding, a Heritage Conservation District Plan (with guidelines) is prepared. Typically the Plan recommendations are incorporated into or supported through other planning documents. (OP Policy, zoning, urban design and site plan) Notice, public meeting presenting HCD plan and designation by-law is required. If Council decides to proceed, a by law to designate is passed and notice of passing of by-law and approval of the HCD plan is sent out. This may be appealed to the OMB. If not appealed the district is designated and guidelines in HCD plan are adopted. Needs comprehensive</p>	<p>Protects a collection or group of buildings and features.</p> <p>Allows for a high degree of architectural and urban design controls over a collection of buildings or individual buildings and features.</p> <p>Allows for the flexibility to exempt certain types of minor alteration from review.</p> <p><b>Designation by-law is registered on all properties</b> and carries with change of ownership.</p> <p>Requires a heritage conservation plan which relies on co-ordinating many other tools available under the planning process including official plan policy zoning provisions, urban design guidelines, incentives, property standards.</p> <p>The process provides the opportunity to put interim measures in place for a year while an area is being studied and considered.</p>	<p>It can be highly prescriptive. Is perceived as limiting or restricting owner rights and flexibility.</p> <p>Is perceived as affecting owner costs - insurance and maintenance and timing of approvals for applications to change.</p> <p>Is limited in preventing loss through neglect.</p> <p>Requires an added level of staff review and processing and possibly needs heritage specific expertise.</p> <p>The HCD plan is only as good as the other strategies and tools used in the plan – in many cases other than the application of specific architectural controls for building permits, the HCD plans are similar to a community improvement plan or a secondary plan with urban design guidelines.</p> <p><b>Evaluation and implementation</b> of Heritage Impact on adjacent lands is only triggered by Planning Act applications.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p>consultation and expertise. Once designated the by-law is registered on all property within the HCD.</p> <p><b>City of Barrie</b> There are no heritage conservation districts in the City of Barrie. The OP includes necessary enabling policies, to allow for establishing HCD's.</p> <p><b>Other Examples</b> 19<sup>th</sup>- and early 20<sup>th</sup>-century character – Northeast Old Aurora HCD, City of Aurora. Collingwood downtown, historic Kleinburg Village.</p>	<p>The process requires a high degree of public consultation and buy-in to be effective; this can build education awareness pride of place and result in an effective plan.</p> <p>Can be linked to award programs.</p> <p><b>Designated HCD considered significant under PPS</b> – planning proposals within and abutting a HCD are required to address heritage impact through study and implementation of mitigation measures.</p>	<p>Can be controversial and divisive within a community.</p> <p>The high degree of consultation and level of detail to come up with appropriate guidelines requires heritage expertise and considerable staff and external consulting services. The process can take a long time.</p> <p>If implemented interim control type measures may not be sufficient to stem the impact of development, and may also have the effect of retarding revitalization efforts.</p>
<p><b>3. CONSERVATION EASEMENTS AND STEWARDSHIP AGREEMENTS.</b></p> <p>This entails the voluntary donation of an easement in favour of the Ontario Heritage Trust (OHT). These usually include stewardship agreements registered on title. This is a voluntary agreement that supports sustainable protection as agreed on. Provides a way of managing changes based on agreement.</p> <p><b>Process</b></p> <ol style="list-style-type: none"> <li>1. Assessment of the property to establish heritage significance based on provincial standards</li> <li>2. Acquisition – of easement with agreement registered on title.</li> </ol> <p>The OHT can recommend assignment to municipalities. Once registered, the owner consults</p>	<p>Can apply to historic building, bridge, archaeological site or natural wetland.</p> <p>Is <b>voluntary and is based on stewardship</b> agreement.</p> <p>May include architectural controls if applicable</p> <p>HC easements offer a <b>flexible, effective way on individual properties</b> for heritage-minded property owners to ensure the sympathetic care and preservation of these heritage resources for the benefit of future generations.</p> <p>Ensure good stewardship practices carry over to future owners.</p>	<p>Dependent on owner's values, and the willingness to enter into a stewardship agreements.</p> <p>Cannot force the issue on buildings it is up to the owner, and thus has a low uptake as it is voluntary.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p>with OHT regarding renovations and additions before commencing.</p> <p><b>City of Barrie</b> The Allandale Train Station has a heritage easement registered in favour of the Ontario Heritage Trust.</p> <p><b>Other Examples</b> Leacock House – Orillia</p>	<p>Offers a better way to ensure change is managed, change is not prohibited.</p> <p>Provides improved protection against potential loss neglect compared with designation options</p> <p>Owners in certain cases may apply for a tax receipt.</p> <p>If in conjunction with designation, maintenance costs can be offset with a tax rebate.</p>	
<p><b>4. HERITAGE LISTING ON MUNICIPAL REGISTER</b> (Part IV of the Ontario Heritage Act) Flags individual properties of heritage interest allowing 60 days notice before demolition. Serves as an information resource and planning tool.</p> <p><b>Process</b> Needs identification of a property and property address –recommendation from Heritage Committee and a motion of Council after which it is listed on the municipal register. Owner consultation is advisable but not required, owner consent is not required, cannot be appealed.</p> <p><b>The City of Barrie</b> One property is listed on 50 Bradford Street the former Prince of Wales School is listed. The City process is to first invite or encourage voluntary listing, second consult with owners prior to recommending group listing.</p>	<p>Can efficiently list a number of buildings to prevent demolition</p> <p>If supported by Official Plan policy can identify listed properties as locally significant –and apply policies for protection through planning processes</p> <p>Potential for adjacent lands planning applications to consider impacts, and provide studies.</p> <p>Listed and adjacent to listed lands may be subject to special policy considerations or process if stated in OP policy, design policy, secondary plan policy, heritage conservation district plan policy, zoning by-laws and development permitting system.</p> <p>Supports community awareness and voluntary protection of the property.</p>	<p>Does not provide a high level of architectural control on listed properties, only allows for additional time in the event of demolition.</p> <p>Perceived as interference with property rights.</p> <p>Perceived as first step to future designation.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p>This has proven to be time consuming and limited uptake from owners the register in the past four years, Heritage Barrie continues to build awareness amongst candidate owners.</p> <p><b>Other Examples</b> Numerous municipalities have register's and inventories of non designated properties to mention a few: Waterloo, Oakville, Innisfil, Caledon</p>	<p>Can be linked as criterion for award programs, and in Community improvement plans, financial incentives and staff support in terms of information on building restoration.</p> <p>Process can be <b>quick and minimal cost and staff resources or expertise needed to implement.</b></p>	
<p><b>5. PROPERTY TAX RELIEF (Municipal Act)</b> 10-40% relief can be applied to eligible properties Municipal tax relief applies to offset repair and maintenance costs of designated properties or properties within a HCD with a heritage conservation agreement for the property. Municipality can add other criteria. Amount of relief must be shared by municipality and province.</p> <p><b>Process</b> A by-law has to be passed to adopt the program. The province shares the cost by funding the education portion of the tax relief.</p> <p><b>City of Barrie</b> not available potentially available on Allandale Station if transferred to private ownership.</p> <p><b>Other Examples</b> Collingwood offers a percentage of tax rebates for designated properties in HCD.</p>	<p>An incentive related to maintenance of existing features on the affected already designated property with the applicable easements and stewardship agreements.</p>	<p>It has limited application to affect architectural controls.</p>



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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>6. PROPERTY STANDARDS MAINTENANCE STANDARDS</b>            By-law passed and enforcement required, only applies to designated properties or within HCD. Usually part of HCD Plan</p> <p><b>Process same as Property Standards</b>            Draft by-law consult , pass by-law implement</p> <p><b>Barrie</b>            City of Barrie does not have this – 17 properties</p> <p><b>Other Examples:</b>            Markham,</p>	<p>Applies to facilitate maintenance on designated sites and Designated HCD only.</p>	<p>Has little opportunity to affecting architectural controls for new development</p>

# Report to Development Services

## Committee

PLANNING ACT TOOLS

Pending #P7/14

Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>1. ZONING PROVISIONS</b> Can regulate use, height density massing scale lot coverage or floor space ratio, setbacks and parking requirements. Many HCD plans include more detailed area specific zoning provisions. Height, coverage, floor space ratio, location of buildings, setbacks.</p> <p><b>PROCESS</b> Standard zoning amendment process – notification, public meeting, report back after meeting, recommend to Council if approved pass by-law send notice with appeal period – if no appeals in effect.</p> <p><b>City of Barrie</b> No specific controls for HCD, UDG guidelines, recommend zoning provisions be implemented and recommend provisions for established neighbourhood in Allandale.</p> <p><b>Other Examples</b> Many HCD Plans and urban Design Guidelines and Secondary Plans in heritage or older area recommend specific zoning standards Ottawa, Proposed Guelph Downtown Secondary Plan which affects a HCD</p>	<p>Can deal with groups of buildings and apply similar standards and provisions, to regulate scale, bulk height and placement/ location of buildings ( for parking and some elements of buildings ( for example fenestration, orientation of and location of entrances to building,)</p> <p>Is a tool used to implement HCD plans, but a HCD plan is not required to use any of the standards or criteria.</p>	<p>Is limited in its ability to deal with more detailed architectural controls.</p> <p>Appealable process</p> <p>Difficulty to defend if zone changes result in "down zoning."</p> <p>Can be amended through applications, which is an appealable process.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>2. DEVELOPMENT PERMIT SYSTEM</b></p> <p>This is a hybrid system of Zoning and Site plan and variance and enables performance standards to be implemented at the Urban Design and Architectural detail scale, based on a pre-determined vision for the area. Allows for streamlining, (one application) and conditions to be satisfied and studies to be submitted with complete applications, and allows the municipality to implement a variety of objectives including: architectural design style, heritage preservation, sustainability principles, energy conservation, enhanced streetscape, accessibility, transit and pedestrian oriented development. The process can include discretionary uses and flexible standards (ranges) can be addressed. Once in place only the applicant can appeal.</p> <p><b>Process:</b></p> <p>Needs a comprehensive study and consultation. Likely needs outside expertise and consultant assistance for public engagement and developing the DPS. OP needs to define area and include certain matters, goals.</p> <p>Costs, time and expertise needed.</p> <p><b>City of Barrie</b></p> <p>DPS potentially in UGC is a project underway – recommendations on how to proceed will be brought forward sometime in 2014.</p>	<p>Once in place it is an effective tool to deal with specific urban design and architectural controls including exterior treatments.</p> <p>Very effective for dealing with context specific controls while allowing for flexibility and a range of scenarios.</p>	<p>Significant time expertise costs and resources are needed to develop a system, and once in place an education and training for the new system will be needed.</p> <p>There are few examples to draw upon, to develop a system in Barrie is designed to facilitate and expedite development.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>Other Areas:</b> Brampton Main street, Toronto in process of developing OP framework as part of their Official Plan update process, to include DPS (Reset TO toward neighbourhood planning) <a href="https://www1.toronto.ca/wps/portal/contentonly?vgqnextoid=3b2cd9e27ac93410VgnVCM10000071d60f89RCRD">https://www1.toronto.ca/wps/portal/contentonly?vgqnextoid=3b2cd9e27ac93410VgnVCM10000071d60f89RCRD</a></p>		
<p><b>3. SITE PLAN CONTROL</b> Applies to land building or structures where the change has the effect of substantially increasing the size or usability thereof. – May not apply to many of the additions and alterations undertaken for some older buildings. Can be used in specified contexts ( through OP and specified in Site Plan Control By-law) to deal with landscaping, location and treatment of parking landscaping, access and traffic impact and needs (for all modes) drainage , implement urban design guidelines and standards of appearance (to some extent) and to protect nearby properties from incompatible there is some level exterior treatment. For buildings with less than 25 dwellings cannot require drawings showing plan elevation and cross section views – unless specifically stated in OP as an area requiring this. -  <b>Process:</b> OP policies and Site plan control by-law or amendment to SPC By-law where authority exists.</p>	<p><b>Advantages</b></p> <ul style="list-style-type: none"> <li>a) Provides detailed review at the site level, including exterior building design.</li> <li>b) Is an effective tool to address guidelines including urban design guidelines. Exterior building treatments (architectural controls) can also be addressed where more detailed guidelines have been developed in this respect.</li> <li>c) Provides the opportunity to address softer Official Plan policies such as "encouraging development to be in keeping with the scale and character of existing development."</li> <li>d) Provides some opportunity for negotiation and trade off against other priorities to address overall site design.</li> <li>e) Can include conditions of development, securities and a site plan agreement.</li> <li>f) Enables considerable oversight and control over the end product within the parameters of minimum standards of the zoning by-law.</li> <li>g) The review process can be cost recovered through an application fee.</li> </ul>	<p><b>Disadvantages</b></p> <ul style="list-style-type: none"> <li>a) Site plan is not an effective tool for controlling land use.</li> <li>b) It is a tool that can be used to influence the final site design of a project; however the minimum standards of the zoning by-law will ultimately dictate the development permission on the site.</li> <li>c) As long as the structure complies with zoning provisions there is little opportunity to negotiate changes that may reduce those permissions.</li> <li>d) There is no opportunity for public appeal to site plan approval.</li> <li>e) Not all development is covered by site plan control. Small scale development that does not have the effect of "substantially changing the use or size" is not subject to Site Plan control under the Planning Act.</li> </ul>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>City of Barrie:</b> Do not apply Site Plan control to low density residential forms, would need to amend Site Plan Control By-law for Historic Neighbourhoods, May need to amend OP to specify areas were drawings showing plan elevation and cross section views needed</p> <p><b>Other Examples:</b></p>	<p>h) Implementation can be put into effect in a short time frame by amending the Site Plan Control By-law with minimal resource requirements.</p>	<p>f) Site Plan Control is not typically applied to low density residential development, and therefore there would be additional cost and time added to the process for property owners where they need to go through site plan control. This could be a deterrent to encouraging ongoing improvement of individual properties.</p> <p>g) Additional areas subject to site plan control will increase demands on resources to a variety of City departments.</p>
<p><b>4. URBAN DESIGN GUIDELINES</b> Operate in conjunction with site plan control or Development Permit System.</p>	<p>Refer to Site Plan Control</p>	<p>They are "guidelines". Refer to Site Plan Control.</p>
<p><b>5. OFFICIAL PLAN POLICY</b> Can only use where planning applications particularly site plan control applies.</p>		
<p><b>6. COMMUNITY IMPROVEMENT PLAN</b> Can offer financial incentives for facade's and establish eligibility criteria and opportunity to influence the renovations or changes.</p> <p><b>Process:</b> CIP area public meeting, CIP programs Budget and process applications.</p>	<p>Incentive based – potentially more buy in and support compared with regulation. Can incorporate a variety of other policies and ask for details and impact assessments as part of the process.</p>	<p>Budgetary and staffing impact, will take time to develop, should form part of a comprehensive strategy if at all Cannot impose requirements on those that do not want to avail themselves of incentives. Needs accompanying guidelines, policies and specific directions as to what is needed.</p>

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Tool, Description, Process, Effect, Application in the City of Barrie, Other Examples	Strengths	Weaknesses
<p><b>Barrie</b> Allandale, have identified heritage resources which may qualify for renovation or facade loans</p>		
<p><b>7. EDUCATION AND OUTREACH</b> Offer workshops, information, walking tours, work, with ANA, Schools, Tourism, Economic development, press, communications</p> <p><b>Process</b> Co-ordinate with ANA and other neighbourhood groups, Communities in Bloom, Heritage Barrie, Culture Department, Schools, Hold design charrettes for public lands or projects, recognition programs.</p> <p>Use social media and other networking tools for feedback and comment.</p> <p>Others: Guelph, London,</p>	<p>Soft tool, not a planning function, could have some benefits</p>	<p>No disadvantage but limited effect – should have some baseline measurable.</p>

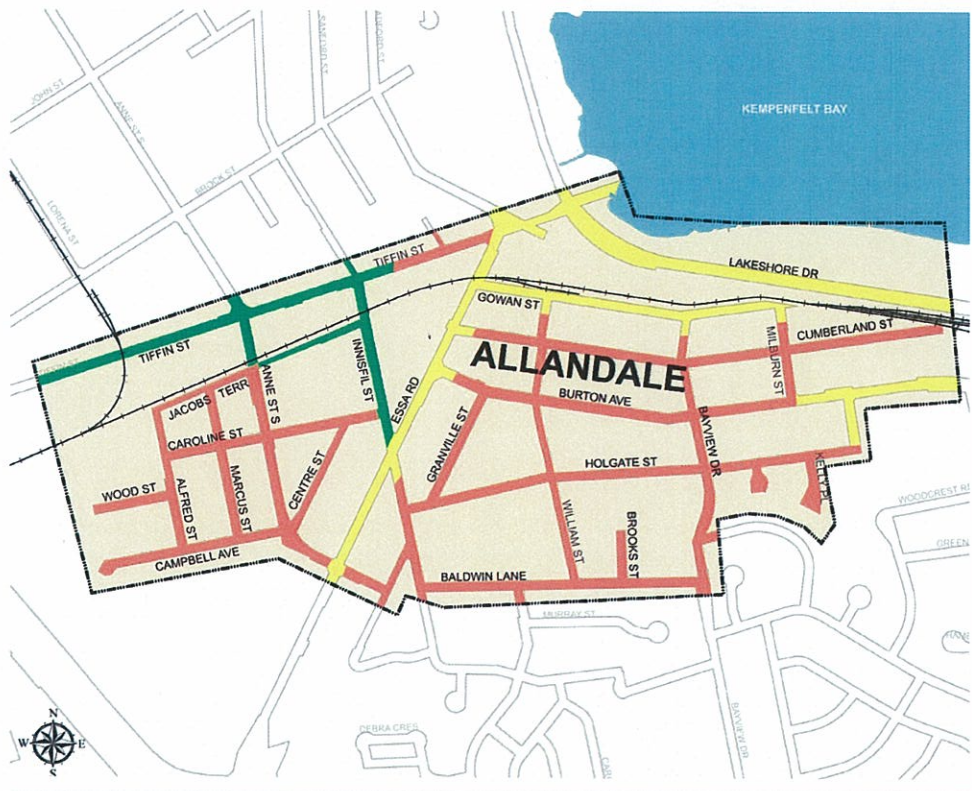


## Where residents envision future development...

Allandale residents envision their residential neighbourhood streets to remain primarily low-rise residential that is complementary to the existing inventory of homes, as there are limited opportunities for infill on these streets. Future growth can and should be accommodated along Essa Road and Tiffin Street as well as Innisfil Street and Gowan Street, where appropriate.

Residents here are looking forward to the restoration of the original Train Station and the return of Go Transit, set to open in 2011. Immediate access to the City will bring residents and visitors to this area to support, attract and retain services and shops and increase tourism. With the return of the train station, access to the waterfront will be provided increasing the appeal and desirability of this area.

As part of the discussion around future growth opportunities, residents identified where differing scales of future development seemed to be most appropriate. Using neighbourhood maps with red, yellow and green streets, the following map was created to depict the type and location of future development residents expect in Allandale.



### Red Streets

**Character:** A primarily residential area that is expected to stay primarily residential in nature.

**Growth Expectations:** Significant change in the residential character of the area is not anticipated. Growth is expected to occur primarily through small-scale residential infill (e.g., new single-detached homes) and renovations/additions to the existing housing stock.

### Yellow Streets

**Character:** An area that is in transition with a growing mix of housing forms and a range of services.

**Growth Expectations:** Some growth in the area is anticipated, primarily along minor collector roads and at smaller intersections, on vacant lots and underutilized sites. Medium-scale infill is considered acceptable provided it adheres to good urban design standards and is complementary to the neighbourhood, particularly development that is directly adjacent to stable residential areas.

### Green Streets

**Character:** An area experiencing significant transition and in many parts is in need of significant investment to offset decline.

**Growth Expectations:** Growth in the areas is anticipated, primarily along major arterial roads and intersections, on vacant lots and underutilized sites. Medium-to-higher-scale development is considered acceptable provided it adheres to good urban design standards and is complementary to the neighbourhood, particularly development that is directly adjacent to stable residential areas.