

# PLANNING JUSTIFICATION REPORT

in support of  
an Official Plan Amendment,  
Zoning By-law Amendment

for  
Paolini Supermarket Ltd.

North Side of Wellington Street  
Cookstown  
in the  
Town of Innisfil  
County of Simcoe

May 18, 2019

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# PLANNING ANALYSIS

## 1. Introduction

This report presents my professional planning opinion and includes a synopsis of applicable Provincial, County and Municipal planning policies as they relate to the lands owned by Paolini Supermarket Ltd. Further, this report provides the background and rationale relative to the planning applications.

Lands owned by Paolini Supermarket Ltd. are comprised of approximately 1.15 hectares (2.8 acres) and are located on the north side of Wellington Street in the Cookstown Settlement Area. The property location is shown on **Figure 1** and is municipally addressed as 24 Wellington Street and 48 Queen Street. The lot with the existing house (#24) has been severed as well as a block of land for three proposed townhouse lots, located to the immediate east of the house. The severed portions comprise Parts 5 and 7 on Reference Plan 51R-41492, attached as **Appendix 1**.

Development is proposed for the vacant lands which are located within the delineated built boundary of the Cookstown settlement area where residential development is contemplated. For the most part, the property is devoid of vegetation save for a few trees located in proximity to the existing house.

Lands to the north are proposed for residential development, known as the Broos plan of subdivision. Lands to the west are designated for commercial development, and lands to the east and south are developed with single detached residential uses.

The planning request is for an Official Plan Amendment to change the designation of the vacant lands from Low Density Residential 1 to Medium Residential Density to permit the development as shown on the enclosed Development Concept Plan. **Figure 2** illustrates the proposed Official Plan Amendment

Town staff have advised that an Official Plan Amendment can be processed for Parts 1 and 3 but the rezoning of the lands would be held, pending resolution of the municipal servicing strategy for Cookstown.

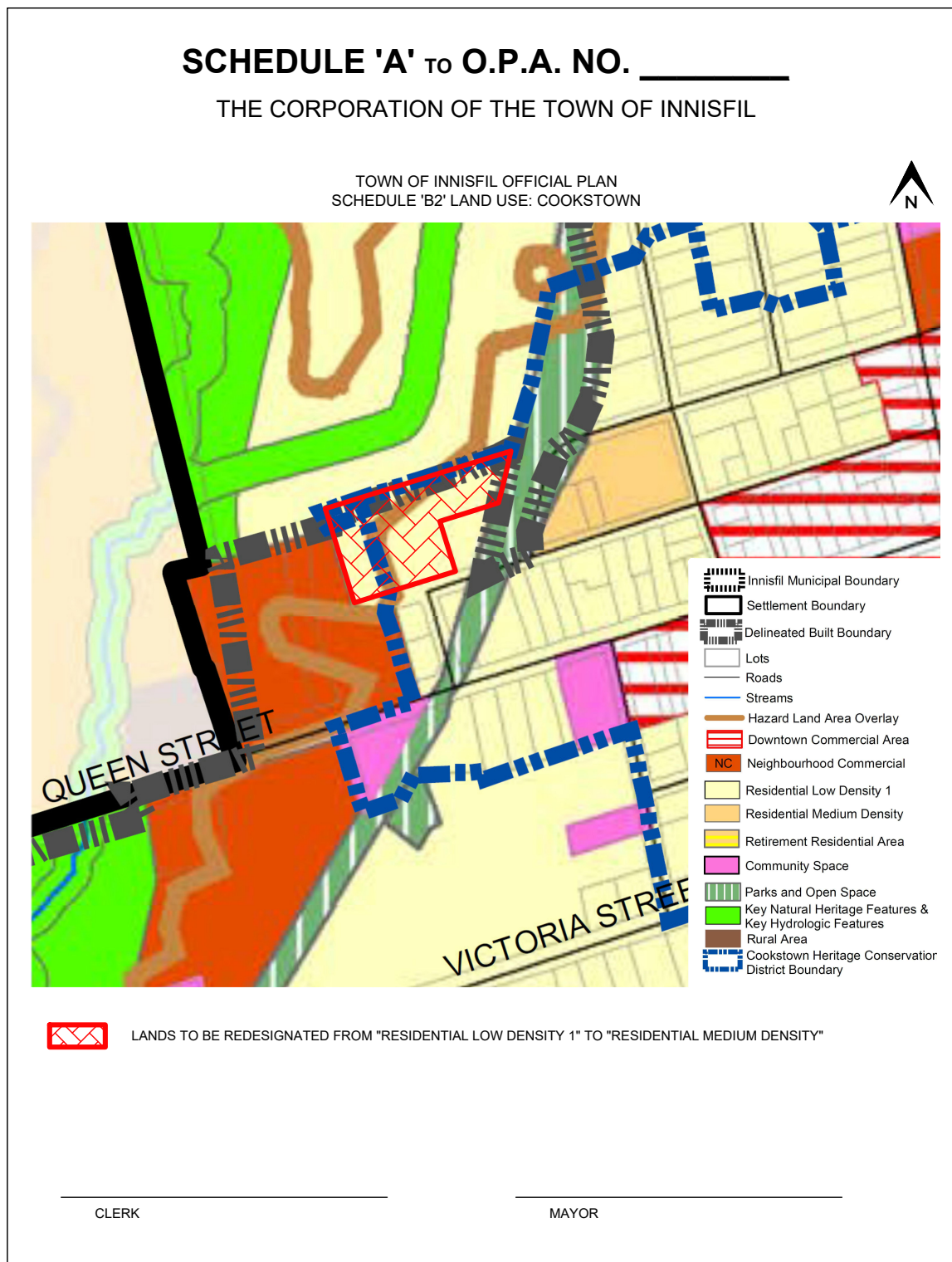
The owner requires only one additional unit of allocation for the 3 townhouse units (Part 7) which, if approved, would allow for the lands immediately east of 24 Wellington Street to be rezoned at this time. Assuming that the previously filed servicing allocation requests are positively received, then a rezoning for Part 7 could proceed independently.

Figure 1: Location Map





Figure 2: Proposed Official Plan Amendment



## 2. Proposed Development

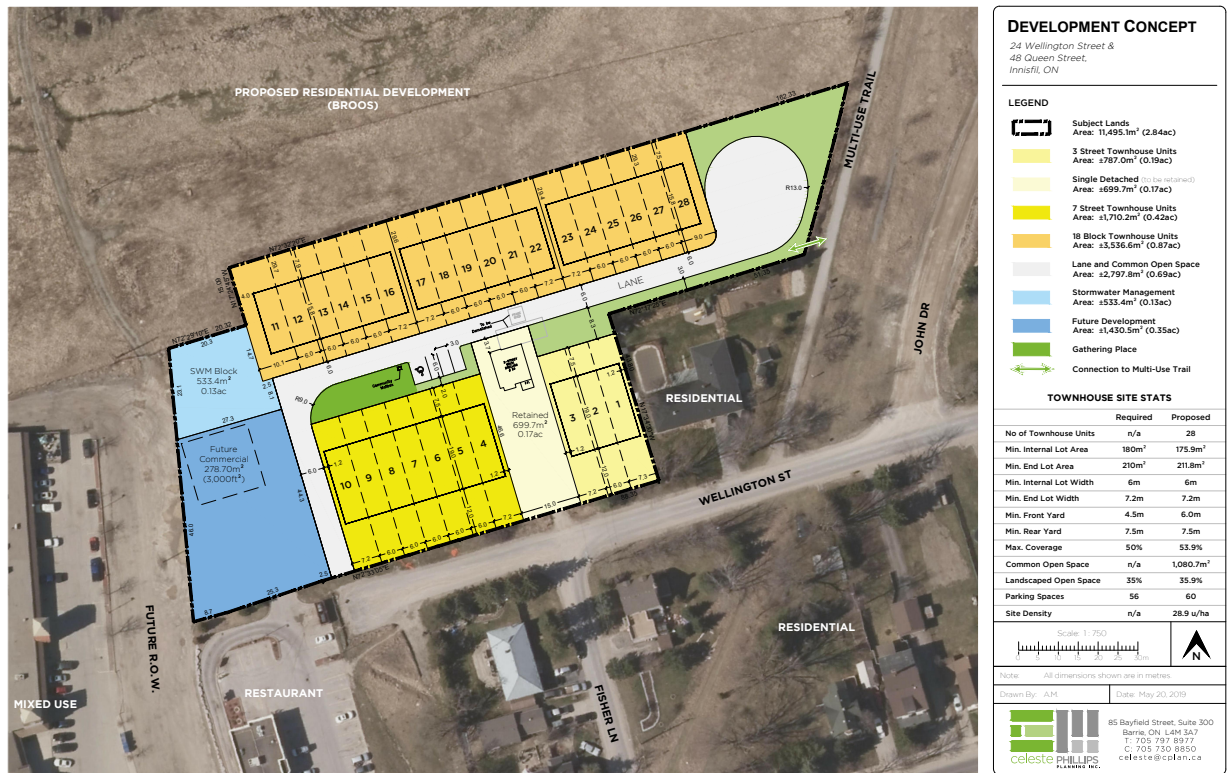
The proposed residential development consists of ten (10) freehold townhouses, fronting Wellington Street and eighteen (18) condominium townhouses situated on a private roadway. The distribution of uses as shown on the Development Concept is proposed as follows:

**Figure 3: Distribution of Land Uses**

Proposed Use	Area
10 freehold townhouses	2,497.2 square metres
18 condominium townhouses	3,536.6 square metres
Private roadway and Amenity area	2,797.8 square metres
Stormwater Management Pond	533.3 square metres
Future Development Area	1,430.5 square metres
Severed Lot (24 Wellington Street)	699.7 square metres
<b>Total Area</b>	<b>11,495 square metres (1.15 hectares)</b>

The proposed townhouse development provides a density of 28.9 units per hectare, within the range of what is permitted in the Medium Density Residential designation (25 to 60 units per hectare). The development concept is illustrated in **Figure 4**.

Figure 4: Development Concept



The site specific details regarding the zoning standards for the condominium townhouses can be addressed at the time of application for a zoning by-law amendment. However, at this time, the townhouse site statistics are proposed as listed in **Figure 5**.

Insofar as the zoning for proposed freehold townhouse units 1, 2 and 3, the lot frontages and lot areas meet the standards of the Residential Townhouse (RT) zone. No variations to the RT standards are required. Each of the 3 townhouse lots conforms to these standards, with lot areas that exceed the minimum requirement.

#### Freehold Townhouses (Units 1, 2, 3)

Required	Lot 1	Lot 2	Lot 3
Frontage - 6m	7.3 m	6 m	7.2 m
Lot Area - 180 sq. metres	277 sq.m.	231 sq.m.	281 sq. m.

Figure 5: Townhouse Site Statistics (Proposed)

<b>TOWNHOUSE SITE STATS</b>		
	<b>Required</b>	<b>Proposed</b>
<b>No of Townhouse Units</b>	n/a	28
<b>Min. Internal Lot Area</b>	180m <sup>2</sup>	175.9m <sup>2</sup>
<b>Min. End Lot Area</b>	210m <sup>2</sup>	211.8m <sup>2</sup>
<b>Min. Internal Lot Width</b>	6m	6m
<b>Min. End Lot Width</b>	7.2m	7.2m
<b>Min. Front Yard</b>	4.5m	6.0m
<b>Min. Rear Yard</b>	7.5m	7.5m
<b>Max. Coverage</b>	50%	53.9%
<b>Common Open Space</b>	n/a	1,080.7m <sup>2</sup>
<b>Landscaped Open Space</b>	35%	35.9%
<b>Parking Spaces</b>	56	60
<b>Site Density</b>	n/a	28.9 u/ha

### 3. Consistency with the Provincial Policy Statement

The Provincial Policy Statement, 2014 (PPS) provides planning policy direction on matters of Provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land in Ontario. Through the Planning Act, the Provincial Policy Statement directs that decisions affecting planning matters shall be consistent with the policy statement.

The proposed development of the Paolini lands conforms to policies in the Provincial Policy Statement, particularly in Section 1, as follows:

- Promoting efficient development and land use patterns (1.1.1 a).
- Accommodating an appropriate range and mix of residential uses (1.1.1 b).
- Promoting cost effective development patterns and standards to minimize land consumption and servicing costs (1.1.1 e).

- Allowing for intensification and redevelopment (1.1.2).
- Promoting growth and development within settlement areas (1.1.3.1).
- Demonstrating a density that efficiently uses land and is appropriate for the planned infrastructure (1.1.3.2.a 1 and 1.1.3.2 a 2).
- Responding to the Province's interest in compact form, a mix of densities and efficient use of land and infrastructure (1.1.3.6).
- Providing a range and mix of housing types and densities required to meet projected requirements and promoting all forms of residential intensification (1.4.1 and 1.4.3)

In more specific terms, approval of the planning applications for the proposed development will:

- accommodate new population growth on vacant land in an area that can be serviced, within the built boundary of a defined Settlement Area;
- incorporate a residential development type that represents a compact form and assists in meeting the long-term needs of the community;
- assist the Town in meeting its intensification and density targets set by the Province of Ontario and the County of Simcoe;
- permit lot creation on lands designated for development, on full municipal services;
- contribute to the vitality of the Cookstown settlement area by establishing medium density development proximate to the main street and adjacent to commercial uses;
- create pedestrian connections including access to the existing Multi-Use Trail, which will provide accessibility for residents throughout the development;
- phase development to ensure the required infrastructure is available to meet current and projected needs.

Based on the foregoing, it is my opinion that the proposed development will contribute to Innisfil's long term prosperity by providing for an efficient use of land within a settlement area. No significant or sensitive resources will be impacted by the proposal, nor will the proposal present a hazard to future users of the site. The proposal is consistent with the Provincial Policy Statement.



## 4. Consistency with A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019

A Place to Grow: Growth Plan for the Greater Golden Horseshoe was prepared and approved under the Places to Growth Act, 2005 and came into effect on May 16, 2019. This document contains policies to manage growth to the year 2041 and is to be read in conjunction with the Provincial Policy Statement.

This document guides decisions on a wide range of issues, including transportation, infrastructure, land use planning, urban form, housing, natural heritage and resource protection. All Regional (County) and Municipal documents in the Greater Golden Horseshoe are required to conform to the policies of this Plan.

Section 2.1 of the Growth Plan states: *This Plan is about accommodating forecasted growth in complete communities. These are communities that are well designed to meet people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes.*

The Growth Plan also directs new development to settlement areas that offer municipal services. *To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification... ..* As noted previously, the Paolini lands are located within the Cookstown Settlement Area.

Supporting policies from the new Growth Plan include the following:

- Directing development to settlement areas and away from hazardous lands (2.2.2.1 d, e).
- Permitting an urban form that optimizes infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form (3.c).
- Encouraging a diverse mix of land uses including residential and employment uses, and convenient access to local stores, services and public service facilities (4.a).
- Providing a diverse range and mix of housing options (4.c).
- Ensuring the development of high quality compact built form (4. e).

Given this policy framework, the proposed development concept for the subject site represents the type of development that the Growth Plan encourages. This residential development will direct growth to the settlement area and provide for a medium density residential development in Cookstown. Based on my review of the proposed development plan as well as the reports and studies submitted, it is my opinion that the proposal conforms with the new Growth Plan for the Greater Golden Horseshoe, 2019.

## 5. Conformity with the County of Simcoe Official Plan

An Amendment to the County Official Plan is not proposed, that is, the subject lands are within the Cookstown settlement area.

The growth management strategy of the County of Simcoe includes directing a significant portion of growth and development to settlements where it can be effectively serviced and to the development of communities with diversified economic functions and opportunities, and a diverse range of housing options.

The subject lands are not within any designated Environmentally Sensitive Policy Areas, Provincially Significant Wetlands or area of High Potential Mineral Aggregate Resources as identified in the County's Official Plan Schedules.

In reviewing the consolidated edition of the County of Simcoe Official Plan (2016), I note the following:

- Part 3 of the County of Simcoe Official Plan sets out policies related to the Settlements designation. The County's Growth Management Strategy encourages a significant portion of growth and development to settlement areas where it can be effectively serviced (3.1, 3.1.1). Compact communities that are transit supportive are encouraged and as such, there are density and intensification targets established. A wide range of housing types and is also recommended in Section 3.1 of the County Official Plan.
- Section 3.2, Population and Employment Projections/Allocations projects a population of 56,000 for Innisfil by 2031. Statistics Canada reports that the Town of Innisfil saw an 11.7% increase in population between 2011 and 2016. The population grew from 32,727 in 2011 to 36,566 in 2016. The 2016 census profile for Simcoe County also provides that the average household size is 2.6 persons.
- Population growth is encouraged where full municipal water and sewer services exist (3.2.4).
- Section 3.2 also states that *the County of Simcoe is expecting continued strong population growth to the year 2031 in accordance with the*

*projections of the Growth Plan for the Greater Golden Horseshoe, 2006 as amended. From the 2006 Census of Canada population of 272,200, the County is projected to grow by 53 percent to 416,000 in 2031. The population located in the separated cities of Barrie and Orillia combined with the population of the County, would bring the total population of the Simcoe Sub-Area to 667,000 by 2031.*

- Within settlement areas, local municipalities are to provide for a mix of land uses, provide for densities and land use patterns supportive of transit (where planned to be available in the future) and provide a variety of housing types (3.2.12).
- The General Development Policies are located in Section 3.3 of the County of Simcoe Official Plan. Lot creation is encouraged within settlement area boundaries (3.3.7).
- Section 3.5 Settlements, contains a number of objectives and policies that promote development within settlement areas, compact urban form, and minimizing land consumption and servicing costs (3.5.1, 3.5.2, 3.5.4). The Growth Management section again references the need to encourage development within settlement areas (3.5.5, 3.5.7).
- Density and intensification policies (3.5.23) promote compact urban form and the establishment of a density target in the Town of Innisfil of 32 residents and jobs per hectare. Higher densities are promoted within built up areas (3.5.29) and a range of types of housing is encouraged to meet a variety of housing needs (3.5.30).

In summary, it is my planning opinion that the proposed development of the Paolini lands is in conformity with the objectives and policies of the County of Simcoe Official Plan as the development would contribute to the achievement of Innisfil's density target and the lands are designated for Residential use in an identified settlement area. The proposal is found to be appropriate and desirable for this location.

## **6. Conformity with the Town of Innisfil Official Plan**

The Town Official Plan was approved by the County of Simcoe and took effect on November 13, 2018 (excepting 7 appeals).

The purpose of the Innisfil Official Plan is to state the long-term vision for the Town, delineate a municipal structure as the framework for future growth, set out goals and objectives which will contribute to the achievement of the vision and municipal structure, and provide land use policies of a local nature to facilitate decision making by Council, public agencies and private interests with regard to the use and development of land within the Town. Of note is the Town's primary goal of 'place making', and the evaluation of development applications based on

four key principles: Activity and Uses, Access & Linkages, Comfort & Image and Sociability. Further, all applications for an Official Plan Amendment are required to provide a place making brief with activity mapping describing existing community meeting places and activities in the surrounding area.

**Section 9** of the Official Plan provides objectives and policies related to **Settlements and Growth Management**. A summary of applicable policies is as follows:

- Limited growth is permitted in Village Settlement areas such as Cookstown through intensification and on vacant designated greenfield lands (Section 9, Objective 2, 9.4.2).
- A minimum intensification target of 33 percent of all new residential units occurring annually are to be achieved within the delineated built up areas (9.9.1). Development of the Paolini lands will assist the Town of Innisfil in meeting this target as the subject property is located within a delineated built up area.
- The proposed development of the Paolini lands represents an opportunity for infill and intensification (9.9.5).
- Consideration will be given at the Site Plan Approval stage to the design of buildings such that the setbacks and architecture respect the character of the area (9.9.6).
- The neighbourhood to the south and east of the Paolini properties has been developed with single detached dwellings. The proposed development of townhouses on the Paolini property serves as an appropriate transition to the commercially designated lands to the west, and future development lands to the north (9.9.7).
- The development of the Paolini property represents a logical progression of development as the lands are contiguous to existing development and within the built boundary. (9.11.1)
- Municipal services exist on Wellington Street and subject to resolution of capacity, the site can be efficiently serviced. (9.11.1 iii)
- Townhouse development provides the opportunity for a different housing type in Cookstown, at a density that contributes to a complete community. While sale prices are not known at this time, it is possible that the units may be within the attainable price range. (9.11.v), vi) 14.3.5)

**Section 10, Urban Residential Areas**, also contains policies that support the development of townhouses on the Paolini property, as follows:

- A broad range of housing types is encouraged in the fully serviced settlement areas such as Cookstown. (Objective 1)
- Focal areas for 'place making' are referenced in the policies of Section 10.1. At the Site Plan Approval stage, an amenity area can be identified for neighbourhood gathering/socialization in the proposed townhouse development. (10.1.8)
- The development of 28 townhouses is an opportunity to provide a different type of housing in Cookstown to assist in diversifying the range of housing options. (10.1.20)
- The requested residential medium density is appropriate given the proximity of the property to the main street and to immediately adjacent commercial lands. (10.1.29)
- The building height, massing and architectural features of the townhouses are best determined as part of Site Plan Approval that will follow later in the planning process (10.1.40 – 10.1.48, 10.1.55-57). Similarly, the provision of adequate parking for occupants and visitors can be determined at Site Plan Approval. (10.1.50)

As noted previously, the requested redesignation is from Low Density Residential to Medium Density Residential. The Medium Density Residential policies are found in **Section 10.3, Residential Medium Density** of the Town's Official Plan and are supportive of the Paolini development as follows:

- The location of the subject lands represents a small pocket of land adjacent to a commercial designation. (10.3.1)
- Permitted uses in the medium density designation include uses such as single detached dwellings, townhouses, low rise apartments, duplexes, triplexes, schools, places of worship and convenience commercial uses. (10.3.2)
- The permitted medium density range is 25 to 60 units per net hectare. (10.3.3). The proposed townhouse development provides a density of 28.9 units per hectare, in line with what is permitted.
- The maximum height is 3 storeys (10.3.6) and no variance to this requirement is anticipated.
- Policy 10.3.7 states that the zoning by-law shall establish a maximum number of multiple attached dwellings in one building. The current zoning standard is no less than three and no greater than eight and it is expected that there will be no deviation from this requirement (Section 2.66 of the Town's Zoning By-law).



The proposed Official Plan Amendment to facilitate the proposed development is consistent with the overall intent of the Town of Innisfil Official Plan and is appropriate and desirable for this location.

## 7. Requested Zoning Approval

A Zoning By-law Amendment is being requested at this time for a portion of the property. The rezoning is being requested to permit the development of three townhouse units, located immediately to the east of the existing residential dwelling. The lands are currently zoned Residential R1 in the Town of Innisfil Comprehensive Zoning By-law 080-13, as shown on **Figure 6**. The requested zoning is Residential Townhouse RT.

At present, servicing allocation is limited in Cookstown. However, the owner of the subject lands currently holds two units of allocation and has requested a third allocation which is to be determined by Council.

Subject to the Official Plan Amendment being approved, allow Medium Density development, and once Council has made a determination regarding one extra unit of allocation, then the Zoning By-law Amendment could be processed to rezone the lands from R1 to RT. No deviation from zone standards is being requested.

## 8. Technical Reports

Town staff requested the production of a number of technical reports in 2017, at the time that the subject lands were severed. These reports are on file with the Town and include:

Hydrogeological Investigation, Terraprobe Inc., December 2017.

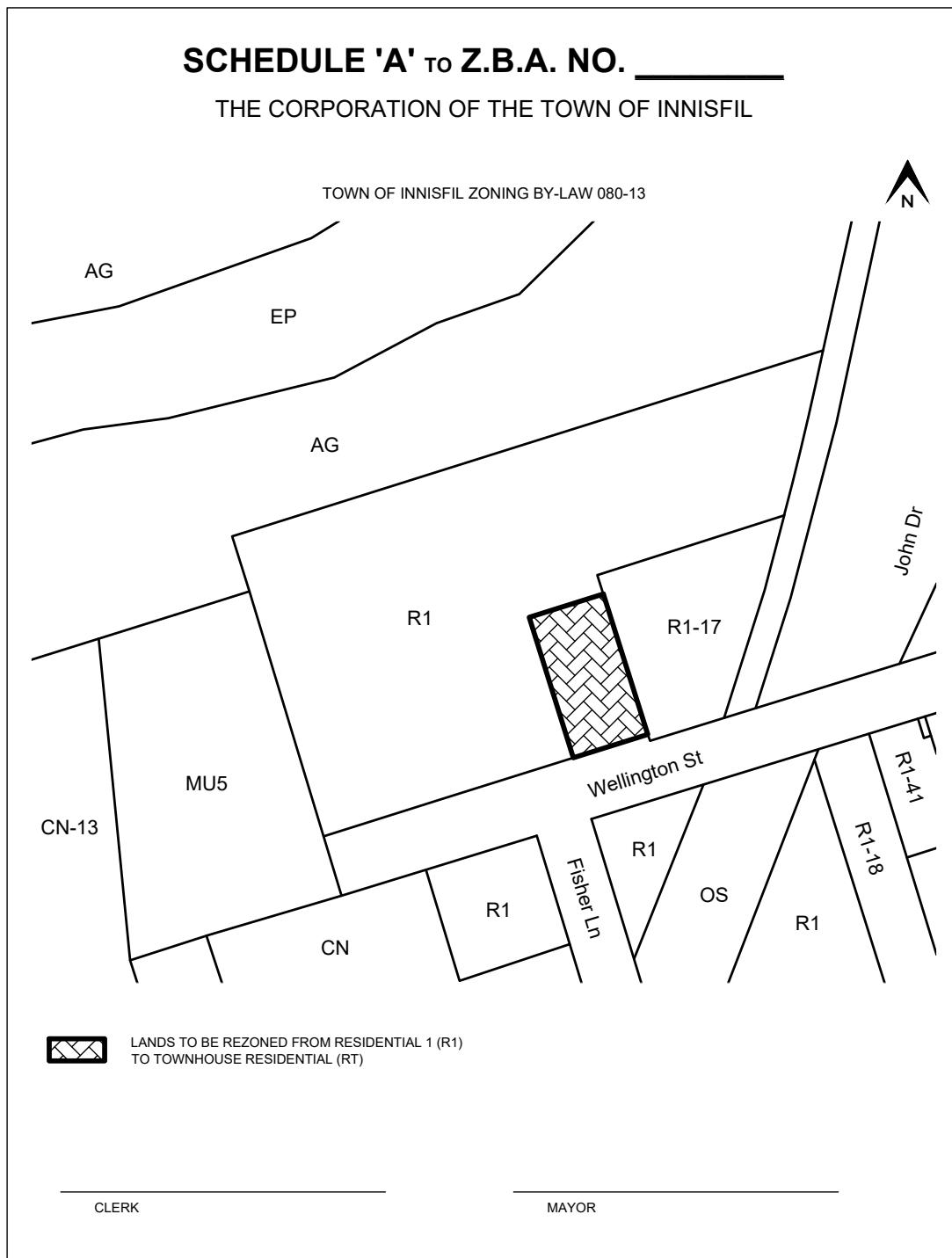
Reference Plan, deposited as 51R-41492, Rudy Mak Surveying Ltd., April 2018, and attached in Appendix 1.

Tree Inventory and Tree Preservation Plan, John D. Bell Associates, March 2018.

Functional Servicing and Stormwater Management, WMI & Associates, April 2018.

The reports/studies have concluded that the proposal will meet all applicable engineering requirements of the Province, County, Town and other regulatory agencies.

Figure 6: Rezoning Request



## 9. Summary

The proposed development of the Paolini lands is appropriate for the subject site and surrounding area, and represents good planning. In particular, the planned development:

Conforms to and implements the policies of the Provincial Policy Statement, A Place to Grow: Growth for the Greater Golden Horseshoe;

Conforms to the policies of the Official Plans for both the County of Simcoe and the Town of Innisfil;

Promotes logical and appropriate development for lands that are designated for residential use, within the built boundary of an identified settlement area;

Allows for the efficient use of land and infrastructure.

The proposed Amendments to the Official Plan and Zoning By-law will implement the current and emerging planning policy framework of the Town, County and Province.

Respectfully submitted,



Celeste Phillips, MCIP, RPP

### Deposited Reference Plan



