

**December 7, 2022** 

Page: 1

File: D30-024-2022

TO: PLANNING COMMITTEE

SUBJECT: TEMPORARY USE BY-LAW FOR 164 INNISFIL STREET (1911940

**ONTARIO INC. – LIQUIDATION NATION)** 

WARD: WARD 2

PREPARED BY AND KEY

CONTACT:

L. JUFFERMANS, PLANNER, EXT. 4447

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

**GENERAL MANAGER** 

APPROVAL:

B. ARANIYASUNDARAN, P.ENG., PMP, GENERAL MANAGER OF

INFRASTRUCTURE AND GROWTH MANAGEMENT

CHIEF ADMINISTRATIVE OFFICER APPROVAL:

M. PROWSE, CHIEF ADMINISTRATIVE OFFICER

#### **RECOMMENDED MOTION**

1. That the Temporary Use By-law application submitted by MHBC Planning on behalf of 1911940 Ontario Inc. for lands municipally known as 164 Innisfil Street, to permit a retail store on the subject lands be approved for three (3) years until December 14, 2025.

- 2. That the written and oral submissions received as part of the technical review, relating to this application have been, on balance, taken into consideration as part of the deliberations and final decision related to approval of the application for the Temporary Use By-law.
- 3. That in accordance with Section 34(17) of the *Planning Act*, no further public notification is required.

#### **PURPOSE & BACKGROUND**

#### Report Overview

- 4. A Temporary Use By-law to permit a retail store not related or ancillary to an industrial operation was approved for a period of one (1) year and six (6) months on June 3, 2019 (By-law 2019-042). An extension was received on December 2, 2020 and approved for a further period of one (1) year and six (6) months on March 22, 2021 (By-law 2021-024). By-law 2021-024 lapsed on June 3, 2022.
- 5. The finalization of a Site Plan Agreement (File: D11-012-2021) for an addition to the existing multi-tenanted building has been paused as the proposed works impact the retail use that is not permitted on the site. The related building permit for the addition cannot be issued without zoning compliance. The current retail component of the building does not comply with the Zoning By-law as the temporary use permission lapsed in June. Subsequently, an application to seek a new Temporary Use By-law for an additional three (3) years was received on October 14, 2022 to facilitate the issuance of the related building permit and registration of the site plan agreement for the proposed addition.
- 6. Previous zoning (parking requirement) deficiencies were approved through a Committee of Adjustment application (A38/21) in September 2021. However, these conditions remain unaddressed pending actions as part of the above noted site plan agreement.

Page: 2

File: D30-024-2022



- 7. The purpose of this report is to recommend approval of another Temporary Use By-Law for the subject lands, being municipally known as 164 Innisfil Street for three (3) years in accordance with Section 39(3) of the *Planning Act*. If approved, a retail store not related or ancillary to an industrial operation would be permitted for a three-year period.
- 8. The retail use has existed on the site without the benefit of planning permissions for many years. In an attempt to resolve this in 2019, the applicant submitted for a temporary use for three (3) years, but staff recommended one (1) year and six (6) months to allow the applicant to participate in the Land Needs Assessment (LNA) process being undertaken as part of the new Official Plan Review. The applicant did not participate in the LNA process as the Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan) was amended to permit the consideration of a broader mix of uses in employment areas and therefore they did not believe their participation in the City's process was necessary. The applicant felt that an Employment Land Conversion request was not required to address the existing retail operation due to the modification of the Growth Plan policies. It should be noted that municipalities may be more restrictive than the policies of the Growth Plan. Council approved By-law 2019-042 in June 2019, with the by-law lapsing on December 3, 2020.
- 9. In December 2020, the applicant submitted to extend the Temporary Use By-law for an additional three (3) years, pending approval of the City's new Official Plan. City staff recommended the extension be granted for one (1) year and six (6) months in confidence that the Official Plan process would have concluded, and sufficient time would be available for the applicant to apply for a Zoning By-law Amendment. Council approved By-law 2021-024 in March 2021, with the by-law lapsing on June 3, 2022.
- 10. The applicant is looking to obtain an additional Temporary Use approval the same as the two previous approvals in 2019 and 2021. Temporary Use approvals are permitted for a maximum of three (3) years through Section 39(3) of the *Planning* Act and may be extended if they have not lapsed. As the previous Temporary Use By-law expired on June 3, 2022, an extension to the previous approval was not possible, and a new application was required.
- 11. The adopted new Official Plan designates the subject site as 'Non-Industrial Employment' where *Major Retail* existing prior to the implementation of the new Official Plan is a permitted land use. There are a number of qualifying conditions in permitting the major retail use, and the applicant will need to provide justification for the use through a future *Planning* Act application. The applicant has submitted comments in this regard and indicated that they understand the use to conform with the new Official Plan land use policies City staff recognize that there is no clear timeline on when the new Official Plan will be approved by the Province, and that time will be required for complete *Planning Act* applications (including Official Plan and Zoning considerations) to provide a long-term decision on the retail use in an employment area.
- 12. Should the use be demonstrated to conform with the new Official Plan, a Zoning By-law Amendment application will be required to seek permission for the retail use within the 'General Industrial' zoning, permanently.
- 13. Associated with the above noted Site Plan Agreement, and as identified in past Temporary Use By-law decision, the applicant has been directed to make progress on addressing other zoning and building compliance issues for the broader multi-tenanted building, including legalizing all suites within the building, implementing temporary modifications to the site (e.g., line painting, landscaping, improved signage), and develop a plan to provide additional parking spaces, reduce the number of entrances, install pavement and curbing and resolve other deficiencies. Staff confirm that most of the previous issues are to be addressed through the above noted Site Plan application.



Page: 3 File: D30-024-2022

#### Location

14. As illustrated in Figure 1, the existing land uses surrounding the subject lands are as follows:

North: General industrial uses including a self-storage operation

East: Environmental protection area (Brock Park) and residential uses located east of Innisfil

Street

South: Residential, general industrial, and commercial uses located south of Brock Street

West: Vacant general industrial land and commercial uses located west of Anne Street

15. The subject lands are approximately 2.9 hectares in size and has frontage onto Innisfil Street and Brock Street. The existing industrial building on the property is occupied by multiple uses including a retail store, office space and warehousing.

16. The proposed Temporary Use By-Law would apply to a portion of the property, identified as 'Subject Area' in Appendix "C", which occupies approximately 3,213 square metres on the western portion of the existing industrial building. The retail use (Liquidation Nation) has operated for some time, beginning without municipal land use permissions and from June 2019 under a Temporary Use By-law, which lapsed on June 3, 2022.

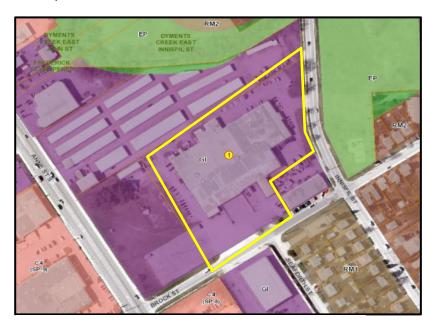


Figure 1: Key Map (Subject lands outlined in yellow)

#### **Existing Policy**

- 17. As per Section 39 of the *Planning Act*, *R.S.O.* 1990 ('*Planning Act*') a municipality may pass a Temporary Use By-Law to authorize the temporary use of land, buildings or structures for any purpose that is otherwise prohibited for a period of up to three years. A municipality may extend a Temporary Use By-law under Section 39(3) of the *Planning Act* for not more than periods of 3 years.
- 18. The subject lands are designated 'General Industrial' in the City of Barrie Official Plan and zoned 'General Industrial' (GI) in the City of Barrie Comprehensive Zoning By-law 2009-141.

**Barrie** 

Page: 4 File: D30-024-2022

#### **PUBLIC CONSULTATION**

- 19. A statutory Public Meeting was required for the subject *Planning Act* application as the previous temporary use approval (By-law 2021-024) had expired on June 3, 2022. The Public Meeting was held on November 29, 2022. One verbal and no written submissions were received from the public regarding the application.
- 20. The one verbal comment sought clarification on if the land use had previously occurred on Bayfield Street. In response, Planning staff clarified that the use has occurred at the subject location for 12 years and has not previously operated from other locations.

#### **DEPARTMENT & AGENCY COMMENTS**

- 21. The subject application was circulated to all commenting departments and agencies. Comments received in past temporary use applications have sought improvements to building standards, parking and landscaping for the entirety of the site. Through the current building permits, Site Plan Agreement application (D11-012-2021) and recent Committee of Adjustment decision A38/21, those comments and concerns are being addressed.
- 22. The following agencies reviewed the subject 3-year Temporary Use By-law and did not have comments or concerns:
  - a) Fire and Emergency Services
  - b) Water Operations
  - c) Environmental Compliance
  - d) Parks Planning
  - e) Transportation Planning
  - f) Alectra Utilities
- 23. **Economic and Creative Development** have raised concerns with the proposed application due to the significant shortage of available industrial properties within the City and across the province. The proposed use has occurred in the subject location with clear direction since prior to its establishment that an alternative property and zoning is required. As the intent of the use is not temporary in nature, it is recommended that further Temporary Use permissions not be granted.

Planning staff support the above comments however recognize that the applicant is moving forward with an intended Zoning By-law Amendment application, whereby given past history of Temporary Use approvals, time and an opportunity to seek long-term land use approvals for the subject use should be provided to the applicant. Through the granting of the Temporary Use approval for a further 3 years, Planning staff have not provided an opinion on the approval of a retail use on the subject site.

## **POLICY ANALYSIS**

#### Policy Planning Framework

24. This sub-section provides a detailed review of the proposed Temporary Use Zoning By-Law in the context of the applicable land-use policy.

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

25. Section 39 of the *Planning Act* allows municipalities to pass Temporary Use By-Laws which may permit uses that are otherwise prohibited. Temporary Use By-Laws may be permitted for up to three years and may be extended upon Council's discretion. The *Planning Act* does not provide additional direction on what grounds Temporary Use By-Laws may be passed.

# Barrie

## STAFF REPORT DEV036-22 December 7, 2022

DEV036-22 Page: 5

File: D30-024-2022

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

- 26. The Provincial Policy Statement (2020) (PPS) provides overall policy directions on matters of provincial interest related to land use planning and development and sets the policy foundation for regulating the development and use of land. The PPS can be found in its entirety at the following link: <a href="https://www.ontario.ca/page/provincial-policy-statement-2020">https://www.ontario.ca/page/provincial-policy-statement-2020</a>
- 27. The PPS contains policies that provide direction for communities to manage and direct land uses to achieve efficient development and land use patterns. This is achieved by ensuring that sufficient land is available to accommodate an appropriate range and mix of residential and employment uses; avoiding land use patterns which may cause public health and safety concerns and promotes efficient and cost effective development.
- 28. Staff have reviewed the relevant policies of the PPS and are of the opinion that the proposed interim use on a portion the industrial lands for an existing retail store is consistent with the applicable policies of the Provincial Policy Statement (2020).

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

- 29. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (Growth Plan), as amended, is the Ontario government's initiative to plan for growth and development in a way that supports economic prosperity, protects the environment, and helps communities achieve a high quality of life. It provides a framework for implementing Ontario's vision for building strong, prosperous communities by managing growth and it establishes the long-term framework for where and how the region will grow. The Growth Plan can be found in its entirety at the following link: <a href="https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe">https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe</a>
- 30. Section 2.2.5 of the Growth Plan outlines policies related to employment land and economic development. Under Section 2.2.5 Employment Areas are defined as "areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities". Section 2.2.5.3 further states that retail uses shall be located in areas where there is active transportation and existing planned transit.
- 31. Should the applicant proceed with a Zoning By-law Amendment as proposed, the applicant will need to clearly demonstrate that the application conforms with the policies of the Growth Plan, including Section 2.2.5 Employment.
- 32. Staff have reviewed the policies of the Growth Plan and are of the opinion that the interim use on a portion of the lands for an existing retail store does conform with the future goals and growth objectives of the City as it relates to the long term objectives of the Growth Plan.

#### City of Barrie Official Plan

- 33. The City of Barrie Official Plan (OP) provides guidance for consideration of land use changes, the provision of public works, actions of local boards, municipal initiatives, and the actions of private enterprise. It gives direction for implementing by-laws, guidelines for more detailed planning and the means for controlling growth so that the City's capacity to provide a healthy community environment is not exceeded. The OP can be found in its entirety at the following link: <a href="https://www.barrie.ca/government-news/adopted-strategies-plans/official-plan-amendments">https://www.barrie.ca/government-news/adopted-strategies-plans/official-plan-amendments</a>
- 34. Since the approval of the initial temporary use by-law in 2019 which permitted a non-industrial use on the industrially designated and zoned lands, the City of Barrie has completed a Lands Need Assessment (LNA) to select industrial lands that may be appropriate for an Employment Land Conversion. The subject lands were not identified for conversion through this process. The



Page: 6 File: D30-024-2022

applicant did not participate in this process as recommended as they felt an Employment Land Conversion was not necessary based on the updates to the employment policies in the Growth Plan.

- 35. The lands designated 'General Industrial' and are subject to the 'General Industrial' policies of the City's Official Plan (OP). Policy 4.4.2.1. states "commercial uses such as retail stores not directly related to the function of industrial areas, or which are more appropriate in designated commercial areas, are not permitted" on lands designated for industrial uses. Further, policy 4.4.2.2.b) states that retail uses "...may also be permitted [on lands designated General Industrial] as long as they are ancillary or accessory to the primary [industrial] use...".
- 36. The City of Barrie's new Official Plan was adopted by Council on March 7, 2022, however final approval is required by the Ministry of Municipal Affairs and Housing (MMAH). The applicant submitted comments regarding the subject lands during the 90-day review period of the new Official Plan. The comments consisted of outlining updates to the Growth Plan which allow for retail uses in employment areas, requesting the City include the existing manufacturing and warehousing uses within the list of permitted uses to recognize the existing uses on the site and to not limit the maximum gross floor area for a secondary use within the OP. While the new OP is not in effect the applicant's consultant believes the direction is more supportive of permanent retail uses in the Employment Area Non Industrial designation. As such, the new OP is discussed below.
- 37. As proposed in Section 2.6.9 Employment Area Non Industrial, of the new Official Plan, "Major retail, retail and/or commercial uses that existed prior to the implementation of this Plan may be permitted to expand, change, and redevelop...". Such Major Retail uses must demonstrate they will not impact upon existing industrial type uses or impact or prohibit the viability of development lands within the Employment Areas for their intended use(s) as per Section 2.3.5 l). Additional standards are established within Section 2.3.5 regarding the location, size and appropriateness of such Major Retail uses.
- 38. Section 6.9 of the current Official Plan (carried forward with Section 9.5.11 of the new Official Plan) speaks specifically to temporary uses and provides direction on how to address and accommodate temporary uses.
- 39. Policy 6.9.1 of the OP states that a temporary use shall be authorized "where it is considered to be positive in nature and of minimal impact to the surrounding area". The short and long term impacts of the retail store in an industrial employment area are unclear. As such, staff cannot confirm that the temporary use is positive in nature. However, the use has been on the subject lands for over twelve (12) years and, according to the applicant, has done so with no operational issues. Therefore, permitting the continued use for another 3 year period is unlikely to have impacts on the surrounding area.
- 40. It is recognized that there is a shortage of industrial lands within the City, and the commercial use does remove inventory which might otherwise provide for an industrial operation within a portion of the existing multi-tenanted building. However, the existing retail use has provided employment for some time and as noted above, may conform to new policies of the Growth Plan and Official Plan.
- 41. Section 6.9.2 of the OP indicates that despite <u>any</u> other policies referenced in the OP, including those referenced above, the City may permit uses which would otherwise be prohibited.
- 42. Section 6.9.2.c) of the OP outlines criteria which, if applicable, a temporary use application is to fulfil to be approved. These criteria speak to:
  - i. The use being temporary in nature;



File: D30-024-2022



- ii. Compatibility with adjacent uses and not detrimental to surrounding uses and the wider community:
- iii. On lands or in a building of appropriate size;
- iv. That municipal services are available;
- Neighbouring uses are buffered or protected from the proposed use; and, ٧.
- vi. That the By-Law establish site specific performance standards such as lot coverage or parking, as applicable.
- The retail land use occurring on this site is not supported by the current Official Plan and Zoning 43. By-law. Further, the application for a Temporary Use does not meet all of the criteria outlined in Section 6.9, particularly the temporary nature of the use. The initial temporary use by-law application was intended to address zoning conformity matters and to allow time for the new Official Plan to provide clarity on the appropriateness of a retail use for this area. The continuation of previous Temporary Use requests for up to a three-year period is considered appropriate. However, as noted in the past, if the new Official Plan is approved by the Province during the period of the Temporary Use permission, a permanent solution is required to be brought forward for Council's consideration, including pre-consultation with staff and an application for a Zoning By-law Amendment.

## City of Barrie Comprehensive Zoning By-law

- 44. Section 7.2.2 of the City's Comprehensive Zoning By-law 2009-141 (Zoning By-law) permits accessory retail uses to locate on lands zoned 'General Industrial' (GI). However, accessory retail uses shall only be permitted in association with permitted industrial uses and are limited in size.
- The existing retail use is not associated with, or ancillary to, industrial uses on the subject lands 45. and exceeds the size permitted for a retail use. Despite these policies, Planning staff recognize the retail store has been established and staff generally want to support existing businesses in the community. The proposed Temporary Use By-Law will give Planning staff time to work with the applicant to develop a permanent solution regarding the conflict between the existing retail store and the in-effect land-use policy.
- 46. The approval of the proposed Temporary Use By-law would allow a retail use to continue for a period of three years during which applications for outstanding compliance and Planning Act matters must be addressed.

#### **Summary**

47. Planning staff recommend the extension of the Temporary Use By-Law for the subject lands for a period of three (3) years in accordance with Section 39(3) of the Planning Act. If approved, a retail store not related or ancillary to an industrial operation would be permitted temporarily.

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

There are no environmental matters related to the recommendation. 48.

### **ALTERNATIVES**

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

# Barrie

# STAFF REPORT DEV036-22

**December 7, 2022** 

Page: 8

File: D30-024-2022

#### **Alternative #1**

Planning Committee could refuse the approval of the proposed Temporary Use Zoning By-Law.

This alternative is not recommended. The use is existing and has existed for many years. Refusing the extension of the Temporary Use By-Law would result in a closure of the business. At this time the current Official Plan designation does not allow for a Zoning By-law Amendment to permanently address the issue, and the requested temporary use by-law provides reasonable time for the applicant to address outstanding *Planning Act* and building compliance matters.

#### **FINANCIAL**

- 50. There are no direct financial implications for the Corporation resulting from the proposed recommendation.
- 51. The applicant has the right to appeal Council's decision under the *Planning Act*. While an appeal is not anticipated, the City would incur costs to resolve the matter through the Ontario Lands Tribunal (OLT).

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

- 52. The recommendation(s) included in this Staff Report support the following goals identified in the 2018 2022 Strategic Plan:
  - ☑ Growing Our Economy
- 53. The proposed Temporary Use By-Law will allow the continued operation of a retail store until a permanent *Planning Act* land use solution is available.

Attachments: Appendix "A" – Application Summary

Appendix "B" - Draft Zoning By-law Amendment

Appendix "C" – Existing Site Sketch

Appendix "D" - Proposed Building Addition - Site Plan D11-012-2021

**December 7, 2022** 

Page: 9

File: D30-024-2022

#### **APPENDIX "A"**

#### **Application Summary**

The subject lands are located on the northwest corner of Innisfil Street and Brock Street, east of Anne Street, known municipally as 164 Innisfil Street in the City of Barrie.

- The applicant was informed that a retail use is not permitted on the subject property through preconsultation in 2008.
- A retail use was located within a portion of the building around 2010.
- The applicant submitted a Temporary Use By-law in 2019 for three (3) years as a way to address identified zoning compliant matters. Staff recommended approval for one (1) year and six (6) months to allow the applicant to participate in the Land Needs Assessment as part of the Official Plan Review. Temporary Use approval was granted to December 3, 2020.
- The applicant did not participate in the Land Need Assessment (LNA) as the Growth Plan for the Greater Golden Horseshoe (2019) was amended to include additional policy context to permit broader mixed uses in employment areas. The applicant submitted comments in regard to broadening the permitted uses for the subject lands based on the revised policies of the Growth Plan as part of the 90-day review period for the new draft Official Plan.
- The applicant submitted a Temporary Use By-law in 2021 for three (3) years. Staff recommended approval for one (1) year and six (6) months as an interim solution while the City completed its new Official Plan; whereas the applicant could then apply for a Zoning By-law Amendment to seek long term permissions for the use. Temporary Use approval was granted to June 3, 2022.
- The Temporary Use lapsed on June 3, 2022.
- An unrelated Site Plan application (D11-012-2021) for an addition to the multi-tenanted building to facilitate an industrial warehousing use cannot proceed without zoning approval for the existing retail use due to interrelated building circumstances.
- The applicant submitted a Temporary Use By-law for three (3) years (until December 14, 2025) as an interim solution to allow for provincial approval of the new Official Plan and to allow for Council's consideration of a future Zoning By-law Amendment as intended by the applicant.
- It is recommended that this temporary use be approved for three (3) years as permitted by Section 39(3) of the *Planning Act*. This time is recognized by the applicant and City staff as being sufficient in avoiding any further applications of a similar nature and allowing the applicant to seek Zoning approvals once the new Official Plan is approved by the Province. During the Temporary Use period, the applicant must apply to formally legalize the use through *Planning Act* applications or relocate the retail use.



**READ** a first and second time this

## STAFF REPORT DEV036-22 December 7, 2022

Page: 10

File: D30-024-2022

#### **APPENDIX "B"**

## **Draft Zoning By-law Amendment**



Bill No.

## **BY-LAW NUMBER 2022-XXX**

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

**WHEREAS** the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 as to permit a retail store on a portion of the lands being Part of Lot 25, Concession 5, Geographic Township of Vespra, City of Barrie, County of Simcoe, and located on the western portion of the lands known municipally as 164 Innisfil Street, Barrie.

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 21-G-XXX

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

- 1. THAT a retail store shall be permitted to operate within the western portion of the existing building, and the existing parking and other existing conditions shall be deemed to comply, on lands described as Part of Lot 25, Concession 5, Geographic Township of Vespra, now in the City of Barrie, County of Simcoe, and located on lands known municipally known as 164 Innisfil Street, Barrie, in accordance with Schedule "A" attached to this By-law being a portion of the zoning map. The retail store use shall be confined to its current location and size of approximately 3,212 square metres with no expansion thereof.
- 2. **THAT** the retail store shall be permitted as a temporary use until December 14, 2025, in accordance with the provisions of Section 39 of the *Planning* Act, R.S.O. 1990, c.P.13, after which time this Bylaw shall be deemed to be repealed.
- 3. **THAT** the remaining provisions of By-law 2009-141, applicable to the lands described above as shown in Schedule "A" to this By-law shall apply to the said lands except as varied by section 1 of this By-law.

day of December 2022

4. THAT this By-law shall come into force and effect immediately upon the final passing thereof.

day of December, 2022
READ a third time and finally passed this day of December, 2022
THE CORPORATION OF THE CITY OF BARRIE
THE CORPORATION OF THE CITT OF BARRIE
MAYOR – A. NUTTALL
CITY CLERK – WENDY COOKE

**December 7, 2022** 

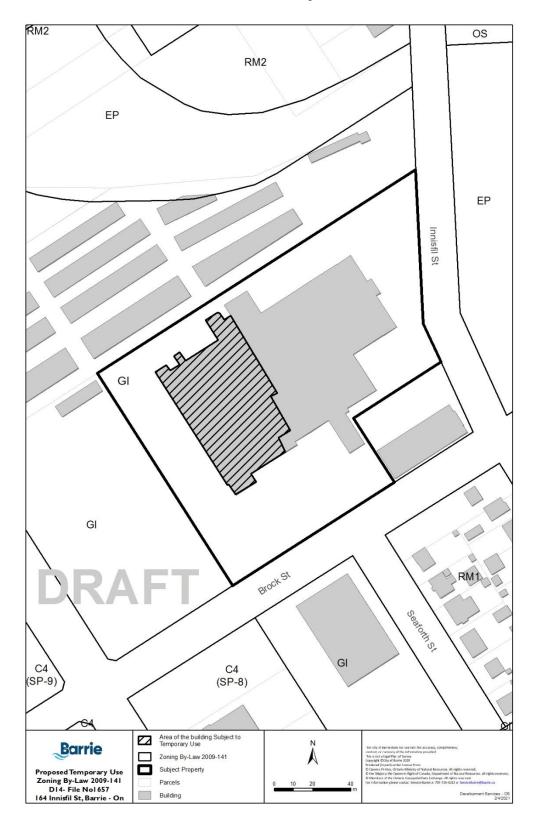




Page: 11 File: D30-024-2022



## Schedule "A" to Attached By-law 2022-XXX



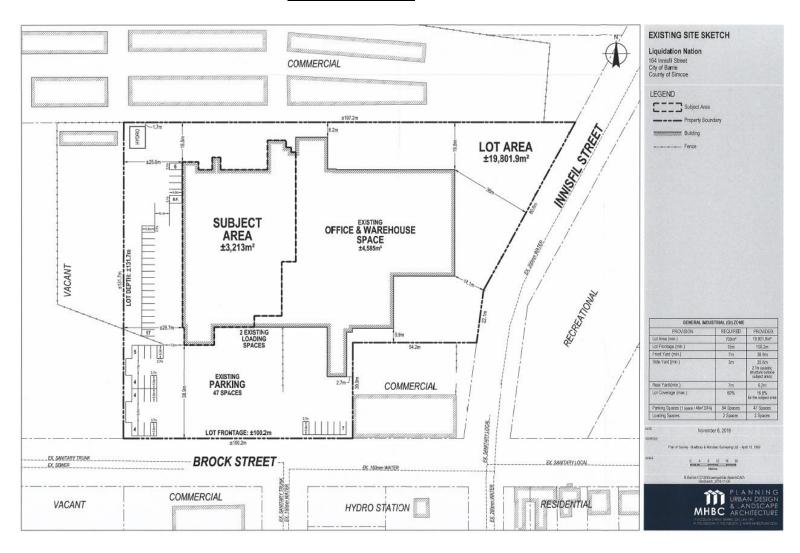
**December 7, 2022** 

Page: 12

File: D30-024-2022

#### **APPENDIX "C"**

## **Existing Site Sketch**



**December 7, 2022** 

Page: 13

File: D30-024-2022

#### **APPENDIX "D"**

## Proposed Building Addition - Site Plan D11-012-2021

