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**TO:** GENERAL COMMITTEE

**SUBJECT:** APPLICATION FOR OFFICIAL PLAN AND ZONING BY-LAW  
AMENDMENT – 480-500 DUCKWORTH STREET

**WARD:** WARD 3

**PREPARED BY AND KEY CONTACT:** J. FOSTER, M.C.I.P., R.P.P., SENIOR PLANNER, EXT # 4517

**SUBMITTED BY:** S. NAYLOR, MES, M.C.I.P., R.P.P., DIRECTOR OF PLANNING AND BUILDING SERVICES

**GENERAL MANAGER APPROVAL:** R. FORWARD, MBA, M.Sc., P. ENG.  
GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

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

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**RECOMMENDED MOTION**

1. That the Official Plan Amendment application submitted by the Jones Consulting Group Ltd., on behalf of the Little Lake Seniors Community Inc., for the lands known municipally as 480-500 Duckworth Street to redesignate the lands from Open Space to General Commercial be approved (OPA No. 057).
2. That the Official Plan, Schedule A – Land Use, be amended from Open Space to General Commercial for lands known municipally as 480-500 Duckworth Street as identified in Appendix “A” to staff report PLN003-17.
3. That the Official Plan, Schedule H – Natural Heritage Resources, be amended by removing the Level 3 notation on the lands known municipally as 480-500 Duckworth Street as identified in Appendix “B” to staff report PLN003-17.
4. That notwithstanding the provisions of Sections 5.2c) (Residential Policy Area C) and 5.3 (Commercial) of the Little Lake Secondary Plan, the lands known municipally as 480-500 Duckworth Street shall be identified as Commercial on Figure 2, Concept Plan in the Little Lake Secondary Plan as identified in Appendix “C” to staff report PLN003-17.
5. That the Zoning By-law Amendment application submitted by the Jones Consulting Group Ltd. on behalf of the Little Lake Seniors Community Inc. to rezone the lands known municipally as 480-500 Duckworth Street from Open Space OS to General Commercial C4 (SP) with Special Provisions, be approved.
6. That the following Special Provisions (SP) be referenced in the implementing Zoning By-law for the subject lands:
  - a) Parking shall be the only use permitted;
  - b) Permit a landscape buffer area adjacent to the Highway 400 right of way in accordance with the Schedule as identified in Appendix “D” to staff report PLN003-17;

- c) For the purpose of the Zoning By-law and in consideration of zoning standards, the subject lands will be treated as one parcel with the adjoining lands municipally known as 13 Little Lake Drive, for zoning purposes.
7. That the written and oral submissions received relating to this application, have been on balance, taken into consideration as part of the deliberations and final decision related to the approval of the application as amended, including the following matters raised in those submissions and identified within Staff Report PLN022-16: stormwater management, justification for parking requirements for the existing Medical Facility development, tree preservation and removal, traffic impacts and need for emergency access onto Cundles Road.
  8. That the remnant portion of Duckworth Street north be renamed to JC Massie Way as identified in Appendix "E" to staff report PLN003-17; and that the affected parcels of land be renumbered accordingly.
  9. That the owners of the affected parcels be notified of the new addressing and be requested to post the new numbers on their properties.
  10. That, as a condition of site plan approval, the applicant be required to financially compensate the City for the removal of public trees in accordance with Public Tree By-law No. 2014-116, in an amount estimated at \$75,000, either through payment or equivalent plantings.
  11. That pursuant to Section 34(17) of the *Planning Act*, no further public notification is required prior to the passing of this by-law.

## **PURPOSE & BACKGROUND**

### Report Overview

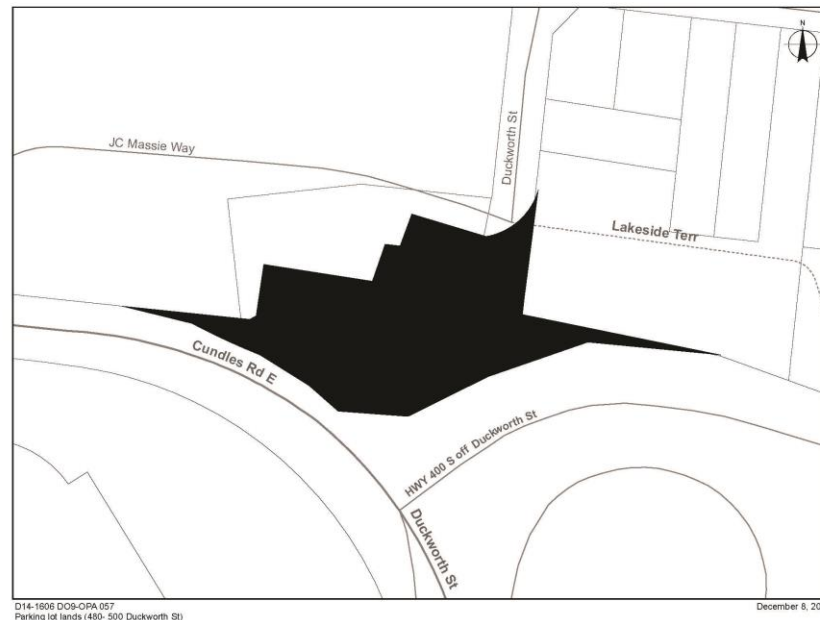
12. The purpose of this staff report is to recommend approval of an Official Plan and Zoning By-law Amendment from Open Space to General Commercial, for lands known municipally as 480-500 Duckworth Street, and to rename the remnant portion of Duckworth Street to JC Massie Way. The effect of this application would be to permit the development of a parking lot to provide parking for the neighbouring Medical/Professional Office Building located in the adjacent Little Lake Seniors Complex to the east, municipally known as 13 Little Lake.

### Background

13. The subject lands are currently owned by the City of Barrie and the Ministry of Transportation (MTO). On April 11, 2016, City Council adopted Motion 16-G-069, declaring the City portion of the subject lands surplus to the City's needs and authorized the Business Development Department to negotiate a Purchase and Sale Agreement with the Little Lake Seniors Community Inc. The applicant is simultaneously working with the MTO for the purchase of their portion of the subject lands.
14. In order to utilize the subject land for parking, an Official Plan Amendment and Rezoning of the land is required.

### Location

15. The subject property is located between JC Massie Way and Cundles Road East as recently realigned. The subject property is known municipally as 480-500 Duckworth Street and has a total area of approximately 0.83 ha. Access is provided from JC Massie Way with a secondary emergency access onto Cundles Road East.



16. The subject lands are an amalgamation of several parcels of land that are owned by both the City of Barrie and the MTO. The MTO has authorized Little Lake Seniors Community Inc. to make application for the lands on their behalf.

17. The existing land uses surrounding the subject property are as follows:

North: Existing single detached residential to northeast and environmental protection lands to northwest

East: Little Lake Seniors Community Complex

South: Commercial Development under construction

West: Storm Water Management Pond; Hydro Substation

Existing Policy

18. The subject property is designated Open Space within the City's Official Plan and is zoned Open Space by the City's Comprehensive Zoning By-law 2009-141.

Background Studies

19. In support of the application, the following reports were submitted:

- **Planning Justification Report** (Jones Consulting Group, April, 2016) - provides a review of the property characteristics and surrounding lands, description of the proposed development as well as the planning policy basis and opinion of the Jones Consulting Group Ltd, that the proposed Official Pan Amendment and Zoning By-law Amendment applications represent good planning and will contribute in a positive way to growth in the City of Barrie.

- **Stormwater Management Design Brief** (Jones Consulting Group, March, 2016) - concludes that the subject lands can be appropriately serviced with existing municipal infrastructure and that stormwater quality and quantity can be appropriately managed.
- **Traffic Brief** (JD Northcote Engineering Inc., April, 2016) - provides the analysis to conclude that the proposed development will have a negligible impact on existing traffic flow on J.C. Massie Way and Little Lake Drive.
- **Tree Inventory and Compensation Plan** (John D. Bell Associates Ltd., March 4, 2016) – provides a tree inventory and valuation of the trees to be removed from the site.

Public and Agency Comments

20. A Neighbourhood Meeting was held on May 31, 2016 to present the proposed development. Four (4) residents attended this meeting. The concerns raised at the Neighbourhood Meeting related to the following:
- **Stormwater Management** – The residents wanted to make sure that stormwater was managed and would not impact Little Lake. The Engineering consultant identified that existing drainage ditches are to remain without being altered. Catch basins in the upper and lower areas of the parking lot will drain into the existing stormwater systems on JC Massie Way. The consultant concluded that the parking lot will not impact the overall drainage scheme in the area.
  - **Justification of Parking Proposal** – The residents wanted to understand the need for additional parking for the medical complex. The planning consultant identified that the proposed parking would accommodate staff parking from the medical building, thereby freeing up parking spaces for clientele closer to the medical building. Block B, the central block in the medical complex, is temporarily being utilized for parking, however, development of that Block is proposed in the future. Accommodating the parking underground is costly and it was felt that the proposed parking lot would better serve the needs of the medical facility clients, making the parking closer to the buildings more accessible.
  - **Trees** – Residents were concerned with tree removal on the proposed site and compensation for dead trees within the existing medical facility site. Planning staff advised that the trees proposed for removal would be compensated either by replanting on site or a cash contribution for planting elsewhere. Any dead or dying vegetation on the existing site will need to be replaced by the applicant. The City holds securities for the landscape work. In order to release securities back to the applicant, the vegetation must be in good condition.
  - **Traffic** – Residents questioned whether the traffic study dealt with all new development anticipated in the area or only the existing medical complex. The traffic consultant advised that the study only dealt with the medical complex and concluded that there would be a negligible impact in the area.
  - **Emergency Access** – A resident inquired about the emergency access from the proposed parking lot to Cundles Road. Planning staff advised that in order to access City underground infrastructure, the parking lot may need to be evacuated. The access proposed onto Cundles Road would provide emergency access only, if required.
21. A public meeting was held on September 19, 2016. There were no public comments received.
22. Correspondence was received from the Nottawasaga Valley Conservation Authority (NVCA) dated September 8, 2016. The NVCA identified that although there is some vegetation on the

site, the feature is less than 1 hectare in size and is isolated on the landscape due to extensive development on all sides. Stormwater management would appear to be the key component in the protection of the nearby wetland and Little Lake. The NVCA deferred the approval of stormwater management to the City and concluded that the development of the site for a parking lot would not have negative impacts on environmental features provided appropriate stormwater management is implemented.

## **ANALYSIS**

### Policy Planning Framework

23. The following provides a review of the applicable provincial and municipal policies.

### Provincial Policy Statement (2014) (PPS) and Places to Grow (2012) (The Growth Plan)

24. Staff has reviewed the Provincial Policy Statement and the Provincial Growth Plan and is satisfied that the proposed application meets the intent of the policies found in both documents. The proposed application would provide parking for an existing commercial use that has a diverse mix of land uses, utilizes existing municipal infrastructure, is not affecting sensitive natural resources and allows for the continued protection of the wetland located to the northwest of the proposed development. The proposed land use change would make efficient use of an irregularly shaped, vacant parcel of land, and supports the continued use of an existing employment area.

### Official Plan

25. The subject lands are designated Open Space within the City's Official Plan. Lands designated Open Space are primarily used for conservation and active and passive recreational purposes. The subject lands previously provided a buffer to the Environmental Protection lands to the north. With the construction of JC Massie Way, the lands are now separated from the natural resource feature to the north. The lands are isolated, have been disturbed and include municipal infrastructure, below grade sewers and above grade Hydro poles and wires. Locating park programming on the subject property would not be appropriate as it is isolated from residential communities.
26. The General Commercial land use designation is intended to provide a range of retail and service commercial uses that are easily accessible to the traveling public and connected to points within the City and beyond through a variety of modes of transportation including public transit and active transportation infrastructure. Such uses may require large sites and may have significant on-site storage and parking needs. General Commercial areas are located in suitable locations primarily at the intersection of arterial and collector roads and are encouraged to establish in a nodal fashion.
27. The lands to the east are developed for the Little Lake Seniors Development which is a multi-purpose use intended primarily for seniors. The medical office provides services to the residents in all areas of their medical needs, as well as provides services to the greater population while focusing on the aging population. These lands are designated General Commercial. The subject lands will be developed to provide parking for the medical office building.
28. The designation of the land to General Commercial is appropriate and would conform with Official Plan goals and general policies and will assist with parking needs for the existing adjacent medical/seniors complex.
29. The redesignation of the land to General Commercial will include the approval of the Official Plan Amendment (OPA No. 057) by by-law. In addition, Schedule A – Land Use will be amended to

replace the Open Space designation with General Commercial. (Appendix "A"). Schedule H is also amended by removing the Level 3 natural heritage resource notation. (Appendix "B").

Little Lake Planning Area Secondary Plan

30. A portion of the subject lands are designated in the 1990 Little Lake Secondary Plan as Residential, Policy Area C. Policy Area C required that all residential lots shall have a minimum lot frontage of 22 metres in order to minimize negative impacts from higher density residential development on the Environmental Protection (EP) Area and Little Lake. As identified above, the EP area and Little Lake have been separated from the subject land by JC Massie Way. In addition, the NVCA has identified that the control of stormwater management is required in order to protect the natural resources which will be addressed during site plan review. Therefore Figure 2 – Concept Plan from the Secondary Plan will be amended to recognize the subject land as Commercial, where Secondary Plan policies contained in Section 5.3 will then apply. (Appendix "C").

Zoning Rationale

31. The subject lands are zoned Open Space (OS) by the City of Barrie Comprehensive Zoning By-law. The proposal is to rezone the subject land to General Commercial (C4-SP), with special provisions. An Open Space (OS) zone is intended for community features such as skating rinks, parks, picnic areas, playgrounds, playing field/court and naturalized buffer areas, nature trails, etc.
32. The subject lands previously would have formed a buffer to the wetland feature zoned Environmental Protection (EP); however as previously identified, JC Massie Way bisects the EP feature from the subject parcel resulting in a remnant piece of property that is not conducive for open space programming. The NVCA also identified that the wetland feature and Little Lake would not be impacted if stormwater was properly managed on site.
33. The subject parcel is vegetated. The applicant submitted a tree inventory and compensation plan that has been accepted by the Parks Planning staff. To facilitate the construction of the lands for a parking lot, a Zoning By-law Amendment is required to zone the lands General Commercial with Special Provisions (C4-SP). The parking lot will partially make up the parking requirements for the Medical Office building. The parking lot is not a stand-alone feature that is being constructed for profit as a commercial business, but would be directly related to the development to the east and will only be available to patrons or staff of this development. Given that servicing infrastructure is contained within the parcel, staff are recommending that the site specific by-law restrict all permitted uses except for parking.
34. The Special Provisions being sought by the applicant are a reduction/removal of the required 9m landscape buffer strip along the MTO right of way and the subject lands shall to be treated as one parcel with the adjoining lands municipally known as 13 Little Lake Drive for zoning purposes.
35. When the parcel is constructed as a parking lot, it is proposed to facilitate a total of 135 spaces, 111 required and 24 additional parking spaces for the medical building. As it relates to the reduction in the 9m landscape buffer strip, the applicant is proposing additional parking on the subject lands that is not required to satisfy minimum zoning by-law requirements. Attached in Appendix "D" is the concept site plan for the parking lot. The MTO requires a 14m setback from their right of way where no required elements of the development are to be placed; this would include required parking as per zoning by-law. The proposed parking lot is adjacent to the southbound Highway 400 off ramp. The applicant had sought the opportunity to assist in screening the parking lot by way of existing vegetation within the MTO right of way; however, this vegetation has since been removed as a result of regrading required to facilitate the new



Cundles/Duckworth road pattern and the Highway 400 on and off ramps. The MTO has raised concerns with planting within the right of way due to sight lines.

36. In the opinion of the applicant's planning consultant, the 9m landscape area would serve no purpose in terms of screening or separation as it is not adjacent to the travelled lanes of Highway 400, there is a significant grade separation to the travelled lanes, a grassed drainage area separates the parking lot from the off ramp and that the parking lot would be screened by the proposed retaining wall.
37. There is a grade difference between the subject lands and Highway 400, where the off ramp declines from the high point of the highway down to Cundles Road. The proposed parking lot and retaining wall will be visible from the off ramp. Staff identify that there is an opportunity to improve the aesthetics of this principle entrance into the City of Barrie with some vegetation planting within the required 9m setback. Staff are proposing that the 9m setback could be reduced but not for the entire length and are suggesting 2 locations where vegetation planting should be installed in order to enhance the visual aspect of this gateway entrance into the City from the highway. Staff are recommending that a schedule be included in the site specific zoning by-law that would identify those locations where landscape treatment is required. This would remove 6 of the additional proposed parking spaces not required by the Zoning By-law. (Appendix "D").
38. In order that the adjacent Little Lake medical building utilizes the proposed parking spaces as required to satisfy by-law requirements, it is recommended that the subject lands be included with the adjacent lands for zoning purposes and therefore treated as one large lot for the purposes of satisfying zoning standards.
39. In addition, staff are recommending that no principle structures be permitted on the subject land due to underground and overhead servicing infrastructure and therefore shall only be utilized for parking needs for the adjacent medical building.

#### Renaming of a Portion of Duckworth Street

40. At the public meeting on September 19, 2016, Councillor Shipley advised that residents in the area were finding the road pattern confusing. JC Massie Way begins at Cundles Road and terminates at the intersection of Duckworth Street (remnant portion northward) and Lakeside Terrace (private road eastward to service the Little Lake Seniors complex). It is intended that access to the proposed parking lot will become one access. City Traffic staff have identified that pairing the access points will result in a more safe situation. However, in doing so, a stop sign is not recommended at this junction of JC Massie Way and Duckworth Street. Given this, it is recommended that the remaining portion of Duckworth Street be renamed JC Massie Way, such that JC Massie Way will continue north to Little Lake. (Appendix "E").
41. On November 24, 2014, Council Motion 14-G-261, RENAMING, RENUMBERING AND CLOSURE OF A PORTION OF DUCKWORTH STREET (WARD 3) proposed the renaming of the subject portion of Duckworth Street to Brereton Street and that property owners were to be advised of the new numbering of their properties. This information was advertised in the local newspaper, however, a by-law renaming this portion of roadway was never passed and new addressing has not been undertaken. Several surveys were required and R-Plans registered as part of this renaming as portions of Duckworth Street, Cundles Road East and Highway 400 had to be officially closed and redesigned.
42. The name Brereton had previously been recommended to recognize the contribution that the local dentist, Dr. E.L. Brereton made towards starting the Brereton Field Naturalist Club, which has contributed work within the Little Lake area.

43. The properties affected by a street name change are 480-500, 507, 510, 528 and 532 Duckworth Street. The City of Barrie currently owns 480-500 (the subject lands) and 510 and 532 Duckworth Street. Therefore the only private properties affected are 507 and 528 Duckworth Street.
44. Given that JC Massie Way does not intersect as a T-intersection with the remnant parcel of Duckworth Street it makes better design and traffic sense to continue the name "JC Massie Way" to where the road terminates at Little Lake. Once Council approves this renaming the legislative process begins. This will need to be advertised in the local newspaper and the affected property owners notified. Councillor Shipley has been advised and is in agreement with this renaming, in efforts to reduce confusion in the area.

#### **ENVIRONMENTAL MATTERS**

45. The following environmental matter has been considered in the development of the recommendation:
46. The woodlot on site is regulated pursuant to Public Tree By-law No. 2014-116. The applicant has evaluated the woodlot species and estimated the value at approximately \$75,000. At the site plan stage, a condition of site plan approval will include the financial compensation of \$75,000 per the Public Tree By-law, or equivalent plantings (exclusive of the required site plan landscaping), or a combination thereof.



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**ALTERNATIVES**

47. The following alternatives are available for consideration by General Committee:

**Alternative #1**

General Committee could maintain the existing Open Space designation and zoning of the subject lands.

This alternative is not recommended as Council has declared the land surplus to City needs. There are no significant natural features on site and due to the construction and location of JC Massie Way, the site has been separated from the significant wetland to the north. There are no park programming plans for the land. Through the sale of the land, the City will receive fair market value and will allow development of Block B (middle portion of the Little Lake Seniors property), unencumbered by parking requirements for the medical building.

**Alternative #2**

General Committee could alter the proposed recommendation by maintaining the required 9m landscape buffer area adjacent to the Highway 400 right of way.

Although this alternative is available, the 2 proposed landscape areas are recommended in locations that would assist in providing a vegetated screening and enhancing the parking lot from the public view. While a full 9m landscape buffer area would provide additional screening, the applicant has designed the parking lot to maximize parking by utilizing the MTO 14m setback area for additional parking spaces not required by by-law. The proposal by staff would only remove 6 of the additional parking spaces.

**Alternative #3**

General Committee could not agree with the renaming of the remaining portion of Duckworth Street north to JC Massie Way, but maintain the new street name of Brereton for that portion.

This alternative is not recommended as the proposed road configuration in the area would not lend itself to 3 separate road names, adding confusion to residents and visitors to the area.

**FINANCIAL**

48. The MPAC has identified that recent land values for vacant commercial parcels are estimated at \$650,000 per acre. The subject lands are approximately 2 acres (0.83ha) in size. When the lands are redesignated and rezoned for commercial purposes, their value is estimated at approximately \$1.3M. The 2016 municipal taxes for vacant commercial land would generate approximately \$14,997.94.

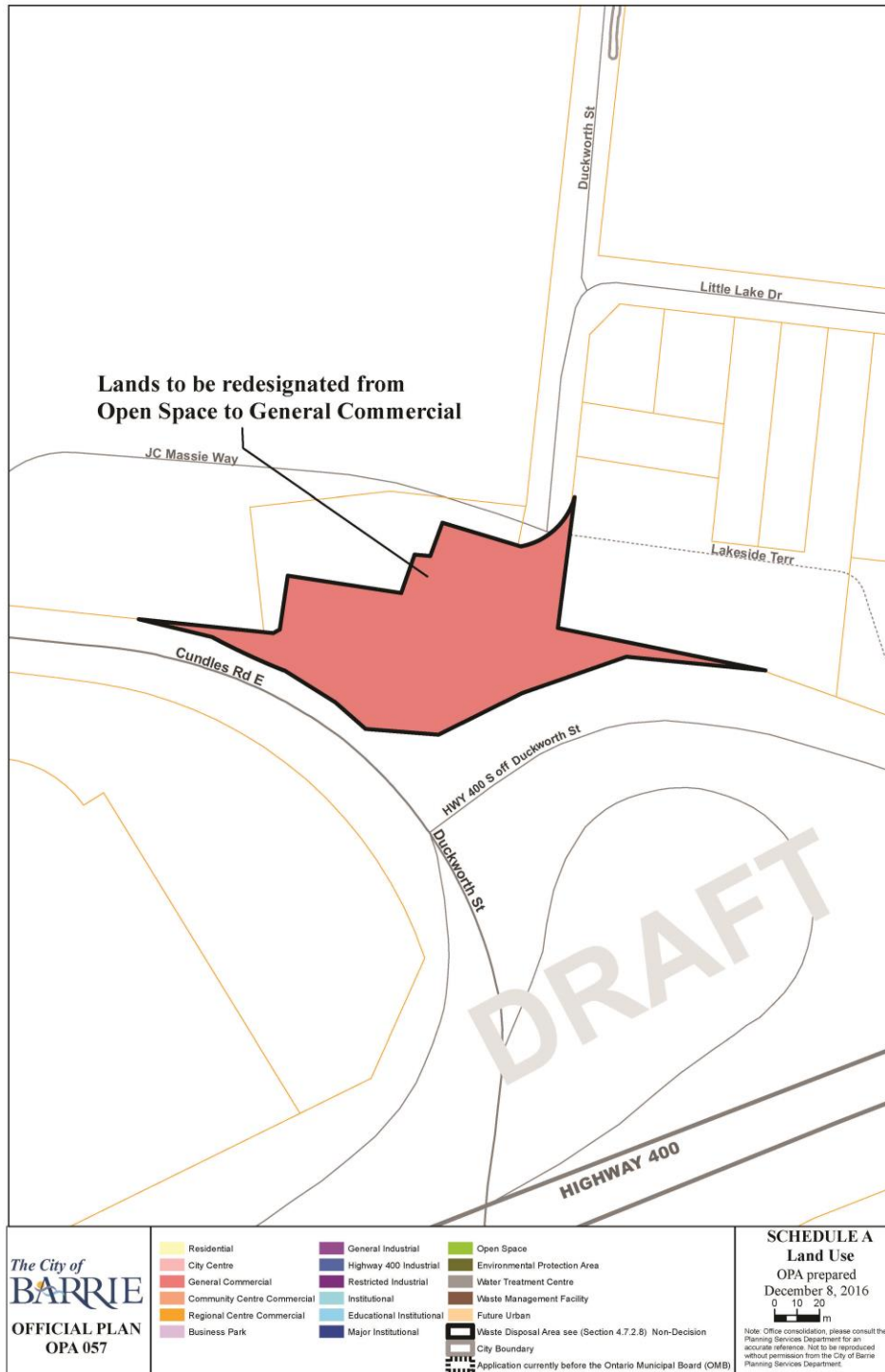
49. Because the subject land will remain vacant as a parking lot, without the construction of a primary structure, there are no development charges, education levies, park levies or building permit fees that would be generated.

**LINKAGE TO 2014-2018 STRATEGIC PLAN**

50. The recommendations included in this Staff Report support the following goals identified in the 2014-2018 Strategic Plan:
- Vibrant Business Environment
  - Inclusive Community
  - Well Planned Transportation
51. Through the use of the subject land for the adjacent development eliminates the need and added cost to facilitate parking within the middle portion, Block B, of the Little Lake Seniors development and utilizes a remnant parcel of land. The development of Block B is planned for a senior's development which will add more affordable residential units to Barrie.
52. The reconfiguration and renaming of Duckworth Street north to JC Massie Way improves the road network and safety within the area.

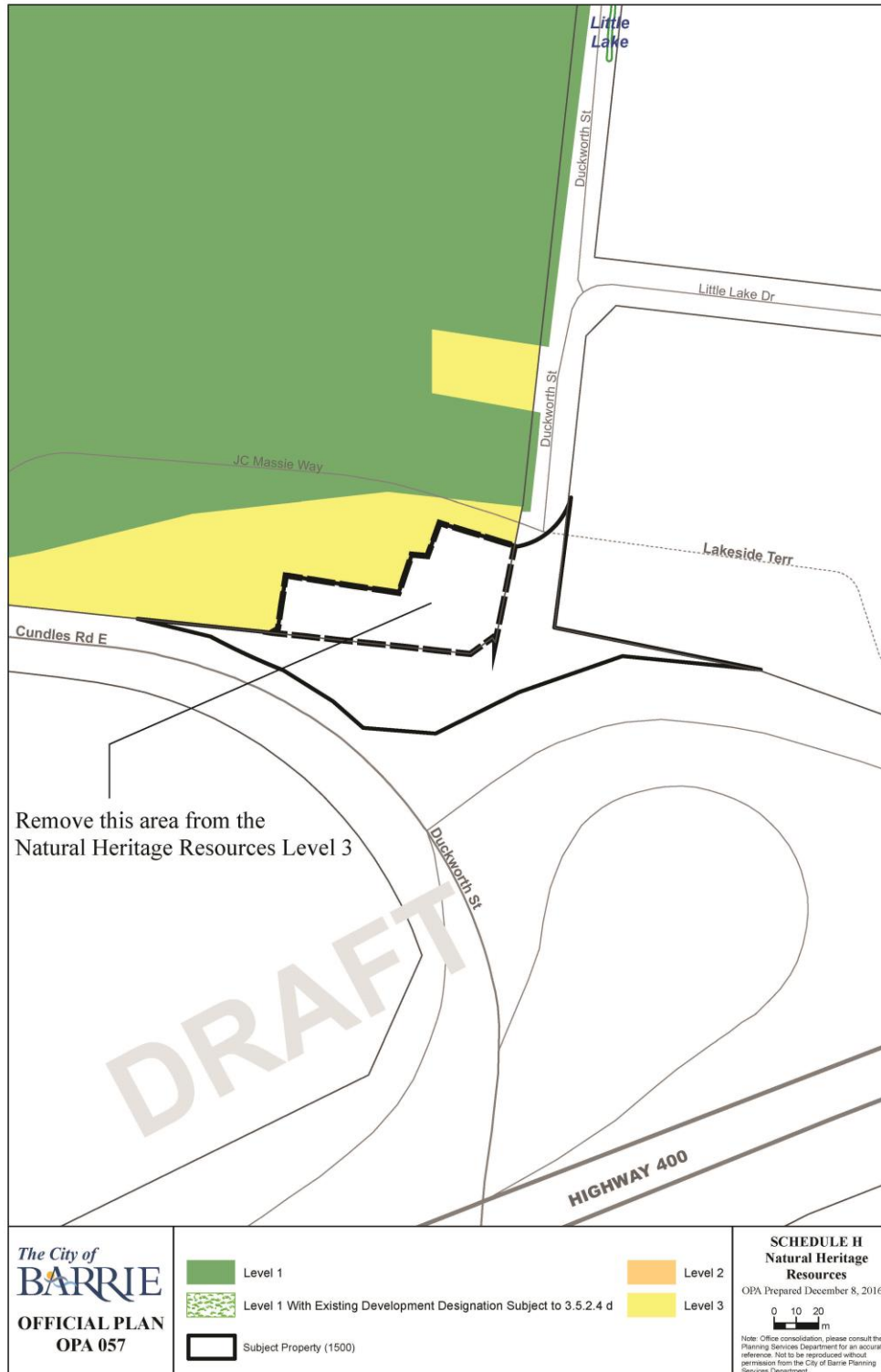
APPENDIX "A"

Schedule A – Land Use



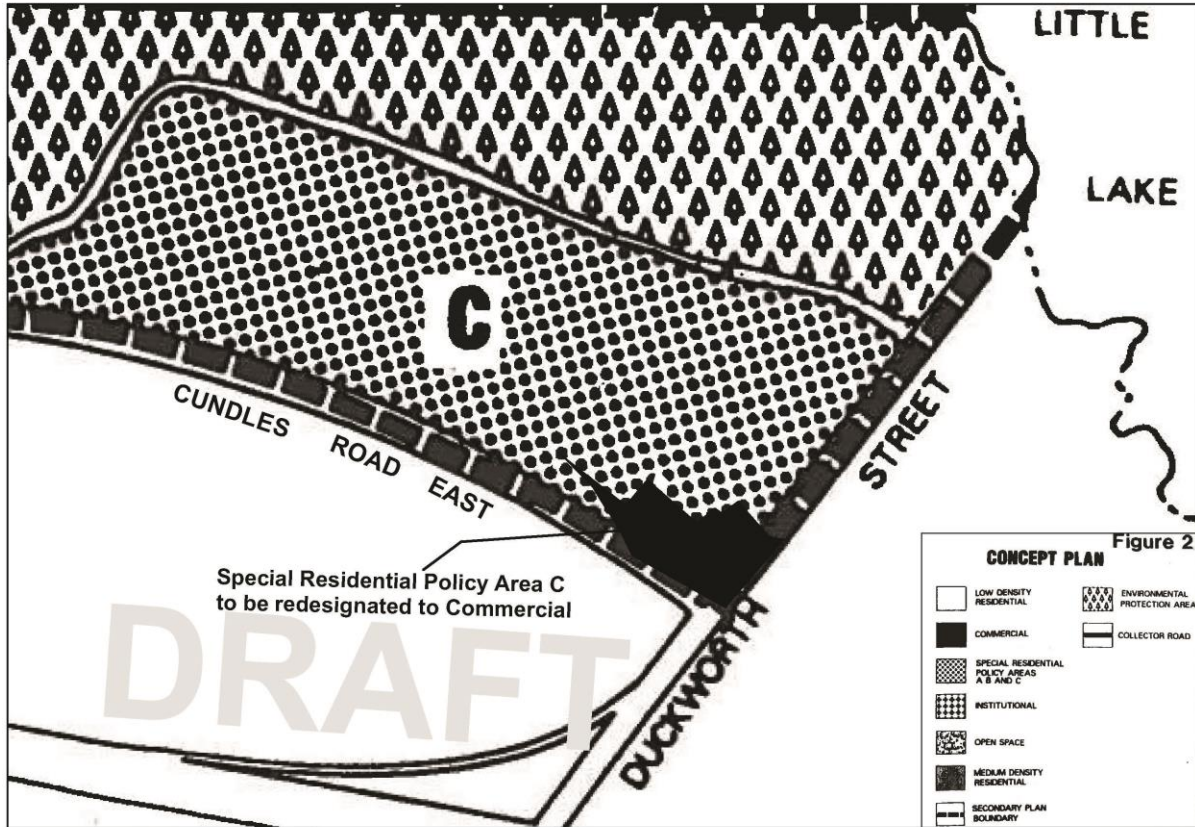
APPENDIX "B"

Schedule H – Natural Heritage Resources



APPENDIX "C"

Little Lake Secondary Plan, Figure 2 – Concept Plan



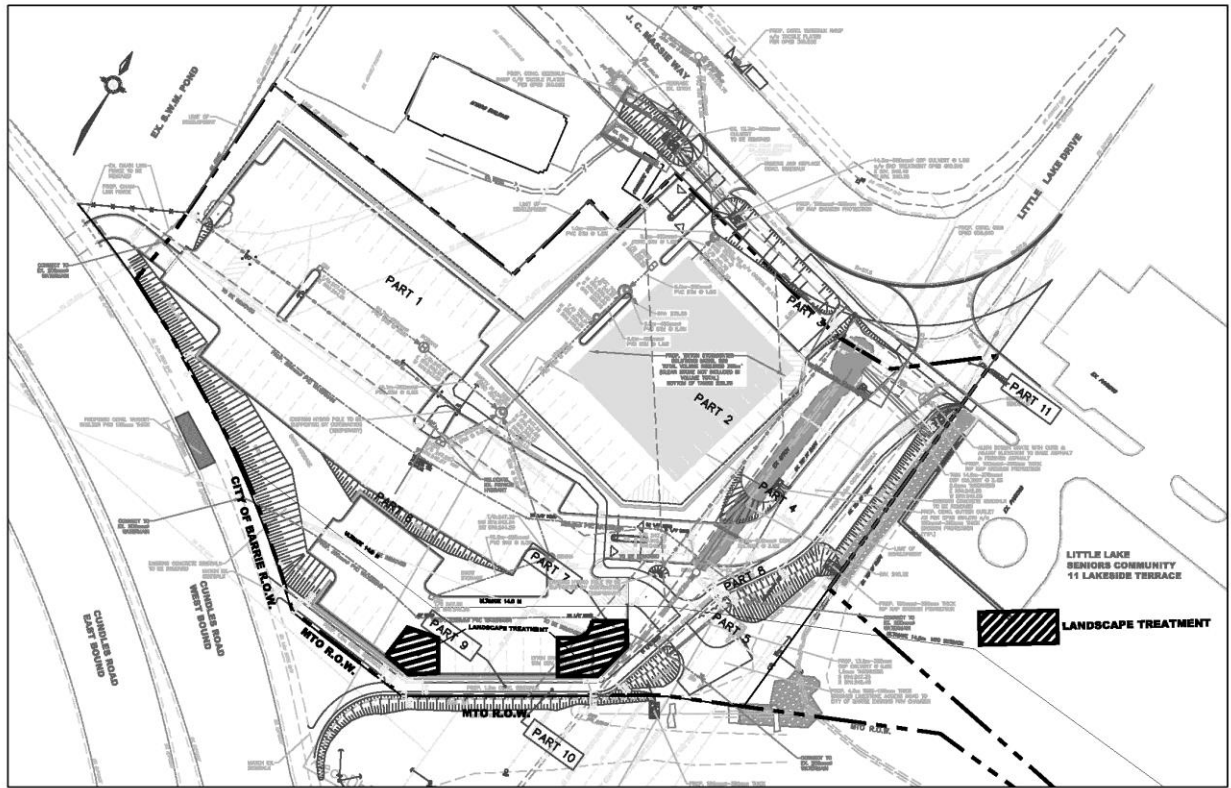
D14-1606 D09-OPA 057  
Parking lot lands (480-500 Duckworth St)

December 8, 2016



APPENDIX "D"

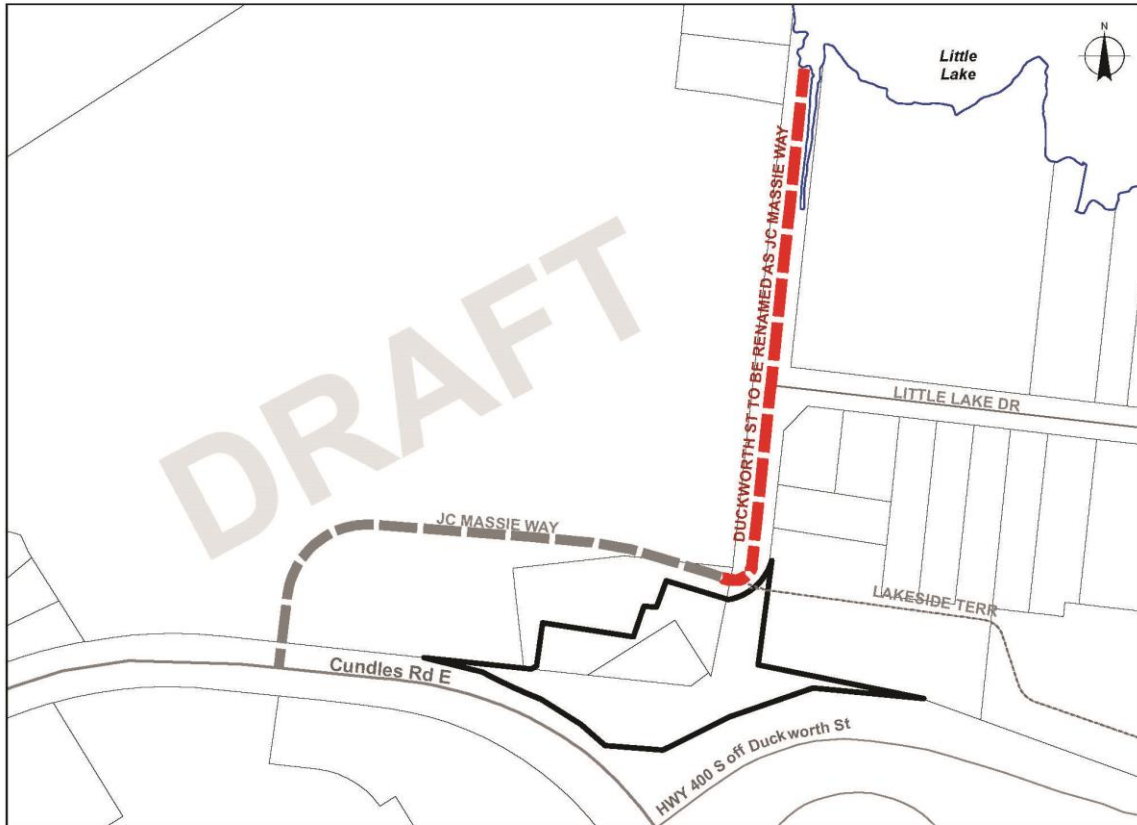
Schedule to Site Specific Zoning By-law – Landscape Treatment Areas





APPENDIX "E"

Extension of JC Massie Way



D14-1606 D09-OPA 057  
Parking lot lands (480- 500 Duckworth St)

December 8, 2016