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**TO:** GENERAL COMMITTEE

**SUBJECT:** APPLICATION FOR AN OFFICIAL PLAN AMENDMENT AND ZONING BY-LAW AMENDMENT - 430 AND 434 FERNDAL DRIVE NORTH BY THE CORPORATION OF THE CITY OF BARRIE

**PREPARED BY AND KEY CONTACT:** R. COTTON, MCIP, RPP, POLICY PLANNER  
EXT. #5135

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

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

**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 Corporation of the City of Barrie to redesignate the lands known municipally as 430 and 434 Ferndale Drive North be approved so that the lands are redesignated from Environmental Protection Area to Environmental Protection Area - Defined Policy Area Y (D09-OPA020) on Schedule C of the City's Official Plan.
2. That the text of the Official Plan be amended by the addition of new Section 4.8.16 Defined Policy Area Y to permit a disc golf course as an additional use in the Environmental Protection Area designation as it pertains to the subject lands known municipally as 430 and 434 Ferndale Drive North.
3. That the associated Zoning By-law Amendment Application to rezone the subject lands from Environmental Protection EP Zone to Environmental Protection – Special EP (SP) also be approved (D14-1535).
4. The Special Provisions (SP) for the subject lands would restrict the uses to the following:
  - Ecological management measures
  - Environmental monitoring
  - Environmental conservation
  - Lookout points
  - Naturalized buffer
  - Natural restoration
  - Nature trails
  - Disc golf course
5. That pursuant to Sections 34 (17) of the Planning Act, no further written notice be required.

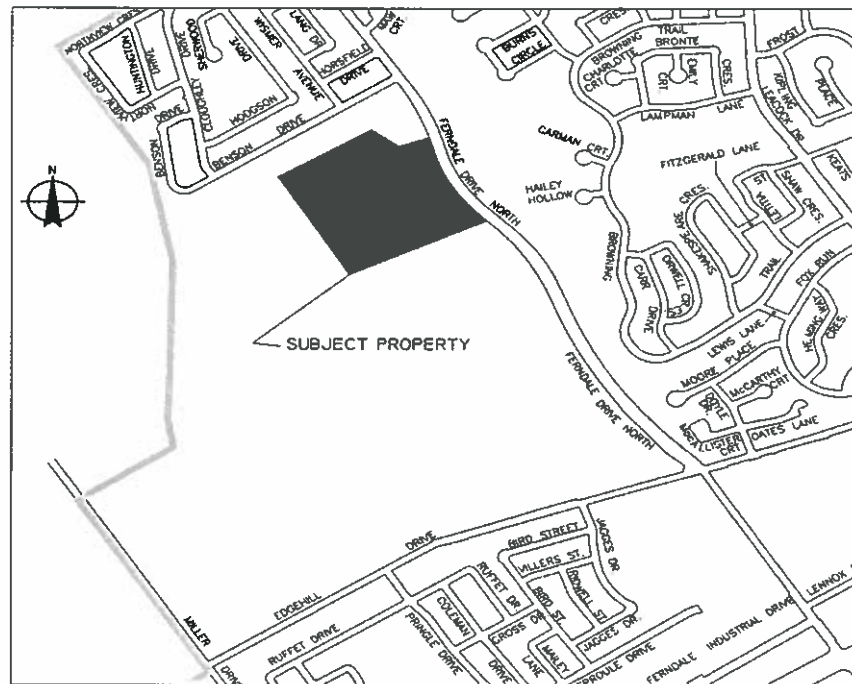
## PURPOSE & BACKGROUND

### Report Overview and Purpose

6. The purpose of this staff report is to provide recommendations to Council on an Official Plan Amendment Application and associated Zoning By-law Amendment Application to permit a disc golf course to be established on a portion of the City owned Sandy Hollow Landfill Buffer area.

### Location

7. The subject property is located in Ward 5 on the west side of Ferndale Drive North, south of Benson Drive within the Sandy Hollow Planning Area and is known municipally as 430 and 434 Ferndale Drive North. The portion of the subject land which is affected by these applications is approximately 15.24 ha in size.



D09-20 D14-1535  
18 HOLE DISC GOLF COURSE  
MARCH 2012

### Surrounding Land Uses

8. Existing land uses surrounding the subject property consist of the following:

North: Single detached dwellings on Benson Drive – Zoned R2

South: Sandy Hollow Landfill Site - Zoned EP, MSU and MSU SP-256

East: Open Space – across Ferndale Drive North - Zoned EP

West: Sandy Hollow Landfill Site – Zoned EP and MSU SP-370

Background and Development Proposal

9. On March 21, 2012, the City received an application to amend the Official Plan and Zoning By-law to permit a disc golf course on City owned lands at the Sandy Hollow Landfill.
10. The initial application by City Parks Planning and Development staff proposed an Open Space designation and zoning and the public notice was circulated on that basis. They chose this designation and zoning as Open Space to reflect the recreational character of the proposed use. However, as a result of a presentation by City's Parks Planning and Development staff to the Environmental Advisory Committee, staff determined that it would be more appropriate to amend the applications to have the entire area remain Environmental Protection with the disc golf as an additional permitted use. A revised application was then submitted. The Legal Services Department has been consulted and has advised that since the revised applications can be considered more restrictive, that no further public notice should be required.
11. These applications are consistent with Council Resolution 11-G-330 dated November 28, 2011 indicating that the north-eastern portion of the City owned Sandy Hollow Landfill site be approved as the preferred location for a disc golf course subject to specified conditions which included the rezoning of the lands to permit the use (Appendix "A").
12. The proposed Draft Layout of the disc golf course is shown on Appendix "B".
13. The eighteen hole disc golf course is proposed to be located in the buffer area of the Sandy Hollow Landfill. Access to the site is from the existing roadway for the water tower. Parking would be provided with eighteen spaces constructed to the west of the water tower consistent with the parking requirements for a golf course in the Zoning By-law. The site would be serviced by portable toilets which is the standard used in other park areas.
14. The site is in part a meadow environment and in part a wooded environment. About half of the holes are proposed in the meadow area and the remainder in the wooded area along existing trails and open areas. In the meadow area there has been use of part of the area by the Fire and Emergency Service for training. There are also a number of walking trails throughout the wooded area. The intent of the design of the disc golf course is to minimize disruption to the natural features and minimize any tree cutting.
15. The design of the disc golf course has been prepared with sensitivity to the natural features and functions of the site. As compared to regular golf courses where there are wide fairways and tee areas and the use of carts and cart paths, the disc golf course will have narrow fairways, small tee areas and the users will walk which is expected to result in minimal disruption to the site. The lands are also located outside the Regulated area of the Lake Simcoe Region Conservation Authority.
16. An Environmental Impact Study was undertaken in 2004 related to the entire Sandy Hollow Landfill site and updated in 2012 for the subject lands respecting the requirements of the new Endangered Species Act. The proposed development is considered to have minimal impact on the environmental characteristics on the subject lands.
17. A site inspection has also been conducted by the staff of the Lake Simcoe Region Conservation Authority who had indicated no concern with respect to the proposal. The Authority staff subsequently provided a letter discussed later in this Report indicating no objections to the proposal subject to conditions specified.

Existing City Policies

18. The subject property is designated as Environmental Protection Area by the Official Plan. Section 4.7.2.2 (a) indicates that "Environmental Protection Areas are intended primarily for preservation and conservation in their natural state. Such uses as passive outdoor recreation, forestry and wildlife management may be permitted where appropriate." The request has been made that a disc golf course be permitted as an additional land use in the Environmental Protection Area designation and in the Environmental Protection EP Zone as it pertains to the subject property.
19. The Environmental Protection Area policies, Section 4.7.2.3 (d) requires "an amendment to the Environmental Protection Area designation shall only be considered where the results of an environmental study clearly demonstrates that there will be no negative impacts on the natural features or ecological functions...".
20. The initial 2004 Environmental Impact Study (EIS) by North-South Environmental Inc. indicated no significant features or functions related to the subject area. An update to the EIS was submitted in July 2012 which examined the natural heritage features related to bird habitat. This was necessary to reflect recent changes to the Endangered Species Act which added a number of new bird species to the list of either endangered or threatened species. The updated EIS has indicated there are no endangered species that would be affected by the proposal.

Public Meeting

21. A public meeting was held on April 23, 2012 in accordance with the Planning Act related to the applications for Official Plan Amendment and Zoning By-law Amendment. A presentation was made by Walter Fischer, Supervisor of Parks Planning and Development for the City of Barrie.
22. Prior to the public meeting, two written submissions were received with questions and concerns on the applications. These submissions related to the cost for the setup of the facility, ongoing maintenance costs, use of portable toilets, noise from the disc hitting the hole (steel post), whether there would be adequate parking, additional traffic on Ferndale Drive North, overall noise and possible lighting.
23. Comments made at the public meeting concerned additional garbage, potential vandalism to the disc golf facilities, noise and the site becoming more accessible. There were also questions related to the placing of no trespassing signage, limiting hours of operation and security of the municipal water storage facility.
24. The various comments/concerns identified above will be discussed later in this report.

Agency Circulation

25. Staff have had several meetings and a site inspection with the Lake Simcoe Region Conservation Authority (LSRCA) staff. In a subsequent letter dated April 18, 2012, LSRCA staff indicated that a tree planting plan should be undertaken for any tree removal within the EP area and that the permitted uses in the EP Special Zone be limited to ecological management measures, environmental monitoring, environmental conservation, lookout points, naturalized buffer, natural restoration, nature trails and disc golf.
26. Parks Planning and Development staff also made a presentation to the Environmental Advisory Committee (EAC) on April 4, 2012 to receive input on the proposal. The EAC recommended that the proposal be considered as an additional use in the Environmental Protection designation rather than as originally proposed as Open Space. The EAC also recommended the undertaking of the update to the EIS to deal with the requirements of the Endangered Species Act. The EAC

indicated the use of the Special Policy Exception of Environmental Protection would be more consistent with the overall existing use of the lands rather than another type of designation such as Open Space. The application was subsequently amended to reflect the proposed new designation as Environmental Protection Policy Area and the EIS update has now been completed.

## **ANALYSIS**

### **Provincial Policy Planning Framework**

27. The Ontario Provincial Policy Statement (PPS) and the Ontario Places to Grow – Growth Plan for the Greater Golden Horseshoe Consolidation (2012)(PTG) have been reviewed in the context of these applications. The PPS and PTG emphasizes ensuring that natural features are protected. The Environmental Impact Study (EIS) submitted has not identified any provincial significant natural heritage features that will be negatively affected.
28. Staff are satisfied that the applications conform to the requirements of the Ontario Provincial Policy Statement (PPS) and the Ontario Places to Grow – Growth Plan for the Greater Golden Horseshoe Consolidation (2012) (PTG).

### **Official Plan Conformity**

29. The subject lands are designated on Schedule A, Land Use of the Official Plan as Environmental Protection Area. An Amendment to the Official Plan is required to allow a disc golf course use as an additional land use in this designation.
30. Schedule H, Natural Heritage Resources, of the Official Plan indicates that the parcel has natural heritage features. The natural heritage features on site are reviewed in the comments respecting the Environmental Impact Study submitted with the applications.
31. Section 3.5, Natural Heritage, Natural Hazards and Resources, discusses the importance of identifying, protecting and enhancing natural heritage features and areas and their connecting linkages. An Environmental Impact Statement was prepared in response to this Section.
32. Based on the comments of the Lake Simcoe Region Conservation Authority, the existing 2004 EIS and the 2012 update to the EIS, the proposed use would not negatively affect the natural heritage features on the site. Staff are satisfied that the disc golf course, which is proposed to be developed with sensitivity to the natural features and environmental character of the site with minimal site disturbance and tree restoration satisfies the general intent of the Environmental Protection Area and conclude that the applications conform to the requirements of the Official Plan.

### **Zoning Rationale for Special Provision**

33. The subject property is zoned Environmental Protection EP by Zoning By-law 2009-141. The application proposes to allow a disc golf course as an additional use on the lands. The intent is to utilize existing trails wherever possible and have a tree planting plan to replace trees that may be affected. As such, it is anticipated there will be minimal site disruption or disturbance to the existing environmental features.
34. Related to compatibility to the residential uses to the north, the area to be redesignated and rezoned for the disc golf course is setback a minimum of 50 metres south of the property boundary of the dwellings on Benson Drive. The closest tee location in the proposed golf course design (Appendix "B") would be 90 metres from the south property line of the Benson Drive residences. In this separation distance with the residences there is an existing chain link fence,



an existing berm, considerable existing trees and a public walking trail which provide a physical and visual buffer area.

35. The design of the disc golf course has been prepared with sensitivity to the natural features and functions of the site. As compared to regular golf courses where there are wide fairways and tee areas and the use of carts and cart paths, the disc golf course will have narrow fairways, small tee areas and the users will walk which is expected to result in minimal disruption to the site. As such, the Zoning change is considered by staff to be an appropriate land use that is compatible with the existing natural features on site and is considered as a compatible land use to the dwellings to the north on Benson Drive. Furthermore, the City will maintain ownership of the site with a Land Use Agreement executed between the City and the Disco Golf association and will maintain the site.

Public Meeting Comments

36. With respect to the written and verbal comments identified by the public and outlined in paragraph 22 and 23, Planning staff provide the following response:
37. Traffic: Ferndale Drive North is designated as an arterial road in the Official Plan Schedule D - Roads Plan. Arterial roads are designed to carry large volumes of traffic. Entrance to the site will be from an existing service driveway for the water storage facility. City Transportation Planning staff have indicated no concerns with the additional traffic from the disc golf course use.
38. Parking: An on-site parking area is provided for 18 spaces which is the requirements of the Zoning By-law for an 18 hole golf course. The intent is that the use of the site will be monitored over its operation and if additional parking is necessary, there is room on site to provide additional spaces.
39. Lighting, noise and privacy: There is no lighting proposed for the disc golf course. There is a substantial separation distance between the golf course and the rear yards of Benson Drive. There is a chain link fence, existing earthen berm, trees and a walking trail providing additional buffering between the proposed disc golf course and the dwellings on Benson Drive. It is not anticipated that signage identifying private property will be required along the rear yards of Benson Drive homes due to the existing chain link fence. In conclusion, it is not anticipated there would be any negative impact from lighting, noise or negative impact on privacy to the residents on Benson Drive.
40. Maintenance and other concerns: The disc golf course will be maintained by City staff including grass cutting and garbage cleanup. There will also be any necessary security provisions taken respecting the water storage facility. It is not anticipated that signage identifying private property will be required along the rear yards of Benson Drive homes due to the existing chain link fence.

Summary

41. Staff have reviewed the comments received and considered the proposed Official Plan Amendment and Zoning By-law Amendment Applications having regard to conformity with the relevant Provincial Policies, and the City's Official Plan and are of the opinion that the proposed development complies with the policy planning framework. Staff are also satisfied that the proposed development is compatible with the existing residential area to the north with the proposed separation distances and existing fencing and buffering. The disc golf course is also considered compatible with the environmental characteristics in the Sandy Hollow Landfill buffer area.

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**ENVIRONMENTAL MATTERS**

42. An Environmental Impact Study was undertaken in 2004 and updated in 2012 for the subject lands. As described in paragraph 14, 15, and 16 of this report, the proposed development is considered to have minimal impact on the environmental characteristics on the subject lands.

**ALTERNATIVES**

43. There is one alternative available for consideration by General Committee:

**Alternative #1**

General Committee could deny the applications and maintain the existing Environmental Protection Area designation and Environmental Protection EP Zone on the subject property.

On November 16, 2011, a report was made to the Community Services Committee related to the location of alternative sites for the disc golf course. Twelve different sites were considered on City lands. As a result of this detailed analysis, it was determined that the proposed location was the most appropriate location. This report was adopted by Council Resolution 11-G-330.

This alternative would result in the disc golf course not developing on the subject lands which had been identified as the preferred location for a disc golf course pursuant to Council Resolution 11-G-330 dated November 28, 2011.

**FINANCIAL**

44. As identified in a Staff Report to the Community Services Committee dated November 16, 2011 and as adopted by Council Motion 11-G-330, the total capital costs of the disc golf course is estimated at \$15K which is to be funded from a grant from the Ontario Trillium Fund. In addition, the related annual operating costs are estimated to be approximately \$6,000 per year.

**LINKAGE TO COUNCIL STRATEGIC PRIORITIES**

45. The recommendations included in this Staff Report are anticipated as having no impact on the 2010-2014 City Council Strategic Plan.

Attachments: Appendix "A" – Council Resolution 11-G-330 dated November 28, 2011

Appendix "B" - Sandy Hollow Disc Golf Course – Draft Layout

**APPENDIX "A"**

**Council Motion 11-G-330 Approved by Council November 28, 2011**

**11-G-330      DISC GOLF COURSE LOCATION**

That the north-eastern portion of the Sandy Hollow Landfill Buffer area, detailed in Appendix "E" Figure 1 of the Report to Community Services Committee dated November 16, 2011, be approved as the preferred location for a 9 or 18-hole disc golf course subject to:

- a) The rezoning of these required lands from Environmental Protection (EP) to Open Space (OS);
- b) The final recommendations of the 2011 Sustainable Waste Management Strategy;
- c) The Barrie Disc Golf Club entering into a land use agreement with the City of Barrie for the use of municipal lands for a 9-hole or 18 hole disc golf course;
- d) The Barrie Disc Golf Club providing a disc golf course concept plan to be reviewed and approved by the City of Barrie, prior to implementation;
- e) The initial capital start-up costs for the disc golf course, as identified in this Report to the Community Services Committee dated November 16, 2011, being borne by the Barrie Disc Golf Club without cost to the City of Barrie; and,
- f) That funding be allocated in the 2012 Operating Budget, pending approval of a Program Change, for the increased level of maintenance service required to open the disc golf facility.



APPENDIX "B"

Sandy Hollow Disc Golf Course – Draft Layout

