
TO: GENERAL COMMITTEE

SUBJECT: RATIONALIZATION OF DOWNTOWN PARKING LOTS

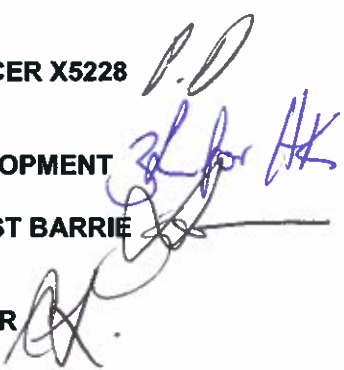
WARD: 2

PREPARED BY AND KEY CONTACT: P.DYCK, BUSINESS DEVELOPMENT OFFICER X5228

SUBMITTED BY: H.KIROLOS, DIRECTOR BUSINESS DEVELOPMENT

GENERAL MANAGER APPROVAL: ZVI LIFSHIZ, EXECUTIVE DIRECTOR INVEST BARRIE

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



RECOMMENDED MOTION

1. That the strategy for the rationalization of the downtown City owned properties, attached as Appendix "A", to staff report BDD002-15 be adopted.
2. That staff be directed to proceed with steps 1 – 3, identified in the strategy for the rationalization of the downtown City-owned properties, attached as Appendix "A" to Staff Report BDD002-15, and report back to General Committee with respect to any actions requiring approval by Council.
3. That a maximum amount of \$110,000 be funded from the industrial land reserve, for Phase 1 environmental assessment and marketing purposes, and any proceeds from the sale of such properties be returned to the reserve.

PURPOSE & BACKGROUND

Report Overview

4. The purpose of this staff report is to outline the strategic direction, and associated implementation framework, for the potential sale or retention of a select number of downtown City owned properties.

Background

5. In June of 2013, Council directed staff to request proposals for strategic advice relating to the sale and development of City owned properties in the City-Centre.
6. Subsequent requests were received resulting in the City hiring Deloitte Real Estate Services to conduct an analysis and formulate strategic advice for the properties.
7. A report from Deloitte was received in May of 2014, which provided an analysis and recommendations concerning the sale or retention of the sites along with a timeline outlining the

sale and potential development of the lands. The report assumed the properties were free of all encumbrances and concerns, and the highest and best use was the primary consideration. Consequently environmental matters or other strategic objectives were not part of the review and recommendations.

8. As a result, on June 25th, 2014, City Council adopted motion 14-G-168 regarding the 'Potential Disposition of Properties Matter – Various City Owned Properties within the City Centre' as follows:
 1. That the report prepared by Deloitte Real Estate, entitled City of Barrie Strategic Opportunity Assessment of City-owned Parking Lots in the Downtown, dated May 21, 2014, be received.
 2. That the report prepared by Deloitte Real Estate, titled City of Barrie Strategic Opportunity Assessment of City-owned Parking Lots in the Downtown, dated May 21 2014 be referred back to staff for the development of a detailed implementation and phasing plan for the timing and method of disposition for the City-owned, City Centre properties and report back to General Committee.
9. The purpose of this report is to determine the importance of each site within the context of the City's various downtown strategies and policies. To do this, staff have analysed various criteria and data which was taken from the numerous reports and studies related to Barrie's City-Centre.
10. The next step was to determine the appropriate course of action for each location in the context of the various reports, policies and objectives.
11. One property has been excluded from this analysis: Allandale Station. This location is a significant City asset that requires detailed review and consideration that is beyond the scope of this report. The Allandale Station will be addressed in separate staff reports.

ANALYSIS

12. The City of Barrie has been planning for growth in the annexed lands and through intensification within the current built-up areas. Some of this growth is to be accommodated in the City's downtown area – the Urban Growth Centre (UGC). There are a number of strategic factors concerning the UGC which are shown later in the analysis. It is not the purpose of this report to review all the City's policies, but rather to outline the policies that impact the strategic importance of the properties in question, and to provide direction for their disposal (if any).
13. The properties that make up the analysis are shown below in the table and the accompanying map. The Lot Number in the table corresponds to the numbers shown on the map.

Lot No.	Lot Address	Current Use
1	55-67 McDonald/61 Owen	Parking lot
2	60 Worsley St.	Parking lot
3	50 Worsley St.	Parking Lot
4	10-14 Collier/32 Clapperton	Parking lot
5	23 Collier	Parkette/Pkng lot
6	15 Bayfield	Parking lot
7	9 Simcoe St	Parking lot
8	2-4 Simcoe St.	Parking lot
9	76-78 Maple	Parking lot
10	58 Maple Ave.	Parking lot
11	52 Maple Ave.	Parking lot
12	24 Maple Ave.	Transit Stn
13	26 Mary St.	Parking lot
14	19 Bradford St.	Parking lot
	Allandale Station	Not shown (excluded)



14. Following the review of numerous reports and studies related to Barrie's City-Centre (details of the analysis are available in Appendix "B"), strategic objectives were identified that guided the development of a disposition framework for City owned lands in the downtown. The selected strategic objectives align with the City's vision, as well as its growth, economic development and social needs. The following is a summary of the strategic objectives used to provide a recommended action for each site. These are further elaborated in the paragraphs below. Detailed reviews of each site are available in Appendix "C". The key strategic objectives are:
- **Growth and Vibrancy:** Increase the density of residential development and thriving businesses in the City Centre.
 - **Integration:** Ensure the sale and development of the lands aligns with, and advances, existing City Centre plans and policies.
 - **Strategic Development:** Promote projects that significantly accelerate economic growth and employment opportunities, while advancing the vision and goals of the City Centre.
 - **Financial Position:** Help improve the City's financial position.
 - **Affordable Housing:** Advance the opportunity for City participation in affordable housing projects, by partially donating the specified properties to the appropriate non-profit housing programs.
 - **Parking Availability:** Achieve a stated parking optimization rate of 87%.

Growth & Vibrancy

15. The Provincial Growth Plan requires that some of the City's residential growth be accommodated through intensification of existing built-up areas rather than through the development of greenfield lands. Barrie's population is forecast to grow by roughly 69,000 persons by 2031. A portion of this, 13,600 people, are expected to be accommodated in the Urban Growth Centre.
16. In addition to the Provincial Growth Plan, the City's Plan for the Downtown (Downtown Barrie: The Next Wave) calls for additional residential density. The plan states that "In order to be viable, the core needs people not only to work and shop but to live Downtown. The Downtown should be the most attractive address in the City. Population growth in the Downtown should be encouraged by providing for a variety of housing types and forms, catering to a range of household forms, age groups and income groups".
17. The additional residential density in the downtown is likely to attract an increase in office uses in the City's downtown. For example, professional, scientific and technical services, informational, cultural industries, finance, insurance and real estate are examples of high value employment categories that are desirable under the Places to Grow Act (2005).
18. Selling the properties will provide opportunities for both residential, mixed commercial and strategic developments. The developments will increase both the residential and employment base in the UGC, which in turn will increase commercial viability and ultimately the vibrancy of the downtown.

Integration

19. The strategy was devised within the context of the policies and priorities of several reports that have been written concerning the future of Barrie's City Centre. The reports which were reviewed are as follows:
- a) Downtown Commercial Master Plan (Xenos) (2006)
 - b) Affordable Housing Strategy (2015)
 - c) Multi-Modal Active Transportation Master Plan – Parking Study (2011)
 - d) Barrie Growth Management Study (Executive Summary, Watson & Assoc.) (2012)
 - e) Barrie Waterfront & Marina Strategic Plan (2013)
 - f) Deloitte – Strategic Opportunity Assessment of City Parking Lots in Downtown (2014)
 - g) Downtown Barrie: The Next Wave (2004)
20. Many factors were identified which will continue to guide the strategic direction of the disposition. As an example, the 2012 Waterfront Strategic Plan identified numerous opportunities for the waterfront and one key theme was the need to improve the linkage between the waterfront and the City's downtown. One of the ideas of the Waterfront Strategic Plan was to create a continuous network of streets, trails and greenways which would help to connect the waterfront to the downtown, and to further help leverage the waterfront and downtown for additional economic development opportunities. One of the locations where this can be achieved is through the appropriate development of 15 Bayfield, 2-4 & 9 Simcoe Streets.

Strategic Development

21. A strategic development is a development that accelerates a specific desirable outcome, and can have catalytic benefits to the goals of the community. Examples would be a hotel with event facilities, an institutional mixed use development, or an innovation hub. The right type of strategic development can encourage, for example, the growth of a 'creative-economy' cluster.
22. By capitalizing on opportunities that would entice and support employment in strategic areas such as in the UGC, not just the industrial 'employment lands', the City can promote a diverse economic base. Fortunately the City has available lands that could have a catalytic impact. Strategic lots in the City's Bayfield corridor, overlooking Kempenfelt Bay, represent significant assets that are available for strategic purposes. Given a focused approach, these lands could prove to be key catalysts for attraction and continued development of the downtown.

Financial Position

23. The disposition of City-owned parking lots can positively impact parking operations in 2 ways:
- a) Debt offset - Outside of the Collier Street parkade the City's parking system pays for itself. As of the initial writing of this report, the 2015 forecasted revenues are \$1.9 million. The 2014 operating expenditures are \$1,515,689. However the construction of the parkade has resulted in an annual debt payment of roughly \$963,000. The current

outstanding principal on the parkade is \$7.66 million. This is currently resulting in an annual deficit of \$578,000 with the parking reserve in a deficit position of \$433,000. The revenue generated from the disposition of the lots can be deposited into the parking reserve, thereby mitigating the impact of the debt.

- b) Improve asset utilization - It is expected that with the recommendations contained herein, reducing the under-utilized secondary parking inventory will increase the utilization rate of the premium parking locations, including the parkade. Therefore, the use of the Collier Street parking garage will increase in time and subsequently return to a positive cash flow.

Affordable Housing

- 24. Barrie's affordable housing strategy, "A Place to Call Home", was released in February 2015. The strategy identifies that approximately 600 affordable housing units need to be made available in the City of Barrie over a 10 year period. Affordable housing is also one of Council's strategic directions for the 2014-2018 term of Council.
- 25. The City makes its contributions to the County of Simcoe, which is the designated affordable housing Service Manager for the County, including the City of Barrie.
- 26. It is one of the recommendations of the strategy that the City contribute to a program by partially donating two of the existing parking lots for development of affordable housing.

Parking Availability

- 27. Numerous steps have been taken over the years to ensure that adequate parking was available downtown. In 2007 a multilevel garage, with 303 stalls was officially opened at 31 Collier Street. As of December 2013, the City had an inventory of 2,353 paid parking spaces available, which include 917 on-street stalls and 1,436 off-street stalls (which includes the 303 stalls in the parkade). Parking fare equipment includes 800 meters and 80 pay & display machines.
- 28. The 2011 Genivar Parking Study along with the City's 2012 Parking Strategy & Rate Review Report, analysed the parking system, rates, usage and potential development of the Urban Growth Centre and concluded that average weekday parking utilization between 2007 and 2011 had decreased from 43% to 36%; peak weekday daytime utilization decreased from 59% to 45% and average weekday duration increased from 1.43 to 1.83 hours. The study also determined that potential future developments should account for roughly 50% of all parking supply requirements, with the remaining 50% being supplied by the City.
- 29. The Genivar study analysed each of the lots and determined that each, with the exception of the library parking lot at 60 Worsley, would be developed and stalls would be taken out of the supply chain. The study further estimated that over the analysis period (to 2031) there will be a total net reduction of 644 off-street parking spaces and a net reduction of 112 municipal on-street spaces. This would result in a 31% net reduction of the existing downtown municipal parking supply. It is expected that even with the reduction in spaces and the planned intensification of the City Centre, the parking utilization rate (to the year 2031) would be approximately 87% which is the

appropriate target number according to the study in order to strike a balance between usage and availability. This staff report is proposing a reduction that will be less than the 644 note above.

ENVIRONMENTAL MATTERS

30. The strategy in Appendix "A" recommends that a Phase I environmental assessment be undertaken on the properties identified in this report, to obtain further information about the environmental condition. Previously assessed lots will not be re-assessed, unless specifically required.
31. Following the Phase I environmental assessment, a staff report shall be prepared recommending whether further environmental assessment of the property(ies) is required (Phase II) and any estimated costs associated with such work.

ALTERNATIVES

32. The following alternative is available for consideration by General Committee:

Alternative #1 General Committee could retain certain locations over those being recommended for sale. While feasible, this alternative is not recommended as the recommended strategy has attempted to balance the needs of multiple priorities, including parking, return on City assets, and growth of the downtown.

FINANCIAL

33. Any potential costs associated with the recommendations have not been included in the 2015 Business Plan and the dispositions have not been included in the 2015 Capital Plan.
34. Expenditures related to the recommendations in this report are estimated as follows:
 - a) Phase I Environmental Assessment - \$100,000. The costs of the phase I assessments are estimated to be \$100,000 for 12 properties (2 of the properties have already had environmental assessments performed).
 - b) Phase II Environmental Costs are not known at this time. Following Phase I, staff will report back to Council and provide recommendations as to required further phase II for each of the properties, together with estimated costs.
 - c) Initial marketing Costs including sale signs and advertising costs are estimated to be \$10,000.
35. Expenditures for the disposition of the strategic category of parcels will be determined by the process that will be developed by staff and recommended to Council. As part of the rollout of the framework identified in this report, staff will report back to Council with a detailed process that will be designed to elicit desirable development proposals for the strategic category of parcels. The report will include costing for the recommended process.

36. Staff resources from various departments will be required to implement the recommendations.
37. It is not known what potential revenue will be generated from the sale of the lots. Although Deloitte did provide estimated sale values for the lots, the Deloitte report did not investigate environmental issues or other potential encumbrances on the lands. In addition, the Deloitte report assumed that the City would rezone many of the lots to allow full residential use (with no commercial requirement), which would have likely resulted in a higher value for the lands. This report does not make the same recommendation.

LINKAGE TO 2014-2018 STRATEGIC PLAN

38. The recommendations included in this Staff Report support the following goals identified in the 2014-2018 Strategic Plan:
- Vibrant Business Environment
 - Responsible Spending

APPENDIX "A"

Implementation Framework for the Disposition of Downtown City Owned Properties

Disposition of the downtown City lands described herein, shall be guided by the following objectives:

- **Growth and Vibrancy:** Increase the density of residential development and thriving businesses in the City Centre.
- **Integration:** Ensure the sale and development of the lands aligns with, and advances, existing City Centre plans and policies.
- **Strategic Development:** Promote projects that significantly accelerate economic growth and employment opportunities, while advancing the vision and goals of the City Centre.
- **Financial Position:** Help improve the City's financial position.
- **Affordable Housing:** Advance the opportunity for City participation in community housing projects, by partially donating the specified properties to the appropriate non-profit housing programs.
- **Parking Availability:** Achieve a stated parking optimization rate of 87%.

Based on the objectives and evaluation of each of the properties, staff recommends that the land parcels be organized into the following categories:

1. **Strategic Parcels:** Parcels that present an opportunity for a strategic (catalytic) development due to their size and location.
2. **Parcels that advance critical mass in the downtown:** Parcels that are suitable for higher density multi-residential development to allow for the growth of the downtown residential population.
3. **Parcels that advance Council's priorities – affordable housing:** Parcels that can be targeted for affordable housing developments.
4. **Parcels that are supportive of larger developments (via assembly):** Parcels that are unlikely to yield high development potential unless assembled with adjacent properties or developed in support of a nearby (larger) development.
5. **Parcels to Hold:** Parcels that are not recommended for disposition at this time and should be held for the future.

To determine the order of disposition, a process has been developed that will maximize the outcomes based on the guiding objectives. The process is as follows, understanding that some actions may be concurrent:

Step 1 - Surplus:

1. In accordance with the Sale of Land By-law, prior to a property being declared surplus, appropriate departments are consulted with respect to the Corporation's requirements for such property. After consideration of the responses provided by departments consulted, a recommendation shall be provided to Council, through a staff report to General Committee with respect to the potential to declare a parcel(s) as surplus to the City's needs. A decision to

declare the property surplus does not bind Council to accept any offer to purchase and does not bind the City to actually dispose of the property if an offer to purchase was received.

2. The following properties will be included in the consultation with respect to the Corporation's requirements and the potential for the properties to be declared surplus to the City's needs:

- i) 55-67 McDonald/61 Owen
- ii) 50 Worsley Street
- iii) 76-78 Maple Avenue
- iv) 58 Maple Avenue
- v) 26 Mary Street
- vi) 19 Bradford Street
- vii) 15 Bayfield Street
- viii) 9 Simcoe Street
- ix) 2-4 Simcoe Street
- x) 23 Collier Street
- xi) 10-14 Collier
- xii) 60 Worsley Street
- xiii) 24 Maple Avenue (transit station)
- xiv) 52 Maple Avenue

Step 2 - Environmental Assessment:

3. A Phase I environmental assessment will be undertaken on the properties identified above, which have not already been subject to a Phase I environmental assessment, to obtain further information as to possible environmental contamination.
4. Following the Phase I environmental assessment, a staff report shall be prepared recommending whether further environmental assessment of the property(ies) is required (Phase II) and any estimated costs associated with such work.

Step 3 - Disposition of Properties:

5. Commence marketing of lots in the following order of parcel categories, using the disposition method described for each:
- I. Parcels that advance Council's priorities – affordable housing
 - i) Parcels
 - a) 58 Maple Avenue
 - b) 26 Mary Street
 - ii) Rationale

- a) Both these lots are downtown and are somewhat on the periphery, in an area with an existing base of rental units. The area also provides for a mixture of low rise developments and smaller commercial uses.
- b) Based on the analysis performed by Deloitte Real Estate Services, 58 Maple has the potential to create 20 units and 26 Mary could create an additional 8 units.
- iii) Disposition Order
 - a) The timing and order of disposition for these 2 parcels will be determined in conjunction with an affordable housing partner.
- iv) Disposition Method
 - a) Invest Barrie, together with the Planning Department will investigate the details of offering the above lands for affordable housing projects and report back to Council.

II. Parcels that advance critical mass in the downtown

- i) Parcels:
 - a) 55-67 McDonald/61 Owen
 - b) 50 Worsley Street
 - c) 76-78 Maple Avenue
- ii) Rationale:
 - a) Parcels that are further from the water are the most suitable for condominiums because the land is less strategic and has a lower cost
 - b) Promoting the development of these parcels (subject to the environmental assessment) will increase the residential density in the downtown (without needing to leverage the strategic parcels for that purpose), which will in-turn increase the vibrancy of the downtown.
 - c) Selling these parcels (subject to the environmental assessment) will increase the value of the strategic category of parcels (the strategic parcels will increase in value as the residential and retail density and vibrancy in the downtown increases).
 - d) Eliminating under-utilized secondary parking inventory will increase the utilization rate of the premium parking locations, including the parkade.
- iii) Disposition Order
 - a) Based on the outcome of the environmental assessment, the prioritization of properties to be marketed shall be determined. The parcel with the highest development potential will be sold first.

- b) The Executive Director of Invest Barrie shall be delegated the authority to determine the timing and identification of the properties to be sold. A memo will be provided to members of Council advising of any decision prior to the offering of the property for sale. The delegation of such authority will provide a more effective and efficient response to the results of the environmental assessments and streamline the process.

iv) Disposition Method

- a) Direct Sale - staff will place a sale sign on the properties to be sold, and will promote the sale via resources (digital and traditional) that are available to the City.
- b) Conditions of the sale will be developed and provided to all interested parties.
- c) The properties will not be listed with a broker.
- d) The City will pay a flat commission of 2.5% plus HST on the total sale price to a purchasing broker.
- e) Offers on the property will only be accepted following a minimum market exposure period, to be determined by the Executive Director of Invest Barrie. The purpose of the exposure period is to allow investors, including those outside of the region, to become aware of the opportunity, and to create sufficient demand so as to maximize the sale price.
- f) Offers on the property will only be accepted during a set timeframe, known as the offer period, to be determined by the Executive Director of Invest Barrie. The purpose of the offer period is to maximize the competition amongst potential purchasers, which is expected to maximize the sale price.
- g) Should any of the properties not sell during the offer period, the Executive Director of Invest Barrie shall be delegated the authority to determine whether to repeat the process again with increased promotional activity during the exposure period, remove the property from the market, or to develop a different disposition method. A memo will be provided to members of Council advising of any decision prior to the offering of the property for sale under a different disposition method. The delegation of such authority will provide the Executive Director of Invest Barrie with the ability to react to market feedback that may be received during the process.

III. Strategic Parcels

- i) Parcels:
 - a) 15 Bayfield Street
 - b) 9 Simcoe Street
 - c) 2-4 Simcoe Street

- ii) Rationale:
 - a) Parcels that are closest to the water are the most strategic. These parcels have the highest potential of yielding a development that will significantly accelerate economic growth and employment opportunities, while advancing the vision and goals for the City Centre.
- iii) Disposition Order
 - a) Lots in the “strategic parcels” category will be promoted to the market as soon as the first lot from the “critical mass” category of parcels has been sold, subject to the outcome of the environmental assessment and market conditions.
 - b) The Executive Director of Invest Barrie shall be delegated the authority to determine whether to amend the disposition order of the “strategic parcels” category of lots, so as to market and promote these lots either concurrently with, or prior to, lots from the “critical mass parcels” category. A memo will be provided to members of Council advising of any decision prior to the offering of the property for sale under a different disposition order. The delegation of such authority will provide the Executive Director of Invest Barrie with the ability to react to market and environmental conditions that may encountered during the process.
 - c) Developers will be encouraged to consider the optimal use of the parcels in proposing a development. As such, to optimize the development potential, 15 Bayfield Street and 9 Simcoe Street will be sold jointly for the purpose of creating a land assembly that can enhance the potential for a strategic development. These two properties will be sold first in the strategic properties category.
 - d) 2-4 Simcoe Street will be available to be purchased in conjunction with 15 Bayfield Street and 9 Simcoe Street, as part of a larger assembly, should the properties be required to provide for a more attractive development proposal in consideration of the objectives. Unless 2-4 Simcoe Street is included as part of an assembly with 15 Bayfield Street and 9 Simcoe Street, it will only be sold after the sale of the other 2 properties is complete.
- iv) Disposition Method
 - a) Due to the strategic nature of these parcels, with the potential for catalytic developments, the disposition method will need to be carefully selected. As such, a detailed process will be designed to elicit desirable development proposals according to pre-identified evaluation criteria that ensure transparency and fairness in the process. Staff will report back with the detailed process, to obtain Council’s approval.
 - b) All properties will be sold for fair market value, based on a formal appraisal, which may identify discounted value due to impacts such as environmental condition, which may directly affect property value.
 - c) Unsolicited proposals that are outside of the designated process will not be considered.

IV. Parcels that are supportive of larger developments (via assembly)

i) Parcels

- a) 23 Collier Street
- b) 19 Bradford Street
- c) 10-14 Collier

ii) Rationale

- a) These parcels are smaller properties that could yield significantly better development opportunities, and a higher sales price, if assembled with adjacent properties or if included as part of larger nearby developments. Therefore, the City should not actively seek to market these properties until such time that an adjacent or nearby development is being considered.

iii) Disposition Order

- a) Should such properties be deemed surplus, these properties are to be retained until such time that an acceptable complimentary or larger land assembly development opportunity is presented to the City. The order for disposition will be determined by the market, based on the timing of adjacent and nearby developments.

iv) Disposition Method

- a) Although the City will communicate that these properties may be available as part of a land assembly or larger nearby development, the City will not actively pursue efforts to market these properties. In such case, the City will accept unsolicited development proposals on these properties from builders who intend to leverage these parcels as part of a larger land assembly development that includes adjacent or nearby privately held parcels. Should such proposals be made to the City, staff will recommend the sale of the land if the following criteria are met:

- The offer price is at a minimum of fair market value. Market value will be determined relative to the development proposal being contemplated.
- The proposed development aligns with at least one of the following guiding disposition objectives:
 - Growth and Vibrancy
 - Integration
 - Strategic Development
 - Affordable Housing

- b) The City will pay a flat commission of 2.5% plus HST on the total sale price to a purchasing broker.
- c) Should the City be approached regarding these properties, with a proposal to include them as part of (or in support of) a larger development, staff will report back to Council with a detailed recommendation relative to the sale and development.

V. Hold

i) Parcels

- a) 60 Worsley Street
- b) 24 Maple Avenue (transit station)
- c) 52 Maple Avenue

ii) Rationale

- a) These parcels should be retained by the City at this time, for the following reasons:
 - 60 Worsley St – This lot is currently being used by the library for patron parking. Since the lot is surrounded on the east and west side by 2 other lots that are expected to be marketed as part of the “critical mass” category of parcels, it is recommended that the City retain this property until such time that the outcome of the marketing activities associated with the “critical mass” category can be fully understood and the need for further residential (critical mass) development can be assessed.
 - 24 Maple Avenue (transit station) – This property is strategically located along the waterfront in downtown Barrie. However, since this property includes an existing structure, and is currently being considered for a number of alternative uses, it is therefore recommended that the City retain this property until the outcome of the property review is known. Should the property no longer be required for transit operations, and alternative public uses are not required, the property will be added to the “strategic parcels” category.
 - 52 Maple Avenue – This lot is located near the 5 points and the Mady Centre for the Performing Arts. As the historic 5 points continues to grow as the focal point of the downtown, at the intersection of the City’s entertainment, shopping and arrival neighbourhoods, this lot will become increasingly more important and valuable – particularly with regard to a commercial development opportunity that can advance the positioning of a cultural neighbourhood surrounding this site (as per the Downtown Commercial Master Plan). Therefore, in order to ensure that the City-owned lot can be leveraged for optimal use, particularly as a potential cultural/commercial development, it is recommended that the City retain the lot at this time, and re-

evaluate the potential following new development within the 5 points neighbourhood.

iii) Disposition Order

- a) Should the properties be declared surplus, they will be retained until such time as the conditions set-out above have been achieved and each parcel is re-evaluated.

iv) Disposition Method

- a) Once the re-valuation conditions for each of the parcels are in place, staff will report back to Council with a detailed recommendation.

Appendix "B"

Analysis of Key Reports

Parking

- The Genivar parking study of 2011, indicated that downtown parking lots were at most utilized 45% at any given time. Although this varies between lots and areas, this would mean the overall vacancy was roughly 55%. With the construction of the Collier Street garage, off-street parking in other lots resulted in a decline in permits, while on-street parking remained relatively the same.

The table below is a compilation of the number of parking stalls and their respective utilization as determined by the Genivar Study. This only reviews the lots in question, and the on-street stalls in the immediate Zone for each lot. The 'zone' is simply a method used in the Genivar study to group lots based in a geographic area, while the "Lot" number is the number used to identify specific lots as set out in the Deloitte study.

		Number of On & Off Street Stalls		
Lot	ZONE-As per Genivar	Lot_Address	Off-Street	On Street
1	3-North End	55-67 McDonald/61 Owen	43	
2	3-North End	60 Worsley St.	65	
3	3-North End	50 Worsley St.	174	
			<hr/>	<hr/>
			282	295
			<hr/>	<hr/>
			53%	44%
4	1-Dunlop/Collier	10-14 Collier/32 Clapperton	46	
5	1-Dunlop/Collier	23 Collier	15	
6	1-Dunlop/Collier	15 Bayfield	45	
7	1-Dunlop/Collier	9 Simcoe St	90	
			<hr/>	<hr/>
			196	365
			<hr/>	<hr/>
			49%	55%
8	2-Dunlop West	2-4 Simcoe St.	81	
9	2-Dunlop West	76-78 Maple	45	
10	2-Dunlop West	58 Maple Ave.	34	
11	2-Dunlop West	52 Maple Ave.	27	
12	2-Dunlop West	24 Maple Ave.	na	
13	2-Dunlop West	26 Mary St.	26	
			<hr/>	<hr/>
			213	158
			<hr/>	<hr/>
			41%	53%
14	5-Toronto/Lakeshore	19 Bradford St.	15	0
			<hr/>	<hr/>
			11%	na

The table illustrates the lots in question were not being utilized effectively in 2011. Both on & off street parking utilization is roughly half of its maximum capacity during the hours reviewed, with a

resultant excess of supply of parking stalls. Eliminating the excess would result in better use of the remaining lots.

On and off-street parking had different utilization rates. Depending on the zone (as set out in the Genivar Study) the average difference in usage between on and off street is 38 minutes, with off-street being longer at 2hr 10 minutes. The average weekday duration when considering all the lots was 1:57 hr.

Peak periods saw an increased use of the lots. The average weekday duration of all off-street lots was 2 hrs 20 minutes (at peak). The following chart illustrates the average amount of time spent both on and off street for the relevant lots in the zones as described in the Genivar Study:

Downtown Parking Duration Applicable to Affected Off Street Lots

Zone	Location	Supply	Weekday Avg. Duration(H:M)	Saturday Avg. Duration (H:M)
Zone 1: Dunlop E./Collier	Off-Street	605	2:46	1:36
	On-Street	365	1:15	1:40
Zone 2: Dunlop West	Off-Street	232	1:51	2:24
	On-Street	158	1:20	1:35
Zone 3: North End	Off-Street	427	2:10	1:39
	On-Street	295	1:32	1:28
Zone 5: Toronto/Lakeshore	Off-Street	200	1:43	1:37
	On-Street	0	na	na
		2282	1:48	1:42

- As seen in the tables, there was higher utilization of on-street parking in Zone 1, which is the downtown retail district. The sale & development of the off-street lots is not likely to have a detrimental effect on the retail climate in the commercial district, as most parking is already being accomplished on-street. Eliminating the off-street lots will likely increase the on-street usage.
- The City's Growth Management Study considered many particulars of Barrie's growth including population and employment growth. The City's population in the Urban Growth Centre by the same period, would nearly triple from its current size, to roughly 13,000 people. Similarly, the density of people and jobs in the UGC is expected to go from the current 74 persons & jobs per hectare, to roughly 150 per hectare. In the study it was estimated that roughly 5,200 units would need to be constructed by 2031 in the UGC.
- The Watson study (Residential Intensification Assessment Phase 2, 2011, Final report) noted fifty-six sites had been identified in the UGC as potential areas for residential intensification or mixed use with a residential component. This resulted in an estimate of 81.8 net acres (33.1 ha) of developable land in the UGC.

5. The analysis estimated the 81 net acres would yield approximately 4,700 residential units of mixed density. The 5,200 units needed due to the increase in density vs. the 4,700 which could be constructed on the 81 acres are fairly close. However the numbers indicate there is a potential need for more housing units on the market and the sale and development of the City sites will not oversaturate the market over the long term.
6. Barrie's downtown Business Improvement Area (BIA) has no formal position concerning the parking needs for Downtown Barrie. The BIA does note there is a perception of not enough parking along Dunlop. This may be due to a higher usage during peak periods along the main Dunlop Street East section. The 2011 Genivar report indicated that certain sections of Dunlop Street East had daytime utilization rates for on-street parking in the range of 65% to 80%. Peak periods would likely be higher. The BIA also noted there is a need for on-street parking in various areas of downtown as this provides a substantive 'convenience' factor for shoppers, and the ease of getting to a store or office – and getting back out again – must provide a positive impression and experience.
7. Certain off-street lots can also provide that experience. For example, the 15 Bayfield Street parking lot, is within close proximity of Dunlop Street. The removal of this large lot (45 stalls at 15 Bayfield and 90 stalls at 9 Simcoe) could possibly have an impact on shopping trends along Dunlop Street. The BIA, felt that any redevelopment of the site would hopefully incorporate some public parking in order to offset the elimination of the open lot. The City's own parking analysis has shown usage at the 15 Bayfield location averaged around 14% and 9 Simcoe average was 58%.
8. Another region of impact would be along Maple Ave. This area forms an anchor in west downtown. Stores like the LCBO and Nutrition Plus appear to rely on a combination of on and off-street parking. The lot at 52 Maple (closest to Dunlop) had an average usage of 50%. On street parking in the immediate area was lower at around 23%. Eliminating two of the lots along Maple Street, namely Lot 9: 76-78 Maple and Lot 10: 58 Maple, would remove a total of 78 spaces. Both lots had very low usage. Roughly 8% and 13% respectively. For this reason it is recommended that 52 Maple be retained.

Financial

9. The 2015 forecasted parking revenues are \$1.9M with operating costs of \$1.5M. There is a current annual deficit of \$578,000 due to the debt payment of the Collier Street parking garage. The annual debt payment for this is approximately \$963,000.
10. Deloitte in its assessment of downtown City parking lots provided an in-depth analysis. This covered both the development potential of each site, its potential value, along with a timeline indicating the most appropriate sale/development to achieve that potential.

Appendix "C"

Review of Individual Locations

1. Lot 1: 55 – 57 McDonald & 61-67 Owen Street.

Current Use: Parking Lot

Proposed Use: Residential/mixed use as per zoning

Area: Comprised of 4 parcels on the corner of McDonald & Owen Street.

Size: 0.52 acres

Current Zoning: C2, Transition Centre Commercial

Height: Restricted to maximum building height 15 meters (roughly 4 storeys).

This parcel is on the corner of McDonald & Owen Streets, just opposite the library. The lot is pay & display. The immediate neighbourhood has a mix of uses focusing on residential and office. Zoning in the adjacent blocks ranges from RM2, C2, C2-1. Future use of the lot, while transitional as the zoning indicates, is still best suited for some form of residential. Because of its height restriction and size, the use will be best suited for a small scale residential development.



2. **Lot 2: 60 Worsley Street.**

Current Use: Parking Lot

Proposed Use: Hold

Area: Adjacent to Library on north side. Same land parcel as Library.

Size: 0.57 acre.

Current Zoning: C1-1, Central Area – 1, commercial

Height: 30m stepped back requirements

This lot technically forms part of the library property. It currently has 65 parking stalls, which would provide parking for the library patrons. There is also street parking in the area – roughly providing an additional 45 stalls in the immediate area. Off-street parking in this zone tends to be utilized slightly more than on-street, with peak periods seeing a utilization rate of 67% vs peak of 42% for on-street with 10:30 am to 11:15 being the peak period. In short, this lot tends to get greater use than the surrounding on-street stalls. It is recommended that this lot be retained for future analysis.



3. **Lot 3: 50 Worsley Street, H-Block Parking lot**

Current Use: Parking lot for public and City staff use.

Proposed Use: Residential / mixed use as per zoning

Area: Large parking lot adjacent to Library.

Size: 1.53 acres

Current Zoning: C1-2, Central Area – 2, commercial

Height: Stepped height requirements allowing up to 45 meters (approximately 13 storeys)

The property is surrounded by a number of different uses with residential to the north and commercial/office to the west and south. Given the location of the site; its proximity to downtown but on the periphery of mixed uses including residential, the site lends itself to higher density residential. Given the size the lands could accommodate a large number of residential units, also making it a good candidate for contributing to the City's need to increase development density in the downtown. Furthermore, as the location is on the periphery of downtown, its conversion from a parking lot to a largely residential use, may benefit downtown commercial activities. Retaining the current zoning however is recommended.



4. Lot 4: 10 – 14 Collier & 32 Clapperton

Current Use: Parking Lot

Proposed Use: Mixed commercial/office or residential with potential for assembly.

Area: The property is in the area of busy commercial activity.

Size: 0.519 acres

Current Zoning: C1-2, Central Area-2, commercial

Height: 45 meters (approximately 13 storeys)

The property is in a busy section of Collier Street, which is growing into what can be considered the City's financial district. No changes to the zoning and permitted uses are being recommended.

Given the location and its proximity in the downtown core it would be prudent to let market forces dictate the eventual use and development of the site.



5. Lot 5: 23 Collier

Current Use: Parking lot (with small park)

Proposed Use: Mixed commercial/office or residential with potential for assembly

Area: Located in area of mixed commercial uses (retail/office) adjacent to the City's parkade.

Size: 0.2 acre

Current Zoning:C1-2, Central Area-2, commercial

Height: 45 meters permitted

Located adjacent to the City's structured parking garage, this small parcel serves as both a parkette fronting on Collier, with a small parking lot at the rear. The location of the parcel is within the City's commercial district and is surrounded primarily by other commercial & office uses. Due to its small size development is likely to be limited to office and retail uses. Some residential could form part of a proposed development. Due to the above, no changes are recommended to the zoning as the current C1-2 permits all of the above uses.



6. **Lot 6 & 7: 15 Bayfield Street & 9 Simcoe Street**

Current Use: Parking lot

Proposed Use: Strategic Mixed Use

Area: The property is situated in a prime 'water view' location at the foot of Bayfield. It is surrounded by both low rise commercial and high rise residential development.

Size: 0.35 acres + 1.14 (1.49 total)

Current Zoning: C1-1 (SP-422)

Proposed Zoning: C1-1, with a change in zoning (see below)

Height: 47 meters permissible (approximately 15 storeys)

Due to the nature of the location, the City has placed a special zoning provision on both parcels. The vision for the combination of these two properties is for a hotel and convention centre. Numerous attempts have been made by the City to have these parcels developed for such a use, but due to economic conditions this has not occurred. The SP-422 zoning requirements for the two parcels are:

a) Shall require the following:

i) The development of a minimum 144 room *hotel* as part of the first phase of the development project;

ii) The development of a meeting and convention facility to accommodate a minimum of 650 people as part of the first phase of the development project;

iii) The development of a minimum 300m² of at grade *retail* and commercial space as part of the first phase of the development project and shall have a minimum of a total of 1000m² of at grade *retail* and commercial space prior to the approval of occupancy of any residential condominium unit;

b) Shall have a maximum *building height* of 47m, excluding rooftop mechanical, elevators, ventilation or other similar equipment.

c) Shall be deemed to be a *single lot*, despite the definitions set out in Section 3. (By-law 2008-126)

The special provisions of the zoning bylaw complicate the potential development of the site. While a hotel is possible, the requirement for a specific number of rooms along with a 'convention' facility has made the development feasibility questionable. The highest and best use is, as determined in the Deloitte study, a condominium development.

However, the Deloitte study was not a strategic evaluation. As already noted in the body of this report, further strategic review should be conducted for this location and the adjacent 2-4 Simcoe Street.

The current 135 ground level parking stalls are in close proximity to the main Dunlop Street shopping district. Usage of the two lots is relatively low at 14% and 58% for 15 Bayfield and 9 Simcoe respectively. Eliminating all the public stalls may negatively impact retail traffic nearby. Therefore some future public parking should be made available as part of any future development.



7. Lot 8: 2 – 4 Simcoe Street

Current Use: Parking Lot

Proposed Use: Strategic Mixed Use

Area: The site is situated at the base of Bayfield with waterfront views. The surrounding area is comprised mainly of commercial to the north, with residential immediately adjacent to the property.

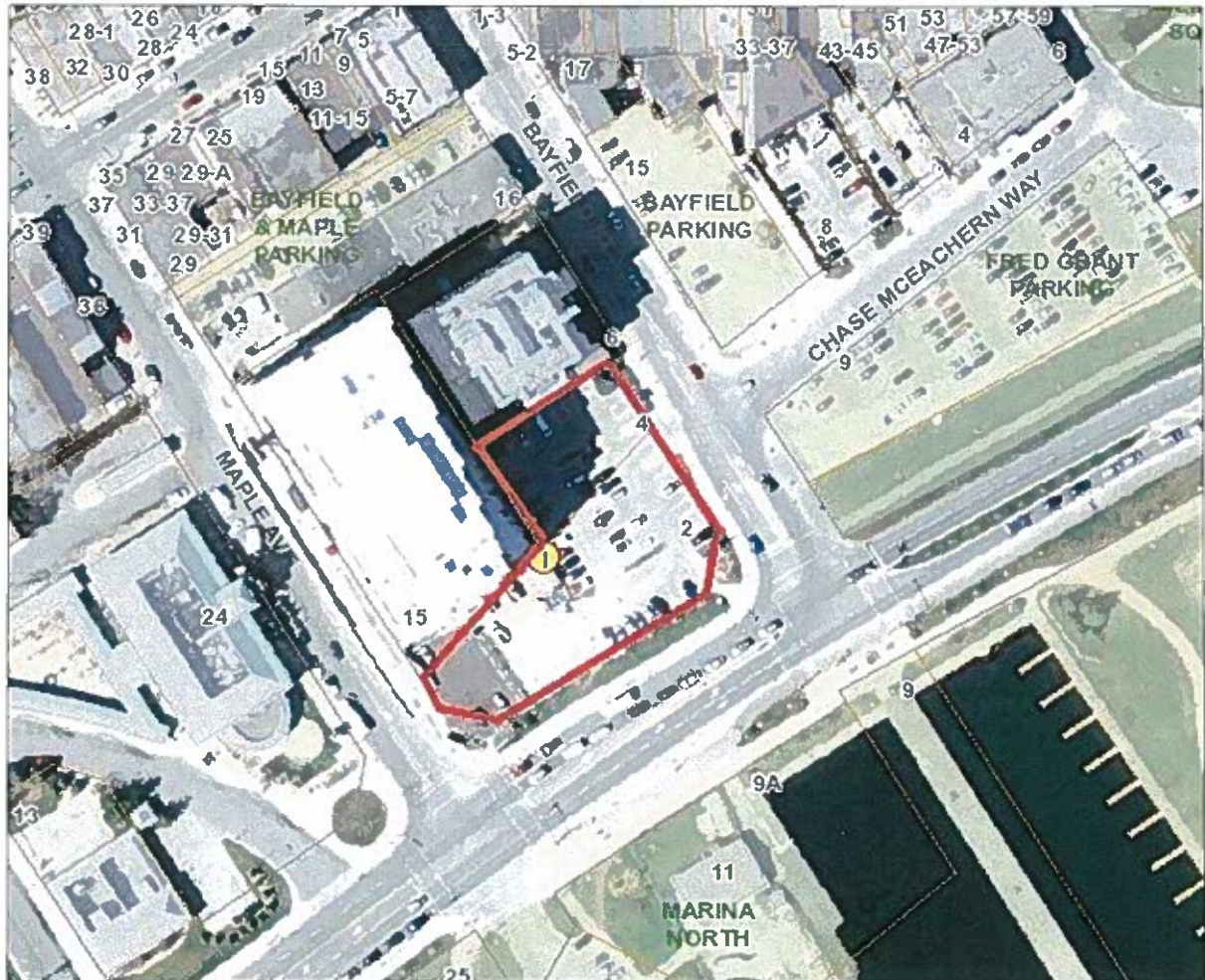
Size: 0.72 acres

Current Zoning: C1-1, Central Area-1, commercial

Height: Current is 30 meters.

Located across Bayfield Street from the 15 Bayfield/9 Simcoe lands, this property also benefits tremendously from waterfront views. Again, its primary use would be for the development of condominiums. The property has the potential of being developed in conjunction with 15 Bayfield and any sales marketing of the sites should be done together. There is a height restriction, as per the C1-1 zoning.

The site current has 81 public parking stalls of which usage is very low. 2014 numbers indicate a usage rate of only 7%. Due to the locations prominence, it should also be included in the strategic review.



8. Lot 9: 76 – 78 Maple Avenue.

Current Use: Parking Lot

Proposed Use: Residential/mixed use as per zoning.

Area: The immediate area is a mixture of low-rise residential and commercial uses, situated on the periphery of the commercial downtown area.

Size: 0.4

Current Zoning: C1-1, Central Area-1, commercial

Height: 10 meters (4 storey's)

Given the location on the periphery of the downtown core, a combination of residential & commercial use would be most likely.

76-78 Maple has 45 parking stalls. Usage of this lot is low; only 8%. Peak On-street parking in the area is 54% (during weekdays).



9. Lot 10: 58 Maple Avenue

Current Use: Parking Lot

Proposed Use: Residential affordable housing.

Area: The immediate area is a mixture of low-rise residential and commercial uses, situated on the periphery of the commercial downtown area.

Size: 0.3 acre

Current Zoning: C1-1, Central Area-1, commercial

Height: 10 meters (4 storey's)

58 Maple is also situated on the periphery of the downtown core. As per 76/78 Maple noted above, residential is the more probable opportunity. Given the area has some transition properties, is on the boundary between commercial and residential uses, and also has some rental properties in the area, the site lends itself to the possibility of affordable housing. The parcel is located in a smaller scaled (no high density) neighbourhood and also has good access to transit and other commercial and office activities. The site has 34 parking stalls which are poorly utilized at only 13%.

It is therefore recommended that this lot be considered as a donation candidate for affordable housing.



10. Lot 11: 52 Maple Avenue

Current Use: Parking Lot

Proposed Use: Hold

Area: The immediate area is predominantly commercial with a mixed use of low-rise residential to the north and west.

Size: 0.2 acres

Current Zoning: C1-1, Central Area-1, commercial

Height: 10 meters (4 storeys)

This lot, although still on Maple Avenue, is closer to Dunlop and is bounded on 3 sides by commercial activity. Although several adjacent businesses have their own parking, it can be seen that this lot also serves the adjacent LCBO and Nutrition Plus, which is considered an anchor in the immediate area. The parking numbers indicate the lot has average usage of 50% with the above average stay of 4 hours. Peak usage is likely to be higher.

Given the lots proximity to Dunlop, its usage and placement in the midst of local businesses, as well as the above recommendation to close the nearby northerly lots, it is recommended that this lot be retained by the City.



11. **Lot 12: 24 Maple Avenue (Bus Terminal)**

Is to be retained until such time as the appropriate use and strategic direction has been determined.

12. **Lot 13: 26 Mary Street**

Current Use: Parking Lot

Proposed Use: Residential affordable housing.

Area: In a mixed area consisting primarily of commercial/office and residential. Located across from the transit terminal.

Size: 0.2 acre

Current Zoning: C2-1, Transition Centre – 1, commercial

Height: 10 meters (4 storeys)

Given the neighbourhood is a mixture of residential and office uses, plus the small area of the parcel, the most feasible use is residential. As indicated in the Deloitte analysis, townhomes may be the most marketable. Alternatively, because the lot is small, in an area partly made up of rental accommodation, with access to transit and other commercial activities, the site also lends itself to affordable housing. It is therefore recommended that this lot be considered as a donation candidate for affordable housing.



13. Lot 14: 19 Bradford Street

Current Use: Parking Lot

Proposed Use: Future Land Assembly.

Area: Located at juncture of two main roads, in area comprised mainly of commercial & institutional uses

Size: 0.34 acre

Current Zoning: C2-1, Transition Centre, commercial

Height: 10 meter (4 storeys)

The site is the furthest out on the periphery of the group. Its location is in a relatively quiet area that will hopefully see some development in the coming years. The nearby Central High School has been slated for closure and the lands are to be redeveloped. It is recommended this site remain as is and evaluated at a later date when the area begins to develop. It is possible this location will at that time be of higher value.

