
TO: GENERAL COMMITTEE

SUBJECT: CITY-INITIATED ZONING BY-LAW AMENDMENT APPLICATION –
50 WORSLEY STREET

WARD: 2

PREPARED BY AND KEY CONTACT: J. LAMBIE, SENIOR URBAN DESIGN PLANNER, EXT. 4324

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

CHIEF ADMINISTRATIVE OFFICER APPROVAL: M. PROWSE, CHIEF ADMINISTRATIVE OFFICER

RECOMMENDED MOTION

1. That the City-initiated Zoning By-law Amendment Application to rezone lands known municipally as 50 Worsley from 'Central Area Commercial Second Density (C1-2)' to 'Central Area Commercial Second Density with Special Provisions and Hold' (C1-2) (SP-XXX) (H-YYY) attached as Appendix "A" to Staff Report DEV014-24, be approved.
2. That the following site-specific provisions be referenced in the implementing Zoning By-law for subject lands:
 - a) The maximum height of a building or structure on the subject lands shall be:
 - i. 11 metres (3 storeys) for a base building;
 - ii. 20 metres (6 storeys) for a mid-section of a building; and
 - iii. 110 metres (36 storeys) for a tower.
 - b) The minimum height of the first storey of a building, measured between the floor of the first storey and the ceiling of the first storey, is 4.5 metres;
 - c) The minimum building setbacks for a **base building** are as follows:
 - i. 0 metres from the north lot line;
 - ii. 0 metres from the west lot line;
 - iii. 3 metres from the east lot line;
 - iv. 0 metres from the south lot line.
 - d) The minimum building setbacks and step-backs, for a **mid-section building** are as follows:
 - i. A setback of 3 metres from the north lot line;
 - ii. A setback of 3 metres from the west lot line;
 - iii. A setback of 6 metres from the east lot line;
 - iv. A setback of 3 metres from the south lot line;
 - v. A step-back of 1.5 metres from all exterior walls of the base building.

- e) The minimum building setbacks and step-backs for a **tower** are as follows:
 - i. A setback of 40 metres from the north lot line;
 - ii. A setback of 3 metres from the west lot line;
 - iii. A setback of 6 metres from the east lot line;
 - iv. A setback of 3 metres from the south lot line;
 - v. A step-back of 1.5 metres from all exterior walls of the base building.
 - f) That a maximum floor plate size of 950 square metres be required for the 13th storey and above of a building;
 - g) The maximum gross floor area shall be 45,440 square metres (489,112 square feet).
 - h) A minimum of 1,600 square meters (17,222 square feet) of commercial uses shall be provided;
 - i) Vehicle access may only be permitted from Clapperton Street. A maximum of one vehicle access is permitted; and
 - j) The minimum parking ratio shall be 0.6 parking spaces per residential unit (inclusive of visitor parking).
3. That a holding provision be applied to the site, to be removed when the below policies and technical requirements have been addressed to the satisfaction of the Executive Director of Development Services:
- a) Section 2.3.2 (d) ii) and Section 6.4.2 e) iii) of the Official Plan [Affordable Housing];
 - b) Section 2.6.3.3 (d) of the Official Plan [Building Height]; and
 - c) Submission of a Transportation Impact Study and Parking Study providing functional justification for any proposed parking ratio below 0.7 parking spaces per dwelling unit.
4. That all other sections, standards, and clauses of Comprehensive Zoning By-law 2009-141, as amended from time to time, apply to the subject lands.
5. That staff in the Legal Services and Development Services Departments explore options for addressing the parking equilibrium policies in section 4.7 (q) of the Official Plan through any future purchase and sale process for the subject lands.
6. 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 matters raised in those submissions and identified within Staff Report DEV012-24.
7. 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 Summary

8. The purpose of this report is to recommend approval of a City-Initiated Zoning By-law Amendment application for lands known municipally as 50 Worsley Street. This report provides an analysis of

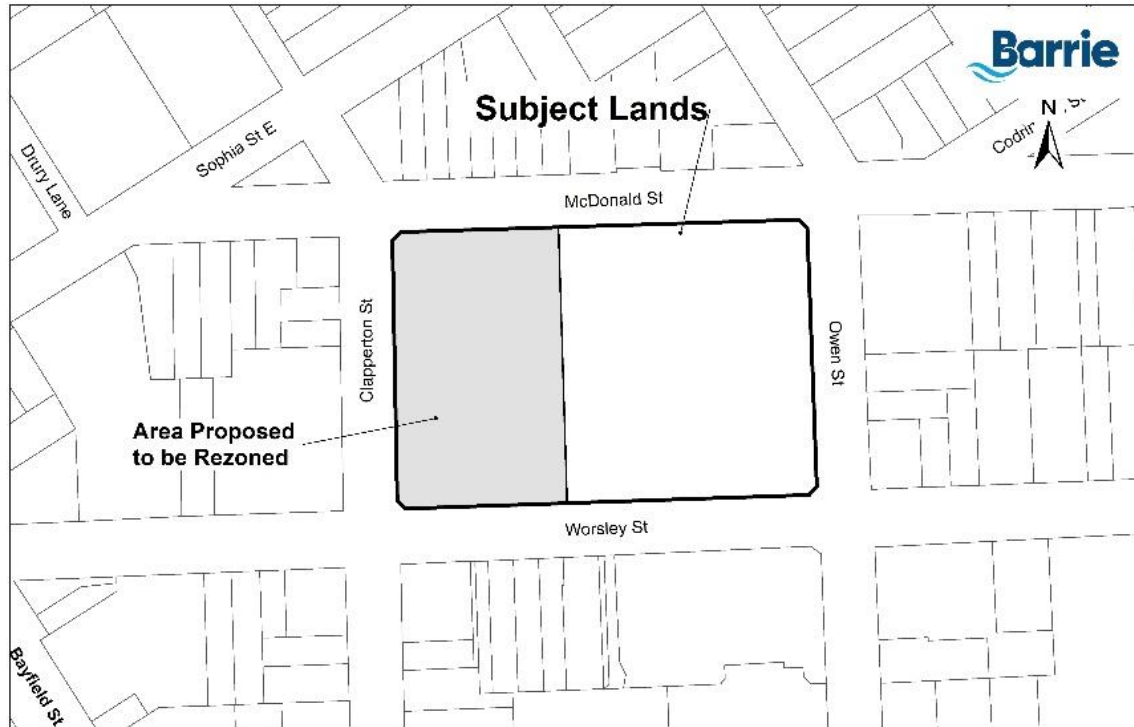
the application based on conformity with Provincial and City Planning policies, as well as an overview of comments received through technical review by staff and statutory public engagement processes.

9. With the conclusion of the technical review and public consultation process, which included a Public Meeting on February 27, 2024, staff have determined that the proposal is consistent with the Provincial Policy Statement (2020) and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), as amended, and the City of Barrie Official Plan (2051). As such, staff are recommending approval of the proposed rezoning as provided in draft attached to Staff Report DEV012-24 as Appendix "A".

Proposal

10. The application, if approved, would rezone the subject lands 'Central Area Commercial Second Density' (C1-2) to 'Central Area Commercial Second Density with Special Provisions and Holding Provision' (C1-2) (SP-XXX) (H-YYY).
11. Site-specific provisions include:
 - a) Maximum building heights of 11m (3 storeys) for a base building, 20m (6 storeys) for a mid-section building, and 110m (36 storeys) for a tower;
 - b) 0m setbacks for a **base building** on the north, west and south lot lines and 3m on the east lot line.
 - c) 3m setbacks for a **mid-section building** on the north, west and south lot lines and 6m on the east lot line
 - d) A 40m setback for a **tower** from the north lot line, 3m setbacks from the west, south lot lines, and 6m from the east lot line. A minimum 3m step-back from the base building.
 - e) A minimum step-back of 1.5m from all exterior walls of a base building.
 - f) A maximum Gross Floor Area of 45,440 square metres (equal to 710% of lot area);
 - g) A minimum provision of 1,600 square metres of commercial uses (equal to 25% of lot area);
 - h) A maximum floor plate size of 950 square metres applied to the 13th storey and above.
 - i) A minimum parking ratio of 0.6 parking spaces per unit; and
 - j) A holding provision tied to Official Plan policies related to affordable housing, technical justifications for building heights above 25 storeys in the Urban Growth Centre, and minimum parking ratio lower than 0.7 parking spaces per dwelling unit.

Site and Location



12. The subject site is located between McDonald Street and Worsley Street, with approximately 60m of frontage on both streets, and 100m of frontage along Clapperton Street and John Edwin Coupe Park. The site contains the Barrie Public Library - Downtown Branch, John Edwin Coupe Park, surface parking lots, and landscaped area. The subject lands comprise the western surface parking lot of the property and has a site area of 0.64 hectares (1.58 acres). The site is located within the Urban Growth Centre as identified in 'Map 1 – Community Structure' of the Official Plan and is designated 'High Density' in 'Map 2 – Land Use Designations'.
13. The surrounding land uses include the following:
 - North:** McDonald Street, residential 'Neighbourhood Area' with ground-related and low-rise buildings, and Green Space (Lions Park);
 - East:** Green Space and Community Hub uses including John Edwin Coupe Park, the Barrie Public Library – Downtown Branch, and 'High Density' sites permitting a mix of uses in mid-rise and high-rise buildings within the Urban Growth Centre;
 - South:** Worsley Street, 'High Density' sites permitting a mix of uses in mid-rise and high-rise buildings within the Urban Growth Centre which are currently occupied with various commercial uses, (banks, offices, Service Canada, restaurants, retail, and small businesses) and community uses (Trinity Anglican Church), as well as waterfront Green Spaces such as Memorial Square and Heritage Park; and
 - West:** Clapperton Street, 'High Density' sites permitting a mix of uses in mid-rise and high-rise buildings within the Urban Growth Centre and currently occupied by single detached homes and

converted dwellings with commercial uses, vacant parcels, mid-rise apartments and office buildings and a funeral home.

Existing Policy

14. The subject property is identified as being within the "Urban Growth Centre" on "Map 1 – Community Structure" in the City's Official Plan.
15. The subject property is designated as "High Density" on "Map 2 - Land Use Designation" in the City's Official Plan and identified as being within the Downtown Neighbourhood on Map 8 – Cultural City Features.
16. "Map 7 – Drinking Water System Vulnerable Areas" in the Official Plan identifies the subject lands as being located within the following areas:
 - a) Wellhead Protection Area (WHPA) – C (5-10 year capture zone).
 - b) Wellhead Protection Area (WHPA) – D (25 year capture zone).
 - c) Significant Groundwater Recharge Area
 - d) Highly Vulnerable Aquifers
17. The lands are currently zoned as 'Central Area Commercial Second Density' (C1-2) in the City's Comprehensive Zoning By-law 2009-141, as amended.

Background Studies

18. In support of the application, the following plans, reports, and studies were submitted. Copies of the submission material are available online on the City's Proposed Developments webpage under [Ward 2 – 50 Worsley Street](#).
- a) Highest and Best Use Study (January 2024)

Public Consultation

19. A statutory Public Meeting was held on February 27, 2024 to present the subject application to the Affordability Committee and the public. The meeting was attended by approximately 4 members of the public for the 50 Worsley Street application (D30-001-2024). While no members of the public provided comment at the Public Meeting, written comments and phone calls were made to staff, and included the following general concerns:

a) **Scale of Development and Transition to Adjacent Neighbourhood Areas**

Comments were made regarding the impacts of the proposed scale of development, with towers immediately adjacent to designated Neighbourhood Areas. Changes to the proposed concept plans and the proposed zoning by-law amendment were made to address these comments.

b) **Traffic and Parking Impacts**

Concerns were raised regarding the proposal's potential impacts to local traffic and the loss of public parking in the area. A hold is recommended to be placed on the property to allow the parking ratio to be studied later in the development process.

c) **Interface with, and impacts on, John Edwin Coupe Park and the Barrie Public Library**

Concerns were raised regarding shadow and wind impacts on the adjacent streets and public open spaces. Comments were also received regarding the planned levels of density and provision of adequate community services in the area to support the new population. Additional studies will be required later in the development process.

d) **Affordable Housing**

A letter dated March 18, 2024 received from Tim Kent, Redwood Park Communities, raised concerns with the sale of public land at market rates with no associated requirements or guarantees for provision of affordable units.

Department and Agency Comments

20. The subject application was circulated to staff in various departments and external agencies for review and comment. No objections or concerns with the proposed rezoning were received from the following departments, with comments noting generally noting future requirements for any subsequent Site Plan Control application:
- a) Development Services - Parks Planning
 - b) Development Services - Approvals Branch
 - c) Building Department
 - d) Barrie Fire
 - e) Business Performance and Environmental Sustainability – Risk Management Official

- f) Business Performance and Environmental Sustainability – Environmental Sustainability and Environmental Compliance
 - g) Alectra Utilities, Enbridge Gas
 - h) The Lake Simcoe Region Conservation Authority (LSRCA)
21. Comments affecting the Zoning By-law Amendment application were received from the following departments:

Development Services – Planning

22. Staff identified three (3) outstanding policy matters to implement the concept plan illustrated in the Highest and Best Use Study. These include:

- a) **Maximum Building Heights:** Building Heights over 25 storeys are permitted in the Urban Growth Centre. However, the Official Plan requires provision of planning, design, and market justifications for the additional height, as outlined in policy 2.6.3.3 (d) of the Official Plan.

To accommodate future development of the subject lands staff recommend the use of a holding provision on the subject lands. The conditions of the hold would be related to satisfying the Official Plan policies to permit heights proposed over 25 storeys. The hold could be removed if a future applicant is not proposing heights above 25 stories or following submission of a satisfactory Planning Justification Report, Market Study, Affordable Housing Report, and Community and Sustainable Design Report at time of Site Plan Control application if heights above 25 storeys are being proposed. Release of a Holding Provision is a delegated approval for the Executive Director of Development Services in accordance with the Official Plan policies.

- b) **Affordable Housing:** Official Plan policy 2.3.2 (d) ii) states that at least 20% of housing units developed in the Urban Growth Centre shall be planned to satisfy the criteria for affordable housing according to the policies in Section 6.4.2. Affordable Housing: Section 6.4.2 e) iii) requires that all development proposals with more than 40 residential units proposed are required to demonstrate the provision of affordable units.

Further to the above, Staff propose adding a condition to the holding provision to ensure that this policy is also satisfied by any future development application on the subject lands, through provision of an Affordable Housing report and associated confirmation that arrangements to satisfy these policies has taken place.

- c) **Transition to Adjacent Neighbourhood Area:** The subject lands are located adjacent to lands designated “Neighbourhood Area” in Map 2 of the Official Plan. Section 2.6.3.3 (i) of the Official Plan identifies that new “High Density” development must appropriately transition to any “Neighbourhood Area” lands, either immediately adjacent or across a street and as per the transition policies of Section 3.

Section 3.3.4 (a)(ii)(g) requires towers to be setback 70m from Neighbourhood Areas or as further described in the Urban Design Guidelines (or Zoning By-law), contained within an angular plane. The proposed north tower location on McDonald Street, adjacent to lands designated Neighbourhood Area, does not satisfy the transition policy above.

Staff generally support the maximum gross floor area identified in Smart Density’s Highest and Best Use study but recommend establishing the zoning standards and a resulting development envelope using a different massing design, to ensure Official Plan policies for transition are also achieved.

In November 2023, Council approved Staff Report DEV059-23, which outlined principles for achieving good transition in the City's new Comprehensive Zoning By-law. The report identifies that where a mid-rise or high-rise building is proposed across the street from a designated Neighbourhood Area, a 45-degree angular plane can be an appropriate tool to help guide transition and neighbourhood fit for new growth and create a compatible streetscape massing. In these transition areas, the City's new draft zoning by-law contemplates a 45-degree angular plane, taken from the centre line of a shared right-of-way.

Development Services – Transportation Planning

23. Staff identified three (3) outstanding items to implement the concept plan illustrated in the Highest and Best Use Study. These include:
- a) That the location of the site's principal vehicular access should be located on Clapperton Street, the lowest order street.
 - b) Through work completed for the City of Barrie's new Draft Comprehensive Zoning By-Law, supporting background technical studies identified a minimum supportable parking ratio of 0.7 parking spaces per dwelling unit in the Urban Growth Centre (inclusive of visitor parking). The Highest and Best Use Study by Smart Density proposes 0.6 parking spaces per dwelling unit. The Smart Density ratio was predicated on physical site design and was not required to be supported by any market, traffic, or parking study. Staff are suggesting additional traffic and parking work should be completed as part of a future development process.
 - c) Section 4.7 (q) of the Official Plan requires the City to maintain an equilibrium of parking in the downtown where intensification/development of a parking lot occurs. H-Block represents 174 parking spaces. This policy will need to be satisfied as part of a future development process.

Potential options that could be explored in the future to satisfy the parking equilibrium policy include:

- Off-site solutions:
To address the policy off-site, Council may consider an update to the City's parking strategy, to establish new strategy and processes related to the disposal and redevelopment of downtown parking lots; including acquiring new lands, intensifying existing municipal parking lots with structured parking facilities, and opportunities to require privately-owned publicly available parking within new developments within the Urban Growth Centre as a means to absorb the loss of parking facilities as sites redevelop with higher and better uses.
- On-site solution:
The proposed Zoning By-law Amendment standards do not anticipate any public parking facilities on site, and only demonstrate private parking for residents. If Council determines parking equilibrium should be addressed on site, further studies may be needed to determine the feasibility of accommodating public parking facilities within the proposed zoning standards. The requirement for provision of privately-owned publicly available parking within the development would also need to be captured within any future purchase and sale agreement.
- Mixed on-site and off-site combination:
A combination of on and off-site strategies could be considered.

- Interim Use within purchase and sale;
Council may wish to include a requirement in the purchase and sale agreement to maintain the existing parking use, until the site is ready for redevelopment.

A Transportation Impact Study and Parking Study will be required through Site Plan Control application.

Development Services – Parks Planning

24. While staff noted no concerns with the rezoning, a 3m landscape buffer was identified as being required along the east property line.

Refinement of Highest and Best Use Concept and Associated Site-Specific Provisions

Original Highest and Best Use Study: Smart Density

25. The City-initiated rezoning application was predicated on a conceptual plan, completed as part of a Highest and Best Use Study undertaken by Smart Density on behalf of the City of Barrie, and included for reference as Appendix “B” to Staff Report DEV012-24. The plan illustrates a mixed-use building with two 33 storey towers on a 3-storey base building. 3D perspectives of the massing concept are also attached in Appendix “B”.
26. Based on the focus from all levels of government on housing, and direction received by Council, the City’s directive to the consultant performing the Highest and Best Use study for the site was to increase housing supply and conceptually demonstrate how to maximize the number of residential units on the subject site.

Staff Modified Design Concept and Massing

27. To address public concerns and staff comments noted above, Planning staff explored an alternative design and massing concept using the same design assumptions from the Smart Density Highest and Best Use study. Modifications to the requested site-specific standards for the Zoning By-law Amendment have been recommended as a result. The resulting site-specific standards are attached (Appendix “A”) along with a modified design and massing concept (Appendix “C”).
28. *Building Heights and Transition to Adjacent Neighbourhood Area:*
- a) To address the Official Plan policies for transition to adjacent Neighbourhood Areas, maintain consistency with the principles and approach adopted by Council for the future comprehensive zoning by-law, and to create a streetscape condition along McDonald Street that is compatible with recent nearby development approvals at 55-57 McDonald Street, staff recommend restricting the location of towers to the southern half of the subject property, and limiting building height along McDonald Street to a maximum of 20 metres (6 storeys).
 - b) While the above change would effectively limit the site to one tower, the total Gross Floor Area and unit yield can generally be maintained by increasing the maximum building height to 110m (36 storeys), and by utilizing more mid-rise building forms at the base of the tower. Staff note that construction of mid-rise buildings is slightly more cost-efficient than towers (per Altus Group’s 2024 Cost of Construction Guide) – and are an effective way to achieve density.
 - c) The removal of the northern tower would also serve to improve sky views and views through the site, and potentially reduce shadow and wind impacts on adjacent streets, open spaces, and neighbourhoods by creating faster moving shadows, and using different built forms to

- break up down drafts created by towers (to be confirmed through technical studies as part of any future Site Plan Control application).
29. *Reduced Parking Ratio:*
- a) Staff's updated concept plan and massing maintains Smart Density's originally proposed parking ratio of 0.6 parking spaces per dwelling unit. The updated concept similarly provides 1 full level of underground parking and structured parking located behind residential and commercial uses of the base building.
30. *Location of Vehicular Access:*
- a) Transportation Planning staff recommended that access be required from Clapperton Street to reduce proximity to, and minimize impacts on, adjacent intersections and higher order streets.
- b) Urban Design staff are supportive of Transportation Planning's comments. Relocating the access to Clapperton would serve to reduce vehicular impacts on sidewalks providing access to John Edwin Coupe Park and the Barrie Public Library and provide opportunities to expand on the existing commercial frontages and character along Worsley Street.

POLICY ANALYSIS

31. The following provides a review of the application in accordance with applicable provincial and municipal policy documents.

Provincial Policy Statement (2020) (PPS)

32. Staff have reviewed the relevant policies and are of the opinion that the development is consistent with the applicable policies of the Provincial Policy Statement (2020) which direct growth to settlements and identified growth areas and promote efficient, transit supportive development. The subject lands are located within the built boundary of the City and the application proposes intensification within the Urban Growth Centre (UGC). The proposed development aligns with the policies of creating a healthy, liveable, and compact community and would be serviced by existing municipal infrastructure and services, thereby representing efficient and cost-effective development.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), as amended.

33. Staff have reviewed the relevant policies and are of the opinion that the development conforms to the Growth Plan for the Greater Golden Horseshoe. The subject lands are located within an Urban Growth Centre which will be planned to accommodate significant population and employment growth and as focal areas for investment through a range and mix of land uses.
34. The proposed amendment would permit the development of a high-density mixed-use building on existing municipal servicing infrastructure and public facilities and is located within a block of transit routes, and walking distance to the waterfront, a variety of parks, and all of the services and amenities located within the historic downtown. The proposed development at this location will contribute to the City's intensification targets required by the Growth Plan, and the goal to create a complete community and to support planned transit.

City of Barrie Official Plan (OP)

35. Staff have reviewed the relevant policies in the City of Barrie Official Plan which applies to the application and are of the opinion that the proposed application conforms to the policies that guide

development on the subject lands. As noted, the subject lands are identified as being within the Urban Growth Centre (UGC) on Map 1 – Community Structure and are designated ‘High Density’ on Map 2 – Land Use. General policies for the UGC are provided in Section 2.3.2 and land use policies that guide development in High Density designations are provided in Section 2.6.3.

36. Section 2.3.2 identifies that the UGC is the City’s primary focal point for growth and investment and is planned to become a high-density complete community, providing a diverse mix of uses and housing options through development that achieves a high standard of design which is reflective of the UGC’s regional and community importance, and its waterfront location.
37. Section 2.3.2 (d) (ii) identifies that the UGC shall be planned to require at least 20% of developed housing units to be affordable housing, per the definitions and policies in Section 6.4.2.
38. The policies further identify that lands with a High Density designation shall achieve an average minimum density target of 300 units per hectare.
39. The proposed Zoning By-law Amendment application would facilitate a high-density mixed use residential development, up to 36 storeys tall, and which would represent an efficient design and use of the site on existing infrastructure. The application facilitates development standards that will encourage future development designs to be accessible by walking and bicycle and is located within proximity to transit, facilitating easy access to the downtown bus terminal and local bus routes. Heritage policies in Section 8 will be addressed through site plan.
40. Policies in Sections 2.6.3 guide development of High Density sites within the UGC, outlining the range and mix of permitted uses and the expectation for mixed-use development within the UGC, with non-residential uses located on the ground floor.
41. 2.6.3.3 (d) identifies that building heights in excess of 25 storeys may only be permitted in the UGC and Major Transit Station Area if justified and supported by evidence, which demonstrates to the satisfaction of the City:
 - a) The need for additional height;
 - b) Demand within the regional market area for housing units that could be provided through building heights above 25 storeys;
 - c) How additional dwelling units created as a result of the increase in height contribute to the provision of attainable, affordable, or deeply affordable housing; and/or
 - d) Exceptional design.
42. 2.6.3.3 (i) outlines that new development must appropriately transition to any Neighbourhood Area lands either adjacent to the property or across the street and address any transition policies of Section 3 of the Official Plan.
43. 2.6.3.3 (j) identifies the expectation of non-residential uses within developments in the UGC to activate its streets and open spaces.
44. Urban Design policies in Section 3.2.1 strive to create context-appropriate built form and street frontage which engages with and animates adjacent streets and open spaces and appropriate transitions between existing and planned land uses. It is noted that the UGC is the focus of increased heights and densities and will experience built form changes to achieve the City’s goals. Staff are of the opinion that the proposed Zoning By-law Amendment application generally

conforms to Section 3.2.1, however, design requirements will be further addressed as part of a future Site Plan Application, should the zoning by-law amendment be approved.

45. Heritage Conservation policies in Section 3.2.5 require that new development should complement the historic character of the area and be reflective of the historical design of surrounding buildings. This information will be detailed through a future site plan process.
46. The High-Rise Building policies in Section 3.3.4 outline various goals and design criteria for high-rise building types. Transition policies to adjacent Neighbourhood Areas are identified in Section 3.3.4 (a)(ii)(g), and require towers to be setback a minimum of 70m from Neighbourhood Areas, or as further described in Urban Design Guidelines or Zoning By-law, contained within an angular plane. Staff have proposed a 40m tower setback from the north property line to generally conform with this policy and have recommended 20m maximum building heights for the mid-section building that would approximately be contained within an angular plane.
47. The proposed development is compatible with, and will contribute to, the surrounding neighbourhood. The development provides an appropriate transition to adjacent forms and uses and in consideration of future uses that are anticipated within the UGC. The development supports active transportation by providing bicycle parking and seamless pedestrian connections to the municipal sidewalk for convenient walking access to nearby transit stops and a range of uses along Burton Avenue and Yonge Street to the east.

Comprehensive Zoning By-law 2009-141

48. The application proposes to amend the zoning on the subject lands from “Central Area Commercial – Second Density” (C1-2) to “Central Area Commercial – Second Density with Special Provisions and Hold” (C1-2) (SP-XXX) (H-YYY).
49. The table below illustrates the required zone provisions and the proposed site-specific provisions as it relates to the proposed development.

Standards	Zoning By-law 2009-141 (C1-2)	Proposed Site-Specific Provisions (C1-2) (SP-XXX) (H-YYY)
Building Height (max.)	10m within 5m of the front lot line and lot flankage, 45m beyond 5m of the front lot line and lot flankage.	11m for a Base Building 20m for a Mid-Section Building 110m for a Tower
Minimum Ground Floor Height	N/A	4.5m
Maximum Floor Plate Size (13th storey and above)	N/A	950m ²
Front, Side, and Rear Yard (min.)	0m	The minimum building setbacks for a base building are as follows: <ul style="list-style-type: none"> • 0 metres from the north lot line. • 0 metres from the west lot line. • 3 metres from the east lot line.

		<ul style="list-style-type: none"> 0 metres from the south lot line. <p>The minimum building setbacks and step-backs, for a mid-section building are as follows:</p> <ul style="list-style-type: none"> A setback of 3 metres from the north lot line. A setback of 3 metres from the west lot line. A setback of 6 metres from the east lot line. A setback of 3 metres from the south lot line. A step-back of 1.5 metres from all exterior walls of the base building. <p>The minimum building setbacks and step-backs for a tower are as follows:</p> <ul style="list-style-type: none"> A setback of 40 metres from the north lot line. A setback of 3 metres from the west lot line. A setback of 6 metres from the east lot line. A setback of 3 metres from the south lot line. A step-back of 1.5 metres from the exterior walls of base building.
Minimum Coverage for Commercial uses (% of lot area)	50%	1,600m2 (25%)
Gross floor area (max. % of lot area)	600%	45,440 square metres (710%)
Minimum Parking Requirements	1 parking space per dwelling unit	0.6 parking spaces per dwelling unit

Parking Standard (Table 4.6)

50. The application proposes a parking standard of 0.6 spaces per residential unit, whereas 1 space per unit is required by Comprehensive Zoning By-law 2009-141 in the C1-2 zone.
51. A reduced parking standard is considered an appropriate design consideration to encourage walkable communities, multi-modal transportation options and transit use, and is understood to support overall affordability. The subject lands are suitably located for ease of public transit with local bus service running along Bayfield and Owen Street, and the Downtown Bus Terminal being located within walking distance. Bicycle parking will also be provided to encourage active

transportation and local convenience commercial uses are located within walking distance throughout the UGC.

52. Through research and background studies, City staff identified a minimum supportable parking ratio of 0.7 parking spaces per dwelling unit (inclusive of visitor parking) within the Urban Growth Centre as part of the work in developing the new draft comprehensive. The requested parking ratio of 0.6 spaces/unit may be appropriate, but needs further justification through a detailed Transportation Impact Study and Parking Justification Study as part of any future development application. Staff recommend applying a holding provision to the site; any parking ratio proposed below the 0.7 spaces/unit assessed by staff to demonstrate through detailed design to be justified, functional, and appropriate.

Maximum Building Height

53. The application proposes a maximum building height of 11m for a base building, 20m for a mid-section building, and 110m for a tower, whereas 10m within 5m of the front lot line and flankage, 45m beyond 5m of the front lot line and lot flankage is required by Comprehensive Zoning By-law 2009-141 in the C1-2 zone.
54. Planning staff are recommending a holding provision be applied to the site to address section 2.6.3.3 (d) of the Official Plan – related to any building heights being proposed over 25 storeys - to create flexibility for future applications and avoid further rezonings on the site.
55. Planning staff are of the opinion that the proposed maximum heights, with requirements from the associated holding provision, will result in appropriate development and generally meet the intent of Provincial Policy, the City's Official Plan, and Zoning By-law.

Setbacks and Step-Backs

56. Where Comprehensive Zoning By-law 2009-141 requires 0m setbacks in C1-2 zones, the application proposes the following:

The minimum building setbacks for a **base building** are as follows:

- 0 metres from the north lot line.
- 0 metres from the west lot line.
- 3 metres from the east lot line.
- 0 metres from the south lot line.

The minimum building setbacks and step-backs, for a **mid-section building** are as follows:

- A setback of 3 metres from the north lot line.
- A setback of 3 metres from the west lot line.
- A setback of 6 metres from the east lot line.
- A setback of 3 metres from the south lot line.
- A minimum step-back of 1.5 metres from all exterior walls of the base building.

The minimum building setbacks and step-backs for a **tower** are as follows:

- A setback of 40 metres from the north lot line.
- A setback of 3 metres from the west lot line.
- A setback of 6 metres from the east lot line.
- A setback of 3 metres from the south lot line.
- A minimum step-back of 1.5 metres from the exterior walls of the base building.

57. Planning staff are of the opinion that the proposed setbacks are appropriate and generally meet the intent of the Official Plan and Zoning By-law. The purpose of requiring a 3m minimum side yard setback on the east lot line for the base building is to create a suitable landscape buffer between the development and John Edwin Coupe Park. Particularly as the interface between a future development and the park is currently unknown. 0m setbacks on the north, west, and south lot lines are intended to provide a continuous street line. Setbacks and step-backs for the mid-section building and for towers are established to define a building base and create a human scale streetscape. The 40m tower setback from the north lot line accommodates Official Plan policies requiring towers to be located 70m away from Neighbourhood Areas.

Maximum Floor Plate Size Above the 12th Storey

58. Staff are proposing a maximum building floor plate area of 950 square metres for the 13th storey and above, whereas there is no requirement in Comprehensive Zoning By-law 2009-141 in the C1-2 zone.
59. The City's Official Plan defines buildings up to 12 storeys as mid-rise buildings. Section 3.3.4 (a) (ii) of the Official Plan encourages the design of high-rise towers to be slender to reduce their visual and microclimatic impacts on the surroundings. Slender tower designs reduce shadow impacts by creating faster moving shadows and maintain sky views and views through sites. This is particularly desirable in a waterfront context such as downtown Barrie.
60. To implement the Official Plan policy and to proactively mitigate impacts of height on the community, staff recommend the above standard.

Minimum Ground Floor Height

61. Staff are proposing a minimum ground floor height of 4.5 metres, whereas there is no requirement in Comprehensive Zoning By-law 2009-141 in the C1-2 zone.
62. Planning staff are of the opinion that the site-specific zoning provision establishes suitable ground floor height to accommodate and attract commercial uses on the ground floor in a mixed-use building. Ground floor commercial uses are required. This provision is consistent with industry best practices and standards applied to other approved and currently in construction mixed use buildings within the City's UGC and along the City's intensification corridors.

Minimum Commercial Coverage

63. The application proposes a minimum commercial coverage equivalent to 25% of the lot area (1,600 square metres / 17,222 square feet), whereas 50% is required by Comprehensive Zoning By-law 2009-141 in the C1-2 zone.
64. Planning staff are of the opinion that the requested site-specific zoning provision is appropriate and provides additional flexibility for development to respond to fast-changing commercial and non-residential markets. High Density Land Use policies in the Official Plan only direct that 50% of building frontages should be made up of non-residential uses and does not specifically speak to total area requirements. The intent of the zoning provision is to create active and animated streets in the UGC that enliven the downtown and create dynamic places. The proposed standard maintains the intent.

Maximum Gross Floor Area

65. The application proposes a Gross Floor Area equivalent to 710% of the lot area (45,440 square metres / 489,112 square feet), whereas a maximum 600% is permitted by Comprehensive Zoning By-law 2009-141 In C1-2 zones.
66. Planning staff are of the opinion that the proposed increase to Gross Floor Area is appropriate, consistent with the intent of the zoning by-law, as well as Provincial and City policies, recent development approvals, and facilitates desirable development types for this location.

Site Plan Control

67. Subject to Council approval of the proposed application, the property would be subject to Site Plan Control as per Section 41 of the *Planning Act* and in accordance with By-law 99-312. Site Plan Control addresses the detailed design elements of the lands, access, servicing, stormwater management, landscaping, lighting, zoning compliance, building orientation/placement/massing and parking. The Site Plan process will ensure the development complies with all municipal standards and provides an appropriate interface with adjacent properties and streets.
68. Should the subject application be approved, staff are satisfied that detailed design elements could be adequately addressed through a subsequent site plan control application.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

69. The following environmental and/or climate change impact matters have been considered in the development of the recommendation:
- a) A Phase I ESA has been completed on the subject property. The report concluded that a Phase II ESA is not necessary.
 - b) Future development applications on the subject property will be required to submit a Community and Sustainable Design Report, an Energy Conservation Report and a Construction Management report; which should outline all proposed sustainable design and construction practices proposed for the development.
 - c) As noted in the policy analysis above, the subject site is located in a variety of drinking water protection areas. Future development applications will need to address all relevant policies related to the subject site's location within:
 - i. Wellhead Protection Area (WHPA) – C (5-10 year capture zone).
 - ii. Wellhead Protection Area (WHPA) – D (25 year capture zone).
 - iii. Significant Groundwater Recharge Area.
 - iv. Highly Vulnerable Aquifers.

ALTERNATIVES

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

Alternative #1 General Committee could refuse the proposed Zoning By-law Amendment application and maintain the existing “Central Area Commercial – Second Density” (C1-2) zoning over the subject property.

This alternative is not recommended as the proposed development is consistent with and conforms to all Provincial and municipal policies as noted throughout the analysis section of this report and is considered an appropriate use of the subject lands.

Alternative #2 General Committee could refer the application back to staff to further examine any additional standards that Committee deems worth exploration beyond the permissions in the Official Plan.

This would require staff to explore a Special Policy Area to permit increased height and density on the site.

FINANCIAL

71. While no development proposal is being considered through this application, the proposed Zoning By-law Amendment could facilitate approximately 605 new residential units and 1,600 square metres of new commercial or non-residential space. Any future development application will generate income for the City through applicable development charges, levies, cash in-lieu of parkland, community benefits, and through any applicable property taxes.
72. Additional financial information related to this application, and the potential sale of the subject lands, will be sent in confidence to General Committee.

LINKAGE TO 2022-2026 COUNCIL STRATEGIC PLAN

73. The recommendation(s) included in this Staff Report support the following goals identified in the 2022-2026 Strategic Plan:
- ☒ Affordable Place to Live
 - ☒ Community Safety
 - ☒ Thriving Communities
74. In accordance with Council’s goals, the proposed development would provide for a compact form of development that will utilize existing services and infrastructure, provide additional rental units and add the potential for more affordable and attainable housing options and support the local and regional transit network.

Attachments: Appendix “A” – Draft Zoning By-law Amendment
Appendix “B” – Smart Density - Highest and Best Use Conceptual Site Plan and Massing
Appendix “C” – Staff Modifications: Conceptual Massing Design, Development Envelope and Development Statistics
Appendix “D” – Residential Density Analysis

APPENDIX "A"

Draft Zoning By-law Amendment



Bill No. XXX

BY-LAW NUMBER 202X-XX

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

WHEREAS the Council of The Corporation of the City of Barrie deems it expedient to amend By-law 2009-141 to rezone lands legally described as: PLAN 154 LOTS 3 TO 8 N WORSLEY ST & S MCDONALD ST LOTS 30 TO 35 39-44 RP in the City of Barrie, County of Simcoe, known municipally as 50 Worsley Street, shown on Schedule "A" attached to this By-law from the 'Central Area Commercial Second Density' (C1-2) to 'Central Area Commercial Second Density with Special Provisions and Hold' (C1-2) (SP-XXX)(H-YYY).

AND WHEREAS the Council of The Corporation of the City of Barrie adopted Motion 23-G-XXX.

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

1. **THAT** the zoning map be amended to change the zoning from 'Central Area Commercial Second Density' (C1-2) to 'Central Area Commercial Second Density with Special Provisions and Hold' (C1-2) (SP-XXX) (H-YYY) in Comprehensive Zoning By-law 2009-141, in accordance with Schedule "A" attached to this By-law being a portion of the zoning map.
2. **THAT** the following definitions apply in the Central Area Commercial Second Density with Special Provisions and Hold (C1-2) (SP-XXX) (H-YYY) zone.
 - a. **"Base Building"** means the portion of a building which collectively encloses the entirety of the first, second, and third storey;
 - b. **"Mid-Section Building"** means the portion of a building on the lot which collectively encloses the entirety of a storey located above the base building, up to and including the 6th storey.
 - c. **"Tower"** means the portion of a building that collectively encloses the entirety of a storey above the mid-section building to a maximum height.
 - d. **"floor plate"** means the floor area of each floor measured from the outside of the exterior walls, but excluding inset and projecting unenclosed balconies;
3. **THAT** notwithstanding the provisions set out Section 6.3.2 of Comprehensive Zoning By-law 2009-141, the maximum building heights shall be as follows:
 - a. 11m for a **base building**;

- b. 20 metres for a **mid-section building**; and
- c. 110 metres for a **tower**.

4. **THAT** notwithstanding the provisions set out in Section 6.3.1 of Comprehensive Zoning By-law 2009-141, the minimum setbacks permitted in the Central Area Commercial Second Density with Special Provisions and Hold (C1-2) (SP-XXX)(H-YYY) zone shall be as follows:

The minimum building setbacks for a **base building** are as follows:

- o 0 metres from the north lot line.
- o 0 metres from the west lot line.
- o 3 metres from the east lot line.
- o 0 metres from the south lot line.

The minimum building setbacks and step-backs, for a **mid-section building** are as follows:

- o A setback of 3 metres from the north lot line.
- o A setback of 3 metres from the west lot line.
- o A setback of 6 metres from the east lot line.
- o A setback of 3 metres from the south lot line.
- o A step-back of 1.5 metres from all exterior walls of the base building.

The minimum building setbacks and step-backs for a **tower** are as follows:

- o A setback of 40 metres from the north lot line.
- o A setback of 3 metres from the west lot line.
- o A setback of 6 metres from the east lot line.
- o A setback of 3 metres from the south lot line.
- o A step-back of 1.5 metres from the exterior walls of the mid-section building, or base building.

5. **THAT** notwithstanding the provisions set out in Table 4.6 – Parking of Comprehensive Zoning By-law 2009-141, the minimum required parking standards shall be 0.60 parking spaces per unit in the Central Area Commercial Second Density with Special Provisions and Hold (C1-2) (SP-XXX)(H-YYY) zone.
6. **THAT** notwithstanding the provisions set out Section 6.3.1 of Comprehensive Zoning By-law 2009-141, a minimum gross floor area of 710% (45,440 square metres) shall be permitted in the Central Area Commercial Second Density with Special Provisions and Hold (C1-2) (SP-XXX)(H-YYY) zone.
7. **THAT** notwithstanding the provisions set out Section 6.3.2 of Comprehensive Zoning By-law 2009-141, the minimum coverage for commercial uses shall be 25% (1,600 square metres) in the Central Area Commercial Second Density with Special Provisions and Hold (C1-2) (SP-XXX)(H-YYY) zone.
8. **THAT** the minimum height for the ground floor of a building shall be 4.5 metres.
9. **THAT** the maximum floor plate size above 12 storeys be 950 square metres.
10. **THAT** vehicle access to the site be provided from Clapperton Street and that the site be restricted to a maximum of one vehicle access.
11. **THAT** a holding provision be placed on the subject lands, to be removed when the below policies and technical requirements have been addressed to the satisfaction of the Executive Director of Development Services:
- a) Section 2.3.2 (d) ii) and Section 6.4.2 e) iii) of the Official Plan [Affordable Housing]



-
- b) Section 2.6.3.3 (d) of the Official Plan [Building Height]
 - c) Submission of a Transportation Impact Study and Parking Study providing functional justification for any proposed parking ratio below 0.7 parking spaces per dwelling unit.
12. **THAT** the remaining provisions of By-law 2009-141, as amended from time to time, applicable to the above-described lands generally shown on Schedule "A" to this Bylaw, shall apply to the said lands except as varied by this By-law.
13. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

READ a first and second time this ____ day of ____, 2024.

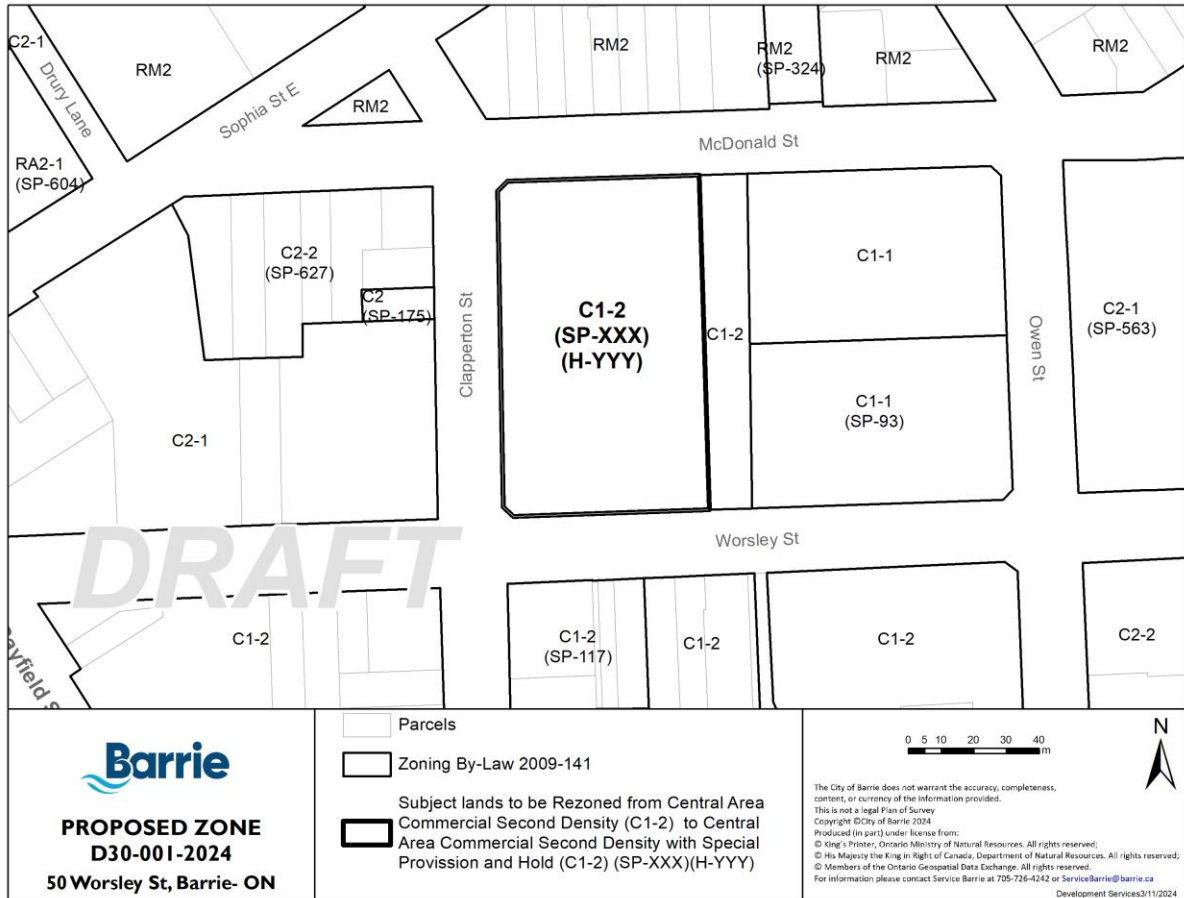
READ a third time and finally passed this ____ day of ____, 2024.

THE CORPORATION OF THE CITY OF BARRIE

MAYOR – A. NUTTALL

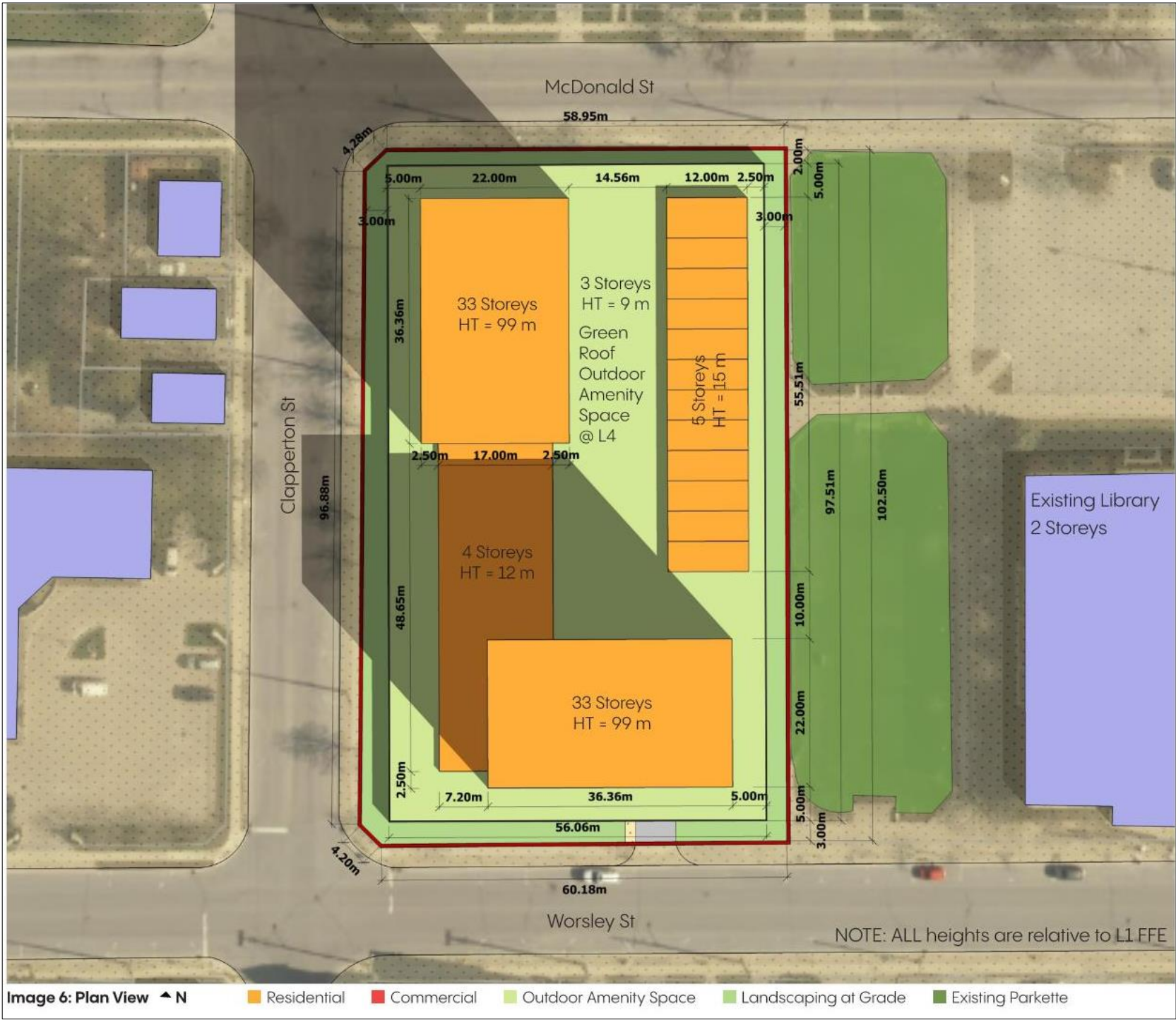
CITY CLERK – WENDY COOKE

Schedule "A" to attached By-law 2024-XXX



APPENDIX “B”

Smart Density - Highest and Best Use Conceptual Site Plan and Massing



Site Stats

	Area	
	m ²	ft ²
Site Area	6,417.6	69,078.0
Building Footprint	5,466.8	58,844.3
Building Coverage	85%	
Paved Area	18.0	193.8
Landscaped Area	932.7	10,039.9
	15%	
Total Floor Area (TFA)	56,972.3	613,244.6
Residential	54,916.2	591,112.6
Retail	2,056.1	22,132.0
Estimated Gross Floor Area (GFA)	45,577.9	490,595.7
Residential	43,933.0	472,890.1
Retail	1,644.9	17,705.6
Floor Space Index (GFA/Site Area)	7.1	
Estimated # of Residential Units	628	
Parking Area	13,830.9	148,873.9
Estimated # of Parking Spaces Provided	395	
Residential (Incl. Visitor)	380	
Retail	15	
Estimated # of Parking Spaces Required	454	
Residential (Incl. Visitor, Per Zoning)	439	
Retail	15	
Parking Spaces Provided Per Unit (Incl. Visitor)	0.6	

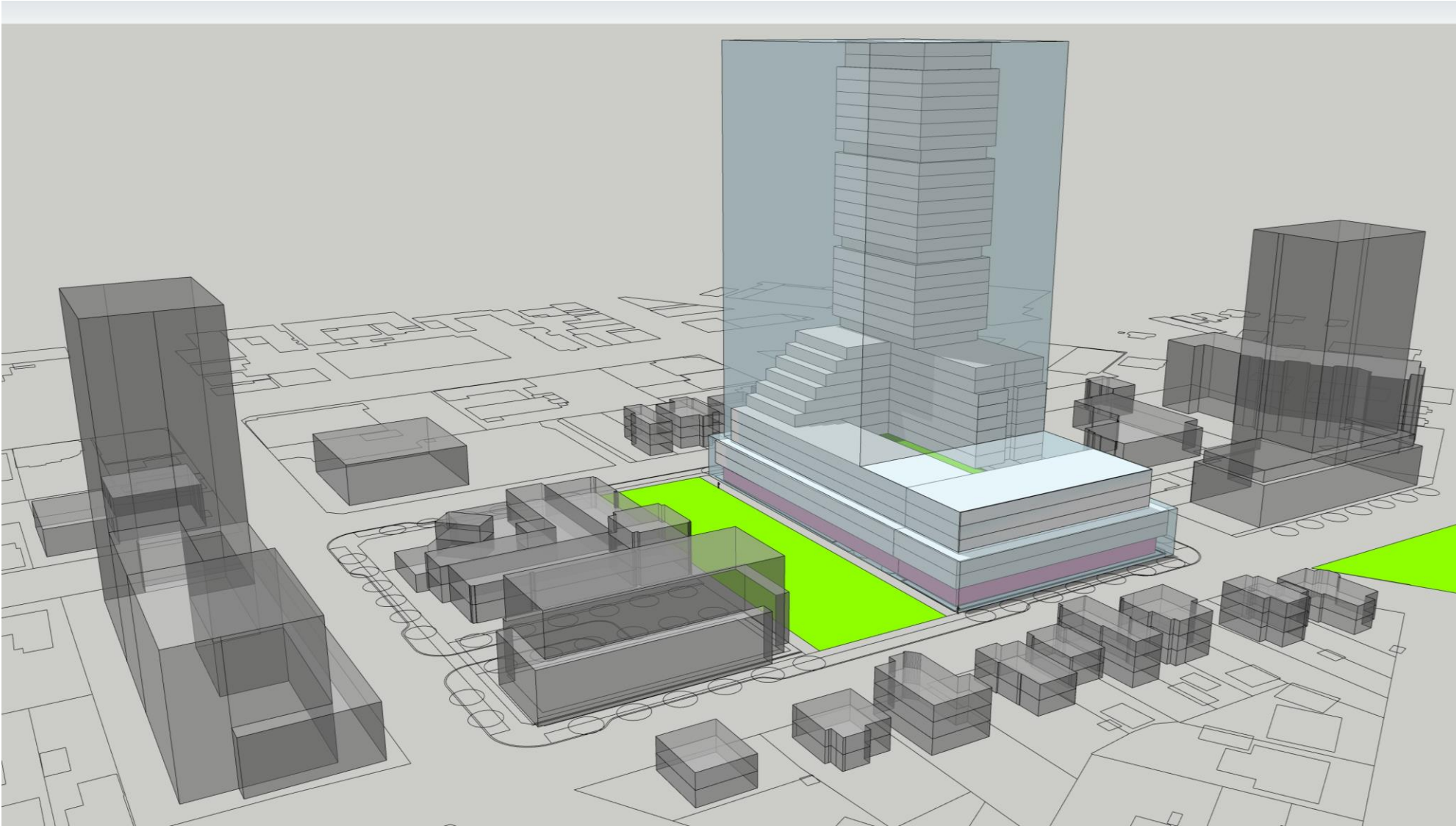
Assumptions

Estimated Building Efficiency (GFA/TFA)	80%
Retail Mezzanine TFA is X % of Retail Level 1 TFA	30%
Estimated Floor Area Per Parking Space (m ²)	35.0
GFA of Average Residential Unit (m ²)	70.0
Parking Spaces for Retail	15



APPENDIX “C”

Staff Modifications: Conceptual Massing Design, Development Envelope and Development Statistics



BUILDING	GCA (m2)	GFA (m2)	Units
36 Storey Mixed Use Building	52,953	42,362	605

**Note: the above statistics incorporate 1,600m2 of Ground Floor Commercial.*

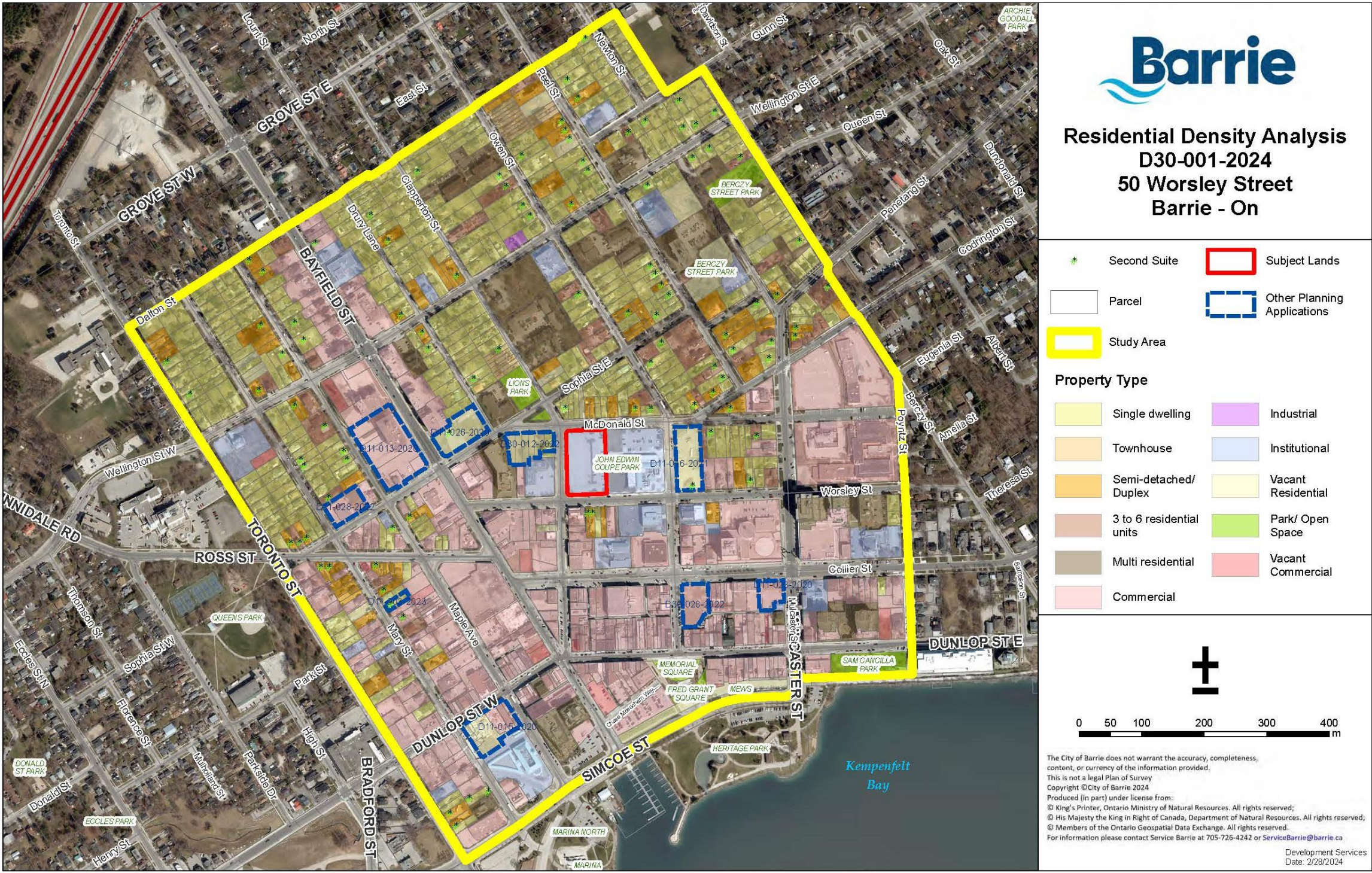
PARKING	Total Area (m2)	Parking Spaces	Ratio
Parking - Structured	7,448	213	
Parking - Underground	6,000	171	
TOTAL	13,448	384	0.6

**Note: 1 level of underground and 4 levels of structured parking are assumed.*

Assumptions	
Building Efficiency	0.80
Average Unit Size (m2)	70
Parking (m2)	35

APPENDIX “D”

Residential Density Analysis



APPENDIX "D"

Residential Density Analysis

RESIDENTIAL DENSITY ANALYSIS
D30-001-2024
50 WORSLEY STREET, BARRIE -ON

Total Study Area	99.19 ha
Total Developable Area - <i>Only residential</i> (Private properties)	56.70 ha
Total Developable Area - <i>All Residential and Non-Residential</i> (Private properties)	71.74 ha
Total Area Parks/ Open Space/SWM Ponds/Walkways/Laneways	1.38 ha
Total Area Roads right of way	26.07 ha

PROPERTY USAGE TYPE	Total Dwelling Units	Land Area (ha)	Residential Density Dwelling Units/ha
Single Dwelling Unit	492	21.90	22.47
Semis/ Duplex	159	4.56	34.88
Townhouse Dwelling Unit	21	0.56	37.23
3 to 6 self-contained units	156	2.92	53.45
Multiresidential	1193	7.15	166.87
Mixed-Use (Residential and Commercial)	324	12.79	25.33
Vacant residential and Commercial lands		2.43	
Non-residential areas(Commercial/ Institutional)		15.05	
Parks/ Open Space/ Walkway / Laneway		1.38	
Other Proposed Developments in the area			
<u>D11-013-2020 - 136 & 112 Bayfield St, 14 Sophia St W, and 113 & 115 Maple Ave.</u> Site plan application for the construction of a 12 storey mixed-use condominium building containing 282 residential apartment units, 10 live-work units and ground floor commercial uses, together with 8 townhouse units fronting onto Maple Avenue. In total, the proposed development will contain 300 residential units.	300	0.88	339.89
<u>D11-015-2020 - 55 Dunlop St W</u> Site plan application for the construction of a mixed-use, high-rise development consisting of two 32-storey residential towers comprised of 495 units (Phase I and II), including a 6-storey podium (with ground floor retail/commercial uses)	495	0.45	1107.41
<u>D11-023-2020 - 79 Collier St</u> Site plan application for the construction of a 17-storey mixed use building containing of 136 residential units with 404 square metres of ground floor commercial space.	136	0.17	808.30
<u>D11-026-2020 - 115 Bayfield St</u> An 8-storey apartment building that will contain 108 residential units.	108	0.36	296.34
<u>D11-016-2021 - 55-57 McDonald St, 61-67 Owen St, 70-78 Worsley St</u> A 20-storey Mixed-use building containing 278 residential units and 950 square metres of ground floor commercial space, together with underground and structured parking.	278	0.41	682.07
<u>D11-028-2022 - 30 Sophia St W</u> Site plan application for the construction of a 4-storey mixed use building with 39 residential units and 400 square metres of ground floor commercial.	39	0.23	167.40
<u>D11-003-2023 - 81 Mary St</u> Site plan application for the construction of a three (3) storey mixed use building containing four (4) residential units and ground floor commercial.	4	0.05	78.93
<u>D30-012-2022 - 17 Sophia St E; 3, 5, 7 & 11 McDonald St; 58 & 60 Clapperton St</u> A Zoning By-law Amendment approved to permit the development of a 21-storey mixed-use building containing 253 residential units, ground floor commercial space and underground parking.	253	0.31	815.43
<u>D30-028-2022 - 49 Collier St</u> A Zoning By-law Amendment Approved to permit the development of a 33-storey high-rise mixed-use building with 297 residential units and 1,272m2 of ground floor commercial space.	297	0.26	1158.03

RESIDENTIAL DENSITY ANALYSIS
D30-001-2024
50 WORSLEY STREET, BARRIE -ON

Total Study Area	99.19 ha		
Total Developable Area - <i>Only residential</i> (Private properties)	56.70 ha		
Total Developable Area - <i>All Residential and Non-Residential</i> (Private properties)	71.74 ha		
Total Area Parks/ Open Space/SWM Ponds/Walkways/Laneways	1.38 ha		
Total Area Roads right of way	26.07 ha		
Subject Property 50 Worsley St - D30-001-2024 <i>A City-initiated rezoning application . The amendment would facilitate future highest and best use development and is based on a concept comprised of 628 units within two 33-storey residential towers sharing a 3-storey mixed use podium building.</i>	628	0.65	973.55
Current Residential Density <i>(Only Residential Lands included)</i>	2345	56.70	41.36
Current Residential Density <i>(All Residential and Non- residential lands included)</i>	2345	71.74	32.69
Projected Residential Density Including Proposal for Subject Lands <i>(Only Residential Lands included)</i>	2973	56.70	52.44
Projected Residential Density Including Proposal for Subject Lands <i>(All Residential and Non- residential lands included)</i>	2973	71.74	41.44
Projected Residential Density Including Proposal for Subject Lands and Other Proposed Developments in the Area <i>(Only Residential Lands included)</i>	4877	56.70	86.02
Projected Residential Density Including Proposal for Subject Lands and Other Proposed Developments in the Area <i>(All Residential and Non- residential lands included)</i>	4877	71.74	67.98

Prepared by: Development Services
Date: February 28, 2024

Note:

This Density Analysis is based on the Assessment Database.
MPAC property Code was used to identify the number of residential units in the Area.

Second Suite units registered in the area were also added; they were counted on their corresponding dwelling unit.

Areas for Parks/ Open Space/ SWM Ponds/ Roads and Laneways were not included in the density calculations.

Any residential units existing in the properties listed under Other Proposed Developments in the Area as well as in the Subject Lands have been included in the analysis; adding them for current density calculation and subtracting them for the Projected Densities as needed.