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**TO:** GENERAL COMMITTEE

**SUBJECT:** WATERFRONT AND MARINA STRATEGIC PLAN

**WARD:** ALL

**PREPARED BY AND KEY CONTACT:** W. FISCHER, B.L.A., O.A.L.A.  
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**CHIEF ADMINISTRATIVE OFFICER APPROVAL:** C. LADD  
CHIEF ADMINISTRATIVE OFFICER *C. Ladd*

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**RECOMMENDED MOTION**

1. That the Waterfront and Marina Strategic Plan, prepared by the Planning Partnership, dated June 10, 2013, be endorsed to guide the future planning and development of the waterfront.
2. That the implementation strategies identified in Waterfront and Marina Strategic Plan, dated June 10, 2013, be considered in the development of future Business Plans.
3. That staff in the Engineering Department work with the Outdoor Performance Centre Association, as part of the implementation of the Bayview Park Outdoor Performance Centre, as follows:
  - a) to develop criteria for a contribution agreement with the Outdoor Performance Centre Association that establishes conditions for the construction of Phase 1 of the Bayview Park Outdoor Performance Centre estimated at \$600,000, and addresses preconditions that would prompt the City to make its share of the project funding available, such as a required level of fundraising successfully completed by the OPCA in support of the project's cost, and report back to General Committee for approval of the criteria; and,
  - b) to phase the Bayview Park Outdoor Performance Centre in a way that requires minimal expenditures during the initial phase to allow time to build capacity for audience and use of the facility, prior to the consideration, in future business cases, for facility expansion.
4. That staff implement the following work plan for the commercial kiosks:
  - a) staff develop a Terms of Reference for a Request for Expression of Interest for the implementation of small scale commercial kiosk structures for seasonal and short-term lease opportunities within the waterfront parks for 2014 and present it to Transportation and Economic Development Committee for approval.
  - b) staff issue the Request for Expression of Interest and report to Transportation and Economic Development Committee the results of the Request for Expression of Interest results including a proposed kiosk design.

5. That staff prepare a Request for Expression of Interest for the development of the Boathouse facility and report back to Transportation and Economic Development Committee with the results and recommendations of the next steps for the project.
6. That the City Clerk be authorized to enter into licensing agreements with the businesses proposing to provide paddleboards and cycling rental opportunities on the waterfront as part of the 2013 pilot program which includes options of an additional one year extension and that staff report back to General Committee at the end of the 2013 waterfront events season on the feedback associated with the pilot project.
7. That the City Clerk be authorized to enter into a licensing agreement for a pilot project in 2013 for a mobile food truck to service Johnsons Beach Park and Minet's Point Park only and, that staff report back to General Committee at the end of the 2013 waterfront events season on the feedback associated with the pilot project.
8. That staff review potential incentives, both financial and non-financial, and detail a strategy that, when implemented, would foster the partnership opportunities being sought on the waterfront and the report back to General Committee for approval of the strategy details.
9. That Staff develop a Corporate Naming and Sponsorship Policy, including an implementation strategy, and report back to General Committee for approval of the Policy details.
10. That the Military Heritage Park concept, as identified in Appendix "C" of Staff Report ENG021-13, be approved in general, to guide the future park development through fundraising and partnership opportunities.
11. That the Spirit Catcher Park concept, as identified in Appendix "D" of Staff Report ENG021-13, be approved in general, to guide the future park development through fundraising and partnership opportunities.
12. That the predesign and design for a waterfront boardwalk system to extend the proposed boardwalk from Centennial Park and the existing Marina through to Heritage Park be considered in the 2014 Business Plan, and that staff develop a donation and recognition program for the public to "buy a board" for the construction of the boardwalk and report back to General Committee for approval of the program details.
13. That a Waterfront Working Group, as recommended in the Strategic Plan, be created to work on the implementation of the recommendations and list of priorities listed in Appendix "F" of Staff Report ENG021-13 and establish itself as the day-to-day managing body for the Central Waterfront and for the long term planning and implementation of waterfront Capital projects.

#### **PURPOSE & BACKGROUND**

14. The purpose of this Staff Report is to provide Council with an overview of the key features of the Waterfront and Marina Strategic Plan (Strategic Plan) and the new policies, procedures and short term recommendations that are needed to begin action on this Strategic Plan to 2031 and beyond as the Strategic is implemented over time as funding allows.
15. In September 2011, City staff initiated an RFP for consulting services to prepare a Waterfront and Marina Strategic Plan. The project's scope of work was to:
  - a) Provide an update to the City's 2000 Waterfront Master Plan;

- b) Create a strategic review and public consultation process from which waterfront renewal would reflect the design influences of Council Strategic policies, current City policies and Official Plan, economic development opportunities and tourism strategies through community input, reviewing socio-cultural values with an understanding of the historical aspect of the waterfront;
  - c) Develop, clarify and make recommendations on a Marina Strategic Plan;
  - d) Develop a new Waterfront Strategic Plan based on current trends of open space and recreational opportunities along the waterfront including water activities, parkland uses, open space connections and the integration of the four design concept plans for Bayview Park, Memorial Square, Centennial Park and the new Military Heritage Park;
  - e) Review and make recommendations on a proposed organizational and management structure for the central area of the waterfront including the marina; and,
  - f) Develop a communication strategy to allow Barrie residents to provide input into the process through public information centres (PIC), web site updates and local media such as radio and newspaper.
16. This new Waterfront and Marina Strategic Plan encompasses the entire length of the waterfront from Johnsons Beach Park to the City's south - easterly limits near Wilkins Beach Park. The Strategic Plan proposes new waterfront principles and strategies that will guide the planning, economic development and tourism aspects of the City's waterfront including parkland and a review of the marina's mandate, clientele, future development opportunities and an update to its business delivery model.
17. To assist with the development of the Strategic Plan, two internal groups were formed to review and provide detailed assessment of the Plan as it moved forward. One group was an upper management Steering Committee formed with members of EMT and Department Directors that provide high level direction for the project. The second Group was a Project Team, created with Departmental staff for all various Divisions throughout the City that address more detailed elements of the Strategic Plan with the consultant The Planning Partnership. Both groups met on a regular basis as the Plan progressed through its developmental stages.
18. In 2012, various methods were used by staff to communicate the Strategic Plan to the public. These included:
- a) Marina Customer Service survey distributed to the 2011 marina users registrants on the current and future initiatives for the City's facility through an on-line survey;
  - b) Two Public Information Centres (PIC) were held at the Southshore Community Centre;
  - c) Staff attendance at Celebrate Barrie on June 2, 2012 to "go to the people" with the Strategic Plan and to obtain direct public feedback through discussions and public surveys (both written and web based through Survey Monkey)
  - d) Staff attendance at various local Rotary Club meetings to describe the Plan, the creation of various articles in local publications ("This Week in Barrie", the Barrie Examiner) professional trade magazines, advertisements through local media (radio interviews, radio ads, etc) and postings on the City's web page.
19. Regular updates were presented to the Transportation and Economic Development Committee throughout 2012 and 2013 to keep Council informed of the progress of the project.
20. Additional background information on the creation of the Waterfront and Marina Strategic Plan can be found in Appendix "A".

21. The current status of each of the existing parks is as follows:
- a) Bayview Park
    - i) In August 2011, the City partnered with the Outdoor Performance Centre Association (OPCA) to sign a financial agreement to have a \$50,000 grant contribution, from their Barrie Molson Community Fund, be given to the City of Barrie to hire a consultant to undertake a pre-design and preliminary budget analysis for the former water reservoir retrofit into an outdoor performance centre.
    - ii) One condition of the financial agreement stated that if the City did not proceed with construction of an outdoor performance centre within the current term of Council (2010-2014), the City of Barrie would agree to reimburse to the OPCA the grant of fifty thousand dollars (\$50,000).
    - iii) The Pre-design Study for the performance centre, utilizing the former underground reservoir has been completed and its findings indicate that the structure is sound and could be re-purposed as part of an outdoor performance centre. The cost for the ultimate reservoir conversion and outdoor stage facility has been estimated at \$4,500,000, in a 2-phase format. This estimate includes significant costs towards the burial of the existing hydro lines across the front of the park (near the Northshore Trail), proposed upgrades and the architectural retrofit of the reservoir structure into a performance centre, the construction of public seating and the installation of a performance stage with an overhead canopy. An additional component in the concept plan is the proposed reconstruction of a neighbourhood playground.
    - iv) Recently, the westerly portion of the park was re-zoned back to open space. There is an opportunity to utilize this space for the outdoor stage and to accommodate a sloped seat amphitheatre and stage platform thereby avoiding some of the major costs associated with the preliminary design (e.g. hydro relocations, renovations to the reservoir for seating, etc.). The building of a sloped amphitheatre and stage, with canopy, in the westerly portion of Bayview Park is referred to as Phase 1. Refer to Appendix "E" for details.
    - v) In conversations with the OPCA members, this proposed Phase 1 solution is not deemed to be a "throw away" cost but a phased-in work plan resulting in a more cost effective solution to the provision of an outdoor performance space. The OPCA members have stated that there are certain components of a design that are critical in the success of an outdoor venue. These include a solid, at-grade stage floor that can accommodate approximately 50 performers/musicians, and an overhead canopy to protect performers and support the necessary rigging for lights and the availability of power for use during a performance. Cost mitigating aspects/benefits of Phase 1 include:
      - a) the use of the existing sod slopes, with proposed armour stone seat walls, in a south-easterly direction reducing the amphitheatre to a smaller capacity of approximately 300 persons;
      - b) having the stage face a north-easterly direction will help project any sound away from the existing residential condominiums nearby. An acoustical study would be necessary as part of the site's Phase 1 implementation;
      - c) easy access from Mulcaster Street for stage set-up and the delivery of equipment (seats, sound, lighting, portable stage, etc);
      - d) existing hydro lines are not impacted and can remain on site "as is";
      - e) a flat, at grade, concrete stage surface would be accessible for a variety of users without the need for elevated stage sections;
      - f) The stage location would require the removal of the small playground on-site (4-seat swing set and 2 see-saw units) and one existing tree but, ultimately, a new playground facility in Bayview Park would be built closer to the street for better play opportunities for downtown residents in accordance with the conceptual design.

- vi) Reducing the initial start-up costs will allow the project to meet the conditions of the City's financial agreement with the OPCA while allowing time for the OPCA to actively pursue community funding-raising, sponsorship and partnership opportunities in advance of construction of the Phase 1 infrastructure.
  - vii) Preliminary costing for this work has been estimated by staff at \$600,000, including an allowance for an overhead canopy structure. Construction is proposed to be partially funded through the remaining balance of approximately \$130,000 from the OPCA's Molson Community grant. The OPCA has indicated that they would commit to additional fundraising in order to reduce the financial burden on the City in the implementation of this outdoor facility. The remaining \$470,000 could be cost shared between the City and the OPCA through a contribution agreement. The next steps associated with Bayview Park are further detailed in section 31 of this staff report.
- b) Memorial Square
    - i) For detailed information on the current status of Memorial Square, please refer to Staff Report ENG022-13, dated June 10, 2013.
  - c) Centennial Park
    - i) The detailed design for Centennial Park is approximately 80% complete and will be part of the tendering for the Lakeshore Drive Realignment and Centennial Park Improvements.
    - ii) At this time, the preliminary schedule for both the majority of the Lakeshore Drive infrastructure and the park reconstruction is 2014 through to 2016.
    - iii) The park's detailed design will be presented to General Committee through a subsequent Staff Report by the Engineering Department in early Fall 2013.

## **ANALYSIS**

### **Waterfront and Marina Strategic Plan Elements**

- 22. A vision and set of principles for a planning area within a municipality help to identify core qualities that define (or will define) an area, and that provide key direction for protecting and/or enhancement of these qualities over time. A clear vision and set of principles also act as criteria for evaluating all other elements of an area to ensure consistency, coherence and the maintenance of purpose. The Strategic Plan itself includes recommended capital projects and implementation strategies that would be used to guide future planning and development of the waterfront.
- 23. Building on nine principles for a healthy and sustainable waterfront, borrowed from the "Royal Commission Report on the Future of Toronto's Waterfront", Barrie's existing 2000 Waterfront Master Plan focused primarily on the environmental and recreational function of the waterfront. These principles have served the City well in the ongoing evolution of the waterfront but did not include how the waterfront functioned and how it was to evolve over time.
- 24. To allow this new Strategic Plan to grow and evolve into the future, the following new Vision and set of Principles for Barrie's waterfront were established to guide the waterfront's continued success. These are noted as follows and are detailed within Section 2 of the Strategic Plan:

#### **Vision**

- 25. As part of the Strategic Plan update, the current vision of the waterfront was reviewed and assessed to see if the intent of the 2000 Vision was still applicable to Barrie's current use of the waterfront. With minor revisions, the Vision is proposed as follows:

"The Barrie waterfront is the City's greatest asset and attraction, characterized by outstanding natural features, vibrant and diverse public spaces and high-quality water-based facilities. It is a prized and shared resource for recreation, economic development, events and programming on

the shores of Kempenfelt Bay. The Barrie waterfront is intimately connected to the City's downtown and neighbourhoods through an interconnected system of trails and parks. The Barrie Waterfront & Marina Strategic Plan reinforces the value of this unique asset and establishes a framework for balancing the many competing interests, uses and facilities that bring life to the waterfront, and ensures its continued success as the City grows and evolves over time."

### Principles

26. Within the 2000 Waterfront Master Plan, nine principles were developed to create a healthy and sustainable waterfront. Although the principles focused primarily on the environment and recreational function of the waterfront, these principles needed to be reviewed and updated to better identify and reflect the core qualities of the waterfront including its' position as a major tourism and economic driver over the next 20 years. As a result, eight new principles were identified:
- i) Public - protect and enhance public ownership
  - ii) Green - protect, restore and enhance natural heritage features
  - iii) Connected - physically and visually connect to inland neighbourhoods
  - iv) Diverse - accommodate a year-round mixture of recreational, cultural, commercial and residential uses
  - v) Attractive - demonstrate high quality design in the public and private realm
  - vi) Accessible - ensure barrier-free access for all, regardless of age, ability or income
  - vii) Clean - maintain waterfront trails, parks and facilities
  - viii) Well-Managed - manage the waterfront through an effective administrative structure
27. Additional details of the Strategic Plan are identified in the following sections and are contained in more detail within the Strategic Plan document. A copy has been made available in the councillors' lounge for review.

### The Big Ideas (Section 3 of the Strategic Plan)

28. The elements in this Section include:

a) Hierarchy of Activity Centres

The waterfront park system has components that have been categorized into 3 Activity Centres types which are areas of the waterfront which have common characteristics and are recognized by their role and function. These areas have various components that are categorized into primary, secondary and tertiary spaces based on their ability to create a framework to better distribute events, festivals and recreational activities across all parkland along the waterfront. Each category is described as follows:

- i) Primary – Parks that contain the largest events and recreation opportunities and draw the largest number of visitors. Parks include Heritage Park, the new Spirit Catcher Park/City Marina, Centennial and Allandale Station Parks.
- ii) Secondary – Parks that are potential locations to draw significant number of users from local neighbourhoods. Parks include Johnsons Beach, St. Vincent Park, Bayview Park, Memorial Square, Military Heritage Park, Minet's Point Park, The Gables and Tyndale Park.
- iii) Tertiary – Parks that generate lower activity levels and not intended as large gathering places on the waterfront. These sites are proposed as Nelson Square, Kempenfelt Park, Tiffin Boat Launch, JC Morrison Shipwreck, Tollendal Woods Park, Pioneer Park, Dock Road Park, Wilkin's Beach and Loyalist Woods.

b) Connected Mobility Network

This network is based on making better connections to the waterfront through existing and proposed trails and greenways or valley corridors, streets and transit. Coordination is proposed between the new Plan for Transit bus corridors and the waterfront through signage and on-site wayfinding so that Active Transportation options exist for the public to access the waterfront.

Accessibility of the waterfront and to the water's edge for persons with disabilities is a key feature within the Plan. An accessible park space provides for increased enjoyment and enhances experiences for persons that currently have no physical connection to the water. Park programming and implementation plans are to accommodate these accessible needs wherever feasible and in accordance with City policy.

The City is in the process of completing a Multi Modal Active Transportation Master Plan as part of the Growth Studies for the annexed lands. This Master Plan will include recommendations on improvements Citywide required to accommodate the growth in the annexed lands as well as the intensification within the previous City boundaries. Recommendations on the cycling, pathway and trail networks required to link the waterfront to the various neighbourhoods will be included in this Master Plan. As part of the Growth Studies as well, a Long Range Financial Impact Assessment is being completed to ensure that the development and the associated infrastructure occurs in a financially sustainable fashion.

c) Placemaking and Safety Features

To complement the creation of activity centres and better connections to the waterfront, new features are proposed at key locations along the waterfront to animate the spaces, enhance visibility for boaters and park users and to promote smaller scale economic activities. These features are detailed as:

- i) Light beacons– Creation of highly visible landmarks that are placed at key destination points or activity centres along the waterfront. These features could be implemented as part of a public art installation or design competition and are intended to be sculptural and to be dark sky compliant.
- ii) Information corners (signage/wayfinding) – Features that provide mapping, listings of events, festivals, public attractions, historical/cultural information and optional interactive screens or application-based digital programs to illustrate features. Wayfinding signage is a common element within the Strategic Plan that is recommended within all 3 categories of Activity Centres. The lack of wayfinding signage is a common complaint when the public surveys have been issued for waterfront improvements. Signage also supports other Active Transportation policies in the Official Plan.
- iii) Pavilions and viewing platforms– Existing and future structures are placed in parkland along the waterfront to accommodate group events, charity and family and activities through a reservation and permit process. Existing application processes can be updated to allow the public to permit “secured” uses of park pavilions and structures.
- iv) Safety stations – Structures along the waterfront that promote responsible use of the waterfront amenities, provide important information about water hazards, rules, emergency equipment and procedures, and water conditions including future certification in the Blue Flag program for beach quality and health.

Each of these “Big Ideas” are described in detail within Section 3 of the Strategic Plan.

Plan Components (Section 4 of the Strategic Plan)

29. Barrie's waterfront is characterised by approximately 10 kilometres of shoreline in three distinct areas: North Shore, Central Waterfront and the South Shore as follows:
- a) North Shore – a linear park and trail system from Mulcaster Street to Penetanguishene Road at the City's easterly limit. The land use form is predominantly established residential properties facing the park and trail system from Mulcaster Street to Puget Street; and private residences with water lots on each side of the trail from Puget Street to Penetanguishene Road.
  - b) Central Waterfront – this area includes a diversity of high profile public places including urban squares such as Memorial Square, the City's premier waterfront beach and the City's marina facility from Heritage Park to the easterly end of the Allandale Station Park, near Minet's Point Road.
  - c) South Shore – much of the southern shoreline is privately owned with occasional waterfront access provided through individual park locations varying in size from the Gables Park through to smaller sites like Tollendal Woods Park and Pioneer Park. Naturalized valley corridors that open to the shoreline also create waterfront parkland opportunities such as Minet's Point Park and Wilkins Beach Park while providing for important natural open space and creek corridors to link into the annexed lands. This land use is predominantly located between Minet's Pint Road and the City's easterly limits near Royal Parkside Drive and Big Bay Point Road.
  - d) Each of the above areas are further broken down and described in detail for their various attributes, opportunities and future recommendations such as:
    - i) Environment
    - ii) Activity Centres
    - iii) Mobility Network
    - iv) Development Opportunities

Each of these principles is described in detail within Section 4 of the final Report.

- e) Some of the largest components of the Strategic Plan relate to future construction of key waterfront buildings that will enhance the existing City facilities on the waterfront, These facilities include:
  - i) the redevelopment of the Sea Cadet site into a large Marina building complex: a facility that will service the existing marina and transient boaters, will enhance the marina user experience on the waterfront and will provide a major economic opportunity through a restaurant and/or banquet facility to complement the businesses in the downtown core. It is not recommended however that the City become involved in a partnership for the operation of the restaurant/banquet facility. The partnership would mainly be associated with the capital cost for the facility construction and the operational costs associated with the building itself (i.e. maintenance);
  - ii) the future implementation of the Spirit Catcher Park as a new outdoor venue to complement the events, festivities and activities in and around the downtown core; and,
  - iii) the new Boathouse facility on the south shore, immediately west of the Southshore Community Centre. This facility is proposed to serve as a sports tourism element on the waterfront and would be proposed to house the relocated Sea Cadets and Navy League user groups by combining the water access and facility design with the existing kayak, canoe and rowing clubs. These user groups will benefit from better access to the boat storage areas and a restaurant/banquet facility for use by the clubs and the general public. As noted above, it is not recommended that the City become involved in a partnership for the operation of the restaurant/banquet facility. It is proposed that staff prepare a Request for Expression of Interest (RFEOI) for the potential development of the Boathouse facility and report back to Transportation and Economic Development



Committee on the findings and the recommended next steps. Based on the results of the RFEOI, a future Request for Proposal could be initiated as the next step in determining a partnership to advance the project forward.

- f) Based on the results of the two PIC's and public survey of this Strategic Plan, some Barrie residents have indicated the desire for the City to investigate and/or implement a water access dog park. Based on the most recent analysis and outcome of the DOLRA implementation program, this element is not being pursued at this time.

Framework for Success (Section 5 of the Strategic Plan)

30. The elements in this Section include:

a) Economic Development Opportunities

The Strategic Plan illustrates that Barrie's opportunities on the waterfront are many but that the general view is that the waterfront should remain in public ownership. The economic opportunities developed in the Plan do not represent a wholesale commercialization of the waterfront but recommends economic opportunities that will generate revenue opportunities at a variety of key locations through a well managed approach at a scale that doesn't overwhelm the waterfront.

- i) As part of the 2014 Business Plan, staff will look at various ways to develop economic opportunities such as:
- To actively engage the private sector to make them aware of the various elements of the Strategic Plan so that potential sponsorship and/or business opportunities can be realized;
  - To develop and actively promote a Communications Plan that identifies various components of the Plan to the business community through tools such as the City's web site, local media, and other public forums; and,
  - To develop a Corporate Naming and Sponsorship Policy that would encourage the public, businesses and corporations to commit to a project in a significant financial way for the naming and renaming of existing and future City owned buildings, facilities, properties and/or elements (i.e. park furniture) within those properties. This policy would generate new revenue opportunities for the City to address the construction and/or provision of City programs. This policy would also safeguard against the undue commercialization of the public realm. A draft Policy would be developed along with a strategy for implementation and the information would be presented to General Committee for approval.
- ii) The Plan recommends increasing recreational and cultural activities through the implementation of nine (9) tools:
- Events/public space programming;
  - Blue flag beaches;
  - Group events at park pavilions;
  - Small-scale commercial opportunities – kiosks (see below);
  - Commercial uses in parks (see below);
  - Larger-scale commercial opportunities;
  - Improved and expanded transient marina opportunities;
  - Sport tourism and Water Sports Tourism Centre; and,
  - Land development opportunities.

- iii) Proposed 2013 Waterfront Small-scale Rental Opportunities  
A Request for Proposal has been issued for 2013 as an extended pilot program to allow for a variety of small-scale commercial seasonal opportunities at key waterfront park locations for activities such as stand-up paddle boards and bicycle rentals. (non-motorized and muscular powered only). Both seasonal activities would offer recreational opportunities to those residents and tourists that do not have access to this activity on a regular basis and could become a tourism draw to other areas of the waterfront besides Centennial Park. A lump sum payment to the City is being proposed in the RFP for use of the space for the respective commercial activities. The RFP includes such elements as insurance requirements, core hours of service and advertising details. This RFP has the option for a one-year renewal/extension based on the success of the pilot project, the vendors performance and the continuing competitiveness of the pricing and services offered by the vendor.
- iv) After the completion of the 2013 season, the City will undertake a review and assessment of the pilot program and report back to General Committee on the feedback associated with the program. This information will be used to help establish additional criteria to continue and/or enhance the recreational opportunities for 2014 and beyond.
- v) Proposed 2013 Waterfront Small-scale Mobile Vendor Opportunities  
Staff are proposing a pilot initiative for the 2013 season, which would permit the sale of quality bistro-type foods from a mobile truck vender (a Food Truck). The vendor's company is Conscious Cuisine Bistro and Quality Catering service which features "Panini Genie" and "Smokinstein" Food Trucks.

This Vendor has approached staff inquiring about food sales on the waterfront for the 2013 season. The Waterfront and Marina Strategic Master Plan recommends small-scale business opportunities, as well as complementary uses, such as food sales, to be permitted on the waterfront. A future plan would allow for a competitive, transparent process, including the issuance of Requests for Proposal, that identifies specific waterfront locations, types of businesses, and an evaluation selection process. This plan has not yet been finalized to take advantage of the 2013 season. Staff are therefore recommending a pilot initiative, similar to the previous pilot initiative for Tropical North Paddleboard rentals and lessons completed in 2012. There are no financial components for the City associated with this pilot project. A pilot initiative allows for a test case and provides a better understanding of its operation, acceptance and success, assisting with final recommendations on its future implementation.

In accordance with the Business Licensing Bylaw 2006-266, Section 76, the food truck would be considered a Refreshment Vehicle. A License to operate the food truck will be required. Therefore the Vendor will be required to apply, pay fees and have inspections undertaken. City Licensing requirements include Health Unit approvals, liability insurance, vehicle safety standards and Municipal Law Enforcement inspections. Under the terms of the Bylaw, a Refreshment Vehicle cannot operate for longer than 15 minutes at one location and cannot be located in proximity to a school or park. The type of food service proposed requires a longer time duration for food preparation than the by-law allows. The agreement between the vendor and the City will allow them to operate for longer than the 15 minutes that the Bylaw stipulates.

Staff are recommending a Phase 1 pilot project for the sale of quality food from a truck in the parking lots of Johnsons Beach Park and Minet's Point Park locations only. The food service timeframe would be negotiated but could be comprised of a 2 hour timeframe per day on Tuesdays and Saturdays at Johnsons Beach and a 2 hour timeframe per day on Thursdays and Sundays at Minet's Point. The locations are geographically removed from the central/Downtown area which should not create competitive conflict with the existing Downtown restaurants but provides a food/drink service to beach-goers in underserved areas.

The Vendor will be required to enter into a License Agreement which outlines the vendor's responsibilities for the assumption of all liability for the activity, their staff and general public using the food service, to maintain the site in good working order and to restore the location after its use. It is understood that the Food Truck is self sufficient with a generator integrated into the vehicle with insulation which muffles sound. The service does not require picnic tables or washrooms. All garbage is the responsibility of the Vendor and is removed daily.

In addition, staff are recommending that the Agreement include clauses that will hold the Vendor responsible for producing a report/analysis at the end of the season for staff consideration which summarizes the activity and success of the service. Such information as number of customers, gross sale revenue, issues, etc. This information can then be utilized in consideration and recommendations for the future RFP issuance/process for future service initiatives.

The use of City waterfront lands for the 2013 season duration is considered to be a pilot and allows for the extension of business opportunities, promoting resident and visitor interest in waterfront leisure and recreation activity, and strengthening the popularity of the City's waterfront. Staff would report back to General Committee at the end of the 2013 pilot season and provide the results and feedback associated with the pilot project.

vi) Small-scale Kiosks

Kiosk structures are proposed to be small buildings that can be used to promote small scale business opportunities along the waterfront including, but not limited to, seasonal rental activities (bikes, watercraft, etc), small support businesses (marina supplies, fishing gear and bait, etc), food and beverage commercial services.

Initially proposed as movable structures, their placement could shift to a variety of locations based on a short term or seasonal leased agreement to reflect the local demand within a particular waterfront park that currently lacks infrastructure and/or on-site facilities. These kiosk structures could also result in the site locations becoming destinations within each park. Examples of uses could include, but not limited to, take-out small food and beverage, seasonal fruit and vegetables, small-scale cafes, rental businesses for bikes and watercraft, fishing supplies (bait and tackle), scuba diving operations, boating supplies, etc.

A RFEOI is proposed to assess the various options that would be available. The Terms of Reference for the RFEOI will be prepared and presented to Transportation and Economic Development Committee for approval. The Terms of Reference will include components such as form and function of the kiosks and include the potential for a more permanent type of structure. At the conclusion of the RFEOI process, staff would report back to the Transportation and Economic Development Committee on the results along with a recommended option for the kiosk design. This RFEOI process would be proposed for consideration as part of the 2014 Business Plan.

The potential revenue stream (per kiosk) is estimated at approximately \$15,000-20,000/year based on the existing concession arrangements examples that were analyzed by staff for the ice cream and Centennial Park concession stands. Revenue would vary depending on the waterfront location, the type of service being provided and the popularity of the location within the context of waterfront park usage by the general public.

- vii) As part of the Strategic Plan, a waterfront boardwalk system is proposed to extend from Centennial Park and the existing Marina through to Heritage Park. It is recommended that this project be considered the 2014 Business Plan process. It is also recommended that staff develop a donation and recognition program for the public to "buy a board" for the construction of the boardwalk. This program could include the potential of name recognition on each board purchased. Staff will develop recommendations on this program and report back to General Committee for approval of the program details.

b) Waterfront Administration/Management Structure

Presently, the waterfront parkland and open space network is managed through, and has operating influence from, seven different Departments in the City. The current structure has functioned adequately for the City in the past but as the City continues to grow through population increases from the annexation lands, as well as through the redevelopment within the Intensification corridors, it is anticipated that the City will have to redefine its management of the waterfront and how these Departments interact with each other.

A new waterfront management model could be accomplished through a stronger waterfront mandate tied into the existing roles of City's Council committee and departmental structures. A departmental Working Group would also be responsible for the development of detailed business plans for the implementation of several large projects such as the two (2) marina buildings, the Southshore Boathouse, the small commercial kiosk structures, as defined in the Strategic Plan. The establishment of a key waterfront contact is important as it would provide the main public day-to-day contact for all issues on the waterfront. The scope of issues includes issues related to park and open spaces, the marina, various events and festivals, building and programming matters, and is the contact for public inquiries. An example structure is illustrated in Appendix "B":

A list of priority items for the Working Group to consider would include a review of changes to City policy and modifications to several By-laws that would clarify the uses and opportunities and/or restrict unwanted uses from occurring along the waterfront. These could include:

- i) Revisions to the existing Business Licensing By-law, the Park Use By-law and the Fees By-law are required to allow various business activities and uses in a coordinated and structured manner in all waterfront parks. Currently, a "loop hole" exists where businesses perform financial transactions "off site" but conduct business activities on the waterfront in an unregulated format with no revenue collected by the City. Closing this "gap" will increase revenue potential for the City while limiting business activities to only those operators approved through RFP's or license agreements with the City.
- ii) Update planning policy to require development reviews for microclimatic impacts (shadow and wind studies) from all development proposals that could impact the waterfront park system.
- iii) Update Cash-in-Lieu (CIL) policies to remove the granting back of payments to accelerate development and to review the benefits between the City's use of a flat fee rate for residential units against the current policies with the Planning Act. This funding would assist with waterfront implementation. CIL Reserves have been historically low.
- iv) Review incentives, both financial and non-financial, and detail a strategy that when implemented would foster the partnership opportunities being sought on the waterfront. This could include such elements as Development Charges (DC) By-law components, the potential to include the projects in a Community Improvement Plan (CIP) or a reduction in City permit fees. Having this strategy in place would enable the City to provide potential partners with clear benefits of the partnership agreement and assist partners in developing their business plans. It is recommended that this strategy be considered the 2014 Business Plan process. Once the strategy is developed, staff would report back to General Committee for approval of the strategy details.

- v) All eligible waterfront projects within the Strategic Plan will be considered within a Comprehensive DC Update that will incorporate all the growth needs associated with the Annexed Lands Secondary Plan and updated City-wide Infrastructure Master Plans. This Comprehensive DC Update was detailed in staff report FIN003-13 presented to General Committee on February 4, 2013. The timing for the completion of this Phase II update of the Development Charge process is pending approval of the Growth Planning process but it is anticipated to start in 2013.
- vi) Consider working with property owners on potential development options and land use opportunities that may exist for current parcels of land that exist near the waterfront. This could include assisting the private owners in an advisory capacity or pro-actively considering the future potential purchase of these land parcels for municipal waterfront uses. Potential sites for consideration include:
  - a) The City-owned land parcel near Simcoe Street and Toronto Street;
  - b) The privately-owned land/parking lot opposite the Ministry building on Simcoe Street;
  - c) The 1-15 Bradford Street property;
  - d) The Sea Cadets building and property for use as a new Marina building with commercial space opportunities;
  - e) Proposed Boat House building on the south shore.
- vii) Update the operations policies for the City's marina to permit additional commercial activities within the marina such as fishing, sailing and boating charters.
- viii) Establishment of the main public day-to-day contact for waterfront issues.
- ix) Establish and prioritize a list of waterfront projects for annual Business Plan consideration.
- x) Develop communication plan to advise public of operational changes.

Implementation Strategy (Section 6 of the Strategic Plan)

31. The elements in this Section include:

- a) The Strategic Plan includes potential revenue sources generated from a variety of new rentals and lease options within the waterfront park system and includes the following:
  - i) Partnerships with businesses that wish to operate in the waterfront parkland are being recommended in the form of small-scale commercial kiosks and business activities. These elements of the Strategic Plan will require agreements either in the form of short term rentals or seasonal leases and these would be based on existing similar agreements to our existing waterfront vendor contracts (ice cream concession and Centennial Park snack bar);
  - ii) Revisions to the existing Business Licensing By-law, the Park Use By-law and the Fees By-law are required to allow permits to be issued for various activities and uses such as group lessons, family activities, sporting demonstrations, etc to occur on the waterfront in a coordinated and structured manner.
  - iii) For large scale projects in the Strategic Plan, there is the potential for public/private partnerships to both cost-share in facility capital costs and reduce the City's share of operating expenditures. Examples where partnerships would be possible include:
    - a) Bayview Park Outdoor Performance Centre – The concept was approved by Council in principle in 2011. The predesign was completed in 2013. A partnership potential exists with the Outdoor Performance Centre Association.
    - b) Memorial Square – Detailed design is underway in partnership with Downtown Barrie BIA. Details of a contribution agreement are being established with the Downtown Barrie BIA.
    - c) Proposed Boathouse/Sports Centre Facility – This facility would serve as a sports tourism facility with the potential for restaurant being included in the facility as well. A partnership potential for the capital costs associated with the facility would exist with all the building users

- d) Proposed Marina Building – This facility is proposed to include an iconic restaurant. The potential for partnership with restaurateur and other commercial businesses for the capital costs associated with the facility would exist.
  - e) Waterfront Beacons – These elements provide highly visible landmarks both from within the City and across Kempenfelt Bay. A partnership potential would exist through advertising associated with the structures.
  - f) Military Heritage Park – Partnership opportunities could be explored in the future planning and development of this park.
  - g) Spirit Catcher Park – There may be opportunities for partnership in this facility through associated advertising and/or naming rights.
- iv) As part of the next step in the Implementation Strategy, it is proposed that staff in the Engineering Department work with the OPCA to develop criteria for a contribution agreement that establishes conditions for the construction of Phase 1 of the Bayview Park Outdoor Performance Centre which is estimated at \$600,000. The contribution agreement would also address the preconditions that would prompt the City to make its share of the project funding available. This would include such elements as a required level of fundraising necessary by the OPCA in support of the project's cost. Once agreement on the criteria can be reached, staff would report back to General Committee for approval of the criteria.
- v) Future waterfront buildings such as the main Marina building (on the existing Sea Cadets site), the smaller Marina Administration building proposed at the marina boat launch area and the Boathouse building on the south shore in Allandale Station Park should consider the building programming and staffing needs into the development of the facility business plans such that future operating expenses could be offset by the buildings' rental and/or lease revenue.
- vi) Additional revenue opportunities exist within both municipal and provincial mechanisms such as:
- a) Funds allocated in the City's budget.
  - b) The potential to develop a special waterfront development tax levy.
  - c) Voluntary conveyance, donations, gifts, bequests from individuals, corporations or service clubs.
  - d) Collaboration and /or partnership with Downtown Barrie Business Association & local businesses
  - e) Funds allocated by any authority having jurisdiction, including the provincial and federal governments.
  - f) Municipal development charges.
  - g) Planning Act provisions: Section 37 (height and density bonusing in exchange for public benefits), Section 40 (cash-in-lieu of parking) & Section 42 (cash-in-lieu of parkland).
  - h) Naming and Sponsorship opportunities through the development of a Corporate policy to provide a process and criteria for the naming and renaming of existing and future City owned buildings, facilities, properties and/or feature elements within those properties as a means to address the construction and/or provision of City programs
- b) Operating costs have been estimated in the Strategic Plan report. Future operating costs would be detailed in the City's Business Plan process and any changes to the level of service provided on the Waterfront would be subject to approval of Program Change forms by Council through that process. The Program Change forms would include details on the business case for the elements being considered such as revenue, expenditures and cost sharing components through partnership opportunities.

Marina Strategic Plan (Appendix Report)

32. The Strategic Plan includes the review of expansion alternatives and new commercial opportunities for the Marina that aligns with a proposed mandate to leverage the Marina to assist the enhancement and the vitality of the City Centre. As a result, the Strategic Plan is proceeding with the following objectives for the Marina:
- a) Service Expansion – to explore minor expansion of relatively inexpensive Marina service offerings to increase the appeal of the Marina to boaters including Wi-Fi, laundry facilities, and improved shower facilities.
  - b) Rate Increase – review the opportunity to raise rates based on current service offerings and the feasibility of an additional rate increase with the broader range of services and facility upgrades identified above.
  - c) Market Growth – the Marina has an opportunity to capitalize on the strength of existing boater demand by increasing the number of slips for both seasonal and transient marina users. A reconfiguration or expansion could also increase the Marina's capacity to accommodate larger vessel demand.
  - d) Commercial Partnerships – A broad range of commercial opportunities will be examined out of an expanded marina facility and/or along the waterfront. Opportunities may include:
    - i) Sailing charters
    - ii) Fishing charters and bait sales
    - iii) Food services/restaurant/convenience
  - e) Spinoff Economic Impacts – The Marina has the opportunity to facilitate economic spinoff for the Barrie downtown including encouraging this growth through a potential partnership with the Downtown Barrie BIA.
33. The existing Sea Cadets building facility and operations are proposed for relocation to the Allandale Station Park on the south shore. The relocation of this building is a critical step in the redevelopment of the transient basin area so that the new services can meet the needs of seasonal boaters travelling to Barrie as a destination and for the enhancement of tourism opportunities on the waterfront. If an agreement could be reached with the user group, the existing Sea Cadets building could be re-purposed as a mixed-use facility for both the Sea Cadets and Navy League and the transient basin as a short term objective for the waterfront and downtown core.
34. The above impact on the transient marina basin and a more detailed review and presentation on the expansion of the main marina facility are being presented in separate Staff Report RFT007-13, dated June 10, 2013.

Future Park Development - Military Heritage Park

35. In 2011, significant and unique changes were proposed and approved by Council for three of the four waterfront parks namely Bayview Park, Memorial Square and Centennial Park. The adoption of the conceptual design for the last remaining park, the Military Heritage Park, located in Allandale Park on the south shore, was deferred until the City could undertake a larger Strategic Master Plan review for Barrie's waterfront. As a result, this future Military Heritage Park was included into the Waterfront and Marina Strategic Plan to coordinate its conceptual plan in relation to potential impacts along the south shore.

36. Based on several public open houses, various stakeholder meetings, and public feedback, the following is a description of the proposed park and background:
- a) A Public Information Centre (PIC) was held in spring 2010 with stakeholder groups (Rotary Club, members of CFB Borden and tenants in the Southshore Community Centre) and the general public. Public comments suggested environmental restoration of the south shore with more naturalization, preservation of green space, no military hardware, do not duplicate cenotaph or Memorial Square, accommodate space for military marching bands, additional parking for events and do not make it like Centennial Park. A working group has also been established and have worked with City staff in the development of the concept plan. Further discussions with these and other stakeholders will be required in the future to explore partnership potential for the implementation of the park.
  - b) As a result, the proposed concept for the park is to symbolically reference Canadian military heritage and Barrie's relation to CFB Borden, by creating landforms distinct to each era of overseas and National Military commitment. Through the use of an intricate trail system, the park is divided into a series of open spaces, plant material groupings, landform features, art, sculpture and interpretative signage and wayfinding that are characteristic of significant military campaigns. As a result, the proposed concept design includes features such as:
    - i) Central Urban/ Ceremonial Square;
    - ii) Central roundhouse plateau (small elevated hill) for prominent art piece (referencing the footprint of the former Roundhouse Railway building);
    - iii) Tree plantings and bulb/ floral displays to reflect the global location and time period for largest military campaigns involving Barrie and County residents such as poppies, tulips and daffodils, Cherry trees Korean lilac shrubs and native grasses to name a few. Display beds of annual, perennial and shrub plantings;
    - iv) Earth berms and small mounds along paths reflective of trenches in WW1 France;
    - v) Introduction of a small "beach" as symbolic feature for the large beach landings that were significant turning events in WW2 (Juno Beach and Dieppe as examples);
    - vi) Naturalization plantings to enhance the south shore wooded area;
    - vii) Enhancement of street trees along Lakeshore Drive to form a "parade" of vegetation in a structured, linear fashion symbolic of military parades;
    - viii) Incorporating educational display panels and interpretative signage illustrating the use of trains in military transportation, story boards illustrating air, land and naval contributions with the use of engraved walls or etched concrete panels and, interpretative signs and displays activated through mobile apps, web-based educational software and self guide tours. In addition, technology would allow web links to CFB Borden trench restorations and would assist persons with physical disabilities with audio speakers and voice recordings;
    - ix) Coordinates with the Heritage Trail concept along the waterfront; and,
    - x) Other future considerations are to reflect events such as the War of 1812, the Boer War and Canada's global Peace Keeping.
  - c) Council Motion 12-G-314, approved on November 19, 2012, requested that a City Working Group be established to work with the Planning Committee from CFB Borden to review and provide additional details, scheduling and costing for a potential reception in October 2013 for her Royal Highness, the Princess Royal. Subject to Council approval of the proposed concept plan for the Military Heritage Park, the plan would be used as part of the promotion for this scheduled event.



Future Park Development – Spirit Catcher Park

37. As a primary activity centre in the Central Waterfront, the proposed Spirit Catcher Park forms a critical open space, pedestrian and event/festival link between Centennial Park and the City's primary beach to Heritage Park and the downtown core.

This area between the existing Sea Cadets facility and Kidd's Creek has been re-envisioned to contain a flexible event programming space, green space and an area that established a third activity area near the downtown core. Hard surface materials will unify the park with the proposed adjacent market space and Transit building creating a large area for civic events, festivals and informal gatherings such as Classic Cars, a potential midway location, potential for an expanded Farmer's market, a staging area for Charity runs, competitions and the Dragon Boat festival. This programming establishes the space as a third community space for events, public facilities and activities along with Memorial Square and Heritage Park.

This park area sits adjacent to a proposed marina building which would serve the marina needs for increased services for transient and seasonal boaters while providing an opportunity for visitors to gather and congregate along a proposed boardwalk surrounding the marina facility.

One design feature that links this park into the rest of the waterfront is the proposed boardwalk around the water's edge. This feature would be a continuation of the proposed boardwalk in Centennial Park and would link into the transient basin and easterly along the edges of Heritage Park, where feasible. With this boardwalk, opportunities would still exist for less formal activities such as fishing, walking/strolling and accessibility to the edge of the Bay for those with physical difficulties.

The proposed Concept Plan is illustrated in Appendix "D".

**ENVIRONMENTAL MATTERS**

38. Response to environmental issues within the new Strategic Plan result in key recommendations throughout the Plan for implementation within each of the three distinct areas along the waterfront. Environmental opportunities include strategies to promote public enjoyment and use of the waterfront park and open space systems while proposing new strategies to help combat existing operational difficulties. These include, but not limited to:
- a) Native vegetation enhancements along the shoreline to discourage and help manage geese within waterfront parks;
  - b) Continue to retain and protect natural features through installations of native plant material to reduce areas of erosion, stabilize shoreline areas through bio-engineering measures and, where appropriate, granite stone replacement of limestone rip-rap and, increase shade and shelter for shoreline aquatic habitat for areas including Kempenfelt Bay, and creek watersheds that drain into the bay (Sophia, Lover's, Whiskey, Hewitt's creeks, etc,
  - c) Continue to remove invasive and non-native plantings on a systematic/annual basis to promote the re-establishment of native groundcovers add understory shrub/tree regeneration
  - d) Use of valley corridors to connect City neighbourhoods to the waterfront by providing an alternate method of travel to the waterfront that promotes Active Transportation.
  - e) Registration of the City's beaches and waterfront in the Blue Flag Program; a voluntary, eco-label that is awarded to beaches and marinas across the globe that meet strict criteria for water quality, environmental education, environmental management, safety and services. Currently there are 17 beaches and 4 marinas in Canada that are certified by Blue Flag Canada.

## **ALTERNATIVES**

39. There are two Alternatives available for consideration by General Committee:

### **Alternative #1**

General Committee could choose to not endorse the Waterfront and Marina Strategic Plan including its recommendations and continue to move forward with the development of the waterfront based on the existing 2000 Waterfront Master Plan.

This Alternative is not recommended as this Strategic Plan has gone through an extensive 18 month public and stakeholder consultation process with a detailed analysis of the proposed projects to determine the most cost effective and logical approach to the implementation of the proposed parkland related projects. In addition, failure to implement a current Strategic Plan for the waterfront and marina would result in lost revenue potential for the City through the inability to lease or create pilot business opportunities for waterfront parkland spaces.

### **Alternative #2**

General Committee could choose to not endorse a Waterfront Working Group and have the current methods of operating the waterfront parkland as "status quo".

This Alternative is not recommended as the management of the waterfront needs be structured so that the lines of communication and operational control are clear and concise so that the City can begin to have a "one stop shop" approach in dealing with the public and stakeholders on the waterfront. Currently up to seven different Departments have to coordinate project and work schedules.

## **FINANCIAL**

40. The actions and improvements proposed in the Strategic Plan are intended to be phased to conform with the growth planning and long term financial strategies and implementation of the annexation master plans. The Strategic Plan would be used to guide the planning and development of the waterfront. All projects would still be prioritized through the City's Business Planning process. Capital projects identified in the phasing strategy in the Strategic Plan include order of magnitude costs and the projects are divided into short, medium, and long-term increments. Projects could be brought forward sooner than the phasing strategy originally proposed when capital and operating cost reductions can be identified through partnership opportunities. The Waterfront Working Group would undertake the coordination of the various projects to be considered in the Business Plans.
41. The Strategic Plan identifies the following investment into the waterfront. The details can be found in Appendix "F" and are identified in general terms as follows:
- a) It is anticipated that the capital plan of \$42.5 million dollars associated with the Strategic Plan would have its largest components developed through cost share opportunities through corporate sponsorship, partnerships and donations in a similar financial model to that of the Memorial Square Downtown Barrie BIA funding commitment. These partnerships would be anticipated to reduce the capital expenditures to approximately \$20.5 million dollars. In the assessment of all the proposed projects, an assumption of a minimum of 30% to a maximum of 50% municipal funding. This includes the major waterfront parks such as Memorial Square and Bayview Park, the new Marina buildings, the south shore Boathouse and the redevelopment of the Spirit Catcher Park. Within the capital plan for the Strategic Plan, \$4,350,000 is currently included within the City's Business Plan.

- b) Future operating costs would be detailed in the City's Business Plan process and any changes to the level of service provided on the Waterfront would be subject to approval of Program Change forms by Council through that process.
  - c) Replacement and Renewal costs for other existing park infrastructure associated with the recommendations of the Plan have been identified and will be subject to the same Business Plan process as other City assets. In the future some of these assets could be considered for partnership and/or sponsorship opportunities.
42. Within the Strategic Plan, projections have been made for the hiring of new facility, parks programming and administration staff to maintain a level of service standard to manage the additional requirements of the Plan. Further detail of the business cases for the various elements would need to be completed and evaluated through the Business Plan process to include such components as agreements with partners to share in these costs through these rental and leasing arrangements. Fees associated with these new programs will also help to offset operating costs. The proposed facilities requiring staff resources include, but are not limited to, the two new marina buildings, the south shore Boathouse building and park facility improvements at various parks such as the Gables, Tyndale and the new Spirit Catcher Park.
43. The Appendix "F" spreadsheet identifying the short term, medium term and long term projected costs for the Strategic Plan is based on current 2012 timelines associated with the projects as they may be implemented. However, should major partnerships, sponsorships or Provincial and/or Federal funding become available that advances one or several of the larger-scaled projects (for example, the transient marina building or the Boathouse building), and then adjustments could be made in the prioritization in the City's Business Plan to allow for these partnership/sponsorship projects to advance. These decisions would be made through the Business Plan process.
44. The following is a list of additional projects that are candidates for implementation in the short term of the Strategic Plan.
- a) Creation of the Waterfront Working Group to action the list of priorities as noted in Section 27 b) of this Staff Report.
  - b) To develop economic opportunities such as:
    - i) To actively engage the private sector to make them aware of the various elements of the Strategic Plan;
    - ii) To develop public/private partnership opportunities needed to move key projects forward while reducing the initial capital costs for the City; and,
    - iii) To develop and actively promote a Communications Plan that identifies various components of the Plan to the business community through tools such as the City's web site, local media and other public forums.
  - c) Undertake design for small-scale commercial kiosk structures
  - d) Development of a Waterfront Events and Festival Strategy
  - e) Utility relocations for Memorial Square, subject to the City and BIA entering into a cost sharing agreement for the project.
  - f) Continue Shoreline protection for the Central Activity Centre
  - g) Undertake detailed design for the Military Heritage Park
  - h) Undertake the construction of a local neighbourhood park in the south shore area such as Loyalist Park Phase 2 and/or Dock Road Park

**LINKAGE TO 2010 – 2014 COUNCIL STRATEGIC PLAN**

45. The recommendations included in this Staff Report support the following goals identified in the 2010-2014 City Council Strategic Plan:
- Direct and Manage Economic Development
  - Manage Growth and Protect the Environment
  - Create a Vibrant and Healthy City Centre
  - Improve and expand Community Involvement and City interactions
46. Increased activities within the waterfront park system will allow opportunities for smaller businesses to benefit from public exposure while providing for enhanced services to the public during weekend activities, events and festivals.
47. Enhancing the natural environment around the waterfront through increasing plantings, removal of invasive species and creating larger areas for fish, aquatic and animal habitat will strengthen Barrie's natural ecosystems.
48. Redeveloping projects along the waterfront and in close proximity to the Downtown core will help the City address the waterfront as its major "front door" to the community and provide stronger connections between the downtown, future intensification corridors and the City's largest asset, the Kempenfelt Bay waterfront.

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**Appendix "A"**

**Background Information leading up to the Waterfront and Marina Strategic Plan**

In 2006, Council adopted Motion 06-G-508 "Rotary Club of Barrie Waterfront Park Designation Request for the creation of a future Military Heritage Park on the south shore" which stated:

- a) That the parkland, east of Southshore Community Centre and Roundhouse area be designated for the future development of a passive park to recognize the City's military history and the relationship between CFB Borden and the City of Barrie, consistent with the principles of the Downtown Commercial Master Plan, the Building A Creative Future Plan, and the Waterfront Master Plan, all of which highlight the need to reflect Barrie's heritage and sense of place as a waterfront community.
- b) That the future design of this park be accomplished through a master planning process using a design competition to incorporate landscape elements, historical information plaques, sculptures and other associated elements, in order to achieve the design intent, with the Master Plan brought back to General Committee for review and approval.
- c) That the development of this park be considered in future capital budgets (beyond 2011), as determined by the City's priorities and available funding. (LTF022-06) (File: R00)

In spring 2009, staff were directed to prepare the Terms of Reference for the hiring of a consultant to undertake the conceptual design of four (4) waterfront parks to revitalize and redevelop its waterfront. The outcome of this RFP was to resolve several issues that remained outstanding namely:

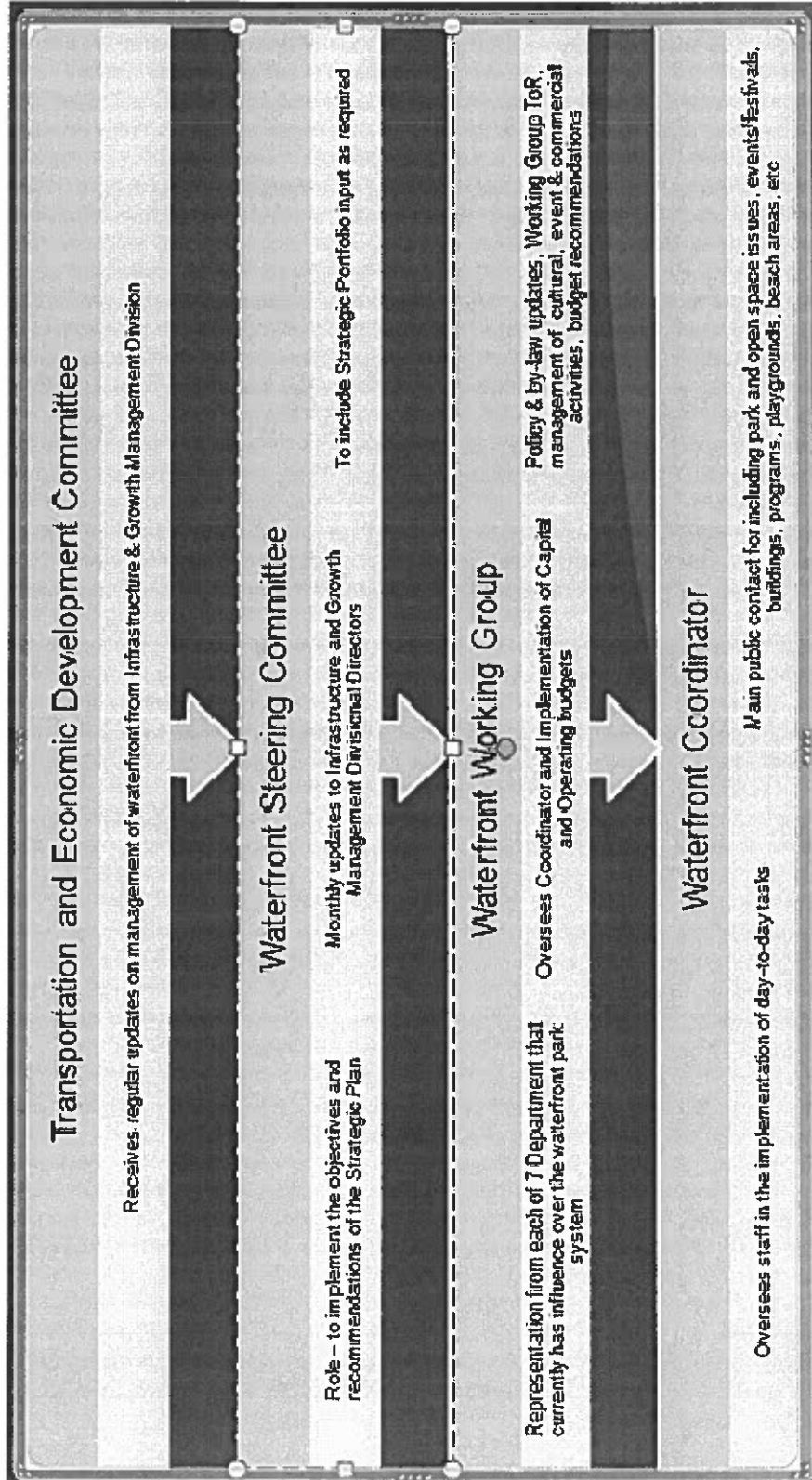
- a) The programming needs for Bayview Park due to the future decommissioning of the underground water reservoir.
- b) The design development for Memorial Square based on the principles generated from the October 2008 Design Charette identifying Memorial Square as "the gathering place".
- c) The programming needs and open space configuration of Centennial Park after the westerly relocation of Lakeshore Drive onto the former railway corridor. This relocation "opens up" approximately 10 additional acres of waterfront open space.
- d) The conceptual design and programming development for the future Military Heritage Park, east of the Southshore Community Centre, within Allandale Station Park.

The following Motions have supported continual work on three of the four sites, namely Bayview Park, Memorial Square and Centennial Park as follows:

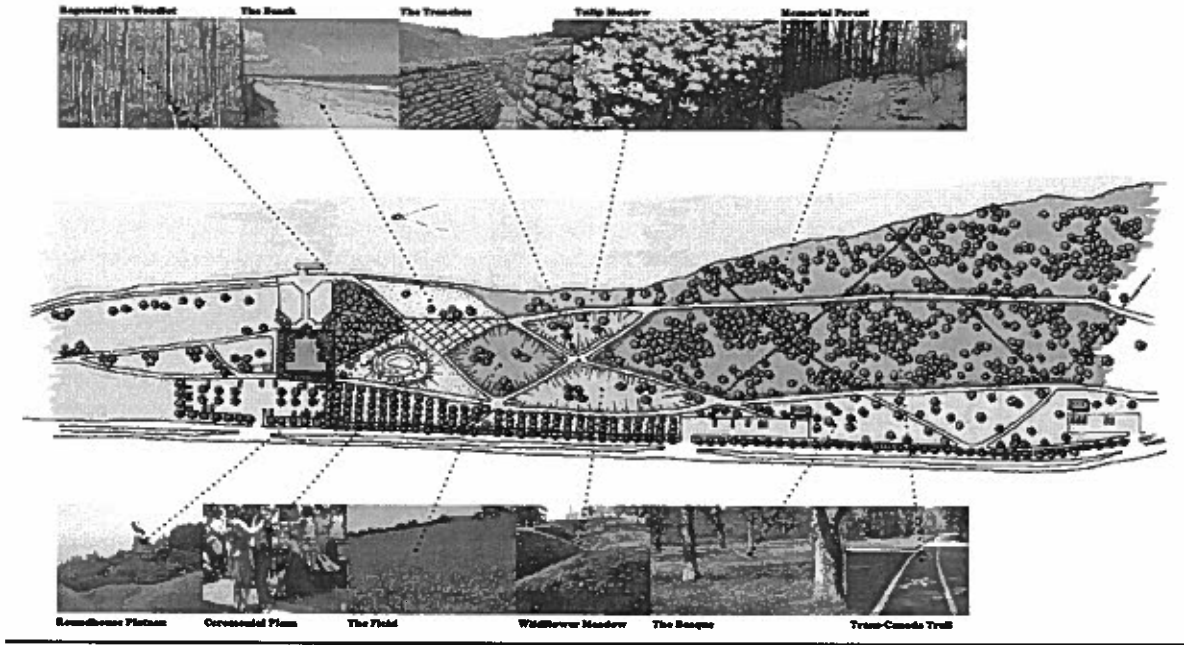
- e) Motion 11-G-053 approved the Bayview Park design concept for an Outdoor Performance Centre and that funding be received from the Outdoor Performance Centre Committee to fund and establish a Pre-design Program and Preliminary budget for presentation to General Committee before proceeding with the detailed design.
- f) Motion 11-G-091 approved the Memorial Square concept design.
- g) Motion 11-G-210 approved the Centennial Park conceptual design and be used in the detailed design for Lakeshore Drive.

Appendix "B"

Proposed Administrative Management Structure for Waterfront Working Group



**Appendix "C" - Military Heritage Park Conceptual Plan (with descriptions)**



A poplar forest represents Canada's strong international commitment to peace keeping and aiding in the rebuilding of lives, families, communities and nations.

A waterfront beach that commemorates the Allied invasion at Normandy Beach in 1944, when 130,000 - 156,000 soldiers invaded the occupied continent of Europe, creating the largest invasion force in history.

A path network and retaining walls recreate the trench warfare that took place in France during the First World War. Educational panels with web links explain the significance of the surrounding landscape.

A large sprawling meadow symbolizes the liberation of Holland during World War II, as every year the Dutch Royal Family sends tulips to Canada in gratitude for sheltering Princess Juliana and her daughters during the Nazi occupation of Holland.

A woodlot enhancement signifying our countries early period of nation building and the creation of the 157th Battalion, Simcoe Foresters (preceded by the Grey and Simcoe Foresters today), the sole remaining battalion of foresters, a form of infantry finding its antecedents from Robin Hood's Sherwood Forest.

Built to correspond to the foot print of the historic rail roundhouse. The path leading up this mound will lead to an artistic sculpture and displays (to be detailed through competition). Seating to be provided along path providing framed views to Kempenfelt Bay.

Hardspace to be utilized for ceremonies, festivals and other community gathering.

Poppy field to commemorate the fallen soldiers of WWI and what has come to be regarded as one of our nation's most famous and quoted poems *Flanders Fields* by John McCrae.

With craters reminiscent of the fallen bombs of the war, this wildflower meadow exemplifies the characteristics of destruction and rehabilitation simultaneously.

Composed largely of Cherry Trees and Korean Lilacs this region of the park offers a vantage point from which to commemorate soldiers from the Pacific Campaign in World War II.

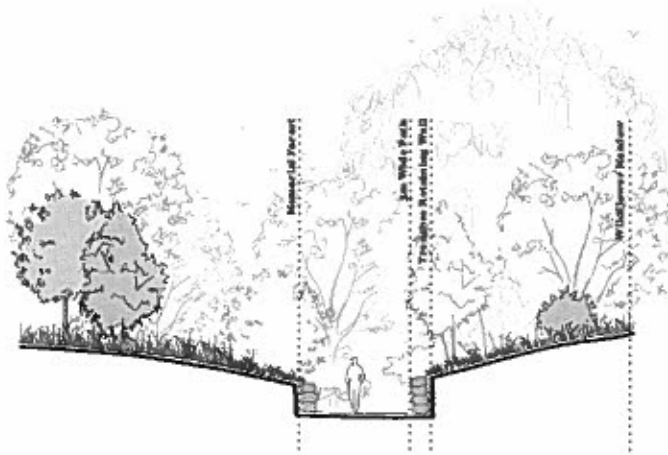
A 4m wide trail cuts through the centre of the park providing an artery for the expansive Trans-Canada Trail, which once completed, will be the largest active trail system network in the world.



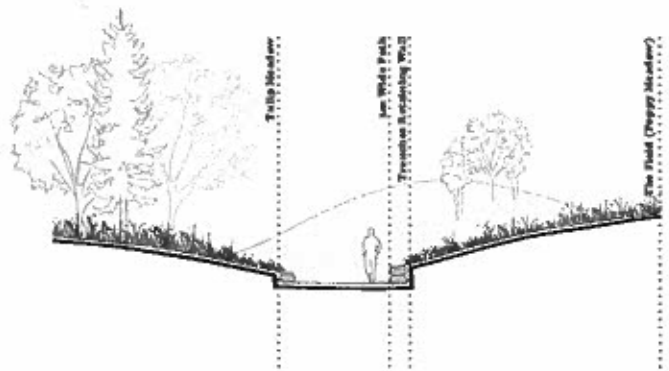
**Roundhouse Plateau      Ceremonial Plaza      The Field      Wildflower Meadow      The Bosque      Trans-Canada Trail**



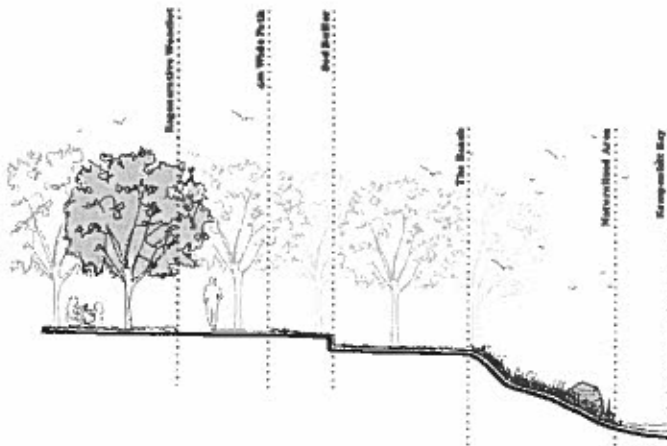
Signage to be utilized throughout the trail allowing users to take a self-guided tour of the landscape.



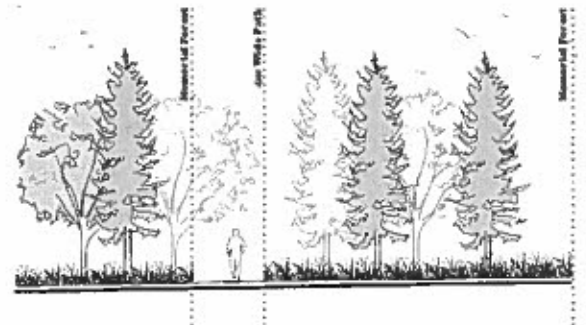
Section 1 - The Trenches I



Section 2 - The Trenches II

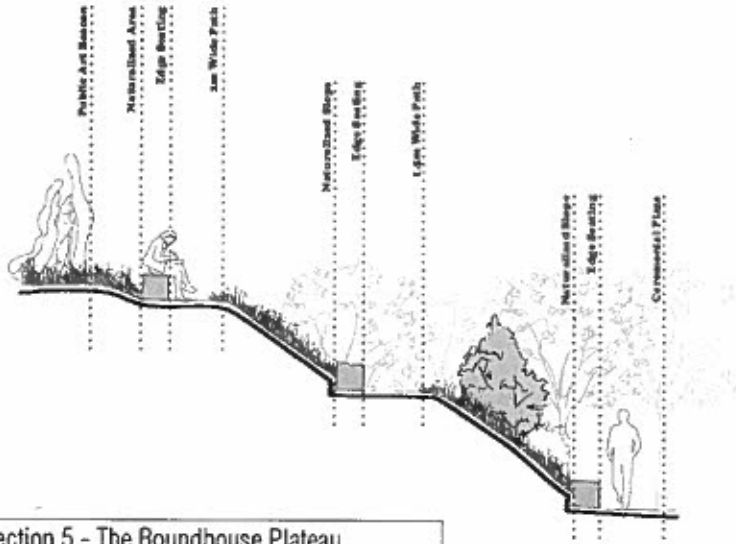


Section 3 - The Beach



Section 4 - Trans-Canada Trail

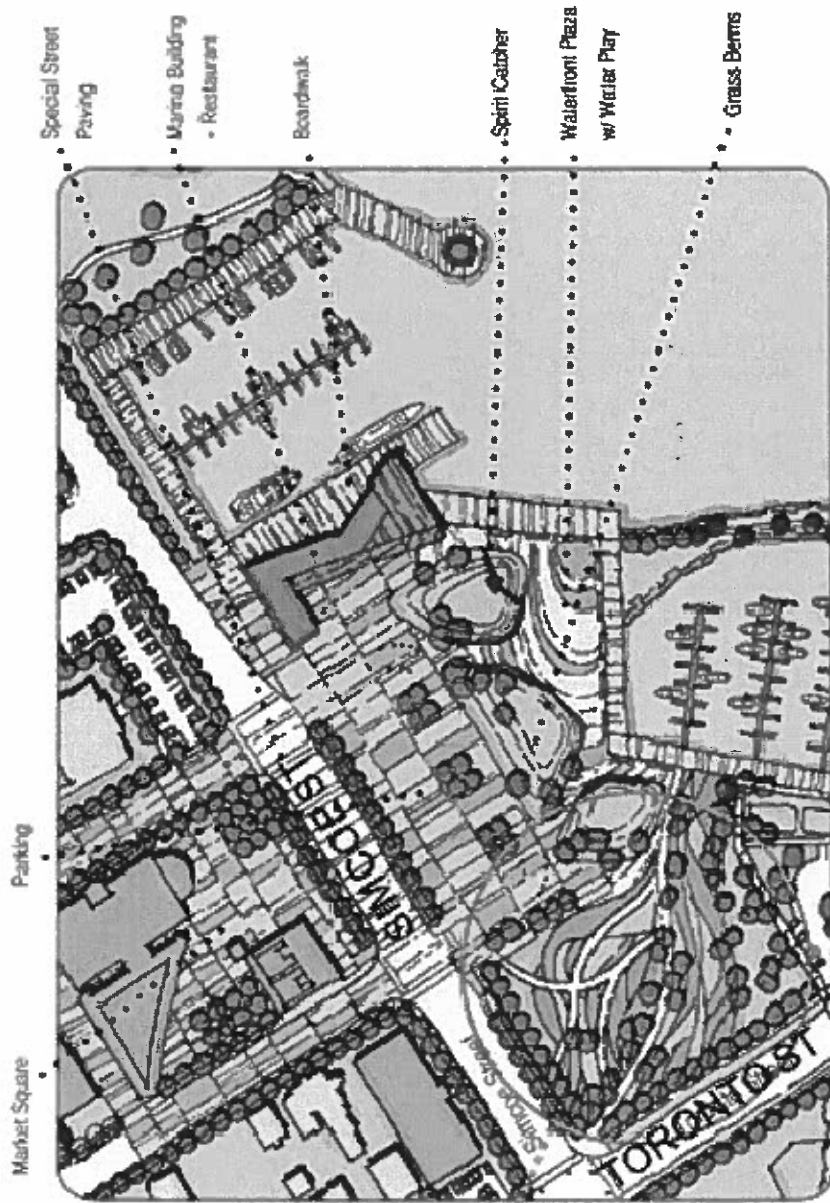




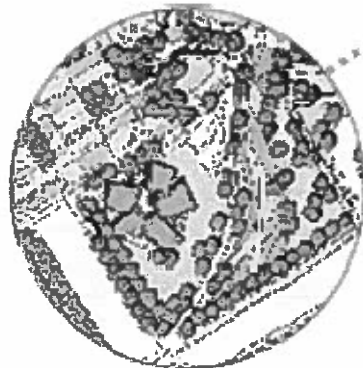
Section 5 - The Roundhouse Plateau

**Appendix "D" - Spirit Catcher Park Conceptual Design**

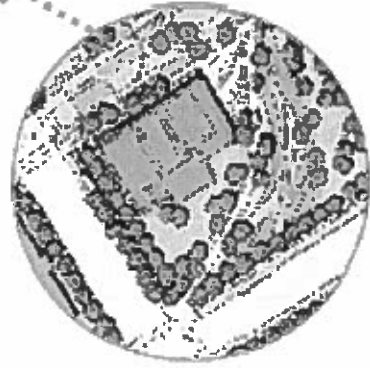
**SPIRIT CATCHER PARK**



Concept Plan – Option 1

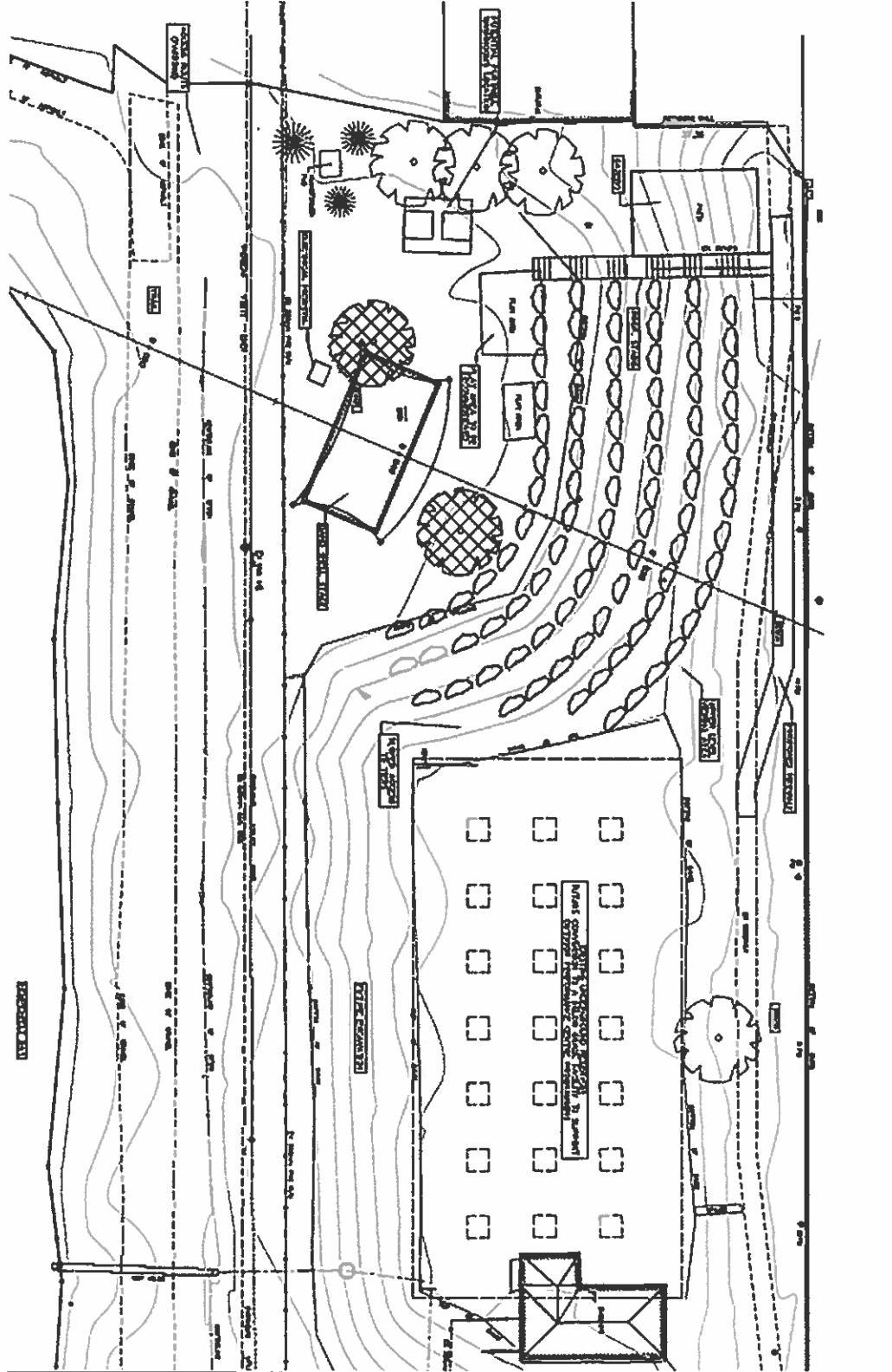


Option 2



Option 3

**Appendix "E" – Phase I Concept Plan for Bayview Park Outdoor Performance Centre**



**Appendix "F" – Three Phase Financial Projections**

WMSP Priority Costing List  
Updated: May 28, 2013 (version 7)

| Ranking  | Preliminary Cost  | Time Frame        |                  |                   | Partnership Opportunities |
|--|-------------------|-------------------|------------------|-------------------|---------------------------|
|  |                   | short term        | medium term      | long term         |                           |
| <b>CAPITAL IMPROVEMENTS</b>  |                   |                   |                  |                   |                           |
| Memorial Square Concept Plan Implementation (\$3,000,000, est \$3.5 million)   |                   |                   |                  |                   |                           |
| Utility Relocation and general site servicing  | 500,000           | 500,000           |                  |                   |                           |
| Reconstruction of Square (Phase 1)   | 1,250,000         | 1,250,000         |                  |                   | x                         |
| Reconstruction of Square (Phase 2) Including site restoration  | 1,750,000         | 1,750,000         |                  |                   | x                         |
| Bayview Park Concept Plan Implementation (\$4,500,000)   |                   |                   |                  |                   |                           |
| Schedule A+ Class EA - Public Open House (if required)   | 0                 | 0                 |                  |                   |                           |
| Detailed Design Construction - Phase 1, westerly portion of Bayview Park (overhead canopy structure, stage area, seating and utility supply). Assumes project will proceed to construction otherwise \$50,000 reimbursed back to OPCA. | 600,000           | 600,000           |                  |                   | x                         |
| Construction - Phase 2 (renovations to reservoir structure, interior utilities, additional seating as required, upper terrace modifications, concessions building)   | 3,900,000         |                   |                  | 3,900,000         | x                         |
| Centennial Park Concept Plan Implementation (est \$4,350,000)  |                   |                   |                  |                   |                           |
| Park Reconstruction - Year 1   | 1,750,000         | 1,750,000         |                  |                   |                           |
| Park Reconstruction - Year 2 and restoration   | 2,600,000         | 2,600,000         |                  |                   |                           |
| New Transient Marina Building Detailed Design Development  | 200,000           |                   | 200,000          |                   | x                         |
| New Transient Marina Building (New Iconic Restaurant/Office Building @ 25,000 sq ft - Spirit Catcher Park area)  | 10,000,000        |                   |                  | 10,000,000        | x                         |
| New Marina Administration Building (design and construction; south end at launch - 2,500 sqft)   | 1,000,000         |                   | 1,000,000        |                   | x                         |
| Waterfront boardwalk around marina basin   | 600,000           |                   | 600,000          |                   | x                         |
| General Planting, Shoreline Protection (est per year)  | 500,000           | 250,000           | 250,000          |                   |                           |
| Military Heritage Park (MHP) Detailed Design   | 50,000            | 50,000            |                  |                   |                           |
| MHP Construction - Phase 1 (Square and trails/walls/earth works)   | 550,000           |                   | 550,000          |                   | x                         |
| MHP Construction - Phase 2 (Interpretative Signs and Theme detailing)  | 125,000           |                   | 125,000          |                   | x                         |
| MHP Construction - Phase 3 (Remaining Site Works including Roundhouse Hill)  | 330,000           |                   | 330,000          |                   | x                         |
| MHP Construction - Phase 3 (plant material installations)  | 187,000           |                   | 187,000          |                   | x                         |
| MHP Construction - Phase 4 (Artist Competition for feature sculpture)  | 83,000            |                   |                  | 83,000            | x                         |
| Allandale Station Park - Boat House/Sports Centre Feasibility Study  | 50,000            |                   | 50,000           |                   | x                         |
| Allandale Station Park/South Shore Redesign for trail alignments : coordination with MHP)  | 50,000            | 50,000            |                  |                   |                           |
| Allandale Station Park - Boathouse Detailed Design   | 200,000           |                   | 200,000          |                   |                           |
| Allandale Station Park - Boathouse Construction (10,000 sq ft) & Shoreline Enhancements  | 4,000,000         |                   |                  | 4,000,000         | x                         |
| Allandale Station Park Trail Reconstruction (based on Centennial Park upgrades)  | 500,000           |                   | 500,000          |                   |                           |
| Spirit Catcher Park Detailed Design Development  | 200,000           | 200,000           |                  |                   | x                         |
| Spirit Catcher Park Concept Plan Construction Implementation   | 4,000,000         |                   | 4,000,000        |                   | x                         |
| Commercial Kiosks (preliminary cost per location - 12 total) Implementation at selected sites per year   | 240,000           | 80,000            | 80,000           | 80,000            | x                         |
| Loyalist Park Phase 2 Implementation (subdivision implementation)  | 250,000           | 250,000           |                  |                   |                           |
| Dock Road Park Implementation (subdivision implementation)   | 400,000           | 400,000           |                  |                   |                           |
| Redevelopment plans - Minet's Point to include shoreline works, accessible beach area and commercial kiosk locations (estimate)  | 185,000           | 185,000           |                  |                   |                           |
| Redevelopment Design - Tynedale Park (parking lot & volleyball court expansions, regrading slope to beach, minor site improvements & planting)   | 25,000            | 25,000            |                  |                   |                           |
| Construction Implementation of Park design (parking lot & volleyball court expansions, regrading slope to beach, minor site improvements & plant material)   | 270,000           |                   | 270,000          |                   | x                         |
| Update North Shore Trail Master Plan   | 100,000           |                   | 100,000          |                   |                           |
| Implementation of Trail Gateway Feature (Penetanguishene Road)   | 50,000            | 50,000            |                  |                   |                           |
| Implement Signage and Wayfinding Program   | 35,000            | 35,000            |                  |                   | x                         |
| Design Study for water access with potential for boardwalk   | 75,000            |                   | 75,000           |                   |                           |
| Future Implementation for NST improvements such as water access areas  | 500,000           |                   |                  | 500,000           |                           |
| Redevelopment Plans - Pioneer Park (signage, minor site furnishings).  | 5,000             | 5,000             |                  |                   |                           |
| Redevelopment Plans - Toffendal Woods (increase in usage of site based neighbourhood demand)   | 45,000            |                   | 45,000           |                   |                           |
| Redevelopment Plans - Wilken's Beach (signage, minor shoreline protection, site furnishings)   | 30,000            |                   | 30,000           |                   |                           |
| Redevelopment Plans - Loyalist Woods (site signage, minor trail works)   | 45,000            |                   |                  | 45,000            |                           |
| Gables Park MP Update  | 50,000            | 50,000            |                  |                   |                           |
| Redevelopment of Gables Park (based on MP exercise, Phase 1)   | 250,000           | 250,000           |                  |                   |                           |
| Redevelopment of Gables Park (based on MP exercise, Phase 2)   | 250,000           |                   | 250,000          |                   |                           |
| General Planting, Shoreline Protection (est per year)  | 250,000           |                   | 250,000          |                   |                           |
| St Vincent Park - washroom upgrades/replacement  | 300,000           | 300,000           |                  |                   |                           |
| <b>Studies/Design Briefs</b>   |                   |                   |                  |                   |                           |
| Kiosk Design Study and Costing   | 25,000            | 25,000            |                  |                   |                           |
| Waterfront Events and Festival Strategy (internal strategy review - staff time)  | 7,500             | 7,500             |                  |                   |                           |
| Business Study of co-locating Tourism Barrie, Downtown Barrie and City of Barrie Administrative functions in the new Marina Buildings  | 25,000            |                   |                  | 25,000            | x                         |
| Wayfinding/Signage Study including coordinating streetscape elements, seating information corners, etc)  | 75,000            | 75,000            |                  |                   | x                         |
| Safety Stations Design/Location Study  | 7,500             | 7,500             |                  |                   | x                         |
| Design Competition for Beacons (and Detailed design)   | 125,000           | 125,000           |                  |                   | x                         |
| <b>Other Strategic Plan Elements</b>   |                   |                   |                  |                   |                           |
| Allandale Centre Revitalization Plan Update  | 75,000            |                   | 75,000           |                   | x                         |
| North Shore Landscape Handbook - Clarify Information to Public   | 15,000            |                   | 15,000           |                   |                           |
| Update Barrie Waterfront & Marina Strategic Plan (2031)  | 200,000           |                   |                  | 200,000           |                           |
| Future Waterfront building (pending resolution of private property acquisition)  | 2,500,000         |                   |                  | 2,500,000         | x                         |
| Waterfront Beacons (9)   | 1,000,000         |                   | 685,000          | 335,000           | x                         |
| <b>Total CAPITAL Costing over Three Phases</b>   | <b>42,385,000</b> | <b>10,870,000</b> | <b>9,847,000</b> | <b>21,688,000</b> |                           |

WMSP Priority Costing List  
Updated: May 28, 2013 (version 7)

| Ranking   | Preliminary Cost   | Time Frame        |                  |                  | Partnership Opportunities |
|---|--|-------------------|------------------|------------------|---------------------------|
|   |  | short term        | medium term      | long term        |                           |
| <b>Proposed Credits and/or Economic/Revenue Opportunities</b>                 |  |                   |                  |                  |                           |
|   | CREDIT for DC Eligible Charges (80.65%) on 2 neighbourhood parks (est)   | (201,625)         | (201,625)        |                  |                           |
|   |  | (322,600)         | (322,600)        |                  |                           |
|   | CREDIT for Centennial Park Implementation (already in Capital Plan)  | (4,350,000)       | (4,350,000)      |                  |                           |
|   | CREDIT for Memorial Square Park Implementation. Projected for 66% funding from Downtown BIA.   | (1,980,000)       | (1,980,000)      |                  |                           |
|   | CREDIT for Bayview Park Outdoor Performance Centre Phase 1 Stage Implementation. Projected with 50% funding from Molson Community Fund Grant and community donations and sponsorships.   | (300,000)         | (300,000)        |                  |                           |
|   | CREDIT for Bayview Park Outdoor Performance Centre Reservoir Retrofit (Community Fundraising, Sponsorship Opportunities, future Funding Grants). Projected for 66% funding allocation for reservoir retrofit.                                | (2,574,000)       |                  | (2,574,000)      |                           |
|   | CREDIT for potential Sponsorship Opportunities for the development of the Spirit Catcher Park. Projected for 50% funding allocation for reservoir retrofit.  | (2,000,000)       |                  | (2,000,000)      |                           |
|   | CREDIT for Main Marina Building Opportunities (potential for Sponsorship and Naming Rights for facility, future Funding Grants, revenue potential for Banquet and/or restaurant location). Projected for 66% funding allocation.             | (6,600,000)       |                  | (6,600,000)      |                           |
|   | CREDIT for smaller Marina Administration Building Opportunities (potential for Sponsorship and Naming Rights for facility, revenue potential for small commercial concessions). Projected for 66% funding allocation.                        | (660,000)         |                  | (660,000)        |                           |
|   | CREDIT for Boathouse Building Opportunities in Allandale Station Park (potential for Sponsorship and Naming Rights for facility, future Funding Grants, revenue potential for Banquet and/or restaurant location). Projected for 66% funding | (2,640,000)       |                  | (2,640,000)      |                           |
| <b>REVISED Net Projected CAPITAL Financial Requirements over Three Phases</b> |  | <b>20,756,775</b> | <b>3,715,775</b> | <b>4,613,000</b> | <b>12,428,000</b>         |
| <b>ESTIMATED LIFE CYCLE REPLACEMENT COSTS</b>                                 |  |                   |                  |                  |                           |
|   | Waterfront Lighting Strategy - life cycle replacement of existing light standards in Allandale Station Park to LED technology (approx 50 units @ \$7,500 each)   | 375,000           |                  | 375,000          |                           |
|   | Waterfront Lighting Strategy - life cycle replacement of existing light standards in Heritage Park to LED technology (approx 50- units @ \$7,500 each)   | 375,000           |                  |                  | 375,000                   |
|   | New Transient Basin Improvements (docks, piers, decking - from Marina Study)   | 2,100,000         | 2,100,000        |                  |                           |
|   | Transient Marina Building (conversion of existing Sea Cadets building for short term use; building and site works)   | 250,000           | 250,000          |                  |                           |
|   | Centennial Park - Lions Pavilion Design  | 10,000            |                  | 10,000           |                           |
|   | Centennial Park - Lions Pavilion Reconstruction  | 75,000            |                  | 75,000           |                           |
|   | Centennial Park - Lighting improvements around building and along land spit (est)  | 125,000           | 125,000          |                  |                           |
|   | Centennial Park - Playground Reconstruction  | 150,000           | 150,000          |                  |                           |
| <b>Total Projected (Preliminary) Life Cycle Costs over Three Phases</b>       |  | <b>3,460,000</b>  | <b>2,625,000</b> | <b>460,000</b>   | <b>375,000</b>            |
| <b>Total COMBINED Costing</b>   |  | <b>24,216,775</b> | <b>6,340,775</b> | <b>5,073,000</b> | <b>12,803,000</b>         |