
To	General Committee
Subject	General John Hayter Southshore Community Centre Expansion – Phase 2
Date	September 10, 2025
Ward	All Wards
From	R. Pews, Director of Corporate Facilities
Executive Member Approval	J. Schmidt, General Manager of Community and Corporate Services
CAO Approval	M. Prowse, Chief Administrative Officer
Staff Report #	FAC006-25

Recommendation(s):

1. That the direction for the location of the Sea Cadets be amended to approve proceeding with Option A – a 600 square metre standalone Sea Cadets building, as further outlined in Staff Report FAC006-25.
 2. That an additional \$728,145 be added to the 2026 budget request for FC1318 – Sea Cadets Relocation Project for a total project funding of \$6,728,145 and that the additional budget be allocated from the Tax Capital Reserve to advance the Sea Cadets Relocation Project to Phase 2.
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Executive Summary:

The purpose of this report is to provide an update on the Sea Cadets Relocation Project and seek approval to proceed with the preferred option. This report outlines the evolution of design concepts, stakeholder engagement, and cost analysis for two options: a standalone Sea Cadets facility (Option A) and an addition to the Southshore Community Centre (Option B).

Following detailed design development and costing, Option A—a 600 square metre standalone Sea Cadets building—is recommended as the most feasible and cost-effective solution. While Option B offers enhanced community amenities, its estimated cost of \$10.6 million significantly exceeds the original budget and introduces structural complexities. In contrast, Option A can be delivered for \$6.7 million, aligning more closely with initial projections and minimizing operational disruptions.

Approval of this recommendation will allow the project to advance to Phase 2, which includes construction drawings, permitting, and tendering. This step is critical to

maintaining project momentum, supporting the City's long-term waterfront revitalization goals, and enabling the future development of the Performing Arts Centre at the Sea Cadets' current location.

Background:

As reported in staff report FAC003-24, two options for the relocation of the Sea Cadets were presented to council:

Option A – 600 Square Meter Stand Alone Sea Cadets Building constructed to the east of the existing Southshore Community Centre.

Option B – 600 Square Meter Southshore Community Centre Addition constructed on the north side of the basement of the existing building.

Under motion 24-G-112, the following direction was provided regarding the Sea Cadet's relocation to the Southshore Community Centre.

1. That "Option B - Southshore Community Centre Addition" be endorsed in principle to guide the additional planning, design and construction of the Southshore Community Centre Addition as per Appendix "A" and Appendix "C" to Staff Report FAC003-24.
2. That additional funding in the amount of \$300,000.00 be approved under Project #FC1318 for the further planning and design of "Option B - Southshore Community Centre Addition", to be funded from the Tax Capital Reserve.
3. That staff report back to General Committee for future construction funding approval of "Option B - Southshore Community Centre Addition" once costing is refined through the design process.
4. That staff continue to meet with the stakeholders to obtain additional input on design and program requirements.

Key Findings:

As directed by Council through Motion 24-G-112, staff initiated a public procurement process to retain a constructor under a progressive design-build contract, resulting in the successful award to METTKO Ltd., partnered with Unity Design Studio for the design development of Option B – Southshore Community Centre Addition. A progressive design-build contract is a collaborative project delivery method in which the constructor and designer are engaged early to work alongside the owner in developing the project scope, design, and budget through phased implementation, promoting transparency, shared decision-making, and flexibility while reducing risk and enabling more efficient project delivery.

To support the development of Option B for the proposed Sea Cadets facility addition at the Southshore Community Centre, METTKO Ltd. and Unity Design Studio engaged internal departments and external stakeholders through site tours, facilitated meetings, and collaborative workshops. These activities were designed to gather input on operational needs, spatial requirements, and potential impacts of the proposed addition. Preliminary layout concepts were shared during these sessions, allowing stakeholders to provide feedback that directly informed the schematic design.

Stakeholders included staff from the Recreation, Parks Planning, Parks Operations, and Corporate Facilities departments, as well as representatives from the Royal Canadian Sea Cadets, Barrie Rowing Club, Barrie Canoe and Kayak Club, Rotary Club of Barrie-Huron, Mettko Ltd., and Unity Design Studio. A Conditions of Satisfaction (CoS) exercise was conducted with all groups to establish a shared understanding of project success and long-term goals. This collaborative process ensured alignment across all parties and helped guide the functional planning and design development of the new facility.

Design Evolution

The evolution of the design process is important to highlight to outline how the project team arrived at the design concepts that are being presented. As directed, the project team proceeded with the design development of Option B – Addition to the Southshore Centre.

Option B – Addition to the Southshore Centre (Appendix B)

Following a comprehensive Conditions of Satisfaction (CoS) process involving all stakeholders, it was determined that the originally proposed location for the Sea Cadets addition—on the north side of the Southshore Centre at the basement level—would be too disruptive to be feasible. This location posed significant operational challenges, particularly for existing tenants such as the Barrie Canoe & Kayak Club and the Barrie Rowing Club. Construction in this area would have disrupted seasonal programming, limited access to boat storage, and interfered with waterfront activities. The basement extension proposed would also significantly impact water access without the addition of steps, which would present operational and safety concerns for all intended users.

Based on stakeholder feedback and operational impact assessments, the project team relocated the proposed addition to the west side of the Southshore Centre. This new location is offset from the existing building and connected via a pedestrian bridge, allowing the Sea Cadets to operate independently while maintaining integration with the Southshore Centre. The revised design minimizes disruption to current tenants and preserves public access to the waterfront.

As outlined in Appendix ‘B’, Option B proposes a west-side addition to the Southshore Centre that includes indoor boat storage, training and administrative spaces, and a rooftop patio overlooking Kempenfelt Bay. The rooftop patio would serve as an extension of the existing Southshore Centre patio, enhancing the venue’s capacity to host outdoor weddings, gatherings, and rental functions. This expanded amenity is expected to significantly improve the rentability of the facility and contribute to increased annual revenue.

When not reserved for events, the patio is intended to remain accessible to the public, offering residents a scenic waterfront space to enjoy. Its integration would also support various City-led outdoor events such as Kempenfest, the Lawnchair Luminata Outdoor Movie Series, and the Troubadour Festival, further enriching community engagement along Barrie’s waterfront.

However, the relocation of the addition from the north side of the building to the

west side introduced significant structural and cost implications. The sloped topography of the west side requires extensive structural foundation walls and below-grade structural work to stabilize the embankment. These conditions have increased construction complexity and costs, particularly in areas such as excavation, shoring, waterproofing, and structural reinforcement.

Although Option B is not recommended due to cost implications, it presents several public benefits worth noting:

- **Expanded Rooftop Patio:** Provides a unique waterfront gathering space with sweeping views of Kempenfelt Bay. The patio can serve as an extension of the Southshore Centre for events and remain open to the public when not booked.
- **Enhanced Accessibility:** Incorporates barrier-free routes, universal washrooms, and inclusive design features.
- **Heritage Integration:** Complements the historic Southshore building, preserving its character while modernizing the facility.
- **Flexible Community Use:** Creates additional indoor and outdoor spaces that can accommodate a variety of programs beyond the Sea Cadets' needs.
- **Sustainability:** Incorporates energy-efficient systems, sustainable materials, and low-carbon design strategies.

Following the Design development of Option B – Addition to the Southshore Centre, a Class D cost estimate was completed where the associated Construction costs and soft costs were estimated at \$10,568,221. The cost estimate of the revised Option B - Addition to the West side of the Southshore centre exceeds the cost estimate presented to general committee within Staff Report FAC003-24 by 124% and this option is not recommended on that basis.

Option A – Standalone Sea Cadets Facility (Appendix A)

Following the completion of design development and costing for Option B, the project team revisited the feasibility of Option A – a standalone Sea Cadets facility, as outlined in Staff Report FAC003-24. The original concept placed the standalone building on the east side of the Southshore Centre, adjacent to a proposed parade ground and multi-use sports field. The initial direction was to locate the stand-alone building option to the east of the Southshore Centre as identified within **motion 23-G-206**. This motion directed staff to develop a plan, in consultation with the Sea Cadets and the Navy League of Canada, to relocate the cadets to **a new building east of Military Heritage Park**, including a parade ground and multi-use outdoor space. Staff were tasked with exploring a facility of approximately 600 square metres in that location. The rationale was tied to providing a dedicated space for the Sea Cadets while maintaining proximity to the waterfront and existing amenities at Southshore Centre. This location would also leverage shared site synergies, including coordinated access, shared utilities, and complementary programming.

Direction to pause the sports field project eliminated key site synergies, including shared access, utilities, and programming. The direction to locate the new sports field elsewhere combined with water access challenges eliminated the east-side location as a viable option. The project team conducted further site analysis and identified a more suitable location to the northwest of the Southshore Centre, adjacent to Kempenfelt Bay.

The revised site offers improved waterfront access, enhanced visibility, and better alignment with long-term waterfront activation goals. The current design proposes a wood-framed structure with scissor trusses to accommodate mast clearance, and includes indoor and outdoor boat storage, administrative space, universal washrooms, and an accessible path to the water.

Following the Design development of Option A – Standalone Sea Cadets Facility, a Class D cost estimate was completed where the associated Construction costs and soft costs were estimated at \$6,728,145. The cost estimate of the revised Option A – Standalone Sea Cadets Facility exceeds the initial cost estimate presented to general committee within Staff Report FAC003-24 by approximately 14.6%.

Conclusion

The evolution of both design options reflects a responsive and collaborative planning process that prioritizes operational continuity, environmental stewardship, and long-term functionality. The relocation of both options to the west side of the Southshore Centre ensures minimal disruption to existing stakeholders while providing the Sea Cadets with a modern, purpose-built facility in a prominent waterfront location.

Following completion of design development and cost estimates for both options, staff recommend proceeding with Option A—a standalone Sea Cadets facility located on the northwest side of the General John Hayter Southshore Centre. Option A satisfies the functional requirements of the project, and more closely aligns with the initial project cost outlined in Staff Report FAC003-24, thereby representing the most fiscally responsible course of action. Although Option B, a western addition to the Southshore Centre, offers broader community enhancements, staff do not recommend this option due to affordability reasons.

Financial Implications:

The cost to proceed with the construction drawings, permits and construction of “Option A - a Standalone Sea Cadets Facility” is \$6,728,145. This value is within 14.6% of the projected cost initially reported within FAC003-24 for Option A. It is recommended that the funding source for this design be the Tax Capital Reserve.

Should the construction phase of this project be approved to proceed, other capital projects that have been previously identified as a priority may need to be deferred or removed from the 10-year Capital Plan. Alternatively, the City may need to consider incurring additional debt in order to finance projects within the capital plan.

The current project number FC1318 has an approved \$500,000 budget for Phase 1 Design Development. There is currently \$324,611 remaining which has been committed to the detailed design and site due diligence investigations related to the Sea Cadet Relocation.

The summary of estimated project costs for Option A – Standalone Sea Cadets Building & Option B – Southshore Community Centre Addition are provided under Appendices “A” & “B”.

Alternatives:

The following alternatives are available for consideration by General Committee:

Alternative #1 – Proceed with Option B (Addition to Southshore Centre):

Council could direct staff to proceed with Option B, which involves constructing an addition to the west side of the existing Southshore Centre to accommodate the Sea Cadets program. This option would maintain proximity to existing amenities and shared services, enhanced accessibility through barrier-free routes and universal washrooms, integration with the historic Southshore building, flexible indoor and outdoor spaces for diverse community use. However, this alternative is not recommended due to significant cost implications. Integrating an addition into the current structure would require extensive structural modifications and building system upgrades, resulting in higher overall costs compared to Option A.

Alternative #2 – Defer the relocation of the Sea Cadets to the Southshore Centre.

Council could choose to defer the Sea Cadets relocation project to a future budget year, which would provide additional time to explore external funding opportunities or partnerships and allow for further review of long-term facility needs and potential integration with other capital projects. While these benefits could offer some flexibility, this option is not recommended as it would potentially increase costs due to inflation, negatively impacting user experience and community engagement, and delay the development of the Performing Arts Centre on the existing Sea Cadets site.

Strategic Plan Alignment:

Affordable Place to Live		
Community Safety		
Thriving Community	x	Relocating the Sea Cadets to a new facility would enable the development of the proposed Performing Arts Centre, which would boost economic activity by attracting visitors to Barrie's downtown and supporting local businesses. This investment would also enrich the city's cultural identity and vibrancy, contributing to a more dynamic and connected community.
Infrastructure Investments	x	Relocating the Sea Cadets' operations to a new facility adjacent to the Southshore Centre—clearing the way for the proposed Performing Arts Centre—demonstrates infrastructure investment by catalyzing upgrades to transportation networks, utilities, streetscapes, and public spaces. This strategic move supports increased activity and enhances the surrounding area's capacity to serve both civic and cultural needs.
Responsible Governance	x	Relocating the Sea Cadets to a new facility adjacent to the Southshore Centre demonstrates responsible governance by

		aligning with long-term planning goals and optimizing public space through co-location with similar water-based organizations. This approach also leverages public-private partnerships to enhance community value and ensure sustainable, collaborative use of waterfront resources.
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Additional Background Information and Analysis:

Following Staff Report DEV019-24, which proposed a multi-use sports field and parade ground east of the Southshore Centre, the Mayor exercised strong mayor powers to pause the project, citing the need for additional public consultation and alignment with broader sports tourism opportunities. Staff Report ACC001-24 subsequently presented the findings of a comprehensive consultation process led by Mr. Marshall Green, which revealed significant public opposition (98.9%) to the proposal. In response to this feedback and the recommendations outlined in *The Southshore, Barrie Sports and a Revitalized Downtown* report, Council formally cancelled the sports field project. This decision directly impacted the feasibility of the original standalone Sea Cadets building location, which had been designed to share infrastructure with the proposed sports field.

As outlined in ACC001-24, Mr. Green’s report—The Southshore, Barrie Sports, and a Revitalized Downtown—was presented to Council on August 14, 2024. The report incorporated feedback from a broad range of stakeholders and organizations to inform a cohesive vision for the waterfront and downtown area. Among its strategic recommendations, Recommendation #6 proposed that the former Sea Cadets site, along with adjacent City-owned lands, be designated as the location for Barrie’s future Performing Arts Centre. This recommendation aligns with Council’s broader objectives for cultural investment, waterfront revitalization, and downtown economic development.

Consultation and Engagement:

No additional public consultation was completed in relation to this staff report. Prior public consultation was conducted by Mr. Marshall Green which has been highlighted in Staff Report ACC001-24.

Environmental and Climate Change Impact Matters:

The following environmental and/or climate change impact matters have been considered in the development of the recommendation:

1. Both options will increase the use of the waterfront through additional dock space which will have an environmental impact on the lake vegetation and shoreline habitats. The Department of Fisheries and Oceans Canada (DFO) will be consulted as part of the detailed design process.
2. Both options are within the LSRCA Regulated Area. The project must comply with the Lake Simcoe Protection Plan and LSRCA Regulation Implementation Guidelines (Ontario Regulation 179/06).
3. Both options fall within a Source Water Protection zone, which is further

classified as a Wellhead Protection Area and Significant Groundwater Recharge Area. The facility will be designed to meet the requirements of both.

Appendix:

Appendix A – Option ‘A’ - Standalone Sea Cadets Facility Design Report

Appendix B - Option ‘B’ – Addition to the Southshore Centre Design Report

Report Author:

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File #:

Not Applicable

Pending #:

Not Applicable