

Staff Report



To	General Committee
Subject	Sea Cadets Parade Ground
Date	September 10, 2025
Ward	All
From	M. Banfield, RPP, Executive Director of Development Services
Executive Member Approval	M. Banfield, RPP, Executive Director of Development Services
CAO Approval	M. Prowse, Chief Administrative Officer
Staff Report #	DEV022-25

Recommendation(s):

1. That **Concept 3 - Military Heritage Park Ceremonial Plaza** be selected as the preferred concept for the proposed **Sea Cadets parade ground**, attached as Appendix C to Staff Report DEV022-25.
 2. That **\$777,000 be added to the 2025 Capital Plan**, to be funded from the Reinvestment Reserve, for the implementation of the preferred concept for the Sea Cadets parade ground.
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Executive Summary:

On August 14, 2024, Marshall Green provided “The Southshore, Barrie Sports, and a Revitalized Downtown” report to Barrie City Council. The report included several recommendations, including **one (1) preliminary concept and location for a parade ground for the Barrie Sea Cadets #53 RCSCC** (‘Sea Cadets’).

The purpose of this Staff Report is to address **Council motion 24-G-223, Item 3**, in response to Mr. Green’s report:

*“That the Sea Cadets parade ground be removed as one of the uses for the proposed Multi-Use Sports Field and staff **provide a concept including costs** for locating **a drill square with hard surface** to the **west of the John Hayter Southshore Centre** as an extension to the parking lot and report back to General Committee.”*

Key Findings:

Staff have reviewed **three (3) concepts** for the proposed Sea Cadets parade ground:

- Concept 1 - Parking Lot Extension
- Concept 2 - South Shore Park Parade Ground
- Concept 3 - Military Heritage Park Ceremonial Plaza

Upon review and comparison of the three (3) concepts, **Concept 3 - Military Heritage Park**

Ceremonial Plaza was identified as the **most favourable concept** with **minimal disturbance** to existing conditions and uses, opportunity to enhance the Military Heritage Park as an enhanced venue for military related celebrations and events, being the **most cost-effective**, and **satisfying several preferences identified by the designated representative of the Sea Cadets**.

Financial Implications:

The following is a **summary matrix of costs** associated with **each concept**:

Item	Concept 1 Parking Lot Extension	Concept 2 South Shore Park Parade Ground	Concept 3 Military Heritage Park Ceremonial Plaza
Site Preparation	\$275,500	\$92,200	\$88,000
Site Servicing & Utilities	\$100,000	\$190,000	\$120,000
Hardscape	\$186,500	\$444,850	\$244,700
Softscape	-	\$20,000	\$58,800
Site Furnishing	-	\$61,000	\$40,000
Testing Allowance	\$10,000	\$10,000	\$10,000
Pre-Design Studies Allowance	\$30,000	\$30,000	-
Subtotal	\$602,000	\$848,050	\$561,500
Contingency	\$150,500	\$212,012.50	\$112,300
Project Management Recoveries	\$100,082.50	\$140,988.31	\$89,615.40
HST @ 1.76%	\$14,568.40	\$20,522.81	\$13,044.77
Estimated Total	\$867,150.90	\$1,221,573.62	\$776,460.17

Concept 3 is estimated to have the **lowest cost** of the three (3) concepts, with an estimated total cost of **\$777,000**, inclusive of project contingency, project management recoveries, and HST.

Staff in Parks and Forestry Operations Branch indicate that the recommended **Concept 3**, which is the **conversion of turf to hardscape** within Military Heritage Park, is **negligible** in terms of **operating and maintenance requirements** and can be **absorbed by** the department's **base operating budget**. There would be an **anticipated operating budget impact for Concepts 1 and 2** that would need to be determined should Concept 3 not be chosen.

Alternatives:

The following alternatives are available for consideration by General Committee:

Alternative #1 – General Committee could decide to **not proceed with the detailed design and construction of the Sea Cadets parade ground**. Although this alternative is available, it is not recommended as proceeding with the implementation of Concept 3 would complete the original vision for Military Heritage Park. The Sea Cadets parade ground provides the opportunity for enhanced military related recognition and ceremonial events held within the context of Military Heritage Park and leverages the contextual relationship with the proposed Sea Cadet Building (Refer to Staff Report FAC006-25).

Alternative #2 – General Committee could **amend recommendation #1 by selecting Concept 1 as the preferred concept**. This alternative is not recommended due to the higher relative capital cost, significant impact on existing major events logistics within the space and the waterfront, negative visual impact, and potential conflicts with the proposed Sea Cadet

Building (Refer to Staff Report FAC006-25). If this alternative is presented, recommendation #2 needs to be updated to reflect a cost of **\$867,000**.

Alternative #3 – General Committee could **amend recommendation #1 by selecting Concept 2 as the preferred concept**. Although this concept is favourable, it is not recommended at this time due to the significant relative capital cost and the requirement for further study concerning the impact on existing community events and physical and functional relationships with the proposed Sea Cadet Building (Refer to Staff Report FAC006-25). If this alternative is presented, recommendation #2 needs to be updated to reflect a cost of **\$1,222,000**.

Strategic Plan Alignment:

Affordable Place to Live	
Community Safety	
Thriving Community	<ul style="list-style-type: none">• Create and foster programs and opportunities to support community wellness through support of the Sea Cadets and their associated programming.• Foster growth in culture through support of the Sea Cadets and their associated programming.• Expand access to recreation opportunities, through providing an additional outdoor facility where a range of programming can take place.
Infrastructure Investments	
Responsible Governance	<ul style="list-style-type: none">• Support the services our community needs while keeping tax increases low• Financial stewardship which includes finding efficiencies by completing the construction of the Military Heritage Park ceremonial plaza and providing a suitable area for the Sea Cadets parade ground.• Ensure accountability and transparency that can be demonstrated through the implementation of the Sea Cadets parade ground.

Additional Background Information and Analysis:

Motion 24-G-223, Item 3

On August 15, 2024, Mayor Nuttall issued **Mayoral Direction** to conduct **public consultation** regarding **“The Southshore, Barrie Sports, and a Revitalized Downtown” Report** presented by Marshall Green. The report included several recommendations, including **one (1) preliminary concept and location for a parade ground for the Sea Cadets**.

Public consultation and survey took place for **five (5) weeks** from August 22, 2024, to September 25, 2025, and included an **in-person public consultation event** held on **September 24, 2024**, at the General John Hayter Southshore Community Centre. For a summary of the public consultation results, please refer to **Staff Report ACC00-24 Waterfront Public Consultation Feedback**, prepared by Communications and Customer Service.

Survey respondents expressed **support** for **Recommendation #1** of the “The Southshore, Barrie Sports, and a Revitalized Downtown” Report that suggests that:

*“The site to be offered to the Sea Cadets for their **Parade Ground** be at the location and size shown in **Figure 1** to this report and that it have a **suitable hard surface** as might be recommended by that group”.*



Figure 1 - Possible Sea Cadet Parade Square

Figure 1 – Figure 1 of the “The Southshore, Barrie Sports, and a Revitalized Downtown” Report.

In response to Mr. Green's report and public consultation findings, Council adopted motion 24-G-223, Item 3, on October 23, 2024:

*"That the Sea Cadets parade ground be removed as one of the uses for the proposed Multi-Use Sports Field and staff **provide a concept including costs** for locating **a drill square with hard surface** to the **west of the John Hayter Southshore Centre** as an extension to the parking lot and report back to General Committee."*

To address motion 24-G-223, **Development Services Parks Planning** has undertaken the subject Staff Report.

Preliminary Consultation

Staff **consulted** with the **designated representative of the Sea Cadets** to **confirm** the **preferred features** of the proposed parade ground facility. The following preferred features were identified:

Parade Ground Feature	Preferred Feature Description
Surfacing	<ul style="list-style-type: none">• Paved
Size	<ul style="list-style-type: none">• Similar to what is currently being used at the Armoury located at 37 Parkside Drive (30 by 45 meters)
Capacity	<ul style="list-style-type: none">• 60 to 80 people, twice per week, September to June• Maximum special event capacity of 800 people
Location	<ul style="list-style-type: none">• Close to the John Hayter Southshore Centre and the proposed Sea Cadets building
Other	<ul style="list-style-type: none">• Seating/bleachers• Water service access• Separation from public (fencing)• Priority permitting/scheduling

In consultation with **community events staff** from Recreation & Culture Services, it was identified that the location west of the **west of the John Hayter Southshore Centre parking lot** should **remain** as **open lawn** to **avoid negative impacts on existing major community events**, such as Kempenfest, and the ability to attract new major events to the space.

The Concepts

A landscape architectural **consultant** was retained to **investigate the opportunities** for the Sea Cadets **parade ground**, in **proximity** to the **John Hayter Southshore Centre** and the **proposed Sea Cadets Building** (refer to Staff Report FAC006-25).

The consultant developed **three (3) concepts** for the Sea Cadets parade ground for **Council's consideration**:

- Concept 1 - Parking Lot Extension
- Concept 2 - South Shore Park Parade Ground
- Concept 3 - Military Heritage Park Ceremonial Plaza

Concept 1 – Parking Lot Extension Plan

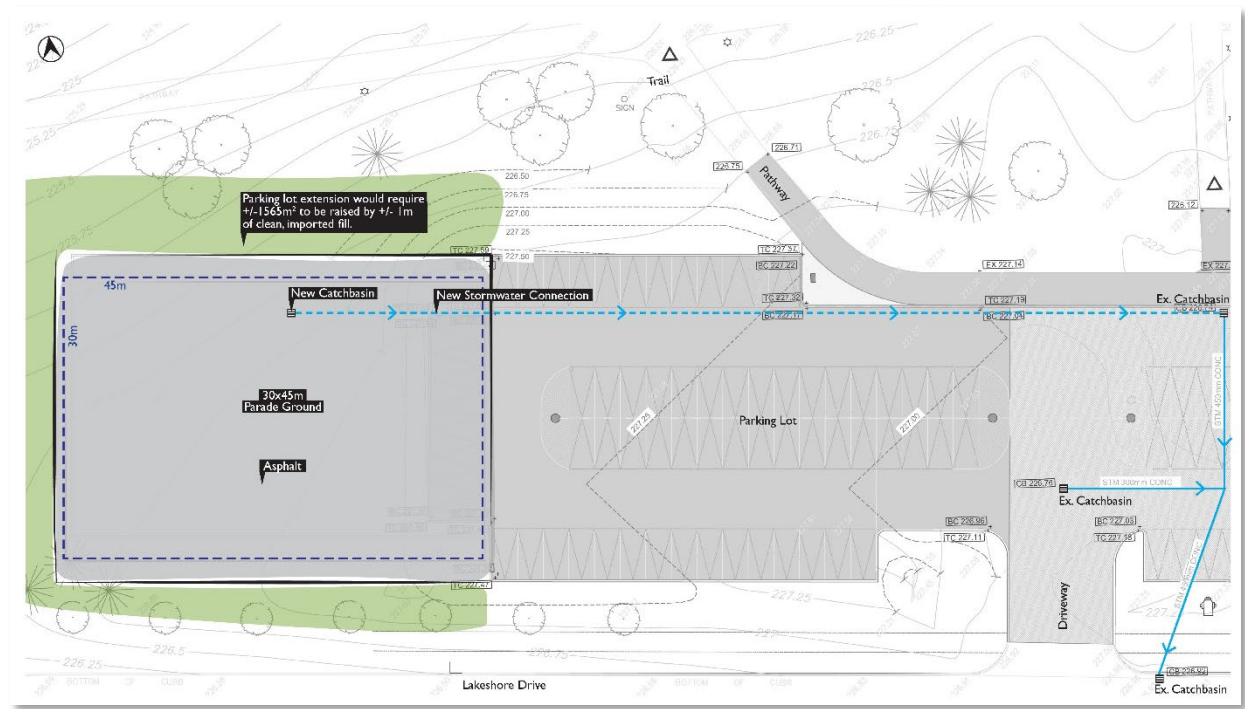


Figure 2 – Concept 1 – Parking Lot Extension Plan (Refer to Appendix A)

As requested through **motion 24-G-223, Item 3**, **Concept 1** features a **30 by 45-meter asphalt parade ground** area as an **extension of** the existing John Hayter Southshore Centre **parking lot**. Should the area be utilized for parking (when the area is not utilized for events), the existing parking lot capacity of 111 increases to 161 (increase of 50 spaces).

Concept 1 is **estimated** to cost **\$868,000**, inclusive of project contingency, contract administration, staff salary recoveries, and HST (refer to Financial Implications Section of Staff Report).

See below a **summary of advantages and disadvantages** of Concept 1:

Advantages	Disadvantages
<div>1. Recommended parade ground size referenced in Marshall Green’s Report</div> <div>2. Area capacity* of approximately 1350 people, 550 more than the maximum 800 capacity indicated by the Sea Cadets</div> <div>3. Increased parking lot capacity (50 additional spaces for a total of 161)</div> <div>4. Opportunity to explore design synergies with the Sea Cadets Building project**</div>	<div>1. Significant impact to existing conditions (Extensive grading works and removal of sod, curbing, asphalt, trees)</div> <div>2. Significant impact on existing events uses (conflict with permits and annual events such as Kempenfest)</div> <div>3. Coordination required with the proposed Sea Cadets Building project (risk of delays)</div> <div>4. Is <u>not</u> the most cost-effective option</div>

* Estimated area capacity based on 1 m² per person, in alignment with best practices and confirmed by the Landscape Architectural Consultant.

** Refer to Staff Report FAC006-25

Recreation and Culture Staff (Events) expressed that **Concept 1 is not preferable**, as the location **conflicts with existing events permitting and scheduling**. The location of Concept 1 is one of two large waterfront open lawn areas that can accommodate major events. **Removal of the open lawn area may limit the City’s ability to attract other large-scale events.**

Concept 2 – South Shore Park Parade Ground Plan



Figure 3 – Concept 2 – South Shore Park Parade Ground Plan (Refer to Appendix B)

Concept 2 features a **30 by 45-meter concrete parade ground** area, treed **picnic grove**, and **new pathway connections** in South Shore Park (west of the John Hayter Southshore Centre).

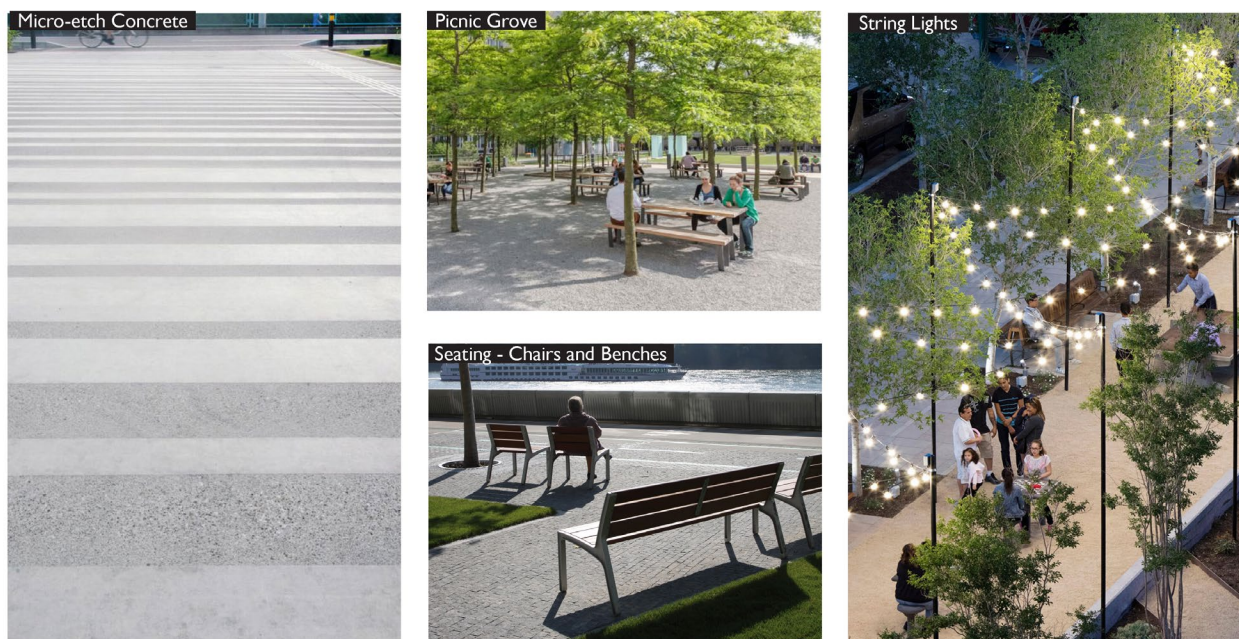


Figure 3 – Concept 2 Example Imagery

The addition of the **proposed picnic grove area** creates a transitional space between the new parade grounds and the existing waterfront trail. The space functions as a **resting and gathering location, further activating the waterfront.**

Concept 2 is **estimated** to cost **\$1,222,000**, inclusive of project contingency, contract administration, staff salary recoveries, and HST (refer to Financial Implications Section of Staff Report).

See below a **summary of advantages and disadvantages** of Concept 2:

Advantages	Disadvantages
<ol style="list-style-type: none"> 1. Recommended parade ground size referenced in Marshall Green's Report 2. Area capacity* of approximately 1350 people, 550 more than the maximum 800 capacity indicated by the Sea Cadets 3. New hard-surfaced multi-use and flexible area 4. Space designed to support event facilitation (servicing and seating) 5. Opportunity for new tree plantings 6. New resting and gathering spot along the existing waterfront trail 7. Opportunity to explore design synergies with the Sea Cadets Building project** 	<ol style="list-style-type: none"> 1. Significant impact to existing conditions (Grading works and removal of sod, curbing, asphalt, trees) 2. Significant impact on existing events use (conflict with permits and annual events such as Kempenfest) 3. Coordination required with the proposed Sea Cadets Building project (risk of delays) 5. Is <u>not</u> the most cost-effective option

* Estimated area capacity based on 1 m² per person, in alignment with best practices and confirmed by the Landscape Architectural Consultant.

** Refer to Staff Report FAC006-25

Similar to Concept 1, Recreation and Culture Staff (Events) expressed that **Concept 2 is not preferable due to conflicts with existing events permitting and scheduling.**

Concept 3 - Military Heritage Park Ceremonial Plaza Plan

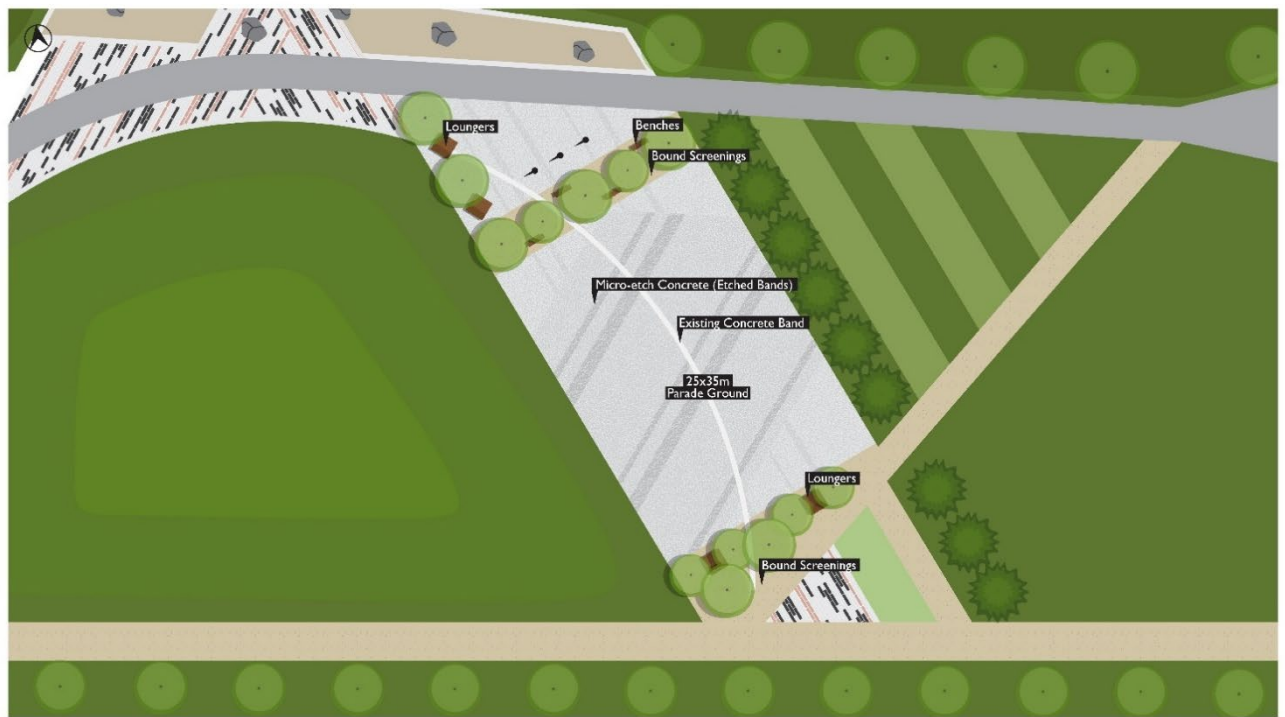


Figure 4 – Concept 3 - Military Heritage Park Ceremonial Plaza Plan (Refer to Appendix C)

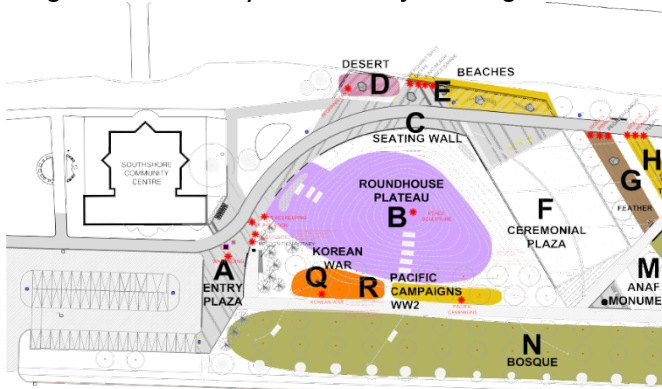


Figure 5 – Excerpt of the Military Heritage Park Interpretation Plan



Figure 6 – 2023 Aerial Imagery of Military Heritage Park

Concept 3 features a **25 by 35-meter concrete parade ground and ceremonial plaza**, new **seating areas** and new **tree plantings** in **Military Heritage Park** (east of the John Hayter Southshore Centre). This concept completes the original 2017 Military Heritage Park design, as the area was intended to be paved at the time of construction and was removed from the scope of work due to cost constraints. Concept 3 provides the opportunity to enhance Military Heritage Park as an enhanced venue for military related celebrations and events.

The addition of **new seating areas and planting** creates a transitional space between the parade ground and the existing waterfront trail. The transitional space functions as a **resting and gathering location**, further activating the waterfront.

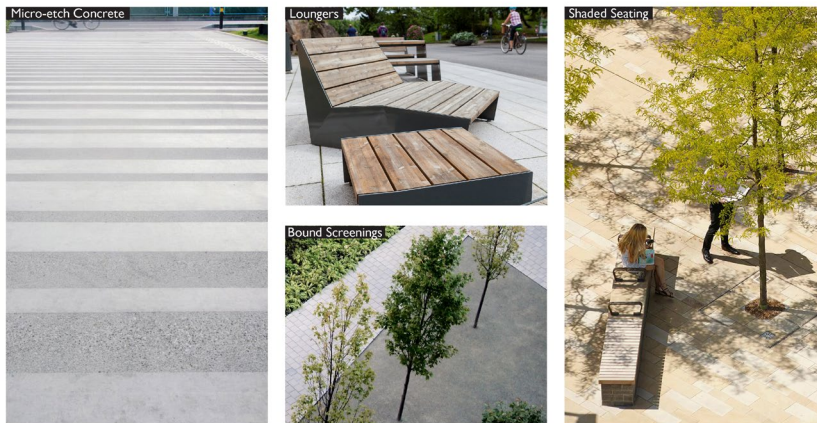


Figure 6 – Concept 3 Example Imagery

Allandale Station Park, east of Military Heritage Park, is currently under review for redevelopment. The **redevelopment** project provides the **opportunity for additional capacity support (parking and access)** for events held in **Military Heritage Park**, and at the **proposed Sea Cadets Parade Ground**.

Concept 3 is **estimated** to cost **\$777,000**, inclusive of project contingency, contract administration, staff salary recoveries, and HST (refer to Financial Implications Section of Staff Report).

See below a **summary of advantages and disadvantages** of Concept 3:

Advantages	Disadvantages
<ol style="list-style-type: none"> 1. Area capacity* of approximately 875 people, 75 more than the maximum 800 capacity indicated by the Sea Cadets 2. New hard-surfaced multi-use and flexible area 3. Space designed to support event facilitation (servicing and seating) 4. Opportunity for new tree plantings 5. New resting and gathering spot within Military Heritage Park 6. Opportunity to leverage the adjacent Allandale Station Park Redevelopment Project, enhancing parade ground access and parking capacity 7. Most cost-effective option 	<ol style="list-style-type: none"> 1. Smaller than recommended parade ground size referenced in Marshall Green's Report 2. Moderate impact to existing conditions (Removal of sod, unit pavers)

* Estimated area capacity based on 1 m² per person, in alignment with best practices and confirmed by the Landscape Architectural Consultant.

Recreation and Culture Staff (Events) expressed that **Concept 3** is **most preferable** of the three (3) concepts, as the location does not conflict with existing events permitting and scheduling and provides an opportunity to facilitate enhanced events within Military Heritage Park.

Staff discussed Concept 3 at a high level with the designated representative of Sea Cadets. The representative indicated that they are **open** to the **proposed Military Heritage Park location**.

Project Delivery Method and Schedule

A landscape architectural consultant has been retained to complete both the conceptual and detailed design of the Sea Cadets parade grounds. **Upon Council's selection** of the preferred concept, the consultant shall **complete** the associated **detailed design and tender documents**.

Staff recommend the delivery of the Sea Cadets parade grounds through a **bid-build process** for the contract administration and construction of the Sea Cadets parade grounds.

See below estimated project delivery schedules for each concept:

Project Stage	Concept 1 Parking Lot Extension	Concept 2 South Shore Park Parade Ground	Concept 3 Military Heritage Park Ceremonial Plaza
Approval of Concept	September 2025	September 2025	September 2025
Pre-Design Studies	October 2025	October 2025	October 2025
Detailed Design	November/December 2025	November/December 2025	November/December 2025
Tender	January 2025 /March 2026	January 2025 /March 2026	January 2025 /March 2026
Award	March 2026	March 2026	March 2026
Construction Initiation	April 2026	April 2026	April 2026
Completion	Summer 2026	Summer 2026	Summer 2026

Should the preferred concept for the Sea Cadets parade ground be selected in August 2025, **Concepts 1, 2, and 3** are anticipated to be completed as **early as Summer 2026**.

Consultation and Engagement

In reference to the Additional Background Information and Analysis, Motion 24-G-223, Item 3 Section of the Staff Report, **public consultation** regarding Marshall Green's report took place from **August 22, 2024, to September 25, 2025**, and included an **in-person** public consultation **event** held on September 24, 2024, at the General John Hayter Southshore Community Centre. For a summary of the **public consultation results**, please **refer to Staff Report ACC00-24 Waterfront Public Consultation Feedback**, prepared by Communications and Customer Service.

For the purposes of the subject report, staff have **consulted** with the designated representative of the **Sea Cadets** to **confirm** the **preferred features** of the proposed parade ground facility. Please refer to Additional Background Information and Analysis, Preliminary Consultation Section of the Staff Report.

Environmental and Climate Change Impact Matters:

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

- Protect biodiversity and enhance ecosystem functions through:
 - Selective building materials to mitigate impact on the existing landscape and environment;
 - Consideration of construction timing/animal habitat; and,
 - New native tree plantings.

Appendix:

- Appendix A - Concept 1 – Parking Lot Extension Plan
- Appendix B - Concept 2 – South Shore Park Parade Ground Plan
- Appendix C - Concept 3 – Military Heritage Park Ceremonial Plaza Plan

Report Author:

K. Lilienthal, Supervisor of Landscape Architecture, Development Services

File #:

R04-MI-2025

Pending #:

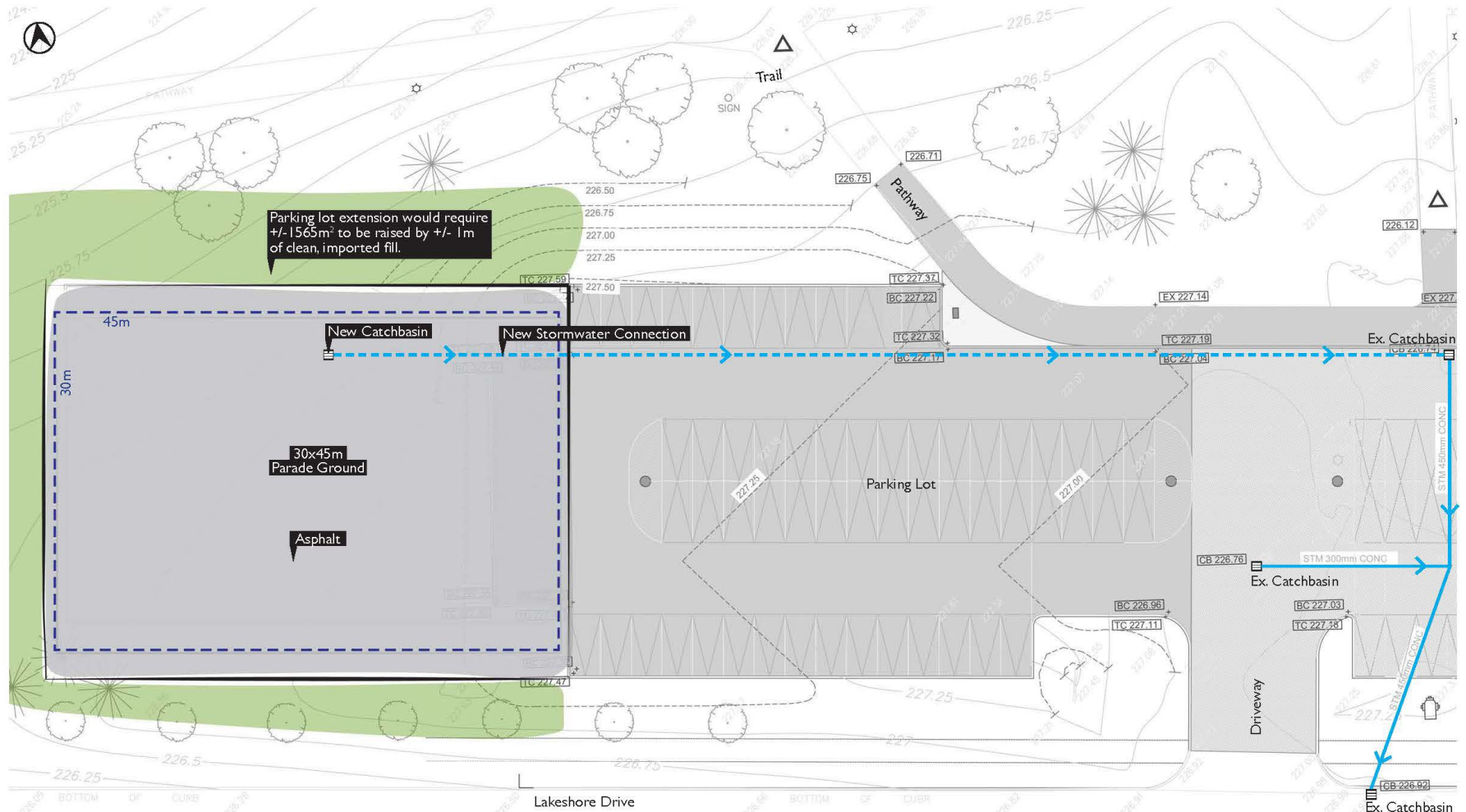
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Appendix A – Concept 1 – Parking Lot Extension Plan

Concept 1 - Parking Lot Extension

Plan

Extension of asphalt parking lot to accommodate a 30x45m space for the Sea Cadets drill practices. While this option may seem straightforward, this work would require new infrastructure, additional lighting, and importing of fill to meet the current grades of the existing parking lot.



Appendix B – Concept 2 – South Shore Park Parade Ground Plan

Concept 2 - South Shore Park Parade Ground

Plan

Concept 2 introduces an inviting interface between public space and the recreational trail in combination with an open parade ground. The parade ground is surrounded by a picnic grove with shade trees and various seating options, offering a resting spot along the trail where people can take in the stunning views of the bay and downtown beyond. The addition of this public space enhances the experience for trail users and supports the Sea Cadets use, making the parade ground a multipurpose area.



Appendix C – Concept 3 – Military Heritage Park Ceremonial Plaza Plan

Concept 3 - Military Heritage Park Ceremonial Plaza

Plan

Concept 3 transforms the existing lawn into a parade ground and plaza area. Since the previously used park pavers are no longer available, a fresh approach to patterns and materials was needed. The approach is to create a continuous central plaza by removing some of the existing pavers (which will be reused for maintenance purposes) to create a cohesive space. The design is carefully crafted to complement the park's current design and materials. Trees and seating frame the parade ground and the paving pattern echoes the existing one while giving the space a unique identity.

