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**TO:** GENERAL COMMITTEE

**SUBJECT:** BAYVIEW PARK DESIGN CONCEPT APPROVAL

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**CHIEF ADMINISTRATIVE OFFICER APPROVAL:** JON M. BABULIC, *Jon M. Babulic*  
CHIEF ADMINISTRATIVE OFFICER

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**RECOMMENDED MOTION**

1. That the Bayview Park Conceptual Design for an Outdoor Performance Centre as outlined in Staff Report ENG011-11 be approved in principle.
2. That subject to the approval of this pre-design project in the 2011 Business Plan, the City Clerk and Mayor be authorized to enter into an Agreement with the Outdoor Performance Centre Committee to utilize the Barrie Molson Community Fund Grant for the purposes of establishing a Pre-Design Program and Preliminary Budget Analysis for the Bayview Park Outdoor Performance Centre.
3. That the Outdoor Performance Centre Pre-Design Report be presented to General Committee for approval before proceeding with the detailed design.
4. That should the City of Barrie not proceed with the construction of a performance stage within the 2010 -2014 Term of Council, the City of Barrie will reimburse all funding back to the Outdoor Performance Centre Committee, utilizing the Tax Capital Reserve.

**PURPOSE AND BACKGROUND**

5. In Spring 2009, City 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, and to update the 2000 Waterfront Master Plan accordingly. 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.

6. In early Summer 2009, The Planning Partnership, a Toronto consulting firm, was awarded the RFP to prepare the conceptual designs for the four (4) waterfront parks as noted above. The project title was rebranded as the "Waterfront Parks Initiative".
7. Prior to the RFP, City Council had entertained many different concepts and design approaches for both Memorial Square and Bayview Park. A brief synopsis of this history is attached in Appendix "A".

#### **ANALYSIS**

8. The Waterfront Parks Initiative held several stakeholder meetings and a public information centre in Spring 2010 to provide the public and a variety of special interest groups an opportunity to critique the concepts and ideas being created. One concept for the downtown area was that a more permanent stage for outdoor performances was desired. This comment directed design efforts towards 2 downtown spaces: Memorial Square and Bayview Park.
9. The Patty Xenos proposal for Memorial Square noted Memorial Square should be embellished to become the most important "people place" at the heart of downtown Barrie. With its natural topography sloping towards the lake (approximately 3.6 metres or 12 feet), the amphitheatre effect creates a natural location for an outdoor theatre. It was noted that infrastructure for a permanent stage is not ideal because it would obstruct views to the waterfront and the size/shape of a stage varies greatly depending on the types of events being programmed. Recommendations stated that the site was best for a non-permanent stage ("temporary") that would be best positioned at the lower portion of the square.
10. The Memorial Square Design Charette noted a lower stage location was somewhat problematic due to the proximity to Lakeshore Drive and impacts from traffic noise. Local traffic patterns needed be altered to increase the available space to create an open and flexible urban square for a variety of events and activities.
11. As the Patty Xenos proposal for Bayview Park noted this site for a cultural iconic building, staff investigated this site as an alternative location to Memorial Square as an outdoor performance space. With its dramatic topographic change from Dunlop Street down to the water's edge (approximately 5.5 metres or 18 feet), its full, open views of the waterfront and its current under-utilization as a downtown park, Bayview Park had better attributes over Memorial Square.
12. The Zoning By-law 85-95 notes Bayview Park as having two land uses: commercial and open space. The commercial zoning was identified in the Patty Xenos Plan as a location for potential development while the easterly portion of the park remained as the underground reservoir and above ground parkland. Refer to Appendix "B" for a partial copy of the Zoning map and aerial plan.
13. Bayview Park is bounded by Dunlop Street to the north (highest elevation) and the North Shore Trail and the Kempenfelt waterfront to the south (lowest grade). The park site contains a structure, originally built in 1935, located on the west side of the park and a - playground located at the bottom of the park near the North Shore Trail. The playground is currently under-utilized partly due to its location and due to its proximity to the Heritage Park splash pad which generates more public interest during the summer months. Regardless, this park playground is the only location in the downtown core that provides playground equipment for area residents (Lions, Berczy Street, Kempenfelt and St. Vincent Parks being the closest). The general recommendation from City staff and the Waterfront Parks Initiative consultant is that the park's playground components are to remain as a feature with any conceptual design.

14. The easterly portion of the Park is dominated by the grades and underground structure of the water reservoir. This structure, dating back to the 1950's is scheduled for decommissioning by the City when the upgrades to the Heritage Park pumping station are completed in mid-2011. This effectively eliminates the need for the reservoir and allows the infrastructure to be removed or reprogrammed for other uses. A copy of the original reservoir design is included in Appendix "C".
15. In late June 2010 following the Public Information Centre for the Waterfront Parks Initiative, City staff and the Planning Partnership met with the Outdoor Performance Centre Committee and interested members of the October 2008 Design Charette to review and obtain input into the preliminary concepts that had been created for both Memorial Square and Bayview Park. Both parks were identified as potential locations for outdoor performance spaces as noted from public and stakeholder input from the June presentations.
16. Through much discussion and deliberation, it was requested that staff continue with the preliminary designs for both parks to identify the positive and constraints for each location and report back to the Committee.
17. A follow-up meeting in early December 2010 identified Bayview Park as a better candidate site for a permanent outdoor performance stage for the following reasons:
  - a) The park has under-developed programming beyond the existing playground.
  - b) This site could be developed as the easterly "gateway" into the downtown core.
  - c) The natural grades of the park and reservoir structure lead itself to an amphitheatre design.
  - d) The park has tremendous views out onto the lake and has been used by the public in the past as a quiet location to watch larger waterfront events such as the Canada Day fireworks.
18. One precedent example for the retrofitting of an existing piece of historical infrastructure is the redevelopment and reprogramming of the Paddington Water reservoir in Sydney, Australia. Although this structure is much more ornate than our Barrie situation and very visible to the public, the site was redeveloped into a public garden and community events space. Refer to Appendix "D" for before and after photographs noting that it's a below grade complex surrounded on all sides by urban activities.
19. City staff met to explore the issues surrounding the reservoir and its condition, decommissioning timelines and other underground utility information in order to assess the appropriateness of this site as a potential outdoor performance space. Upon initial investigation, keeping the reservoir structure (verses total removal) appeared to have some merit in terms of site constraints that could result from its removal. Initial discussions expressed concerns over slope retention and stability of the infrastructure contained along and within Dunlop Street and potential conflicts with existing underground utilities along the former railway corridor (sanitary sewer and above ground hydro lines). Other issues were explored such as:
  - a) The reservoir dimensions of approximately 20 m wide x 40 metres long, provides for an estimated capacity in the range of 200 to 300 persons, depending on the type, style and positioning of the performance seating.
  - b) Proximity of the reservoir position and the potential location for the stage, immediately north of the recreational trail, creates a high degree of intimacy for performances.
  - c) The rehabilitation of existing infrastructure creates a unique opportunity to display and utilize a piece of Barrie's history, one that may not be well known to residents.
  - d) The existing generator building could be retrofitted into a ticket building, concession area and reception space for the performance stage.
  - e) The reservoir structure itself could be retained as below grade storage, dressing rooms and washrooms with potential accessible access from street level through the generator building via an elevator.

- f) According to Engineering staff, the reservoir interior is in reasonably good shape.
  - g) Using a permanent "fabric style" canopy over the stage area, this would create an iconic and recognizable structure along Barrie's waterfront (see Appendix "D" for an example).
20. Based on this information, the Planning Partnership prepared a conceptual design for Bayview Park (refer to Appendix "E" for concept plan and cross-section) that was presented to the Outdoor Performance Centre Committee and staff from the Culture Department on February 3, 2011. This concept was endorsed unanimously as a creative and innovative way of retrofitting a large piece of infrastructure with a new creative use and better reflected the intent of an outdoor performance space than what was originally thought for Memorial Square.
21. Memorial Square was again reviewed and it was felt by the Outdoor Performance Centre Committee that the Square should not be considered for permanent staging, but more as a large urban square that could accommodate a variety of uses, populations, and activities. This Square's redesign will be presented to General Committee in the near future.
22. In moving this concept forward, City staff identified that the concept design of Bayview Park would have to continue with a Pre-Design Stage in order to advance this complex project towards detailed design. Pre-design services could include, but are not limited to:
- a) Study of needs, economic analyses, environmental studies, topographic survey, geotechnical investigation, structural investigation, and utility investigation to establish sizes, capacities, locations, methods of operations and other principal features determining the proposed project's functionality;
  - b) Development of preliminary design reports, including outline specifications, preliminary cost estimates, review and identify an appropriate phasing plan to implement components of the stage and reservoir rehabilitation so that initial aspects of the project can proceed in a timely fashion;
  - c) Operation and maintenance plans.
23. A concern has been expressed by the Outdoor Performance Centre Committee that the available Barrie Molson Community Fund would only be used for the pre-design and detailed design of the project, without a precise commitment towards the timing of construction.
24. The Outdoor Performance Centre Committee has indicated that the original funding from the Barrie Molson Community Fund grant must be used to complete the Outdoor Performance Centre on the waterfront in Barrie and was to have been spent in 2004 when the grant was awarded. Since this time, Molson has been generous in allowing extra time for the Committee to get the project completed.
25. The preliminary schedule for this project is as follows:
- a) Approval by Council for the Bayview Park Conceptual Design – March 21, 2011.
  - b) Commencement with Pre-Design RFP – April to June 2011.
  - c) Award of Pre-Design and Project Commencement – July 2011.
  - d) Completion of Pre-Design – October 2011.
  - e) Capital Budget Recommendations for 2012 – October 2011.
26. Large scale copies of the Bayview Park Conceptual Design for the Outdoor Performance Centre will be available in the Councillor's Lounge for review.

#### **ENVIRONMENTAL MATTERS**

27. There are no environmental matters that have to be considered in the development of this Report.

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**ALTERNATIVES**

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

**Alternative #1**

General Committee could decide not to approve the Bayview Park conceptual design and focus the permanent outdoor performance stage in Memorial Square.

This alternative is not recommended for the following reasons:

- Bayview Park is a more intimate space for artistic and cultural events and performances to occur in without interruption from surrounding traffic and uses.
- Bayview Park can be established as a unique and intriguing eastern gateway into the downtown core.
- The conceptual design utilizes and refurbishes a unique piece of infrastructure that has reached its lifespan.
- Memorial Square can be rebranded as the City's urban "gathering place" for larger City and Community events and festivals.

**FINANCIAL**

29. The Outdoor Performance Centre Committee has committed to financing the Pre-Design Stage for the City of Barrie based on the approval of the Bayview Park conceptual design (Appendix "E"). This funding will allow the City to proceed with a Pre-Design exercise to develop the necessary studies, preliminary reports and budgetary cost estimation that is required to move this concept design towards detailed design and tendering. A budgeting figure of \$50,000 has been estimated for a Pre-Design Report for Bayview Park.
30. Funding is made available from the Barrie Molson Community Fund grant, which has a current estimated value of \$170,000. The requested funding of approximately \$50,000 is for Pre-Design for the Project. As this community-based Committee secured the original funding commitment, if the City of Barrie does not proceed beyond the Pre-Design stages of this Project such that construction of a performance stage does not occur within a reasonable time period (within this term of Council), then the City of Barrie would be required to reimburse all funding back to the Committee, utilizing the Tax Capital Reserve. However, should the City continue with the project into construction implementation, the Outdoor Performance Centre Committee would act as a funding partner with the City, and would make available all remaining grant funding for the purposes of constructing the initial phases of the outdoor performance centre including the performance stage.
31. Staff time has been included in the 2011 Work Plan for this site under the Waterfront Parks Initiative Project and the design for Bayview Park and Memorial Square.
32. The recommendations from the Pre-Design Report would be brought back to General Committee for approval.

**LINKAGE TO COUNCIL STRATEGIC PRIORITIES**

33. Council's 2011 to 2014 Strategic Priorities have not yet been established at the time of writing this Report.

**APPENDIX "A"**

**Brief Historical Synopsis on Memorial Park and Bayview Park**

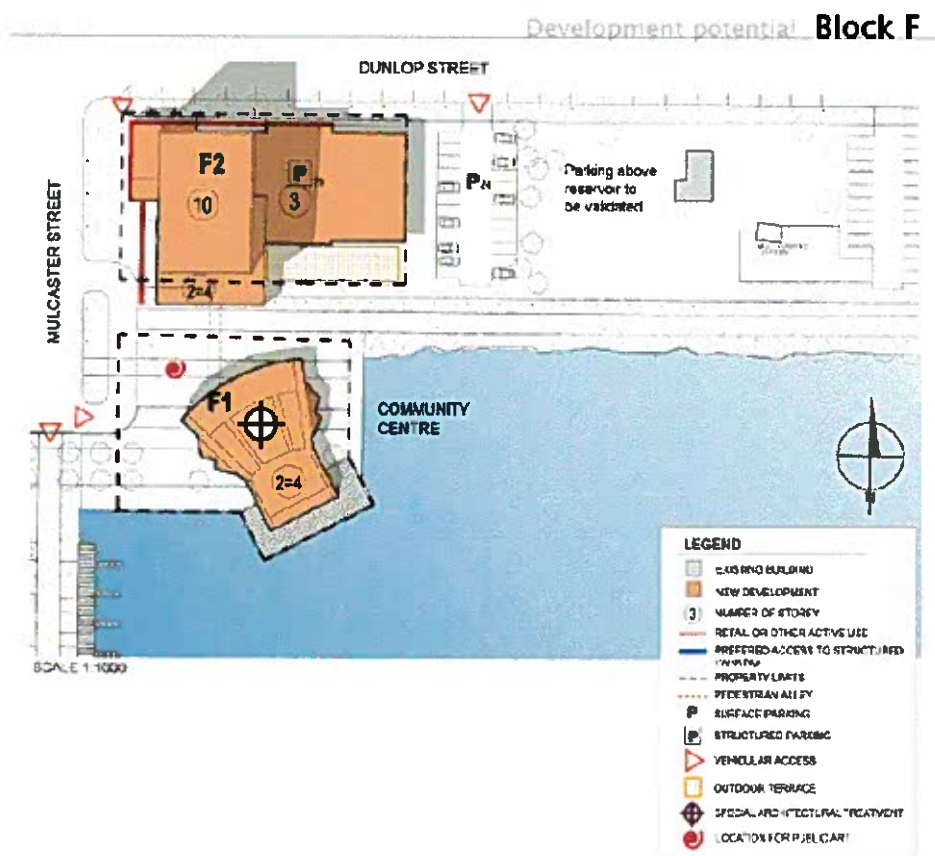
1. In 1994, the City's Community –based Strategic Plan Mission Statement stated:

"As Central Ontario's premier waterfront City, Barrie strives to afford its current and future residents varied opportunities to enjoy an enhanced and secure quality of life in a prosperous and ecologically sustainable community".

2. In 1997, City Council adopted resolution #97-P-33 which directed staff to undertake a specific review of the City's waterfront through the initiation of a Waterfront Master Plan. Over the next 2 years, extensive public input and meetings were held with various stakeholders, special interest groups, the Downtown BIA and the Chamber of Commerce to generate a complete master plan for six (6) distinct study areas along the waterfront. These were identified as: the Northshore, Downtown/Heritage Park and Memorial Square/Marina, Westshore – Centennial Park, Southshore – Allandale Station Park, Minet's Point Road to Coxmill Road and finally, Coxmill Road to the City Limits.
3. In June 2000, this Study resulted into the creation of the 2000 Waterfront Master Plan which was adopted by City Council in Resolution #00-A-371 as part of Report #23 endorsed by General Committee in Resolution #00-G-217.
4. Based on the recommendations within this 2000 Master Plan, between 2000 and 2005, a variety of master plans were developed for several of the waterfront parks including The Gables Park, Tyndale Park, the Allandale Station Park, improvements were made to the public exposure of the Marina and Heritage Park to name a few. Several parks that did not have master plans created for them included Bayview Park and Centennial Park.
5. In 2003, a group of Barrie citizens began the process of bringing a permanent, outdoor multi-purpose performance centre to Barrie's waterfront at Memorial Square. Following a variety of meetings, in fall 2003, City Council overwhelming supported the proposal and granted permission in principle for the community group to proceed.
6. The main goal of the Committee, which included members of the Downtown BIA and senior staff from City Hall, was to make Memorial Square an urban asset and a focal point for many community-based cultural functions with the vision of an open and multi-purpose design that could accommodate a vast range of artistic performances and other community events.
7. As a result, in 2005, the Outdoor Performance Centre Committee was successful in receiving a grant from the Barrie Molson Community Fund in the amount of \$170,000 for the development of this outdoor performance space.
8. During this same time period, the City Patty Xenos Design Inc was invited to make a presentation of their experiences in commercial master planning to the Mayor and members of City Council and staff. Along with their experience, the potential of Barrie's downtown area, and merits and advantages of evolving the Next Wave Downtown Revitalization Plan into a Master plan was discussed.
9. As a result, in April 2005, the City of Barrie entered into an agreement with Patty Xenos Design Inc and associated professionals for the preparation of a commercial master plan for the City's historic downtown and its waterfront.



10. In January 2006, the Downtown Commercial Master Plan (DCMP) was presented and endorsed by City Council in Council Motion # 06-G-007.
11. One section within the DCMP created a community centre along Barrie's waterfront in close proximity to Bayview Park (see below for excerpt). The intent of this built form proposal was to "act as the edge of the downtown waterfront public activity" and "...to add a significant personality to the skyline". One of the characteristics identified was the creation of an icon building and that it should be opened onto the bay with outdoor terraces. Although this related to the building form, the principles still apply to Bayview Park as a underutilized downtown parcel of parkland.



Proposed Opportunities for Bayview Park  
(Patty Xenos Plan, page 85)

12. The former City Council established a set of Strategic Priorities for the Council term of 2007-2010, several of which included a focus on improvements to the downtown area and the waterfront. These were noted as:
  - a. Implement revitalization plans for the City Centre: Historic Downtown, Allandale, Waterfront and Bradford Street; and,
  - b. Enhance public spaces throughout the City: Parks, Trails, Streetscapes and Waterfront.

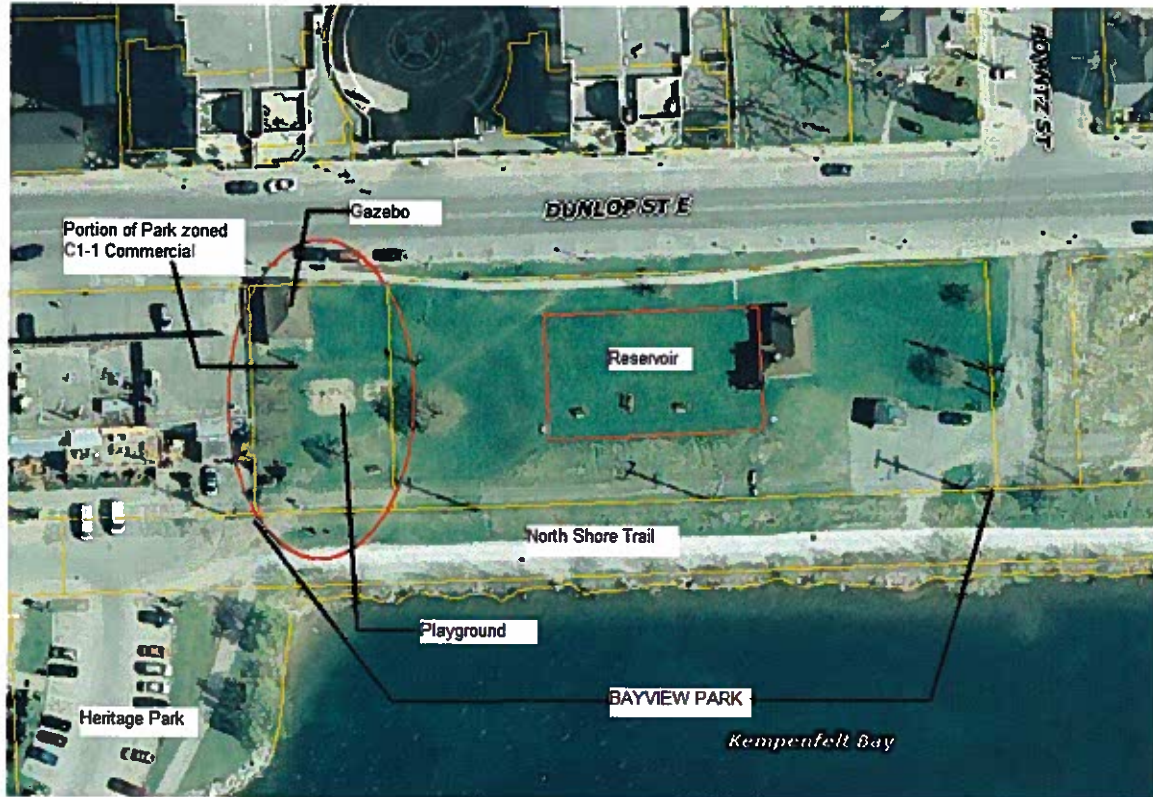
- PUBLIC SPACE
- Memorial Square**





Appendix "B"

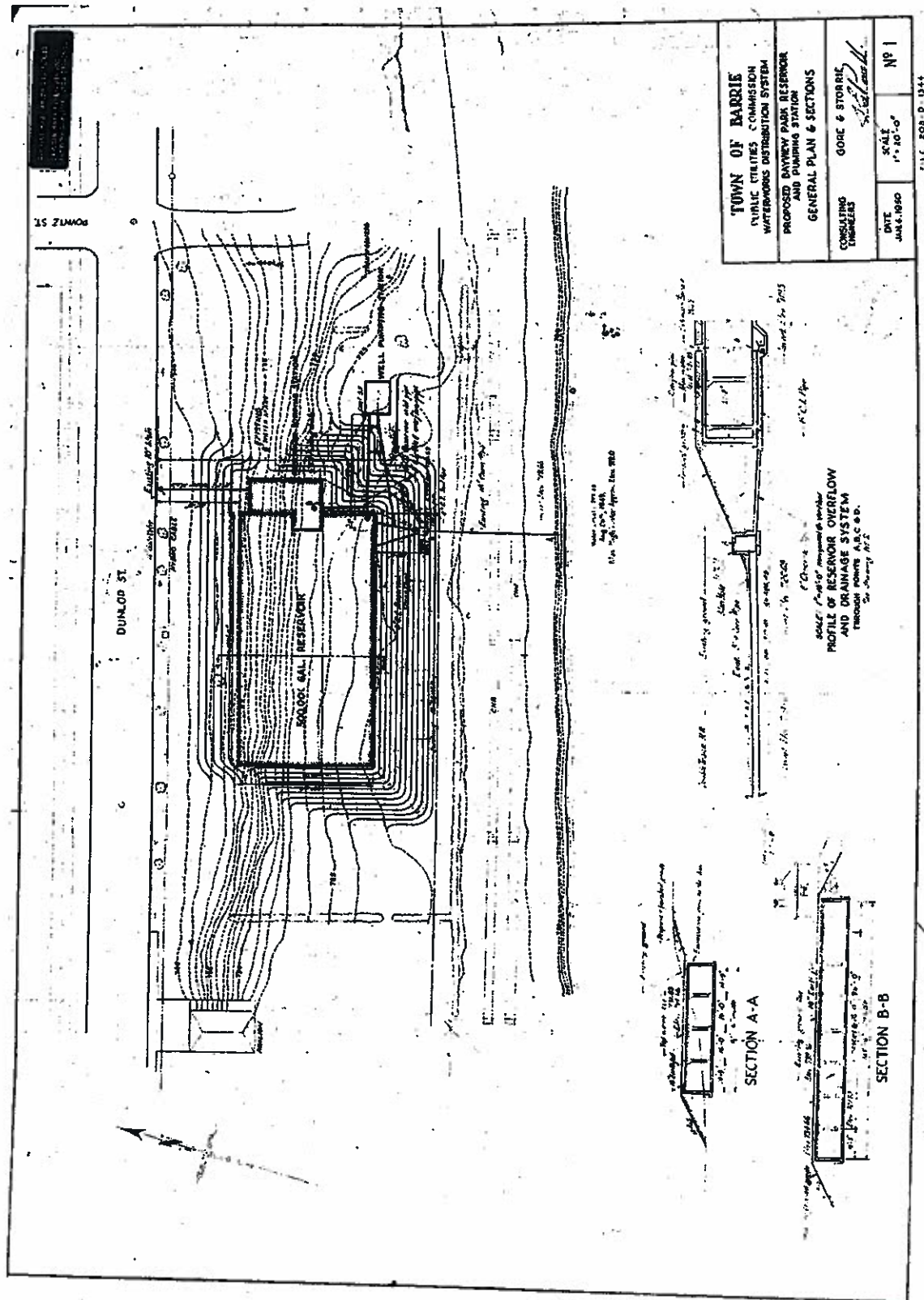
Bayview Park Aerial and Partial Copy of the City's Zoning Map



C1-1 = Central Area Commercial Zoning

APPENDIX "C"

Bayview Park Reservoir Layout Drawing (Circa 1950)





**APPENDIX "D" - Precedent Examples**

**Paddington Gardens and Water Reservoir Rehabilitation, Sydney, Australia**



Photograph of Paddington Reservoir Gas Station and Garage (City of Sydney, 1964)

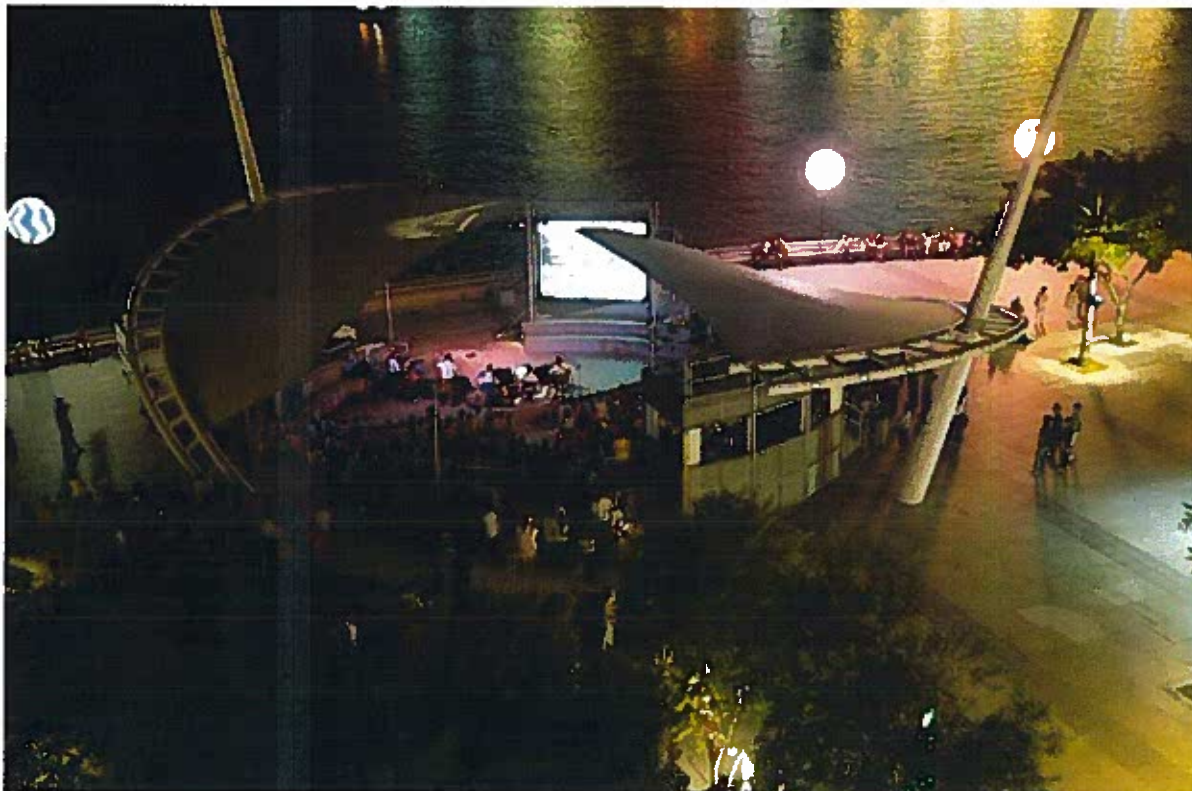


Renovated Reservoir as Public Garden and Community Events Centre





View of an Open Air Waterfront Amphitheatre, Singapore



Night time event, Singapore

APPENDIX "E"

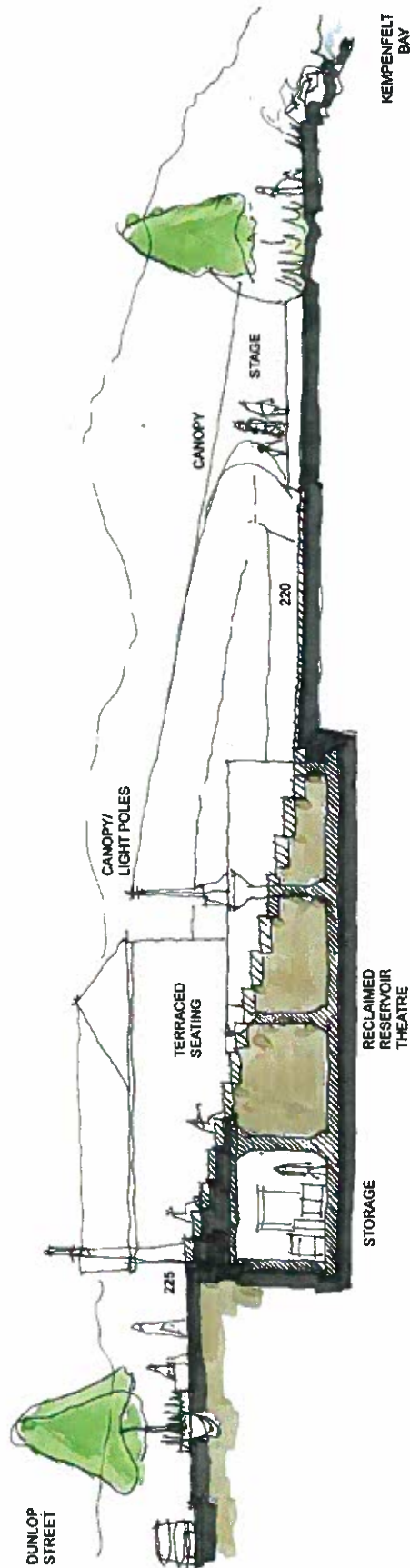
Proposed Outdoor Performance Centre Concept Plan and Cross-Section

Bayview Park Reservoir Conversion



**BAYVIEW PARK** concept development  
Scale 1:500 / 11.02.02





**BAYVIEW PARK SECTION**  
11.02.02