



TO: INFRASTRUCTURE AND COMMUNITY INVESTMENT COMMITTEE

SUBJECT: WATERFRONT STRATEGIC PLAN UPDATE

WARD: ALL

PREPARED BY AND KEY CONTACT: W. LOEVENMARK, LANDSCAPE ARCHITECTURAL PLANNER #4743

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

GENERAL MANAGER APPROVAL: B. ARANIYASUNDARAN, P. ENG., PMP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

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

RECOMMENDED MOTION

1. That the Barrie Bayside Waterfront Strategic Plan Update (WSPU), as prepared by Arcadis dated May 2023 as attached to the Report to the Infrastructure and Community Investment Committee dated May 31, 2023, be approved in principle to guide the future planning and development of the waterfront.
2. That the Implementation Plan identified in *Section 5* of the Barrie Bayside WSPU, dated May 2023, be used to guide the development of the 2024-2033 and future Capital Plans for Council consideration as part of the Business Plan approval process.
3. That staff in the Development Services Department be directed to prioritize in the 2024-2033 Capital Plan the master planning for the redevelopment of the three Focus Areas, Sam Cancell Park, Spirit Catcher Park, and Minet's Point Park, as identified as key community priorities through the WSPU public engagement process.
4. That staff in the Development Services Department be directed to prioritize the preparation of a Capital Intake Form for inclusion in the 2024-2033 Capital Plan for future Council consideration to undertake the Waterfront and Parks Washroom Provision Strategy as recommended in the Implementation Plan in *Section 5* of the Barrie Bayside Waterfront Strategic Plan Update, dated May 2023.

PURPOSE & BACKGROUND

Report Overview

5. The purpose of this Staff Report is to recommend the approval in principle of the 2023 Barrie Bayside WSPU for a phased implementation subject to future capital budget approvals by City Council and to provide an overview of the key features and short-term recommendations to begin action on this Strategic Plan as funding allows.
6. On June 8, 2015, City Council adopted motion 15-G-129 (Version 3) endorsing the Waterfront & Marina Strategic Plan and giving direction to prepare an Implementation Plan for the North Shore Trail water access points (later endorsed through motion 15-G-264 on December 14, 2015).

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7. On August 10, 2020, City Council adopted motion 20-G-120 (Version 2) regarding WATERFRONT ACCESS AND BEACHES - SUMMARY OF COVID IMPACTS AND LOOKING FORWARD TO ADDRESSING GROWTH-RELATED IMPACTS as follows:
 - a. That staff in the Operations and Development Services Departments investigate the process of and the implications of closing the beach at Wilkins Park due to ongoing environmental damage in this area that is zoned Environmental Protection and report back to General Committee by March 2021.
 - b. That staff in the Operations Department, in conjunction with staff in the Legislative and Court Services Department, investigate the implications of and the required By-law changes for making permanent restrictions on the use of personal BBQs, tents, and other associated equipment on City beaches, and report back to General Committee by March 2021.
 - c. That staff in the Development Services Department investigate the feasibility of and the cost to update the Waterfront Strategic Plan (2015) to address emerging trends and the impact of growth on the safe and appropriate access to City beaches, public spaces, and parks along the public waterfront and report back to General Committee (DEV026-20).

 12. A capital project intake form for the WSPU was submitted and approved in the 2021 Capital Plan. The 2021 Capital Project Detail Report noted that in 2020, when most, if not all, of the festivals were cancelled (due to COVID), the waterfront continued to be extremely busy.

 13. In August 2021, City staff initiated an RFP for consulting services to prepare a WSPU excluding the previous Marina portion. The project's scope of work was to:
 - a. Remove references to projects now completed and include recommendations for newly redesigned parks and existing parks.
 - b. Create recommendations that respond to City of Barrie's growth and intensification and the increasing waterfront parkland user demand management to 2031, especially in response to the extraordinarily high user demands resulting from the COVID-19 pandemic.
 - c. Update relevant City policy, By-law, and park master plans affecting the waterfront and recommend direction for any new policies, By-laws, and park master plans.
 - d. Create strategic recommendations to strengthen the City of Barrie's waterfront climate change resiliency, environmental education, and biodiversity.
 - e. Propose design principles and concepts aligned to current societal and demographic trends and the emerging uses of open space while celebrating the history of the waterfront. Promote an "all ages/all abilities" approach to the use of the waterfront through universal design and inclusionary planning to increase social equity and social inclusion across the City's waterfront.
 - f. Develop strategies to increase access to and throughout the waterfront using multi-modal transportation options supported by an iconic wayfinding system and elements.
 - g. Coordinate with the Tourism Master Plan to develop recommendations supporting future economic development and the creative economy through the waterfront system with improved connections to the Downtown. Explore small-scale entrepreneurial opportunities and potential business partnerships that also assist to activate the waterfront.
 - h. Summarize and project new financial costs through a phased 10-year Capital Budget and Business Plan. Include measurable short and long-term performance standards using industry 'best practices' standards.

- i. Create an internal stakeholder and external stakeholder/public engagement process using the City's online platform buildingbarrie.ca web page as venue to provide project information and coordinate Zoom public meetings. Complete a presentation to Barrie City Council to support the final updated Plan.
14. According to the [2021 Census of Population](#), the population of Barrie reached 147,829, an increase of 4.5% from a population count of 141,434 in 2016. Barrie's [Growth Report 2022](#) forecasts a population of 298,000 by 2051.

ANALYSIS

15. Although the 2015 Waterfront & Marina Strategic Plan was originally a 20-year vision for the waterfront, the COVID-19 pandemic provided a preview of the high public demand for waterfront parkland access and use that can be expected to continue as the City grows and the downtown area intensifies.
16. An update to the Waterfront Strategic Plan was accelerated to better prepare the City to identify and mitigate the impacts of city population growth and intensification.
17. The WPSU further provided the opportunity to address emerging trends in public space and park design that seeks to create public spaces that are welcoming and accessible to all members of our community and visitors that promote social-inclusion, social-equity, community wellness, and resiliency. For example, the standards of accessible design for outdoor spaces are evolving towards adopting universal design principles intended to guide the creation of outdoor spaces for everyone regardless of age and ability.
18. The principles of universal design can also be applied to park facility planning and design to adapt, or create, gender, and economic-neutral washrooms and change facilities supporting all gender expressions, parents, and caregivers. The WSPU recommends the City undertake a study to examine the need for the provision of public washroom facilities in City parks, operating service levels, trends, and leading practices, and a review of the lessons that can be learned from other comparable jurisdictions.
19. The WPSU is structured into five sections to create a guiding document which progresses chronological along past, present and future, as outlined below;
 - a. *Section 1 - Introduction*: Outlines what a Strategic Plan is and the key factors which necessitated an update. It introduces the Study Area and discusses the Strategic Plan process.
 - b. *Section 2 – Existing Conditions*: Provides the current policy context and introduces an analysis of the study area in more detail, along with introducing the North, West, and South Shore area distinctions.
 - c. *Section 3 – From Vision to Strategy*: Introduces the Vision, core attributes called Pillars and their associated Goals.
 - d. *Section 4 – Taking Action: The Top 10 Strategic Priorities*: Identifies the 10 action-oriented priorities with specific recommendation to move the Plan forward.
 - e. *Section 5 – Implementation Strategy*: Details the phasing and funding strategy to achieve the recommended investments.

20. Barrie’s waterfront is the City’s greatest asset. As stated in the 2015 strategic plan, “*the waterfront is a defining feature that contributes to the desirability and success of Barrie as an attractive place to live*”. The WSPU departs from the 2015 plan vision that included a number of elements to introduce a new single vision statement that reflects contemporary place-making thought and the values and aspirations of our community:

“The Barrie waterfront as a series of distinct, inclusive, resilient and activated spaces and experiences across three shores.”

21. The new vision for the City’s waterfront is grounded in three pillars that will guide the planning, design, and programming of the waterfront to ensure the creation of a sense of place for all members of our community and visitors. The three Pillars work together to create an intersection (shown in the graphic below) where a balanced and strong waterfront is created. The three Pillars are:

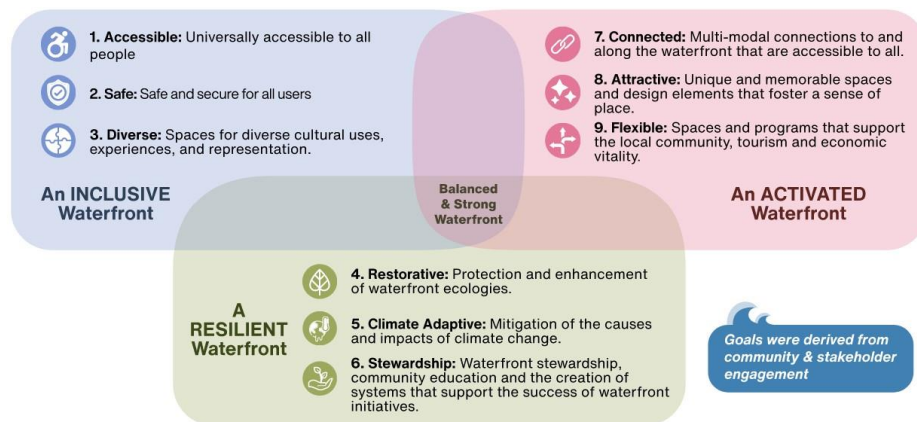
- **Inclusive** – the waterfront should be a place that is accessible, safe, and comfortable for all to enjoy, regardless of age, culture, ability, or gender identity.
- **Resilient** – the waterfront can be enjoyed today and by future generations using preservation and enhancement strategies that recognize the irreplaceable value of nature.
- **Activated** – a vibrant and lively waterfront that makes Kempenfelt Bay an iconic destination for residents and visitors through all four seasons.



22. The 2015 plan identified eight principles that in large part have been carried forward from the City’s waterfront strategic planning since 2000 and were considered still relevant at the time to a successful waterfront:

- a. Public
- b. Green
- c. Connected
- d. Diverse
- e. Attractive
- f. Accessible
- g. Clean
- h. Well-managed

23. These eight principles were re-examined through the 2023 WPSU community engagement process. Members of the public and key stakeholders chose, to eliminate, redefine, or retain the original principles, or to nominate new principles through a virtual interactive activity. This public engagement process resulted in transforming the former eight principles into nine goals when a new goal was added in response to current values: *Climate Adaptive*. Three goals each are now organized under one of the three Pillars; **Inclusive**, **Resilient** and **Activated**, as illustrated in the graphic below. The three new Pillars define the Vision in greater detail, while the Goals drive the values embedded in the Vision. Lastly, to transform the Goals into reality, each Goal is assigned six Actions to guide the planning, economic development, and tourism aspects of the City's waterfront parkland revitalization. To read about the Actions, please refer to Appendix "C" – *WSPU Section 3*.



24. The hierarchy of Primary, Secondary, and Tertiary Activity Centres by shoreline (Appendix "C" – WSPU - Figure ES-1, p.6), established in the previous 2015 Waterfront & Marina Strategic Plan, is carried forward to guide the recommendations and future decision-making in the WPSU. The activity centre classifications define the function, role, and activity level of each waterfront park to provide a framework for the improved distribution of programming, assets, events, and recreational activities around the waterfront to assist alleviate capacity issues. The three shorelines remain delineated by North, West (formerly Central), and South Shores.
25. Overarching themes that were introduced in the 2015 plan that contribute to a great waterfront that remain relevant and continue to be a focus of the WPSU include:
- Protecting and enhancing the natural beauty and tranquillity enjoyed at and along the water's edge. Enhancing urban beautification efforts on the waterfront through the introduction of unique and high-quality architecture for iconic waterfront buildings, continuation of the installation of distinctive waterfront furnishings and amenities, and public art in its various forms of a high character, all of which attracts investment, tourism, and visitors, such as in Heritage Park and Spirit Catcher Park.
 - The provision of waterfront programming and amenities that contribute to memorable and enjoyable recreational experiences for everyone in a comfortable and safe environment, whether attending large community events or passive play throughout the year.
 - Develop innovative mobility and connectivity solutions to expand universal access to the waterfront in a carbon-reduced manner through increased transit and active transportation options through the Allandale Transit Mobility Hub and the Downtown Mini Hub and continuing the implementation of the Active Transportation Master Plan.

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- d. Preserving and rehabilitating the ecosystem health and natural heritage of areas of the waterfront and seeking to balance the demands for intense human activities with the requirements for healthy natural systems in accordance with the defined activity centre levels. These efforts should include initiatives and programs to increase environmental education and awareness.
- e. Recognizing the waterfront as a year-round economic driver for local business development including providing affordable spaces for small-scale innovators and entrepreneurs including new Canadians to market their businesses that may otherwise not have access to physical space. Further to complement and connect people to the Downtown.
26. The 2015 Waterfront & Marina Strategic Plan has been updated in the 2033 WPSU in the following manner:
- **City of Barrie Marina:** The Marina was excluded from the project scope due its independent progress being addressed through prior staff reports since the 2015 plan was approved by Council.
 - **Administrative Plan:** The 2015 plan recommended a steering committee and working group administrative structure that was piloted for approximately two years, but due to inefficiencies and delays in decision-making which impacted the day-to-day operations of the waterfront, the City reverted to the various city departments taking the lead on their respective areas of responsibility. This includes the Operations, Recreation and Culture Services, Development Services, Corporate Facilities, Legislative and Court Services, Transit and Parking Strategy, and Infrastructure Departments. A management review of an administrative structure for the waterfront was excluded in the current scope of work.
 - **Study Limits:** The study limits have been adjusted to exclude Loyalist Park in Ward 10 as it is not classified as a waterfront activity centre or park.
 - **Implementation Update:** Key investments in Barrie's waterfront master planning and infrastructure has occurred since 2015, such as Meridian Place, Military Heritage Park, and the Centennial Park. Recommended projects remain that require business cases and approval from Council prior to initiation from the 2015 Plan. A number of these projects are included in the 2023-2032 Capital Plan, such as the North Shore Trail, Heritage Park, and The Gables Park (please refer to Financial Section below) and have been carried forward in the WPSU Implementation Plan (Appendix "C" – *WSPU Section 5*). A summary of the status of the 2015 plan projects can be found in Appendix "A".
 - **New City Policy:** The City has made significant progress with new policies that directly or indirectly impact the waterfront since 2015. A discussion of the updated policy documents can be found in Appendix "B" of the staff report (under WSPU's *Appendix A: Policy Context*), including the Climate Change Adaptation Strategy (2017), the Waterfront Spillover Parking Policy (2021) and the Tourism Master Plan (2020), and the amended Parks Use By-law 2019-059 (2021).
 - **Increased Environmental Focus:** Building on the 2015 Plan, the 2023 WSPU maintains a high focus on environmental health and integrity and includes recommendations each shoreline aligning them with the three Pillars of the Vision under 'Resilient'. This promotes the continued importance of enhancing and stewarding our waterfront natural heritage and systems as being an equally important factor with 'Activated' and 'Inclusive' in Barrie's formula for a successful waterfront.

- **Park Spotlight:** The WSPU's new vision proposes to recognize the unique contribution each waterfront park can offer to Kempenfelt Bay visitors by developing inclusive, resilient, and activated spaces and experiences in every waterfront park. The WSPU's *Appendix B: Activity Centres along the Waterfront* offers recommendations for master plans for each waterfront park, supported by community engagement processes.

27. A comprehensive engagement process included internal and external stakeholder consultation, as well as two virtual community consultation events supported by Barrie's community engagement portal at buildingbarrie.ca/waterfrontplan (refer to Appendix "C", WSPU *Appendices D-G* for details of the community engagement process). The public engagement process was thoroughly documented, and all publicly available resources were posted on the City's web page for convenient public access. A brief summary of the level of participation in each phase of the process and the key takeaways are provided below:

- The web page recorded 1,200 visits at the time of Public Information Centre (PIC) #1, an attendance of 149 participants for Public Information Centre (PIC) #1 and, of the 65 people who completed the PIC#1 Community Survey, the ages were distributed in all categories from 19-75+, with the majority in the 25-44 age category.
- The web page recorded 75 participants in the virtual Public Information Centre (PIC) #2, an, 418 responses to the PIC#2 Community Survey.
- Key interests, needs and common themes identified by the participants are:
 - i. Increased biodiversity, improved habitat and shoreline stabilization, and preservation and enhancement of the beauty and peacefulness of the natural features on the waterfront;
 - ii. Improved physical access to the water and preserved or enhanced views to the water;
 - iii. Enhanced wheelchair accessibility;
 - iv. Increased shaded seating preferably with enhanced tree canopy;
 - v. Places to eat or shop, but don't confuse the waterfront with the Downtown;
 - vi. Four Season planning and programming;
 - vii. Public washrooms should include showers, be cleaner and available year-round;
 - viii. Dog-friendly areas;
 - ix. Places to launch small watercraft and rent personal non-motorized watercraft;
 - x. Cultural installations;
 - xi. Additional playgrounds and splash pads; and
 - xii. Parking solutions and alternative options to the car.
- Key outcomes of the stakeholder and community consultation process included:
 - a. The development of the Waterfront Vision and Three Pillars framework (including Goals and Actions) that were derived through a community values exercise.
 - b. The community driven development of the Top Ten Strategic Priorities and their associated recommendations through a community strategic planning exercise (Appendix "C" – WSPU *Appendix E*).

- c. The identification through a community prioritization exercise of three activity centres (termed the Focus Areas) that are the most critical to the community to be redeveloped. The three Focus Areas in order of community priority are:
 1. Sam Cancilla Park
 2. The Spirit Catcher Park
 3. Minet's Point Park
- d. Conceptual Plans were developed for these three locations (please refer to Appendix "C" – *WSPU Appendix C* for illustrated concepts) and presented for community feedback to develop the final recommendations. These three locations are also prioritized for redevelopment in *WSPU Section 5 – Implementation Plan*.
- e. The public understanding that if a person, or party, has specific concerns that are not addressed by the recommendations in the WSPU regarding an activity centre, that there will be future public engagement opportunities to provide feedback for each activity centre redevelopment project stage through the Master Planning phase.
- f. The identification of a range of physical enhancements and park redevelopment ideas forming the basis of the Implementation Plan that is discussed in more detail in the Finance Section below and in Appendix "C", *WSPU Section 5 – Implementation Strategy*.

ENVIRONMENTAL AND CLIMATE CHANGE IMPACT MATTERS

28. The following environmental and/or climate change impact matters have been considered in the development of the 2023 Waterfront Strategic Plan Update:
 - a. The WSPU considers new City policy developed since 2015. This includes the Climate Change Adaptation Strategy (CCAS) 2017, the Transportation Master Plan 2019 which addresses the active transportation network, and the Official Plan 2051. The Tourism Master Plan 2020 discusses sustainable tourism which touches on carbon offsets, waste/pollution reduction, limiting vehicle access and awareness of endangered ecosystems. It also notes outdoor and lifestyle tourism as a growth sector.
 - b. Within the Three Pillars framework in *Section 3* of the WSPU, one of the Pillars is named "Resilient". It is subdivided into three goals: Restorative, Climate Adaptive and Stewardship. For each goal, there are six environmentally oriented actions resulting in a significant total of eighteen recommended Actions. The Resilient Pillar reinforces that the environment is a key element supporting the success of the waterfront (refer to Appendix "C", *WSPU Section 3*, page 34).
 - c. In *Section 4* of the WSPU, one of the 10 Strategic Priorities is specifically environmentally focused. The Strategic Priorities provide prioritized action-oriented improvements across the waterfront to achieve the overarching vision. Strategic Priority 6, *Promote Climate Adaptability and Environmental Protection*, identifies twelve waterfront-wide environmentally impactful recommendations (refer to Appendix "C", *WSPU Section 4*, page 61).
29. The Project team consulted with the Lake Simcoe Region Conservation Authority at several points throughout the process and received generalized comments. Consultation will reoccur during each phase of the future redevelopment of each activity centre.

ALTERNATIVES

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

Alternative #1 General Committee could maintain the existing policy and implementation plan with respect to the 2015 Waterfront & Marina Strategic Plan.

This alternative is not recommended as as this Strategic Plan has gone through an extensive public and stakeholder consultation process over 20 months, 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. The earlier 2015 Plan does not reflect all the completed parkland projects, key policy document updates such as the new Official Plan 2051 and important economic master plans like the Tourism Master Plan (2020) or more evolved social consciousness and improved universal design standards. It is also missing the new targets and priorities set by the City relating to climate change (CCAS 2017) and energy efficiency (Conservation & Demand Management Plan 2019) as well as mobility improvements (Transportation Master Plan 2019).

Alternative #2 General Committee could alter the proposed recommendation by choosing not to prioritize the three Focus Areas for redevelopment.

Although this alternative is available, significant catalyst and anchor sites such as the Spirit Catcher Park and Sam Cancilla Park would remain underdeveloped despite the increasing demand for waterfront parks and programming, growth of the City, and downtown intensification, leaving the burden of parkland service connected to the downtown to remain on an over-utilized Heritage and Centennial Parks. These two sites are critical to creating a high-quality public realm that is safe, attractive, accessible and works effectively to attract reinvestment into the City's downtown core.

Alternative #3 General Committee could alter the proposed recommendation by choosing not to direct staff to prepare a Capital Intake Form for the Waterfront and Parks Washroom Provision Strategy

This alternative is not recommended as it evades the study and public discussion regarding the cost, provision, and service levels of public washroom and changeroom facilities that are being increasingly viewed as a year-round human- right in public spaces and that the lack of safe, freely accessible toilets and change facilities disproportionately affects many categories of people — and, in many cases limits their ability to navigate and enjoy public spaces.

FINANCIAL

31. The WPSU recommends phased reinvestment and new investment for the entire waterfront. The details can be found in Appendix "B" - *WSPU Section 5* and are outlined in general terms below:

- a. The 2015 Waterfront & Marina Strategic Plan identified a reinvestment level of total cost of \$42 million inclusive of studies, capital improvements, and life cycle replacement costs. The 2023 WSPU identifies a reinvestment level of \$75 million with the increase driven by several key factors:
 - i. The previous plan cost estimates were prepared in 2013 through 2015 that represents close to a 10-year period of cost escalation which typically approaches 3% year over year.

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- ii. There is a new focus on completing overdue Park Master Plans for each activity centre for future public engagement and Council approval as identified as a critical planning and administrative gap through the public consultation. Currently the City only has Master Plans approved for Heritage and Military Heritage Parks.
 - iii. The WSPU recommends newly identified key waterfront redevelopment projects that amount to an increase of \$24 million from the previous plan that includes Heritage Park Redevelopment (Council approved Master Plan of \$11.5 million), Sam Cancilla Park (\$3.2 million), Southshore Park Redevelopment (\$3.6 million), Minet's Point Park Redevelopment (\$2.6 million) and Tyndale Park Redevelopment (\$3.1 million).
 - iv. Several projects identified in the 2015 Plan have been reevaluated based on public input and other city strategic plans resulting in a net increase of approximately \$5 million which is largely attributed to the Spirit Catcher Park Redevelopment, including the potential Sea Cadets facility relocation.
 - v. The 2016 Land acquisition estimates that are currently used are the only estimates available due to the delay in receiving new Municipal Property Assessment Corporation estimates, which were not updated in 2021 due to the pandemic and are still pending. The 2016 estimates do not reflect the current property market in Barrie.
 - vi. Post-pandemic construction costs that have increased by up to 50% have not returned to pre-pandemic levels based on City project design cost estimates and recent tender results.
 - vii. The intensification and redevelopment of waterfront activity centres being advanced to meet the expected demands of the anticipated population growth up to 298,000 people by 2051.
 - viii. The need to plan to for, and respond to, growth in tourist-related demand and activities expected with the downtown/waterfront area, as discovered during the COVID-19 pandemic's dramatically increased demand on the City's waterfront lands.
- b. The capital project costs identified in the WSPU are an order of magnitude class estimates to illustrate the level of reinvestment projected. Each of the major project costs would be further refined for future Council approval through a public Master Plan process and future capital budget approval processes. The projects are categorized into three five-year time frames: Short (2024-2028), Medium (2029-2033), and Long (2034 plus). It should be noted that:
- i. Alternatively, projects could be brought forward sooner than originally proposed when capital and operating cost reductions can be identified through partnership opportunities, sponsorships, or Provincial and/or Federal funding that advances one or several of the larger-scale projects.
 - ii. Adjustments could then be made in the City's Business Plan to allow for these partnerships/sponsorship projects to advance. These decisions would be made annually through the Business Plan prioritization process.

- c. The capital cost estimates were prepared to capture the total costs of implementing projects, including design, construction costs, soft costs, and contingencies. Base construction costs were derived from industry expectations and where possible, cross referenced with previous City of Barrie experience on similar projects. Percentages for design, project management, contract administration and inspection are based on industry standards. Contingencies, which average up to 20% of the project costs, are a project risk-management tool used to mitigate the level of cost uncertainty at this early stage of any project. It should be noted that all project costs exclude escalation.
- d. Six of the short-term projects recommended in the WSPU Implementation Plan are included in the approved 2023-2032 Capital Plan. These projects, which currently total \$21,397,000, represent approximately 28.5% of the overall WSPU costing. The majority of the reinvestment is allotted to the redevelopment of Heritage Park and Spirit Catcher Park. Please refer to the following chart for a summary of the existing projects forecast to be initiated in the short-term (2024-2028):

2023-2027 Capital Plan and 2028-2032 Capital Outlook Waterfront Parks Project Schedule				
Year (s)	Budget	Project	Capital Budget Project No.	Notes
2024-2025	\$750,000	North Shore Trail New Water Access Points	EN1284	Advanced in the 2023 Capital Plan to: Design – 2024 Construct - 2025
2024-2027	\$11,300,000	Heritage Park Redevelopment	001126	As per the Council approved Master Plan (2022)
2027-2028	\$125,000	North Shore Trail Master Plan Update	EN1379	WSPU recommends a budget increase to \$200,000 to include Kempenfelt Park Master Plan and 3 Vancouver Street design to deliver a single coordinated vision and project.
2027-2028	\$425,000	The Gables Park – Shoreline Restoration	001122	
2028	\$125,000	The Gables Park Master Plan Update	000121	
2027-2030	\$8,672,000	Spirit Catcher Park – Waterfront Park Development	000316	WSPU recommends a budget increase to \$10,200,000 inclusive of all phases and a feasibility study to relocate and redevelop the Sea Cadets site to deliver a single coordinated vision and project.
Total	\$21,397,000			

- e. Newly recommended projects identified to start within the Short-Term (2024-2028) have been categorized into the following four parts in the Implementation Plan. These projects and initiatives represent a potential investment of approximately \$20 million over the next four years into the waterfront (for Medium- and Long-Term projects, please reference Appendix “C”- *WSPU - Section 5*):

Part 1: Plans, Studies, and Strategy Creation	
The Gables Shoreline Restoration Plan	\$50,000
Minet’s Point Park Master Plan	\$150,000
North Shore Trail & Kempenfelt Park Master Plan	\$200,000
Sam Cancilla Park Master Plan	\$150,000
Waterfront and Parks Washroom Provision Strategy	\$75,000
Waterfront Festivals and Events Strategy	\$100,000
Wilkins Walk Restoration Plan	\$50,000
Total Part 1:	\$775,000

Part 2: Upgrades and Area Revitalizations	
Centennial Park Adventure Playground	\$1,500,000
The Gables Shoreline Restoration Plan Implementation	\$400,000
Heritage Park Master Plan Implementation	\$11,500,000
Wilkins Walk Restoration Implementation	\$150,000
Total Part 2:	\$13,550,000

Part 3: Strategic Physical Improvements	
Beach Accessibility Improvements – Mobi Mat Installation	\$10,000
Military Heritage Park Outdoor Interpretative Panels	\$60,000
Military Heritage Park Peace Sculpture Implementation	\$150,000
Trans Canada Trail Pavilion Repurposing	\$50,000
Waterfront Commercial Kiosks	\$500,000
Waterfront Park Furnishings Program	\$300,000
Waterfront Signage & Branding Implementation	\$500,000
Total Part 3:	\$1,570,000

Part 4: Land Acquisition	
South Shore Property #1	\$870,000
West Shore Property #2	\$1,740,000
Total Part 4:	\$2,610,000
PARTS 1-4 SUMMARY TOTAL	\$18,505,000

32. The WSPU is the first step in the proposed multi-year reinvestment and redevelopment of the City's waterfront. In general, the future steps and Council approvals for the implementation of the major projects that span a number of years and stages are highlighted below:
- 1) **Waterfront Strategic Plan Update** - Waterfront projects are recommended with an order of magnitude cost estimate, phasing, and timing.
 - 2) **Capital Planning (Stage 1)** – Initial intake forms are prepared for each project identified in the Implementation Plan for Council consideration through the annual Business Plan development process.
 - 3) **Master Planning** – Individual Master Plans are created for each of the identified activity centres with public and councillor(s) engagement and Council final approval. Master Plans will include cost estimates and scheduling to be used to create implementation capital intake forms in Stage 2 referenced below but are only typically approved in principle at this stage.
 - 4) **Further Studies** – Future, or concurrent with the Master Plan phase, additional studies may be required that could include Pre-design Studies, Feasibility Studies, and Environmental Impact Studies.
 - 5) **Capital Planning (Stage 2)** – Project capital intake forms, budgets and scheduling are updated and reassessed annually to reflect the outcomes of the Master Planning process and other external factors for Council approval.
 - 6) **Property Acquisition** (if applicable).
 - 7) **Design Development and Bid Preparation.**
 - 8) **Construction.**
 - 9) **Operations and Maintenance.**
33. The WSPU does not identify the future operating costs associated with the recommended projects, only the capital cost estimates. The total cost of park ownership includes maintenance, operational, and repair costs and is an important concept the City must address as the projects within the WSPU are considered for implementation through future Business Plans.
34. The implementation of individual capital projects (e.g., reconstruction or the addition of new assets) will require an operational budget commitment to maintain service levels that meet Council's expectations. An estimate of the cost increase for maintenance and operations of capital improvements is typically 2.4 to 4% of the total capital budget. Future operating and maintenance costs would be detailed in future park Master Plans and staff reports when presented to Council for approval in advance of any phase of project implementation.

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35. The operational costs and service levels would be further detailed in the City's annual Business Plan process and subject to Council approval through that process. Operational impacts include:
- The hiring of new park maintenance and programming staff to sustain an expected level of service on the waterfront for the new and redeveloped park assets;
 - Increased annual waterfront maintenance, repair, and operational costs related to equipment, supplies and materials; and
 - Increased utility costs for new park and outdoor recreation facility assets.
36. Maintenance and operating costs, as well as future life cycle replacement costs, are typically funded through:
- Funds allocated in the City's budget, or dedicated reserves;
 - Revenue generated through the future programming of the waterfront itself;
 - Funds generated from Business Licencing in parks; and/or
 - Collaboration with sponsors and business partners such as the Downtown Barrie Business Improvement Area.
37. Operational costs can be offset through:
- Partnerships and grants with other government agencies and local private organizations;
 - Components such as agreements with partners to share in costs through rental and leasing arrangements;
 - Fees associated with new recreation or business programs;
 - Cost efficiencies identified through other service level reductions and/or reallocations (such as naturalizing turf areas); and
 - More efficient equipment, technology, or process improvements.
38. In endorsing the Waterfront Strategic Plan, Council is not committing to the allocation of any funding. The implementation of the WSPU projects, master plans and studies are approved and accomplished through the City's annual Business Plan and budget process. The budget process considers all needs across the City and prioritizes in keeping with the City's Financial Policy Framework and related targets. In addition to the financial targets, prioritization considers desired service levels, the ability to deliver projects, and project risk.

LINKAGE TO 2022-2026 STRATEGIC PLAN

39. The recommendation(s) included in this Staff Report support the following goals identified in the 2022-2026 Strategic Plan:

Thriving Communities

- Champion equity, diversity, and inclusion
- Create and foster programs and opportunities to support community wellness
- Foster growth in arts and culture
- Expand and maximize access to parks and recreation opportunities
- Continue to support a vibrant downtown

The Vision for Barrie’s waterfront is designed to foster a thriving community. In *Section 3* of the WSPU, the Vision is defined by three key qualities representing the three pillars of the WSPU: **‘Inclusive’**, **‘Resilient’** and **‘Activated’** (refer to WSP Executive Summary p04 and p30 for details).

Each Pillar involves three defining Goals, each supported by six Actions. In total, each Pillar recommends 18 specific actions to improve waterfront parkland inclusivity, resilience, and activation. There are 54 recommended actions in total.

The **‘Inclusive’** pillar contains the three goals of *Accessible*, *Safe* and *Diverse*, ensuring that equity and diversity are core design values for development and programming moving forward.

The **‘Resilient’** pillar contains the three goals of *Restorative*, *Climate Adaptive* and *Stewardship* to ensure that parkland offers healthy, sustainable spaces to maximize park and recreation opportunities which support community wellness for future generations.

The **‘Activated’** pillar contains the three goals of *Connected*, *Attractive* and *Flexible* to foster growth in arts and culture, tourism, and economic opportunities over four seasons.

The WSPU also identifies Ten Strategic Priorities to create a more inclusive, resilient, and activated waterfront in support of the three Pillars (refer to Appendix “C” - *WSPU Section 4* for details). All 10 Priorities support the qualities of a sustainable, thriving community:

- i. Improve and Add Inclusive Facilities
- ii. Enhance Waterfront Connectivity and Access Point to Waterfront Parks (including from and through the Downtown)
- iii. Introduce Waterfront-Wide, Iconic Branding Strategy
- iv. Optimize Access Into/onto the Water
- v. Manage Utilization and Vehicular Parking
- vi. Promote Climate Adaptability and Environmental Protection
- vii. Implement and Support Seasonal Programming
- viii. Utilize the Waterfront to Achieve Larger Economic and Tourism Development Goals (including the Downtown)
- ix. Revitalize Focus Areas
- x. Create Park Plans that Recognize Each Park’s Contribution to the Waterfront.

Infrastructure Investments

- Support active transportation and pedestrian connections
 - Implement [climate action plans](#)
- a. Accessible multi-modal connections to and along the waterfront are included under the **‘Activated’** Pillar to maximize access to park and recreation opportunities. Enhanced mobility through facilities, programs and transit will also continue to strengthen the relationship between Barrie’s Downtown and the waterfront.
 - b. The third pillar **‘Resilience’** aligns with the goals of the **Climate change Adaptation Strategy (2017)** and its **Implementation Plan (2018)** through its recommendations to preserve and enhance biodiverse greenspace. In *Section 4* of the WSPU, *Strategic Priority Six: Promote Climate Adaptability and Environmental Protection* includes detailed recommendations to provide actionable ways to protect the environment on a waterfront-wide and shoreline-by-shoreline basis.



Attachments: Appendix "A" - 2015 Waterfront Parks Progress Update
Appendix "B" - Waterfront Strategic Plan Update
Appendix "C" - Waterfront Strategic Plan Update 2023

APPENDIX “A”

2015 Waterfront Parks Progress Update

Capital Improvements	Status
Memorial Square/Meridian Place	Completed
Bayview Park Design & Construction	Cancelled – Outdoor amphitheatre moved to Meridian Place, Renamed Sam Cancilla Park
Centennial Park reconstruction and restoration	Completed
New Transient Marina Building Detailed Design Development	Cancelled and replaced with Marina Kiosk Deferred
New Transient Marina Building (Iconic Restaurant/Office Building) – Spirit Catcher Park Area	Deferred
New Marina Administration Building	In Progress
Waterfront Boardwalk around Marina basin	Completed in part
General Planning Shoreline Protection	Deferred
Military Heritage Park - Design and Construction	Completed pending iconic Peace Sculpture
Allandale Station Park Trails – redesign and construction	Asphalt multiuse trail upgrade in 2021
Boat House 10,000 sq. ft	Recommended in WSPU
Spirit Catcher Park	Projected for 2027-2030
Kiosks	Deferred
North Shore Trail Master Plan Update	Scheduled in 2027-2028
North Shore Trail Gateway Feature – Penetanguishene Rd	Projected for 2024-2025
North Shore Trail Signage and Wayfinding Program	Deferred
North Shore Trail Design Study for Water Access with potential for boardwalk	Deferred
Implementation of North Shore Trail Water Access	Projected for 2024- 2025
Loyalist Park Phase 2 Implementation	Completed
Dock Road Park Implementation	Completed
Minet’s Point Park Redevelopment Plan	Deferred
Tyndale Park Redevelopment – design & construction	Deferred
Pioneer Park Redevelopment Plan	Deferred
Tollendale Woods Redevelopment Plan	Deferred
Wilkins Park Redevelopment Plan	Completed in part
Loyalist Woods Redevelopment Plan	Deferred
The Gables Park Master Plan Update and Redevelopment	Projected for 2028
General Planting, Shoreline Protection est. per year	Deferred
St. Vincent Park washroom upgrades/replacement	Completed
Kiosk Design Study and Costing	Deferred
Waterfront Events and Festival Strategy – internal staff review	Deferred
Wayfinding/Signage Study with streetscape elements	Completed in part
Safety Stations Design/Location Study	Completed
Design Competition for Beacons	Deferred

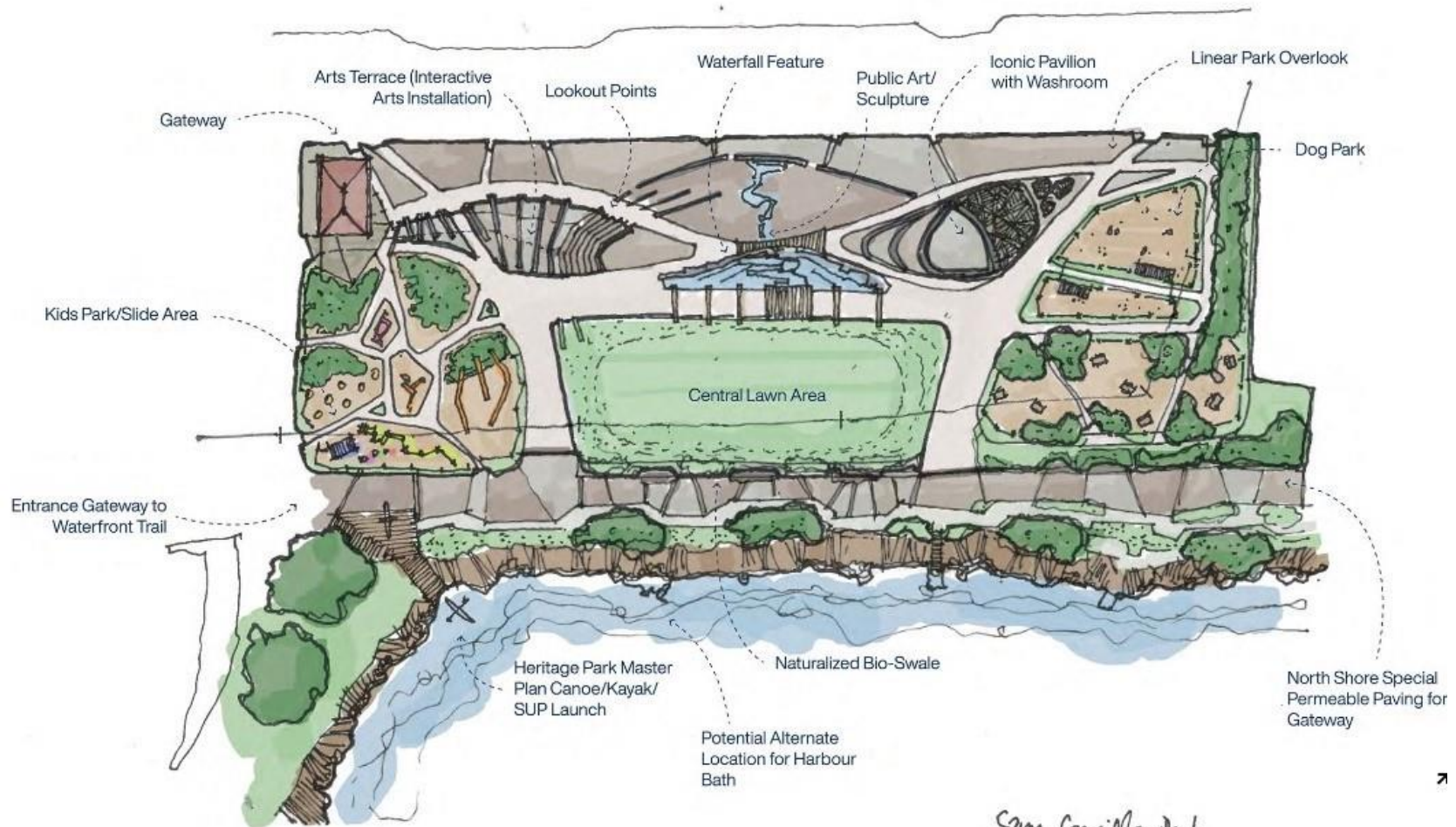


Capital Improvements	Status
Business Study of co-locating administrative function in new Marina Building	Deferred
Allandale Centre Revitalization Plan Update	Completed
North Shore Landscape Handbook -clarify information to public	Deferred
Update Barrie Waterfront & Marina Strategic Plan 2031	In progress
Future waterfront building (pending resolution of private property acquisition)	Deferred
New Iconic Restaurant/Office Building	Deferred
Waterfront beacons (9)	Deferred
Life Cycle Replacement Costs	Status
Transient Marina Building conversion of existing Sea Cadets building for short term use	Deferred
New Transient Basin Improvements – docks, piers, decking	Completed
Centennial Park – lighting improvements around building and land spit	Completed
Centennial Park – Playground Reconstruction	Completed in part
Centennial Park – Lions Pavilion Design	Completed
Centennial Park – Lions Pavilion Reconstruction	Completed
Waterfront Lighting Strategy – life cycle replacement of existing light standards in Allandale Station Park to LED technology – approx. 50 units	Deferred
Waterfront Lighting Strategy – life cycle replacement of existing light standards in Heritage Park to LED technology – approx. 50 units	Deferred

APPENDIX "B"

Waterfront Strategic Plan Update – The Three Focus Areas Concepts

1. North Shore: Sam Cancilla Park



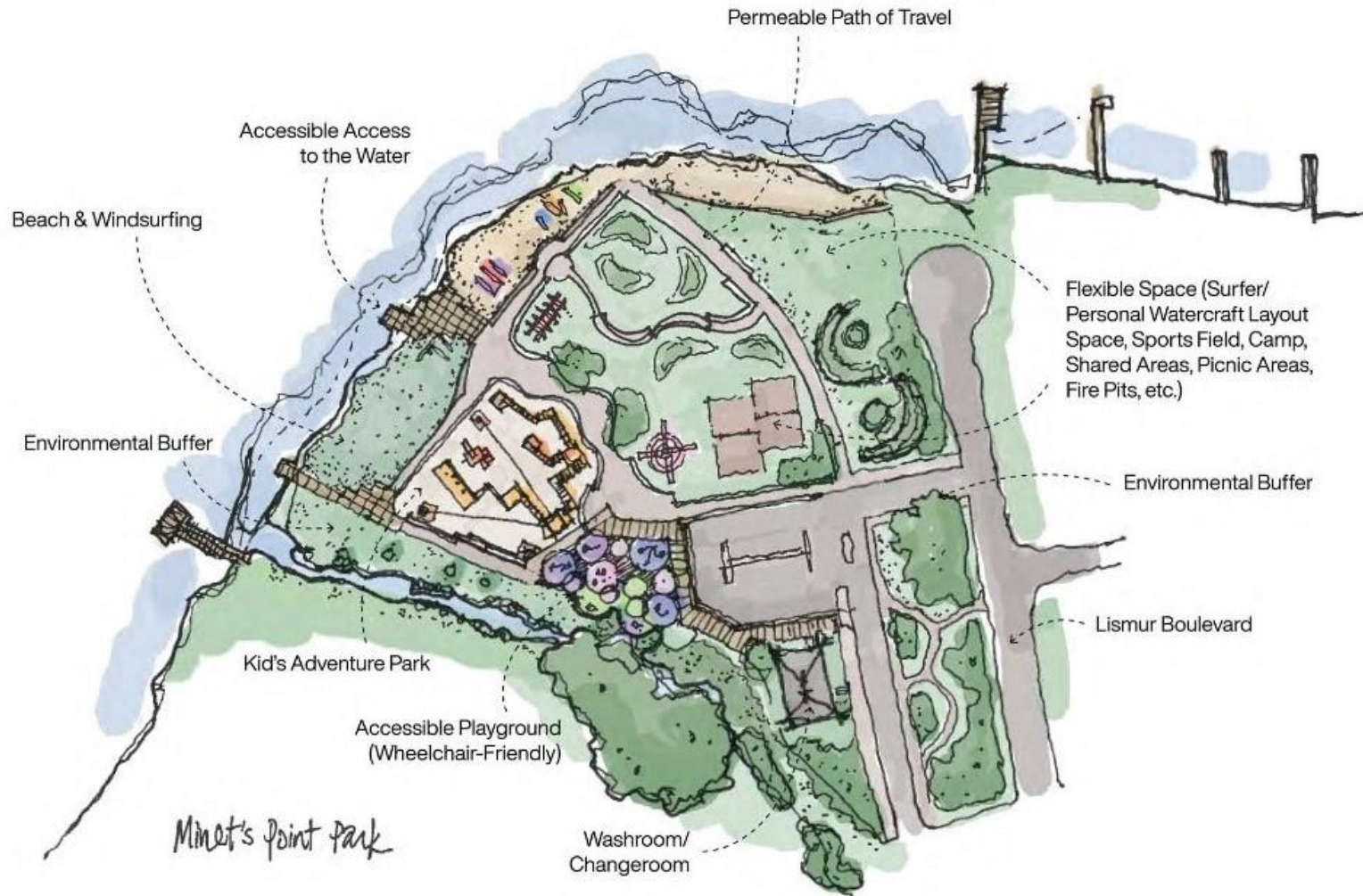
Sam Cancilla Park

*All buildings and structures within the park should be reviewed for their cultural importance within the Parks Plan phase and maintained or revitalized as appropriate.

2. West Shore: Spirit Catcher Park



3. South Shore: Minet's Point Park





APPENDIX "C"

Waterfront Strategic Plan Update 2023

Please refer to separate Attachment due to large size of Report.