

# Redevelopment of the Former St. Joseph's Hospital Parking Lot

## BELL PARK

January 26, 2016

PREPARED BY:



PREPARED FOR:





**Redevelopment Of The Former  
St. Joseph's Hospital Parking Lot  
BELL PARK**

**Report Submitted to:**

The City of Greater Sudbury  
January 26, 2016

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# Executive Summary

## Recommendations & Opportunities

Yallowega Bélanger Salach Architecture (YBSA) was retained by the City of Greater Sudbury to complete a strategic redevelopment plan for the former St. Joseph's Hospital parking lot area and other Bell Park parking infrastructure.

The vision of a new interpretive garden and strategic parking lot redevelopment in Bell Park was presented to Community Services Committee on Tuesday, February 3rd, 2015. The report provided a summary of the public consultation process along with design concepts and preliminary project costing, including phasing in the capital enhancements for:

- Former St. Joseph's Hospital Parking Lot
- York Street Parking Lots
- McNaughton Terrace Parking Lot

The City of Greater Sudbury approved the concept and supported Phase 1 of the re-greening of the former St. Joseph's Hospital parking lot and further recommended that council consider the capital funding for Phase 1 as part of the Citizens and Leisure Capital program.

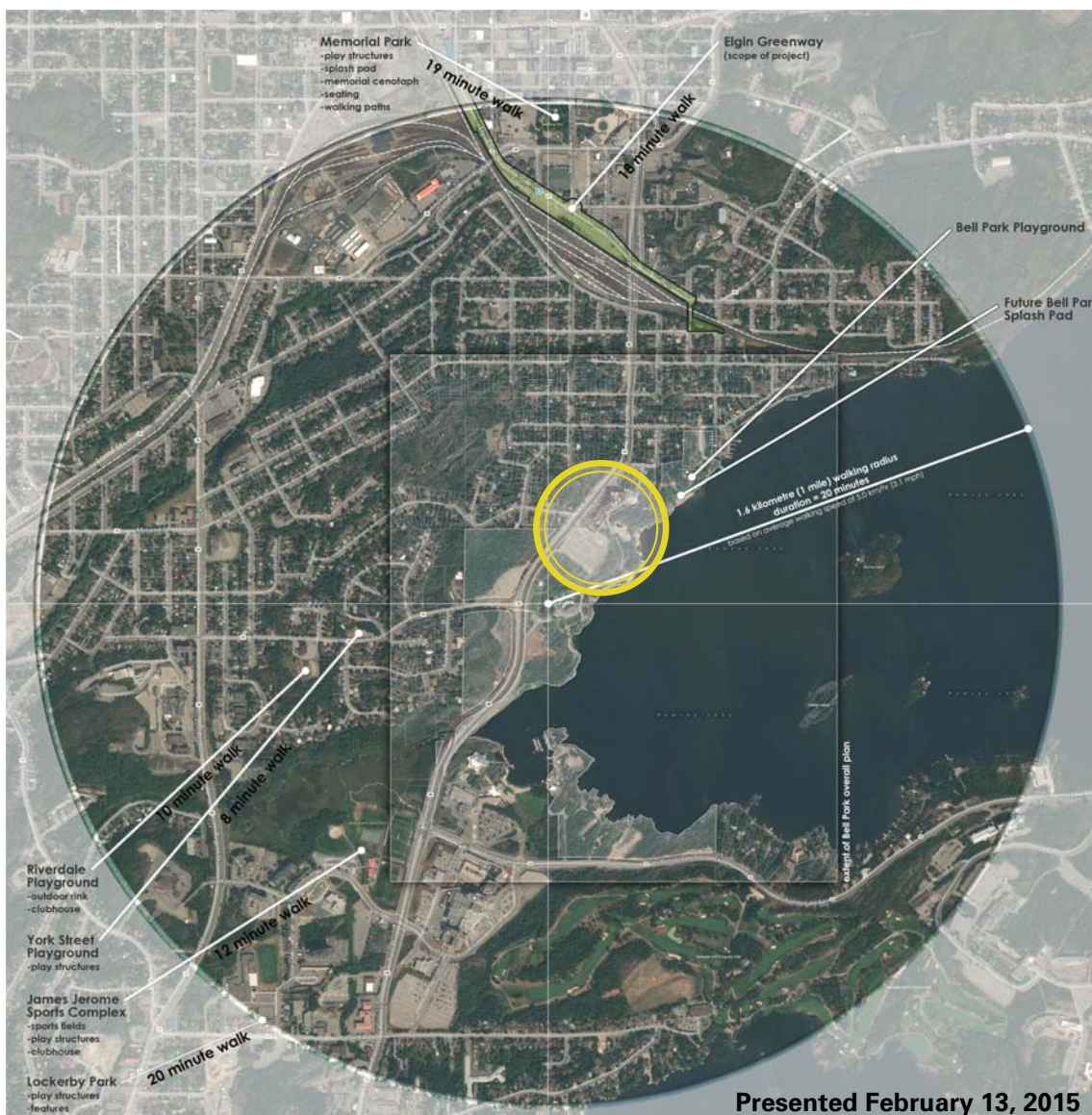
YBSA was further requested to expand the original scope of work to specifically focus on the former St. Joseph's Hospital parking lot site. The terms of reference provided requested that three additional options be developed for the site which included:

- Option 1 - Existing parking to remain with some re-greening
- Option 2 - Combination of parking and significant re-greening
- Option 3 - Re-greening the entire parking lot

The following report focuses specifically to the former St. Joseph's Hospital parking lot, summary of the public consultation, redevelopment opportunities, design concepts, and capital cost estimates for the three options prepared.

Bell Park covers approximately 110 acres. Access to the site is provided at a variety of points but the main entrances are located at Science North, the York Street intersection, and the McNaughton Terrace area. The walkway which runs along Ramsey Lake's shore ties together and unifies the various zones of the park. The map on the adjacent page highlights the area and extent of Bell Park and also indicates the existing conditions, features and amenities located within.

**The purpose of this study was to focus on the redevelopment of the former St. Joseph's Hospital parking lot.** This parking lot is located directly south of the former St. Joseph's Hospital (circled in yellow on the maps). Its vehicular entrance is positioned at the intersection of Paris Street and Boland Avenue. The parking lot is situated within the boundaries of Bell Park.





Presented February 13, 2015

Public Consultation is one of the fundamental strategies for communicating the developing design concept to the public. It also provides a forum for the expression of ideas and opinions from our community members, allowing us to gather and distill them, ultimately enriching the final design.

The residents of the City of Greater Sudbury were invited to attend and participate in an open house and presentation at Tom Davies Square which was live streamed for residents to watch and participate in from their home by posting questions online. There was also an online survey that garnered a great deal of attention, with a total of 630 replies to the survey.

Advertising and invitations were made through public notices in the newspaper, on the City of Greater Sudbury's website and by inviting key community stakeholders to the presentations.

### Public Consultation Timeline

**Bell Park Advisory Panel Meeting**  
Tom Davies Square - November 25, 2015

**Online Survey**  
December 4 to December 12, 2015

**Open House and Live Feed Presentation**  
Tom Davies Square - December 3, 2015 (7pm to 9pm)

The replies to the online survey came from individual residents as well as the following organizations:

- Coalition for a Livable Sudbury
- CARP (Canadian Association of Retired Persons)
- Fruit for All
- Ramsey Lake Stewardship Committee
- Friendly to Seniors/Amical Aux Aînés Sudbury

## 2 Consultation Process

### Community Input

The online survey yielded a variety of responses for the redevelopment of the former St. Joseph's parking lot. The survey asked the community to vote and comment on their favourite option they preferred. Below is a summary of the options that were presented and the results that were compiled\*.

#### Q1: Which is your preferred option?

Answered: 630

Skipped: 8

- 12.7%**    **OPTION 1: Existing parking to remain with some re-greening**
- 33.2%**    **OPTION 2: A combination of parking and significant re-greening**
- 33.5%**    **OPTION 3: Re-greening the entire parking lot with priority parking only**  
*(Updated from the December 2015 version to reflect the community's comments from the online survey)*

**The above three options were presented to the community in early December 2015. They were asked to provide comments and suggestions for each. A significant number of respondents indicated that a full re-greening of the parking lot must be considered. We applied this demand to Option 3 and have reflected these changes in this document.**

#### Q2: Other comments related to these or other options are welcome.

Answered: 161

Skipped: 477

- Improve crosswalk from York Street to Bell Park
- More green space along Paris Street
- More accessible parking at McNaughton Terrace required

\* Refer to the Appendix for the compilation of the comments received from the community, as well as letters from citizens addressing their recommendations, concerns and feedback from the online survey.

**Below, in no particular order, are the reoccurring ideas and suggestions from the online survey:**

- Re-greening and re-forestation
- Green, natural landscaping
- Protection of Ramsey Lake
- Environmental leadership
- Promotion of healthy lifestyles
- Patron safety
- Accessibility
- Connection point from upper level (Paris Street) to the boardwalk below
- Incorporation of public transit
- Active recreation such as courts, play fields, leisure amenities for all ages
- Food forest/permaculture: Edible trees, plants and community gardens
- Farmer's Market
- Community involvement
- Enhance views to Bell Park and Ramsey Lake
- A grand opportunity not to be missed
- Take advantage of funding opportunities i.e. RBC Blue Water Project
- No parking at all
- Leave as is – save tax payers money

The existing parking lot is a series of terraces accommodating approximately 320 parking spaces. These parking spaces have been primarily used by the former St. Joseph's Hospital and were for some time used by employees at Health Sciences North (HSN). The Hospital has since restructured its property to accommodate more of its own parking and as a result, the parking area of the former St. Joseph's Hospital is no longer required by the major employer.

The existing parking lot is located on a plateau that is approximately 41 feet higher than the adjacent Bell Park Road. **A steep embankment separates the parking from the park below making pedestrian access between the parking lot and the park challenging.**

The existing parking lot is currently lit with periodic, tall, pole-mounted lights. It is almost entirely paved with asphalt that provides a durable surface which drains the stormwater it collects in two directions:

- Water on the western half of the parking lot drains towards the north and is collected by two catch basins
- Water on the eastern half of the parking lot drains towards the north-east and is collected by one catch basin as well as spills over the edge of the pavement along the eastern edge of the lot

**The three catch basins are connected together and it is assumed that they drain towards the east and to Ramsey Lake.**

**The eastern edge of the existing parking lot offers unbelievable vantage points which overlook most of the park and lake below.** From this high elevation, a unique panoramic view is available.

It appears that a series of timber retaining walls are stabilizing the bank along the parking lot's north-eastern edge. The eastern edge of the parking lot shows signs of having been backfilled at one time. The location of these physical characteristics create the opportunity to remove the backfill and regrade the area to create a gentler slope between the parking plateau and the Park below.

The current redevelopment of the former St. Joseph's Hospital into condominiums also offers opportunities to integrate the two areas into a natural setting.

Current access to Bell Park is limited to the two entrances of the park (Science North at the south end and McNaughton Terrace at the north end). Two unstructured parking lots located at the opposite side of Paris (at the York Street intersection) serve the Park's main activity hub - the Grace Hartman Ampitheatre. The parking lots are located at some distance from the park's activities and the crossing of Paris Street can, at times, be congested, and very pedestrian unfriendly.



Existing parking lot



Area of existing backfill



View of Ramsey Lake



Existing retaining wall at the north-east corner

The overall goal of the study was two-fold. First, it was to present the strengths and weaknesses of the existing parking area as well as Bell Park itself. Second, in order to incorporate the area as an ongoing and significant part of our City's parkland, the report was to provide a vision for the future of the existing parking lot and how it might integrate into the park.

### Strengths and Weaknesses of the Former St. Joseph's Parking Lot

#### Strengths

- Established parking lot
- Centrally located within the Park
- Located at signalized intersection (Paris and Boland)
- Offers panoramic views of Ramsey Lake and Park below

#### Weaknesses

- Not accessible between the parking and the park below
- Not accessible for people with disabilities (based on the 'Design of Public Spaces Accessibility Standards', revised January 1, 2016)
- Void of any landscape treatment
- Completely surfaced with asphalt paving
- **No treatment of existing stormwater discharge**

The consultation process identified an opportunity to create a central gateway to Bell Park. This gateway will provide access to the park's various activity areas.

**Based on the conclusions reached through the public consultation process, substantial additional parking for Bell Park's activities is not a priority for the community.**

**There is an argument to provide some convenient and safe parking spaces that would service a new point of access to the existing beaches, the park, the Jim Gordon walkway, the Grace Hartman Amphitheatre, and the bicycle path.**

Based on the results of the public consultation, guiding principles were identified and are outlined on the following pages.

# 4 Redevelopment Opportunities

## Design Goals

### Green

- Reduce or eliminate the extent of existing asphalt parking
- Restore and enhance natural heritage and park-like features within the park
- Treat and manage stormwater prior to discharging it in an effort to protect the drinking water provided by Ramsey Lake

### Connections

- Provide enticing visual and physical connections to Ramsey Lake as well as at the Paris/Boland Street intersection and at the newly created lookout
- Enhance connectivity with continuous pedestrian routes from Paris Street, connecting to the lookout through the existing parking area
- Create a fully accessible pedestrian route down to the park with a new stair and trail system



Highline, New York City



Norway Tourism Route Pit Stop



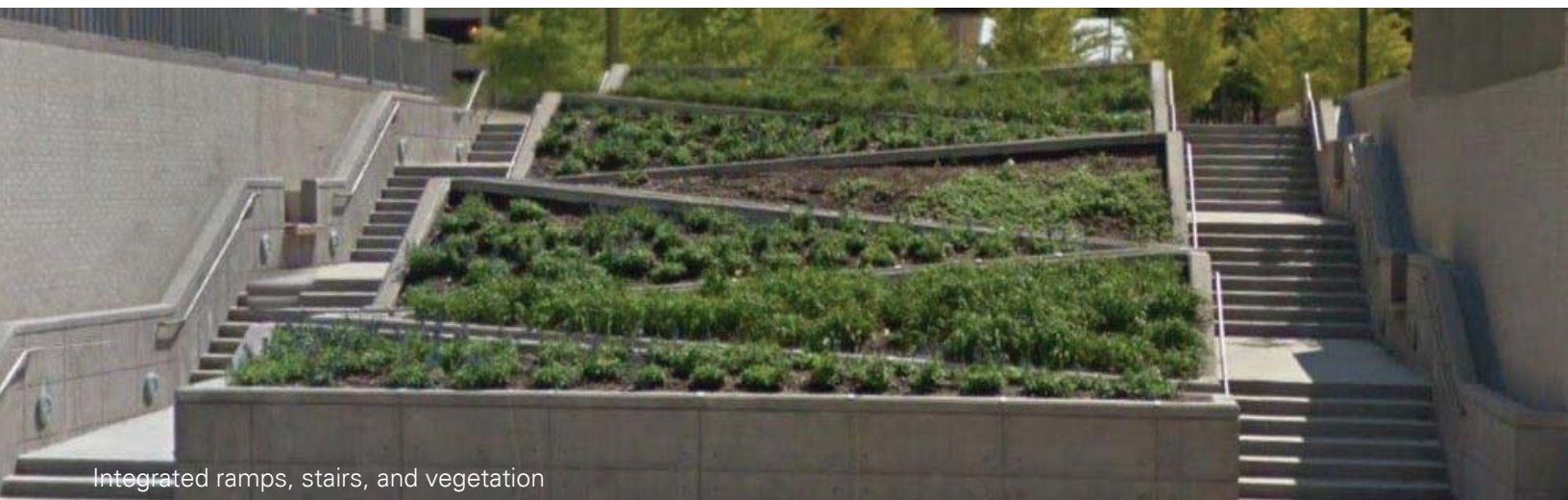
Norway Tourism Route Pit Stop

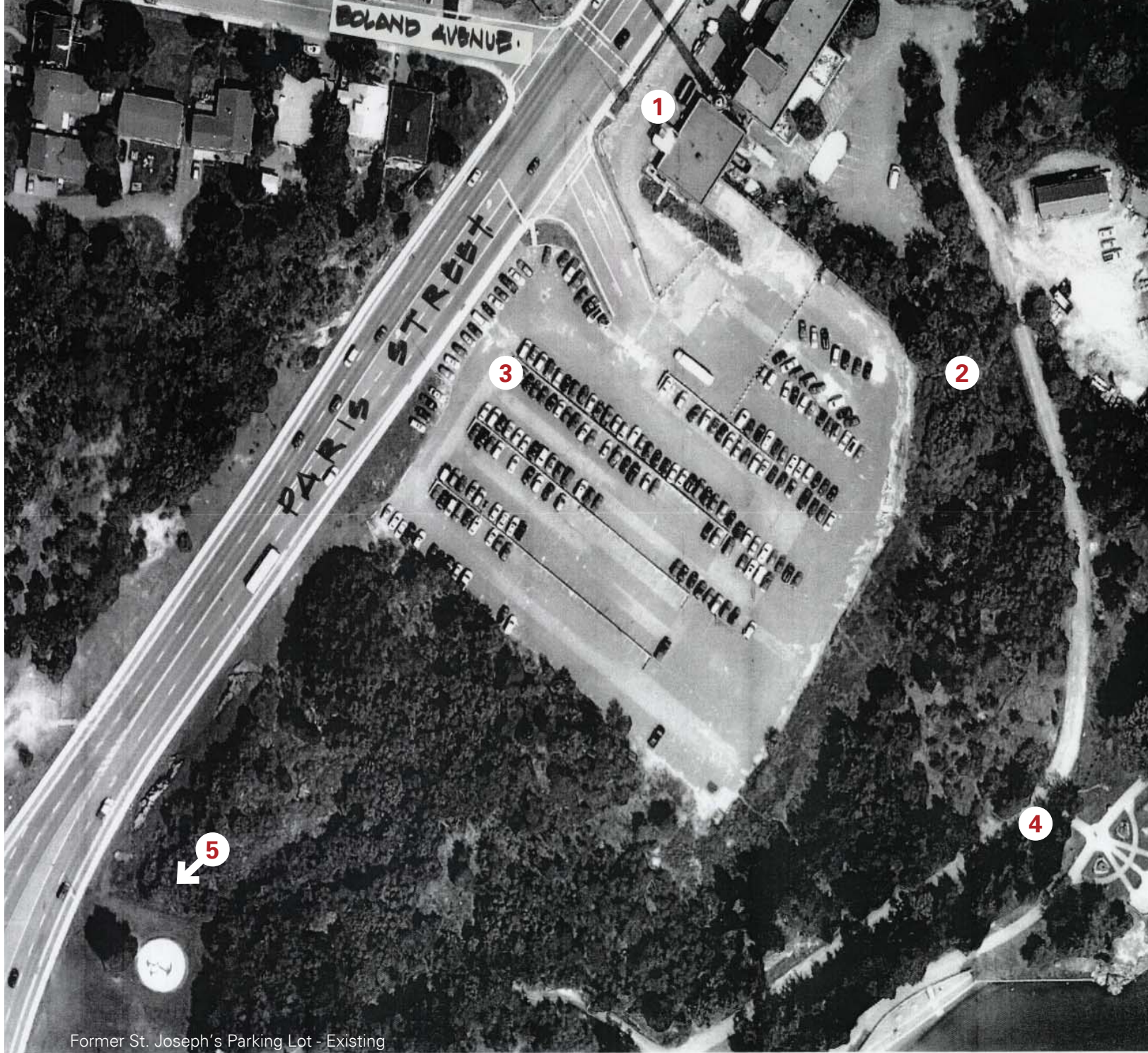
### Attractive

- Design a recognizable landmark within the City
- Incorporate an attractive streetscape along Paris Street to identify the presence of Bell Park
- Integrate parking amongst a natural setting creating an inviting environment, especially for pedestrians
- Create a space that becomes an active, used addition to Bell Park

### Accessible

- Create an attractive, safe link to the park
- Provide continuous barrier-free access to the waterfront and other activities of the park for people of all ages and abilities
- Design a safe and comfortable integrated bicycle parking area
- Design with the intentions that this area will become a central access point to the park
- Convenient access to public transit





Former St. Joseph's Parking Lot - Existing

- |   |  |
|---|--|
| <p><b>1</b> Former St. Joseph's Hospital and future condominium development</p> <p><b>2</b> Bell Park Road</p> <p><b>3</b> Former St. Joseph's Hospital Parking Lot</p> | <p><b>4</b> Bell Park Look-Out</p> <p><b>5</b> Ampitheatre, Science North, Paris &amp; York Street Parking Lots, Boardwalk</p> |
|---|--|

After collecting, distilling, and compiling all of the input and information, the City of Greater Sudbury outlined three options to be developed:

#### **OPTION 1**

Existing parking to remain with some re-greening

#### **OPTION 2**

A combination of parking and significant re-greening

#### **OPTION 3**

Re-greening the entire parking lot with priority parking only  
(Updated from the December 2015 version  
to reflect the community's comments from the online survey)

The three options were presented to the public at an open house on December 3, 2015. Feedback was provided at the meeting as well as electronic submissions of comments as outlined previously in the report. Following the input received, the three options have been modified to represent the majority of comments provided.

The following pages explain the three options developed.

# 4 **Redevelopment Opportunities**

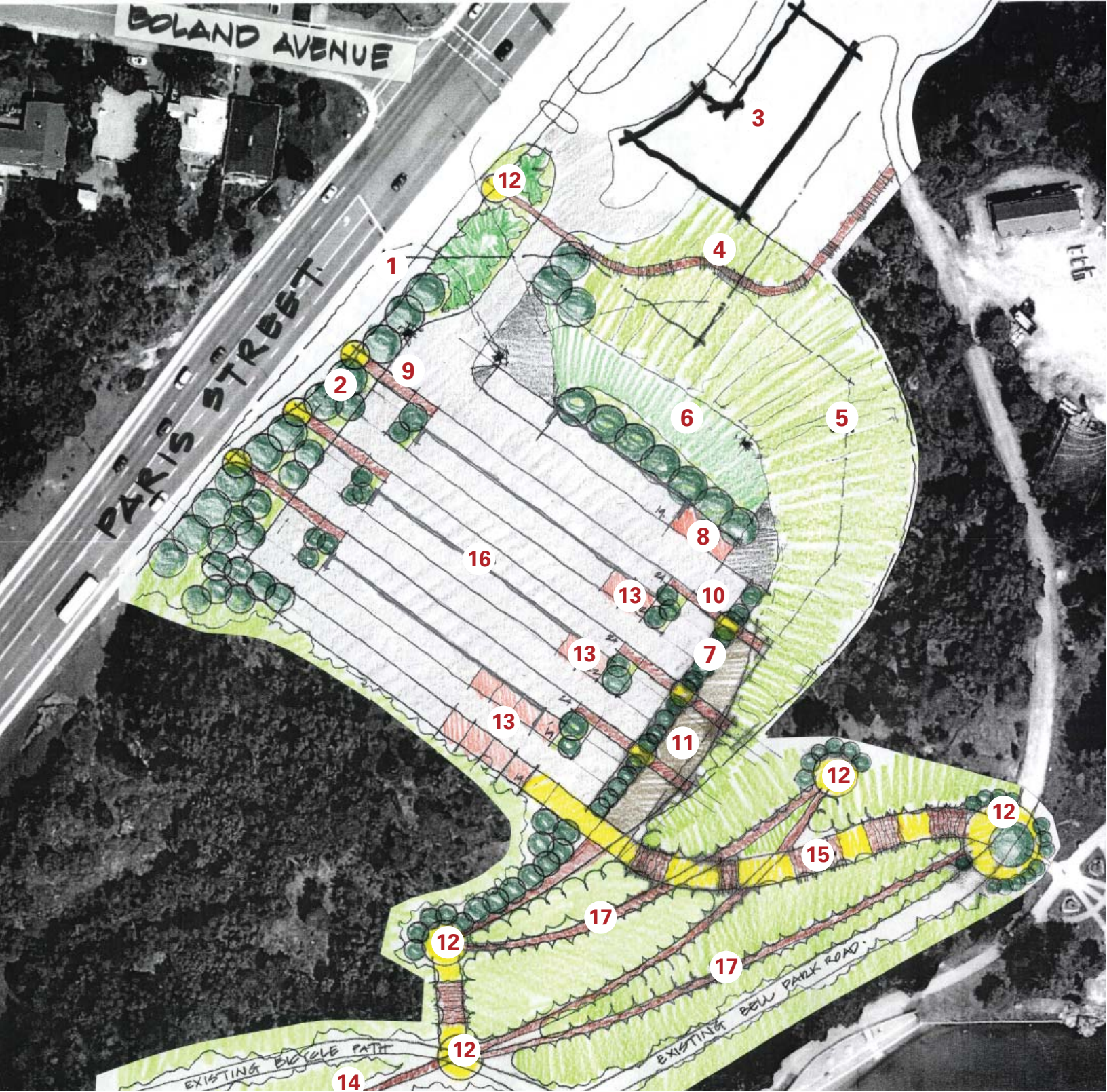
## Design Options

### **OPTION 1: Existing parking to remain with some re-greening**

**The existing configuration of the parking remains. Landscaped islands are introduced within the paved area in order to enhance the visual appearance of the parking lot. In developing this option, the hope is that it becomes the main parking and access point for the park, allowing the parking at Paris and York Streets to be re-imagined.**

The following summarizes this option's features:

- The parking count is reduced from 320 to 220 spaces
- Provides a public transit bus lay-by along Paris Street with pedestrian routes leading into the park
- Provides a landscaped edge and berm along Paris Street with hardy native species that soften and screen the parking lot area. This landscape strip would also maximize the stormwater control benefits while clearly communicating the vehicular passage through the park.
- Design an architecturally creative boardwalk along the eastern edge of the existing parking lot to develop a lookout point with an opportunity for high view towards Ramsey Lake and the Park below
- Incorporate a new accessible pathway and stair that connects the main beach area and the Jim Gordon Boardwalk with the parking on the upper plateau
- Incorporate small interventions (built form/sculptural/signage) along the new pathway to celebrate and recognize the history and importance of Bell Park, the Bell Family and Ramsey Lake
- Incorporate stormwater collection and treatment system to prevent pollutants from reaching Ramsey Lake. This would be an opportunity to educate the community about the cleansing of the parking area stormwater runoff as well as the Ramsey Lake ecology and its watershed area.
- Excavate the eastern edge of the existing parking lot that was backfilled over the years. This new, more, gentle slope will enhance the view of Ramsey Lake from the Paris Street/Boland Avenue intersection.
- Clearly define accessible parking space with permeable pavers.
- Cooperate with the City's re-greening program and incorporate seedlings into the redevelopment as a visible testimony to our City's re-greening vision.
- Incorporate the City's composting material generated from landfill sites into the naturalized areas of the redevelopment.



- |          |   |           |  |
|----------|---|-----------|--|
| <b>1</b> | Bus drop-off lane   | <b>9</b>  | Pedestrian Routes                                      |
| <b>2</b> | Landscaped edge and berm complete with salt tolerant trees and plants   | <b>10</b> | Clearly marked pedestrian crossings                    |
| <b>3</b> | Proposed condominium development  | <b>11</b> | Lookout  |
| <b>4</b> | Stairs by condominium development   | <b>12</b> | Intersection nodes/lookouts                            |
| <b>5</b> | Area of excavation to achieve gentle slope complete with seedling planting, design soils, straw mats, and mulch | <b>13</b> | Permeable pavers defining 12 accessible parking spaces |
| <b>6</b> | Naturalized dry retention basin   | <b>14</b> | New trail to amphitheater                              |
| <b>7</b> | Naturalized dry swale complete with filter strip  | <b>15</b> | Stair  |
| <b>8</b> | Dedicated bicycle parking complete with protective canopy   | <b>16</b> | Total 220 parking spaces                               |
|          |   | <b>17</b> | Barrier free pathway complete with seedling planting   |

### OPTION 2: A combination of parking and significant re-greening

**Reduce the size of the existing parking lot and transform it into an integrated vehicle parking area within a naturalized setting complete with safe pedestrian routes that lead towards Ramsey Lake. In developing this option, the hope is that it becomes the main parking and access point for the park, allowing the parking at Paris and York Streets to be re-imagined.**

The following summarizes this option's features:

- The parking count is reduced to 103 parking spaces including 12 accessible parking spaces
- Provide a public transit bus lay-by along Paris Street with pedestrian routes leading into the Park
- Provide a landscaped edge and berm along Paris Street with hardy native species that soften and screen the parking lot area. This landscape strip would also maximize the stormwater control benefits while clearly communicating the vehicular passage through the Park.
- Design an architecturally creative boardwalk along the eastern edge of the existing parking lot to develop a lookout point with an opportunity for high view towards Ramsey Lake and the Park below
- Incorporate a new accessible pathway and stair that connects the main beach area and the Jim Gordon Boardwalk with the parking on the upper plateau
- Incorporate small interventions (built form/sculptural/signage) along the new pathway to celebrate and recognize the history and importance of Bell Park, the Bell Family and Ramsey Lake
- Incorporate stormwater collection and treatment system to prevent pollutants from reaching Ramsey Lake. This would be an opportunity to educate the community about the cleansing of the parking area stormwater runoff as well as the Ramsey Lake ecology and its watershed area.
- Excavate the eastern edge of the existing parking lot that was backfilled over the years. This new, more, gentle slope will enhance the view of Ramsey Lake from the Paris Street/Boland Avenue intersection.
- Provide continuous pedestrian routes from Paris Street and the parking areas with clearly marked pedestrian crossings at vehicle circulation areas to promote safe passage.
- Clearly define accessible parking space with permeable pavers.
- Cooperate with the City's re-greening program and incorporate seedlings into the redevelopment as a visible testimony to our City's re-greening vision.
- Incorporate the City's composting material generated from landfill sites into the naturalized areas of the redevelopment.



- |          |   |           |  |
|----------|---|-----------|--|
| <b>1</b> | Bus drop-off lane   | <b>9</b>  | Continuous pedestrian routes                           |
| <b>2</b> | Landscaped edge and berm complete with salt tolerant trees and plants   | <b>10</b> | Clearly marked pedestrian crossings                    |
| <b>3</b> | Proposed condominium development  | <b>11</b> | Lookout  |
| <b>4</b> | Stairs by condominium development   | <b>12</b> | Intersection nodes/lookouts                            |
| <b>5</b> | Area of excavation to achieve gentle slope complete with seedling planting, design soils, straw mats, and mulch | <b>13</b> | Permeable pavers defining 12 accessible parking spaces |
| <b>6</b> | Naturalized dry retention basin   | <b>14</b> | New trail to amphitheater                              |
| <b>7</b> | Naturalized dry swale complete with filter strip  | <b>15</b> | Stair  |
| <b>8</b> | Dedicated bicycle parking complete with protective canopy   | <b>16</b> | Total 60 to 103 parking spaces                         |
|          |   | <b>17</b> | Barrier free pathway complete with seedling planting   |
|          |   | <b>18</b> | Area of landscaping and/or additional parking          |

# 4

## Redevelopment Opportunities

### Design Option based on Community Consultation

#### OPTION 3: Re-greening the entire parking lot

(Updated from the December 2015 version to reflect the community's comments from the online survey)

##### **Remove all parking and replace with a total re-greening of the site.**

- Provide a public transit bus layby along Paris Street with pedestrian routes leading into the Park
- Provide a landscaped edge and berm along Paris Street with hardy native species that soften and screen the parking lot area. This landscape strip would also maximize the stormwater control benefits while clearly communicating the vehicular passage through the Park.
- Design an architecturally creative boardwalk along the eastern edge of the existing parking lot to develop a lookout point with an opportunity for high view towards Ramsey Lake and the Park below
- Incorporate a new accessible pathway and stair that connects the main beach area and the Jim Gordon Boardwalk with the parking on the upper plateau
- Incorporate small interceptive interventions (built form/sculptural/signage) along the new pathway to celebrate and recognize the history and importance of Bell Park, the Bell Family and Ramsey Lake
- Incorporate stormwater collection and treatment system to prevent pollutants from reaching Ramsey Lake. This would be an opportunity to educate the community about the cleansing of the parking area stormwater runoff as well as the Ramsey Lake ecology and its watershed area.
- Excavate the eastern edge of the existing parking lot that was backfilled over the years. This new, more, gentle slope will enhance the view of Ramsey Lake from the Paris Street/Boland Avenue intersection.
- Cooperate with the City's re-greening program and incorporate seedlings into the redevelopment as a visible testimony to our City's re-greening vision.
- Incorporate the City's composting material generated from landfill sites into the naturalized areas of the redevelopment.



- |          |   |           |  |
|----------|---|-----------|--|
| <b>1</b> | Bus drop-off lane   | <b>9</b>  | Pedestrian routes/natural trails                     |
| <b>2</b> | Landscaped edge and berm complete with salt tolerant trees and plants   | <b>10</b> | Community garden beds                                |
| <b>3</b> | Proposed condominium development  | <b>11</b> | Lookout  |
| <b>4</b> | Stairs by condominium development   | <b>12</b> | Intersection nodes/lookouts                          |
| <b>5</b> | Area of excavation to achieve gentle slope complete with seedling planting, design soils, straw mats, and mulch | <b>13</b> | Fruit Trees/edible gardens                           |
| <b>6</b> | Naturalized dry retention basin   | <b>14</b> | New trail to amphitheater                            |
| <b>7</b> | Naturalized dry swale complete with filter strip  | <b>15</b> | Stair  |
| <b>8</b> | Dedicated bicycle parking complete with protective canopy   | <b>16</b> | Formal gardens with landscaping and seating areas    |
|          |   | <b>17</b> | Barrier free pathway complete with seedling planting |

# 4

## Redevelopment Opportunities

### Stormwater Management

**In cooperation with the City's engineering staff the following guidelines were developed to provide effective storm water management for the site. All of the options presented will take into account the following:**

- Consider seasonal use of the parking lot - develop a plan for snow removal so that snow doesn't pile over the edges of the parking lot and instead, excess snow to be piled over the paved area.
- During all seasons, the site must be low maintenance.
- There isn't a need for a wet pond, instead, incorporate a dry, low area that has the capacity to fill and empty easily in the wet seasons.
- Manage storm water so that it stays on site and is allowed to naturally percolate down through the soil. It is assumed that the permeability of the existing, natural soil is adequate to accomplish this.
- *If required*, added soil should have a high amount of organic matter. This will create a soil that retains moisture, allowing it to percolate (e.g. compost available from our City's landfill).
- Include a dry bed/swale along the edge of the parking areas and/or elevated plateau area.
- Incorporate riprap at the base of the dry bed/swale and cover it with a naturalized surface (e.g. wild grass and shrubs).
- Provide a filter strip along the edges of the parking lot.
- Assume that there is to be zero curbs in the design.
- Provide a wide aisle walkway for pedestrians and cyclists from the street to the lookout.
- Install permeable pavers at the barrier free parking stalls to clearly distinguish the spaces.
- Showcase the surface treatment of the parking lot - create an object lesson for the community.
- Create a landscape that gets water out and doesn't allow it to pool.
- Assume a 5-year window for landscaping to make root and mature.
- Avoid planting grass. Use shrubs and trees instead.
- Create an evolving design - plan for a 15 +/- year period to demonstrate the full impact of this re-greening project.
- Build on the City staff's expertise of re-greening barren lands.



- |   |  |
|---|--|
| <b>1</b> Evaluation of elevations and stormwater infrastructure to ensure that new entrance alignment does not result in a large increase in stormwater onsite. | <b>5</b> Naturalized dry detention basin.  |
| <b>2</b> Salt-tolerant plants in beds.  | <b>6</b> Riprap protection.  |
| <b>3</b> Filter strip may be required.  | <b>7</b> Gabion wall with vines.   |
| <b>4</b> Naturalized slopes with designed soils plus straw mats and mulch.  | <b>8</b> Naturalized dry swale (4-5m wide) with or without riprap or check dams. |
|   | <b>9</b> Filter strip with or without pedestrian walkway.                        |

\* The above sketch was prepared for YBSA By Mr. Stephen Monet, Manager of Environmental Planning Initiatives at the City of Greater Sudbury. January 11, 2016.

## Estimated Project Costing

Options prepared based on community consultation

# 5



### OPTION 1:

**Existing parking to remain with some re-greening**

\$660,000 to \$735,000



### OPTION 2:

**A combination of parking and significant re-greening**

\$800,000 to \$900,000



### OPTION 3:

**Re-greening the entire parking lot**

(Updated from the December 2015 version to reflect the community's comments from the online survey)

\$925,000 to \$1,025,000

## Appendix A

Concepts presented to the  
Bell Park Advisory Panel / Public Meeting

# Option 1



**Existing parking to remain with some re-greening**

## Option 2

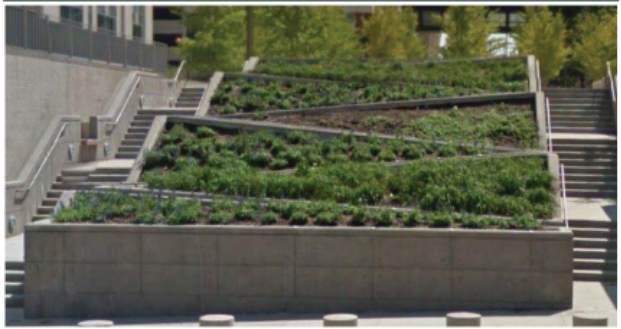


**Combination of parking and significant re-greening**

## Appendix A

Concepts presented to the  
Bell Park Advisory Panel / Public Meeting

### Option 3



**Re-greening the entire parking lot with minimum parking**