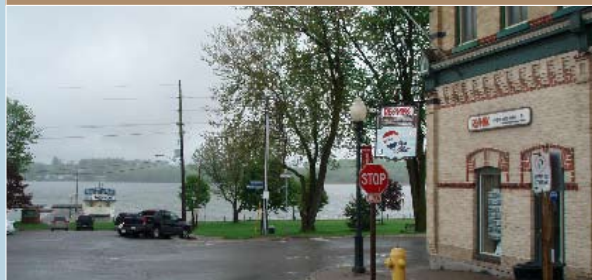




port perry downtown development strategy

Final
March 2008







Foreword

This report provides the Port Perry Downtown Development Strategy, as approved by the Township of Scugog Council on March 31, 2008. This Strategy provides an overarching framework to guide future development, preservation and investment initiatives within the Downtown area. It combines elements of a Heritage Conservation District Plan, Urban Design Guidelines and Community Improvement Plan into a comprehensive enhancement program. Development of the Strategy was coordinated with the 2007/2008 Township of Scugog Official Plan Update and forms an integral component of that process.

Consulting Team

Jim Dymant Meridian Planning Consultants Inc.
Donna Hinde The Planning Partnership
David Leinster The Planning Partnership
Philip Weinstein The Planning Partnership
Robin Chubb The Planning Partnership
Abbie Kar The Planning Partnership

Michael McClelland ERA Architects Inc.
Matthew Somerville ERA Architects Inc.

Nic Poulos Poulos & Chung

Acknowledgements

The Downtown Task Force provided helpful insight into the project and we thank you for your great contribution:

Craig Belfry
Gene Chartier
Lana Crosby
Andrew Doersam
Mark Ockwell
Betty Penny
John Sellars
Dana Smith
Mayor Marilyn Pearce

We also thank all of the participants in the workshop. We had terrific participation and many people joined us every day.

Paul Arculus Gavin Baxter Sandy Beaton Craig Belfry Stewart Bennett David Brand Julie Brock Fred Burghgraef Gene Chartier Lynne Chase Susan Clearwater Kim Coates Cheryl Cornish Rob Cornish Larry Corrigan Lana Crosby Jack Dixon Mike Donnelly Bobbie Drew Glenn Euang Glenn Evans Bob Finch Jim Garbut Aurora Hall Chris Hall Cheryl Helm Bev Hendry Bette Hodgins Bev Hopkins Tony Janssen Barbara Karthein Shauna Kennedy Ken Koury Pat Longmuir John Mackey Birgitta Macleod Bob Mason Rob Millikin Bill Minors Kathy Minors Mark Ockwell Ken Oldfield Ed Olsen Mayor Pearce Betty Penny Ed Penny Ken Reimer Vivienne Richards Jamie Ross Hannah Scott John Sellars Dana Smith Dan Stone Cathie Taylor Paul Thaeter Terri Venner Marlene Werry Peter Wokral



table of contents



Executive Summary

Part A - Prelude

1	introduction	6
2	historical context	8
3	existing conditions	10
4	public consultation	14

Part B - The Strategy

5	strategic issues	20
6	heritage conservation district	24
7	urban design strategy	32
8	community improvement plan	50
9	implementation	56

executive summary

Downtown Port Perry is recognized throughout the Province of Ontario and beyond as an excellent example of an historic Downtown and a vibrant commercial district. The key objective for the Downtown is to preserve and enhance those characteristics that have made it what it is today - historic buildings, beautiful streets, a great waterfront and a destination for tourists and shoppers.

Through the public consultation process a number of issues were identified and specific actions to address those issues have been developed based on the three basic elements of Heritage Conservation, Urban Design, and Community Improvement. These are summarized below.

Heritage Conservation District

Fortunately, most of the historic buildings in the Downtown have been preserved and are well maintained by their owners. Many of the buildings have been inventoried by the Heritage Scugog Committee. This report provides recommendations for designating the lands and buildings on both sides of Queen Street from Simcoe Street to the waterfront as a Heritage Conservation District.

A Heritage Conservation District will enable the Township to have additional controls on the redevelopment and alterations to building within the designated area. The Ontario Heritage Act identifies the specific process that must be followed to designate the area.

Once the Heritage Conservation District is designated, property owners may be eligible for local property tax reductions. In recent years the Federal and Provincial governments have also offered financial incentives to preserve historic buildings in commercial areas. The Heritage Conservation District designation can also be used as a basis for additional improvement incentives offered by the Township as part of a Community Improvement Plan.



Urban Design Strategy

The Urban Design Strategy recognizes that the current built form along Queen Street is exemplary and will benefit from physical enhancement and restoration provided through both Community Improvement and Heritage Conservation activities. Opportunities to provide more pedestrian space on Queen Street, including additional opportunities for improved accessibility are identified. The space provided by the large intersection of Perry Street and Queen Street and the area in front of the Post Office offer excellent opportunities for streetscape improvements to provide a more pedestrian friendly environment.



Redevelopment of the lands on the west side of Water Street is key to tying the Main Central Area together as a cohesive Downtown combining residential, commercial and public spaces. Redevelopment of the private lands should bring buildings closer to the street and could be built to three stories to provide for intensification, and hence an incentive for redevelopment.



Reconsideration of the parking layout on Water Street could provide better visual connection between persons and vehicles on the street and the waterfront. To the extent possible, utilities on Water Street should be placed underground. The Urban Design Strategy includes significant improvements to the streetscape of Water Street.

Palmer Park is an excellent resource for the community and a tourist attraction. The Urban Design Strategy outlines a number of options for further development of the park to provide additional opportunities for users, including completion of waterfront trails, a splash pad and upgraded facilities at Birdseye Park.






Continued efforts to naturalize the shoreline throughout the waterfront and designing future development and redevelopment in the Downtown in a manner that will reduce storm water run-off into Lake Scugog is critical to the health of the waterfront. Opportunities to enhance accessibility of buildings and public spaces also need to be pursued.

The confluence of the two key elements of the Downtown, Queen Street and the waterfront, occurs at “the fist” of the only remaining building following the historic fires of 1883 and 1884. Preservation and restoration of the Old Mill building is seen as an important element to preserving the history and character of the Downtown. In addition the development of a public square at the foot of Queen Street including an expanded public pier will strengthen the connection between the Downtown and the waterfront and provide additional opportunities for public gatherings and commercial uses.

Community Improvement Plan

The development of a Community Improvement Plan provides a mechanism for the Township to co-ordinate public works that will improve the public lands and spaces with financial incentives to private property owners to encourage investment in private lands.

Most of the lands and buildings in the Downtown are in excellent condition, however opportunities exist to improve elements such as rear façades, highly visible from public parking areas, provide better and more attractive parking areas, replace backlit signs that are out of character with the historic Downtown, enhance accessibility to buildings and public spaces and improve storm water management facilities on private lands.



The Township can also use the Community Improvement process to encourage the creation of more affordable housing in the Downtown, subject to the availability of sewage treatment capacity to service additional units.

The current Official Plan for the Township does not contain the required Community Improvement policies that would enable the Township to adopt a new Community Improvement Plan. These policies need to be incorporated in the Official Plan.

Implementation

The Downtown Development Strategy will be primarily implemented through the enactment of three separate, but related, documents - Heritage Conservation District Plan, Urban Design Guidelines and Community Improvement Plan. The Strategy provides the basis for the three documents, ensuring the actions prescribed are coordinated and aligned in a comprehensive and cohesive manner. Other complementary initiatives, including a Stormwater Management Master Plan and Accessibility Transition Plan will support these documents.

Implementation of the Strategy will also occur through amendments to the Township of Scugog Official Plan. Key directions will be incorporated through the Official Plan update.

Financially, the Strategy will be implemented largely through Township funding sources. However, the participation and support of others, including local businesses, property owners, and community groups will be key to the realization of the Strategy.

Part A - Prelude

6

1 introduction

Port Perry Study Area



Downtown Port Perry is integral to the structure, vitality and viability of the Township of Scugog. Its unique historical and commercial significance is well established and highly regarded. As such, it is incumbent upon the municipality to ensure that actions are taken and a suitable policy framework is in place to facilitate the long term preservation and enrichment of the Downtown core.

In the summer of 2006 the Township established a Downtown Task Force Committee. The Committee was comprised of members of Council, staff, the Downtown Port Perry BIA and public representatives. The objectives of the Task Force were to:

- Develop a vision for the Downtown core that includes the BIA area, the Water Street commercial area and the waterfront;
- Recommend to Council a plan or series of activities to deal with BIA/Water Street streetscape improvements, parking strategies and signing improvements; and,
- Review and comment on the outcomes of other related committees and how they impact on the subject areas.

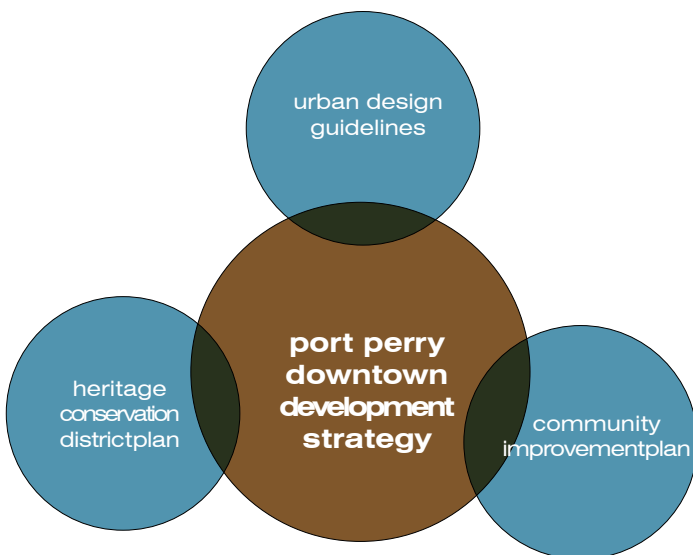
In addition to the establishment of the Downtown Task Force, the Township initiated an Official Plan Update in January 2007. Within the context of that project, the Township will be reviewing its Downtown, commercial, environmental, sustainability, urban design and community improvement policies.

Discussions with the Heritage Scugog Committee over recent years and as part of the Downtown Task Force have included reviewing options for designating historic buildings in the Downtown or designating a Heritage Conservation District under the Ontario Heritage Act. The BIA is also interested in exploring designation as an option for preserving the character of its area .

The combination of these related studies and considerations resulted in a decision by the Township to prepare this comprehensive Downtown Development Strategy for Port Perry. The Strategy coordinates and integrates the three distinct elements of a Heritage Conservation District Plan, Urban Design Guidelines and Community Improvement Plan into a single document, as shown in the diagram below. This document will be used as the basis of subsequent implementation plans and public works projects for the Downtown.

The Strategy was developed through an extensive process, featuring a three-day community consultation workshop. It also reflects and builds on the findings of previous studies related to the Downtown, including the Water Street - Lake Scugog Waterfront Community Improvement Plan (McDermott and Associates, 1989) and the Port Perry Business Improvement Area Study (O'Brien and Associates, 1991).

The Study Area for this Strategy includes all of the area designated as the Main Central Area in the Township of Scugog Official Plan.



2 historical context

Port Perry (1877) Source: Historical Atlas of Ontario Country



In 1848 Peter Perry began laying the plan for a new town near the location of a former native village known as Scugog Village. The townsite was named Port Perry in 1852 and incorporated as a village in 1871. Queen Street is the traditional commercial centre of Port Perry, running west from the shore of Lake Scugog towards the Port Perry hill. Initially, development in the area was concentrated in the nearby community of Prince Albert. However, by the 1860s Port Perry had emerged as the commercial and economic centre for the Township of Reach.

In 1871 the Port Whitby & Port Perry Railway company opened a new route connecting the towns of Whitby and Port Perry by rail. By 1877 the line was extended to connect to Lindsay. The developments stimulated new business and industries to develop in Port Perry, many based around agricultural and resource products. The success of the railways also led to the erection of significant public buildings including the Town Hall at Queen Street and Simcoe Street. In 1996 the Town Hall was recognized by the Historic Sites and Monuments Board as being a site of national historic significance in the history of the town. In addition to the new public buildings, the town experienced a surge in the development of large private residences, many of which still exist today.

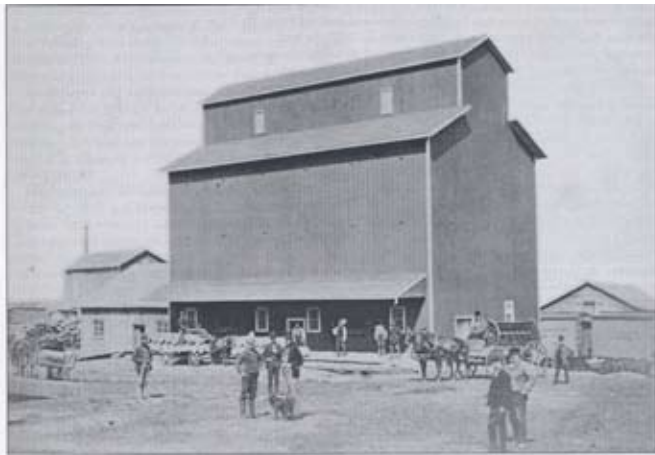


Port Perry (July, 1884) Morning after the downtown fire



In the fall of 1883 and spring of 1884 accidental fires effectively erased the earlier wood frame buildings that fronted Queen Street. The lone exception to the destruction was the Curry grain elevator located north east of the intersection of Water Street and Queen Street which still remains today. In place of the earlier wood buildings new construction would be of brick with fire walls separating each building. Construction on the new Downtown commenced soon after the 1884 fire and has left Downtown Port Perry with a unified streetscape of two-storey Victorian commercial buildings.

During World War I and II Port Perry grew very little, however the end of World War II brought new development to the town and opened new commercial areas outside of the traditional core. Water Street and the Highway 7A corridor developed between the 1950s and 1980s as a series of auto-oriented strip malls which broke with the tradition of the Queen Street area.



In 1974 with the development of a new regional level of government, the Village of Port Perry was amalgamated with Cartwright, Reach and Scugog Townships to form the new Township of Scugog within the Regional Municipality of Durham.

3 existing conditions

Location and Geography

The Township of Scugog is situated in the north-easterly portion of Durham Region and is thus on the outer edge of the GTA. It is within commuting distance of major employment areas to the south in Oshawa, Pickering, Whitby, Ajax, Markham and Toronto. Lake Scugog is perhaps the most significant geographic feature in the Township and next to Lake Simcoe is the largest water body in the GTA. Port Perry is the largest urban centre and has full municipal water and sewer services. The southerly third of the Township is entirely within the Oak Ridges Moraine resulting in very attractive rolling landscape with large areas of forests and wooded valleys interspersed with farmland. The northern part of the Township is primarily farmland or wetland.

Demographics

According to Statistics Canada, the Township of Scugog has a population (2006) of 21,500 people and grew by 6.3% between 2001 and 2006. Port Perry is the largest community with a population of about 8,500 people. There are a number of smaller hamlets in the Township, which comprise about 17 percent of the total population of the Municipality. The largest hamlet is Caesarea (population 1,000) followed by Blackstock (population 740).

The Township's population is aging. In 2006, the median age was 42.8 years with approximately 83% of residents over the age of 15 and about 15% over the age of 65. By comparison, in 2001, the median age was 39.7 years with approximately 80% of residents over the age of 15 and 13% over the age of 65. An aging population has consequences for the type of housing stock required, the nature of services frequented and the incidence of disability.

There are a total of 7,705 private households (2006) in the municipality. This represents an average household size of 2.7 people.

Map of Port Perry in a Regional setting



Development and Employment Trends

In combination, the location and geography make the Township of Scugog a very attractive place for people to live and work. In recent years, residential development has proceeded at a rate of about 120 units per year, the majority of which have been single detached units. There has also been a considerable increase in industrial development in the large employment area at the west end of Port Perry. However, the ability to provide sewage and water services will influence the rate of growth in the future and impacts the opportunity to attract major industries that require full services.

Port Perry is a rural service centre, providing retail goods and services to residents of the Township, as well as portions of the other rural municipalities in north Durham, Uxbridge and Brock, and to a limited extent, residents of northern Oshawa and Whitby. Recent market studies indicate that the retail businesses in the community service a population of about 33,500.

The entire Main Central Area includes over 400,000 square feet of retail and service uses. Queen Street has developed as a significant tourist destination that combines a quaint historic building infrastructure with a unique and eclectic collection of retail uses and services. Residential uses within the Main Central Area are located primarily on second and third floors above the retail uses.

The streets parallel to Queen Street, North Street and Mary Street, have developed as secondary commercial areas where service uses and offices dominate over retail uses, and some residential uses exist. A number of conversions of residential uses to service related commercial uses, spas and bed and breakfast uses have occurred recently on Mary Street. Similarly, Perry Street has experienced conversions to service commercial and office uses.

Business Improvement and Marketing

The Downtown Port Perry Business Improvement Association (BIA) includes approximately 110 business owners in the core of Port Perry and has eleven board members who direct the operation. The BIA shares a part-time co-ordinator with the Township of Scugog and the Chamber of Commerce. The 2007 budget of the BIA is \$130,000. Major financial expenditures include marketing (42%), advertising (31%) and administration (23%). Funding is derived from area landowners according to their share of the established budget based on gross floor area.

The Scugog Chamber of Commerce represents about 150 business owners throughout the Township, including the Downtown. The purpose of the Chamber is to promote all businesses within the Township.

Port Perry Study Area,
Business Improvement Area





Traffic and Parking

The most critical transportation issue affecting Downtown Port Perry is weekend traffic on Highway 7A. Highway 7A is a major link between the northern part of the GTA and Peterborough/Kawartha area and, as such, is heavily used during the summer months. Heavy volumes of traffic combined with numerous commercial and residential entrances, and connections with local streets, particularly in the Old Simcoe Road area result in traffic line-ups sometimes kilometres long.

Downtown Port Perry has many parking spaces in relation to the uses and size of the community. Through this Study it has been estimated that there are approximately 2,300 parking spaces within the Study Area. These spaces provide parking for approximately 225,000 square feet of commercial space and perhaps 100 residential units within the core area. Compared against the parking standards in the current zoning by-law for the Township, the Downtown area has a sufficient supply of parking, although some feel it is not proximate enough. There are also concerns that the largest off-street parking lot on Mary Street is not entirely under municipal ownership.

There has been some discussion about the need to have parking on Queen Street. The store owners believe that it is critical to the well being of their businesses that people can quickly stop in proximity to the business. Commercial area parking is also shown to benefit store owners by providing a comfortable, safe environment for people on the sidewalk.

The Township is beginning to define areas for the parking of tour buses coming to Downtown at the Scout Hall and Boat Launch. It would be advantageous for tour bus operators to be more aware of defined loading and unloading areas, as well as these bus parking places.



Location of existing off street parking in the study area



4 public consultation

The framework for the Downtown Development Strategy was derived during a three day workshop held in May 2007. The workshop provided residents, business operators, land owners, Township Staff and Council members an opportunity to participate in the evolution of the Strategy.

The workshop enabled the consulting team to begin to understand the complexity of conditions in Downtown Port Perry while working right in the study area as they were developing preliminary ideas. The workshop was staffed with about 5 members of the consulting team who prepared the framework for the Strategy over the course of the workshop.

Each day of the workshop included studio time for the consulting team, sequential working sessions with Township Staff, the Downtown Task Force, the BIA/Chamber of Commerce, various interest groups and open public sessions each evening. The intent was to enable all participants to join the team every day to review their work as it progressed. If participants were unable to attend the workshop at the pre-assigned time, they were welcome to drop by at any time to talk individually to a member of the team.

The focus of the first day of the workshop was to gain an understanding of existing conditions. The day began with a site walk along the waterfront and Queen and Mary Streets with community representatives. During the evening, working in small table groups, participants were asked to brainstorm and list the key attributes of Downtown Port Perry. The following are some of the attributes:

- focus of community activity
- strong BIA and Chamber of Commerce
- resident owned buildings
- caring and helping community
- active and involved community groups
- key facilities such as the Library and Pool



- key services such as the Municipal Office and Post Office
- recreation activities
- gazebo
- late 19th century buildings
- Old Mill
- distinctive heritage architecture and scale of the streetscape
- view down Queen Street to the lake
- Trent-Severn system access via watercraft
- pleasing vistas in many directions
- waterfront green space and the lake
- mix of retail uses and opportunities
- accessibility to cultural facilities
- Queen Street lights in winter

- small town spirit
- unique shops
- functional and provides services (post office, banks, grocer, butcher, dentist, lawyer, hardware, bulk food, library, art and culture)
- very defined (framed by architectural landmark building; there is a sense of arrival)
- free parking
- isolation from heavy traffic
- good public signage

The following diagram was presented at the workshop as a way of illustrating the key values reflected in the attributes.

Key values of Port Perry



Preliminary urban design direction for Downtown Development Strategy



Based on the conversations with workshop participants on the first day of the workshop and the team's initial observations, the diagram on the facing page illustrated the preliminary direction for the Strategy:

1. Distinguish the two commercial areas focused on Queen Street and Water Street.
2. Focus areas of recreation activity on the waterfront in a sequence of active and passive precincts.
3. Enhance the focus of cultural activities on the waterfront with the Scugog Memorial Public Library and Latcham Centre.
4. Provide pedestrian connections to the waterfront that link with Queen, Mary and Casimir Streets.
5. Provide a continuous water's edge trail.
6. Continue to restore the habitat and natural features of Lake Scugog and its connecting water courses.
7. Promote opportunities to improve accessibility.

Map of Opportunities for change in the Port Perry community, as identified by participants



On the first day, participants were also asked to “brainstorm” and map potential opportunities for change in the community. The team consolidated the opportunities identified by three table groups onto the one map of 46 initiatives, shown on the facing page and described below. The initiatives cover a range of opportunities from enhancements to open space and improved pedestrian connections to redevelopment opportunities. These ideas were then reviewed, revised and modified to develop preliminary design concepts for Downtown.

On the second evening of the workshop, participants were asked to review and comment on a preliminary concept plan and sketches that described some key directions for the Downtown Development Strategy. Comments were collected on the plans that were then revised on the third

day of the workshop. The drawings as presented on the final day of the workshop are included in Chapter 7.

Building on the input received through the workshop, a draft Downtown Development Strategy was developed and presented to Township Council on November 5, 2007 prior to releasing the document for comment. During the public commenting period, the Township received 14 submissions from agencies, interested groups and individuals on the draft strategy. Submissions were also received from the Scugog Accessibility Advisory Committee and the Heritage Scugog Committee. The comments were reviewed and, where appropriate, addressed in the recommended Downtown Development Strategy, which was approved by Township Council on March 31, 2008.

List of Opportunities for change in the Port Perry community, as identified by participants

1. Connect parking and reduce access to Highway 7A near old Canadian Tire
2. Build a green roof on Reids Independent Grocer to help reduce runoff
3. Redevelop with a building that defines the gateway to Port Perry
4. Enhance Gateway to historic Downtown Port Perry (signage, landscape treatment); change timing of pedestrian signal to allow more time to cross
5. Consider potential stormwater treatment facility
6. Relocate ball diamond(s)
7. Pursue infill development at Burnham House site
8. Consider need for guidelines to control setbacks, height, scale, parking
9. Use parking lots to help control stormwater runoff
10. Remove angle parking on Water Street
11. Consider opportunity for mixed use development on the LCBO site
12. Reorganize parking and enhance landscape, or parking garage
13. Improve backs of buildings
14. Create an enhanced public place in front of the Post Office, perhaps include an information kiosk or public washrooms
15. Close vehicle lanes from Queen Street to rear parking in favour of green space and pedestrian access
16. Enhance intersection of Queen and Perry Streets
17. Reorganize parking at marina
18. Allow allotment gardens in park
19. Reconfigure beach near the playground to create a sand box contained by a low wall at the water's edge
20. Provide gas and other services for snowmobiles
21. Expand library with views to the water; minimize noise with video rentals in library, perhaps combine with art gallery
22. Enhance entrance to Birdseye Park, marina, boat launch
23. Enhance walkway in north end
24. Manage access and provide additional walkways in the wetland in the north end with interpretive sign, lookouts, etc.
25. Redevelop marina, at least store the docks in the winter in a more appropriate location that is not visible from the waterfront park
26. Provide a washroom at the rowing club
27. Provide additional amenities at Birdseye Park (playground equipment, more picnic tables) & water feature
28. Improve washrooms at the pool building
29. Consider redevelopment opportunity
30. Design cohesion along Water Street with coordinated streetscape, built form
31. Improve intersection at North Street/Old Railway Lane and Water Street
32. Link Town Hall to Queen Street and enhance streetscape in front of Town Hall
33. Enhance streetscape of John Street with sidewalk, street trees and defined parking lot, improve visibility from parking lot and reduce conflicts with pedestrians
34. Redevelop Mary Street frontage with mixed use buildings
35. Use Reflection Park & Reflection Pond
36. Pursue environmental restoration of Williams Creek
37. Re-consider traffic flow, parking, sidewalks on Queen Street
38. Consider closing Queen Street temporarily for special events
39. Develop a landmark building at Queen and Water Streets
40. Create a public gathering and meeting place at the foot of Queen Street
41. Retain the Old Mill with alternative use, acknowledge importance of the structure
42. Close the lane behind the Old Mill
43. Place water fountain in the lake
44. Create continuous defined, clearly public waterfront walk
45. Naturalize the shoreline
46. Use parking lot for employees and municipal staff parking, or redevelop the site to include structure parking

Part B - The Strategic 5 strategic issues

Development of the Downtown Development Strategy began with an identification and assessment of key strategic issues that could affect the direction and outcome of the plan. The following issues have been identified through consultation with the Downtown Task Force and members of the public. Some have already been addressed through the on-going work of the Municipality and the Task Force.

1. Port Perry is a destination for many tourists. In terms of tourist destination, Port Perry competes with Stouffville, Unionville, Cobourg and Port Hope and to a lesser extent Uxbridge. In the summer, hundreds of people come to the Downtown for day trips. During special events, thousands come to the community. With the exception of bed and breakfast lodging, there is virtually no other accommodation.
2. Highway 7A is one of the main routes from the GTA to the Peterborough area avoiding Highway 401. Traffic back ups in Port Perry during summer weekends are severe. Highway 7A is a Provincial Highway.
3. Highway 407 ends at the westerly limit of Durham Region, about 20 km from Port Perry. The Province is completing the Environmental Assessment and Planning Study that will see Highway 407 extended through the Region of Durham to Highway 115. Once completed part way through the Region, the highway will be approximately 10 minutes from Port Perry, providing better and faster access to the other parts of the GTA.
4. Concurrent with the extension of Highway 407 is the development of the Pickering Airport by the GTAA. While this project has been under consideration for decades, it would appear that the initial stages of construction of the airport, located just south of the

Township boundary in Pickering, could begin in the next five to ten years. This initiative will bring considerable employment opportunities to the area as well as opportunities for transportation related business.

5. The Township Council has recently approved a significant big box retail development, with a large format Wal-Mart Store in Port Perry. While there is a perception that tourism represents the most significant market for the Downtown, the business owners indicate that the local market is necessary for them to survive as year round operations. Business owners and retailers in the Downtown are concerned about the potential impact of the big-box development on their market and have identified a need to develop a commercial strategy that further identifies their market niche and protects the assets that they have.
6. The interface of the Downtown with Lake Scugog creates an environment that is unique in the GTA and throughout southern Ontario. Enhancing the water situation in Lake Scugog can be directly related to the economic sustainability of the community of Port Perry.
7. The waterfront is seen as the central focus of the community and an important meeting place. The integration of the waterfront park and Water Street with the rest of Downtown is a key element.
8. The community is closely tied through extensive sports and recreational opportunities. The Downtown fronts on Lake Scugog and much of the waterfront area is publicly owned. The Municipality has recently completed a Parks, Recreation and Culture Master Plan.
9. Portions of the Downtown roads, including Perry Street, are not built to full urban standards. This can cause problems for stormwater management, parking and traffic control, not to mention aesthetics. Treatment of the boulevard is of interest from a design perspective.
10. There is concern about pedestrian access and paths through the community particularly when traffic is heavy and parking is in demand.
11. There is a perception that there is insufficient parking for the Downtown.
12. The inability for property owners to provide on-site parking may be hindering infill and redevelopment opportunities in the Downtown. A parking strategy may facilitate new development to occur in the Downtown.
13. Lack of municipal servicing capacity is restricting residential growth in the community. Expansion of the sewage treatment capacity is not anticipated before 2011.
14. The Port Perry Elevator is an old mill located at the foot of Queen and Water Streets. There is some controversy regarding the future of this building. Some people see it as a poorly maintained eyesore having limited function or value. Others view it as a significant historical feature, being the only building that survived the fire of 1884 that otherwise destroyed the Downtown.
15. The Queen Street/waterfront interface also contains a major sewage pumping station, community centre (Latham Centre) and the municipally owned marina. The Township owned library and swimming pool complete the municipal infrastructure where the Downtown core



meets the waterfront and park area. Accommodation of these important infrastructure elements must be considered.

16. Workshop participants identified the need to involve groups of all ages in the development process. They also indicated that environment and energy should be major considerations in any development strategy.
17. Participants indicated that one of the negative features of the Downtown is the presence of the Reid's Independent grocery store in a very prominent location adjacent to the lake. Early concept plans for the site indicated an attractive development proposal that combined condominium residential and a variety of retail uses, with a supermarket. Should an opportunity to redevelop the site present itself, most felt this type of development should be encouraged.
18. Currently stormwater flushes contaminants and sediment off the impermeable surfaces within the Downtown and other locations in the Port Perry Urban Area into Lake Scugog at five locations within the Study Area. With the exception of upstream treatment facilities, Baagwating Park and the natural treatment at the mouth of Williams Creek, the stormwater is draining directly into the lake untreated. This activity is negatively affecting Lake Scugog, as it contributes to plant growth and water quality concerns.

Efforts by the Kawartha Region Conservation Authority, the Scugog Lake Stewards and the Township are helping, but a more comprehensive stormwater management strategy is needed to arrest and remediate this situation. The Lake Scugog Environmental Management Plan being prepared by Kawartha Conservation will help to identify specific actions to be taken around the lake to reduce contamination and better manage water quality.

19. Although the urban form within the Downtown is attractive, walkable and historically significant, all buildings and facilities are not universally accessible. Under the new *Accessibility for Ontarians with Disabilities Act, 2005*, all Ontarians with disabilities will have full access to goods, services, facilities, accommodation, employment, building structures and premises by January 1, 2025. This means that Scugog will need to be fully accessible in 18 years. Methods of providing better access to existing buildings and public spaces need to be explored.

20. Transit service to Downtown is evolving and improving, with regularly scheduled bus service now provided by both GO Transit and Durham Region Transit. Safe and accessible connections with other travel modes, including the Regional Transit spines on Simcoe Street and Scugog Street, and integration with land use and urban form are needed. A transportation activity node is emerging at Curts and Water Streets.

6 heritage conservation district

Introduction



The nature of the heritage character of Downtown Port Perry is contained in both its traditional street grid and architectural integrity. The street grid which was originally laid out by Peter Perry in 1848 reflects the topography of the area and highlights the town's relationship with Lake Scugog. The tight arrangement of commercial and residential buildings within the Downtown core have helped encourage a compact form of development that has contributed to the healthy pedestrian environment and its walkability. The fires of 1883 and 1884 which nearly destroyed the Downtown core resulted in the development of a new Downtown which consists of a number of commercial buildings of similar scale, material palate, and architectural detailing. The integrity of the Downtown has been well maintained for over a century and there are fine examples of late Victorian commercial architecture.

The preservation and enhancement of the heritage character of Downtown Port Perry is one of the fundamental objectives of the Downtown Development Strategy. One of the best ways to achieve heritage conservation is through a Heritage Conservation District designation.

Township of Scugog, Official Plan Port Perry Historic Building Inventory



Why A Heritage Conservation District?

A Heritage Conservation District (HCD) enables a Municipal Council to improve the management and more rigorously guide the future development of particular areas within a municipality that have been identified as having special character.

An HCD may comprise an area with a group or complex of buildings, or a larger area with many buildings and properties. It may also comprise an entire municipality with a concentration of heritage resources with special character or historical associations that distinguishes it from its surroundings.

Heritage Conservation Districts form an integral part of the cultural heritage. They contribute to an understanding and appreciation of the cultural identity of the local community, region, province or nation.

District designation is one of the best ways to ensure that this identity is conserved. The adoption of a HCD Plan as part of the designation process ensures that the community heritage conservation objectives and stewardship will be respected.

There are several benefits to designation including:

a. Enhanced Quality of Life and Sense of Place

Designation allows a community to recognize and commemorate an area that contributes to its sense of place. It provides a process for sustaining the key elements into the future.

During the study and research phase there is opportunity for the community to develop an understanding and appreciation of the community's heritage resources and the strong relationship between patterns of activity, memory, imagination and physical patterns of buildings, streetscapes, landforms, and natural features. Designation allows these resources and relationships to be identified and protected.

b. Cultural and Economic Vitality

Home owners, entrepreneurs, local government and property developers all appreciate the benefits of culturally vibrant and established urban and rural communities. HCD designation contributes towards the development of a rich physical and cultural environment and the promise of continuity and stability into the future. Such places are able to embrace a wide variety of lifestyle options and economic activities while still maintaining physical continuity and social cohesion. These are often attractive areas for commercial, residential and mixed-use investment. In areas where there are heritage incentive programs, Designation offers specific economic benefits to property owners by making them eligible to apply for a grant, loan or tax relief to carry out restoration or conservation work.

C. Healthy Cultural Tourism

There is a strong relationship between HCD designation and cultural tourism. Designation can be used both to encourage and manage tourism activity in rural and urban areas. Designation based on careful historical research and evaluation promotes understanding and appreciation of an area's heritage values and attributes. The development and adoption of an HCD Plan provides the community with an important tool for ensuring the integrity and sustainability of the area's unique cultural resources and for managing the impacts of cultural tourism on the environment.

Although each district is unique, many share a common set of characteristics. These may include:

- A *concentration* of heritage buildings, sites, structures;
- Designed landscapes and natural landscapes that are linked by aesthetic, historical and socio-cultural contexts or use.
- A *framework of structured elements* including major natural features such as topography, land form, landscapes, watercourses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.
- A *sense of visual coherence* through such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.
- A *distinctiveness* which enables districts to be recognized and distinguishable from their surroundings or from neighbouring areas.

Based on an initial review of the Study Area, the area shown below is proposed for a Heritage Conservation District. The final boundaries would be established through the HCD Plan.

Port Perry Study Area
Proposed Area for Heritage Conservation District



Designating a District

In order to designate an HCD under the Ontario Heritage Act, (the Act) the following steps must be taken;

- A sound examination of the rationale for designation, especially for the delineation of boundaries;
- Public participation in the designation process;
- A clear and complete designation bylaw; and,
- A clear and well-publicized HCD plan and policies to manage change in the district to protect and enhance its unique character.

The following provides a more detailed explanation of this process:

Step 1 Request to designate

There is no formal process, but the initial request usually emerges from the Municipal Heritage Committee or local residents or heritage organization. It is then up to Council to decide whether to proceed with a designation. The Act requires the preparation of an HCD Plan as part of every new district designation.

Step 2 Consultation with the Municipal Heritage Committee

The Municipal Heritage Committee (MHC) is essential to help identify heritage objectives for an HCD study and guide the designation and implementation process. The Act requires Council to consult with the committee about any area being considered for an HCD.

Step 3 Official Plan provisions

The Act requires that the Official Plan have provisions relating to the establishment of an HCD. While not required to initiate an HCD study, it is a good time to check if policies allow for district designation. Any amendments to the Official Plan should be carried out early in order to minimize any possible delays.

Step 4 The Area Study and Interim Control

Studies may start informally through volunteer research, university of college students, or local heritage organizations. Subsection 40.(2) of the Act sets out the scope of an HCD study which shall:

- Examine character and appearance of the area including buildings structures and other property features;
- Identify a recommended area boundary;
- Consider recommend objectives of designation and content of HCD plan; and,
- Recommend changes to the Official Plan and municipal bylaws, including zoning bylaws.



Row of heritage buildings along Queen Street



Heritage themed building on Water Street

At this stage, Council can implement:

Heritage Conservation Study Bylaw (Optional)

After Council makes a formal decision to initiate an HCD process they have the option of passing a Heritage Conservation Study Bylaw as a means of informing all property owners in the study area of the commencement of a study.

Interim Control Bylaw (Optional)

Council also has the option of instituting an Interim Control Bylaw to prohibit or set limits with respect to alterations of property within the HCD study district. The purpose of this bylaw is to protect the integrity of the area while a study is underway. The bylaw may only be in effect for a maximum of one year and once lapsed it cannot be renewed within the study district for a period of three years. An Interim Control Bylaw should only be considered where there is a clear and immediate threat to the integrity of the area.

Step 5 Evaluation of cultural heritage resources and attributes

The evaluation of heritage attributes for an urban HCD will usually involve an aggregate of buildings, streets and open spaces that, as a group, is a collective asset to the community. Depending on the size of district and number of properties involved, the examination of an area may require evaluation of each part, or individual property based on a range of data including:

- Historical association
- Architecture
- Vernacular design
- Integrity
- Architectural details
- Landmark status or group value
- Landscapes and public open spaces
- Overall spatial pattern
- Land-use
- Circulation network and pattern
- Boundary and other linear features
- Site arrangements
- Vegetation patterns
- Historic views

Step 6 Delineation of boundary of the study area and potential HCD

Boundary delineation is a critical task during the study and implementation phases of the HCD designation process. Some study areas have an obvious character and a clear set of boundaries. Others are more difficult to define.

The initial research phase can be used to decide the possible boundaries of an HCD.

The final definition of boundaries should come from the findings of the research and the community consultation process.

Step 7 Public consultation on draft HCD plan

Wide-spread public support is fundamental to the long-term success of an HCD. Support can be facilitated by developing clear objectives for designation and communicating them in an open forum where the benefits of designation and the responsibilities that come with it can be clearly articulated. This is especially important to overcome the initial perception encountered amongst many property owners that designation will result in "loss of property rights" or reduction in property value. There should be a clear agenda and timetable for proceeding with the HCD study and well-publicized public meetings at important stages, to allow for comprehensive discussion of the issues with area residents and property owners.

The Act only requires one public meeting before passing of the bylaw to designate the HCD. It is recommended that there be three or more well-advertised public meetings before the draft HCD Plan and bylaw are submitted for public comment at the statutory public meeting.

Step 8 Preparation of the HCD Plan and guidelines

Municipalities are required to adopt an HCD Plan when they pass a bylaw to designate an area as an HCD. The Act requires the Plan to contain the following:

- Statement of objectives to be achieved in designation of area as an HCD;
- Statement of district's cultural heritage value or interest;
- Description of district's heritage attributes and those of properties within the district;
- Policy statement, guidelines and procedures for achieving stated objectives and managing future changes such as accessibility improvements; and,
- Description of external alterations or classes of external alterations that are of a minor nature that an owner can carry out without obtaining a permit.

Step 9 Passing the designation bylaw and adoption of the HCD plan

The Act does not require Council to obtain the approval of a majority of property owners or residents or to demonstrate that there is support before proceeding to pass a bylaw to designate an area as a HCD. Before passing the designation bylaw and adopting the HCD Plan, Council is required to notify the public about the proposed HCD Plan and hold at least one public meeting to discuss the Plan. Following passage of the bylaw, any person who objects to the bylaw can appeal the bylaw to the Ontario Municipal Board. Comments and/or objections to the proposed HCD Plan can be made through oral representations at the municipal public meeting or by written submissions to Council. Persons who did not make representations at the meeting or written submissions on the HCD Plan may be later denied the opportunity to appeal the passing of the bylaw to the Ontario Municipal Board (OMB).

The OMB will usually hold a hearing to consider the objections and will decide whether the appeal should be dismissed or allowed in whole or part. Where the Board allows an appeal, it may repeal the bylaw or amend the bylaw or direct Council to do so. The Board's decision to allow the appeal may apply either to the whole or any part of the area proposed for designation as an HCD. The Board's decision is final and the bylaw comes into effect when all appeals have been dismissed or when the Board or Council amends the bylaw.

Step 10 Registration of bylaw on title

The designation bylaw must be registered on the title of all properties in the HCD when it comes into force so that current and future property owners are aware that their property is within a HCD. The area that has been designated should be clearly defined on a map, or through an up-to-date legal description. Individual properties also need to be clearly identified and legally described to allow a designation bylaw to be registered on title.

Step 11 Notification of passing of bylaw to the Ontario Heritage Trust

Following the passing of the bylaw to designate a HCD and to adopt a HCD Plan, notice of the bylaw and particulars of the HCD must be provided to the Ontario Heritage Trust for inclusion on the Provincial Register.

Step 12 Proposed changes to existing bylaws and Official Plan provisions

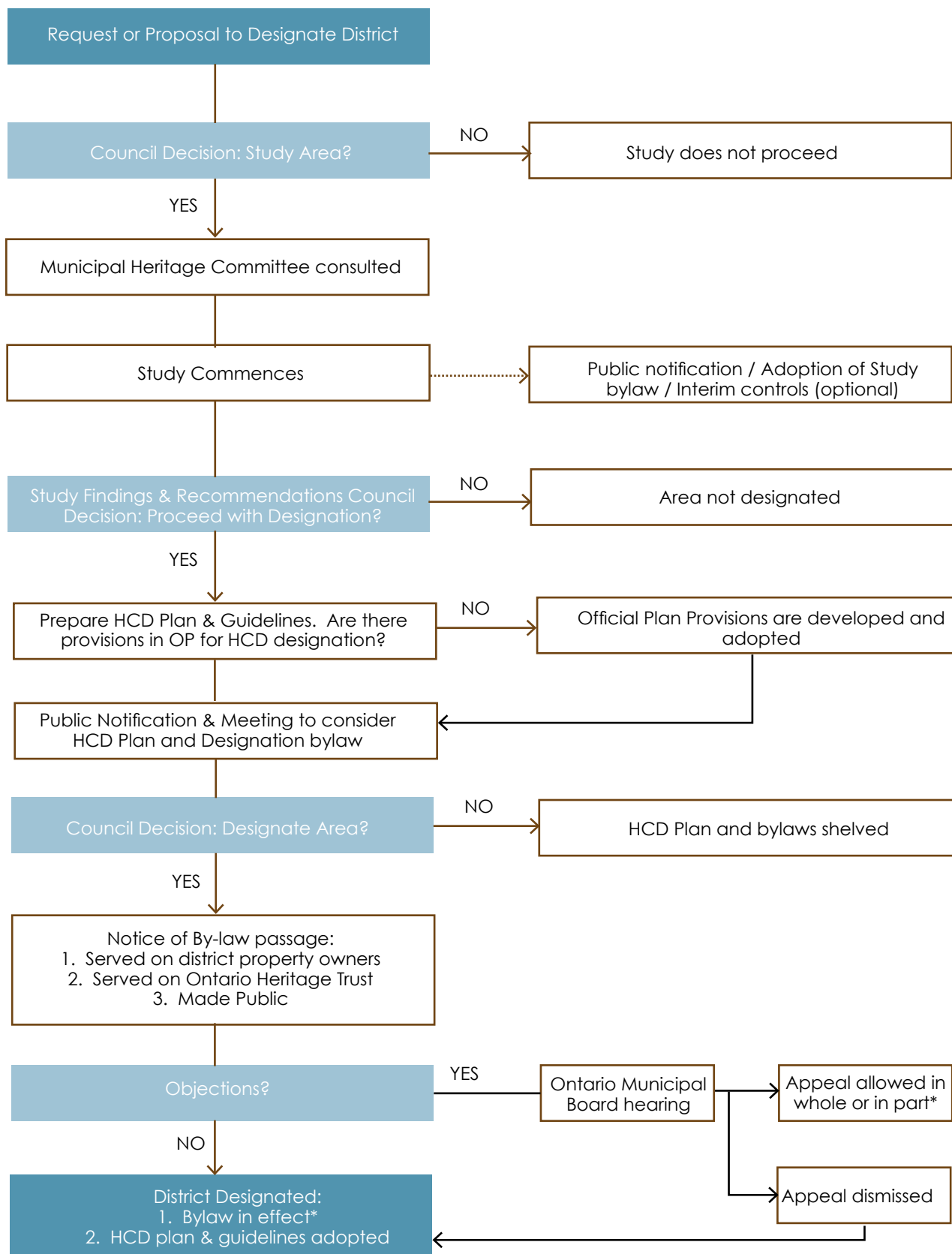
A final requirement of the study process is a list of proposed changes to municipal bylaws and Official Plan provisions. The proposed changes do not need to be exhaustive at the study phase. The study should highlight areas of immediate concern. If a district designation is approved, municipalities should proceed with any required amendments to zoning bylaws and Official Plan provisions to ensure consistency with the HCD Plan.

Step 13 Implementing the HCD plan

The permit application process is the principal mechanism for implementing a HCD Plan. This allows a municipality to exert control over development and other applications to ensure that they will have a beneficial rather than detrimental effect on the character and heritage attributes of the district. A HCD Plan with clear policies and guidelines ensures that municipal decisions making will be based on objective criteria.

The figure on the next page illustrates the designation process pictorially.

HERITAGE CONSERVATION DISTRICT DESIGNATION PROCESS



*N.B. Bylaw may not need to be amended for an appeal allowed "in part"

7 urban design strategy

Introduction

The Urban Design Strategy is the second key output of the Downtown Development Strategy. Through the Urban Design Strategy, the Township can effectively articulate the desired form and appearance of public infrastructure, buildings, places and related appurtenances, like signs, within the Downtown core.

The Urban Design Strategy is a compilation of suggestions by workshop participants, review of background information and the results of observations of the consulting team.

Principles of Urban Design for Downtown

1. Queen Street should be protected, enhanced and maintained but not replicated somewhere else.
2. Historic buildings should be protected and preserved.
3. Queen and Water Streets should be connected through landscape and streetscape elements including street furniture, lamp posts, hanging planters and banners.
4. Downtown Port Perry should be identified with gateways that clearly define the route to and extent of the Downtown area. Gateways could have built and/or landscape features.



5. A consistent approach to signing should be used throughout the Downtown, eliminating backlit signs and avoiding uncharacteristic fonts and sign sizes. Ease of readability and interpretation for people of different abilities should also be considered.
6. Views to the waterfront should be enhanced wherever possible. Lake Scugog should ultimately be visible from the gateway at Highway 7A and Water Street.
7. Pedestrian spaces should be enhanced in a series of locations throughout the Downtown.
8. A central focus should be created to provide a meeting and gathering place for Downtown Port Perry.
9. The water's edge should be visible and publicly accessible with a continuous pedestrian walkway.
10. Streets should be designed to create beautiful public spaces that provide continuous, accessible and safe pedestrian walkways and that also accommodate cyclists, cars and transit.
11. New development should complement the historic character and quality of the original buildings with new buildings that have compatible height, mass, articulation of façades and material.
12. New buildings should be located to define the edge of streets.
13. Downtown is a main street shopping area and as such should give priority to pedestrians.
14. Street trees should not block the views of historic buildings on Queen Street. Lower level planting and flower boxes should continue to be used.
15. Facilities for bus parking and universal access should be clearly identified through signage and pavement markings.
16. The waterfront should become a focus for activities and cultural events that will help to support a vibrant, year round focus for the community.
17. Civic and other institutional uses (e.g. Municipal office, Post Office and library) are critical to the success of Downtown Port Perry and should remain as important anchors for the area.
18. Environmental protection and accessibility should be considered as important elements of any development or redevelopment in the Downtown.





Specific Urban Design Initiatives

The diagram on the facing page is a demonstration plan of the key initiatives in the Strategy that focus on improvements to the Queen Street and Water Street corridors and the waterfront precinct. The numbers identify key components of the Urban Design Strategy that are described below.

1. Trails and Shoreline Restoration

The area at the north end of the Study Area is predominantly a wetland area along a trail on an abandoned rail line. Trails connect to the water's edge and the viewing platforms. Ideally, this trail should be connected to the trails in Palmer Park and a trail head established near Simcoe Street. The trail system should also be extended south and east to Highway 7A, where another trail head should be established. Consideration needs to be given to ensuring these trails are integrated with their surroundings and accessible for users.

Extensive shoreline naturalization has also been implemented in certain locations at the water's edge. Locations are identified for fishing and there are many interpretative signs. This initiative should be supported and continued along the water's edge.

2. Williams Creek

The creek requires restoration to assist with improving the quality of water discharging to Lake Scugog. The creek currently provides some storm water quality treatment. Maintaining vegetation in the channel, removal of accumulated sediment and providing detention areas before the stream discharges into the lake are examples of the strategy to augment this function. KRCA needs to be involved in any alteration to the creek.

3. Birdseye Park

Many participants in the workshop suggested that Birdseye Park be upgraded with additional facilities such as children's play equipment, more picnic tables and benches. An upgraded park would complement Birdseye Pool. The waterfront trail should continue along the naturalized water's edge to provide a connected pedestrian route along the shoreline.

4. Library/Community Centre

Options to expand the Scugog Memorial Public Library have been explored. Ideally, the Township would like to maintain the library in its current location and expand the facility to include additional community facilities, perhaps for both youth and seniors and expanded library operations. The 2003 Mills and Associates study concluded that an expanded mixed-use library building totalling 11,700 square feet would be appropriate. The 2006 dmA Library Needs assessment concluded that a building of 16,000 square feet would be need to accommodate growth to 2026.

A new community centre should also be developed in association with the library. The new community centre would replace the Latcham Centre and include improved facilities such as a community hall and public washrooms. The Latcham Centre would then be removed to open up the waterfront further.

It is envisioned that the complex would provide a transition to the waterfront park.

5. Old Rail Lane Roundabout

The confluence of Old Rail Lane, North Street and Water Street provides an excellent opportunity to develop an attractively landscaped roundabout. The current street pattern is somewhat confusing and the streets are in need of upgrading in this location.



Existing Condition at intersection of Queen Street & Water Street



Streetscape enhancements



Redevelopment of the Old-Mill Building



6. Port Perry Marina

The Port Perry Marina is a very successful operation with 130 slips for transient boaters. The marina offers a full range of marine services including retail uses, fuel and repairs. However, the existing facility is not integrated with its surroundings and its presence on the waterfront could be enhanced. Redevelopment of the marina in the context of adjacent uses should occur.

7. Old Mill Building (Port Perry Grain Elevator)

The Old Mill is an historic landmark in town and an icon on the waterfront. The Urban Design Strategy suggests maintaining the building and restoring it for alternative uses, as shown on the preceding page. Ideas suggested by workshop participants included a shop, restaurant, a small craft brewery or winery as it provides an anchor to the Queen Street retail street and a focus for waterfront related activities. Possible acquisition by the Municipality should also be considered, since it is one of the only waterfront properties not in public ownership.

8. Water Street and Public Square

Water Street needs to be reconstructed to an urban standard with sidewalks. At the same time, a new public square is suggested at the terminus of Queen Street. The square should provide flexible space for a variety of celebrations and events and should include some feature unique to Port Perry. Consideration for pedestrian and service access to the pier must be given during the design process.

9. Expanded Pier

Workshop participants suggested that the pier be expanded to provide additional space to dock boats and to provide a longer viewing platform for waterfront users.





10. Palmer Park

Palmer Park is a very well used municipal park with a gazebo, picnic tables, a children's play area and grass lawns. There is a sand "beach", although access to the water is controlled by large boulders, often limited for health reasons. To further limit swimming in this location, workshop participants suggested that a low wall be constructed at the water's edge with naturalized planting. A water side trail should be clearly marked. Parking is provided in a lot south of Casimir Street. A splash pad would provide water related activities for children in a safe environment.

11. Town/Waterfront Connection

Trail access to Palmer Park is defined and clearly marked at the foot of Queen, Mary and Casimir Streets. Further enhancement to help strengthen the pedestrian connections and crossings of Water Street between the waterfront and the Downtown core should be pursued.

12. Sports Fields

Many workshop participants suggested that one of the ball diamonds be phased out in order to provide more unobstructed open space on the waterfront. This would need to be considered in the context of the Township's Parks, Recreation and Culture Master Plan.



13. Restoration of Water Channel

The Scugog Lake Stewards have led the restoration of a drainage channel in Baagwating Park to naturalized condition. A new pedestrian bridge was constructed to establish continuity of the waterfront trail. Further restoration efforts should still be pursued.

14. Water Street

Water Street is one of the town's premier streets. It is the gateway to the Downtown and the waterfront. This street should become the waterfront promenade, the urban edge of the Downtown and the transition to the waterfront park. Parking should be relocated to the west side of the street adjacent to retail businesses, leaving room for a wide sidewalk, benches and a double row of street trees.

The west side of Water Street has the full array of development prototypes from strip plazas with front yard parking at the intersection with Highway 7A, to street edge mixed use buildings, to heritage themed buildings near Queen Street. The Urban Design Strategy suggests consolidating driveways and building a significant landscape edge to contain and screen parking at the south end of Water Street.



Riverside Drive in Saskatoon



Existing conditions on Water Street

The photomontage on the next page illustrates possible change in the character of Water Street with the addition of streetscape treatment. Consideration should be given to the type of landscaping provided to ensure maintenance requirements are reasonable and visibility is not impaired.

15. Water Street Gateway

There is an unused parcel of land at the intersection of Water Street and Highway 7A. This site could be enhanced with landscape treatment to provide a gateway to Downtown.

16. Waterfront Grocery Store

In the long term there could be an opportunity to relocate the large Grocery store on the waterfront to a larger site in the community, enabling its current site to be redeveloped with a mixed use or residential development. A key principle for redevelopment must be to maintain significant land at the water's edge for public use and to have buildings that front, face and feature Lake Scugog.



Demonstration Plan of streetscape treatment on Water Street - west side, north of Highway 7A



Existing condition on Water Street



Consolidated entrances & landscaped edges to screen parking





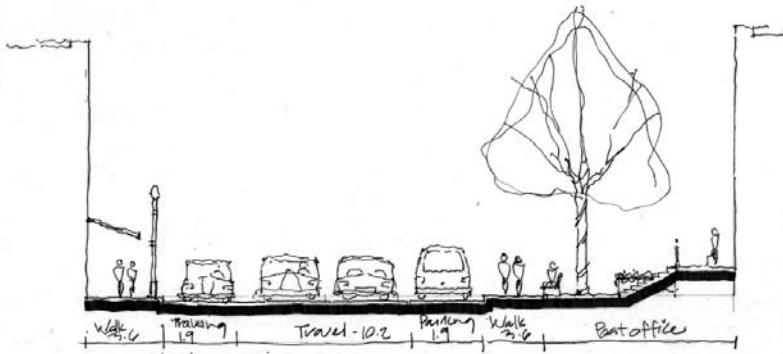
17. Queen Street

Queen Street represents the most appealing attributes of an Ontario main street. It is lined with historic buildings, there are virtually no vacancies, there is on-street and off-street parking available and there is a mix of shops and services. The challenge is to avoid streetscape treatment that screens or detracts from the heritage quality of the street. The urban design diagram on the next page illustrates streetscape improvements focused at key locations such as in front of the Post Office and at the intersections with Perry, John and Simcoe Streets.

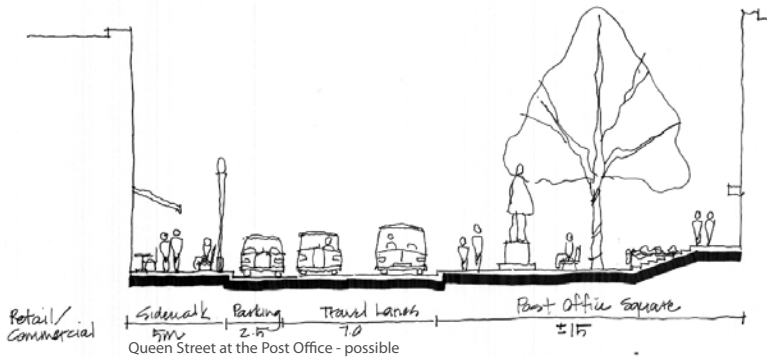
Clearly, there are challenges for providing universal access to the front of the stores due to grade changes. Options for a system of ramps to the front door of shops were illustrated at the workshop. The appropriate resolution will require detailed and site specific study of the conditions at each store front.

During the workshop, there were differing opinions with respect to the need for on-street parking on Queen Street. Some participants felt it should be eliminated in favour of a wider sidewalk, while others felt on-street parking was important for the success of businesses. In an effort to balance competing interests, there may be opportunities to eliminate four or six parking spaces to provide pockets of green space and a wider sidewalk. In addition, more spaces could be converted to disabled parking spaces. Since disabled parking spaces are larger, it would be logical to locate those spaces adjacent to planted pedestrian areas. In addition, the number of parking spaces provided on Queen Street could be augmented by providing special parking spaces for sub-compact cars. This would provide recognition for the eco-friendly vehicles, while providing the owners with preferred parking areas to demonstrate the municipality's support for use of such vehicles.



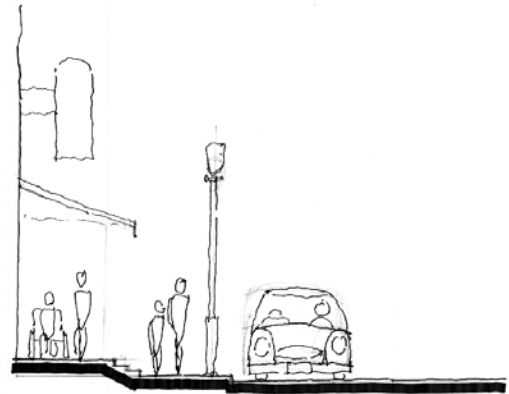


Queen Street at the Post Office - Existing

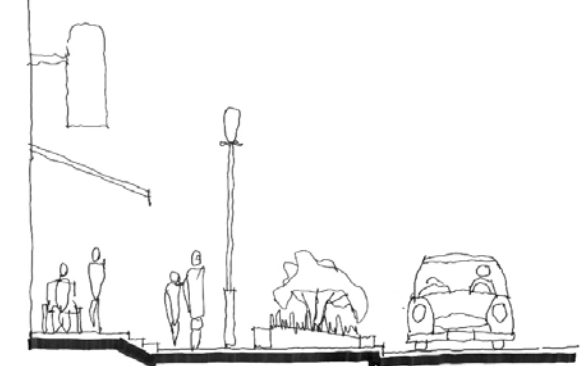


Queen Street at the Post Office - possible

Post Office Square



Queen Street - platform at the storefront to provide universal access to shops



Queen Street - platform at the storefront to provide universal access to shops and widened sidewalk to provide a planting bed at the curb side

18. Post Office Square

An urban square is suggested for the area in front of the Post Office. Special paving that extends across the street and landscape treatment would establish a focal public space on Queen Street.

19. Pedestrian Connections to Parking

Safe interaction between pedestrians and vehicles is important to the well-being of the Downtown area. There are many alleys that provide access to the parking in rear lots. There are alternate points of access from side or parallel streets to rear parking and therefore there may be opportunities to close some of the alleys to vehicle traffic in favour of pedestrian ways between the parking areas and the retail shops on Queen Street.

It is noted that at least one of the alleys provides the only access to the rear of some of the lots used for commercial purposes and parking. It would be difficult to close those access ways without obtaining legal access over abutting properties that are held privately. Essentially, the private property owners do not want the further encumbrance and liability that goes along with granting an easement to other owner's lands.

One of the laneways is owned by Canada Post. Access to the Canada Post parking lot can be obtained through the municipal parking lot fronting onto Mary Street. The other laneway is jointly owned by Canada Post and the abutting jewelry store (Dana's Goldsmithing). Either of the property owners could eliminate the possibility of vehicular access by simply closing their portion of the laneway to vehicular traffic. As of the time of this report the Township has already initiated actions to close this laneway



Alley connection between Queen Street and rear parking



Alley converted to a pedestrian route in Niagara-on-the-Lake

20. Perry Street intersection

Improvements are suggested for the Perry Street/Queen Street intersection. The curbs could be widened to create a safer pedestrian crossing and to define the heart of the commercial core. The roadway in this area may be wide enough to incorporate a feature in the centre of the intersection that would not impede traffic.

21. John Street

John Street requires improvement to enhance its streetscape appeal and its physical condition. Currently, it is a sea of asphalt from the edge of Shoppers Drug Mart to the Sobeys' grocery store. The illustration on this page demonstrates the addition of a continuous sidewalk adjacent to a planting bed with street trees that defines the road, on-street parking and screens off-street parking.



John Street, Existing condition



John Street, streetscape enhancement with continuous sidewalk

22. Simcoe Street Gateway

The west gateway to Downtown is suggested for special treatment that could include a crosswalk, signage and pedestrian scale lighting.

23. Mary Street

The Township has recently upgraded Mary Street to a full urban cross-section. The road reconstruction extends the urban nature of this area, visually and functionally tying it in to the remainder of the Downtown. Extensive tree planting on the right of way and on private properties abutting the right of way, including using larger trees, should be done to compensate for any trees removed during construction. Decorative, pedestrian scale lighting, consistent with the other fixtures within the Downtown should be installed.

24. Rear Building Facades

In several locations within the Downtown, the rear face of the building is exposed to public view. For some people, this is their first up close view of Downtown and influences their perception. The appearance of these exposed rear building facades, especially those structures adjacent to



parking lots should be enhanced. In some cases, this may also afford an opportunity to improve accessibility to the building.

25. Tour Bus Parking

Two separate bus loading and unloading areas are identified: one on Mary Street adjacent to the municipal parking lot and the other in front of the Municipal Office on Perry Street. This second location has the distinct advantage in that it is also adjacent to the Visitor Centre and the public washrooms that would be available for tourists to use.

26. Off-street Parking Lots

A review of the current parking areas in the Downtown core indicated that improved parking layouts could yield 10 to 15% more parking spaces. The Municipality could provide incentives through its Community Improvement Plan to improve the parking layouts within private parking lots in a manner that would increase the overall yield in the Downtown core. This could also include improved landscape treatment and pedestrian connections.

In the longer term, the Municipality should consider the development of a parking structure on its lands behind the current CIBC location, should parking demands resulting from redevelopment warrant its need. The terrain and proximity to the waterfront make this an ideal location to provide additional parking. Funds being generated through cash-in-lieu of parking contributions for Downtown redevelopment will help to finance construction.

27. Stormwater Management and Environmental Design Features

Significant consideration of the environmental impact related to development needs to be given. In Port Perry stormwater management should be a critical design feature given the critical importance of Lake Scugog to the vitality of the Downtown.



The Township should establish a goal that all stormwater be pre-treated before it enters Lake Scugog. Recently, the Township has been examining the use of infiltration swales in conjunction with the stormwater system to provide additional natural infiltration. This will vastly improve the quality of water as it enters the lake. There are also other opportunities to investigate pre-treatment upstream from the stormwater outlets and the use of more environmental friendly operational practices and development features in the vicinity of the lake.

In light of the importance of stormwater management, the Township should undertake a Stormwater Management Master Plan and Class Environmental Assessment to:

- Develop an overall stormwater strategy for stormwater outlets discharging directly into Lake Scugog;
- Give direction for stormwater management rehabilitation projects and new development related initiatives, and the protection of land required for facilities;
- Develop a plan to naturalize the shoreline along the waterfront, considering the existing and future land use needs in the Downtown area. Reducing stormwater runoff into the lake is critical to the health of the waterfront; and,
- Investigate the source of pollutants contributing to the local watercourses and waterfront to determine the most appropriate method of addressing stormwater runoff quality.

The Township should also incorporate water quality design elements in its urban design guidelines and development standards to be used in reviewing all new development proposals.

28. Accessibility

Accessibility should be an important consideration in the construction and renovation of buildings and public spaces within the Downtown. With the *Accessibility for Ontarians with Disabilities Act, 2005*, full access to structures and premises will be mandated by January 1, 2025. Ensuring buildings are accessible also makes good business sense, as the population ages and incidence of disability grow.

In light of these facts, the Township should prepare an Accessibility Transition Plan to complement the Urban Design Guidelines. Relevant illustrations with accompanying text can be provided to act as an example to building owners and the public of how heritage preservation, environment protection and accessibility can work together.

8 community improvement plan

Introduction

A Community Improvement Plan is a planning document that establishes a framework for coordinated improvements and rehabilitation to public and private lands. The document establishes priorities for public works within a defined Community Improvement Project Area and provides policies that will enable the municipality to encourage improvements to private lands through a financial incentive program. These initiatives might take the shape of improvements to lands and buildings, infrastructure works, property acquisition, land assembly, public space, parks and recreation works, signage, streetscape and landscaping improvements. The improvements may be encouraged with the help of incentive-based programs which could include grants, loans, or property tax assistance.

Legislative and Policy Framework

Municipal Act

Section 106 of the Municipal Act prohibits a municipality from providing financial assistance, directly or indirectly to any industrial or commercial enterprise through the granting of bonuses unless it is permitted to do so through a Community Improvement Plan approved under the Planning Act. Therefore, in order for the Township to provide financial incentives to encourage revitalization, it must first approve a Community Improvement Plan.

Planning Act

Community Improvement Plans are governed by Section 28 of the Planning Act. The Act enables municipalities to pass Community Improvement Plans only where there are Official Plan policies in effect that contain provisions for community improvement. The Act requires Council to designate a Community Improvement Project Area by

bylaw and then prepare a Community Improvement Plan. Once the Community Improvement Plan is in effect, the municipality may purchase, lease dispose or improve public lands and may provide grants or loans to help pay for the cost of undertaking improvements.

In 2006, the Planning Act was amended to enable upper tier municipalities, such as the Region of Durham, to approve their own Community Improvement Plans and provide financial incentives similar to lower tier municipalities. The Region is amending its Official Plan to enable this to occur.

Provincial Policy Statement (PPS)

The PPS identifies matters of provincial interest for planning in Ontario. Section 1.1 of the PPS speaks to the desire to develop strong communities with a focus on urban areas. Sub-Section 1.1.7 of the PPS specifically states:

"Long term economic prosperity should be supported by maintaining, and where possible enhancing the vitality and viability of Downtowns and main streets".

The PPS encourages the inclusion of a range and mix of land uses, which create a sense of community and provide increased local stability. The intensification and redevelopment of land is also linked to community improvement because it creates the opportunity to capitalize on existing under utilized lands.

The Provincial Policy Statement encourages healthy, active communities through the planning of public streets, parks and open spaces that are focused on the non-motorized movement of people. Places for recreation and leisure activities become key community assets. In addition, there is a strong emphasis on providing public access to amenities such as parks. Moreover, the need to increase accessibility for persons with disabilities is also stressed.

Township of Scugog Official Plan

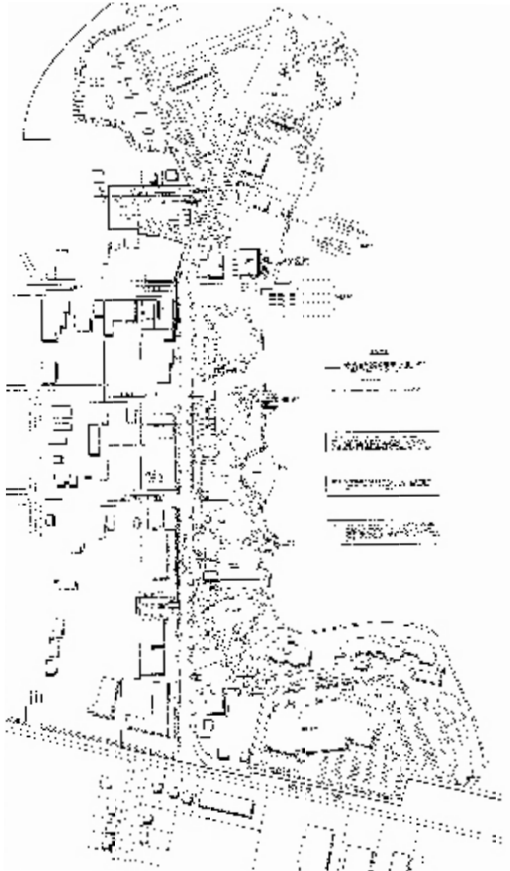
The current Official Plan for the Township of Scugog does not contain specific Community Improvement Policies. In accordance with the Planning Act, relevant policies must be included in the Official Plan prior to the designation of a Community Improvement Project Area.

The Official Plan should establish the criteria for determining the boundaries of the Community Improvement Project Area. The criteria typically outline essential items relating to public health and safety, including areas that have a deficient or inadequate water supply and/or road conditions. The criteria progressively focus on less significant issues such as deficiencies and inadequacies in the availability of recreational, cultural and social facilities and services. Finally, the criteria may also include deficiencies or inadequacies in commercial and industrial areas that relate to cosmetic and necessity issues. For example, streetscape and building façade improvements are cosmetic factors; whereas roads, sewers and watermains are necessity factors.

The Official Plan policies should also deal with phasing of community improvements with regard for their impact on the Township. Specifically, the improvements should not have the effect of significantly impacting the taxes paid by the ratepayers. Funding for the improvements should come from various government sources, service groups and special interest groups wherever possible. Furthermore, the improvements should be completed in a manner that causes the least disruption for the ratepayers.

Previous Community Improvement Plan

In 1989, the Township adopted its first Community Improvement Plan. The Plan was approved by the Minister and the Township received funding of approximately \$375,000 under the Ministry of Municipal Affairs and Housing PRIDE program for a number of projects to improve the Queen Street and Water Street area in 1991 and 1992. It



is noted that there is no longer any provincial funding for these public land improvements.

This Community Improvement Plan was directly entirely at public land improvements and did not include incentives for private lands. Many, but not all, of the improvements were made at the time.

Recommended Community Improvement Plan

The Urban Design Strategy in Chapter 7 of this report provides a number of specific projects that should be undertaken to maintain the character and vitality of the Downtown core of Port Perry. Council needs to review these recommendations and establish a budget for specific municipal and private improvement incentive programs.

Based on the Urban Design Strategy, the Heritage Conservation District Designation and comments received during the public consultation process, the following incentive programs should be considered:

Municipal Project Program

The Municipal Projects Program component of the Community Improvement Plan should focus on initiatives most critical to achieving the overall Urban Design Strategy and facilitating the private component outlined below. The following projects are identified as initial priorities. Further delineation of priorities, timing and cost will be achieved through the implementation plans:

- Create a public square at the terminus of Queen Street;
- Complete the trail system through Palmer Park;
- Construct a roundabout at North Street and Water Street;

- Upgrade Water Street, including underground utilities and landscaping;
- Create an Urban Square at the Post Office; and,
- Modify Queen Street-Perry Street Intersection.

Private Lands and Building Improvement Incentive Program

The development of a Private Lands and Building Improvement Incentive Program requires consideration of the financial resources available to the Township, the coordination of the private activities with public initiatives, and the prioritizing of various program options.

It is important for the municipality to consider the specific improvements that it desires to encourage and then devise a grant program best suited to those specific works. It is noted, that the Township has not previously offered financial incentives to private property owners. Council should establish priorities for each of the programs identified below and, by resolution allocate funding for each program on an annual basis.

The following is a brief summary of grant programs that could be made available by the Township:

a. Building Façade Improvement

Many of the buildings in Downtown were constructed with classic Victorian brick designs following the historic fires of 1883 and 1884. Over the 125 years that these buildings have existed many of the brick façades have deteriorated. Some brick has been painted and, in some cases covered with aluminum or wooden siding. In other cases the brick is simply in poor condition and in need of replacement or repointing.

Façade improvement eligible for funding under the Community Improvement Program should restore these

historic buildings to their original design and construction. Some municipalities provide grants in the \$10,000 to \$15,000 range per building to assist property owners with such rehabilitation and preservation projects, in accordance with approved guidelines.

b. Signs and Lighting

Large backlit signs on storefronts are inconsistent with the heritage of Port Perry. Where these signs exist they reflect an area of advertising through big bright signs, often completely out of character with the Downtown. Fortunately, in recent years, there have been a number of new signs erected in the Downtown of Port Perry that reflect the rich history and architecture of the community.

The current Sign By-law for the Township prohibits new backlit signs in the Downtown. However, there is nothing to compel business owners to replace non-conforming signs. Replacing signs with three-dimensional externally lit signs has a significant impact on the character of the Downtown. It creates signs with character and artistic quality. It also reduces light trespass onto other properties and re-enforces the heritage theme of the Downtown.

Many national retailers will insist on using corporate signs on their properties and buildings. These signs can be designed to meet heritage sign guidelines, as shown at left.

Through Community Improvement Programs in other municipalities, business owners are eligible for grants of up to \$3,000 to replace an existing sign with one that complies with the sign guidelines and bylaw. These grants are typically paid in increments over three years to ensure that funds are not being paid after a business closes or relocates out of the Downtown.



C. Parking Areas and Landscaping

Private parking areas in the Downtown could be considerably improved by providing landscaping on the edges of the parking areas, improving paving and line marking and using permeable pavers, as examples. Landscaping provides a visual buffer as well as a cooling effect by shading pavement. It can also assist in defining the streetscape, particularly on Water Street, as illustrated in the Urban Design Strategy and providing environmental benefits.

Grants for this type of work would typically range from \$4,000 to \$6,000 per property and could be tied to the number of parking spaces in the lot.

d. Other Incentives

In addition to these grants, the Township may wish to consider other financial incentives including:

- Waiving site plan and building permit application fees for developments implementing the Urban Design Strategy and Design Guidelines;
- Providing a Property Tax Increase grant to offset increased property taxes resulting from redevelopment in accordance with the Urban Design Strategy and Urban Design Guidelines for a period of three years following re-assessment; and,
- Offering incentives to property owners to provide off-street municipal parking.

9 implementation

The initiatives recommended in the Downtown Development Strategy will guide the Township's future investment and policy decisions in relation to Downtown matters. However, the Strategy only provides a "blueprint" for future action and will need to be implemented through several mechanisms:

Development Charge By-laws, Annual Current and Capital Budgets and Longer-Term Forecasts

These financial instruments will identify and provide the necessary resources to implement the initiatives recommended in the Strategy.

Amendments to the Township Official Plan

Elements of the Strategy and its implementing documents described below will be incorporated into the Official Plan to provide a statutory basis for implementation. The Strategy serves as a Background Report for the current Official Plan Update and will form the basis for certain amendments to the Plan.

Stormwater Management Master Plan and Class Environmental Assessment

As noted in Chapter 7, a Stormwater Management Master Plan and Class Environmental Assessment need to be completed to detail required actions and costs to improve the quality of stormwater entering Lake Scugog.

Implementing Documents

The Strategy is intended to form the basis for three separate but related implementing documents, being:

- Heritage Conservation District Plan
- Urban Design Guidelines
- Community Improvement Plan

Typically, each of these documents would be supported by a separate background report. Completing the supporting documentation in this manner ensures that each of the subsequent documents will be carried out in a coordinated and comprehensive manner.

The following key steps should be taken in order to ensure that the documents are prepared and implemented by the Council, staff and the property owners of the municipality.

Heritage Conservation District Plan

1. Develop terms of reference for the preparation of a Heritage Conservation District (HCD) Plan and By-law with the Heritage Scugog Committee included as part of the Steering Committee. Engage other local property owners to participate on the Steering Committee.
2. Complete heritage features evaluation, including use of existing inventory and evaluations completed to date by Heritage Scugog Committee.
3. Confirm potential Heritage Conservation District as outlined.
4. Hold Public Open House to review background and draft guidelines and implementation of HCD Plan.
5. Complete preparation of HCD Plan and Guidelines.
6. Hold public meeting and adopt HCD Plan and By-law.
7. Register documents under Ontario Heritage Act.

8. Incorporate heritage conservation policies in Official Plan.

Urban Design Strategy

1. Update Urban Design Guidelines to reflect Strategy.
2. Approve Urban Design Guidelines and direct that all site plans for development and redevelopment be consistent with the Guidelines.
3. Incorporate Urban Design Guidelines and Strategy into Official Plan to enable incorporation as conditions to zoning.
4. Ensure that public works are undertaken in a manner consistent with Guidelines.

Community Improvement Plan

1. Consider Implementation of Community Improvement Policies (Appendix A) as separate Official Plan Amendment.
2. Pass by-law to designate Community Improvement Project Area.
3. Prepare Community Improvement Plan.
4. Hold Public Meeting under S. 28 of Planning Act.
5. Commit financial resources to providing grants and undertake specific public works.
6. Establish Application Review Committee to review funding applications.
7. Use specific projects outlined in the Strategy for long term capital planning.

In addition to these three documents, the Township will need to prepare a Stormwater Management Master Plan and an Accessibility Transition Plan. Both of these documents will help to better define the Downtown Development Strategy.

Implementation Plan

The scope, timeframe and resource requirements for the recommended initiatives need to be further detailed. Township staff will be responsible for preparing this plan.

A Framework for Cooperation

Successful implementation of the Downtown Development Strategy will ultimately depend on the cooperation and active participation of many stakeholders, including the BIA, Kawartha Region Conservation Authority, the Province of Ontario, the Region of Durham, private property owners, local interest groups, the business community and local citizens. The Plan provides a framework for cooperation between these stakeholders and will be used by the Township to guide its input into their activities related to the Downtown.