Preferred Plan
Boat Launch
Birdseye Park
Old Rail Lane
Library
Marina
North St
Water St
Queen St
Lake Scugog
Palmer Park
Kinsmen Beach/Activity Zone
Mary St
Public Park
Casimir St
Water St
Perry St
Joe Fowler Park
Shanly St
Baagwating Park
Curt St
Long-Term Development
Scugog St

Part Three

8 The Preferred Plan

The Preferred Plan brings together components and features from all three concept options in a plan that presents a sound framework for guiding detailed design. The Preferred Plan identifies about 50 component projects that can be used for capital planning and budget setting over the next several years.

Prior to finalizing the Preferred Plan, input was received through three online public workshops held on November 24, 2020, conversations with councillors, and a youth focused workshop.

The following summarizes the Preferred Plan according to the five lenses through which the waterfront has been studied, planned and designed:

Recreation

- Balance of active and passive recreation across the waterfront
- Variety of active recreation for all ages and interests
- Distribution of open space
- Enhanced boating

Arts and Cultural Heritage

- Node for arts and culture in Palmer Park and in the urban square
- Heritage interpretation across the waterfront

Natural Heritage & Hazards

- Shoreline restoration
- Integrate with the Lake Scugog Enhancement Project

Circulation

- Linked trails for pedestrians and cycling
- On-street and off-street parking

Economic Development

- New mixed use development at Water and North Streets, with structured parking
- Cafe/restaurant in new marina /community building
- Long term redevelopment on Highway 7A
- Opportunity for pop-up or seasonal commercial in urban square.

The components of the Preferred Plan are described on the following pages.

North

The north section of the waterfront is envisioned as the focus for boating activity with an expanded marina, improved boat launch, launch for small kayaks and canoes and space for tie up of transient boats. Pedestrian access is improved with a new sidewalk on Old Rail Lane and improved trails through Birdseye Park to connect with the water's edge boardwalk through the marina. Waterside terraces at the library, a new community facility, urban square, together with the Old Mill, will provide a great hub for activities.

Boat Launch

1 Durham Rowing Club shared parking

2 Durham Rowing Club tie up; canoe/kayak launch and rack maintained

3 Fix the ramps, extend/add to the dock, fix paving, add turning area. Ensure open for winter access to lake

4 New year-round washroom

5 Sidewalk on Old Rail Lane

6 Reorganize the parking

Birdseye Park

7 Trail/boardwalk/lakeside promenade (depending on cost and site conditions)

8 Small boat slips

9 Relocated pumping station

Marina

10 Leave existing 3 docks in current location (area to be dredged), expand docks to north

11 New building for marina, seniors, community uses, public washrooms. The building could also include space for a cafe, restaurant and events

12 Maintain waterside walk

13 Maintain/upgrade launch for small boats and add dedicated launch for canoes and kayaks

14 Potential snowmobile access in winter, marina in summer

Library

15 William Lishman sculpture

16 Landscaped terraces, seating area, potential location for public art

17 Reorganize parking and make green, add electric charging stations

Queen Street & Urban Square

18 Special paving to define the urban square as an extension of Queen Street with trees, shrubs, special lighting, steps. Location for pop up/seasonal retail and Farmers Market

19 Potential for Open Streets project

Mixed Use Development

20 New mixed use development with commercial /community uses at grade with residential uses above, existing parking to be replaced

16 *Possibility of building extended terraces with landscape areas along waterfront facing facade of library for seating and waterfront lookout.*

Trail

Trail/Boardwalk

Landscape Terraces at Library

Wayfinding

Small Boat/Kayak/Canoe Launch

Library Parking Lot

Fitness Station

New Community Building

Public Art

Site Furniture

New Community Building

Public Art

Precedents from other communities illustrating possibilities for the components and features of the Preferred Plan

Central

The central portion of the waterfront brings a balance of space for active and passive recreation, cultural events, walking and nature interpretation. Palmer Park is enhanced with a stepped stone wall for seating and viewing events, a new year round children and youth focused activity zone brings young people to the centre of the waterfront, opportunity for active sports is maintained with the pickleball courts, tennis and baseball diamond. New washroom(s) and shelters can be designed as jewels in the landscape providing amenities for all park users.

Palmer Park

21 Create natural stone seating along the slope

22 Maintain existing lawn, trees & gazebo

23 Change to lay-by parking; create a new sidewalk; add street trees

24 Maintain dock for transient boat tie up, with repairs/replacement within 5 years

25 Remove concrete wall and naturalize the shoreline with a combination of armour stone and planting

Kinsmen Beach/Activity Zone

26 Expand the children's play zone to adventure play area enhance the water play area

27 Create a youth focused zone to include court surface areas (skateboard, basketball, climbing wall, roller blading or seating areas)

28 Potential to use the youth zone for winter skating area

29 Natural seating along the slope

30 Walkways

31 Lawn, Trees, Picnic Areas

32 New washrooms/change rooms/lockers, possibly combined with upgrading existing shelter south of pickle ball courts

33 Maintain winter access to lake

Joe Fowler Park

34 Maintain south baseball diamond

35 Maintain existing tennis courts with no bubble for winter use

36 Update existing washroom/clubhouse building or build new washroom/club house with new pavilion

37 Add two pickle ball courts (possibly four courts depending on interest)

38 Add planting to newly created green space

Baagwating Park

39 Maintain existing trails, rock terrace, incorporate public art, interpretive information

36 *Possibility of upgrading the existing washroom/club house to create a more appealing park amenity.*

The Preferred Plan illustrates the south baseball diamond and tennis courts remaining with the north baseball diamond removed and transformed into a multi-sport youth focused area. Prior to removing the north baseball diamond, Town staff will:

- Review the demand for baseball facilities
- Undertake a facilities review to determine current capacity based on demand
- Determine upgrades that could be made to existing facilities to accommodate demand
- Confirm whether a new/relocated baseball diamond is required
- Confirm the location of a new/relocated diamond, if required.

Stone Seating in Palmer Park

Activity + Play Area

Permanent Washroom

Space for Events: Movies

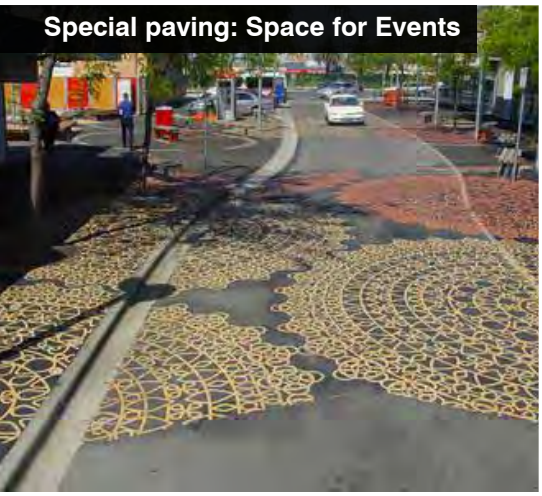
Activity + Play Area

Permanent Washroom

Space for Events: Festivals

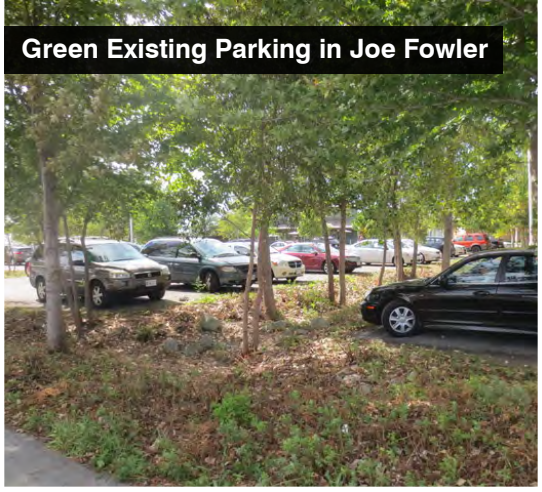
Activity + Play Area

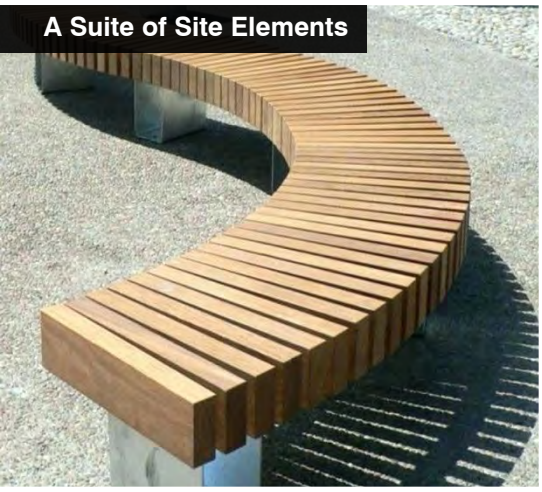
Seating & Gathering


Special paving: Space for Events

Adventure Playground

Seating & Gathering





Precedents from other communities illustrating possibilities for the components and features of the Preferred Plan

South

The southern portion of the waterfront provides an important green link along the water's edge from Palmer Park, along the soon to be created wetland, to Highway 7a. It is the southern gateway and identifier of Port Perry's waterfront and includes clearly defined public access. Direction is provided to guide the long term redevelopment of lands on the north side of Highway 7a (Scugog Street), and along the west side of Water Street when and if owners choose to consider redevelopment with buildings and uses that front, face and feature the waterfront.

Potential Views/Pedestrian Connections

Public Park (Township owned land)

40 Lake Scugog Enhancement Project

41 Fishing piers

42 Trails

43 Remote control model planes

44 Waterfront wayfinding and signage

Long-Term Development (Privately owned land)

45 Mixed Use with active at-grade commercial/retail uses along the street

46 Landmark/Gateway building. Long term redevelopment along the west side of Water Street

47 Connected Public Streets with lay-by parking

48 Courtyard Development (Active Street Wall, Internalized Service/Loading/Parking)

49 Possible transit stop with lay-by

Important urban design principles to guide long-term redevelopment

- Public streets should define development blocks
- Buildings should be located to create street walls, frame the public realm, similar to Queen Street
- Buildings should have active, at-grade uses on the ground floor with residential above
- Public access should be provided to and along the water's edge
- Buildings should be designed to front, face and feature Lake Scugog
- Landmark buildings should be provided at major corners and to create a gateway to the community / the downtown

Public access should be provided to and along the water's edge

Commercial/retail uses on ground floor with residential above

Preferred Plan

9 Order of Magnitude Costs

Order of magnitude construction costs were estimated for the Preferred Plan based on rough area calculations and industry standard unit costs. Costs exclude the shoreline enhancement project, streets, curbs, lay-by parking, site servicing.

Final construction costs will be subject to confirmation of development program, detail design, site conditions, level of green/LEED development standards to be achieved and time of construction.

These construction costs can be used for rough budget setting purposes.

Recreation

- North boat Launch
- Washrooms at North Boat Launch
- New dock(s) / dredging at marina
- Birdseye park boardwalk trail
- New pickle ball courts
- Skating trail
- Youth area / hard surface courts
- New washrooms in the central area at playground/splash pad, youth area,
- Upgrade/new washrooms/club house adjacent to south ball diamond/tennis
- Play / Water Play Facility
- Site Furniture

$1.2 - $4.0 mil

Arts & Cultural Heritage

- Landscaped library terraces
- New community building
- Urban square

$3.0 - $12.0 mil

Natural Heritage & Hazards

- Shoreline naturalization
- Soft landscaping
- Greening of parking lots

$0.8 - $1.2 mil

Circulation/Signage

- Waterfront promenade/trails
- Sidewalk along Water Street

$0.5 - $1.0 mil

Operating costs were also estimated to determine the additional operating costs for the municipality as a result of the Waterfront Action Plan recommendations, over and above what is currently being spent in the area. The major areas in which these will be incurred will be:

- **regular maintenance of the asset** (such as grass cutting, landscape maintenance, snow removal, painting, graffiti removal etc.) – most of the elements of the Preferred Plan will require some regular and on-going maintenance – some, like shoreline rehabilitation, will be relatively small-scale and low cost, while others, like the new community centre, may be significant
- **dedicated staffing** (if required) – it is possible that some of the elements of the plan will require some staffing support at certain times (e.g. the North boat launch, supervision of the pickle ball courts, programming initiatives in the urban square, etc.) – in most cases this will likely represent simply an extension of the duties of existing staff, but at some times there may be a need for some additional staff complement
- **utility costs** - utility costs as well may be an additional operating cost for certain elements of the plan such as additional lighting, animation of water features, heating of buildings such as the new community centre, etc.
- **policing and security** – some elements as well may require additional policing and security costs
- **asset replacement** (typically involving setting aside a certain amount each year for eventual asset replacement) – because this aspect of operating cost can easily be ignored from one year to the next by property owners and managers, it can result at times in unexpected and large capital costs – it is good practice to consider it as an aspect of operating cost

The table opposite shows which of the major elements of the preferred waterfront plan will involve each of these different types of operating costs.

It is difficult at this point to estimate specific operating costs associated with each of these items, other than very broad generalizations. For example, maintenance costs for trails and sidewalks can range from $500 to $1,500 per km, depending upon the state of upkeep, frequency of maintenance, etc. A specific estimate for the Port Perry waterfront plan would need to specify these parameters, as well as the total length of the new trails and sidewalk network, their phasing, etc. At the high level of generality of the plan at this point, it is not possible to estimate these costs with any meaningful precision.

Another example would be asset replacement. For example, over the short, medium and long term, the plan is estimated to have a total capital cost of between $5.5 to $17. 2 million. With this, a typical asset replacement approach might be to put away 2% of this amount – assuming a 50-year life cycle – for eventual capital replacement each year **(see note**). This would imply an 'asset replacement cost' of between $110,000 to $350,000 per year. However, it is unlikely that the municipality would choose to do this.

One important point to keep in mind is that the Port Perry waterfront is arguably the most visited and iconic location in the entire Township. Accordingly, efforts spent at beautifying and maintaining the area to the highest standards should be seen as an investment in the overall image and brand of the overall municipality, rather than just a cost. This philosophy should be top of mind as the overall plan is implemented.

Area	Specific Element of Plan	Regular maintenance costs	Staffing costs	Utility costs	Policing & security	Asset replacement
Recreation	North boat launch	■	possibly	■	■	■
	Washrooms at North Boat Launch	■		■	■	■
	New docks and dredging	■				■
	Birdseye park boardwalk trail	■		■	■	■
	New pickle ball courts	■	possibly	■		■
	Skating trail	■		■	■	
	Youth area/hard surface courts	■	possibly			■
	New washrooms (central area)	■		■	■	■
	Upgrade/new washrooms/club house	■		■	■	■
	Water play facility	■		■		■
	Site furniture	■				■
Arts & Cultural Heritage	Landscaped library terraces	■		possibly		■
	New Community building	■	■	■	■	■
	Urban square	■	possibly	■	■	■
Natural Heritage & Hazards	Shoreline naturalization	■				
	Soft landscaping	■				
	Greening of parking lots	■		possibly		■
Circulation/Signage	Waterfront promenade / trails	■			■	■
	Sidewalk along Water St.	■		■		■

Table showing which of the major elements of the preferred waterfront plan will involve operating costs

Note:
The logic of this is as follows: if a capital asset has a 50-year life expectancy, then 2% of its original capital value should be put into a fund each year so that at the end of the 50 years, 100% of the value of the asset is available for its replacement. (The growth in value of the asset management fund through the accumulation of interest is expected to keep pace with whatever increase in construction costs is seen over the period.) Of course, the reality is that in 50 years' time innovations in construction will have occurred, new materials and technology will be available, etc., so most municipal managers, especially in the early life cycle of a new asset when it tends to be functioning well, tend to ignore asset replacement. But time has a way of catching up with us all, which is why some (maybe even most) municipalities are now facing huge deferred maintenance and replacement costs for key physical assets. So we mention this here as a good management practice, but with little real expectation that the municipality will actually consider asset replacement as a legitimate operating expense in the first decade of the plan being implemented.

Economic Benefits of Preferred Plan

10 Economic Benefits

Economic Development

1. Redevelopment of Parking Lot 5
2. New Marina / Slips
3. New Community Building
4. Long-term Private Development

There are two categories of economic benefit that will accrue to the Township of Scugog through the types of development envisaged in this Waterfront Action Plan. The first category is benefit that will flow **directly** to the Township through the sale of land or other assets, and the on-going incremental tax revenues associated with additional development in the community. The second type of economic benefit will be the economic impact associated with construction and additional tourist and visitor activity in Port Perry. This second type of benefit is **indirect** to the Township, as it does not flow directly into the Township's coffers, but rather helps keep existing businesses sustainable, which in turn are able to pay taxes to the Township.

At this high-level stage of the planning process, it is not possible to state explicitly what the exact dollar value of these benefits will be, but it is possible to indicate their approximate order-of-magnitude. Subsequent more detailed planning of the specific projects envisaged in the plan will enable more precise estimates to be made as estimates of the size, operation and timeframe of the projects becomes known.

Direct Economic Benefits to the Township

Several key projects will result in significant economic benefit to the Township. These are:

Redevelopment of Parking Lot 5: The redevelopment of Parking Lot 5 will create direct benefits to the Township in two ways: the first is from the sale of the lot to a private developer, and the second is the tax benefits that will accrue to the municipality from the development of that lot.

Sale of the lot: The size of the lot is almost exactly 1 acre in size. Comparison with similar essentially vacant commercial lots in other communities in downtown areas suggests a land value of between $1 million and $1.5 million for the site. In this situation the site would likely be affected by the requirement to maintain the existing number of parking spots on the site (likely through underground parking), so this requirement may nudge the value of the site towards the lower end of the range. In any event, sale of the site will result in some significant cash infusion to the municipality.

Development of the Site and Resulting Tax Revenues: The second aspect in which this site will directly benefit the municipality will be through the development of the site and the resulting taxes generated. For example, assuming a 6-storey development with a 2,200 square metre floorplate, with the bottom two stories commercial and 4 stories of residential development above, the resulting tax benefits could be on the order of $100,000 annually. The actual

redevelopment on the site will likely differ from this scenario, but this does illustrate the general order-of-magnitude of the benefit available.

New Community Building: The new community building envisaged will be a municipal building on municipal land, so it will not generate direct revenues through the sale of land, nor will it generate tax revenues as it is a publicly owned facility. However, as it will contain event space as well as the new Senior's Centre, meeting rooms and other public space, it will be a highly attractive and central facility for a variety of community and private events. The Township can expect that this facility will generate an income stream from these events. A very preliminary and high-level order-of-magnitude estimate of this revenue stream would be to assume one rental per week. For a new state-of-the-art facility (assuming attractive design, the latest presentation technology, and high quality user amenities) a price point of $1,000 per rental is not unreasonable when compared with other event venues in the Region of Durham. Over the course of a year this facility could be expected to generate an income stream of in the order of $50,000. There will be operating costs as well for the community building that need to be taken into account, so this will not all be 'net profit' that will accrue to the municipality. (In fact, the operating cost for the entire community building will be in excess of this revenue amount generated.)

Long-term Private Development: The Waterfront Action Plan also envisages that, in the longer term, there may be redevelopment of the lands to the southern end of the study area. These are all private lands so there will be no direct cash influx to the municipality when they are turned over. However, assuming they are redeveloped to a higher and better use that at present, with some mix of commercial and residential development, the municipality can expect to see additional tax revenue generated, in a similar manner to what is expected with Parking Lot 5. It is too early to speculate on the size and form of this future development, but these benefits should be recognized.

Indirect Economic Benefits to the Township

The redevelopment and improvement of Port Perry's waterfront will benefit the overall business community directly, as well as the municipality indirectly. Greater expenditure in the downtown will result from the various construction projects being undertaken (a one-time benefit) as well as the influx of additional visitors (both land-based and water-based) that can be expected on an on-going basis as a result of the more attractive facilities and events in the waterfront area. This additional expenditure benefits local businesses directly. But indirectly, the municipality also gains as these local businesses are better able to be sustainable, and thus pay their annual business and property taxes. Also, in a very indirect and unmeasurable way, the brand image of Port Perry will be enhanced, making this very attractive rural community near to the GTA a highly desirable location in which to live and invest.

> **Marina Expansion:** As an example of the order of magnitude of the various projects anticipated is the expansion of the existing marina, catering to growing demand (the 2020 season, for example, was the busiest ever, and growth in the market is expected due to both population growth in the local and GTA markets, as well as the increased attraction of boating as an activity, stimulated in response to the pandemic in 2020 but expected to continue). Assuming the development of an additional 40 slips (which is one possibility that has been considered) the additional economic benefit that could be generated in the community could be in the order of $90,000 annually.

To the extent that other facilities and activities envisaged by the Waterfront Action Plan attract more visitors into the community, these expenditure benefits will increase.

Once more specific plans for certain projects are formed, it will be possible to undertake a more definitive assessment of the economic impact of the plan. This approach could use the provincial Economic Impact Model (TREIM) to determine the economic impacts of both the one-time construction elements of the overall plan, as well as the annual operating aspects.

Phasing of Preferred Plan

11 Phasing

Within 5 years

- Rebuild picnic shelter
- Upgrade north boat launch
- Reorganize parking lot at north boat launch
- William Lishman sculpture
- Sidewalk on Water Street
- Palmer Park washroom
- Sidewalk on Old Rail Lane
- Trails

When north ball diamond is removed:

- Remove one off street parking
- Add pickleball courts
- New splash pad
- Hard surface ball court/skating trail
- New/upgraded washroom/storage area

With relocation of the pump station

5-10 years

- Washrooms at the north boat launch
- Urban Square
- Stone terraces in Palmer Park
- Re-organize parking at library
- Build waterside terraces at library
- Expand marina
- Explore partnerships for redevelopment of lot at North and Water Street

10+ years

- New Marina/Community Uses/Senior's Centre
- Shoreline enhancement in Palmer Park
- South end redevelopment

TOWNSHIP OF Scugog

#MyWaterfront

Port Perry Waterfront *Action* Plan

The Planning Partnership

TCI
Baird