



Staff Report

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Report To:	Planning and Development Committee		
Date of Meeting:	May 16, 2022	Report Number:	PDS-026-22
Submitted By:	Ryan Windle, Director of Planning and Development Services		
Reviewed By:	Rob Maciver, Deputy CAO/Solicitor	Resolution#:	
File Number:	PLN 15.17	By-law Number:	
Report Subject:	Waterfront Strategy Terms of Reference		

Recommendations:

Option A:

1. That Reports PDS-026-22, FSD-020-22, and any related delegations or communication items, be received;
2. That Staff be directed to cancel the Request for Proposal (RFP) referenced in Report FSD-020-22;
3. That all interested parties listed in Reports FSD-020-22 and PDS-026-22, and any delegations, be advised of Council's decision.

OR

Option B:

4. That Reports PDS-026-22, FSD-020-22, and any related delegations or communication items, be received;
5. That the proposal received from Dillon Consulting Limited having the lowest price meeting all terms, conditions and specifications of RFP2022-1 be awarded the contract for consulting services for the Clarington Waterfront Strategy Report;
6. That Staff work with the Consultant to finalize the project Terms of Reference to ensure appropriate focus and priority be given to the Bowmanville Harbourfront Waterfront area;
7. That the funding required for the Clarington Waterfront Strategy Report in the approximate amount of \$175,000 be funded from the Development Charges General

Government Reserve Fund (\$157,500), the Consulting/Professional Fees Reserve (\$10,000) and the Tax Rate Stabilization Reserve Fund (\$7,500), and

8. That all interested parties listed in Reports FSD-020-22 and PDS-026-22, and any delegations, be advised of Council's decision.

Report Overview

The Waterfront Strategy consulting contract is the first comprehensive update since 1992 and builds on Clarington's successes while aligning with other relevant plans including the Clarington Strategic Plan, Official Plan, the 2020 Lake Ontario Shoreline Management Plan and active transportation initiatives. It will set out the vision for the next thirty years.

Clarington's shoreline stretches for 34 kilometres along the edge of Lake Ontario, the three urban areas are growing towards and along the lake. Courtice, Bowmanville and Newcastle have their own identities and aspirations for updating the vision for how new development can incorporate sustainability and resilience, barrier free access and deliver high quality built form and parks. The entire waterfront is a major tourism attraction and cherished resource for the citizens of Clarington.

The Waterfront Strategy will incorporate the opportunities presented by the plans being created for the Courtice Waterfront Plan and proposed Port Granby Nature Reserve. This consulting contract is for the preparation of concept plans for the Bowmanville and Newcastle waterfronts and an integrated plan across the entire waterfront which is connected by the Waterfront Trail and linked back into the urban cores by the local trail systems.

1. Background

- 1.1 Report FSD-020-22 sought to award the contract for the Waterfront Strategy to Dillon Consulting Limited and approve the additional funding required to complete a comprehensive update to the Waterfront Strategy.
- 1.2 Upon consideration of Report FSD-020-22 on May 2, 2022, a Council Resolution (#C-111-22) was introduced as follows:

"That Staff be directed to cancel the Request for Proposal (RFP) referenced in Report FSD-020-22; and

That Staff be directed to re-issue and the RFP for the Waterfront Strategy Report consultant services to focus on the Bowmanville Harbour."

Upon further discussion by Council, Resolution #C111-22 was referred, and the following direction was given to Staff through Resolution #C-112-22, as follows:

"That the foregoing Resolution #C-111-22, be Referred to Staff to report back to the May 16, 2022, Planning and Development Committee meeting to include, in the Terms of Reference, a special focus on the Bowmanville Waterfront and report on the additional resources needed in order to accomplish this."

2. The Waterfront Strategy Terms of Reference


- 2.1 The full Request for Proposal (RFP) can be viewed at  [Waterfront Strategy \(PLN15.17\)](#).
- 2.2 As noted in FSD-020-22 a pre-bid meeting was held on March 11, 2022, to provide an overview of the accomplishments resulting from the 1992 Waterfront Strategy. Both the previous Waterfront Strategy and the recording of the pre-bid presentation can be accessed at the link provided above.
- 2.3 As outlined in the RFP, the consultant is to provide at a scale of 1:1,000 concept plans for the continued/future development of the Port Darlington/Bowmanville waterfront and Bondhead/Newcastle waterfront. In addition, the consultant is to incorporate (“fold-in”) the work by other consultants for the Port Granby, and the Courtice waterfront and the completed Secondary Plans to provide a 1:20,000 scale plan for the 34.5 kilometres of waterfront in Clarington. The scale denotes the level of detail that is anticipated for these concept plans.
- 2.4 The questions and issues to be addressed for the Bowmanville Waterfront (**Figure 1**) through this project are, at a minimum, as follows:
- When the leases on the West Beach cottages expire in December 2023 what are the future plans for the lands?
 - How are the additional lands along West Beach Road going to be tied into an overall park concept?
 - With the new owner of 125 Port Darlington Road (formerly Wiggers) what is the possibility of resolving the future of the Port Darlington Harbour Company Lands (east side of Bowmanville Creek) with municipally owned properties along Port Darlington Road?
 - How will the Village Commercial lands, owned by the Municipality, be integrated with the overall park development which it is meant to serve?
 - How can future dredging of the channel be addressed to ensure continued access to the boat launch?



Figure 1 – Bowmanville Waterfront lands

2.5 The issues to be addressed for the Newcastle Waterfront (**Figure 2**) through this project are, at a minimum, as follows:

- The park design of the lands recently and about to be turned over from the developer along the lake, shown below, between the Pollution Control Plant and west pier.
- The integration of the repairs to the west pier scheduled for 2023/24 with the works to be carried out by the private marina operator along the channel (erosion repair).



Figure 2 – Newcastle Waterfront Lands

- 2.6 Regarding the Courtice Waterfront, a detailed conceptual design is being prepared for the lands anticipated to become a municipal-wide park by the consultant for the Courtice Waterfront and Energy Park Secondary Plan, (Urban Strategies Inc. with assistance from MBTW). The plans would be folded into the overall 1:20,000 concept plan to ensure they are part of the overall vision for the waterfront. This requirement was clearly articulated in both the Waterfront Strategy RFP and the Courtice Waterfront consulting contract. The consulting teams know each other well and are committed to working jointly to achieve this. The concept plan is under development and will be going to a public information session later in June. This combining of the overall plans is desirable as it minimizes duplication of effort and allows for the Courtice Waterfront area to also be considered in the context of a comprehensive plan for the entire waterfront, which in Staff's opinion represents good planning.
- 2.7 The surplus federal Port Granby Project lands, being discussed with Atomic Energy Canada Ltd. for turnover to the Municipality have an overall concept plan previously endorsed by Council as per [PSD-032-15](#). This concept plan would be folded into the overall concept plan as well. The professional involved in the development of the Port Granby Project landscape design plans is the project manager at Dillon.
- 2.8 As part of the RFP, the consultant is required to prepare a market analysis to address the tourism and recreational potential of the Clarington waterfront. Urbanmetrics (a sub-consultant to Dillon) will provide an economic and market impact assessment of the proposed waterfront concept plan. This deliverable will consider both the economic and fiscal benefits anticipated from an enhanced waterfront experience, across all of the major open spaces, including the Waterfront Trail and private amenities. The assessment will address the financial advantages for Clarington of pursuing a waterfront plan that supports the needs of local residents, while at the same time attracts new users (and visitor-related investment) along the lake.
- 2.9 Also, the RFP and consulting team includes consideration for any potential works that may require an Environmental Assessment (EA). At this point it is not known if the recommended developments will require an EA, however, it is prudent to follow the necessary EA process for Stage 1 and 2 of an EA, should there be requirement need for one in the future. This does not necessarily add any additional cost as the requirements can be worked into the methodology at the front end of the process. It is a prudent step to include upfront.
- 2.10 The RFP included a phased approach to the study such that the consultant could provide costing for each phase and was required to provide a Gantt Chart (time task breakdown) outlining which professionals will be responsible for each task and the time required to complete. The outline of the work plan phases and requirements as set out in the RFP is shown in the following table:

Project Phase	Focus	Details	Requirements/Deliverables
Phase 1	Listen & Learn	<p>Prepare for Engagement</p> <p>Background Resource Review</p>	<p>Robust strategy to engage community, stakeholders, and Indigenous communities/organizations</p> <p>Review of waterfront history, development and on-going planning activities, relevant studies and Council directions, and recent community engagement (i.e., from other ongoing Secondary Plans)</p>
Phase 2	Vision Development	Initial Concept Development & Public Engagement	<p>Design Engagement /Charrette</p> <p>Vision (including programmatic elements) and conceptual design development at both the detailed level and overall.</p> <p>Communication with public, stakeholders and Indigenous communities and organizations about the vision and conceptual design</p> <p>Review of development guidelines</p> <p>Review of environmental considerations to comply with applicable laws/regulations</p>

Project Phase	Focus	Details	Requirements/Deliverables
Phase 3	Preliminary Design Concepts	Preliminary design concepts for Newcastle/Bond Head, Bowmanville/Port Darlington and Courtice municipal-wide parks	Development of conceptual plans to finalized design plans Cost estimates Phasing Plan
Phase 4	Design Guidelines & Standards	Drafting design guidelines and standards	Drafting design guidelines and standards Construction phasing schedule, EA requirement schedule Financial estimates for various phases and potential funding sources Detailed listing of development steps for each section of the Waterfront
Phase 5	Presentation of Recommendations	Community, Stakeholder & Indigenous peoples review	Community, Stakeholder and Indigenous Communities/Organizations Review Council Presentation

2.10 Key Deliverables for the Waterfront Strategy set out in the RFP were to include (but are not limited to) the following:

- a. Background information on study area history and background information, site conditions and constraints.

- b. A summary of community, stakeholder and Indigenous feedback and participation in the planning process together with a summary of the issues and key learnings. The Concept Plan will make reference to an extensive engagement and communications process involving community members, business community representatives, art and culture groups, ratepayers, special interest groups, Municipal staff, community leaders and public/regulatory agencies.
 - c. A descriptive vision statement to guide the Waterfront Strategy including detailed future land use and concept plans informed by input obtained through the engagement process and consultant technical review.
 - d. An active transportation network plan to address access and circulation, accommodating the needs of surrounding sites, improving connectivity within the community and adjacent neighbourhoods as well as the broader Clarington community.
 - e. Public infrastructure requirements to implement the future concept plans, including road networks, servicing, pedestrian and cycling components, public art and the amenities associated with the public realm.
 - f. Economic and market assessment of the proposed large-scale concept plan; and
 - g. A detailed implementation plan outlining next steps and resources required. The implementation steps will identify the range of strategies and options together with timing and associated costs as well as project priorities based on input obtained from the engagement process.
- 2.11 The final Terms of Reference for the Project shall be agreed to with the Consultant. The Terms of Reference may include additional recommended actions or areas of study from the Consultant, based upon their expertise and experience. In this respect, Staff will work with the consultant to ensure that appropriate focus and priority is given to the Bowmanville waterfront area. Staff would also note that Council will have the opportunity to guide the strategy in this respect throughout the process through public engagement events and reviews of draft concepts plans.

3. Concurrence

This report has been reviewed by the Deputy CAO/Treasurer and the Director of Public Works who concur with the recommendations.

4. Conclusion

- 4.1 In Staff's opinion the existing Terms of Reference for this project provide sufficient direction regarding focus on the Bowmanville Waterfront while at the same time guiding the preparation of an updated comprehensive strategy and would appropriately set a long-term plan and priorities for all of Clarington's Waterfront.

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- 4.2 If there are additional items Council would like added to the Terms of Reference beyond the issues noted in Sections 2.4 and 2.5 and already articulated in the Terms of Reference staff are available to meet with members to gather their concerns and input. Staff have suggested additional language to be added to the original recommended motion to award the contract. If there any additional costs to be incurred, Planning and Development Services will include a request in the 2023 budget.
 - 4.3 It is respectfully recommended that Council award the contract for RFP 2022-1 to Dillon Consulting Limited having the lowest price meeting all terms, conditions and specifications as outlined in the Terms of Reference for the Clarington Waterfront Strategy.
 - 4.4 That the funding required for the Clarington Waterfront Strategy Report in the approximate amount of \$175,000 be funded from the Development Charges General Government Reserve Fund (\$157,500), the Consulting/Professional Fees Reserve (\$10,000) and the Tax Rate Stabilization Reserve Fund (\$7,500).

Staff Contact: Faye Langmaid, Manager of Special Projects, 905-623-3379 x2407 or flangmaid@clarington.net

Attachments:

Not Applicable

Interested Parties:

List of Interested Parties available from Department.