

Staff Report

If this information is required in an alternate accessible format, please contact the Accessibility Coordinator at 905-623-3379 ext. 2131.

Report To:	Planning and Development Committee	
Date of Meeting:	September 30, 2019	Report Number: PSD-041-19
Submitted By:	Faye Langmaid, Acting Director of Planning Services	
Reviewed By:	Andrew C. Allison, CAO	Resolution#:
File Number:	COPA2018-0003, PLN34.5.2.64	By-law Number:
Report Subject:	Community Vision for Jury Lands, Urban Design Master Plan + Design Guidelines for former Ontario Boys Training School and WWII Prison of War Camp 30 – Amendment No 121 to the Clarington Official Plan	

Recommendation:

1. That Report PSD-041-19 be received;
2. That the Official Plan Amendment No. 121 (Attachment 1) be approved;
3. That the Region of Durham Planning and Economic Development Department and the Municipal Property Assessment Corporation be forwarded a copy of Report PSD-041-19; and
4. That all interested parties listed in Report PSD-041-19 and any delegations be advised of Council's decision.

Report Overview

The Jury Lands, Bowmanville / Special Policy Area F: Urban Design Master Plan + Design Guidelines and Official Plan Amendment No 121 (Attachment 1) is presented herein for approval. The lands are bounded by Lambs Road, the CPR tracks, Soper Creek and Concession Street East. The central portion of the property has significant cultural and historic value to the residents of Clarington, the Province of Ontario and the Country of Canada.

A Municipally initiated Official Plan Amendment statutory public meeting was held in September of 2018. Most people in attendance were supportive. The Municipality has been working with the owners, Lambs Road School Property Ltd. (Kaitlin Group and Fandor Homes) and Far Sight Investments Ltd. (Schickendanz) to outline the development principles. The Jury Lands Foundation are poised to assist with the re-use of the buildings and interpretation of the site.

The Municipality retained DTAH to prepare a community vision as outlined in the Official Plan, Special Policy 16.7 to set out how the central portion of the campus is to become a municipal wide park. The Master Plan also sets out urban design and architectural guidelines for the development. A presentation by the consultant of the Urban Design Master Plan + Design Guidelines for Special Policy Area F was provided at the June 3, 2019 Planning and Development Committee meeting.

1. Proposal Details of Special Policy Area F

Proposed Official Plan Amendment

1.1 The Municipality proposes to:

- Amend Section 16.7 of the Official Plan regarding Special Policy Area F Camp 30 to make reference to and implement The Jury Lands, Bowmanville/Special Policy Area F Urban Design Master Plan + Design Guidelines;
- Identify a Municipal Wide Park on the former campus lands (see Attachment 2) and designate Urban Residential lands for approximately 700 residential units;
- Provide for mid-rise residential uses concentrated along Lambs Road and near the Concession Street East intersection; and
- Recognize the cultural heritage, national and local designations of the six buildings and ring road of the former campus.

1.2 Special Policy Area F is bounded by Soper Creek on the west, the CP railway tracks on the north; Lambs Road on the east and Concession Street East on the south.

- 1.3 The total land area with Special Policy Area F is 48.05 hectares.
- 1.4 Special Policy Area F is mostly located within Built Boundary.

2. Background

- 2.1 For a brief history of the Boys Training School, Camp 30, alternate uses and milestones since the site was vacated in 2008 see Attachment 3. The land area is made up of two parcels 42.62 ha (105 acre) parcel owned by Lambs Road School Property Ltd. and the northern 5.42 (13.4 acre) owned by Far Sight Investments Ltd. The ownership is outlined on Attachment 2.
- 2.2 In 2009 Lambs Road School Property Ltd. applied for an Official Plan amendment to move the Community Park from the northwest intersection of Lambs Road and Concession Street East northerly to the location of the historic buildings; they sought to redesignate the community park area as Urban Residential with a Medium Density Residential Symbol. In addition subdivision and zoning applications were submitted for the former community park location (Area 1 of Attachment 2).
- 2.3 In 2016, as part of Official Plan Amendment No.107, the entire area was designated as Special Policy Area F and the community park shifted from the northwest corner of Lambs Road and Concession Street East to the northeast corner. In addition the policies of Special Policy Area F called for the development of a community vision. The land use designation for the central campus was reserved until this work was completed.
- 2.4 Early in 2017, the Municipality retained DTAH to develop an overall community vision for the urban design and architectural guidelines of development sites and concept plan for the former campus as municipal wide parkland including the integration and re-use of the heritage resources. Based on the work of DTAH and Goldsmith Borgal & Company Ltd. Architects the six buildings and their setting within the ring road were designated under the Ontario Heritage Act Part IV in January of 2018.
- 2.5 The Jury Lands, Bowmanville/Special Policy Area F - Urban Design Master Plan + Design Guidelines were prepared to:
 - a. Provide a Master Block Plan, detail land use, recommend urban design guidelines and related policies;
 - b. Implement the provisions of Special Policy Area F, the Local Corridor and other policies contained in the Clarington Official Plan; and
 - c. Determine the future uses of the heritage buildings and municipal-wide park.

- 2.6 In December 2018, the owners applied for demolition permits for the six historical buildings. The demolition applications have not been withdrawn but the demolition permits have not been issued.

3. Land Characteristics and Surrounding Uses

- 3.1 The property at 2020 Lambs Road is culturally and historically significant at a local, provincial and national level. The past uses of the site, as a Boys Training School and Prisoner of War Camp, and the Prairie style architecture of the buildings in a campus setting, are historically significant and unique. The Historic Sites and Monuments Board of Canada has recognized the significance of the uses and the architecture by designating the property a National Historic Site, essentially the central campus lands as shown on Attachment 2.
- 3.2 The surrounding uses are as follows:
- North CPR tracks and farmland which is outside the urban boundary.
 - South Draft approved 541 unit residential plan of subdivision, currently subject to an application to increase to 610 units (by Far Sight Investments Ltd of 309 singles and 301 townhomes).
 - East Future urban residential lands subject to the Soper Hills Secondary Plan.
 - West The Soper Creek valley and residential subdivisions dating from the late 1990's.

4. Provincial Policy

Provincial Policy Statement

- 4.1 The Provincial Policy Statement identifies settlement areas as the focus of growth. Land Use patterns shall be based on densities and a mix of land uses that efficiently use land, resources and infrastructure.
- 4.2 Significant built heritage resources and cultural heritage landscapes shall be conserved. Planning authorities can permit development and site alternation on adjacent lands to designated heritage properties where the proposed development demonstrates that the heritage attributes and designated property will be conserved.
- 4.3 Healthy and active communities should be promoted by planning public streets to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity. Compact and diverse developments promote active modes of transportation such as walking and cycling.
- 4.4 The proposed Official Plan Amendment No. 121 (Attachment 1) is consistent with the Provincial Policy Statement.

Provincial Growth Plan 2019

- 4.5 The majority of the subject lands are within the defined Built Boundary. Population and employment growth will be accommodated by directing a significant portion of new growth to the built up areas through intensification and efficient use of existing services and infrastructure. The development of complete communities is encouraged by promoting a diverse mix of land uses, a mix of employment and housing types, high quality public open spaces and easy access to local stores and services. The Growth Plan establishes minimum residential targets. The future subdivision applications will have to demonstrate their consistency with the Growth Plan.
- 4.6 The Provincial Growth Plan, 2019 requires decisions made by Council conform to the Plan. The Growth Plan continues to reinforce and provide stronger policies to guide growth in consideration of:
- Making use of existing infrastructure;
 - Addressing traffic congestion in the GTA;
 - Avoiding the environmental impacts of continued urban sprawl, and impact to natural resources;
 - Avoiding low density and automobile dependent development;
 - Accommodating an aging population and providing more varied housing unit types and affordability; and
 - Supporting the Province's commitment to its Climate Change Action Plan.
- 4.7 The proposed Official Plan Amendment No. 121 conforms to the Growth Plan, as confirmed by the Region of Durham.

5. Official Plans

Durham Region Official Plan

- 5.1 The Durham Region Official Plan designates the lands as Living Area. Lands designated Living Area permit the development of communities incorporating the widest possible variety of housing types, sizes and tenure to provide living accommodations and address various socio-economic factors.
- 5.2 Development applications in Living Areas must consider having a compact built form, including providing intensive residential and mixed uses along arterial road and transit routes. Consideration must also be given to urban design, pedestrian connections, grid pattern of roads, and the availability of services and infrastructure.

- 5.3 The Region's Official Plan establishes a framework for Regional and Local Corridors. The Region's Official Plan identifies and maps Regional Corridors, and provides policy direction to local municipalities for designating Local Corridors in local Official Plans.
- 5.4 Local Corridors are mixed use areas, planned to support frequent transit service. Local Corridors make connections to Regional Centres (i.e. Downtown Newcastle, Downtown Bowmanville, Bowmanville West Town Centre). Local Corridors support a long term density target of a minimum of 30 units per gross hectare, and a Floor Space Index of 2.0.
- 5.5 The Region encourages the conservation, protection and enhancement of built cultural heritage resources.
- 5.6 The proposed Official Plan Amendment No. 121 conforms with the Regional Official Plan.

Clarington Official Plan

- 5.7 The Clarington Official Plan seeks to create walkable neighbourhoods and to provide a variety of uses within each neighbourhood that is specific to its context. New neighbourhoods are to provide for a variety of housing densities, tenure and types for all incomes, ages and lifestyles. The Jury Lands are part of the JuryVale Neighbourhood which has yet to be planned as part of the Soper Hills Secondary Plan (Figure A).
- 5.8 The Clarington Official Plan designates the lands as Urban Residential, Local Corridor and Environmental Protection except for the former campus area which has no designation.
- 5.9 The Urban Residential designation shall predominantly be used for housing purposes, providing for a variety of densities, tenure and types. Neighbourhoods are to be walkable, compact, connected and create a high quality public realm.
- 5.10 The lands associated with the Soper Creek valleylands and tributaries are designated Environmental Protection. The limits of the Environmental Protection will be determined through the preparation of studies that will be submitted as part of a development application.
- 5.11 The Clarington Official Plan identifies Lambs Road as a "Local Corridor". Mixed-use buildings, apartments and townhouse units are permitted (height between two and six storeys) with a minimum net density of 40 units per net hectare along the local corridor. The mix between low-rise (between 2 and 4 storeys) and mid-rise (5 and 6 storeys) shall generally be split 80% and 20%, respectively. Corridors are approximately 100 metres deep on both sides of the road.

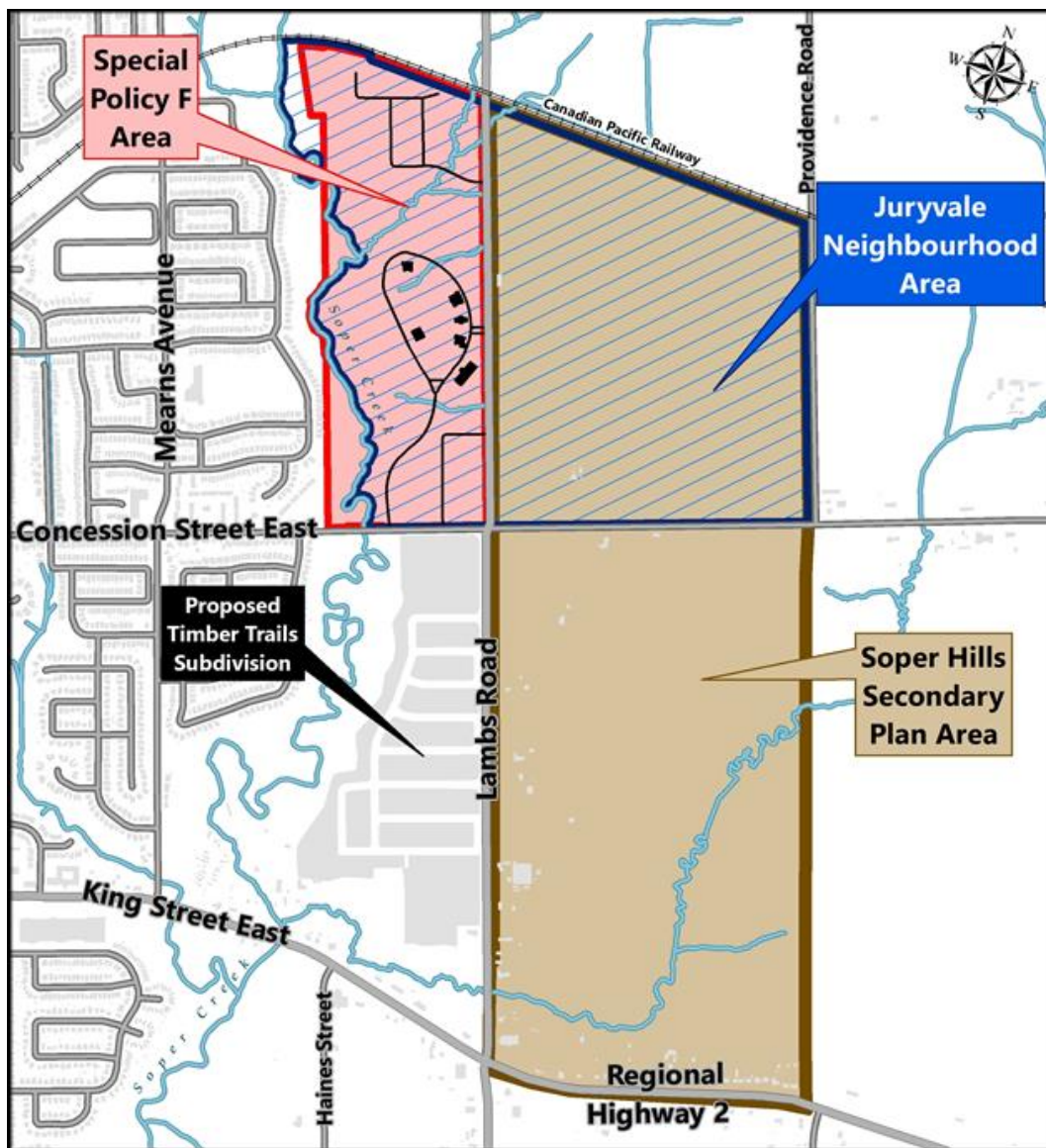


Figure A: Showing Special Policy Area F, Juryvale and Soper Hills Secondary Plan Boundary

- 5.12 As provided in Official Plan Policy (10.6.3) density and built form within Corridors shall:
- Incorporate and be sensitive to existing local character and scale to create a compatible and attractive built form within a distinctive community image;
 - Incorporate measures to protect and enhance the natural heritage system and sensitively integrate them with new development, streetscaping and architectural detail; and
 - Create a public realm that accommodates a range of higher density residential uses, complemented by compatible retail, service and institutional uses.

- 5.13 The subject lands are within the western portion of the Juryvale Neighbourhood (Figure A). The remainder of the Juryvale Neighbourhood is the Soper Hills Secondary Plan area has yet to be completed. Approximately 700 units are recommended for the subject lands on the west side of Lambs Road, bringing the total number of units for the Juryvale Neighbourhood to approximately 2,100 units. The number of units within the Soper Hills Secondary Plan area will further refine the total units for this neighbourhood once the plan is complete.
- 5.14 Neighbourhoods are to be served with neighbourhood parks or parkettes. In the case of Special Policy Area F, the municipal-wide park, valleylands, and pedestrian walkways are meant to be the green infrastructure (in place of traditional parks) that will provide the recreational amenities for the area.
- 5.15 Structures of cultural heritage value or interest are to be conserved, protected, enhanced and incorporated into community design. Development in previously non-built up areas adjacent to cultural heritage resources are required to conserve and enhance the cultural heritage attributes by providing an appropriate transition with scale, massing and character. Urban Design Guidelines are to be prepared for the development of new neighbourhoods containing heritage resources.
- 5.16 The proposed Official Plan Amendment No. 121 will continue to implement the Clarington Official Plan as amended and fulfills the objectives of the Official Plan.

Special Policy Area F – Camp 30

- 5.17 Special Policy Areas are identified in the Official Plan as areas where additional work and policy direction is needed to clarify the intent of the future use of the land within the identified area. The policies in the Official Plan are to be read and used in conjunction with the specific policy direction provide for each Special Policy Area.
- 5.18 The policies in the Official Plan for Special Policy Area F called for the development of a community vision and urban design plan for the long term use of the lands while respecting the nationally designated cultural heritage resource. The study was to set out design principles, architectural control guidelines and a Master Block Plan. In addition, it was to determine the adaptive reuse of the heritage structures and their integration with future land use while ensuring public access to the heritage resources from the surrounding residential neighbourhoods and the Soper Creek trail system. Phase 2 of the Soper Creek Trail was recently completed on the west side of Soper Creek.
- 5.19 The majority (88%) of the Special Policy Area is within the Built Boundary. Development units within the built-up area contribute to the Municipality's intensification targets. The Official Plan policy states that development proposals within the built-up area will be given priority provided that the proposal meets the urban design and sustainability policies of the Plan.

- 5.20 Table 4-3 of the Official Plan describes the predominant building typologies, minimum densities, and heights for lands within the Urban Area. For lands that are “internal to a neighbourhood” the minimum density is 13 units/net hectare and the height of the buildings is to be between 1-3 storeys. This would produce a mix of townhouses, semi-detached and detached dwellings and all are intended to be ground related units. The northern most parcel (under separate ownership) is “greenfield” and therefore subject to higher density at 50 residents and jobs per gross hectare (approximately 17 units/net hectare, however the other provisions are the same. Although this parcel is subject to slightly higher densities, the ground related built form described, can achieve this density.
- 5.21 Lambs Road is a Local Corridor as outlined in Section 5.11 of this report. Local Corridors are intended to be at higher densities (minimum of 40 units/net hectare) building heights are to be between 2-6 storeys and the distribution of built form is to be 80% low rise (2-4 storeys) and 20% mid-rise (5-6 storeys). Mid-rise residential would include mixed use buildings, apartments and townhomes.

6. Public Notice and Submissions

- 6.1 A public information session was held at John M. James School on June 13, 2018 where the consultant, DTAH had display panels explaining the overall Urban Design Master Plan + Design Guidelines. The consultant provided a presentation on the proposed land uses, development framework and building typologies. The consultant and staff fielded questions prior to the presentation in a one-on-one setting and as a general question/answer session following the presentation.
- 6.2 Over 40 people attended the public information session which had been advertised in the local newspapers, on the Municipal website and through social media. The meeting was held concurrently with the Soper Creek Trail, Phase 2 meeting. Notification included all adjacent property owners on Sprucewood Crescent and Guildwood Drive. In addition, the owners of the property parcels affected by Special Policy Area F were notified.

Public Comments

- 6.3 The display panels and presentation have been posted to the municipal website since June 14, 2018 with a request for comments by July 31, 2018. To date comments from the public received have been:
- Retain natural beauty and as many of the historic buildings as practical.
 - Consider wildlife, ecology, natural spaces, protect species at risk.
 - Include community gardens on the site to serve nearby proposed residences.
 - Support for the demonstration garden with produce supplying local eatery.

- The development and building forms appear to be higher in density than adjacent lands and should be less dense and lower in height.
- Provide special event venue space for 100+ people.
- Property has been subject to severe vandalism.

6.4 A draft of the Official Plan amendment for Special Policy Area F – Camp 30 was made available to the interested parties and posted to the website on August 17, 2018 for comment. Based on the comments received a revised Official Plan Amendment has been drafted and circulated to all commenting agencies, property owners and interested parties in August 2019.

Land Owners Comments

6.5 The initial comments from the land owners (November 2018) included:

- The limited range of land uses, density and built form types included in the vision for the Jury Lands, which amongst other matters could have a direct impact on affordability and accessibility;
- There is a lack of clarity on how the integration of the vision for the Jury Lands will work with the vision for the Secondary Plan area to the east, including the creation of a hub at the Lambs Road and east-west street;
- Concern about incomplete information on future process, and associated timing, to implement the vision including opportunities to participate prior to the preparation of statutory documents.

6.6 Staff, the land owners and their consultants have been meeting to work towards a consensus, adjustments have been made both to the proposed Block Master Plan and the proposed policies of the Official Plan Amendment. However, the land owners are not satisfied with the proposed Official Plan Amendment No. 121. Their key concerns (September 2019) are outlined below and addressed in Sections 9.7 to 9.10 and 11.5 to 11.7.

- The OPA directs that development around the heritage buildings is not intended to be seen, however, there are many examples of how new development can be appropriately integrated with heritage resources (e.g. Brickworks). The request is for 6 storey buildings adjacent to Lambs Road in proximity to the Cafeteria, on south and north of the tributary (Areas 2 and 3 of Attachment 2).
- The Clarington Official Plan provides that Priority Intensification Areas have been identified as the primary locations to accommodate growth and the greatest mix of uses, heights and densities. Priority Intensification Areas include Local Corridors. Lambs Road is identified as a Local Corridor.

- Local Corridor policies indicate that the highest densities should be located along the Lambs Road frontage. Given that the width is approximate and that 100 metres along the road is part of the Natural Heritage System, there should be an opportunity to capture density in the northern area of the site. The Municipality is recommending limiting built form to a maximum of 4-storeys north of the 250 metre radius of the intersection of Lambs Road and Concession Street. Concentration of density should be distributed along the entire corridor and 6-storey building heights permitted.
- Northern development area (Area 4 of Attachment 2) the heights proposed by Clarington (1-3 storeys) are not consistent with Provincial or Regional policies. There are examples in other municipalities of higher density development being permitted in isolated pockets. This area should have specific policies that override the general policies of the Official Plan and include mid-rise residential (4-6 storeys).
- The request of the developers is to increase the unit target in Appendix B to 1,100 units from 700 (see below).
- The uniqueness of the site should be recognized.

Urban Area Neighbourhoods	Low	Medium	High	Total
Juryvale*	400-650	300-450	-	700-1100

6.7 In summary, the most significant aspects of the owners submission include:

- Increasing the number of housing units by 400, from 700 to 1100 units;
- Changing the majority of the ground related residential land use designation (Area 4) the block south of CPR to mid-rise residential; increasing the permitted height of the ground related residential in this area to 4 storeys; increasing the permitted height of the mid-rise residential to 6 storeys for Areas 2 and 3.
- Deleting the requirement to ensure an alternate emergency access and instead leave the decision of when an alternate access is required to the results of an engineering study.

Jury Lands Foundation Comments

6.8 The Jury Lands Foundation is supportive of the Jury Lands Urban Design Master Plan + Design Guidelines report. The Jury Lands Foundation purpose is to ensure the residential development complements the heritage of the site:

- this will create a destination park that citizens of not just Bowmanville but beyond could travel to and learn about the history of the site along with the unique example of the Carolinian forest;
- the site will be linked into the trail system; and
- the access as proposed means people can walk, ride bicycles or use public transit along with a car to access the park from Concession Street, Lambs Road or the trail system.

- 6.9 The Jury Lands Foundation believe it would be beneficial to approve the DTAH plan, Block Master Plan and design guidelines and begin development of the park area; thereby giving the Jury Lands Foundation the opportunity to begin the process of repurposing the heritage buildings.
- 6.10 The comments received from the public, the Jury Lands Foundation and the landowners have been considered in the preparation of the proposed Official Plan Amendment No. 121 contained in Attachment 1 of this report. A few minor changes to wording and clarifications to the Block Master Plan have been included in the final Official Plan Amendment No. 121 (as outlined in sections 11.8 and 11.10).

7. Agency Comments

Regional Municipality of Durham

- 7.1 The Region of Durham comments are:
- The recommended Official Plan Amendment No.121 conforms with the Region's Official Plan and Growth Plan and is now exempt from Regional approval.
 - The location and distribution of the revised densities in Official Plan Amendment No. 121 conform with the policies of the Growth Plan and Regional Official Plan.
 - Decisions on massing are local decisions.
 - Regarding conformity, the Region's Official Plan requires a long-term density target of 75 residential units per gross hectare for Regional Centres and 60 units for Corridors. The subject lands are not within a Centre or Corridor and do not require these densities. Lands within Local Centres and Corridors only require 30 residential units per hectare. The Growth Plan requires not less than 50 persons and jobs per hectare. The proposed cap on the maximum number of units in the proposed amendment will meet these policies.
 - A Functional Servicing Report will not be required for the Official Plan Amendment at this time, however; one will be required as these lands progress to the next steps of development.

Central Lake Ontario Conservation Authority

- 7.2 Central Lake Ontario Conservation Authority (CLOCA) has no objections to the proposed amendments and offers strong support for the proposed community vision, Urban Design Master Plan and Design Guidelines. In particular they support the designation of a Municipal Wide Park and associated Natural Heritage System. They offered the following comments: "The proposed land use designations on Map A3 should provide for an enhanced level of environmental protection including future restoration and enhancement opportunities for a robust permanent natural heritage system." They support the inclusion of the policy which requires the implementation of low impact development practices for stormwater management through the development process. CLOCA staff appreciate the progressive nature of the proposed policies and believe they will protect the natural heritage and water resource systems while allowing for development with green infrastructure measures.
- 7.3 CLOCA agrees with removing the outline of SWM facilities from the Block Master Plan and replacing them with symbols. If it is possible to address stormwater management completely via low impact development measures, that would be preferable. However what is actually possible will be determined through functional and detailed design of the storm water management measures.

Other Agencies

- 7.4 Veridian and Bell had no objections and asked that when development is to proceed that the appropriate application be submitted. No other utilities have submitted comments.

8. Departmental Comments

Engineering

- 8.1 The Engineering Services Department has no objection to the report as presented. At the detail design stage, stormwater management facility options will need to be evaluated based on in-situ conditions, design parameters and feasibility. Any proposed stormwater management facilities will not be considered as part of the parkland dedication requirements. The overall road network layout for the development is acceptable. Standard Municipal Right of Way sections will be utilized for public roads and the Engineering Department is agreeable to a modified Right of Way width (reduced to 15 metres) and cross-section for the Park Drive running adjacent to the valley lands. Parking for the development should meet standard requirements at a minimum.
- 8.2 If the Park Drive specified right of way width is removed as requested by the land owners it would then be subject to the general provisions of the Official Plan which is 20 metres. The storm water management facilities shown on the Block Master Plan are

conceptual and will be refined as part of the Storm Water Management Report when the subdivision applications are submitted. Policy 16.7.4 g) allows the developer to also use low impact development practices to manage storm water.

Emergency and Fire Services

- 8.3 Emergency and Fire Services provided support for the need for two access points to isolated development parcels and large development blocks. Given the experience in servicing other neighbourhoods that have no or deficient alternate access, including the requirement to have an additional access at the 200 unit threshold is reasonable.

9. Community Vision Discussion

Urban Design Master Plan

- 9.1 The Urban Design Master Plan prepared by DTAH and dated April 12, 2019 contains a development framework that can accommodate a range of housing types and landscapes while preserving the central campus area of the site for parkland and public uses. The development framework outlines the Street and Pedestrian Network, Built Form, Housing Types and Stormwater Management. The residential development parcels are defined by the environmental protection lands of the Soper creek valley and tributaries.
- 9.2 The various conceptual layouts for the different residential areas has been translated into the Master Block Plan. The specifics of the building types and mix of units are to conform to the urban design guidelines and will respect the heights set out in the Official Plan, Table 4.3.
- 9.3 The street network is composed of primary streets with major intersections and secondary streets with minor intersections. Key to the development of the area will be the east/west connections spaced out along Lambs Road at:
- the northern boundary of the future community park on the east side of Lambs Road;
 - centred to the campus/municipal-wide park;
 - off-set from the rail line to accommodate the future overpass (rail crossing); and
 - The ring road (Park Drive) and former campus road entrance from Concession Street are to be retained as a park lane with its rural cross-section to access the park.
- 9.4 The built form and distribution of development combined with open space encourages active transportation and pedestrian access to the Soper Creek's trail system and limits privatization of the valleyland frontage. The approach to stormwater management is to

integrate runoff by allowing for infiltration within the soft surface areas through low impact design solutions.

- 9.5 The focal point of the neighbourhood is the central campus/municipal-wide park and its historic buildings. The Urban Design Master Plan outlines adaptive re-use suggestions for each of the buildings with complimentary exterior garden spaces to reinforce the re-use of the buildings. It is anticipated that the buildings will be mothballed for a period of time awaiting funding for redevelopment.
- 9.6 The Urban Design chapter of the Official Plan (Section 5.6.1) provides for the implementation of Urban Design policies through a number of mechanisms including urban design guidelines prepared for specific topics or sites. The Urban Design Master Plan should be approved by Council as part of Official Plan Amendment 121. Council received a presentation by the consultant at the June 3, 2019 Planning and Development Committee meeting, Report PSD-029-19.

Official Plan Amendment

- 9.7 The purpose of the Local Corridors policies in the Official Plan is to support the Growth Plan and Regional Official Plan population and housing targets. Encouraging higher densities in key areas further support transit initiatives and build a critical mass to support the expansion of transit services. Higher densities also alleviate consumption of agricultural land, support climate change initiatives, and provide a range of housing choices.
- 9.8 The major issues considered are as follows:
- Conformity to the Growth Plan, the Regional Official Plan, and the new Clarington Official Plan.
 - Built form, density and site layout.
 - Traffic, access, signalization, parking and active transportation.
 - Transitions between environmental protection lands (e.g. valleylands) and the adjacent residential neighbourhood.
 - Urban Design elements, including private amenity spaces.
 - Reinforcement of the heritage resources and elements as outlined in the National Historic Sites and Monuments of Canada designation.
- 9.9 The proposed Official Plan Amendment assigns 700 housing units to this area which would allow for a variety of housing types and built form.

- 9.10 The proposed residential development limits along the Soper Creek valley and tributaries have yet to be established. The issues that will have to be addressed at the time of subdivision, zoning and site plan applications include the following:
- Establish the development limits through an Environmental Impact Study (EIS) considering slope stability, natural heritage and mitigating impacts;
 - The stormwater management system features and on-site low impact development measures that maintain the appropriate water balance;
 - Active transportation connections for residents along Lambs Road and Concession Street and to the Soper Creek valley trail;
 - The signalization of Lambs Road and Concession Street intersection; and
 - Parkland dedication requirements in light of the anticipated development on both the east and west sides of Lambs Road involving lands owned by the development partners.

10. Concurrence

Not applicable.

11. Comments

- 11.1 At the June 3, 2019 Planning and Development Committee meeting, Committee when accepting PSD-029-19 and directing staff to prepare a recommendation report for September 30, 2019 also passed the following resolution:
- That the Municipality continue to work with the Jury Lands Foundation on the terms set out in the existing MOU to preserve the historical significance of the Camp 30 lands and buildings.*
- 11.2 An application by Lamb's Road School Property Ltd. was submitted in 2009 to amend Map A3 of the Official Plan to shift the Community Park from the southwest corner of Lamb's Road and Concession Street. This application pre-dated Amendment 107 which has moved the community park to the northeast corner of Lambs Road and Concession Street. This application is now redundant and at the request of the land owner could be closed.
- 11.3 Subdivision and zoning applications were submitted in 2009 for the most southern residential development block (6.82ha) (Area 1 on Attachment 2). Those applications were the subject of a Public Meeting in June 2010. When a revised subdivision plan is submitted another public meeting will be required given the amount of time that has elapsed.

- 11.4 The purpose of this report is to provide background information on the recommended Official Plan amendment to Special Policy Area F – Camp 30. It is proposed that the central campus within the ring road south of the tributary (5.96 ha) be designated green space with a municipal wide park symbol. For the area north of the tributary, the Jury Lodge location, the designation is proposed to change from urban residential to green space with a municipal wide park symbol. The undesignated lands just south of the north tributary at Lambs Road and just north of the south tributary at Lambs Road are proposed to be designated urban residential. These designations would allow for the lands surrounding the designated heritage buildings to be developed to compliment the adaptive re-uses suggested for the heritage buildings. The remaining 16.55 hectares of developable land, was designated urban residential by Amendment 107. The recommended housing units for Special Policy Area are in keeping with Official Plan policies and the background studies prepared for this area.
- 11.5 This request by the landowners to increase the unit count from 700 to 1100 would affect the overall number of units in the Neighbourhood planning area, as well as the Urban area of Bowmanville. The landowner is proposing a significant increase to what staff have determined would be best suited for this area in keeping with DTAH's recommendations. Such a significant increase would have great implications when planning for service levels such as emergency services, parks and recreation and planning framework than has been established for development along local corridors and internal neighbourhoods. The urban structure is implemented through the density targets of Table 4-3 and the Appendix B and have been used to plan infrastructure and transportation (Clarington and Region's MTP). Densities are to be sensitive to local character and scale, this is why the 80/20 balance is desirable.
- 11.6 A local corridor is to be 80/20 (low rise/mid-rise) along its length. While there is natural heritage area adjacent to Lambs Road this does not mean that the local corridor provisions shift into the internal portion of the neighbourhood. In the development areas (Areas 2 and 3) directly influenced by the central campus and heritage buildings, while the request for additional height would conform with the local corridor policies it would not be in keeping with the principles outlined in the National Heritage Designation about view planes and set out in the Urban Design Master Plan. Nor how does it conform with the general policy for cultural heritage resources in the Regional and Municipal Official Plan. It would be out of character.
- 11.7 Based on the comments we received from the land owners some minor changes have been made to the Block Master Plan. Prior to issuing Official Plan Amendment 121, staff revised the open space along the railway such that an alternate lotting pattern or road network could be implemented, Policy 16.7.4 i) specifically allows this flexibility. In addition, the Block Master Plan has been amended to show the storm water management facility general locations, the size and layout will be subject to the Storm Water Management Report and detailed at the time of subdivision. The Block Master Plan also has been updated with two additional pedestrian and bicycle routes. These

have been discussed with the owners and could provide alternate access for emergency services.

11.8 The Municipality has received a number of comments regarding the Official Plan Amendment since it was made available in August 2019 and as a result staff have made a few minor changes to the wording as follows:

- Recommended Policy 16.7.3. The phrase ‘historically themed residential neighbourhood’ has been changed to ‘historically respectful residential neighbourhood’;
- Recommended policy 16.7.4 a) has been amended to soften the position that no lots would be permitted to back onto Park Drive to one that generally does not permit lots to back onto Park Drive; and
- Recommended policy 16.7.4 c) has been amended to remove the maximum density permitted for the areas designated for ground related residential units.

11.9 These changes are considered minor in nature and given these policies are not responding to a specific development concept, these changes will allow for some leeway for the owners as the detailed concepts are developed.

11.10 To provide clarity as to where the land use minor changes were made to Figure 1, the Block Master Plan was revised as follows.

- The mid-rise residential designation has been subdivided to differentiate where up to 6 storeys may be permitted and where up to 4 storeys are permitted;
- The Stormwater Ponds designation has been replaced by a symbol; and
- The addition of cycling and pedestrian linkages.
- Showing the environment protection designation within the municipal wide park.

11.11 The requirement for alternate access to be provided for development parcels where more than 200 housing units are planned (policy 16.7.4 j) is necessary to ensure emergency services have access. There are a number of ways this can be achieved, such as through a boulevard access or multi-use trail. The road network within development parcels must meet Policy 9.4.5 which provides for a limitation on the linking of different condominium corporations on a private road network and ensures multiple vehicle accesses from a public street.

11.12 Making a decision on Camp 30 is one of the legacy projects listed in the Strategic Plan for this term of Council.

12. Conclusion

12.1 It is recommended that Official Plan Amendment No. 121 be approved.

Staff Contact: Faye Langmaid, Acting Director of Planning Services, 905-623-3379 x 2407 or flangmaid@clarington.net.

Attachments:

Attachment 1 –Official Plan Amendment No. 121

Attachment 2 – Areas of Development

Attachment 3 - Brief History of Boys Training School and Camp 30

Interested Parties:

List of Interested Parties available from Department.