



Staff Report

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Report To:	Planning and Development Committee	
Date of Meeting:	May 17, 2021	Report Number: PDS-028-21
Submitted By:	Ryan Windle, Director of Planning and Development	
Reviewed By:	Andrew C. Allison, CAO	Resolution#:
File Number:	PLN41.12 and OPA 126	By-law Number:
Report Subject:	Brookhill Neighbourhood Secondary Plan Update	

Recommendations:

1. That Report PDS-028-21 be received;
2. That Official Plan Amendment 126 to include the updated Brookhill Neighbourhood Secondary Plan in the Clarington Official Plan be adopted;
3. That upon adoption by Council, the updated Brookhill Neighbourhood Secondary Plan be implemented by Staff as Council's policy on land use and planning matters and through the capital budget program;
4. That the Director of Planning and Development Services be authorized to finalize the form and content of OPA 126, the Secondary Plan, and the Sustainable Urban Design Guidelines resulting from Council's consideration, public participation, agency comments, and technical considerations;
5. That the Sustainable Urban Design Guidelines appended to the updated Secondary Plan be approved and used by Staff to guide development applications and public projects;
6. That the Director of Planning and Development Services be authorized to execute any agreements to implement the Secondary Plan once adopted by Council;
7. That OPA 126 be forwarded to the Region of Durham for approval; and
8. That all interested parties listed in Report PDS-028-21 and any delegations be advised of Council's decision regarding the adoption of the Secondary Plan.

Report Overview

Staff are pleased to present the updated Brookhill Neighbourhood Secondary Plan for Council adoption based on the extensive consultation that has occurred.

The purpose of Official Plan Amendment 126 is to adopt the updated Brookhill Neighbourhood Secondary Plan and the Sustainable Urban Design Guidelines into the Clarington Official Plan. This Amendment applies to only the lands located within the Brookhill Neighbourhood Secondary Plan Area. The policies and guidelines will guide the creation of sustainable neighbourhoods that include a diverse range of housing located within walking distance of shopping, services, schools, and amenities. The neighbourhood includes a variety of densities and mix of land uses. A linked system of parks, trails and green space will support pedestrian movement throughout the area.

After adoption by Council, the updated Brookhill Neighbourhood Secondary Plan will be sent to the Region of Durham for approval.

1. Purpose of Report

- 1.1 The purpose of this Staff Report is to recommend Council adopt Official Plan Amendment 126 (OPA 126), which is the updated Brookhill Neighbourhood Secondary Plan and the Sustainable Urban Design Guidelines, all of which can be found as **Attachment 1** to this Report. This recommendation comes following a thorough planning and public engagement process.
- 1.2 This Report includes a summary of the process and comments received since the September 8, 2020 release of the draft Secondary Plan, the draft Sustainable Urban Design Guidelines, and the draft Official Plan Amendment for the Statutory Public Meeting held on September 28, 2020.

2. Background

- 2.1 The Brookhill Neighbourhood Secondary Plan area covers 300 hectares generally bound by Concession Road 3 in the north, Bowmanville Creek in the east, the Bowmanville West Urban Centre Secondary Plan area in the south and the Bowmanville Urban Boundary in the west (see **Figure 1**).

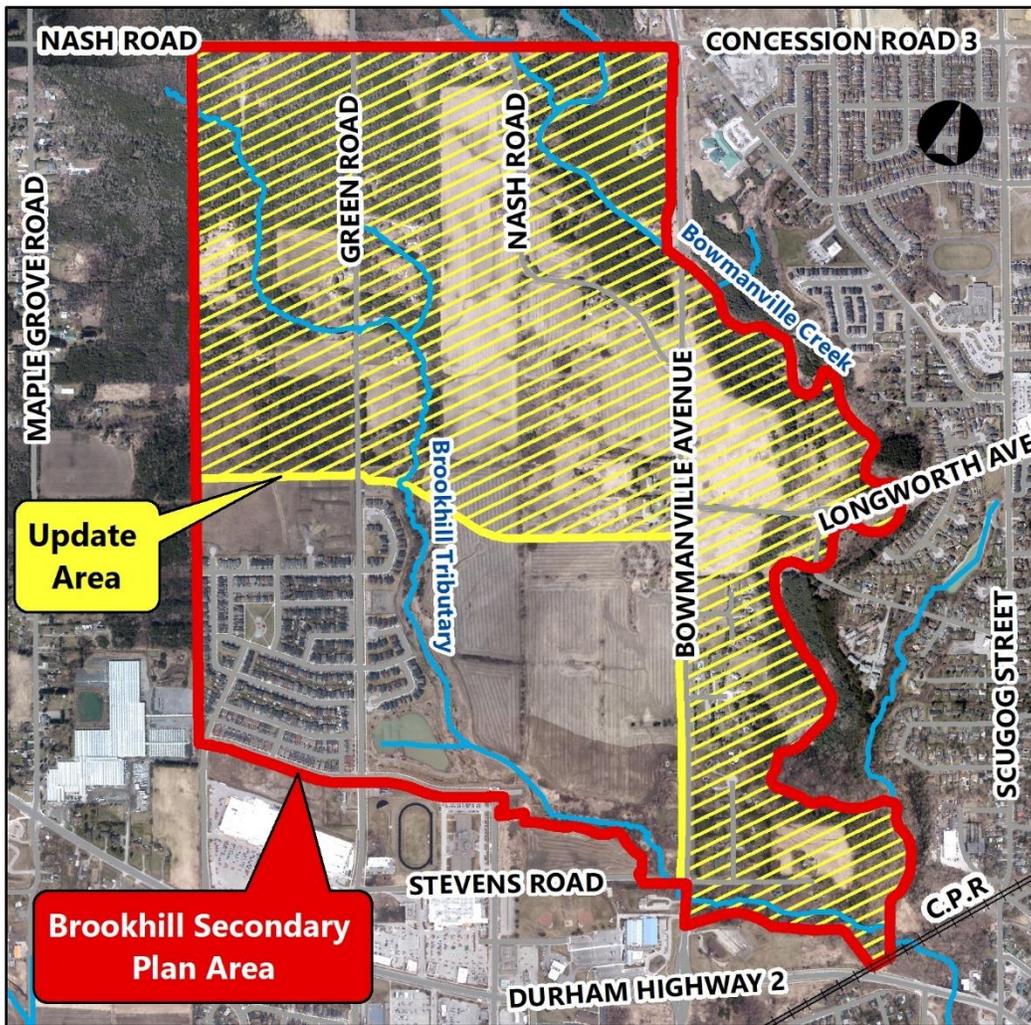


Figure 1: Brookhill Neighbourhood Secondary Plan Area and the Update Area

- 2.2 The Brookhill Neighbourhood Secondary Plan and accompanying Urban Design Guidelines were originally adopted in 2008. The original Secondary Plan designated the north portion of the lands identified as Update Area on Figure 1 as a “Future Development Area.” This updated Secondary Plan will change the land designation for these lands to permit development to meet the housing supply needs of the Municipality to 2031.
- 2.3 Background and technical reports were required as part of the updated Secondary Plan. These reports outline the challenges and opportunities for the Update Area and informed policy direction. The list of reports is as follows:
- Peer Review of Market Demand Study for Neighbourhood Centre
 - Natural Heritage Report;
 - Brookhill Tributary Erosion Report;

- Floodplain Impact Analysis;
- Slope Stability Study;
- Landscape Analysis;
- Planning Rationale Report;
- Master Servicing and Stormwater Management Report;
- Sustainability and Urban Design Report;
- Transportation – Existing Conditions Report;
- Transportation Review Memo;
- Transportation Study;
- Alternative Land Use Plans Report;
- What We Heard Summaries of PICs #1, #2, #3 and Survey; and
- Landowner Workshop Summary.

2.4 As part of the Secondary Plan update process, conformity with the Durham Region Official Plan and Provincial plans and policies is also required. These updates are essential for development to proceed in the north part of the neighbourhood and for the Municipality to meet its population and employment targets.

2.5 For the sake of clarity, the recommended Official Plan Amendment replaces the existing Brookhill Neighbourhood Secondary Plan and urban design guidelines with those recommended in this Report. Planning approvals already granted in the Secondary Plan area are not affected by this change. The minor revisions to the land use designations in the area outside the Update Area reflect what was built in the southwest area and what has been draft approved in the area west of Bowmanville Avenue and south of Longworth Avenue. The updated Brookhill Neighbourhood Secondary Plan will maintain the original plan's progressive vision and many of its policies.

3. Provincial and Regional Policy Conformity

3.1 The updated Brookhill Neighbourhood Secondary Plan is in conformity with the Provincial Policy Statement, 2020, A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, 2019, and the Durham Region Official Plan. Collectively the directions regarding complete communities, a thriving economy, a clean and healthy environment, and social equity have shaped both the Clarington Official Plan and this Secondary Plan. The Statutory Public Meeting Report [PSD-032-20](#) outlined how the Secondary Plan is in conformity to these planning documents and included the summary of the robust public engagement activities.

4. Priorities in the Secondary Plan and Urban Design Guidelines

4.1 The updated Brookhill Neighbourhood Secondary Plan and accompanying Sustainable Urban Design Guidelines follow the five priorities identified by Council in the Secondary Plan update Terms of Reference.

- Sustainability and Climate Change
- Urban Design
- Affordable Housing
- Community Engagement
- Coordination of Initiatives

Sustainability and Climate Change

- 4.2 The Brookhill Neighbourhood Secondary Plan addresses the criteria developed for Secondary Plans in Clarington's Green Development program and is guided by the Priority Green Development Framework. Council added emphasis to this priority through the declaration of a Climate Emergency on March 23, 2020.
- 4.3 Sustainable development principles and practices are incorporated throughout the Secondary Plan and the Sustainable Urban Design Guidelines, including the design of neighbourhoods and the allocation of land uses.

Urban Design

- 4.4 The Brookhill Neighbourhood has been planned to be a vibrant, pedestrian oriented community that promotes high quality design practices centered on energy conservation, efficiency, and environmental sustainability. It is intended that the Secondary Plan Area will develop as a healthy and complete community with distinctive, liveable neighbourhoods, integrated and connected green spaces, and efficient transportation, transit, and trails systems.

Affordable Housing

- 4.5 Through Official Plan policy, Clarington Council supports the provision of a variety of housing types, tenure and costs for people of all ages, abilities and income groups. From the recommended policies in Clarington's Affordable Housing Toolkit as outlined in the Staff Report [CAO-013-19](#), the Brookhill Neighbourhood Secondary Plan is implementing various strategies to increase housing affordability. These strategies include the requirement that the Landowners Group provide either land or a contribution of funds to the Municipality for the development of affordable housing. The Landowners Group has agreed to provide \$400 per unit towards affordable housing.

Community Engagement

- 4.6 Clarington Council is committed to community consultation and engagement beyond the statutory requirements. The preparation of this updated Secondary Plan was and continues to be supported by a thorough public engagement strategy which includes a range of public consultation initiatives in order to share, consult, deliberate, and collaborate with all stakeholders. For all public information centres and public meetings, all landowners of the area were informed by letter, newspaper advertisements, and social media. These efforts were in addition to statutory meeting requirements.

Coordination of Initiatives

- 4.7 The following processes have been undertaken at the same time as the Brookhill Neighbourhood Secondary Plan update and have been incorporated into the study process:

Environmental Assessment Process

- 4.8 An Environmental Assessment (EA) is required for all new major (collector and arterial) roads needed for the Brookhill Neighbourhood Secondary Plan. To avoid confusion and focus resources more effectively, this Secondary Plan update project is being undertaken using the 'Integrated Approach' which jointly satisfies the requirements of both the *Planning Act* and the *Environmental Assessment Act*. All public notices, communications, and review periods have been designed to ensure that they conform to the requirements of both Acts.

Key public consultation elements of the EA process include:

- Notifications: All project notices demonstrate clear indication of the Integrated EA and *Planning Act* approach;
- Mandatory Consultation: Engagement with review agencies and the public regarding the problem/opportunity and alternative solutions is a key component for the EA process; and
- Completion: At study completion, a Notice is to be prepared advising agencies and the public of the study completion and the opportunity to review the project reporting.

Indigenous Communities Consultation

- 4.9 Both the *Planning Act* the *Environmental Assessment Act* require consultation with Indigenous communities. Staff provided background materials and copies of all notice material to each Indigenous community with rights and interests in the area. Staff have ensured consultation with the each of the required Indigenous communities meets the requirements of the Acts. We will continue to engage Indigenous communities.

5. Public Participation

- 5.1 The preparation of this updated Secondary Plan has been supported by a thorough public engagement strategy, including a range of online and in-person events to consult with the public. These efforts are beyond the statutory public meeting requirements. All landowners in the area received notice of all the public information centres and the statutory public meeting. The landowners and all interested parties have been informed that this recommendation Report is being presented to Council.

- 5.2 All public notices, communications, and review periods have been designed to ensure conformity with the requirements of both the *Planning Act* and the *Environmental Assessment Act*. To avoid creating confusion by sending multiple notices, and to focus Municipal resources more effectively, this project was designed to jointly satisfy the requirements of both Acts.
- 5.3 The following summarizes the opportunities provided to the public to engage with and provide feedback on the Secondary Plan update project.

Initial Public Engagement and Input

- 5.4 Planning Services received a request from the Brookhill North Landowners Group requesting initiation of a conformity update of the Brookhill Neighbourhood Secondary Plan with their commitment to cover 100% of the cost as required by Clarington Official Plan policies. At the Planning and Development Committee meeting on June 4, 2018, Staff made the recommendation to proceed with the project ([PSD-052-18](#)), which was ratified by Council on June 11, 2018 (Resolution [#C-207-18](#)).

Project Webpage

- 5.5 A project web page (<http://www.clarington.net/Brookhill>) facilitates public participation and provides information associated with the project, including meeting notices, presentation materials, and Staff and consultant's reports.

Public Information Centre (PIC) #1

- 5.6 The first PIC on November 26, 2018 was held at the Garnet B. Rickard Recreation Complex. Group activities were used to review the principles of the original Brookhill Neighbourhood Secondary Plan and to consider the importance of elements within the priorities for this update, including sustainability and climate change, urban design, affordable housing, and community engagement.

Public Information Centre (PIC) #2

- 5.7 A second PIC was held on June 25, 2019. At this event, the opportunities and constraints for planning this part of Bowmanville were shared with the public based on the background studies. A summary of the feedback messages received from the 29 people in attendance at this event include:
- Concerns with the current and future level of traffic in the project area;
 - Need for expanded infrastructure for pedestrians and cyclists;
 - Include climate change implications in the updated Secondary Plan;
 - Concerns with the delivery of schools and services; and
 - Expressed support and need for a variety of housing.

Landowner Workshops

- 5.8 Workshops took place in the afternoon and evening of December 2, 2019 for all landowners within the project area. 65 landowners and representatives attended the two workshops. The workshops included a presentation about the background and criteria informing the three alternative plans and, afterwards, an open discussion about each plan. Input from the workshops along with input from the steering committee and agencies continued to guide direction toward the Emerging Plan.
- 5.9 During and after these workshops, higher densities on the east side of Bowmanville Avenue and at the eastern end of Stevens Road were considered. However, there are particular constraints related to infrastructure servicing, vehicular and emergency access, environmental constraints (including concerns about slope stability), and neighbourhood character. Residential property owners within this area have continued to express concerns about increased densities adjacent to their homes.

Public Information Centre (PIC) #3

- 5.10 A third PIC scheduled for March 24, 2020 was cancelled due to the COVID-19 pandemic. This PIC was rescheduled and held online on May 21, 2020. Three sessions were made available in the afternoon and evening, each of which consisted of a presentation about the different land use plans with pauses for discussion throughout.
- 5.11 It was at this PIC #3 that a future Block Master Plan (BMP) was proposed to address the concerns related to infrastructure servicing, vehicular and emergency access, environmental constraints, neighbourhood character, and existing residents' concerns in a comprehensive and coordinated manner. The future BMP is discussed below in sections 10.8 and 10.9 of this Report.

Online Survey

- 5.12 An online survey was released on the project webpage the day after PIC #3 for two weeks (May 22 to June 5, 2020). The survey summarized the alternative land use plans and the emerging plan presented at PIC #3 and prompted members of the public for preferences between the different community elements being proposed. The survey was promoted by the Municipality on its social media platforms and garnered opinions from 240 members of the public on the preferred way forward with the Secondary Plan.
- 5.13 The options were evaluated based on criteria informed by stakeholder and public comments as described in the Alternative Land Use Plans Report.

6. Official Plan Amendment and the Secondary Plan Process – Final Phase

Statutory Public Meeting Notice

- 6.1 Notice for the September 28, 2020 Statutory Public Meeting for the Brookhill Neighbourhood Secondary Plan was provided in accordance with the *Planning Act*. A Notice of Statutory Public Meeting was mailed to approximately 600 landowners located in and within 120 metres of the Secondary Plan area, and sent by mail to the Region of Durham, the Ministry of Municipal Affairs and Housing, and all other commenting agencies. The Notice of Statutory Public Meeting stated that the materials (draft Official Plan Amendment and draft Secondary Plan) would be available for review on the project webpage. These materials were posted to the webpage on September 8, 2020.
- 6.2 Clarington's Communications Division promoted the Public Meeting and posted the Public Meeting Notice on the Municipal website, Facebook, and Twitter. Three notices advertising the Public Meeting were placed in both Clarington This Week and the Orono Times during the weeks of September 6, 13, and 20. It was also promoted through the Planning Services E-update.
- 6.3 The Statutory Public Meeting Staff Report ([PSD-032-20](#)) was released for public review as part of the September 28, 2020 Special Meeting of the Planning and Development Committee agenda. The Public Meeting Staff Report provides an overview of the planning process for Secondary Plans, a brief overview of the planning policy framework in which the Secondary Plan was developed, a summary of public and agency comments received to date, and an overview of the Brookhill Neighbourhood Secondary Plan update and the Sustainable Urban Design Guidelines.

Statutory Public Meeting – September 28, 2020

- 6.4 The Statutory Public Meeting was held at a Special Meeting of the Planning and Development Committee virtually on September 28, 2020. This Statutory Public meeting provided the opportunity for Staff to present the draft Secondary Plan and the draft Sustainable Urban Design Guidelines and to respond to questions from Committee members and the public.
- 6.5 At the Public Meeting, Committee Members and Staff heard from two delegates and received written comments from four members of the public. These public comments concerned:
 - protecting environmentally sensitive lands;
 - support and opposition to higher densities in the Future Block Master Plan area;
 - support for medium density designations in the area north of the Village Corridor;
 - the location of one school site; and
 - requesting clarification on the road network.

- 6.6 At the September 28, 2020 Special Meeting of the Planning and Development Committee, following the Staff Report's recommendation, Committee passed a motion ([Resolution # PD-118-20](#)) to receive the draft Secondary Plan and Sustainable Urban Design Guidelines, that they continue to be reviewed and processed, and Staff report back to Committee with a recommendation Report. Notice of Committee's decision was sent to all interested parties and landowners within the Secondary Plan area.
- 6.7 **Attachment 2** to this Staff Report is a sequence of events regarding the Brookhill Neighbourhood Secondary Plan. In total, each of the landowners have received six notifications including the one for this Report as the project has advanced to this recommendation stage.
- 6.8 Since the Public Meeting, Staff have received additional written submissions. A summary of public submissions is provided in Section 7 of this Report and the Public Comment Summary Table in **Attachment 3** of this Report.
- 6.9 Staff have also received comments from the Region of Durham and CLOCA. A summary of their comments is provided in Section 8.1 of this Report. Their comments on the Secondary Plan are found in the Agency Comment Summary Table in **Attachment 4** and their comments on the Sustainable Urban Design Guidelines are found in **Attachment 5** to this Report. The comment tables provide a review of each comment received and a response as to how the comment/request has been addressed in the Secondary Plan or Sustainable Urban Design Guidelines.

7. Public Submission Summaries

General Public Comments

- 7.1 Staff received general enquiries regarding the timing of construction, clarification on the boundary of the Secondary Plan, the Future Block Master Plan area, environmental issues, densities and built forms, neighbourhood amenities, and servicing. Other enquiries touched upon the details related to the Secondary Plan project and the impacts on specific properties within the Secondary Plan area.
- 7.2 Some property owners on Linden Lane had requested that all properties on Linden Lane be designated either Medium or High Density. At their request, on April 1, 2021, Planning Staff meet with all property owners on Linden Lane. Staff explained why a comprehensive Block Master Plan was required and offered them the opportunity to submit an application for a pre-consultation meeting on a specific development proposal. One property owner expressed their opposition to increased densities and explained they wished the area would remain low density.

Landowner Group

- 7.3 The Brookhill Neighbourhood Landowners Group (BNLG) is represented by GHD Group. The BNLG provided a set of comments regarding the Secondary Plan and the Sustainable Urban Design Guidelines released for the Public Meeting in September 2020. Comments concerned specific policies relating to rear lanes, the distribution of densities, development near natural heritage features, frontage of public parks, and stormwater. Clarifications were also sought regarding the role of the Sustainable Urban Design Guidelines and cost sharing.
- 7.4 Details of the general public comments and the BNLG comments are included in the Public Comments Summary Table in **Attachment 3** to this Report. The summary table provides an outline of the comments received as well as a note on how the comment or request was addressed.

8. Agency Comments

Central Lake Ontario Conservation Authority (CLOCA)

- 8.1 CLOCA provided extensive comments in support of environmental protection measures, recommendations regarding stormwater management, and guidance on uses nearby natural heritage features. Maintaining ecological integrity is necessary to conserve natural features within the area. This includes minimizing creek crossings and ensuring trails are planned and constructed carefully.

Region of Durham

- 8.2 In December 2020, the Region of Durham provided extensive comments on the Secondary Plan and Sustainable Urban Design Guidelines. Though they had some concerns that needed to be addressed, the Region was supportive of the overall direction of the documents. The Region suggested ways to strengthen policies relating to natural and hydrogeological features, servicing, and transit-supportive development, as well as suggesting specific uses to be permitted in specific land use designations.
- 8.3 The Region had concerns with the Traffic Study that was completed and requested that certain traffic issues be addressed before the Secondary Plan was presented to Council for adoption. The main issue concerned the location of intersections with Bowmanville Avenue. The consultants worked with the Region and have addressed the Region's concerns to their satisfaction.

Other Agencies and Clarington Departments

- 8.4 Other circulated agencies, including relevant school boards, either did not provide comments, or stated they had no concerns or comments with the Secondary Plan or Sustainable Urban Design Guidelines.

- 8.5 The Infrastructure Division of Clarington Public Works are part of the Steering Committee and provided a comprehensive set of comments to assist in the formulation of the Secondary Plan and Sustainable Urban Design Guidelines. Other circulated Clarington Departments and Divisions had no concerns or comments.

Indigenous Consultation

- 8.6 The following were invited to provide comments or consult directly with Municipal Staff:
- Mississaugas of Scugog Island First Nation
 - Alderville First Nation
 - Curve Lake First Nation
 - Hiawatha First Nation
 - Métis Nation of Ontario
 - Williams Treaty First Nations
 - Huron-Wendat First Nation
 - Oshawa and Durham Region Metis Council
 - Beausoleil First Nation
 - Chippewas of Georgina Island First Nation
 - Chippewas of Rama First Nation
- 8.7 A representative from Alderville First Nation sent a brief note about the required archeology studies, which will be conducted after the Secondary Plan is approved and prior to development within the area.
- 8.8 All agency comments on the Secondary Plan are found in the Agency Comment Summary Table in **Attachment 4** and their comments on the Sustainable Urban Design Guidelines are found in **Attachment 5** to this Report. The summary table provides an outline of the comment received as well as a response as to how the comment/request has been addressed.

9. Key Revisions to the Secondary Plan since the Public Meeting

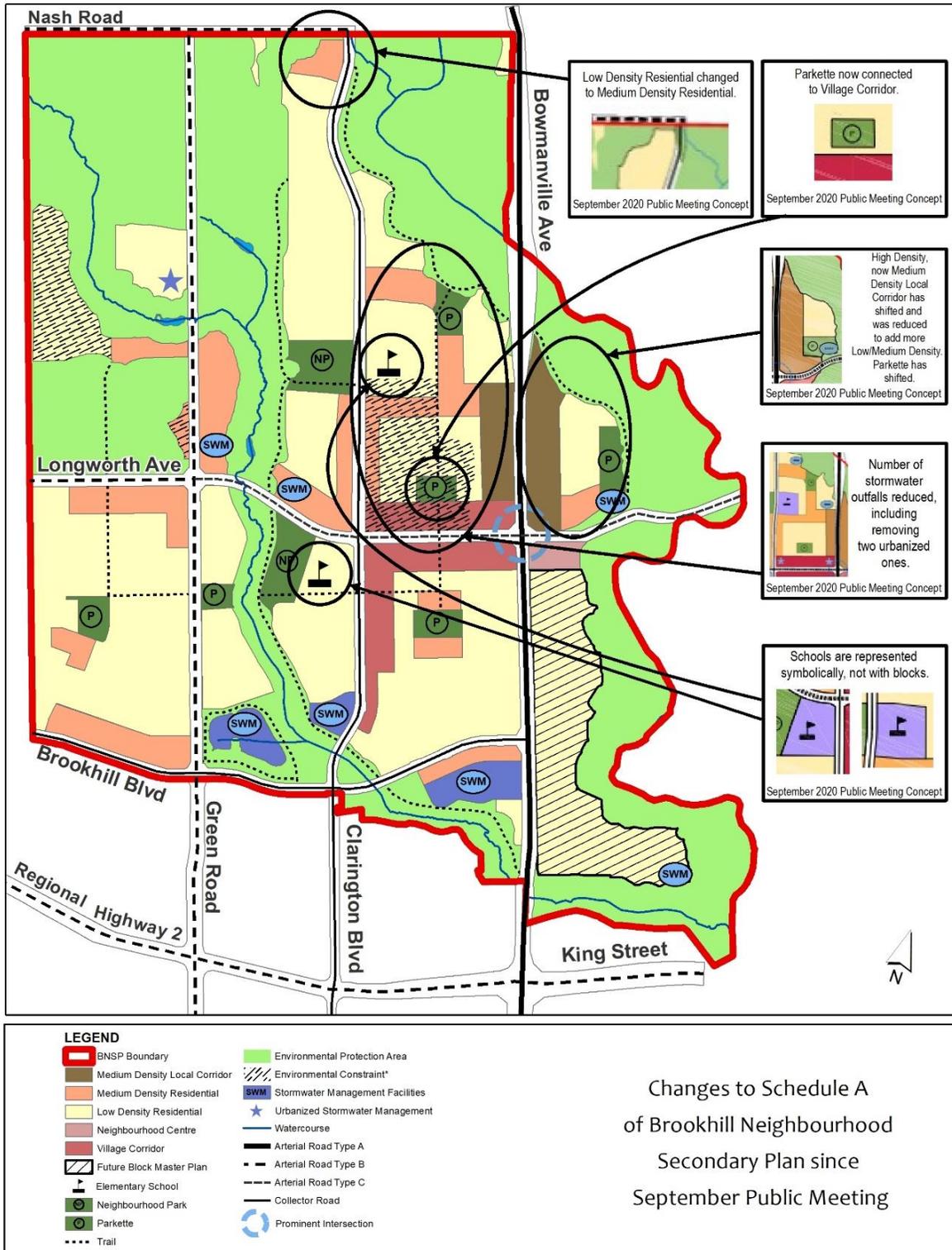
- 9.1 The recommended OPA 126 attached to this Report reflects the changes made in response to extensive public participation and comments, agency input, and Staff's and the consultant's continuing review. While a considerable number of comments were received from CLOCA, the Region of Durham and the Landowner Group, the concerns raised and the Staff response to them did not significantly change the direction of the Secondary Plan or the Design Guidelines from the drafts released on September 8, 2020. The following summarizes the changes made to the Secondary Plan and the Sustainable Urban Design Guidelines.
- 9.2 The following changes were made to the text of the Secondary Plan document:

- Reorganization of components of the document for the purposes of clarity and to make finding relevant information easier;
- A more concise set of visions, principles, and goals;
- Policies added to the Low Density Residential designation to limit townhouses and to prohibit private streets and private lanes (public lanes are permitted);
- The High Density designation was changed to Local Corridor Medium Density as the maximum building heights are 6 storeys, whereas High Density designations in other Secondary Plans permit heights greater than 6 storeys.
- Policies for the Village Corridor and Neighbourhood Centre were clarified and altered to be in conformity with the overall vision of the Secondary Plan area;
- Affordable housing policies added to require either the contribution of lands or contribution of funds to the Municipality for the development of affordable, public or non-profit affordable housing. The Landowners Group has agreed to the contribution of funds option and will provide \$400 per unit;
- Environmental protection policies were modified at the request of CLOCA, including reducing the potential impact the trail system may have on natural features;
- Policies regarding cost sharing and monitoring were added;
- Policies relating to transitions between different land uses, such as from high to low density, were clarified and reorganized to a single section; and
- Policies added to screen from view rooftop mechanical structures, air conditioning units and other similar features.

9.3 The following changes were made to the Schedules of the Secondary Plan document:

- For simplicity and clarity, the land use schedule, the parks and open space schedule, and the environmental constraints overlay were combined into a single schedule;
- The High Density Residential designation is now Medium Density Local Corridor. On the east side of Bowmanville Avenue, part of this designation was reduced to allow some Medium Density Residential adjacent to Longworth Ave, and the parkette was reconfigured to be more centrally located;
- The parkette north of the Village Corridor was shifted south to connect to the Village Corridor to make more efficient use of, and to help provide a transition to, the Low Density area;
- The number of stormwater management facilities has been reduced, including the elimination of the two 'urbanized' facilities for a more efficient use of land; and
- The two schools are now shown symbolically, rather than as blocks, with the underlying designation as Low Density Residential.

9.4 These changes are identified on **Figure 2** below.



Changes to Schedule A
of Brookhill Neighbourhood
Secondary Plan since
September Public Meeting

Figure 2: Changes to Land Use Schedule

Summary of Revisions to the Sustainable Urban Design Guidelines

- 9.5 The above described changes to the Secondary Plan policies necessitated minor changes to the Sustainable Urban Design Guidelines. As with the Secondary Plan policies, there are no major shifts in direction since the Sustainable Urban Design Guidelines were presented at the Public Meeting.
- 9.6 All comments received regarding the Sustainable Urban Design Guidelines are in the Sustainable Urban Design Guidelines Comment Summary Table in **Attachment 5** of this Report.

10. Key Elements of Secondary Plan

- 10.1 The central components of the Secondary Plan include Low Density Residential, Medium Density Residential, Medium Density Local Corridor, a Village Corridor, a Neighbourhood Centre, a Prominent Intersection, and a future Block Master Plan area. Approximately one-third of the Secondary Plan Area contains Natural Features and designated Environmental Protection Area. These designations and revised policies bring the Secondary Plan into conformity with the Local Corridor policies and density targets in the parent Official Plan.

Low and Medium Density Residential

- 10.2 The majority of the developable lands in the Secondary Plan area are designated Low Density Residential. This designation will see a mix of single and semi-detached dwellings along with townhouses limited to 20% of the Low Density Residential areas. Buildings would not exceed 3 storeys. Private lanes or streets would not be permitted in the Low Density Residential areas.
- 10.3 The Medium Density Residential areas will see a mix of townhouses and apartment buildings limited to a maximum of 4 storeys. Private lanes and streets are permitted but are required to adhere to the same standards as public lanes and streets.

Medium Density Local Corridor

- 10.4 Bowmanville Avenue is identified as a Local Corridor in the Clarington Official Plan. The area north of Longworth along Bowmanville Avenue is designated Medium Density Local Corridor which allows apartment buildings, mixed-use buildings and limited townhouses abutting adjacent Low Density Residential. Buildings would be permitted to be between 3 and 6 storeys.

Neighbourhood Centre

10.5 The Neighbourhood Centre area is also within the Local Corridor of Bowmanville Avenue. This designation would be a mixed-use site with Mixed-use buildings being permitted. A stand-alone grocery store would also be permitted, but only if there are also residential uses within the Neighbourhood Centre. The grocery store must be in a building of at least two storeys and other commercial uses are permitted in the building. Residential and mixed-use buildings would be between 4 and 6 storeys, while the stand-alone commercial building would be between 2 to 6 storeys. Following Official Plan policy 10.3.5, commercial buildings within Local Corridors must be a minimum of 2 storeys.

Village Corridor

10.6 The Village Corridor, particularly along Longworth Avenue, will be the primary focal point for gathering in the Brookhill Neighbourhood. A large diversity of uses are permitted, including mixed-use building, live/work units, restaurants, retail, and other commercial uses. Limited townhouses are permitted in the Village Corridor along Longworth. Driveways are not permitted onto Longworth, and sidewalks will be wider to encourage public gathering. Buildings will be between 3 to 4 storeys.

Prominent Intersection

10.7 The intersection of Bowmanville Avenue and the realigned Longworth Avenue is identified as a Prominent Intersection. Building on policies in Section 5.4.10 of the Official Plan, this prominent intersection will be a gateway to the Brookhill Neighbourhood with special architectural treatments and design, a privately owned publicly accessible plaza, and improved relationship between built form and the public right of way to contribute to the area's identity.

Future Block Master Plan

10.8 As noted in the Staff Report presented at Statutory Public Meeting on September 28, 2020, an area east of Bowmanville Avenue and south of Longworth is identified as a future Block Master Plan area. Throughout the Brookhill consultation process there were two requests for higher density to be provided on Linden Lane properties and at 46 Stevens Road. However, as noted above in sections 5.8 and 5.11 of this Report, residents in the area have concerns with increasing density and the change in character that would result. The area also has particular constraints related to infrastructure servicing, vehicular and emergency access, and environmental constraints including slope stability of the adjacent Bowmanville Creek Valley.

- 10.9 A Block Master Plan is recommended to ensure these concerns are addressed comprehensively with coordinated solutions. Once the Secondary Plan is adopted by Council, landowners may privately initiate a Block Master Plan for the area. A Block Master Plan would be incorporated into the Official Plan through amendments to this Secondary Plan.

11. Fiscal Impact Analysis Summary

- 11.1 The Official Plan requires that a Financial Impact Analysis (FIA) be undertaken for Secondary Plans to understand the long-term financial impacts of the proposed developments. Accordingly, Staff have undertaken an FIA for Secondary Plan.
- 11.2 Residential and commercial growth has a significant financial impact to the Municipality through the initial investment in infrastructure and the annual costs of providing services to a growing community. It is important to determine if the growth in the Secondary Plan Update Area will be sufficient to pay for its ongoing operation and maintenance.
- 11.3 As summarized by the FIA, it appears that there will be an annual surplus to these costs of \$412,000, and approximately \$32 million towards growth related capital through the collection of development charges. In addition, economic growth from the need to service the population, business-to-business sales, and cultural diversity are all positive outcomes of this growth that do not impact the Municipality's bottom line.
- 11.4 It should be noted the FIA includes assumptions and estimates which are based on the best information available at the time of writing this Report. The actual design of the Secondary Plan, the timing and type of the development, and service impact will ultimately dictate the financial impact on the Municipality.
- 11.5 The FIA recommends the Municipality continue to work with developers to finalize the updated Brookhill Neighbourhood Secondary Plan and consider revisiting the Development Charges Study before the five-year required review to ensure that all capital costs are appropriately included and recovered.

12. Next Steps

- 12.1 As with other secondary plans and given the number of documents, comments and technical changes to wording or schedules that may take place prior to the Municipality forwarding the documents to the Region of Durham for approval, Staff requests (See Recommendation #4) Council authorize the Director of Planning and Development Services to finalize the form and content of OPA 126 once it is adopted by Council.

- 12.2 Once Clarington Council adopts OPA 126, it will be forwarded to the Region of Durham for review and approval. The Region has various options. It may approve, approve with modifications, deny or make no decision (in other words defer making a decision) regarding OPA 126 and the Secondary Plan. However, the Municipality has been working closely with the Region throughout this Secondary Plan update and Staff do not anticipate any significant issues or concerns from the Region.
- 12.3 Prior to issuing a decision on OPA 126, it is anticipated that Region of Durham Staff will provide a list of proposed modifications to the Municipality. Staff will review those proposed modifications and bring a Report to Council outlining the proposed modifications. Council will then be able to provide comments to the Region of Durham on the proposed modifications before the Region of Durham issues its decision.
- 12.4 Once the Region of Durham issues its decision, the landowners and those people on the interested parties list will be notified and a 20-day appeal period is provided. Any person or organization that has provided comments to Clarington Council prior to the adoption of OPA 126, and/or to the Durham Region prior to issuing its decision, has the right to appeal all or part of the Official Plan Amendment. Once the OPA is approved and the appeal period lapses, the Secondary Plan becomes part of the Official Plan and it would be in full force and effect.
- 12.5 After Regional approval, the Municipality will present to Council a draft zoning by-law to implement the adopted Secondary Plan. There will also be agreements between the Municipality and landowners on the affordable housing contribution, the initiation of the necessary phases to complete the Environmental Assessment process for roads, and the parks master agreement.

13. Concurrence

This Report has been reviewed by the Director of Financial Services and the Director of Public Works who concur with the recommendations.

14. Conclusion

- 14.1 The updated Brookhill Neighbourhood Secondary Plan will guide the development of a sustainable neighbourhood that will be the future home for approximately 7400 people. This Secondary Plan encourages a diverse range of housing units within walking distance to shopping, services, schools and amenities. The conservation of the natural environment and the development of a robust active transportation network is provided as a foundation for this plan. A variety of housing types together with a Neighbourhood Centre and a Village Corridor form the central components of the Plan.

14.2 It is respectfully recommended that Council Adopt Official Plan Amendment 126 to include the updated Brookhill Neighbourhood Secondary Plan and Sustainable Urban Design Guidelines into the Clarington Official Plan.

Staff contacts: Mark Jull, Planner II, 905-623-3379 ext. 2426 or mjull@clarington.net and Carlos Salazar, Manager, 905-623-3379 ext. 2409 or csalazar@clarington.net

Attachments:

- Attachment 1: OPA 126, Brookhill Neighbourhood Secondary Plan and SUDGs
- Attachment 2: Sequence of Events
- Attachment 3: Public Comments Summary Table
- Attachment 4: Agency Comments Summary Table
- Attachment 5: Sustainable Urban Design Guidelines Comments Summary Table

Interested Parties:

List of Interested Parties available from Department.