



Staff Report

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Report To:	Joint Committees	
Date of Meeting:	September 13, 2021	Report Number: PDS-044-21
Submitted By:	Ryan Windle, Director of Planning and Development Services	
Reviewed By:	Andrew C. Allison, CAO	Resolution#:
File Number:	COPA2018-0003, PLN34.5.2.64	By-law Number:
Report Subject:	Jury Lands (Camp 30) and Recommended Amendment No 121 to the Clarington Official Plan	

Recommendations:

1. That Report PDS-044-21 and any related communication items, be received;
2. That the Official Plan Amendment No. 121 (**Attachment 1**) be referred back to staff for finalization based on any additional direction provided by Council and included in a future Council agenda with a confirming by-law;
3. That the Director of Planning and Development Services be authorized to finalize the form and content of OPA 121 and the Block Master Plan (Figure 1 of Attachment 1) resulting from Council's consideration, public participation, agency comments and technical considerations;
4. That the Urban Design Guidelines by DTAH dated April 12, 2019, as accepted in November 2020 through Report PSD-051-20 be approved and used by staff to guide development applications and the Municipal Wide Park development;
5. That Clarington accept the pre-dedication of the Municipal Wide Park with the understanding that any over-dedication of parkland will be resolved at the time of draft approval of subdivisions within Special Policy Area F;
6. That upon adoption of OPA 121, the Official Plan Applications 2009-0006 and 2020-001 by LRSP Ltd. be refused and closed and any remaining monies from the application fees be returned;
7. That the Region of Durham Planning and Economic Development Department and the Municipal Property Assessment Corporation be forwarded a copy of Report PDS-044-21 and a copy of the finalized OPA 121; and
8. That all interested parties listed in Report PDS-044-21 and any delegations be advised of Council's decision.

Report Overview

The Jury Lands, Bowmanville / Special Policy Area F: Block Master Plan, Urban Design Guidelines and Official Plan Amendment No. 121 (**Attachment 1**) is presented through this report 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, Ontario and Canada.

Early in 2017, the Municipality retained DTAH to prepare a community vision as outlined in Section 16.7 Special Policy Area F of the Official Plan. A public open house was held in June 2018 to review the Community Vision and a draft Official Plan Amendment. A Municipally-initiated Official Plan Amendment statutory public meeting was held in September of 2018. The consultant (DTAH) presented the Urban Design Master Plan + Design Guidelines for the Community Vision at the June 3, 2019, Planning and Development Committee meeting. Council accepted the Community Vision and solidified their position that no new private residential development would be allowed within the Municipal Wide Park in November of 2020 (Exhibit A and B of **Attachment 1** illustrate those lands proposed to be designated Municipal Wide Park).

The Municipality has met with the owners, Lambs Road School Property Ltd. (LRSP) a joint venture of the Kaitlin Group and Fandor Homes and FarSight Investments Ltd. (Schickedanz) to outline the development principles and review the most recent recommended Official Plan policies and Block Master Plan. We understand the landowners are generally in agreement with the recommended Official Plan Amendment.

The Jury Lands Foundation and Architectural Conservancy Ontario – Clarington Branch are poised to assist with the re-use of the buildings and interpretation of the site respectively, once the OPA is approved and the Municipal Wide Park lands are transferred to the Municipality.

1. Purpose

- 1.1 The purpose of this Staff Report is to recommend approval of Official Plan Amendment 121 (OPA 121) to the Clarington Official Plan by amending Special Policy Area F to establish land use policies and a Block Master Plan for this new neighbourhood centred around the Municipal Wide Park. Special Policy Area F policies implements the vision prepared by DTAH and the overriding neighbourhood structure principles of the Official Plan. The recommendation comes following a thorough public planning and consultation process. The Staff recommended OPA 121 is **Attachment 1**.

1.2 This report includes a summary of the process and comments received since the release of the Draft Official Plan Amendment in 2018, the Draft Urban Design Guidelines in 2019/2020, and the recommended Official Plan Amendment.

2. Background

2.1 Highlights of Special Policy Area F as presented in Recommended Official Plan Amendment 121 include policies to:

- Delete and replace Section 16.7 of the Official Plan regarding Special Policy Area F -Camp 30 to implement the policies related to the Block Master Plan;
- Adopt The Jury Lands, Bowmanville, Special Policy Area F: Urban Design Master Plan + Design Guidelines by DTAH, dated April 12, 2019, as the Urban Design Guidelines;
- Identify a Municipal Wide Park on the former campus lands and designate Urban Residential lands (Exhibit B of **Attachment 1**);
- Provide for mid-rise residential uses concentrated along Lambs Road; with the highest concentration and densities and heights at the Lambs Road and Concession Street East intersection;
- Provide for development of a complete community by requiring some commercial development in a mixed-use building at the intersection of Lambs Road and Concession Street East;
- Provide permission for a variety of housing forms and heights, including options for affordable and assisted living;
- Provide flexibility within development parcels to allow for a broader range of built forms and heights in areas internal to a neighbourhood and along the Local Corridor;
- Recognize the Camp 30 (former Boys Training School) cultural heritage resources and landscape outlined in the national and local designations, comprised of the six historic buildings adjacent to the ring road of the former campus; and
- Accept dedication of the Environmental Protection lands along Soper Creek and its tributaries.

2.2 Special Policy Area F is bounded by Soper Creek on the west, the CPR tracks to the north, Lambs Road on the east and Concession Street East on the south.

2.3 The total area within Special Policy Area F is 48.05 hectares. The majority of the property is owned by Lamb's Road School Property Ltd. (LRSP) a joint venture of Kaitlin Group and Fandor Homes). FarSight Investments Ltd. owns 4.6 hectares on the northern extents of the property along the rail corridor.

Site History

- 2.4 As a result of European settlement, the lands were cleared and farmed until the 1920s. John H. H. Jury donated the Darch Farm to the Province of Ontario for its development as a Boys Training School. The campus first opened in 1925. It was appropriated by the Federal government during WWII as a Prisoner of War Camp (#30). Following the war, it returned to its prior use until 1979. In 1981, the Province of Ontario sold the land to a private residential school; over the next 30 years the campus had a series of owners and housed both private and public schools. Its use as a school ceased in the fall of 2008. It had been purchased by LRSP in 2004.
- 2.5 In 2009, LRSP applied for an Official Plan amendment (COPA 2009-0006) to move the Community Park from the northwest intersection of Lambs Road and Concession Street East northerly to the location of the central campus area. They sought to redesignate the community park area as Urban Residential with a Medium Density Symbol. In addition, subdivision and zoning applications were submitted (for the southern third of the property).
- 2.6 In 2016, as part of Official Plan Amendment 107 (Clarington's comprehensive update to the Official Plan), 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 the adjacent Soper Hills Secondary Plan Area. In addition, specific polices were added to Chapter 16 of the Official Plan, Special Policies Area F for these lands. The land use designation for the central campus was reserved until a community vision was developed.

Special Policy Area F – Camp 30

- 2.7 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 polices in the Official Plan are to be read and used in conjunction with the specific policy direction provided for each Special Policy Area.
- 2.8 The policies in the Official Plan for Special Study 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 guidelines and a Master Block Plan. In addition, it was to determine the adaptive reuse while ensuring public access to the heritage resources from the surrounding residential neighbourhoods and Soper Creek trail system. Phase 2 of trail was completed in 2020 on the west side of Soper Creek.
- 2.9 The Jury Lands, Bowmanville/Special Policy Area F, Urban Design Master Plan + Design Guidelines, prepared by DTAH were subject to comment by the land owners, public and interested stakeholders. The resulting community vision was presented to Council in June 2019 by the consultant. While there has been much debate about densities and built form for the surrounding residential development, the overall principles and objectives of the urban design guidelines have been accepted.

2.10 In November 2020, via Council Resolution No. [C-492-20](#) in addition to Council accepting the urban design guidelines, direction was provided from Council that no private residential development be permitted within the ring road or Municipal Wide Park area. The community vision includes also suggested adaptive reuse of the built heritage structures that would be compatible with their setting within the Municipal Wide Park. The Master Block Plan and draft Official Plan policies required further consideration of the land owners requests for density increases and the inclusion of apartments as a permitted built form. Staff were directed to continue to work with the land owners and seek the assistance of the consultant for the Soper Hills Secondary Plan to ensure the neighbourhood fits within the overall urban structure of the Official Plan and planning occurring for the east side of Lamb's Road.

Land Characteristics and Surrounding Uses

2.11 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 in 2013 with the permission of the owners. In 2018, Council designated the six buildings and their setting adjacent to and within the ring road under the *Ontario Heritage Act* by By-law 2018-001, again with the permission of the owners.

2.12 The surrounding land uses are as follows:

North CPR tracks and farmland which is outside the urban boundary.

South Draft approved 610 unit residential plan of subdivision, comprised of 309 singles and 301 townhomes by FarSight Investments Ltd.

East Future urban residential lands subject to the Soper Hills Secondary Plan.

West The Soper Creek valley and residential subdivision of primarily single detached dwellings dating from the late 1990s.

3. Provincial Policy Statement

3.1 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. Planning authorities shall identify appropriate locations for intensification, redevelopment and transit-supportive development opportunities.

3.2 Significant built heritage resources and cultural heritage landscapes shall be conserved. Planning authorities can permit development and site alteration on lands adjacent to designated heritage properties where the proposed development demonstrates that the heritage attributes and designated heritage property will be conserved.

- 3.3 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.
- 3.4 The recommended Official Plan No. 121 (**Attachment 1**) is consistent with the Provincial Policy Statement.

Growth Plan for the Greater Golden Horseshoe

- 3.5 The majority of the subject lands (except for the northern 12 hectares) are within the Delineated Built Boundary. Population and employment growth is to 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.
- 3.6 The Growth Plan requires decisions made by Council to 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;
 - Encourage intensification generally throughout the delineated built-up area;
 - 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.
- 3.7 These policies indicate that municipalities are to identify strategic growth areas and the appropriate type and scale of development in those areas, along with the requirement to provide a transition of built form to adjacent areas. Adjacent areas could mean lower density neighbourhoods, as well as heritage resources.
- 3.8 The very northern portion of the site, in the ownership of FarSight Investments is Greenfield which is targeted for slightly higher density in general.
- 3.9 The proposed Official Plan Amendment No. 121 conforms to the Growth Plan, as confirmed by the Region of Durham.

4. Official Plans

Durham Region Official Plan

- 4.1 The Durham Regional Official Plan designates the lands as Living Area and Major Open Space. 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. Major Open Space includes key natural heritage and hydrological features, in this instance Soper Creek.
- 4.2 Development applications in Living Areas must consider having a compact built form, including providing intensive residential and mixed uses (e.g. commercial) 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.
- 4.3 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 the local Official Plans.
- 4.4 Local Corridors are mixed use areas, planned to support frequent transit service and the surrounding residential development. Local Corridors implement higher density and new forms of development, they are to be implemented with sensitive urban design measures to integrate with existing development and preserve and enhance cultural heritage resources. 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.
- 4.5 The Region encourages the conservation, protection and enhancement of built cultural heritage resources. In particular Regional policies seek to integrate new forms of development through sensitive urban design and a wide variety of building forms.
- 4.6 The Region sets the goal of having green space woven throughout the urban area to ensure ecological health and renewal. The intent is to protect natural, built and cultural environments. Any proposal for development or site alteration shall demonstrate no negative effects on key natural heritage and hydrologic features or their functions. Connectivity between features is to be enhanced to allow for movement of native plants and animals across the landscape.
- 4.7 The proposed Official Plan Amendment No. 121 conforms with the Regional Official Plan.

Clarington Official Plan

- 4.8 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 income, ages and lifestyles. Special Policy Area F is part of the Juryvale Neighbourhood which has yet to be planned as part of the Soper Hills Secondary Plan (**Figure A**).

- 4.9 The Clarington Official Plan designates the lands within Special Policy Area F as Urban Residential, Local Corridor and Environmental Protection except for the former campus area which has no designation. 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.
- 4.10 The Clarington Official Plan identifies Lambs Road as a “Local Corridor” on Map B Urban Structure. 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.
- 4.11 As provided in Official Plan Policy (10.6.3) density and built form within Corridors shall:
- a. Incorporate and be sensitive to existing local character and scale to create a compatible and attractive built form within a distinctive community image;
 - b. Incorporate measures to protect and enhance the natural heritage system and sensitively integrate them with new development, streetscaping and architectural detail; and
 - c. Create a public realm that accommodates a range of higher density residential uses, complemented by compatible retail, service and institutional uses.
- 4.12 Table 4.3 of the Official Plan describes the predominant building typologies, minimum densities, and building 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 property 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.

Special Policy Area F – Camp 30

- 4.13 As outlined in Section 2.12, 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 provided for the Special Policy Area. **Figure A** shows Special Policy Area F.

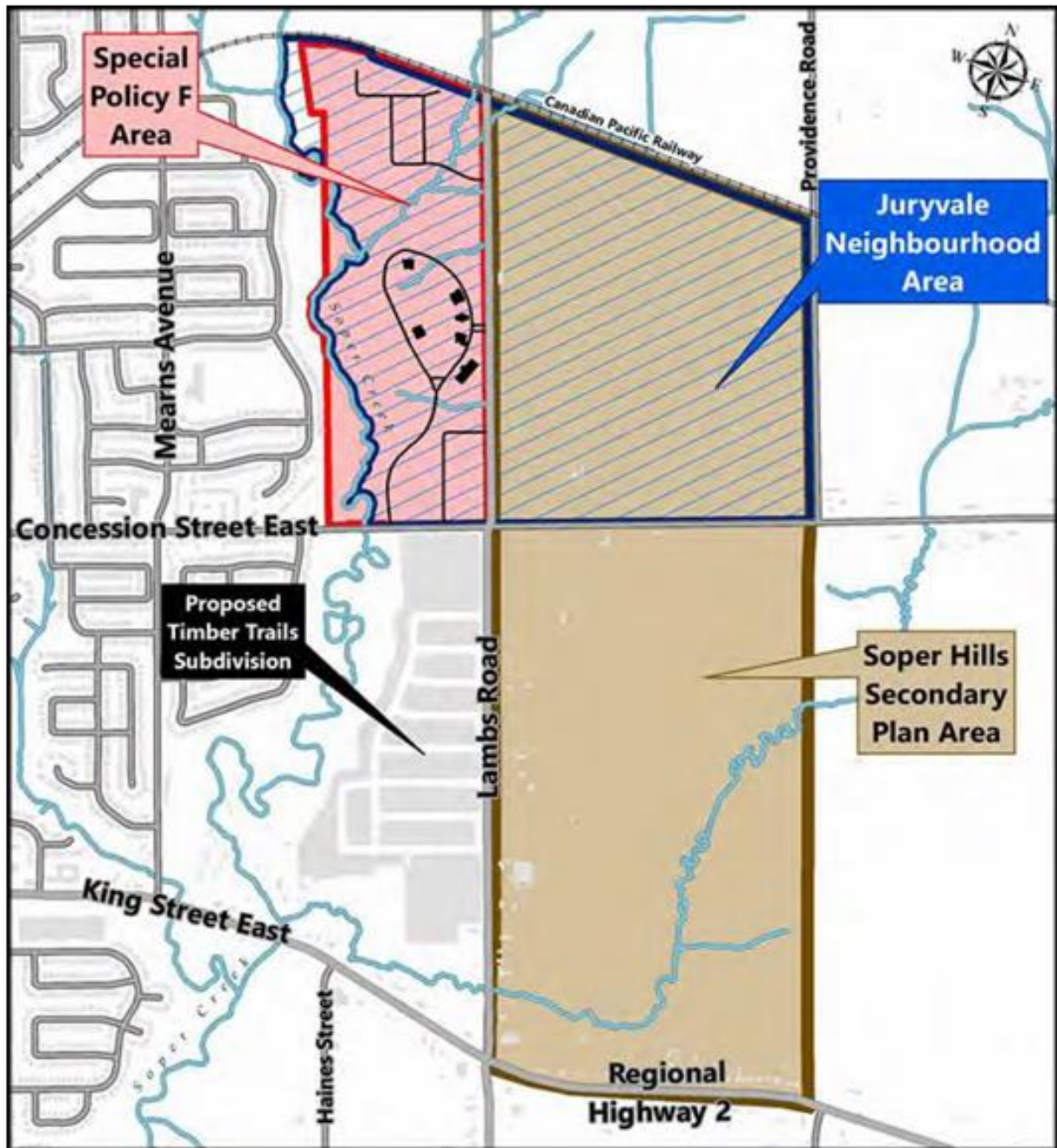


Figure A: Showing Special Policy Area F, Juryvale and Soper Hills Secondary Plan Boundary

4.14 The existing specific Special Policy Area F policies 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 Municipality engaged DTAH to prepare a community vision and urban design guidelines in keeping with the special policies and the overarching Official Plan policies.

- 4.15 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 would provide recreational amenities for the area. Parkettes and other outdoor amenity spaces would be determined at such time as development applications are made e.g. subdivision and Site Plan applications when the populations of specific areas, built forms and number of units are known.
- 4.16 Development in previously non-built up areas adjacent to cultural heritage attributes must provide appropriate transition with scale, massing and character. Urban Design Guidelines are to be prepared for the development of new neighbourhoods containing heritage resources. The DTAH Urban Design Guidelines accepted by Council will satisfy this requirement. An addendum to address built forms such as the prominent intersection mixed-use building and apartments may be necessary. This can be determined at the time of development application.
- 4.17 The recommended Official Plan Amendment No. 121 will continue to implement the Clarington Official Plan as amended and in Staff's opinion fulfills the objectives of the Official Plan. Exhibit B in **Attachment 1** shows the recommended changes to Map A3 of the Official Plan.

5. Agency Comments

Regional Municipality of Durham

5.1 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 the recommended 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 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

- 5.2 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 [Exhibit B of Attachment 1] 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 policies 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 polices and believe they will protect the natural heritage and water resource systems while allowing for development with green infrastructure measures.
- 5.3 CLOCA agrees with identifying the SWM facilities as symbols on the Block Master Plan. 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

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

6. Departmental Comments

Public Works, Infrastructure Division

- 6.1 The Public Works, Infrastructure Division 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 Infrastructure Division 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.
- 6.2 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 and reviewed. Policies within the recommended Official Plan Amendment 121 allows the developers to also use low impact development practices to manage storm water.

Emergency and Fire Services

6.3 Emergency and Fire Services provided support for two access points to the isolated development parcels. Given the experience in servicing other neighbourhoods that have no or deficient alternate access, including the requirement to have an additional access at the threshold at more than 100 units is the standard being used in Clarington and other municipalities. Options for providing alternate access can be through creating a boulevard street, or other means. This can be determined when development applications are submitted and reviewed.

7. Public Notice and Submissions

- 7.1 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.
- 7.2 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 parcels affected by Special Policy Area F were notified.

Public Comments

- 7.3 The display panels and presentation have been posted to the municipal website since June 14, 2018. Comments from the public 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.
- 7.4 A draft of the Official Plan Amendment for Special Study Area F – Camp 30 was made available to the interested parties and posted to the municipal website on August 17, 2018, for comment. Based on the comments received a revised Official Plan Amendment was drafted and circulated to all commenting agencies, property owners and interested parties in August 2019. More recently, further revision has been made in response to comments made by the land owners.

- 7.5 Since the statutory public meeting there has been ongoing discussion with the land owners and interested parties. A number of presentations, delegations and reports have been provided to Council. Milestone events are noted in **Attachment 2** to this report and the comments from delegations to Committee and Council meetings are outlined in **Attachment 3** to this report along with written submissions received. The comments and written submissions have been thoroughly considered as part of the recommended OPA 121.
- 7.6 Notice of this Recommendation Report was provided to all interested parties on August 12, 2021. At the time of writing this report no public inquiries have been made. Staff have met with the land owners, individual Council members, the Jury Lands Foundation and heard from commenting agencies. The notification and public consultation requirements of the *Planning Act* have been satisfied.

Landowners Comments

- 7.7 Initial comments from the landowners (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; and
 - Concern about incomplete information on future process for park development, and associated timing, to implement the vision including opportunities to participate prior to the preparation of statutory documents.
- 7.8 Staff, the landowners and their consultants met to work towards a consensus and adjustments were made to the proposed Block Master Plan and the proposed policies of the draft Official Plan Amendment. However, the landowners were still not satisfied with the previously proposed draft Official Plan Amendment No. 121 (September 2019).
- 7.9 Key landowner concerns, in September 2019, were:
- The draft 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 the south and north of the tributary (Areas 2 and 3 of **Figure B**).

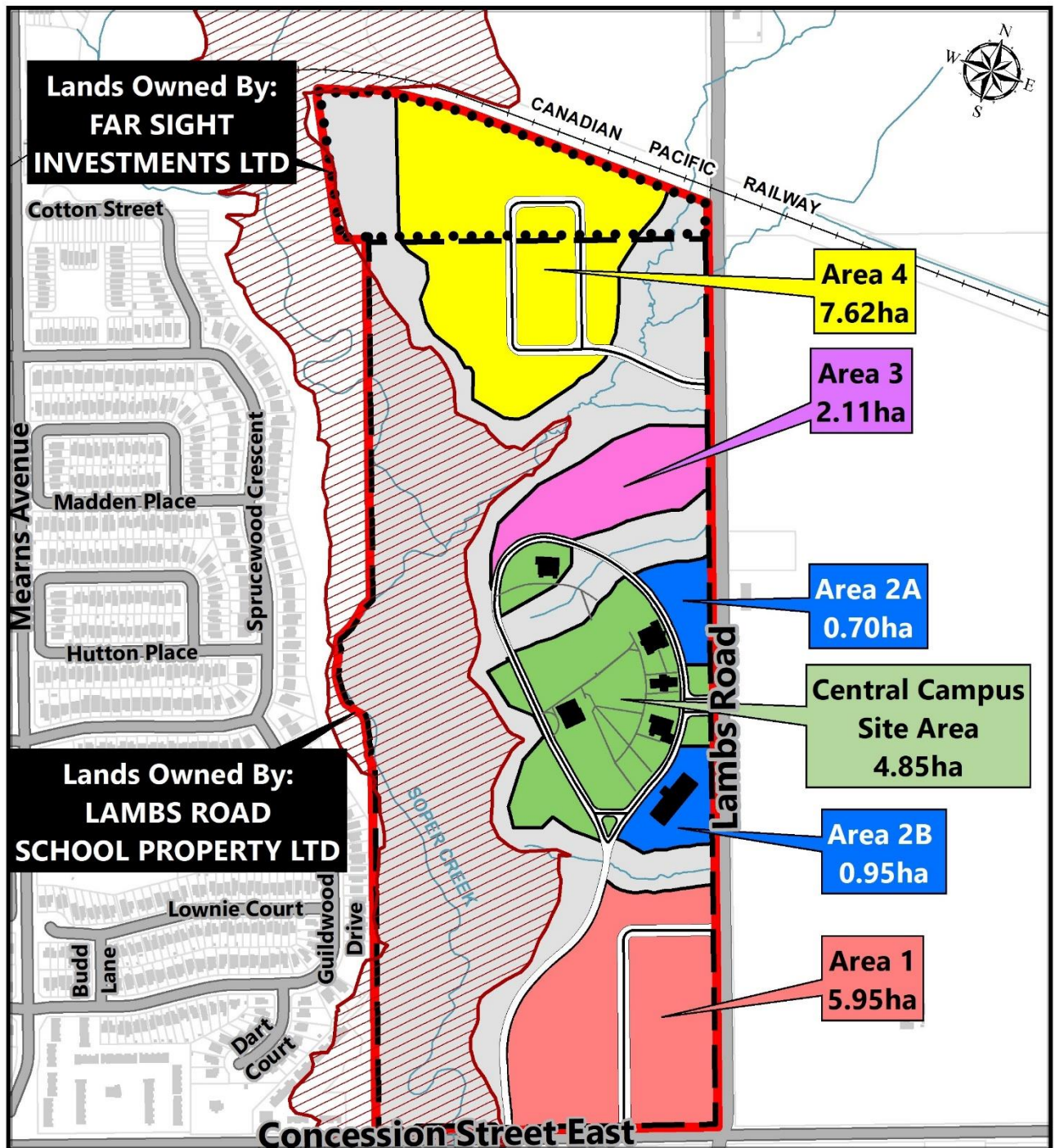


Figure B: denoting Areas 1, 2, 3 and 4 referenced in this report.

- 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 **Figure B**) 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 LRSP developers is to increase the unit target in Appendix B to 1,100 units from 700 proposed as of September 2019.
- The uniqueness of the site should be recognized.

7.10 In May 2020 LRSP submitted a privately initiated Official Plan Amendment (COPA 2020-0001) and concurrent zoning by-law amendment and subdivision applications for Areas 2, 3, and 4 of **Figure B**. A pre-consultation meeting was held in July 2020. The application sought to provide exceptions to the policies and urban structure of the Official Plan. The application remains incomplete.

7.11 The privately initiated Official Plan Amendment application sought to:

- Deviate from the work that Staff was completing on draft OPA 121;
- Advance the owners development concept plans; and
- Increase of heights and densities across all areas of the site.

7.12 In July 2020, FarSight Investments Ltd. submitted a conceptual subdivision plan that used draft OPA 121 as the basis. A pre-consultation meeting was held in August 2020. The concept plan yield was 34 units per net hectare and accommodated the necessary setback from the rail line. The pre-consultation minutes were signed back.

7.13 Staff have been involved in reviewing concept plans with FarSight Investments Ltd. Staff understand that the general desire of FarSight is to develop a townhouse (condominium) block with principal access to the public street.

7.14 As a result of the direction received from Council in November of 2020, staff engaged the consulting team for the Soper Hills Secondary Plan area and worked with the team to address a number of the concerns and comments raised by the owners. The recommended OPA 121 (**Attachment 1**) to this Report reflects this work.

- 7.15 The landowners acknowledge the decision Council made in November 2020 with regard to restricting private residential development from within the ring road area of the campus. According to the landowners, this has meant that any plans for assisted living or affordable (subsidized) housing has not been pursued by the landowners. The recommended OPA policies allow such forms of housing, the owners have the option of implementing them at the time of development.
- 7.16 Most recently, Staff have met with the owners and further refined the Block Master Plan and the policies being recommended for approval. Section 8 of this Report provides details on the current recommended OPA 121. Staff have reviewed and considered the comments received from the landowners and their consultants when formulating the policies.

Jury Lands Foundation Comments

- 7.17 The Jury Lands Foundation is an incorporated entity seeking charitable status. It is supportive of the community vision outlined in the DTAH Jury Lands Urban Design Master Plan + Design Guidelines. The Jury Lands Foundation purpose includes ensuring any surrounding development complements the heritage of the site, specifically they have commented to that designation of the Municipal Wide Park 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;
 - allow the site will be linked into the trail system;
 - provide access so people can walk, ride bicycles or use public transit along with a car to access the park from Lambs Road or the trail system; and
 - allow the Jury Lands Foundation to obtain their charitable status and seek funding for the refurbishment of the buildings from granting Foundations, governmental sources and private corporations and citizens.
- 7.18 The Jury Lands Foundation support the DTAH report, Block Master Plan and design guidelines. They look forward to the dedication of the Municipal Wide Park area. They are concerned that the lack of security and lack of appropriate “mothballing” of the buildings is leading to further deterioration. They are poised to begin fundraising for and promoting the repurposing of the heritage buildings as soon as the lands are transferred to the Municipality by the Owner.
- 7.19 The Jury Lands Foundation must show an interest, such as an agreement with the public entity landowner of the heritage buildings to obtain their charitable status. They intend to fundraise to undertake repurposing of the buildings. The Memorandum of Understanding (MOU) approved by Council through Report [PSD-071-16](#) outlines the relationship between the Foundation and Municipality.

7.20 At the June 3, 2019, Planning and Development Committee meeting, Committee 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.

7.21 The Jury Lands Foundation would like to see a building on a portion of the future park turned over such that they could obtain their charitable status and proceed with fundraising efforts.

Architectural Conservancy Ontario (ACO) – Clarington Branch

7.22 The ACO is a provincial umbrella organization whose purpose is heritage conservation through education and advocacy. It encourages conservation and reuse of structures and landscapes of architectural, historic and cultural significance. The Clarington Branch was established in 2009 in response to the closing and abandonment of the buildings at the former Boys Training School (Camp 30). Each local branch has an executive, membership and focus. The Clarington Branch focus is local heritage issues and programming opportunities, such as Doors Open and Camp 30 tours, as well as education and working in partnership with like minded groups.

7.23 ACO – Clarington Branch have been monitoring the site, providing tours and promoting its conservation. They have provided articles to the provincial magazine and appeared before Council on numerous occasions in support of the work by Jury Lands Foundation and the Municipality.

7.24 The ACO branch have continued to provide tours during the pandemic and have had excellent attendance. Members have expressed disappointment is the lack of care for the grounds and buildings.

General

7.25 The comments received from public, the landowners, and advocacy groups have been considered in the preparation of the currently recommended Official Plan Amendment 121. The comments of delegations and written submissions can be viewed on the website at [Jury Lands](#).

8. Recommended Official Plan Amendment 121

Community Vision, DTAH Urban Design Master Plan

8.1 As outlined in Section 4, the policies in the Official Plan for Special Study 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 community vision study was to set out design principles, architectural guidelines and a Master Block Plan.

- 8.2 The report prepared by DTAH, contained a development framework that accommodated a range of housing types and landscapes while preserving the central campus area for park and public uses. The development framework and urban design guidelines outline 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. As stated previously the DTAH report will serve as the Urban Design Guidelines, however they may need to be augmented with architectural details given the additional built forms now recommended as part of OPA 121. This can be determined at the time of site plan application.
- 8.3 The various conceptual layouts for the different residential areas have been modified with additional density permissions as part of the Block Master Plan included in the recommended Official Plan Amendment 121 (Exhibit A in **Attachment 1**). The specifics of the building types and mix of units, building architectural style and detailing are to conform to the urban design guidelines of the Official Plan and DTAH report.
- 8.4 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 being:
- the southern residential development to 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
 - Park Drive using the ring road and including the former campus entrance from Concession Street are to be retained as a rural cross-section. The Concession Street entrance would function at a pedestrian/cycling trail and for ceremonial purposes as a vehicle access. The ring road would service the Municipal Wide Park leading to the existing parking areas.
- 8.5 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.
- 8.6 The focal point of the neighbourhood is the central campus/Municipal Wide Park and its historic buildings. The Urban Design Guidelines outline 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 once the buildings are transferred by the current owners they will be "mothballed" for a period of time awaiting funding for redevelopment.
- 8.7 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. Council received a presentation by the consultant at the June 3, 2019, Planning and Development Committee meeting, Report [PSD-029-19](#). The DTAH report will serve as the Urban Design Guidelines and were accepted by Council in November 2020 through Resolution

#PD-183-20. Staff recommend the DTAH report be formally approved as part of the recommended Official Plan Amendment 121.

- 8.8 When Council accepted the DTAH report as the community vision, they also directed that no private residential development be allowed within the ring road. In addition, they approved the retention of the consultant for the Soper Hills Secondary Plan area to assist staff with refining the draft Official Plan Amendment No 121.
- 8.9 The Soper Hills Secondary Plan consultant is SGL Planning and Design Inc. They reviewed the draft OPA with input from ASI their heritage consultant. They were provided with background information and aware of the land owners desire for higher heights and densities in specific areas. They provided planning opinions and recommendations in order to strengthen and improve the draft OPA. Specific recommendations were made which have resulted in designating Lambs Road and Concession Street East as a prominent intersection, the inclusion of transition policies, clarification on where and when Heritage Impact Assessments and view assessments would be required and bringing the most important urban design policies forward from the DTAH report into the OPA policies.

Recommended Official Plan Amendment (September 2021)

- 8.10 The key components of the recommended OPA include Low Density Residential, two types of Medium Density Residential, Heritage and Local Corridor, High Density Residential at the Prominent Intersection, and Parkland and Environmental Protection.

Low Density Residential

- 8.11 The predominant use of lands within Low Density Residential designation shall be a mix of housing types and tenures. Permitted dwelling types include single detached dwellings and semi-detached dwellings, townhouses and accessory apartments. Buildings would be ground related and not exceed 4 storeys. Private lanes or streets would be permitted.

Medium Density Residential - Heritage

- 8.12 The Medium Density Residential - Heritage designation would see a mix of townhouses, apartment buildings, back to back townhouses, stacked townhouses and accessory apartments. While within the local corridor the heights would be limited to a maximum of 4 storeys. Proposed buildings in proximity to the designated heritage buildings would be required to demonstrate how they would respect the heritage resources and view planes between the designated buildings. Private lanes and streets would be permitted but are required to adhere to the same standards as public lanes and streets.

Medium Density Residential – Local Corridor

- 8.13 The Medium Density Residential – Local Corridor designation would see a mix of townhouses, apartment buildings, back to back townhouses, stacked townhouses and accessory apartments. Building Heights would be a minimum of 3 storeys and maximum up to 6 storeys. Private lanes and streets would be permitted but would be required to adhere to the same standards as public lanes and streets.

High Density Residential/Mixed-Use Local Corridor

8.14 The predominant use of High-Density Residential/Mixed-Use Local Corridor Designation would be apartment buildings. Retail, office and service commercial are encouraged to be located on the ground floor of mixed-use buildings. Ground floor commercial would be required in any building located at the corner of Lambs Road and Concession Street East (lands within the prominent intersection). Building heights would be between 5-6 storeys. The intersection of Lambs Road and Concession Street East is a logical location for a prominent intersection, with higher heights to emphasize the corner.

Parkland and Environmental Protection

8.15 Central to the Block Master Plan is the former Boys Training School campus (Camp 30) which is a Nationally and locally designated heritage resource comprised of buildings and the Ring Road. The former campus area would be designated as Municipal Wide Park and it is surrounded and traversed by the tributaries and main branch of Soper Creek. These valleylands provide significant Environmental Protection (EP) lands. Key View Corridors to and from the central green of the former campus into and along the valley will truly emphasize the green spaces which lace their way through this developing neighbourhood.

8.16 The primary considerations when formulating the recommended OPA 121 were as follows:

- Conformity to the Growth Plan, the Regional Official Plan, and the Clarington Official Plan;
- Promoting complete communities by providing for a mix of uses, residential densities and housing options;
- Built form, building heights, 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; and
- Reinforcement of the heritage resources and elements as outlined in the National Historic Sites and Monuments of Canada designation.

8.17 The recommended Official Plan Amendment does not include a cap on the number of residential units and therefore provides more flexibility for this area. This is to allow for a variety of housing types and built forms. For reference the recommended land use designations would accommodate approximately 1300 dwelling units with the ultimate unit count being determined through the development approval process e.g. zoning, plans of subdivision/condominium and Site Plan.

8.18 The issues that would have to be addressed at the time of subdivision, zoning and site plan applications include the following:

- Block and lot layouts, access/street network, building locations, setbacks, building design, number of units, and commercial space (Area 1 on Figure A);
- The proposed development limits along the Soper Creek valley and tributaries have yet to be established 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 developers.

Revisions from the Previous (September 2019) Draft OPA 121

8.19 In September 2019, Report [PSD-041-19](#) presented a draft Official Plan Amendment that relied on the community vision prepared by DTAH and included a Block Master Plan and policies to see their implementation. The landowners and their consultants provided many comments. In particular, the question of whether private residential development would be allowed within the ring road south of the Jury Lodge tributary was unresolved. At the time, Council tabled the report, staff met with the owners and explored the owners desire to provide an assisted living facility and affordable housing and how they would impact the heritage resources and overall development scheme. In November 2020, Council accepted the DTAH report as the urban design guidelines for the overall development, restricted private residential development from within the ring road and agreed to have the consultant for the Soper Hills Secondary Plan (SGL) review the Block Master Plan and policies with an eye to increasing the density to address the concerns of the landowners.

8.20 Lambs Road is a Local Corridor in the Official Plan. The intent of Local Corridors is to provide higher density development to support transit. Supporting transit requires relatively consistent higher density along the corridor (north to south) and destinations. In this case there are constraints such as environmental protection lands and the heritage resources (which could be a destination). It is deemed appropriate for this local corridor to consider a greater proportion of mid-rise buildings and densities in key locations along more of the local corridor at a higher ratio than contemplated in the Official Plan policies. However, this increase in proportion and densities is linked to the public dedication of the Municipal Wide Park. Initially, the owners had expressed a desire to build higher, up to 6 storeys along Lambs Road in Area 2 on **Figure C**.

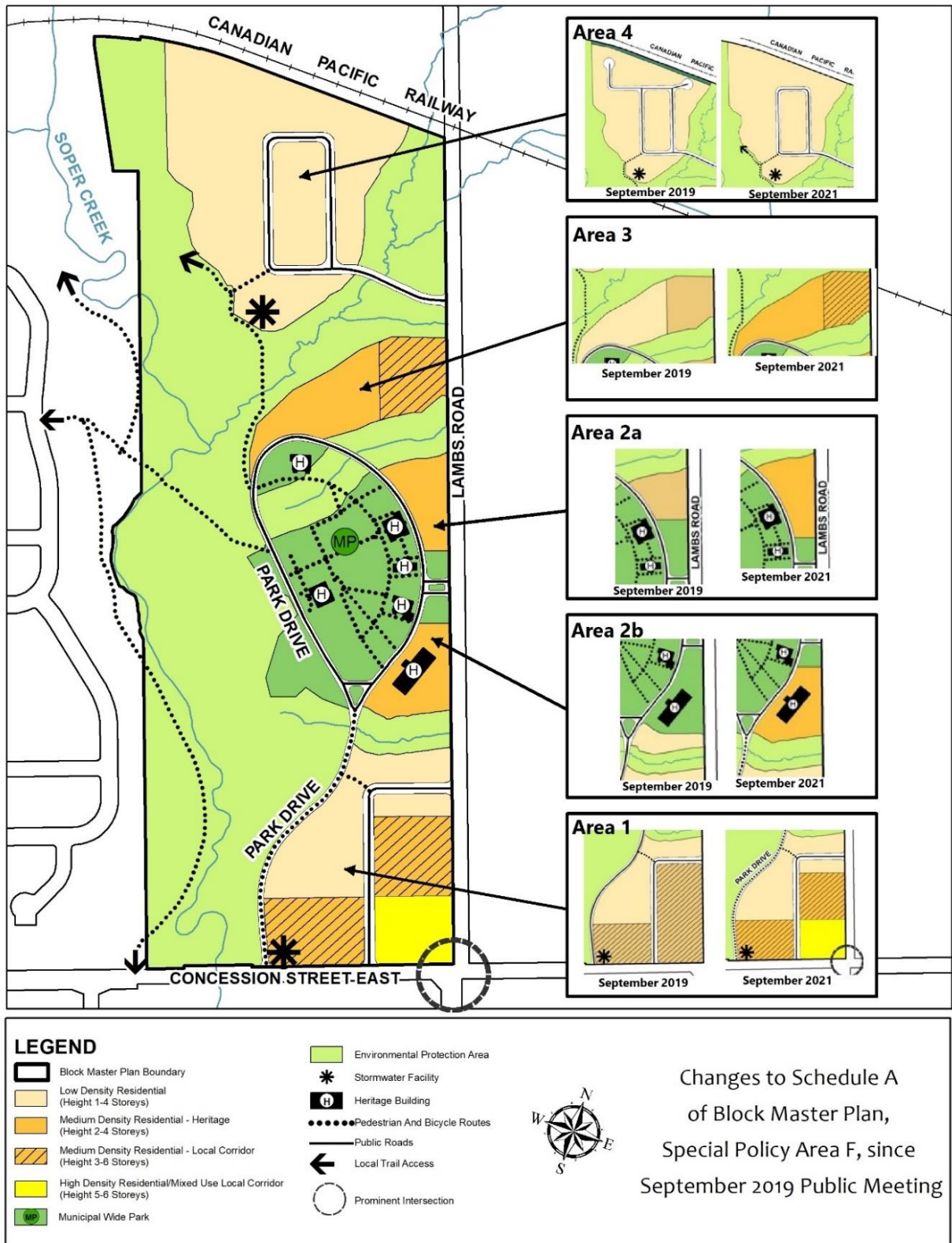


Figure C – Detail of Block Master Plan Update from September 2019 to September 2021

- 8.21 To address the urban structure and policies in the Official Plan, the intersection of Concession Street East and Lambs Road has been identified as a prominent intersection (Area 1 on **Figure C**). This allows greater heights and density to be located at the corner and provides for mixed-use (e.g. commercial) to serve the neighbourhood. From this prominent intersection the development transitions to mid-rise residential east along Concession Street East and north along Lambs Road.
- 8.22 The recommended OPA 121 requires the Municipality implement the community vision, and “build upon the designation of National Historic site, in accordance with the *National Historical Sites and Monument Act* and under Part IV (individual) of the *Ontario Heritage Act* by establishing additional mechanisms to protect the cultural heritage value of Camp 30/The Jury Lands”. Any development in proximity to the heritage buildings would require Heritage Impact Assessments and view assessments (e.g. Areas 2 and 3 on **Figure C**) to ensure that the view planes set out in the heritage designations are respected and enhanced. The designated heritage buildings (within parcels 2A, 2B and 3) will be subject to the processes outlined in the *Ontario Heritage Act* and the policies of OPA 121.
- 8.23 For the low density residential areas (Areas 1 and 4) a mix of housing types and tenures are permitted including single detached dwellings, semi-detached, townhouses, stacked townhouses, back to back townhouses and other dwelling types that provide for the same densities. Initially a target of 70% detached and semi-detached dwellings was contemplated by Staff for Areas 1 and 4 on **Figure C**. This percentage was discussed with the landowners who commented that it was unrealistic. While there was a desire to see some singles and semis as part of the lower density development a reasonable percentage was not easily determined. Through ongoing discussion, attempts to determine a realistic target through multiple conceptual layouts determined that the physical constraints of the area would dictate the development potential and a target should not be applied, singles and semis remain a built form option as they will be necessary of a complete neighbourhood.
- 8.24 For Area 1, the landowners have consistently indicated that singles and semis would be part of the units built to take advantage of the public road and natural heritage features. For Area 4 given the lack of specifics about the developable area, the stage of Environmental Impact Study which has not been completed or reviewed, it is difficult at this point in time to anticipate where the public road(s) alignment would be within the parcel. The developers are well aware of Council’s desires and the actual mix of dwelling types can be determined at the time of subdivision/zoning.
- 8.25 The landowners have acknowledged that a public road(s) meeting the requirements of the Directors of Emergency and Fire Services and Planning and Development to adequately access the Area 4 would be required, this has been included in the policies of the recommended OPA 121. The buffer along the railway would also be a requirement as per the policies of the Official Plan.

- 8.26 The owners have expressed a desire to come to agreement with Staff and move forward. There has been general agreement for some time on the conceptual layout for Area 1, Staff have compromised and allowed the internal areas to have a maximum of 4 storeys. The owners have agreed to including some commercial on the first floor of the 5-6 storey building at the prominent intersection which they originally had not contemplated.
- 8.27 In Area 3 on **Figure C** the owners can build up to 6 storey heights along the Lambs Road Local Corridor and 4 storeys on the interior taking into account any impacts on the Jury Lodge. A public road would not be required; however, inter-parcel agreements to provide mutual access between condominium corporations would be required.

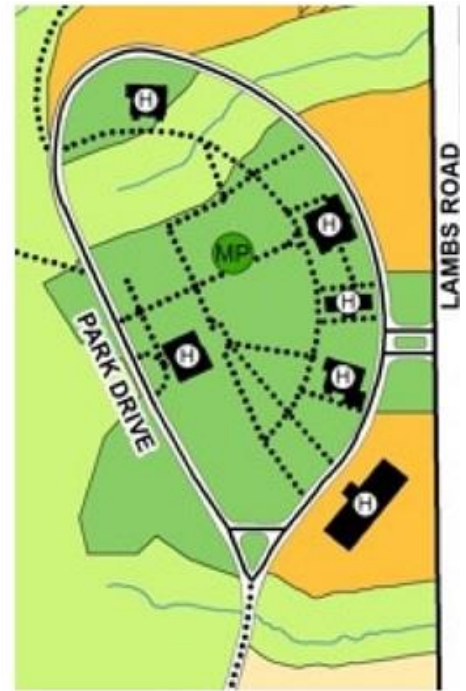
9. Next Steps

- 9.1 As with other Block Master Plans and given the pending comments and approval from Council, some technical changes to wording or schedules may take place prior to the Municipality finalizing the document. Recommendation #3 requests Council authorize the Director of Planning and Development Services to finalize the form and content of OPA 121.
- 9.2 The existing Legal Agreement between LRSP/LRD and the Municipality was predicated on, among other things, a comprehensive review of the Official Plan and the removal of the “future urban residential” designation. In addition, the Municipality updated the Official Plan to shift the Community Park from the southern portion of the property to the northwest corner of Lambs Road and Concession Street East, this occurred in November of 2016 and was approved by the Region in June of 2017.

Transfer of Jury Lands

- 9.3 This file is unique in that the basis of proceeding with OPA 121 is linked to the transfer of the Jury Lands for the purposes of heritage preservation and the creation of a Municipal Wide Park. A critical step in this process is the transfer of the lands to the Municipality.

- 9.4 The transfer would bring the lands into the ownership of the MOC providing a measure of control over the future of the heritage buildings. Equally important, public ownership of the lands would allow the Jury Lands Foundation to become eligible for charitable status. Obtaining charitable status is critical in that it would allow them to pursue funding immediately to assist with the short term “mothballing” of the existing heritage buildings and more importantly raise money for the adaptive re-use of the lands and the buildings.
- 9.5 The timing of the land transfer and any required changes to the existing Legal Agreement are beyond the scope of this report, however a companion report has been prepared by the Municipal Solicitor for inclusion on the September 13, 2021 in Camera Agenda.



Outstanding Applications

- 9.6 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 northwest corner of Lamb’s Road and Concession Street. This application pre-dated Amendment No. 107 (Clarington’s most recent comprehensive update to the Official Plan) which has moved the community park to the northeast corner of Lambs Road and Concession Street. As such, this application is now redundant and is recommended to be refused.
- 9.7 Subdivision and zoning applications submitted in 2009 for the most southern residential development block (6.82ha) (Area 1 on Figure 1) will remain open. 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.
- 9.8 In May 2020 Lambs Road School Property Ltd. (LRSP) submitted a privately initiated Official Plan Amendment 2020-0001, zoning and subdivision applications. This application remains incomplete. When OPA 121 is adopted the OPA application would become redundant and at the request of the Council as per [PD-111-20](#) it is recommended to be refused. The zoning and subdivision applications would remain open and are deemed incomplete.

10. Concurrence

- 10.1 The Director of Legislative Services (Municipal Solicitor) concurs with Section 9 – Next Steps.

11. Conclusion

- 11.1 The purpose of this report is to recommend adoption of Official Plan Amendment 121. It proposes that the central campus within the ring road be designated Municipal Wide Park with a Municipal Wide Park symbol, including area north of the tributary where the Jury Lodge is located (4.64 ha). 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 while providing an eighty metre “window” into the Municipal Wide Park. These designations would allow for the lands surrounding the designated heritage buildings to be developed with adaptive re-uses. The remaining 15.68 hectares of developable land were previously designated urban residential by Amendment No. 107. The recommended housing units for Special Policy Area F are in keeping with Official Plan policies and the background studies prepared for this area.
- 11.2 Areas 2 and 3 are directly influenced by the central campus and heritage buildings, while the owners previously requested additional height (up to 6 storeys) based on the local corridor policies allowing such heights would not be in keeping with the principles outlined in the Heritage Designations. The intent is to enhance and showcase the heritage resources and respect the view planes as set out in the Urban Design Guidelines. The policies for cultural heritage resources in the Regional and Municipal Official Plans call for development that will maintain the importance and character of the heritage resources.
- 11.3 Based on the comments received from the landowners’ revisions have been made to the Block Master Plan from what had been issued in August 2019 and revised in September of 2021. The Block Master Plan and recommended policies has been amended as outlined in Section 8.
- 11.4 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 revised the policies and Block Master Plan as deemed necessary. These changes are not responding to specific development concepts rather these changes allow for some flexibility for the owners as the detailed concepts are developed.

11.5 Staff are of the opinion that the Recommended Official Plan Amendment 121 represents good planning and will provide for a complete community and be further enhanced by the development on the east side of Lambs Road.

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

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Attachments:

Attachment 1 – Recommended OPA 121

Attachment 2 – Sequence of Events

Attachment 3 – Public Comments Summary Table

Interested Parties:

List of Interested Parties available from Department.