

Planning & Urban Design Rationale

**2020 Lambs Road,
Bowmanville**
Municipality of Clarington

Prepared For
Lambs Road School Property Ltd./
Lambs Road Developments Ltd.

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Executive Summary

On behalf of Lambs Road School Property Ltd./ Lambs Road Developments Ltd., we are pleased to submit this revised Planning Rationale Report in support of a resubmission for applications for a Zoning By-law Amendment and a Plan of Subdivision for the lands municipally known as 2020 Lambs Road.

On May 21, 2020, the applicant submitted applications for an Official Plan Amendment, a Zoning By-law Amendment, and Draft Plan of Subdivision for Areas 1 to 4. After consultation with Town staff over the past year and a half, refinements have been made to the development proposal and the municipally initiated Official Plan Amendment (OPA 121) for the Camp 30 lands. The revised proposal is generally consistent with the Town's proposed OPA, with the exception of the proposed land use designation on the lands in Area 4, which through this development proposal, would be designated as Medium Density Residential. Our rationale is summarized below as well as in the more detailed sections of the report.

The proposal seeks to permit a multi-phase development comprised of a mix of low, medium, and high density residential and mixed use blocks, two new public roads, 25.2 hectares of open space, and a 4.6-hectare Municipal Wide Park, including the conveyance of five existing buildings within the boundaries of the historic ring road. The plan also integrates and protects natural features, including tributaries of the Soper Creek.

A conceptual development plan has also been prepared to illustrate how the lands could be developed, including approximately 1,202 residential dwellings, consisting of a variety of low-rise and mid-rise built forms, and approximately 700 square metres of retail space. The revised proposal is a decrease in units from the May 2020 concept of 1,376 residential dwellings total.

In our opinion, the proposed development of the subject site for the proposed land uses and development blocks is consistent with the Provincial Policy Statement (2020) and conforms to the policies of the Growth Plan for the Greater Golden Horseshoe (2019), the Regional Official Plan and the Municipality of Clarington Official Plan.

From a land use perspective, the proposed redevelopment will support the achievement of numerous policy directions promoting intensification and redevelopment of underutilized sites within built-up urban areas. The mix of low, medium and high density residential and mixed use blocks will allow for a compact urban form that is contextually appropriate given the emphasis in the Growth Plan on optimizing the use of land in urban areas, and the need to provide a greater mix and range of housing in these areas. The housing mix contemplated includes a variety of traditional single detached and street townhouses as well as more compact townhouse forms and apartments, therefore providing a broader choice of housing options and eventual price points.

The Camp 30 lands differ from typical development in that it will be shaped by the extensive natural and cultural heritage features on the subject site. These features make the subject site unique and limit development to small and irregular parcels throughout the subject site. Given this, the overall density of development is relatively low due to the large size of the subject site with vast areas of landscape and open space between development blocks. As such, it is important to optimize density on the subject site within the developable areas. Across the entire development site, less the 25.2 hectares of the natural heritage system, the concept plan contemplates a gross density of 69.6 units per hectare. This calculation is consistent with the Durham Region Official Plan's definition of Gross Density.

With specific regard to Area 4, it is our opinion that a Medium Density Residential land use designation is appropriate for the lands. It is the policy of the PPS, Growth Plan, and both Regional and Municipal Official Plans to focus intensification in Built-Up Areas, such as Local Corridors like Lambs Road. Given that the width of the Local Corridor is approximate, and that most of the 100-metre depth along Lambs Road is a part of the Natural Heritage System or the cultural features, the proposal seeks to capture some of the density internal to the development area, particularly in Area 4. Designating these lands as Medium Density Residential would maintain the intent of the Local Corridor policy, due to the natural heritage constraints along the Lambs Road frontage which would have otherwise been developed as such.

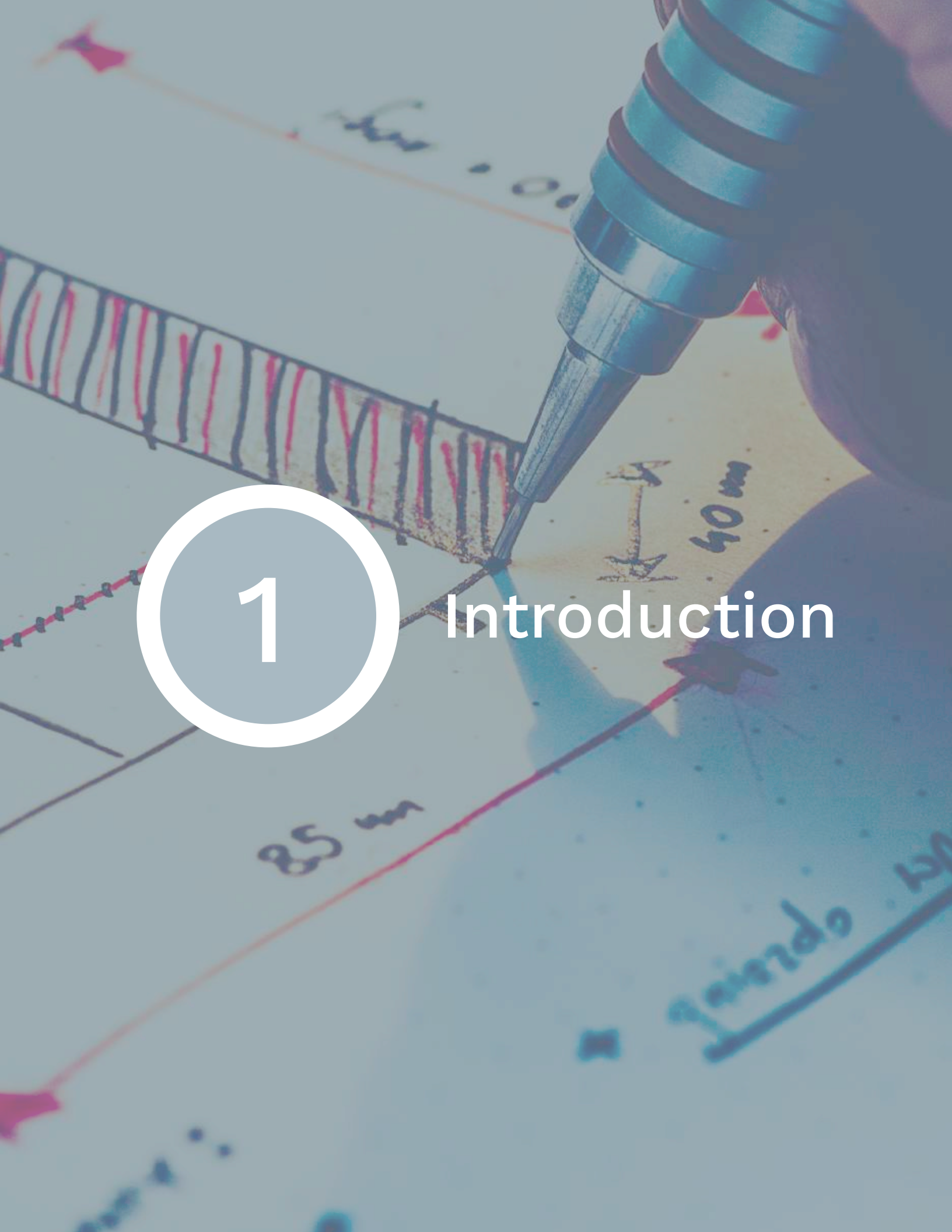
With large areas of the lands that are within the Local Corridor area proposed for natural heritage protection, density that would have resulted from intensification across the entire length of the Local Corridor cannot be achieved. Given this fact, it is our opinion that increased density beyond the approximate Local Corridor depth is logical, specifically in Area 4, provided that an appropriate transition in density and built form can be maintained throughout the designations on the subject site. The concept plan illustrates an appropriate transition in density and built form, generally decreasing in density and height based on land use type, as per the intended policy structure of OPA 121. The proposed development meets the minimum density requirements for sites located along Local Corridors, and neither the Regional nor Municipal Official Plan establishes a maximum density applicable to Local Corridors.

In summary, it is our opinion that the proposal is an appropriate and desirable development of the site and represents good planning and urban design.



This Planning Rationale and Urban Design Report has been prepared by Bousfields Inc. on behalf of Lambs Road Developments Ltd in support of a resubmission to amend the city-wide Zoning By-law Amendment to permit a mixed-use development for the Camp 30 lands.





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Introduction



Figure 1 - Site Area

On behalf of our client, Lambs Road School Property Ltd./ Lambs Road Developments Ltd., we are pleased to submit this revised Planning Rationale Report in support of a resubmission for applications for a Zoning By-law Amendment and a Plan of Subdivision for the lands municipally known as 2020 Lambs Road. In May 2020, Lambs Road School Property Ltd./Lambs Road Developments Ltd. submitted applications to comprehensively redevelop the site which included lands that were subject to a 2009 application ("Area 1") and the lands that are subject to recent applications ("Areas 2 to 4"). This resubmission updates the comprehensive redevelopment proposal submitted in May 2020. At the request of municipal staff for processing purposes, the application for draft plan of subdivision has been updated to reflect Areas 1 to 4 combined.

This revised proposal addresses Areas 1 to 4 and provides for a residential and mixed use development on the west side Lambs Road and north of Concession Street East, on a 42.5-hectare (105 acre) property, municipally known as 2020 Lambs Road, Bowmanville in the Municipality of Clarington (the "subject site") (see **Figure 1** – Site Area). Given its previous uses, the site is also referred to as "Camp 30" or the "Jury Lands".

The proposal seeks to amend the Zoning By-law and subdivide the subject site to permit a multi-phase development comprised of a mix of low, medium, and high density residential and mixed use blocks, two new public roads, 25.2 hectares of open space, and a 4.6-hectare Municipal Wide Park, including the conveyance of five existing buildings within the boundaries of the historic ring road. The plan also integrates and protects natural features, including tributaries of the Soper Creek.

A conceptual development plan has also been prepared to illustrate how the lands could be developed, including approximately 1,202 residential dwellings, consisting of a variety of low-rise and mid-rise built forms, and approximately 700 square metres of retail space. The revised proposal contemplates a decrease in units from the May 2020 concept of 1,376 residential dwellings total.

As discussed above, a portion of the lands was subject to applications submitted in 2009 for an Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision, referred to as "Area 1" (File Nos.: COPA 2009-0006, ZBA 2009-0023 and S-C-2009-0003). Since that time, additional concepts were developed, including a proposed development scheme created in 2016 in collaboration with the owner and the Municipality, a draft conceptual plan prepared by DTAH in 2019 and a draft land use plan prepared by the Municipality in support of a draft Official Plan Amendment (OPA 121) prepared in 2019. Furthermore, upon continued consultation with the owners, an updated draft Official Plan Amendment was brought to Planning and Development Committee on October 4, 2021, and is generally consistent with the applicant's proposal, with the exception of the proposed land use designation on the lands in Area 4. The proposal seeks to designate Area 4 as Medium Density Residential, which is further discussed in Section 5 of this report.

From a land use planning perspective, the proposed development represents an appropriate form of residential intensification within the built boundary of a settlement area. The level of intensification proposed is appropriate given the existing and emerging land use and built form context. The proposal is supportive of those Provincial and Official Plan policies which promote intensification within built-up urban areas, particularly in locations which are well-served by municipal infrastructure, while having regard for the provision of complete communities that provide access to high quality open space.

From a built form and urban design perspective, the proposal provides a compatible development with limited built form impacts on nearby or adjacent residential properties and the heritage resources. The proposed height and massing of the proposed development is in keeping with the emerging context and is compatible with the existing and future planned context of the surrounding lands. The buildings are sited to frame the Lambs Road and Concession Street East frontages, as well as the proposed park and existing heritage resources.

This report concludes that the intensification of the subject site is consistent with the policy directions articulated in the Provincial Policy Statement (2020), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019, as amended), the Region of Durham Official Plan (2017), and the Municipality of Clarington Official Plan (2018), all of which support intensification on underutilized sites in built up areas. Accordingly, this report concludes that the proposal is appropriate and desirable, and the requested applications should be approved.



Site & Surroundings

2.1 The Site

The site is located within the Bowmanville Urban Area within the Municipality of Clarington. Collectively, the subject site, including Areas 1 to 4, is generally rectangular in shape, with the exception of the western boundary abutting the Soper Creek that has an irregular property line. The southern property boundary abuts Concession Street East, extending from Soper Creek on the west to Lambs Road to the east. To the east, the site is bounded by Lambs Road and to the north, the site terminates just south of the Canadian Pacific Railway.

The site has a gross area of approximately 42.5 hectare (105 acre). The lands slope gradually in a south-westerly direction. A tributary of the Soper Creek runs along the west side of the site and two easy west tributaries divide the site generally into thirds.

The central part of the site includes a National Heritage Site designated under the Historic Sites and Monuments Act on April 19, 2013. This designation identifies the landscape, the six buildings laid out in a campus-style plan beside an oval-shaped ring road, the network of paved pathways, the Prairie-Style of the building, and the view planes between the buildings. These buildings are connected by an oval-shaped ring road and a network of paved and unpaved paths. These buildings range in height from single to two-storeys and were originally constructed in 1925 when the site operated as a boy's training school. During World War II the property operated as a German Prisoner of War camp, after which point it resumed operating as a school until 2008. The area south of the ring road at the southeast corner of the subject site includes the former sports fields.

Currently access to the site is provided through two entrances from Lambs Road. A third entrance from Concession Street East historically existed but is currently overgrown and closed.



Subject Site: Looking east from the ring road



Subject Site: Looking south from the ring road



Subject Site: Looking west from the ring road



Subject Site: Looking north from the ring road



Subject Site: Soper Creek Tributary



Subject Site: View of the Jury House



Subject Site: View of the Gym/Pool



Subject Site: View of the Jury House



Subject Site: View of the Gym/Pool



Subject Site: View of the Infirmary



Subject Site: View of the Cafeteria



Subject Site: View of the Triple Dorm



Subject Site: View of the Infirmary

2.2 Immediate Surroundings

To the immediate north of the subject site, within the boundary of the Jury Lands Special Policy Area, is a currently vacant parcel of land which abuts the Canadian Pacific ("CP") Railway Corridor. This parcel is planned for future development. Further north of the rail corridor, the land uses are generally comprised of a combination of agricultural lands and natural areas.

Similarly, to the east the land uses are also generally comprised of vacant agricultural lands, with the exception of a single-storey warehouse structure on the east side of Lambs Road, adjacent to the northern entrance of the subject site. These lands are designated as Future Urban Residential in the Bowmanville Urban Area.

Directly south of the subject site, at the southwest corner of the Lambs Road and Concession Street East intersection, is another farm property with an application for plan of subdivision comprised of 273 detached dwellings and 268 townhouses submitted by Farsight Development (File No. S-C-2005-002).

To the west of the site, on the west side of Soper Creek, is an existing neighbourhood comprised of low density residential consisting of two-storey single-detached homes along Guildwood Drive. Further to the west, within the neighbourhood is Guildwood Park and John M. James Public School. To the southwest is Campbell Court (114 Concession Street East), which is a complex of six 3-storey walk up apartments with internal surface parking, part of the Durham Region Participation House Project. Further west, along Concession Street East, Mearns Meadows is a development of row houses with a single storey community building and playground at its core. At the northwest corner of the intersection of Concession Street East and Mearns Avenue, 100 Mearns Avenue is an L-shaped multi-unit commercial retail plaza with surface parking at the front of the property.



Lands to the immediate north of the Subject Site



Lands to the immediate east of the Subject Site



Lands to the immediate south of the Subject Site (Farsight Development)



Guildwood Drive



114 Concession Street East



100 Mearns Avenue

2.3 Transportation Context

2.3.1 Road Network

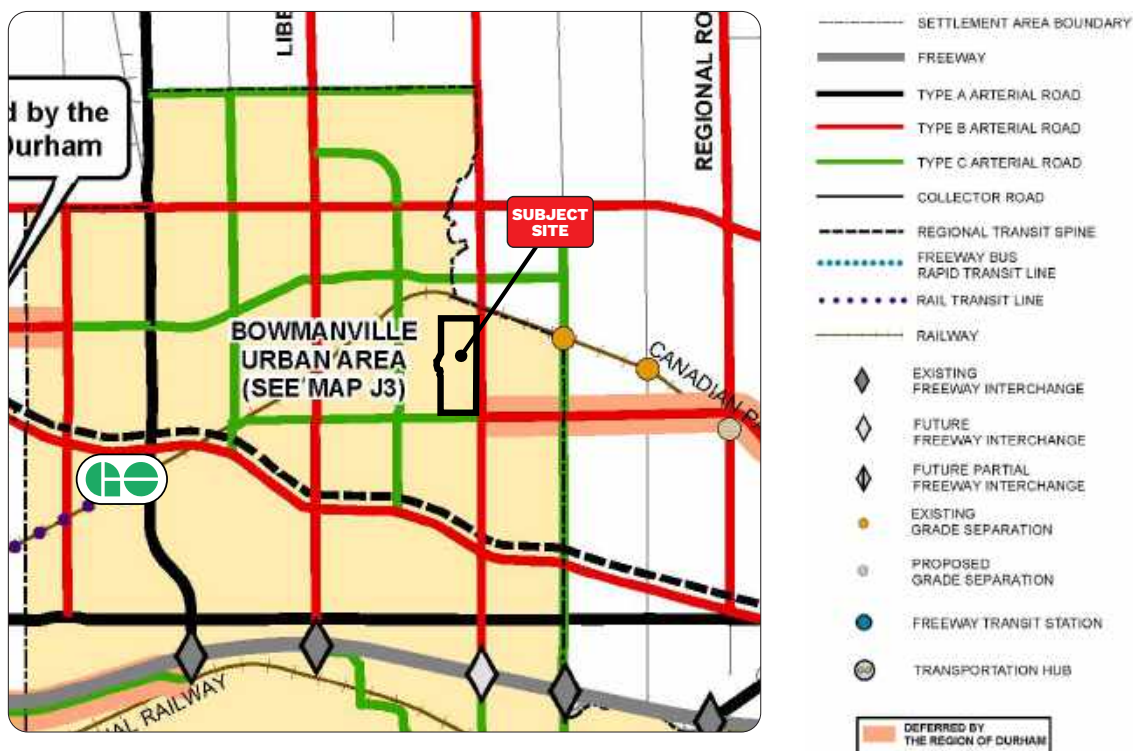
The portion of Lambs Road which runs along the eastern boundary of the site, is identified as a Type B Arterial Road by the Municipality of Clarington Official Plan (Schedule J1: Transportation Network). Lambs Road currently has a 2-lane cross-section and a 20-metre-wide Right-Of-Way ("ROW"). As a Type B Arterial Road, the planned right-of-way width is between 30 and 36 metres with a 4-lane cross section in the Urban Area.

The portion of Concession Street East which runs east-west along the southern boundary of the site, is identified as a Type C Arterial Road by the Municipality of Clarington Official Plan (Schedule J1: Transportation Network). Currently, Concession Street East has a 4-lane cross-section and a 20-metre-wide ROW. Type C Arterial Roads have a planned right-of-way width of 26 to 30 metres with a 2 to 4 lane cross-section in Urban Areas.

2.3.2 Transit Network

Bowmanville is accessible by regional transit service and GO Transit. In September 2020, Durham Region Transit (DRT) reduced the number of bus routes servicing the Region, including Bowmanville, due to low ridership and instituted an On Demand service to replace many local routes. Bowmanville continues to be serviced by the 902A DRT bus route operating between King Street and Simpson Avenue in Bowmanville (approximately 1.5 km southeast of the subject site) and the Oshawa GO Train Station via downtown Oshawa. Other local bus routes serving Bowmanville are replaced by DRT On Demand, which is a shared-ride service that can be booked using the app or by phone and provides service within defined transit zones, operating between local stops and connections to more frequent bus routes and local GO stations or bus terminals.

The subject site is approximately a 10-minute drive from the Bowmanville GO Bus station.





Proposal

3.1 Application History

As discussed, development applications for Area 1 were submitted in December 2009 (File Nos.: COPA 2009-0006, S-C-2009-0003 and ZBA 2009-0023). The applications sought to relocate the Community Park designation at the centre of the subject site, located within proximity of the heritage buildings. The 2009 plan also sought to redesignate the southern portion of the site to Urban Residential Area with Medium Density Residential permissions to permit 116 residential units.

On June 16, 2016 an Option to Purchase Agreement was reached between the Corporation of the Municipality of Clarington and Lambs Road School Property Ltd. and Lambs Road Developments Ltd. which granted the Municipality the option to purchase a 6.2 ha (15.32 ac) portion of the subject site for the purposes of a Community Park subject to the conditions of the agreement. Amongst other matters, the agreement gave the Municipality the right to exercise the Option to Purchase the parkland, conditional upon the approval of the applications for Area 1 as illustrated in Schedule E of the Agreement (see **Figure 3** – Schedule E: Concept Plan).

This concept plan was divided into four areas. Area 1 was comprised of detached dwellings, townhouse units and stacked townhouses with a total of 205 units; Areas 2 through 4 included the same built form mix as Area 1 with a total of 291 units.

On May 21, 2020, the applicant submitted applications for an Official Plan Amendment, a Zoning By-law Amendment, and Draft Plan of Subdivision for Areas 1 to 4. After consultation with Town staff over the past year and a half, refinements have been made to the proposal and the municipally initiated Official Plan Amendment for the Camp 30 lands. The revised proposal is generally consistent with the Town's OPA, with the exception of the proposed land use designation on the lands in Area 4, further discussed in Section 5 of this report.

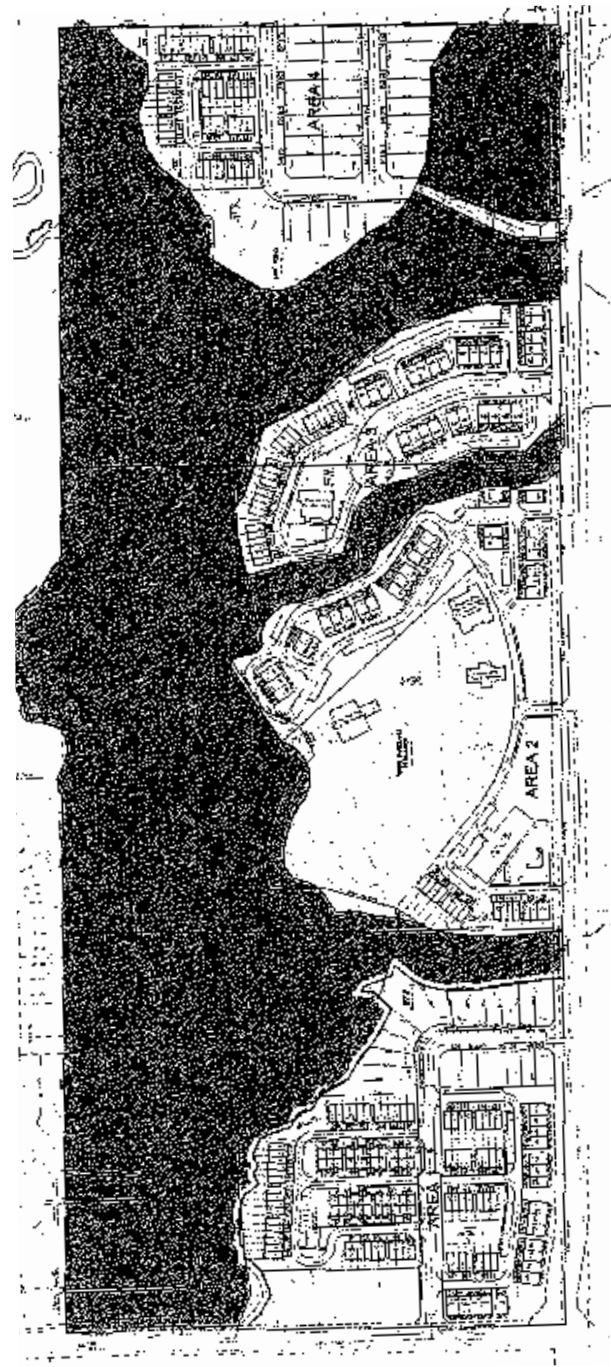


Figure 3 - Schedule E: Concept Plan

3.2 Description of Revised Proposal

The revised proposal for the development of the subject site provides a balanced approach by contemplating a residential and mixed uses, public open space, while preserving the majority of the existing buildings, as shown on **Figure 4 - Draft Plan**. The revised plan for provides an approach which seeks to optimize the development of the lands, making efficient use of existing infrastructure and integrated with the existing heritage resources.

The Draft Plan includes the four developable areas of the subject site. Areas 1 to 4 will introduce a mix of Low, Medium and High Density Residential and Mixed Use land uses along the existing and proposed road network while preserving the natural and cultural heritage features.

The Draft Plan proposes several residential blocks and one mixed use block, which combined is approximately 11 hectares of the 42.5-hectare site. Further, the Draft Plan proposes a 4.6-hectare park block within Areas 2 and 3 intended as a Municipal Wide Park, a 0.4-hectare stormwater management pond in Area 4, and a total of 25.2 hectares to remain as open space. The heritage buildings within the ring road are planned to be dedicated to the Municipality for community uses within the public park surrounding these buildings.

The block at the immediate corner of Lambs Road and Concession Street East is proposed as High Density Residential/Mixed Use Local Corridor and could include a mix of residential and retail uses. The remainder of Area 1 consists of Medium Density Residential Local Corridor blocks adjacent to the existing roads and Low Density Residential blocks, generally internal to the area and adjacent to the open space. Areas 2 and 3 are closest to the existing buildings and as such, the blocks are proposed as a mix of Medium Density Residential Heritage and Medium Density Residential Local Corridor, respecting the form and character of the heritage buildings within the ring road. Area 4 is proposed as a Medium Density Residential block and includes a block for the purpose of stormwater management.

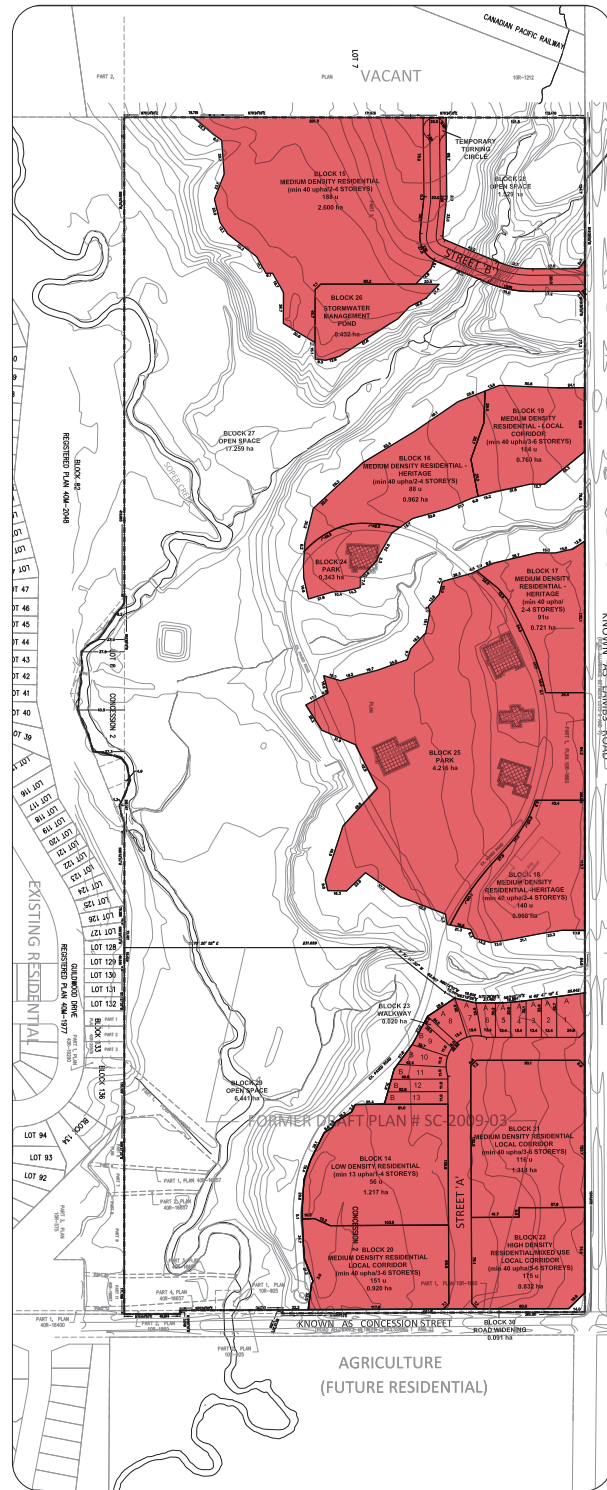


Figure 4 - Draft Plan

The Draft Plan would also facilitate the creation of 13 single detached lots in Area 1, fronting the proposed public road (Street 'A') and backing onto the open space. The proposed minimum frontages of the single detached lots range from 11.0 metres to 13.4 metres. A 6.0-metre pedestrian walkway block is proposed between lots 8 and 9 and would connect the public road in Area 1 to the existing paved road within the open space.

The plan is structured around the introduction of two new public local roads, both with 20.0-metre rights-of-way. The public road proposed in Area 1, Street 'A', connects to Concession Street East and Lambs Road. Area 4 contains the second public road, Street 'B', which will connect Lambs Road through the open space and to the developable lands to the north. The existing paved road along the west side of Area 1 which connects to the ring road to the north will function as a trail within the open space system, preserving the natural features to the west and facilitating pedestrian movement through the park and open space.

Concept Plan

While development of the residential blocks will be subject to future site plan applications, a concept plan has been prepared to illustrate the proposed built form and potential unit count (see **Figure 5 – Concept Plan**).

The development proposes a mix of residential built forms with higher density uses generally along the edges, where possible given the efforts to conserve the natural heritage system. A total 1,202 residential dwellings are contemplated in the development, which has been decreased from the May 2020 concept of 1,376 residential units.

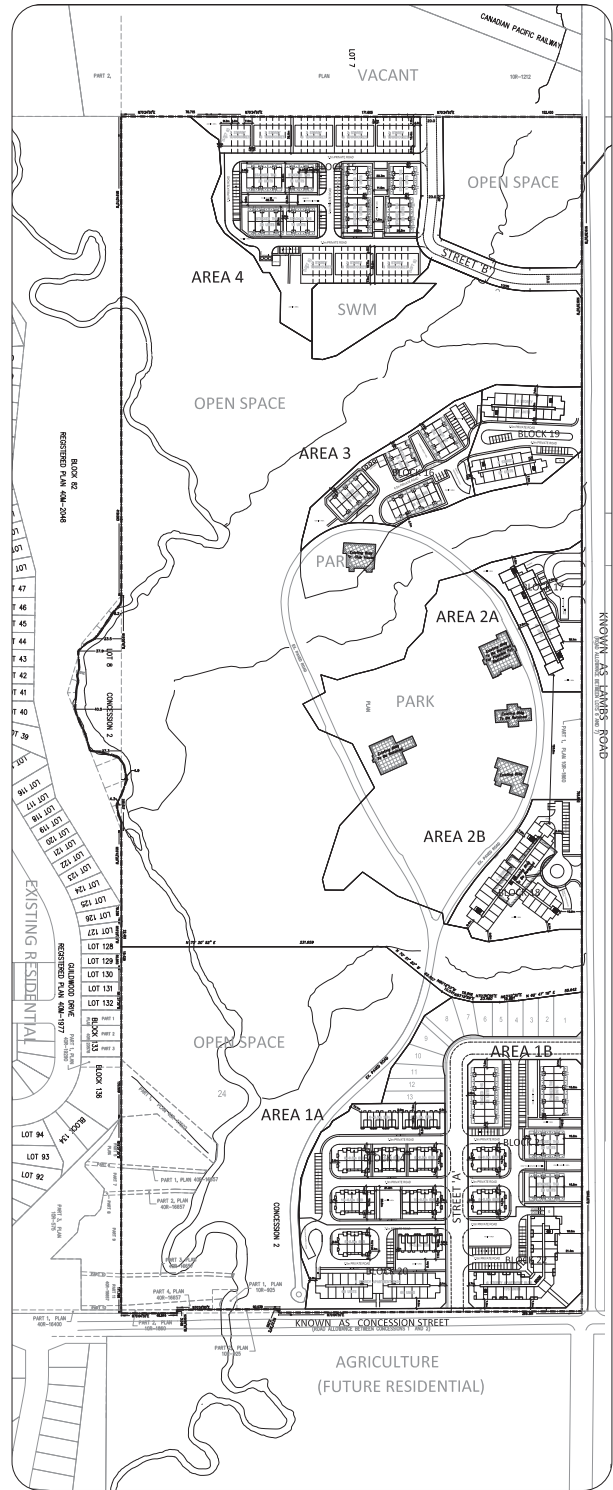


Figure 5 - Concept Plan

Apartment buildings of 4 and 6-storeys are contemplated, generally located along Lambs Road and Concession Street East. A 6-storey mixed-use apartment building is shown at the northeast corner of the Lambs Road and Concession Street East intersection and may include approximately 700 square metres of ground floor retail space. A mix of townhouse units are also demonstrated, comprised of 2-storey street townhouses, 3-storey back-to-back townhouses and 4-storey stacked townhouses. The table below summarizes the concept plan unit count by Area.

The proposal seeks to site buildings so that they are integrated with the surrounding open space areas and respect the existing buildings. Multiple amenity spaces between the townhouse blocks and apartment buildings is also contemplated, and will be further detailed through future planning applications.

Open Space

A total of 4.6 hectares of the subject site will be conveyed as a municipal park, comprising the central portion of the site including the ring road and five of the six existing buildings. In addition, approximately 25.2 hectares will be designated as open space, including the Soper Creek and its tributaries. A stormwater management facility is proposed in Area 4 adjacent to the open space area.

Proposed Road Network

As discussed, access to the development is proposed through two new public roads, with two connections to Lambs Road and one connection to Concession Street East. Private roads are also anticipated within the residential and mixed use blocks and are shown in the concept plan with a minimum width of 6.5 metres. The layout and details of private roads will be dealt with through future site plan applications.

Concept Plan Stats

Location	Area (ha)	Units
Area 1	0.69	Single Detached – 13*
Area 1A	2.14	Street Townhouse – 19 B2B Townhouse – 52 Apartment – 136
Area 1B	2.15	B2B Townhouse – 16 Stacked Townhouse – 100 Apartment – 175
Area 2A	0.72	Apartment – 91
Area 2B	0.97	Apartment – 140
Area 3	1.72	Stacked Townhouse – 88 Apartment – 184
Area 4	2.60	Street Townhouse – 44 Stacked Townhouse – 144
Total	10.99	1,202

**Single detached lots in Area 1 to be developed through draft plan application*

The proposed 20.0-metre public road in Area 1 (Street 'A') will have access to Lambs Road and Concession Street while providing internal connections to the development blocks within Area 1. Access to Areas 2 and 3 is proposed directly from Lambs Road. The proposed 20.0-metre public road in Area 4 provides a connection to Lambs Road and will connect to the future development to the north. An emergency exit road over the CP rail line is also proposed north of Area 4.

The existing ring road, that extends from just north of Concession Street East to the area with the heritage buildings, will generally function as a multi-use path with limited vehicle access to a portion of Area 2.

An approximate 3.0-metre road widening is proposed along Concession Street East.

Parking

The concept plan also illustrates parking locations within the proposed Medium and High Density development blocks. Parking for traditional and back-to-back townhouse dwellings should be supplied with driveways and/or garages whereas the stacked townhouses and apartment buildings are planned to include underground parking. Surface parking is also contemplated throughout the site to accommodate visitor and retail parking spaces.

With respect to parking ratios, 1.45 spaces per apartment unit are proposed, including 0.25 visitor parking spaces per unit. For all townhouse units, 2.25 spaces per unit are proposed, including 0.25 visitor parking spaces per unit.

3.3 Required Approvals

In our opinion, the proposed development conforms with the Regional Official Plan, as such, no Regional Official Plan Amendment is required. With respect to the Clarington Official Plan, an amendment is required to Map A3 – Land Use Bowmanville Urban Area to designate the location of the historic buildings and ring road to a Municipal Wide Park; and to amend Special Policy Area F to include, amongst others, permission for Low, Medium and High Density Residential throughout the majority of the site.

As discussed above, Clarington Town Staff prepared a draft Official Plan Amendment (OPA 121) for the Camp 30 lands and have worked in consultation with the owner and other stakeholders to establish a logical and viable land use plan for the subject lands. The revised proposal described in this report is generally consistent with the Town's vision for the lands based on draft OPA 121, except for the proposed land use designation on the lands within Area 4. The proposal seeks to designate these lands as Medium Density Residential, which would require further modification to draft OPA 121. The planning rationale for designating these lands as such is discussed in Section 5 of this report.

The proposed development also requires an amendment to the Municipality of Clarington Zoning By-law 2005-109, as amended, in order to rezone the subject lands from Urban Residential Exception R1-10 to appropriate zones. Further, the proposed draft plan of subdivision will be submitted concurrently. Site Plan Applications will also be required to facilitate the development and will be submitted at a later date.



Policy & Regulatory Context

As set out below, the proposed residential development is supportive of the overall policy directions set out in the Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe, the Region of Durham Official Plan, and the Municipality of Clarington Official Plan, all of which support the efficient use of land and infrastructure within built-up areas.

4.1 Provincial Policy Statement (2020)

On February 28, 2020, the Ministry of Municipal Affairs and Housing released the Provincial Policy Statement, 2020, which came into effect on May 1, 2020 (the "PPS").

The PPS provides policy direction on matters of Provincial interest related to land use planning and development. In accordance with Section 3(5) of the *Planning Act*, all decisions that affect a planning matter are required to be consistent with the PPS. In this regard, Policy 4.2 provides that the PPS "shall be read in its entirety and all relevant policies are to be applied to each situation".

As compared with the 2014 PPS, the 2020 PPS includes an increased emphasis on encouraging an increase in the mix and supply of housing, protecting the environment and public safety, reducing barriers and costs for development and providing greater certainty, and supporting the economy and job creation.

One of the key policy directions expressed in the PPS is to build strong communities by promoting efficient development and land use patterns. To that end, Part V of the PPS contains several policies that promote intensification, redevelopment and compact built form.

Policy 1.1.1 provides that healthy, liveable and safe communities are to be sustained by:

- promoting efficient development and land use patterns;
- accommodating an appropriate affordable and market-based range and mix of residential types, employment, institutional, recreation, park and open space, and other uses to meet long-term needs;

- avoiding development and land use patterns that may cause environmental or public health concerns;
- avoiding development and land use patterns that would prevent efficient expansion of settlement areas;
- promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments and standards to minimize land consumption and servicing costs;
- improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society; and
- ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.

Policy 1.1.2 requires that sufficient land be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. Policy 1.1.2 also states that within *settlement areas*, sufficient land shall be made available through intensification, redevelopment and if necessary, *designated growth centres*.

Section 1.1.3 provides settlement area policies and states that land use patterns within *settlement areas* should support a mix of land uses and densities that efficiently utilize land, resources and infrastructure, promote energy efficiency and support active transportation.

Policy 1.1.3.1 states that *settlement areas* shall be the focus of growth and development. Policy 1.1.3.2 provides that "land use patterns within *settlement areas* shall be based on densities and a mix of land uses which:

- a. efficiently use land and resources;
- b. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- c. minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d. prepare for the impacts of a changing climate;
- e. support active transportation;
- f. are transit-supportive, where transit is planned, exists or may be developed; and
- g. are freight-supportive."

Policy 1.1.3.3 further provides that planning authorities shall identify appropriate locations and promote opportunities to accommodate a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

Policy 1.1.3.6 speaks to the need for new development within *designated growth areas* to occur adjacent to existing built-up areas. Development should have compact form with a mix of uses and densities that promote the efficient use of land, infrastructure and public service facilities.

The PPS defines *designated growth areas* as "lands within settlement areas designated in an official plan for growth over the long-term planning horizon provided in Policy 1.1.2, but which have not yet been fully developed." Furthermore, *designated growth areas* include lands which are designated and available for residential growth in accordance with Policy 1.4.1(a), as well as lands required for employment and other uses. In this regard, the subject lands classify as a *designated growth area*.

With respect to housing, Policy 1.4.1 states "to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a. maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and
- b. maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through land suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans."

Policy 1.4.3 requires the provision of an appropriate range of housing options and densities to meet projected market-based and affordable housing needs of current and future residents by, among other matters:

- establishing and implementing minimum targets for the provision of affordable housing and which aligns with applicable housing and homelessness plans;
- permitting and facilitating all forms of housing to meet the social, health and well-being requirements of residents, including second units;
- directing new housing to locations where infrastructure and public service facilities are or will be available;
- promoting and facilitating all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and all types of residential intensification, including additional residential units; and
- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs; and
- promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

Regarding public spaces, Policy 1.5.1 states that healthy, active communities should be promoted by planning public streets, spaces, and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity. Further, the policy directs communities to be promoted by planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages.

The efficient use of infrastructure is a key element of provincial policy (Section 1.6). Policies 1.6.3-1.6.5 provide that:

- infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs.
- planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are available to meet current and projected needs.
- planning authorities should promote green infrastructure to complement infrastructure.
- before consideration is given to developing new infrastructure and public service facilities the use of existing infrastructure and public service facilities should be optimized; and opportunities for adaptive re-use should be considered, wherever feasible.
- infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety.
- public service facilities should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.

With respect to stormwater management, Policy 1.6.6.7 provides that planning for stormwater management shall:

- be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;

- minimize, or, where possible, prevent increases in contaminant loads;
- minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;
- mitigate risks to human health, safety, property and the environment;
- maximize the extent and function of vegetative and pervious surfaces; and
- promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.

Policy 1.7.1 of the PPS states that long-term prosperity should be supported through a number of initiatives including: encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and a range of housing options for a diverse workforce; optimizing the use of land, resources, infrastructure and public service facilities; maintaining and enhancing the vitality and viability of downtowns and main streets; encouraging a sense of place by promoting well-designed built form and cultural planning.

Section 2.1 relates to Natural Heritage and Policy 2.1.1 states that natural features and areas shall be protected for the long term. Policy 2.1.2 further states that "the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features."

Policies 2.1.4 to 2.1.8 generally state the features and areas where development and site alteration shall not be permitted, including, but not limited to: significant wetlands, significant coastal wetlands, significant woodlands, significant valleylands, significant wildlife habitat, significant areas of natural and scientific interest, fish habitat, and habitat of endangered and threatened species.

Section 2.6 provides policies related to cultural heritage and archaeology and states that significant built heritage resources and significant cultural heritage landscapes shall be conserved (Policy 2.6.1). Policy 2.6.2 provides that development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved. Policy 2.6.3 states that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage properties except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

For the reasons set out in Section 5 of this report, it is our opinion that the proposal and the requested amendments are consistent with the Provincial Policy Statement, specifically those policies relating to optimization and the efficient use of land through intensification, conservation of natural and cultural heritage, and the efficient use of land and infrastructure.

4.2 A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019)

On May 16, 2019, A Place to Grow: The Growth Plan for the Greater Golden Horseshoe ("Growth Plan") came into effect, replacing the Growth Plan for the Greater Golden Horseshoe, 2017. All decisions made on or after this date in respect of the exercise of any authority that affects a planning matter will conform with the Growth Plan 2019, subject to any legislative or regulatory provisions providing otherwise. Subsequently, on August 28, 2020, the 2019 Growth Plan was amended by Growth Plan Amendment No. 1.

The Growth Plan provides a framework for implementing the Province's vision for managing growth across the region to the year 2051 and supports the achievement of complete communities. Under the Planning Act, all decisions with respect to land use planning matters are required to conform to the Growth Plan.

The Guiding Principles which are important for the successful realization of the Growth Plan are set out in Section 1.2.1. Key principles relevant to the proposal include:

- supporting the achievement of *complete communities* that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime;
- prioritizing *intensification* and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability;
- supporting a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households;
- provide for different approaches to manage growth that recognize the diversity of communities in the GGH;
- protect and enhance natural heritage, hydrologic, and landform systems, features, and functions; and
- conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities.

Section 1.2.3 provides that the Growth Plan is to be read in its entirety and the relevant policies are to be applied to each situation.

The Growth Plan policies emphasize the importance of integrating land use and infrastructure planning, and the need to optimize the use of the land supply and infrastructure. A Place to Grow includes objectives that support the development of complete communities and promotes transit-supportive development. As noted in Section 2.1 of the Plan:

"To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification, with a focus on strategic growth areas, including urban growth centres and major transit station areas, as well as brownfield sites and greyfields. Concentrating new development in these

areas provides a focus for investments in transit as well as other types of infrastructure and public service facilities to support forecasted growth, while also supporting a more diverse range and mix of housing options... It is important that we maximize the benefits of land use planning as well as existing and future investments in infrastructure so that our communities are well-positioned to leverage economic change."

The Growth Plan provides objectives in support of a range and mix of housing options. Section 2.1 further notes:

"...many communities in the GGH are facing issues of housing affordability, which are being driven primarily by sustained population growth and factors such as a lack of housing supply with record low vacancy rates. This Plan helps to address this challenge by providing direction to plan for a range and mix of housing options, including second units and affordable housing and, in particular, higher density housing options that can accommodate a range of household sizes in locations that can provide access to transit and other amenities. There is also a need for stakeholders to work collaboratively to find opportunities to redevelop sites using more age-friendly community design."

Section 2.1 sets out policies to Managing Growth in the region and provides population and employment forecasts for each upper-tier municipality. Policy 2.2.1(2)(a) provides that the vast majority of growth will be directed towards settlement areas that have delineated built boundaries, have existing or planned municipal water and wastewater systems and can support the achievement of complete communities; while, Policy 2.2.1(2)(c) provides that, within settlement areas, growth will be focused in delineated built-up areas, strategic growth areas, and locations with existing or planned transit and areas with existing or planned public service facilities. Finally, Policy 2.2.1(2)(e) provides that development will be generally directed away from hazardous lands.

Regarding the notion of *complete communities*, Policy 2.2.1(4) states that applying the policies of this Plan will support the achievement of *complete communities* that:

- a. feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- b. improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c. provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d. expand convenient access to:
 - i. a range of transportation options, including options for safe, comfortable and convenient use of active transportation;
 - ii. public service facilities, co-located and integrated in community hubs;
 - iii. an appropriate supply of safe, publicly accessible open spaces, parks, trails, and other recreational facilities; and
 - iv. healthy, local, and affordable food options, including through urban agriculture;
- e. provide for a more compact built form, and a vibrant public realm, including public open spaces;
- f. mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
- g. integrate green infrastructure and appropriate low impact development.

With regard to the regional growth forecasts, Schedule 3 to the Growth Plan allocates population and employment forecasts of 1,300,000 people and 460,000 jobs to the Region of Durham for the horizon of this Plan (2051).

Furthermore, Policy 2.2.1(3) directs upper-and single-tier municipalities to undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will:

- a. establishing a hierarchy of settlement areas, and areas within settlement areas;
- b. be supported by planning for infrastructure and public service facilities by considering full life cycle costs of these assets and developing options to pay for these costs over the long-term;
- c. provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form;
- d. support the environment and agricultural protection and conservation objectives of this Plan; and
- e. be implemented through a municipal comprehensive review and, where applicable, include direction to lower tier municipalities.

Policy 2.2.2(1)(a) provides that by the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, the applicable minimum intensification target is as follows: a minimum of 50 per cent of all residential development occurring annually within each of the Cities of Barrie, Brantford, Guelph, Hamilton, Orillia and Peterborough and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York will be within the delineated built-up area.

Policy 2.2.2(2) states that until the next municipal comprehensive review is approved and in effect, the annual minimum intensification target contained in the applicable upper- or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply.

Policy 2.2.2(3) requires municipalities to develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will, among other things:

- a. identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;
- b. identify the appropriate type and scale of development and transition of built form to adjacent areas;
- c. encourage intensification generally throughout the delineated built-up area;

- d. ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities; and
- e. be implemented through official plan policies and designation, updated zoning and other supporting documents.

The subject site has characteristics of a "strategic growth area" pursuant to the Growth Plan (i.e. a focus for accommodating intensification and higher-density mixed uses in a more compact built form). *Strategic growth areas* include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as *strategic growth areas*. In this regard, the subject site represents an opportunity for major redevelopment along arterial roads (Lambs Road and Concession Street East).

Section 2.2.6 discusses housing policies. Policy 2.2.6(1) requires municipalities to develop housing choices that, among other matters, supports the achievement of the minimum intensification and density targets in the Growth Plan and identifies a diverse range and mix of housing options and densities to meet projected needs of current and future residents (a). The strategy is to be implemented through official plan policies and designations and zoning by-law amendments (e).

Policy 2.2.6(2) states that notwithstanding policy 1.4.1 of the PPS, municipalities will support the achievement of complete communities by: planning to accommodate forecast growth to the horizon of this Plan; planning to achieve minimum *intensification* and density targets in this Plan; considering a range and mix of housing options and densities of the existing housing stock; and planning to diversify their overall housing stock across the municipality.

With respect to stormwater management, Policy 3.2.7(2) provides that proposals for large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan or equivalent, that:

- a. is informed by a subwatershed plan or equivalent;
 - b. incorporates an integrated treatment approach to minimize stormwater flows and reliance on stormwater ponds, which includes appropriate low impact development and green infrastructure;
 - c. establishes planning, design, and construction practices to minimize vegetation removal, grading and soil compaction, sediment erosion, and impervious surfaces; and
 - d. aligns with the stormwater master plan or equivalent for the settlement area, where applicable.
- v. with respect to golf courses, the disturbed area will not exceed 40 per cent of the total developable area; and
 - vi. at least 30 per cent of the total developable area will remain or be returned to natural self-sustaining vegetation, except where specified in accordance with the policies in subsection 4.2.8.

Policy 4.2.7(1) directs that *cultural heritage resources* will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas, while Policy 4.2.7(2) provides that municipalities will work with stakeholders in developing and implementing official plan policies and strategies for the identification, wise use and management of cultural heritage resources.

Section 4 of the Growth Plan, entitled "Protecting What is Valuable", includes policies designed to protect valuable provincial resources (which include the Natural Heritage System, Key Hydrologic Features, Key Natural Heritage Features, Public Open Space, the Agricultural System and Mineral Aggregate Resources) and promote a culture of conservation.

A cornerstone of Section 4 is the policies regarding climate change. Policy 4.2.10(1) requires that municipalities identify in their official plans actions that will reduce greenhouse gas emissions and address climate change adaptation goals. These are to include supporting the achievement of complete communities as well as the minimum intensification and densification targets in the Growth Plan (a), and reducing dependence on the automobile and supporting existing and planned transit and active transportation systems (b).

With respect to Natural Heritage Systems, Policy 4.2.2(3)(a) provides that new development or site alteration will demonstrate that:

- i. there are no negative impacts on key natural heritage features or key hydrologic features or their functions;
- ii. connectivity along the system and between key natural heritage features and key hydrologic features located within 240 metres of each other will be maintained or, where possible, enhanced for the movement of native plants and animals across the landscape;
- iii. the removal of other natural features not identified as key natural heritage features and key hydrologic features is avoided, where possible. Such features should be incorporated into the planning and design of the proposed use wherever possible;
- iv. except for uses described in and governed by the policies in subsection 4.2.8, the disturbed area, including any buildings and structures, will not exceed 25 per cent of the total developable area, and the impervious surface will not exceed 10 per cent of the total developable area;

In planning to reduce greenhouse gas emissions and address the impacts of climate change Policy 4.2.10(2) encourages municipalities to develop strategies to reduce greenhouse gas emissions and improve resilience through the identification of vulnerabilities to climate change, land use planning, planning for infrastructure, including transit and energy.

The timely implementation of the Growth Plan policies is seen as a key consideration in the Implementation Section (Section 5). In this respect, Policy 5.1, Context, provides that:

"The timely implementation of this Plan relies on the strong leadership of upper- and single-tier municipalities to provide more specific planning direction for their respective jurisdictions through a municipal comprehensive review. While it may take some time before all official

plans have been amended to conform with this Plan, the Planning Act requires that all decisions in respect of planning matters will conform with this Plan as of its effective date (subject to any legislative or regulatory provisions providing otherwise) [...]

It is therefore in the best interest of all municipalities to complete their work to conform with this Plan, including all official plans and zoning by-laws, as expeditiously as possible within required timeframes. This should include using relevant legislative and regulatory tools and other strategies to plan for a variety of heights, densities and other elements of site design within settlement areas to achieve the desired urban form and the minimum intensification and density targets in this Plan.

Where a municipality must decide on a planning matter before its official plan has been amended to conform with this Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of the decision as it relates to the policies of this Plan which require comprehensive municipal implementation."

Policy 5.2.1 assists in determining how the Growth Plan should be interpreted by providing that the Growth Plan set out an integrated policy framework (5.2.1(1)) and that a *municipal comprehensive review* undertaken in accordance with this Plan will be deemed to fulfill the *municipal comprehensive review* requirements of the PPS (5.2.1(2)).

Policy 5.2.5(1) clearly states that the targets set out in the Growth Plan are minimum intensification and density targets and encourages municipalities to go beyond these minimum targets, where appropriate, except where doing so would conflict with any policy of this Plan, the PPS or any other provincial plan. Policy 5.2.5(3) identifies the area which should be delineated in official plans in order to implement the minimum targets, including major transit station areas and strategic growth areas. Within each delineated area the minimum density targets are to be implemented by such measures as outlined in Policy 5.2.5(5) including zoning all lands in a manner that would implement the official plan policies (c).

For the reasons set out in Section 5 of this report, it is our opinion that the proposal conforms with the Growth Plan, specifically by implementing its policies promoting growth and intensification on lands that would be considered to be within settlement areas.

4.3 Durham Region Official Plan

The Durham Regional Official Plan (DROP) was initially approved in 1993, however, ROPA 128 incorporates the growth targets and policy directions established by the Growth Plan for the Greater Golden Horseshoe. In 2019, the Region launched Envision Durham, their Municipal Comprehensive Review of the Official Plan. At this point in the process, staff have launched their public engagement process and have published a series of theme-based discussion papers, the Growth Management Study, and proposed policy directions for the Regional Official Plan Amendment. The Growth Management Discussion paper dated June 2019 projected that Clarington would be close to meeting their 2021 population projections.

Policy 1.2.1 outlines the goals of the plan as follows:

- a. to manage growth so that it occurs in an orderly fashion;
- b. to live in harmony with the natural environment and heritage of the Region;
- c. to develop the Region to its economic potential and increase job opportunities for its residents;
- d. to establish a wide range of housing opportunities in Urban Areas commensurate with the social and economic needs of present and future residents;
- e. to create *healthy and complete, sustainable communities* within livable urban environments for the enjoyment of present and future residents;
- f. to provide opportunities for a variety of cultural, health and community services; and
- g. to manage the resources in the Region in an orderly, efficient and responsible manner.

The subject site is located within the Urban Area Boundary designated as Living Areas and Major Open Space Areas on Schedule 'A' – Map A5 Regional Structure (see **Figure 6**).

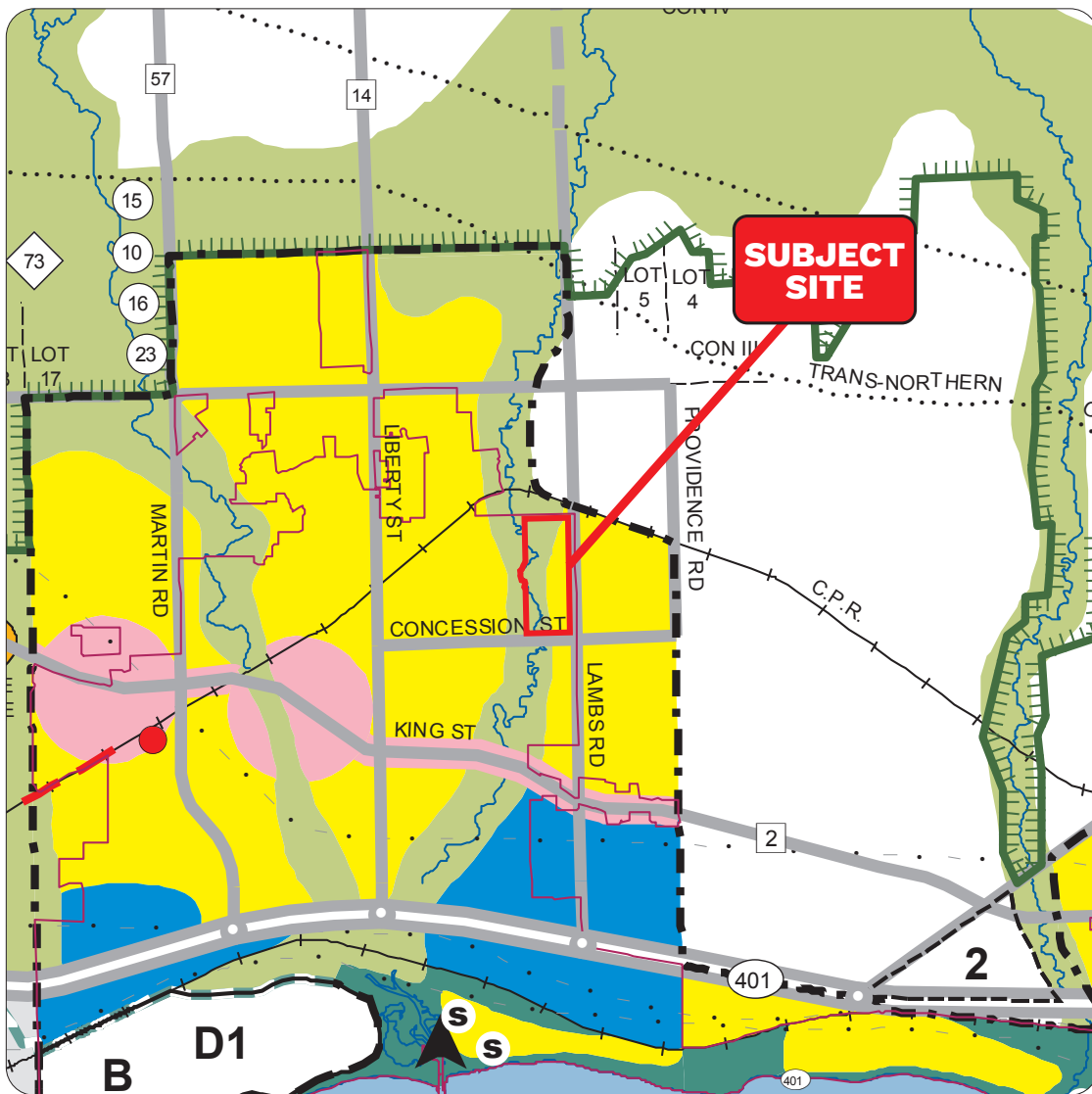


Figure 6 - Regional OP - Schedule A

Policy 7.3.3 provides the following population, household and employment forecasts for Clarington by 2031:

- Urban Population: 124,685;
- Households: 52,120; and
- Employment: 38,420 jobs.

Policy 8.2.1 provides that Urban Areas shall be planned and developed with regard for the principles of adaptability over time, sustainable *development*, harmony with nature and diversity and integration of structures and functions. In addition, the planning and *development* of Urban Areas shall be based on the following principles:

- h. a more *compact urban form* which promotes transit-supportive Urban Areas and accommodates the population and employment forecasts in Policy 7.3.3;
- i. a mixture of uses in appropriate locations, with particular consideration given to Centres and Corridors;
- j. *intensification*, with particular regard to Policies 4.3.2, 7.3.9 and 8B.2.4 d);
- k. good urban design principles;
- l. increased public transit usage;
- m. linkages for pedestrians and cyclists which link communities internally and externally and to the public transit system;
- n. a grid system of arterial roads, and collector roads, where necessary, to provide for a transit-supportive road pattern while recognizing environmental constraints; and
- o. a Greenlands System that complements and enhances the Urban System.

The Living Areas designation supports development that is a compact form through higher densities and by intensifying and redeveloping existing areas, particularly along arterial roads (Policy 8B.1.2).

Policy 8B.2.3 provides that in the consideration of development applications in Living Areas, regard shall be had for the following:

- a. the intent of this Plan to achieve a compact urban form, including intensive residential, office, retail and service and mixed uses along arterial roads and in conjunction with present and potential transit facilities;
- b. the use of good urban design principles including, but not limited to, the following:
 - i. the concentration of commercial uses into Centres and Corridors, with particular emphasis on common internal traffic circulation and restricted access to arterial roads by means of service or collector roads, wherever possible;
 - ii. the attenuation of noise through measures other than fences, such as innovative designs, berms and the orientation of higher density developments; and
 - iii. the orientation and design of buildings to maximize the exposure to direct sunlight;
- c. the provision of convenient pedestrian access to public transit, educational facilities and parks;
- d. a grid pattern of roads;
- e. the provision and distribution of parks, trails, pathways and educational facilities;
- f. the types and capacities of the existing municipal services, infrastructure and the feasibility of expansion; and
- g. the balance between energy efficiency and cost.

The portion of Lambs Road which runs north-south along the eastern boundary of the site, is identified as a Type B Arterial Road, and the portion of Concession Street East which runs east-west along the southern boundary of the site, is identified as a Type C Arterial Road, both on Schedule C - Map C1 Road Network. Schedule E (Table E7) provides Arterial Road Criteria. An excerpt of relevant provisions from Table E7 is provided below.

Criteria	Type B Arterial	Type C Arterial
Land Service/Access	Permit private access generally located a minimum of 80 metres apart in Urban Areas Promote higher densities with shared or combined access	Promote higher densities with shared or combined access, or limit to single detached dwelling unit frontage
Connectivity	Connects with freeways, arterials and collectors	Connects with arterials, collectors and limited local road access
Transit	May serve as regional transit spines	May serve as local transit corridors and connectors to regional transit spines
Cycling and Pedestrian Provisions	Cycling provisions to be determined subsequent to the completion of the Regional Cycling Plan Study Sidewalk on both sides for pedestrians	Cycling provisions to be determined subsequent to the completion of the Regional Cycling Plan Study Sidewalks on both sides for pedestrians, however, may not be required in Employment Areas
Right-of-Way Width	30-36 m**&*** right-of-away 36 m for ultimate 4-lane cross-section 4 lanes within the Urban Area and 2-4 lanes outside the Urban Area	26-30 m** right-of-way, dependent on transit facilities, on street parking and established development (i.e. downtown) 2-4 lane cross-section within the Urban Area

** Reduced right-of-way widths will only be considered in locations identified as exceptions in the Area Municipal Official Plans in accordance with Regional Policy.

*** Wider rights-of-way may be required to accommodate intersection improvements and other facilities such as transit, utilities, noise attenuation installation, bikeways and landscaping. For new streets, the immediate provision of wider rights-of-way may be considered to accommodate such facilities.

With respect to Corridors, Policy 8A.1.4 provides that Corridors form the key connections between centres and are considered the main arteries of the Region's urban structure. They provide for the movement of people and goods between the Centres to support their vitality. Policy 8A.1.5 further provides that Corridors shall be developed in accordance with the principles contained in Policy 8.2.1 and the following:

- a. promoting public transit ridership through well designed *development*, having a mix of uses at higher densities;
- b. sensitive urban design that orients *development* to the corridor, complemented by the consolidation of access points;
- c. maintaining and enhancing historical main streets by integrating new forms of *development* with existing *development*; and
- d. preserving and enhancing cultural heritage resources.

Lambs Road is identified as a Local Corridor by the Clarington Official Plan. Policy 8A.2.10 provides that Local Corridors shall be planned and developed in accordance with Policy 8A.1.5 as mixed-use areas, with appropriate densities to support frequent transit service. The Local Corridors shall provide efficient transportation links to the Urban Growth Centres and Regional Centres and/or Local Centres within Urban Areas. Portions of Local Corridors with an underlying Living Area designation, which are identified as appropriate for mixed-use development shall support an overall, long-term density target of at least 30 residential units per *gross* hectare and a *floor space index* of 2.0. The built form should be a wide variety of building forms with mid-rise predominating, as detailed in area municipal official plans (Policy 8A.2.10).

With respect to Section 2 on Environment, Policy 2.2.10 provides that Urban Areas shall be developed to support a pedestrian-oriented urban environment which promotes social interaction and provides opportunities for free expression and the nourishment of culture and art. Policy 2.2.11 further supports the conservation, protection and/or enhancement of Durham's built and cultural heritage resources.

Policy 2.3.5 provides that Regional Council shall:

- a. promote the enhancement of the visual amenities of the urban environment;
- b. encourage area municipalities to enact by-laws establishing environmental, aesthetic, urban design and controls on signs and outdoor lighting;
- c. undertake an inventory of the main access points of the Region to identify attractive vistas and views worth protecting, as well as unattractive views requiring screening, landscaping or upgrading;
- d. encourage the authorities having jurisdiction to plant native trees as visual barriers along Provincial freeways and highways;
- e. require the attenuation of excessive noise levels through design solutions when considering residential *development* applications abutting arterial roads;
- f. take into account comments from the appropriate authorities in approving *developments* in proximity to railways, airports, freeways and industries with respect to noise, vibration and possible hazards associated with such facilities;
- g. encourage the Provincial Government, to undertake an environmental audit of activities in the Region that discharge pollutants; and
- h. in conjunction with the Provincial Government and the area municipalities, examine the ways and means to maintain wildlife habitats.

The lands along the western boundary of the site are identified as *Key Natural Heritage and Hydrologic Features* on Schedule 'B' – Map 'B1' Greenbelt and Natural Heritage System & Key Natural Heritage and Hydrologic Features, (see **Figure 7**).

Policy 2.3.14 provides that the general location of key natural heritage and/or hydrologic features are shown on Schedule 'B' – Map 'B1'. The individual features and their associated vegetation protection zones are to be identified and shown in more detail in area municipal official plans and zoning by-laws. The location and extent of key natural heritage and/or hydrologic features may be further confirmed through appropriate studies such as a watershed plan or an environmental impact study in accordance with Policy 2.3.43.

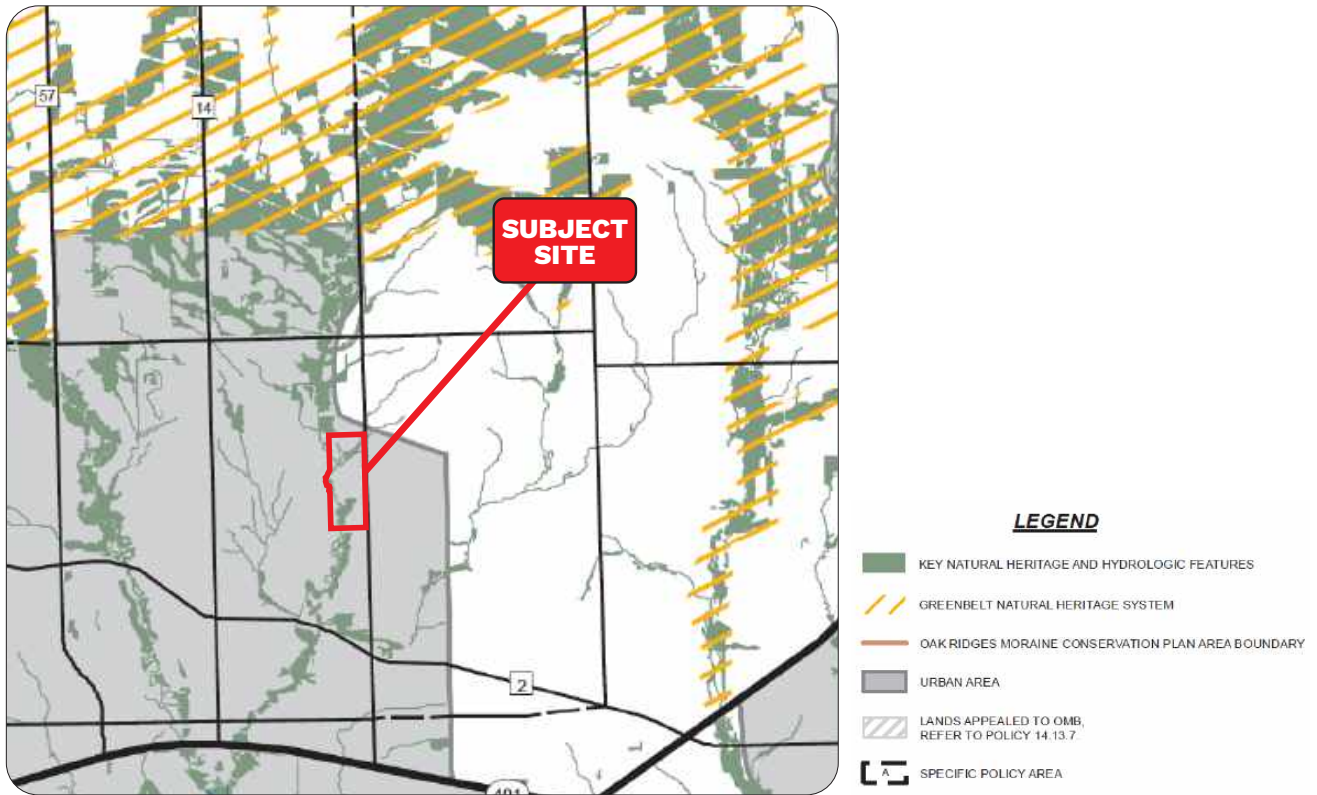


Figure 7 - Regional OP – Schedule B

Policy 2.3.15 states that development or site alteration is not permitted in key natural heritage and/or hydrologic features, including any associated vegetation protection zone, with the exception of:

- a. forest, fish and wildlife management;
- b. conservation and flood or erosion control projects demonstrated to be necessary in the public interest and after all alternatives have been considered;
- c. infrastructure, subject to the policies of the Greenbelt Plan and this Plan;
- d. minor recreational uses such as trails, footbridges and picnic facilities, and existing uses;
- e. agriculture, in accordance with Policies 2.3.18 and 14.5.4; or
- f. aggregate extraction, in accordance with Policies 9D.2.9 and 9D.2.10.

Policy 2.3.16 states that within Urban Areas and Rural Settlements, the vegetative protection zone shall be determined through an environmental impact study, in accordance with Policy 2.3.43.

The scope of the environmental impact study for any development or site alteration shall be determined in accordance with the Council approved EIS Guideline.

With respect to built and cultural heritage resources, Policy 2.3.49 provides that Regional Council shall encourage Councils of the area municipalities to utilize the Ontario Heritage Act to conserve, protect and enhance the built and cultural heritage resources of the municipality, to establish Municipal Heritage Committees to consult regarding matters relating to built and cultural heritage resources planning and, the designation of heritage conservation districts and properties as provided for in the Ontario Heritage Act.

With respect to housing, the Plan seeks to provide a wide diversity of residential dwellings by type, size and tenure in Urban Areas to satisfy the social and economic needs of present and future residents of the Region (Policy 4.1.1). Policy 4.2.1 states that policies that will enable a wide variety of housing by type, size and tenure in Urban Areas shall be contained within area municipal official plans.

Policy 4.2.6 states that the Region shall maintain the ability to accommodate residential growth in Urban Areas Region-wide, for a minimum of 10 years through *intensification*, *redevelopment* and if necessary, on lands designated and available for residential *development*, and a 3-year supply of residential units available through *intensification* and *redevelopment* and land in draft approved and registered plans of subdivision/condominium.

Policy 4.3.1 provides that in the consideration of *development* applications, Regional Council shall, in conjunction with the respective area municipality, ensure that a wide range of housing is provided in Urban Areas.

Policy 4.3.2 further provides that Regional Council shall support opportunities to increase the supply of housing in Urban Areas through *intensification*, taking into account the adequacy of municipal services and the physical potential of the housing stock. Housing *intensification* shall include, but not be limited to, the following:

- a. the conversion of single detached dwellings into multiple residential units;
- b. the *conversion* of industrial or commercial buildings, or portions thereof, into residential units, in accordance with Policy 8C.2.16 and other objectives of this Plan;
- c. the creation of new residential units on vacant or underdeveloped lands through infilling in Urban Areas; and
- d. the creation of residential units above commercial uses, with preference being given to *development* located adjacent to arterial roads and/or in close proximity to transit routes.

For the reasons set out in Section 5 of this report, it is our opinion that the proposal meets the intensification, revitalization, and density objectives of the Durham Regional Official Plan.

4.4 Clarington Official Plan

The Clarington Official Plan (Amendment 107) was adopted by Council November 1, 2016. On June 19, 2017, the Commissioner of Planning and Economic Development for the Regional Municipality of Durham, approved Amendment 107.

Growth Management

With respect to growth management policies, one of the Municipality's objectives is to provide for phased and sequential development within clearly defined urban boundaries to protect the natural heritage system and agricultural lands, and to maintain the long-term fiscal health of the Municipality (Policy 4.2.1). Furthermore, Policy 4.2.3 supports the accommodation of increasing intensification within the Built-up Area while enhancing the built form and physical character of established residential neighbourhoods and protecting the integrity of historic downtowns.

Table 4-1 projects an urban population of 124,685 by 2031.

Table 4-2 identifies that per Durham Region Long Term Targets, Local Corridors will have a minimum gross density of 30 units per gross hectare and floor space index of 2.0. Furthermore Table 4-3 provides that Local Corridors shall have a minimum net density of 40 units per net hectare, a height range of 2 to 6 storeys and have a built form mix as follows:

- Low Rise: 2-4 storeys (80%)
- Mid Rise: 5-6 storeys (20%)

The above mix includes mixed use buildings, apartments, and townhouses.

Within Built-up Areas, Table 4-4 provides that Bowmanville has a minimum residential intensification target of 3,120 units between 2022-2031. Policy 4.4.3 states that all new residential units within Built-up Areas will contribute to the Residential Intensification Target.

Policy 4.3.5 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 Regional and Local Corridors. Lambs Road is identified as a Local Corridor on Map B – Urban Structure, of the Clarington Official Plan (see **Figure 8**).

Corridors are defined in the Official Plan as a Regional or Local Corridor which provide connections between Centres and between residential and employment uses and are not a utility corridor or hydro corridor. Corridors are considered the main arteries of the municipal urban structure and support the movement of people and goods. Corridors are measured 100 metres from the edge of the street right-of-way and are intended to function as complete streets, be pedestrian friendly and incorporate sidewalks, street trees, building entrances, and transit and bicycle routes.

Policy 10.6.2 provides that corridors shall be comprehensively developed to provide for:

- a. Residential and/or mixed use developments with a wide array of uses in order to achieve higher densities, and transit oriented development;
- b. Other uses that are complementary to the intended function of the Corridor; and
- c. Site design that is sensitive to the existing neighbourhoods.

Policy 10.6.3 states that 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 with 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.

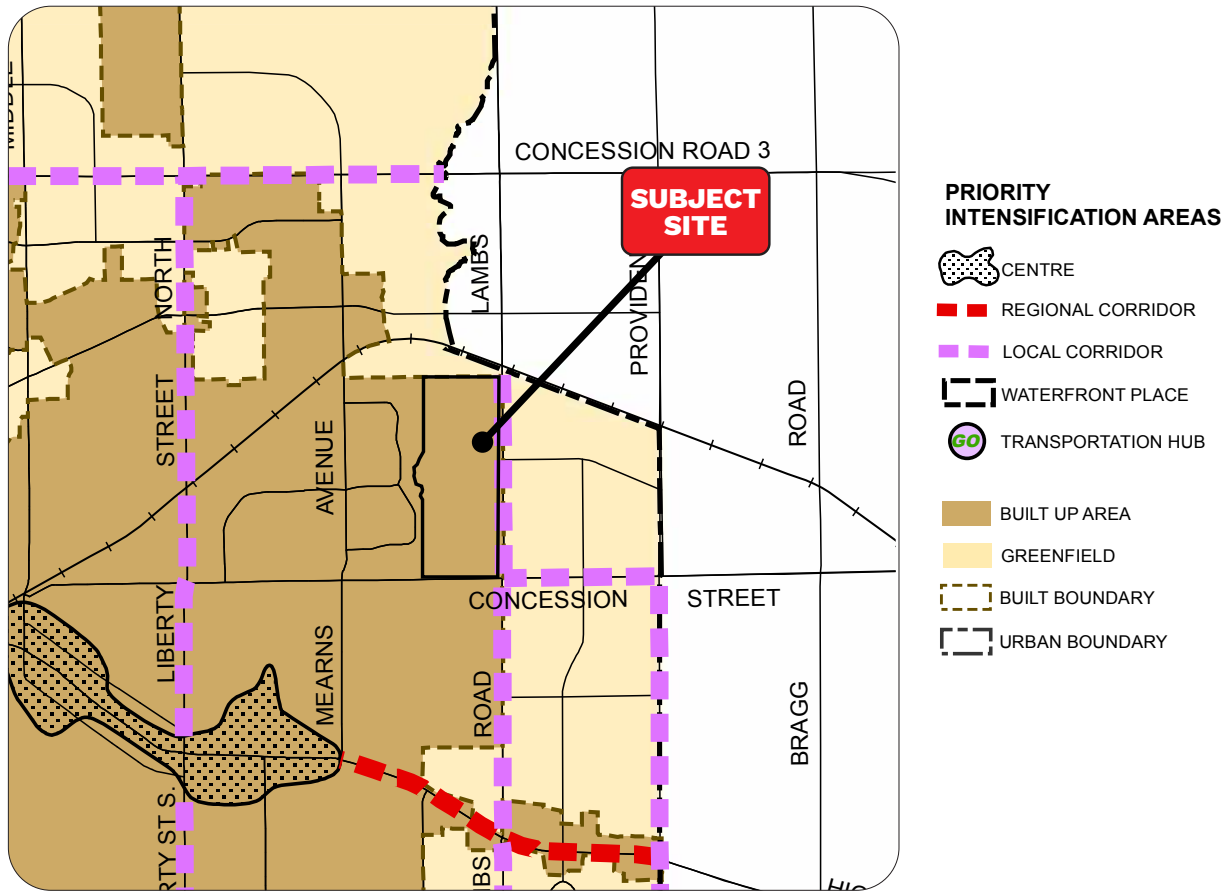


Figure 8 - Clarington Official Plan

Policy 10.6.4 further provides that Corridors will be designed to accommodate public transit and a range of alternative transportation modes, accommodating the pedestrian as a first priority.

Policy 10.6.5 states that Corridors are approximately 100 metres deep as measured from the extent of the ultimate road allowance. (Our emphasis)

As it relates to the subject site, Policy 10.6.7 states that along Local Corridors, non-residential uses are only permitted within mixed use buildings. The total amount of non-residential space shall not exceed 1,500 square metres per site, and individual non-residential units shall not exceed 300 square metres. Where a Secondary Plan is in place, the more detailed policies of the Secondary Plan take precedence.

Policy 4.4.5 states that the Municipality shall encourage development within the Built-up Areas and the Priority Intensification Areas by:

- Encouraging the Region to ensure adequate services, including transit, are made available to accommodate planned development in Priority Intensification Areas;
- Making strategic investments in the public realm, including active transportation networks;
- Considering financial incentives for intensification within Centres and the Corridors;
- Supporting intensification through the preparation and update of Community Improvement Plans; and
- Phasing of development and prioritizing capital projects within the Built-up Areas ahead of Greenfield Areas.

Land Use

Map A3 – Land Use Bowmanville Urban Area, identifies the subject site as Urban Residential and Environmental Protection Areas. Most of the subject site is also identified as Special Policy Area F (see **Figure 9**).

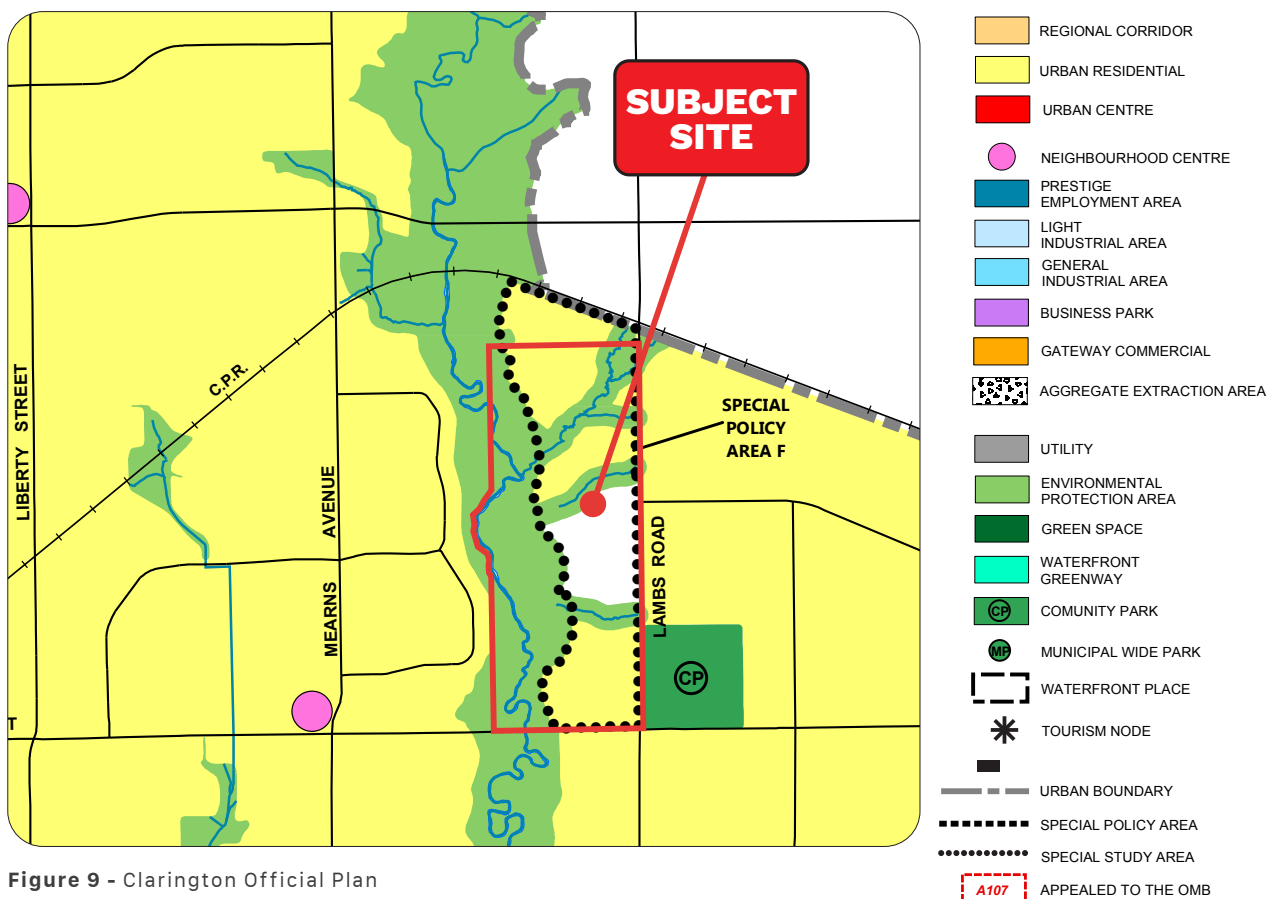


Figure 9 - Clarington Official Plan

Policy 9.3.1 provides that the predominant use of lands designated Urban Residential shall be for housing purposes. Other uses may be permitted which by the nature of their activity, scale and design, and location are supportive of, and compatible with, residential uses. These include small scale service and neighbourhood retail commercial uses, home-based occupation uses, parks, schools, and community facilities. Parks, schools, and community facilities shall be permitted in accordance with Section 18 of the Plan.

Policy 9.3.2 states that small scale service and retail commercial uses are intended to serve the population within the immediate area. A site-specific zoning bylaw amendment to permit such uses will be required subject to certain criteria.

With respect to the land use designation of Environmental Protection Area, the following policies apply. Additional policy direction related to the Natural Environment is also provided in subsequent sections.

Policy 14.4.1 provides that Environmental Protection Areas are recognized as the most significant components of the Municipality's natural environment. As such, these areas and their ecological functions are to be preserved and protected from the effects of human activity. Policy 14.4.2 further states that Environmental Protection Areas include the natural heritage features and hydrologically sensitive features that comprise the natural heritage system as well as those lands within the regulatory flood plain of a watercourse.

Policy 14.4.5 states that no development shall be permitted on lands designated Environmental Protection Areas, except:

- low-intensity recreation;
- uses related to forest, fish and wildlife management;
- erosion control and stormwater management; and
- agriculture, agricultural related and on-farm diversified uses

Policy 14.4.7 advises that the extent of the Environmental Protection Areas designated on

Map A is approximate only. The precise limits shall be detailed through the appropriate studies as part of the review of development applications and/or in consultation with the Conservation Authority. Furthermore, Policy 14.4.8 provides that the setback for development and site alteration from lands designated as Environmental Protection Area shall be determined based on the sensitivity of the specific natural heritage feature or hydrologically sensitive feature. In the case of new plans of subdivision or consents, lot lines shall not extend beyond the established setback.

Livable Neighbourhoods

In terms of neighbourhood policies, Section 9.2 provides that the Municipality's objectives are:

- to provide for a variety of housing densities, tenures, and types in neighbourhoods for all incomes, ages, and lifestyles;
- to create walkable neighbourhoods and to provide for a variety of uses within each neighbourhood;
- to promote subdivision and site design that contributes to sustainability and climate change mitigation and adaptation; and
- to incorporate the site's natural attributes and to restore ecosystem linkages in all stages of design, construction and use.

Policy 9.4.5 provides that multi-unit residential will be developed on the basis of the locational criteria of Table 4-3 (as described above), the urban design policies of Chapter 5 and the following site development criteria:

- a. The site is suitable in terms of size and shape to accommodate the proposed density and building form;
- b. The proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height, siting, setbacks, shadowing, and the location of parking and amenity areas;
- c. The impact of traffic on local streets is minimized;
- d. Multiple vehicular accesses from a public street shall generally be provided for each townhouse block and each apartment block;

- e. Each condominium corporation block shall have direct street frontage and direct vehicular access to a public street without reliance on easements through another condominium corporation block;
- f. In order to achieve a mixture of housing types, adjacent multiunit residential unit types shall not replicate the same built form;
- g. Multi-unit residential shall not be sited on opposite sides of the street unless adequate on-street parking can be provided to the satisfaction of the Municipality;
- h. Townhouses sited on blocks shall generally not exceed 50 units and apartment blocks shall not exceed 2 buildings;
- i. Street townhouses shall generally not comprise more than 6 attached units; and
- j. Where multiple mid-rise and high-rise residential developments are planned for a given area, a phasing plan shall be required to identify common amenity areas and shared pedestrian and/or vehicle access.

Housing

The Official Plan provides the following with respect to housing:

- The Municipality, in co-operation with other levels of government, shall encourage the provision of a diverse housing stock in terms of type, size, tenure, and cost within the Municipality to provide living accommodations that address various socio-economic factors and different lifestyle choices (Policy 6.3.1); and
- Affordable housing is encouraged within Centres and Corridors to reduce travel needs and facilitate alternative modes of transportation such as public transit, cycling and walking (Policy 6.3.2).

Natural Environment

As it relates to the natural environment, the general location of the natural heritage system is shown on Map D. The lands along the western boundary of the subject site as well as two east-west segments bisecting the plan area are part of the natural heritage system.

Policy 3.4.15 requires that an Environmental Impact Study, a Natural Heritage Evaluation and/or Hydrological Evaluation shall be undertaken for any development or site alteration proposed within the minimum area of influence of any natural heritage feature and/or hydrological sensitive feature identified in Section 3.4.2, 3.4.3 or 3.4.11 but outside the feature itself and the related minimum vegetation protection zone identified in Table 3-1 of the Official Plan. Table 3-1 provides that the area of influence would be all land within 120 metres of any part of the natural heritage feature within an Urban Settlement Area, and the minimum Vegetation Protection Zone would be 30 metres for wetlands and 15 metres for watercourses, valleylands and significant woodlands.

Chapter 14 of the Municipal Official Plan seeks to establish a continuous open space system throughout the Municipality from the Lake Ontario Waterfront to the Oak Ridges Moraine throughout Settlement Areas and the Countryside; and to protect, manage and enhance the Municipality's natural heritage system.

The objectives of the Open Space System policies provided in Section 14.2 seek:

- to protect natural heritage features, hydrologically sensitive features and their ecological functions from the effects of human activity;
- to maintain, restore and create continuous green corridors along stream valleys and throughout the Oak Ridges Moraine, Lake Iroquois Beach and the Lake Ontario Waterfront;
- to ensure low intensity recreational activities are compatible with the natural environment;
- to maximize connectivity of open space to residential areas through efficient and safe street networks that promotes active transportation; and
- to develop a Waterfront which is clean, green, connected, open, accessible, useable, diverse, and attractive.

Policy 14.3.1 provides that the Open Space System consists of Environmental Protection Areas, Natural Core Areas, Natural Linkage Areas, the Waterfront Greenway and Green Space, as designated on Map A.

Policy 14.3.2 provides that development within the designated Open Space System is generally discouraged. Policy 14.3.3 states that nothing in this Plan requires that private land in the Open Space System be made available for public use, nor that the Municipality will purchase these lands.

Policy 14.3.4 states that small-scale structures accessory to low-intensity recreational uses, such as trails, boardwalks, foot bridges, fences, docks and picnic facilities, are permitted only if the applicant demonstrates that the adverse effects on the ecological integrity of the natural heritage system will be kept to a minimum by:

- keeping disturbed areas to a minimum; and
- avoiding the most sensitive portions of the site, such as steep slopes, organic soils and habitat of endangered species and threatened species.

Cultural Heritage

With respect to Cultural Heritage, Section 8.2 of the Official Plan outlines the following objectives:

- to encourage the conservation, protection, enhancement and adaptive reuse of cultural heritage resources including:
 - structures, sites and streetscapes of cultural heritage value or interest;
 - significant archaeological and historic resources;
 - significant landscapes, vistas and ridge-lines; and
 - landmarks and focal points.
- to incorporate cultural heritage resources into community design and development; and
- to support community efforts and events that celebrate the culture and heritage of the Municipality.

Policy 8.3.1 provides that in achieving its cultural heritage objectives, the Municipality shall:

- promote public awareness and appreciation of cultural heritage resources;
- encourage the private sector to support the conservation of cultural heritage resources;
- support and promote the Clarington Museums and Archives;

- restore, rehabilitate, enhance and maintain Municipally owned cultural heritage resources;
- encourage the reuse of architectural features;
- document the features of cultural heritage resources in the event that demolition is inevitable;
- consider in co-operation with the development industry, the preservation of heritage buildings by incorporating the buildings into new developments;
- enhance the streetscape components in cultural heritage resource areas, such as signage, street furniture, and lighting; and
- consider the interests of Indigenous communities in conserving cultural heritage and archaeological resources.

Policy 8.3.2 provides that the Municipality has identified the following cultural heritage landscapes of importance which have been or may be considered for heritage conservation districts, this includes Camp 30 - Boys Training School, Bowmanville.

Policy 8.3.4 further provides that where a cultural heritage resource is designated under the Ontario Heritage Act or is recognized on the cultural heritage resources list, the Municipality shall:

- a. allow alterations, renovations, additions or repairs provided the proposed changes are compatible and consistent with the building and the surrounding area in terms of building materials, colour, height, scale and design including windows, doors and roof lines;
- b. discourage the demolition or the inappropriate alteration of a cultural heritage resource;
- c. require redevelopment and infill buildings in existing built up areas to be compatible and consistent with the surrounding buildings and streetscape in terms of building materials, height, width, scale, colour, setback and design including windows, doors and roof lines;
- d. require new development in previously non built up areas to conserve and enhance the cultural heritage attributes of the resource by providing an appropriate transition with regard to the scale, massing and character;

- e. prepare urban design guidelines governing the alteration, development or redevelopment of districts or neighbourhoods; and
 - f. consider the conservation of cultural heritage resources in the placement or modification to infrastructure.
- c. Prepare architectural control guidelines to ensure that development applications within this Special Policy Area will be designed to implement this community vision and Urban Design Plan for the development of these lands.

The Official Plan defines Cultural Heritage Landscapes as a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community including an aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are not limited to, heritage conservation districts designated under the Ontario Heritage Act and villages, parks, gardens, battlefields, main streets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas, and industrial complexes of heritage significance; and areas recognized by federal or international designation authorities.

Special Policy Area F

Policy 16.7 provides Special Policy Area provisions with respect to Camp 30. Policy 16.7.2 provides that the Municipality will work with the owners of the site and adjacent lands, the Jury Lands Foundation, other levels of government and interested parties to:

- a. Develop a community vision and Urban Design Plan, for the long term use of the lands that includes the natural and built heritage resources, integrates future land uses in an appropriate manner and respects the nationally designated cultural landscape;
- b. Implement this community vision for the long term use of the lands by establishing different mechanisms including designation as a community improvement area and heritage designations under Part IV (individual) or Part V(district) of the Ontario Heritage Act; and

Policy 16.7.4 states that to facilitate the adaptive reuse of the National Historic Sites and Monuments Board designated area, the Municipality will work with the owners, the Jury Lands Foundation, other levels of government and interested parties to:

- a. Assist the Jury Lands Foundation in developing a strategic plan to implement the community vision;
- b. Facilitate the transfer of key lands and buildings to the Jury Lands Foundation and/or the Municipality;
- c. Encourage other levels of government to support the conservation of the heritage resources; and
- d. Promote public awareness and appreciation of the area's heritage.

Policy 16.7.5 states that the residential portions of Special Policy Area F shall be developed as a historically-themed residential neighbourhood focused around a public park and the adaptive reuse of the buildings of primary historical significance in accordance with the community vision of the area.

4.5 Draft Amendment No. 121 to the Clarington Official Plan

At the October 28, 2019 Council Meeting the Community Vision for Jury Lands Urban Design Master Plan, Design Guidelines and draft Amendment No. 121 to the Clarington Official Plan were presented to Council although no decision was made and the above referenced documents were not adopted. After further consultation, an updated draft Amendment No. 121 was brought to Joint Committee meeting on September 13, 2021, and the report was referred to the October 4, 2021 Planning and Development Committee meeting. Staff's recommendation report brought to the Planning and Development Committee meeting outlined further refinements to draft Amendment No. 121 and articulated outstanding comments and issues identified by the owners and other stakeholders. Particularly noted was the concern with the Low Density Residential designation on Area 4 and the proposed policy to require a mix of freehold units having frontage along a public right of way in this designation.

The most recent draft Amendment No. 121 sought to amend Section 16.7 of the Municipality's Official Plan with respect to Special Policy Area F – Camp 30 and implement the Block Master Plan and Urban Design Guidelines. The proposed policy amendment identified a Municipal Wide Park on the former campus lands and proposed to redesignate the developable lands as Urban Residential on Map A3 – Land Use Bowmanville Urban Area of the Official Plan. The draft amendment provided for mid-rise residential uses to be concentrated along Lambs Road and near the Concession Street East intersection. The draft Block Master Plan illustrates the proposed detailed land uses and public roads throughout the lands (see **Figure 10**: Draft Block Master Plan). Lastly, the draft amendment emphasized the recognition of the cultural heritage designations of the existing six buildings and ring road of the former campus.

The draft Design Guidelines are discussed in greater detail in Section 4.8 below.

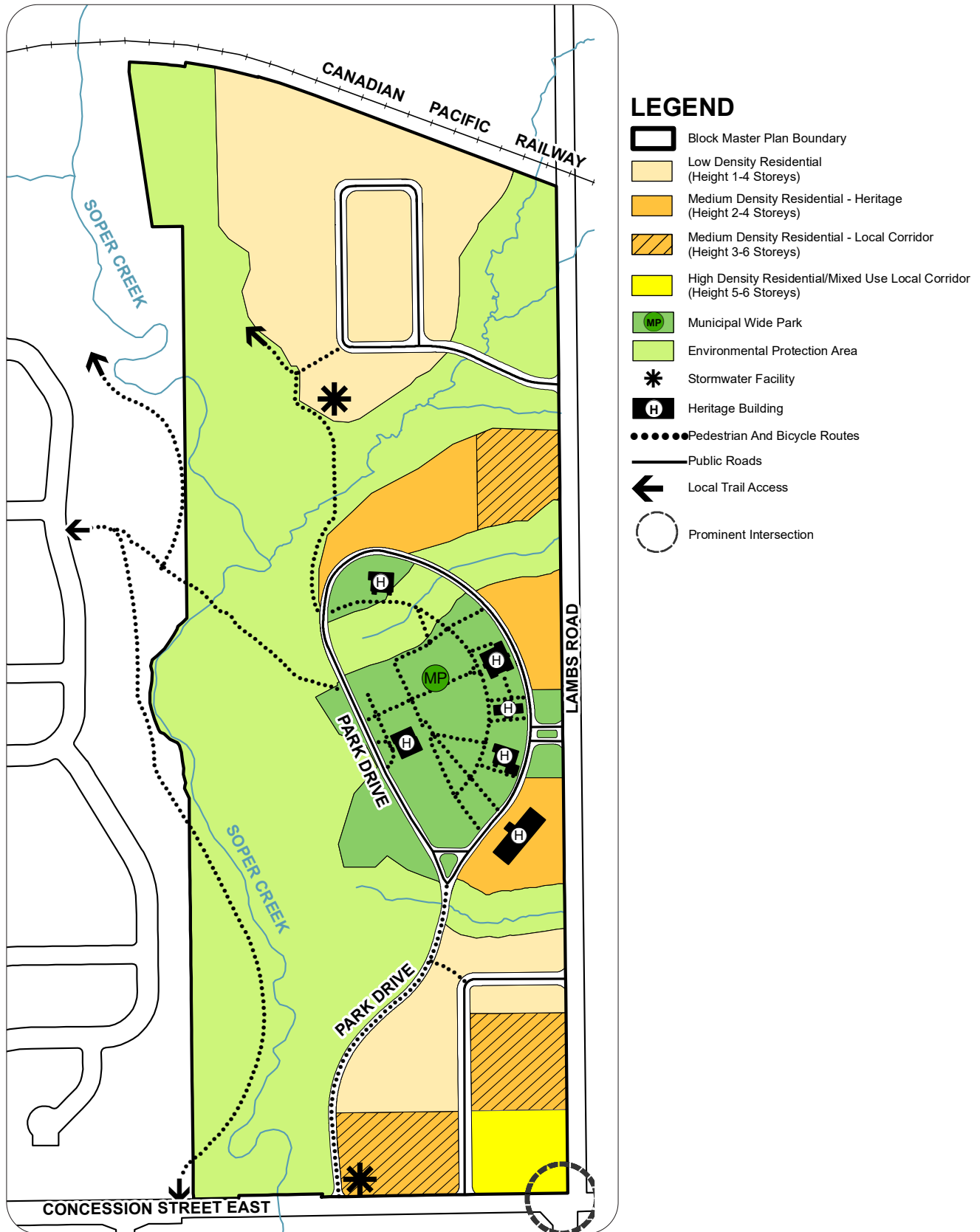


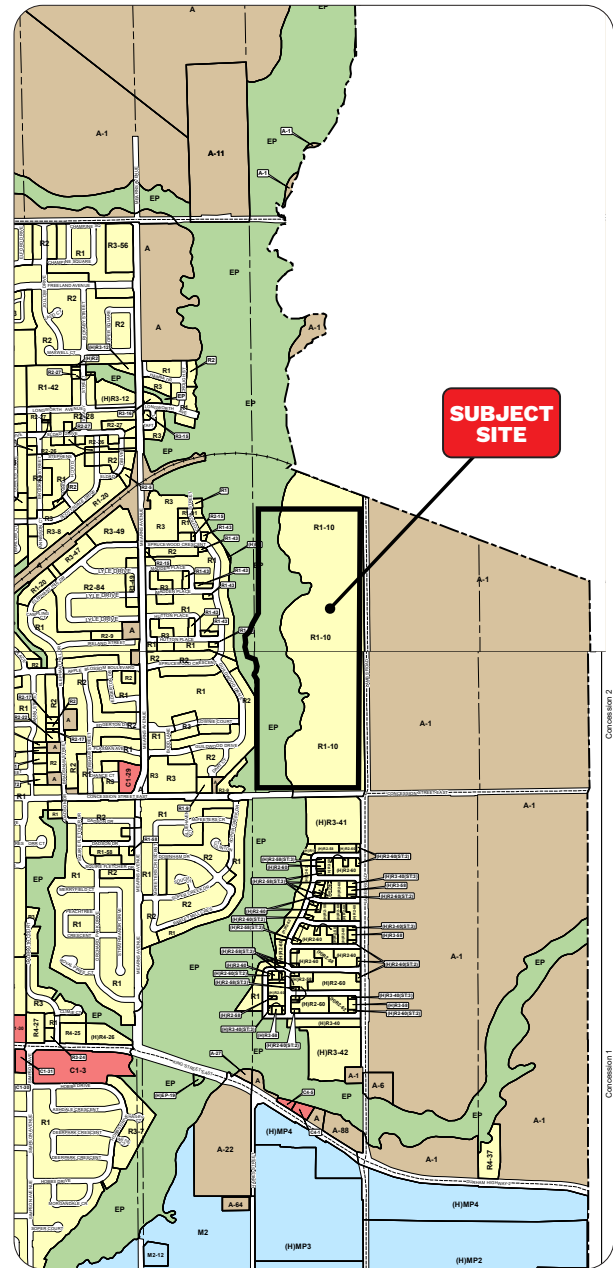
Figure 10 - Draft Block Master Plan

4.6 Zoning By-law

Zoning By-Law 84-63 zones the subject site as Urban Residential Type One (R1-10) and Environmental Protection (EP) (see **Figure 11**: Zoning By-Law 84-63 Schedule 3). The Urban Residential zone permits residential uses such as single detached dwelling; semi-detached dwelling; duplex; and home occupation use, save and except the retail sale of antiques, arts, crafts, or hobby items. Permitted non-residential uses includes places of worship. The Environmental Protection zone permits non-residential uses including greenbelt park, golf courses and driving ranges exclusive of buildings, conservation, forestry, bird sanctuaries, wildlife reserves or other similar uses which provide for the preservation of the natural environment; a farm exclusive of any buildings or structures associated therewith, flood and erosion control works and parking areas for which an approval has been issued by the Conservation Authority having jurisdiction.

The maximum permitted building height is 10.5 metres. With respect to lot area, the zoning by-law requires a minimum area of 460 square metres for single detached dwellings, and 550 square metres for both semi-detached and duplex dwellings. With respect to lot frontage, the minimum interior lot for single detached dwellings is 15 metres and for semi-detached and duplex dwellings is 18 metres. For exterior lots the minimum lot frontage for single detached dwellings is 16 metres and for semi-detached and duplex dwellings is 20 metres.

The minimum dwelling unit area for single detached dwelling is either 85 square metres for a 1 storey or split level or 100 square metres for 1 1/2 or two storey; and 80 square metres for semi-detached dwelling or 50 square metres for a duplex. With respect to lot coverage the maximum for a single detached dwelling is 40 percent and 45 percent for a semi-detached and duplex dwelling. The minimum landscaped open space is 30 percent.



The site is subject to Exception 10 in the R1 zone which permits a private school on the lands with a minimum lot area of 25,000 square metres, a maximum height of 10.5 metres and a minimum lot frontage of 30 metres, amongst other things.

The R1 zone does not permit townhouses, however, the Urban Residential Type Three (R3) zone provides the following provisions with respect to street townhouse dwellings and link townhouse. The provisions that apply to street townhouses require a minimum lot area of 170 square metres for interior lots and 280 square metres for exterior lots. A minimum dwelling unit area of 50 square metres is also required with a maximum lot coverage of 50 percent. The maximum building height is 10.5 metres.

With respect to link townhouse dwellings, a maximum density of 40 units per hectare is provided. A minimum dwelling unit area of 80 square metres is provided with a maximum lot coverage of 40 percent. The maximum building height is 10.0 metres.

With respect to apartment buildings, the R1 zone similarly does not permit apartment buildings. The Urban Residential Type Four (R4) zone permits an apartment building subject to a maximum density of 80 units per hectare is provided. A minimum dwelling unit area of 40 to 80 square metres is required depending on unit type. The a maximum lot coverage is 40 percent and the maximum building height is 12.0 metres.

4.7 General Architectural Design Guidelines (2011 Update)

In May 2002 the Municipality adopted the General Architectural Design Guidelines and the requirement for an architectural design review process for all new housing within the Municipality. John G. Williams Limited Architect provided an update to the Guidelines to amongst other things, adjust the architectural design criteria, add more stringent architectural design criteria, modify the architectural design review process to ensure greater municipal input and to consult with the local development industry and municipal staff.

The purpose of Architectural Design Guidelines is to encourage the design and construction of houses which harmonize with their surroundings and which demonstrate a high standard of quality. They are intended to establish a community design vision for new residential development throughout the Municipality of Clarington and to provide the guidance necessary to achieve that vision.

The Guidelines provide that every plan of subdivision shall be required to have a Control Architect who will be responsible for the preparation of Supplementary Urban Design Documents; model review and approval; and monitoring for compliance.

In addition to the design criteria contained in the Guidelines, each new development will be required to provide a site-specific supplementary guideline document in the form of an Urban Design Brief or Community Design Plan be prepared for review and approval by the Director of Planning Services.

The relevant objectives of the Guidelines are as follows:

- to encourage harmonious and attractive streetscapes through attention to the exterior architectural quality and appearance of new housing;
- to encourage safe, pedestrian-friendly streetscapes;
- to diminish the visual prominence of the garage within the streetscape
- to encourage a variety of attractive, cost effective and innovative building designs;
- to establish the appropriate siting of buildings having regard for dwelling type, size, architectural style and location within the community; and
- to establish design requirements for buildings in highly visible locations.

The Guidelines provide several design criteria with respect to single-, semi- and townhouse dwellings which is relevant to some aspects of the proposal and discussed in greater detail in Section 5.4 below. The Guidelines do not provide direction with respect to apartment built form.

4.8 Jury Lands, Bowmanville/Special Policy Area F Urban Design Master Plan + Design Guidelines

The Draft Jury Lands, Bowmanville / Special Policy Area F Urban Design Master Plan + Design Guidelines dated April 12, 2019 were prepared by DTAH and presented to Council October 28, 2019, but subsequently no decision was made on their approval and as such, the Guidelines are not in effect.

The draft guidelines provide an overall vision and conceptual design for the lands including residential blocks, open space along Soper Creek and a future Jury Lands Park. It also incorporates an adaptive reuse strategy for the six remaining heritage buildings.

The guidelines provide a comprehensive history of the property's historical uses including previous planning applications that have been considered, which lead to the existing buildings being placed on the municipal heritage registry. The draft guidelines are intended to provide a framework for future development and are generally structured into Site Planning Strategies and Architectural Guidelines.

The Site Planning Strategies provide guidelines on a range of aspects including but not limited to the Development Framework, Public Open Space, Land Use, and Built Form. The Development Framework section provide a conceptual street and block pattern for the lands defining developable land as well as open spaces. The Land Use section notes that the site will support multiple uses and densities in facilitating the creation of a vibrant complete community, while integrating the existing heritage resources. Whereas, the Built Form section provides direction on appropriate types of built forms within the site's development blocks including Single Family, Townhouse, Back-to-back Townhouse and Stacked Townhouse residential structures, as well the adaptive reuse of the existing heritage buildings. The draft guidelines do not provide direction with respect to Apartment design.

The Architectural Guidelines of the document provides direction on finer detailed aspects such as of Neighbourhood Character, Street Character and Interface, Architectural Style, Building Component Design, as well as Materiality and Cladding.

The background of the image is a dark, monochromatic architectural drawing, likely a site plan or floor plan, showing various rectangular and grid-like structures. A pen is visible in the upper right corner, pointing towards the drawing. The overall tone is professional and technical.

5

Planning & Urban Design Analysis

5.1 Intensification

Intensification on the subject site is consistent with the policy directions articulated in the PPS, Growth Plan, the Regional Official Plan and the Municipal Official Plan, all of which support and encourage intensification in built up areas well served by planned or existing municipal infrastructure. In our opinion, the proposed development represents an appropriate level of intensification on the subject site.

The Growth Plan establishes forecasts and distributes population and employment growth throughout the Greater Golden Horseshoe. According to Schedule 3 of the Growth Plan, the Region of Durham population is forecasted to grow to 1,300,000 by the year 2051. Although the Clarington Official Plan has not yet been updated to integrate the 2051 forecast from the Growth Plan, the in-force Municipality of Clarington Official Plan projects a minimum residential intensification target of 3,120 dwelling units for Bowmanville. This number will only increase once the Region and Municipality have updated their Official Plans to the 2051 horizon.

In our opinion, the proposal for approximately 1,202 units will contribute to the overall population forecasts achievement of these minimum intensification targets, as well as the Region and Clarington's intensification targets.

Given that the subject site is located within the urban boundary and within the built-up area of the Municipality, an area intended for growth and urbanization, the development of the subject lands presents an opportunity to urbanize the community while protecting the natural and cultural heritage features.

With respect to the Regional Official Plan policies, they provide that Local Corridors are to be planned and developed with appropriate densities to support frequent transit services and should be a wide variety of building forms with mid-rise predominating as per Policy 8A.2.10.

Further, the Municipality's 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 Regional and

Local Corridors. The Municipality's Official Plan identifies the area of Lambs Road as a Local Corridor, and as such, intended for growth.

The Local Corridor designation is intended to support and encourage a mixture of densities and reflects policies of the Province, Region and Municipality to direct compact and efficient land uses to corridors that are capable of supporting future growth. Local Corridor policies indicate that the highest densities should be located along the entire Lambs Road frontage. Local Corridors are approximately 100 metres deep as measured from the extent of the ultimate road allowance as per Municipality's Official Plan Policy 10.6.5. Given that the width of the Local Corridor is approximate, and that most of that 100 metres depth along the road is a part of the Natural Heritage System or the cultural features, the proposal seeks to capture some of the density internal to the development area, particularly in Area 4. As such, the proposal provides for intensification beyond the typical 100 metre depth of the Local Corridor. It is important to note that there are no limitations on intensification in areas outside of Corridors. Interpreting the Local Corridor policy as a strict maximum distance would mean that the overall density in the property as a whole is further limited, which in our opinion is not the intention of this policy. This is of particular importance with respect to the developable area in the north end of the plan (Area 4), where the lands would be identified as "internal to a neighbourhood" because they are outside the Local Corridor area. In this northern area, the entire frontage and 100 metres from the right-of-way along Lambs Road is identified as natural areas, with no potential for development in the Local Corridor area.

With large areas of the lands that are within the Local Corridor area proposed for natural heritage protection, density that would have resulted from intensification across the entire length of the Local Corridor cannot be achieved. Given this fact, it is our opinion that increased density beyond the approximate Local Corridor depth is logical, specifically in Area 4, provided that an appropriate transition in density and built form can be maintained throughout the designations on the subject site. Designating these lands as

Medium Density Residential, as proposed, would maintain the intent of the Local Corridor policy due to the natural heritage constraints along the Lambs Road frontage which would have otherwise been developed as such.

As stated, Provincial policies direct that decisions regarding development need to address the efficient use of resources and land, in part, resulting from intensification and more dense development. The PPS encourages development that gives appropriate consideration to intensification, compact urban form, infrastructure and the environment in order to create communities that are healthy, livable and safe. The proposed development will intensify in a manner that will efficiently use underutilized and vacant lands within the built up area.

Further, the proposal supports the Growth Plan's policy framework that promotes development within *strategic growth areas* in the delineated built boundaries within access to municipal infrastructure. The site would be considered a *strategic growth area* given it is located along a Corridor and provides opportunities for major redevelopment along arterial roads (Lambs Road and Concession Street East).

As such the proposal, in our opinion conforms to the intent of Provincial, Region and Clarington Official Plan policies by directing intensification to be located within the Built-Up Area and more specifically generally along Lambs Road per the Local Corridor policies, balanced with efforts to conserve natural and heritage features. Furthermore, it is our opinion that the level of intensification proposed is appropriate given the existing commercial and residential context to the west and intended intensification to the east in the Soper Hills Secondary Plan area currently under study.

In summary, the subject site is located on an underutilized property within the built boundary. Through the proposed development, the subject site will support the Municipality in achieving the population forecasts set out by the Growth Plan. The compact built form proposed will make efficient use of land, existing infrastructure and

public service facilities, and supports transit viability through intensification, while being sensitive to the existing natural and cultural heritage features.

Based on the foregoing considerations, it is our opinion that intensification of the subject site is an appropriate and desirable use of an underutilized parcel of land within the Built-Up Area, in proximity to services and amenities, and will assist in making more efficient use of existing infrastructure.

5.2 Land Use

As set out below, it is our opinion that the proposed development for new residential and mixed uses set within the surrounding context of natural and cultural heritage features is appropriate and conforms to and is consistent with the PPS, the Growth Plan, the Region of Durham Official Plan and the intent of the Municipality of Clarington Official Plan.

The site is located within the Built-Up Area in the Municipality's and Region's Official Plans and the Growth Plan. The subject site is designated as Living Area and Major Open Space Area in the Region's Official Plan and as Urban Residential and Environment Protection Areas in the Clarington Official Plan.

The Municipality of Clarington Official Plan provides that the predominant use of lands designated Urban Residential shall be for housing purposes and to provide for a variety of housing densities, tenure, and types in neighbourhoods for all incomes, ages, and lifestyles. The proposed apartment, townhouse and detached dwelling units are permitted within the Urban Residential designation.

The proposed development will provide a broad mix of housing types that support the development of *complete communities* as prescribed by Provincial policy. Given the subject site's location along a Corridor within an Urban Areas designation, a mixture of uses is supported. The proposed mix of uses and residential units including apartment, townhouse and single detached is appropriate in land use terms.

As discussed, the development proposes several Low, Medium and High Density Residential blocks and one mixed-use block throughout the Draft Plan in order to develop the site with a diversified mix of housing. As such, the proposed development, in our opinion:

- integrates residential and community uses with the surrounding open space areas;
- provides a diverse range and mix of housing options;
- adds to the range of housing options in an area that is predominately single detached dwellings, thereby providing more compact housing options and a broader range of choice and eventual price points;
- provides the opportunity for mixed uses at the corner of a major intersection;
- provides a compact built form with an enhanced public realm; and
- promotes safe and convenient forms of active transportation internal to the site, connecting to the Soper Creek trail system.

With respect to natural heritage areas, the proposal will designate 25.2 hectares of the subject site, which includes Soper Creek and its tributaries, as Open Space. As outlined in the Environmental Impact Study ("EIS") report prepared by Niblett Environmental Associates Inc., the proposal will protect the long-term ecological function and biodiversity of the natural heritage system. The report provides that there are no negative impacts on key natural heritage features, key hydrologic features or their functions on the site subject to the implementation of the EIS recommendations. In accordance with Regional and Municipal policies, no development of any kind will occur within the greatest natural feature buffer, as such a minimum 30-meter buffer will be implemented from the outer edge of unevaluated wetlands, and a minimum 15-meter setback will apply to valley lands as measured from the stable top-of-bank.

In addition to the natural heritage system, the proposed parkland conveyance will provide linkages for pedestrians and cyclists through the site and to the community to the west. The Open Space and parkland areas will assist in creating a continuous open space system throughout the neighbourhood.

With respect to cultural heritage land uses, five of the six existing will be conveyed to the Municipality, which are all within the ring road and in the area of the proposed park. As well, the proposal seeks to integrate these cultural heritage resources into community design and development.

In our opinion, the proposed land uses are appropriate as the proposal integrates a mix of residential and retail uses, public parkland, heritage and the natural heritage system.

5.3 Built Form, Density, Height and Massing

The proposed built form types are appropriate for the site. As a Local Corridor and within the Built-Up Area, the mix of built form types is appropriate. The proposed single detached and townhouse units are compatible with the adjacent existing residential area to the west. The design provides an attractive, comfortable and safe pedestrian environment and benefits from the site's natural and cultural heritage features. Soper Creek further provides physical separation from the existing low-rise neighbourhoods to allow an appropriate built form transition to the 4 and 6-storey apartment buildings along the edges of the subject site.

With respect to density, the development of the Jury Lands is influenced by the uniqueness of the site. The lands are generally defined by the integration of natural landscape with varied topography and a series of tributaries, the presence of the campus style layout of the existing buildings and the clearly defined ring road. There are very few urban contexts in the Greater Golden Horseshoe where there is the intersection of a significant amount open space in a natural setting with a cluster of cultural heritage resources and where development is planned for the immediate surroundings. Given the above, the overall density of development on the subject site is relatively low due the large size of the subject site, with vast areas of landscape and open space between development blocks. As such, it is important to optimize density on the subject site within the developable areas.

Durham Region's density target for Local Corridors is a minimum gross density of 30 units per gross hectare and floor space index of 2.0. Furthermore, the Municipal Official Plan Table 4-3 provides that Local Corridors shall have a minimum net density of 40 units per net hectare and a height range of 2-6 storeys.

As previously mentioned, a concept plan has been prepared to illustrate what type of built form is proposed and how it would be located within the development. Across the entire development site, less the 25.2 hectares of the natural heritage system, the concept plan contemplates a gross density of 69.6 units per hectare. This calculation is consistent with the Durham Region Official Plan's definition of Gross Density.

As discussed above, because of the large areas reserved for natural heritage and the 4.6 hectares to be used for public parkland, development is focused in denser and more compact residential and mixed use blocks. Below is a conceptual breakdown of the net density proposed by land use type within the concept plan:

- High Density Residential/Mixed Use Local Corridor lands: **210** units per net hectare
- Medium Density Residential – Local Corridor lands: **150** units per net hectare
- Medium Density Residential – Heritage lands: **120** units per net hectare
- Medium Density Residential lands: **72** units per net hectare
- Low Density Residential lands: **36** units per net hectare

The proposed development meets the minimum density requirements as set out in the Regional and Municipal Official Plans for sites located along Local Corridors. Neither the Regional nor Municipal Official Plan establishes a maximum density applicable to Local Corridors.

While the net densities within the Medium and High Density designations may not be common for development outside of the Bowmanville urban centre, it is important to note that from a perspective of gross density, the proposed development is generally consistent with what is envisioned in the Regional and Municipal Official Plans. The Camp 30 lands are a unique site because of the extensive cultural heritage protection

and Natural Heritage System, as well as the 4.6 hectares planned to be developed as a Municipal Wide Park. While the Natural Heritage System is subtracted from the calculation of gross density, it continues to have implications on the shape of the developable area and therefore the form and orientation of development. The Camp 30 lands also differ from typical development in that the Proposal has been limited to small and irregular developable areas to accommodate the various uses. These land uses, either for protection or community use, skew the net density significantly higher than the gross density, which in this specific case, is more appropriate to place the basis of the evaluation of density.

The range of net densities contemplated in the concept plan also provide transition in built form and land use consistent with what is envisioned by the Town. The concept places the higher density forms and uses along the Local Corridor designated lands and scales down in density, generally as the distance to the main roads increase. This land use structure is also consistent with the policies of the Regional Official Plan and the intent of the policy structure proposed in the Town's OPA 121.

In our opinion, the heights and massing of the proposed buildings are a contextually appropriate location for a mix of low and mid-rise buildings along a Corridor. The proposed heights of 2 to 6-storeys are consistent with the Clarington Official Plan, including development along Local Corridors. The buildings with the tallest heights (6 storeys) are concentrated along the corridor edge, generally fronting Lambs Road and Concession Street East in Areas 1 and 3. Apartments 4 storeys in height are proposed in Area 2, adjacent to the ring road and the future Municipal Wide Park, to integrate appropriately near the existing heritage buildings. In Areas 1, 3 and 4, a variety of stacked townhouses (4 storeys) and/or back-to-back townhouses (3 storeys) are located internal to the development blocks, with 2-storey townhouses and/or single detached lots generally along the peripheries of the blocks in Area 1 and Area 4.

As stated, the tallest heights have been located closest to the arterial roads, with heights generally decreasing from west to east towards the natural heritage system, proposed park, and

cultural heritage resources. The development structure places the tallest heights furthest away from the existing residential areas to the west and provides transition towards the protected areas within the site. This structure, along with the width of the natural area associated with the Soper Creek tributary, provide a generous buffer from the existing residential lands to the west.

The proposed site layout has been configured to provide adequate spacing between buildings and maintain view corridors. As a result, the coverage of development is generally low and the increase in height balances the density with the openness of the area.

As discussed in more detail in the accompanying Architectural and Urban Design Guidelines, the buildings will be designed to fit harmoniously with the existing heritage buildings and surrounding context. Further, the proposal provides design elements that tie in the historic character of the subject site.

Based on the foregoing considerations, it is our opinion that the built form, density, massing and heights proposed for the subject site are appropriate and desirable as they address the site's context and support the Region and Municipality's growth directions.

5.4 Urban Design

From an urban design perspective, the proposed development would be appropriate and desirable and would fit harmoniously with its existing and planned built form context in Clarington and the surrounding community of Bowmanville. In our opinion the proposal addresses the Municipality's Official Plan built form criteria for multi-unit dwellings as described in Policy 9.4.5, as follows:

- The subject site is suitable in terms of size and shape to accommodate the proposed density and building form;
- The proposed development is compatible with the surrounding neighbourhood in terms of scale, massing, height, siting given proposed single detached and townhouse dwellings which are comparable in height to surrounding development as well as and the physical separation by the Soper Creek of the higher density apartment buildings from the existing development to the west;

- Amenity areas are interwoven into the plan and provide complimentary outdoor spaces in conjunction to the designated Open Space areas;
- As new public and private streets are proposed, the impact of traffic on local streets is minimized;
- Multiple vehicular accesses from a public street are generally provided for each townhouse block and each apartment block; and
- A mix of built form types with varied designs are proposed.

Further, John G. Williams Limited has prepared Architectural and Urban Design Guideline report in support of the proposed redevelopment of the subject site. The Guidelines seek to build upon the development vision and design principles provided in the draft Master Plan and Design Guidelines prepared by DTAH. The purpose of the Guidelines is to provide detailed design criteria for the appearance of new built form, streetscapes and public spaces within the subject site. The Guidelines are intended to provide for sufficient flexibility to foster design creativity and innovation. The Guidelines are currently being updated and will be included in the full application resubmission.

5.5 Heritage

Letourneau Heritage Consulting Inc. prepared a Heritage Impact Assessment ("HIA") in support of the proposed application. Their report provides that the subject site is designated under Section 29, Part IV of the Ontario Heritage Act by the Municipality of Clarington (By-Law 2018-001); designated a National Historic Site under the Historic Site and Monuments Act by the Historic Sites and Monuments Board of Canada; and recognized by Canada's Historic Places. It is also identified as a Cultural Heritage Landscape by the Town of Clarington.

The HIA provided a review of the proposed development, assessed the potential adverse impacts to the heritage attributes of the property, mitigation strategies and recommendations for cultural heritage conservation.

The HIA provided that the site historically had a greater density of structures, and through the approval process there is an opportunity to plan for redevelopment that will be sympathetic and secondary to the existing cultural heritage resources. The report further provides that the appropriate redevelopment of the property must consider and respond to all facets of the subject site's history and rely on additional, widespread consultation.

The HIA is currently being updated and a revised version will be included with a full resubmission of the applications.

5.6 Archeological Assessment

This Land Archaeological Inc. has prepared a Stage 1 Archaeological Assessment for the subject site. The report concluded that the subject site retains potential for the recovery of archaeological resources with cultural heritage value and interest and as such, advised that a Stage 2 assessment is required.

5.7 Natural Heritage

Niblett Environmental Associates Inc. prepared an Environmental Impact Study ("EIS") in support of proposed development of the lands that was included in the May 2020 application submission. A revised EIS will be included in the full application resubmission.

5.8 Servicing and Stormwater Management

Cole Engineering Group Ltd. prepared a Functional Servicing and Stormwater Management Report for the May 2020 submission which provided a number of recommendations. Cole Engineering is updating the Functional Servicing and Stormwater Management Report to be included in the application resubmission.

5.9 Transportation

Cole Engineering Group Ltd. also prepared a Transportation Impact Study with respect to the proposed development which was included in the original submission in May 2020. The Transportation Impact Study is being revised and will be included in the application resubmission.



6

Conclusion

In our opinion, the proposed development of the subject site for the proposed land uses and development blocks is consistent with the Provincial Policy Statement (2020) and conforms to the policies of the Growth Plan for the Greater Golden Horseshoe (2019), the Regional Official Plan and the Municipality of Clarington Official Plan.

From a land use perspective, the proposed redevelopment will support the achievement of numerous policy directions promoting intensification and redevelopment of underutilized sites within built-up urban areas. The mix of low, medium and high density residential and mixed use blocks will allow for a compact urban form that is contextually appropriate given the emphasis in the Growth Plan on optimizing the use of land in urban areas, and the need to provide a greater mix and range of housing in these areas. The housing mix contemplated includes a variety of traditional single detached and street townhouses as well as more compact townhouse forms and apartments, therefore providing a broader choice of housing options and eventual price points.

The proposed development will introduce new public roads and several development blocks, which will integrate the subject site into the surrounding area. Future applications for site

plan will further detail the locations of buildings and private roads. A trail network will enhance active transportation and recreational uses in the surrounding area. The proposed heights and densities on the subject site are in conformity with Provincial, Regional and the Municipality's policy directions, in particular with respect to intensification in built-up areas and along local corridors.

From an urban design perspective, the proposal conforms to the built form and urban design policies of the Municipality's Official Plan and will be compatible with the existing development. The proposal provides for a broader range of housing types available within this area while providing appropriate transitions from the existing low-rise neighbourhoods and contextually sensitive to surrounding natural and cultural heritage features.

In summary, it is our opinion that the proposal is an appropriate and desirable development of the site and represents good planning and urban design.

