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Report To:	Planning and Development Committee		
Date of Meeting:	September 16, 2024	Report Number:	PDS-033-24
Authored by:	Lisa Backus, Manager Community Planning		
Submitted By:	Carlos Salazar, Deputy CAO, Planning and Infrastructure		
Reviewed By:	Mary-Anne Dempster, CAO		
By-law Number:		Resolution Number:	
File Number:	COPA2023-0002 (PLN 41.3)		
Report Subject:	Bowmanville East Urban Centre Secondary Plan Recommendation Report		

Recommendations:

1. That Report PDS-033-24, and any related delegations or communication items, be received;
2. That Official Plan Amendment 136 (OPA 136) to update the Bowmanville East Urban Centre Secondary Plan in the Clarington Official Plan be adopted;
3. That upon adoption by Council, the recommended Secondary Plan be implemented by staff as Council's policy on land use and planning matters and through the capital budget program;
4. That the recommended Urban Design Guidelines appended to the Secondary Plan be approved and be used by staff to guide development applications and public projects;
5. That the Deputy CAO, Planning and Infrastructure Services be authorized to finalize the form and content of OPA 136, the Secondary Plan, and the Urban Design Guidelines resulting from Council's consideration, public participation, agency comments, and technical considerations;
6. That the Deputy CAO, Planning and Infrastructure Services be authorized to execute any agreements to implement the Secondary Plan once adopted by Council;
7. That OPA 136 be forwarded to the Region of Durham for approval; and
8. That all interested parties listed in Report PDS-033-24, and any delegations be advised of Council's decision.

Report Overview

Staff are pleased to recommend the updated Bowmanville East Urban Centre Secondary Plan for Council adoption based upon the extensive consultation that has occurred.

The Bowmanville East Secondary Plan is planned to create a unique community that celebrates its heritage while accommodating opportunities for growth and change. The Secondary Plan area includes the historic downtown, Bowmanville Hospital, and former Goodyear lands. A potential medical campus to support the Bowmanville Hospital and mixed-use development opportunities along King Street East, in the East Business District, will transform this area. The former Goodyear lands are planned to be the focus of mixed-use development and are envisioned to include a park space and connection to the Bowmanville Creek.

The purpose of the Official Plan Amendment 136 is to adopt the updated Bowmanville East Urban Centre Secondary Plan and Urban Design Guidelines into the Clarington Official Plan. This Amendment applies to only the lands located within the Bowmanville East Urban Centre Secondary Plan Area. Following adoption by Council, the Bowmanville East Urban Centre Secondary Plan will be forwarded to the Region of Durham for review and approval.

1. Purpose of the Report

- 1.1 The purpose of this staff report is to recommend to Council the adoption of Official Plan Amendment 136 (OPA 136) to include the Bowmanville East Urban Centre (BEUC) Secondary Plan in the Clarington Official Plan. This will replace the existing Bowmanville East Town Centre Secondary Plan and Urban Design Guidelines. The recommendation comes following a thorough public engagement process. The staff recommended OPA 136 includes the Secondary Plan and the associated Urban Design Guidelines (UDG) and is provided as **Attachment 1** to this staff report.
- 1.2 This report includes an overview of the Secondary Plan, and a summary of the process and comments received since the release of the draft Official Plan Amendment, draft Secondary Plan, and draft UDG on December 21, 2023, prior to the Statutory Public Meeting.

2. Background

- 2.1 The Bowmanville East Town Centre Secondary Plan was originally approved in 1996 and updated in 2003. Its purpose was to guide growth and redevelopment to strengthen the role of the East Town Centre with an emphasis on increased density, heritage preservation and quality urban design.

- 2.2 The Update to the Bowmanville East Town Centre Secondary Plan, now called the Bowmanville East Urban Centre Secondary Plan, was initiated in 2017 to bring the Secondary Plan into conformity with the new Clarington Official Plan and Regional and Provincial policies. It also provided an opportunity to create a more detailed plan for the former Goodyear Lands.
- 2.3 The BEUC Secondary Plan (the Secondary Plan) is centered on the intersection of King Street and Liberty Street and is approximately 127 hectares in size. The western and eastern boundaries are the Bowmanville and Soper Creeks respectively. The Secondary Plan area includes the historic Downtown, the East Business District, the Bowmanville Mall, the Bowmanville Hospital, and a number of businesses, services, and government offices.

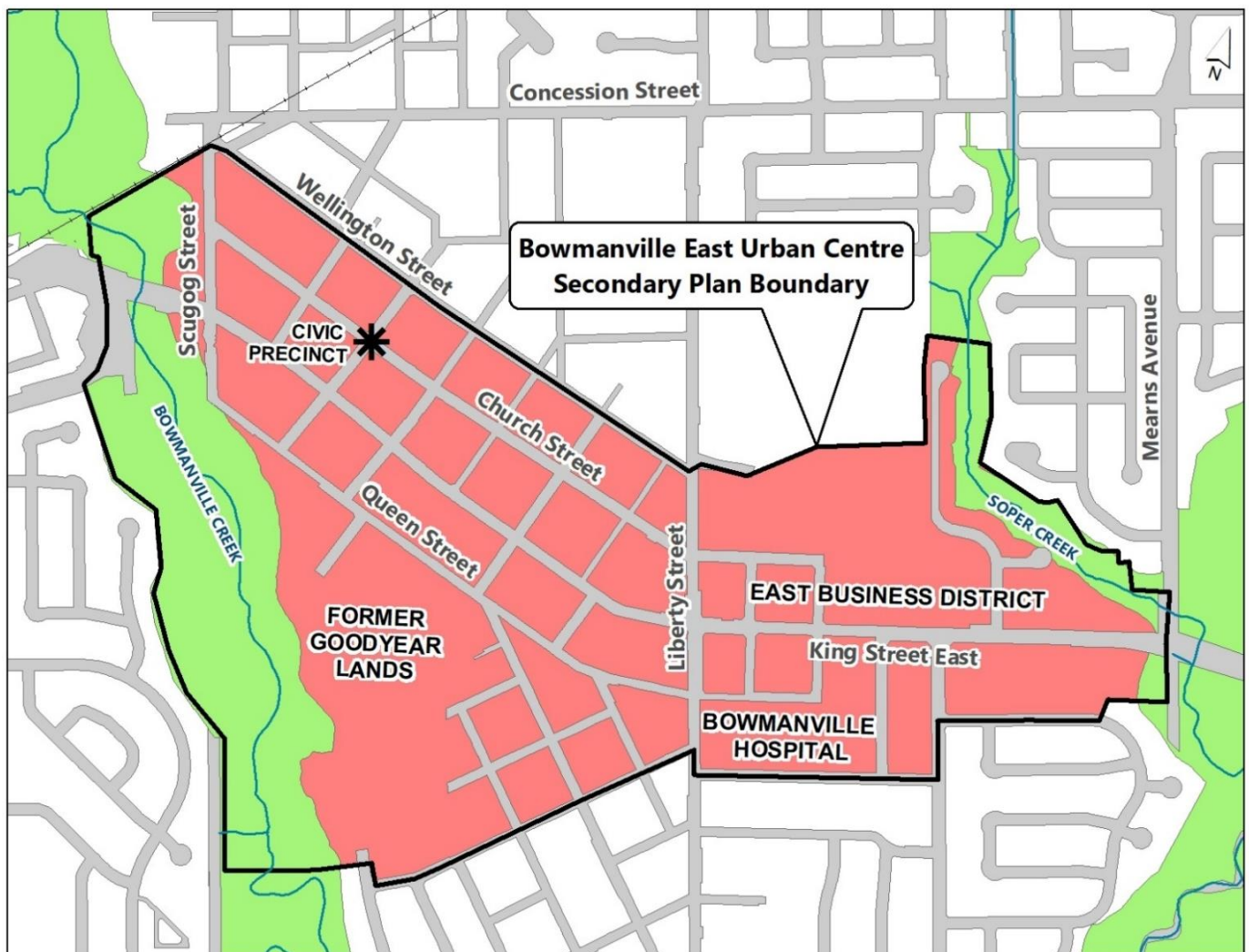


Figure 1: Bowmanville East Urban Centre Secondary Plan Area

- 2.4 The Secondary Plan area also contains the lands of the former Goodyear manufacturing plant (known as the “Goodyear Lands”). Located south of the Downtown and directly adjacent to the Bowmanville Creek, this approximately 15-hectare brownfield site represents the largest redevelopment site within the Secondary Plan area.
- 2.5 Studies specific to the Goodyear Lands have been undertaken to provide more detailed planning to ensure that this area redevelops in an environmentally sensitive manner that minimizes impacts to the larger community.

3. Priorities in the Secondary Plan and Urban Design Guidelines

- 3.1 The Secondary Plan, UDG and the Secondary Plan process have addressed four Council priorities:

Sustainability and Climate Change

- 3.2 The Secondary Plan will support the Council adopted Priority Green Development Framework, with the intent of protecting and enhancing the natural environment, ensuring land use patterns promote sustainable living, and striving towards a net zero community.
- 3.3 Land use patterns will promote sustainable living through a variety of means, including walkable and bikeable neighbourhoods, efficient building designs, and transit-supportive densities that align with the Region of Durham’s density targets and support the future GO Station in Bowmanville West. Spaces like Bowmanville and Soper Creek valleys will be protected and enhanced. Additional trail connections will provide greater access and appreciation for the natural environment.

Urban Design

- 3.4 The Secondary Plan will celebrate and enhance the history and character of the area and create a sense of place through appropriate built form, high-quality urban design, and inviting streetscapes. New buildings will respect and complement the existing built form. A variety of housing, businesses and services will be located within the Secondary Plan area, shaping it into a retail, tourism, and civic destination that welcomes people of all ages, incomes, and abilities.

Affordable Housing

- 3.5 The Secondary Plan allows for ample housing options that will spur development with a variety of tenures, sizes, and configurations. This will support a diverse range of households and include supportive housing and purpose-built rental. The Secondary Plan includes a policy to support a minimum of 30% residential units to be provided towards affordable housing, which will assist the Municipality in achieving its 30% target in the Official Plan. The Secondary Plan also includes a policy to allow for Staff to negotiate additional affordable housing contributions from developers.

Community Engagement

- 3.6 Community consultation and engagement has gone beyond the statutory requirements to ensure that the public is informed and has collaborated to create a plan that honours the community's vision. This included diverse public engagement initiatives which are detailed in Section 4.

4. Key Elements of the Secondary Plan

- 4.1 The Secondary Plan establishes five Character Areas to define and organize future development within the Secondary Plan area, including direction with regard to built form, building heights and public realm features. This Secondary Plan is unique in that it includes several areas each with distinct existing conditions and visions. The Character Areas allow for planning that meets the specific objectives for each area. The five Character Areas include:
- **Historic Downtown:** The Historic Downtown will continue to function as the social and commercial heart of the community, preserving the distinctive main street character and fine-grain streetscape which defines its status as a local destination for shopping, dining and public life. This includes the Civic Precinct. Permitted building heights range from 3 to 6-storeys.
 - **Downtown Corridor:** The Downtown Corridor will act as a mixed-use transition zone which cohesively links the East Business District and Historic Downtown. Permitted buildings heights range from 4 to 10-storeys.
 - **East Business District:** The East Business District will continue to develop as a commercial and mixed-use centre while leveraging opportunities from existing anchor retail and institutional uses. Permitted buildings heights range from 4 to 12-storeys.

- **Residential Neighbourhoods:** The Residential Neighbourhoods will function as an extension of the existing low-density residential areas to the north and south, while introducing context-sensitive opportunities for new infill housing. Permitted buildings heights within the Regional Centre are generally maximum 4-storeys and maximum 3-storeys outside of the Regional Centre.
- **Goodyear Lands:** The Goodyear Lands will be planned and developed as a complete community which repurposes former industrial lands to create new housing units and jobs while creating connections to the surrounding natural heritage system and traditional Downtown. Permitted building heights range from 4-storeys to 12-storeys with criteria to allow greater than 12-storeys within the central core. Heights are limited to 4-storeys within 30 m of residential neighbourhoods to the north and east. **(Figure 2 Demonstration Plan)**

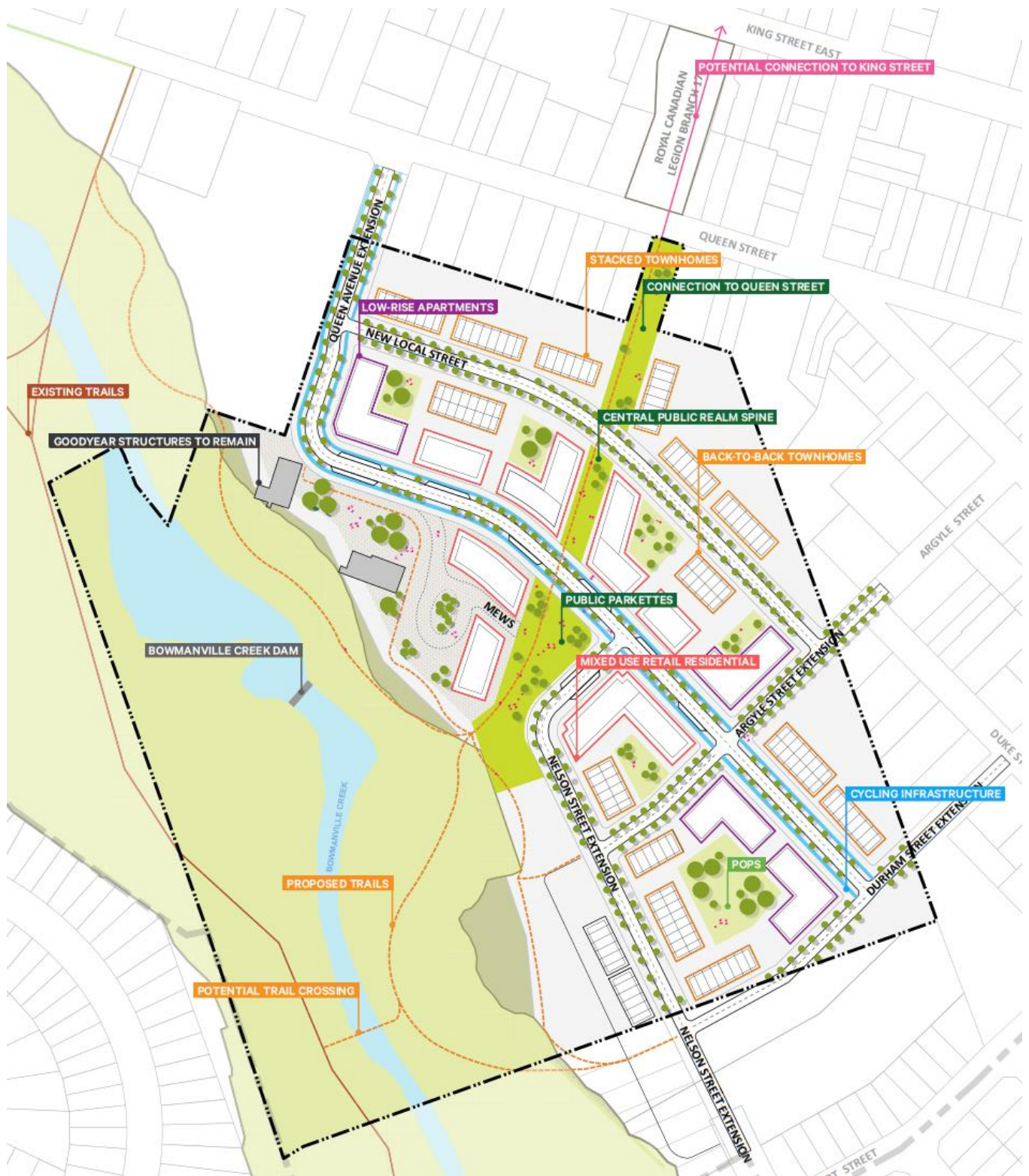


Figure 2: Demonstration Plan for the Goodyear Lands Character Area

4.2 Within the five Character Areas, there are various land use designations which provide direction on land use and minimum densities throughout the Secondary Plan area. These designations include Mixed Use Area, High Density Residential, Medium Density Residential, Low Density Residential, Institutional, Neighbourhood Park and Parkettes, and Environmental Protection Area.

- **Mixed Use Area:** The Mixed-Use Area designation allows for the greatest mix of uses including, residential, office, retail, personal service, cultural, community, and institutional uses. Permitted residential dwelling types include dwelling units above the ground floor within a mixed-use building and apartment buildings. Townhouses are permitted within the Goodyear Lands Character Areas as part of a larger mixed-use development. Townhouses are also permitted in the rest of the Mixed-Use Area as part of a mixed-use development, which includes one or more of the other permitted residential dwelling types, to act as a transitional form to low density residential areas.
- **High Density Residential:** The High-Density Residential designation allows for predominantly residential uses within mid-rise and high-rise building forms to deliver a mix of housing types and tenures. The permitted residential dwelling type is apartment buildings.
- **Medium Density Residential:** The Medium Density Residential designation allows for predominantly residential uses within mid-rise building forms to deliver a mix of housing types and tenures. Permitted residential dwelling types include apartment buildings and all forms of townhouses.
- **Low Density Residential:** The Low-Density Residential designation allows for predominantly residential uses within grade-related dwellings to deliver a mix of housing types and tenures. Permitted residential dwelling types include street townhouses, semi-detached dwellings and detached dwellings.
- **Institutional:** The Institutional designation includes uses such as government offices, museums/archives, libraries and hospitals

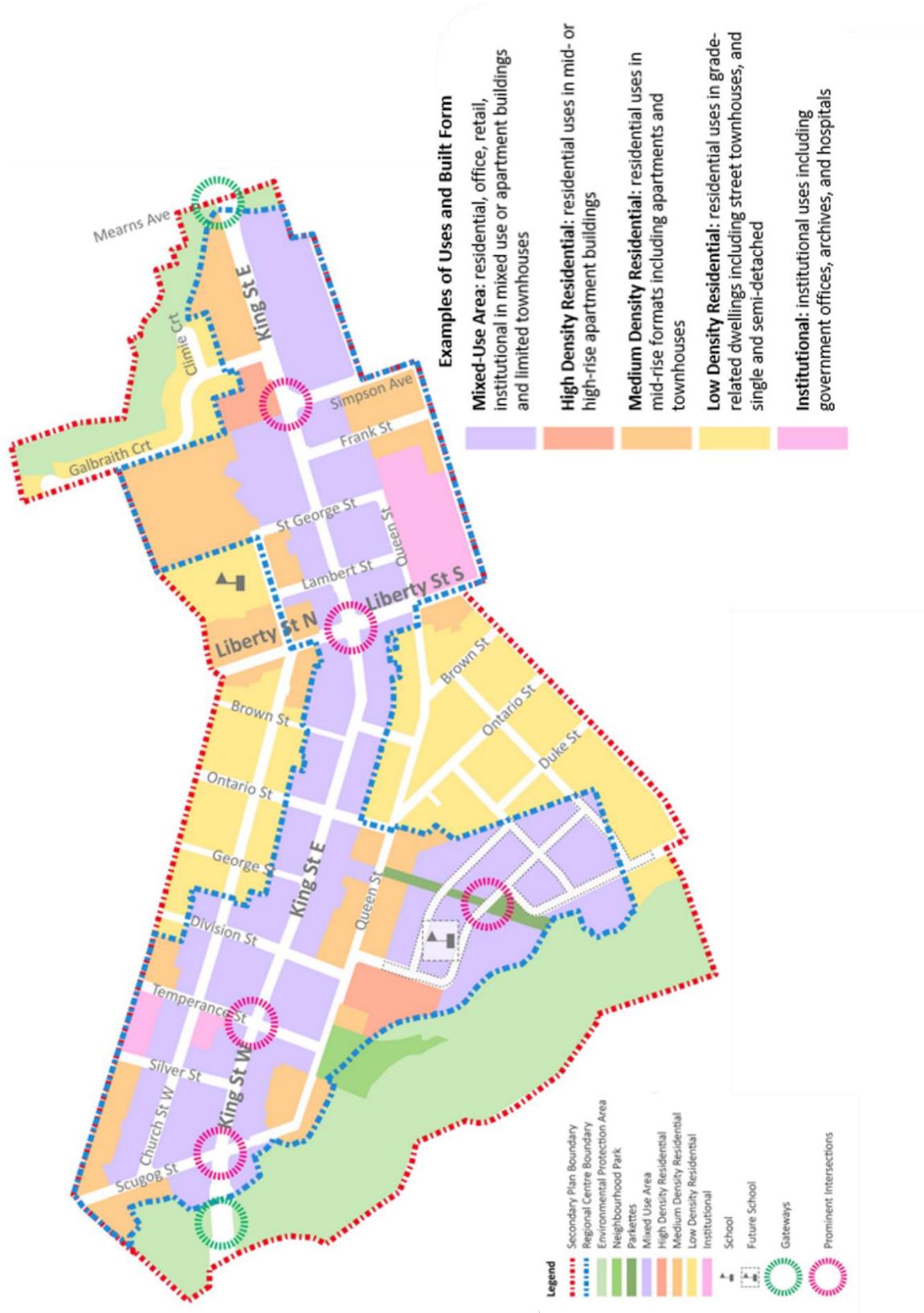


Figure 3: Land Use and Built Form

5. Public Participation

- 5.1 The preparation of this Secondary Plan has been supported by a thorough public engagement strategy, including Public Information Centres (PICs), a survey, and illustrative demonstration plans and redevelopment concepts. These efforts have been in addition to all statutory meeting requirements. A full Sequence of Events is provided in **Attachment 2**. The Statutory Public Meeting Report [PDS-003-24](#) includes further details on public engagement activities that have taken place.
- 5.2 All landowners in the Secondary Plan area received notice of all the PICs held and the statutory public meeting. Also, Secondary Plan area landowners and all others who have expressed an interest in the Secondary Plan have been informed that this recommendation report is being presented to Council. All public notices, communications and review periods have been designed to ensure conformity with the requirements of the *Planning Act*.
- 5.3 In summary the following were the opportunities provided for public consultation:

Project Webpage

- 5.4 A project webpage (<http://www.clarington.net/BowmanvilleEast>) facilitates public participation and provides information associated with the project, including meeting notices, presentation materials, and staff and consultant reports.
- 5.5 Since the project webpage was published on March 22, 2021, it has had 2,830 views. Of that number, 1,590 views occurred after the draft OPA, draft Secondary Plan, and draft Design Guidelines were posted to the webpage on December 21, 2023.

Public Information Centre #1

- 5.6 The first Public Information Centre (PIC) was held on November 22, 2018. The purpose of the meeting was to introduce the project purpose, scope, and process to the public. Approximately 70 members of the public attended the PIC. Public feedback was received through informal one-to-one discussions with Municipal staff and project team members, a public engagement activity, and feedback forms which were handed out to the meeting attendees. A [PIC summary report](#) was prepared and is available on the project website.
- 5.7 Key feedback themes from the PIC included need for improvements to active transportation and existing parks/open spaces, greater mix of uses in area, more downtown parking, traffic concerns, and support for taller buildings as long as impacts were mitigated, and respect for heritage buildings.

Public Information Centre #2

- 5.8 Public Information Centre (PIC) #2 was held on May 2, 2019, and approximately 40 people attended the meeting. The purpose of the meeting was to present and seek feedback on the draft results of the [Phase 1 Technical Report](#) - Background Analysis. Similar to PIC #1, participants were asked to provide feedback through a series of table exercises and comment forms.
- 5.9 Key feedback themes from the PIC included interest in promoting aging in place, encouraging a mix of restaurants, shops and cultural uses to complement the historic downtown, walkable places with small retail to continue along King Street and concerns with current traffic conditions and impact of growth on traffic.

Public Information Centre #3

- 5.10 The third Public Information Centre (PIC) was held virtually on June 1, 2022. The purpose of this meeting was to re-introduce the public to Bowmanville East Urban Centre Secondary Plan. The meeting provided individuals with a project update as well as presented the work completed as part of the Phase 2, including the [Phase 2 Technical Report](#). Most significantly, this meeting included a presentation on the Emerging Character Areas and the Draft Demonstration Plan to the public. An online survey was created to solicit public feedback on the demonstration plan and redevelopment concepts for key areas within BEUC.
- 5.11 Key feedback themes from the PIC included maintaining the existing character of the historic downtown and residential communities, enabling redevelopment within the East Business District and Goodyear Lands with context-appropriate polices, enhancing links to the natural heritage network, creating walkable and pedestrian-scaled places, and minimizing negative traffic impacts that may be caused by future growth.

6. Official Plan Amendment and Secondary Plan Process

- 6.1 The process to adopt or pass an Official Plan Amendment or Secondary Plan is dictated by the *Planning Act* and described in the Clarington Official Plan. These processes ensure that adequate information is made available to the public prior to a Council decision being made.

Statutory Public Meeting – January 22, 2024

- 6.2 Statutory Public Meeting notice was mailed to the landowners, apartment dwellers, and businesses located in and within 300 metres of the Secondary Plan area. This resulted in a total 2,281 of notices mailed. Notice of the Public Meeting was also sent by mail to the Region of Durham, the Ministry of Municipal Affairs and Housing, and other commenting agencies as prescribed by the *Planning Act*. All registered interested parties were mailed the Notice of Public Meeting by December 21, 2023. All draft and supporting documents were posted to the webpage for early review on December 13, 2023. The Statutory Public Meeting was promoted on the Municipal website, social media, and on tv screens at the Municipal Administrative Centre and Municipal recreation facilities. It was also advertised in the Orono Times twice.

7. Provincial and Regional Policy Conformity

- 7.1 The recommended Secondary Plan is consistent with the Provincial Policy Statement, 2020, and in conformity with A Place to Grow: The Growth Plan for the Greater Golden Horseshoe, 2020, and the existing and new Durham Region Official Plans. Collectively the directions regarding complete communities with a variety of housing options, a thriving economy, and a clean and healthy environment have shaped the Clarington Official Plan and this Secondary Plan. The Statutory Public Meeting Report [PDS-003-24](#) outlined in more detail how the Secondary Plan is in keeping with these planning documents.

8. Public Submissions and Summaries

- 8.1 This section describes public comments and inquiries received since the release of the draft OPA, draft Secondary Plan, and draft UDG in December 2023. This includes comments from local residents and developers in the area.
- 8.2 All public comments are included in the Public Comments Summary Table in **Attachment 3** to this report. The table provides an outline of the comments received and a response as to how the comment has been addressed.

General Public Comments

- 8.3 General comments were brought forward regarding concerns from the additional population planned for the area including traffic, and noise, and increased heights of new buildings. Inquiries were brought forward regarding possible expropriation, sidewalk infrastructure, and impacts of the Secondary Plan on specific parcels. Inquiries were raised regarding the consultation with seniors, local businesses, and suburbs closer to the highway interchanges.
- 8.4 Concerns were raised surrounding the redevelopment of the former Goodyear lands and requested that there is sufficient oversight by the Municipality during the rehabilitation and construction phases to prevent undue impacts from issues like pollution, noise, and dust. Ongoing communication between the Municipality and local residents during the redevelopment was requested.
- 8.5 A comment was received regarding the intersection of King Street and Scugog Street, noting that it was mislabelled on a report document, and that its current configuration is dangerous.

Landowner Comments

- 8.6 Comments were received from various landowners within the Secondary Plan area who intend to develop their land. Generally, these comments requested increased flexibility on policies related to townhouse permissions, setbacks, number of storeys (both higher maximums or lower minimums were requested in different areas), and the character areas.

- 8.7 Additional requests included drive-through permissions, a laneway housing framework, credits for affordable housing, site-specific density policies, a public parking facility, and interim land use permissions. A parcel on the western edge of the Secondary Plan area was requested to be excluded from the Secondary Plan area.
- 8.8 Comments requested clarity on policies related to particular parcels, minimum densities, and the new heliport that will be included at Bowmanville Hospital.
- 8.9 Two landowners requested that their site-specific permissions from previous OMB decisions be carried over. This included the Vanstone Mill property and a collection of parcels at Wellington Street, Scugog Street, and Church Street. Policies were added to ensure these permissions would remain. The site-specific policies are in keeping with the intent of current Provincial, Regional and Clarington policy intent.

9. Agency Comments

- 9.1 This section describes the agency comments received since the release of the draft documents in December 2023. All agency comments are included in the Agency Comment Summary Table in **Attachment 4** to this report. The attachment provides an outline of the comment received as well as a response as to how the comment has been addressed.

Durham Region

- 9.2 The Durham Region Planning and Economic Development was generally supportive of the proposed Secondary Plan and UDG. Their comments were primarily concerned with whether minimum densities for the Regional Centre would be achieved. To evaluate whether the area would foster transit-supportive densities and walkability, a land budget was requested. Comments also suggested increased permissions for height and less restrictive transition policies. Comments suggested creating minimum density targets for each land use designation and reduced permissions for townhouses in the land use designations within the Regional Centre.
- 9.3 Comments were also received from the Durham Region Works Department. They suggested stronger policies that would reduce dependence on cars, as the area currently has traffic issues. Specific corrections to some technical reports were suggested related to bus routes, future GO transit plans, jurisdiction for certain road infrastructure, and names of roads. Comments also suggested including the assumptions used for the future conditions modelling in the traffic impact study.

Central Lake Ontario Conservation Authority

9.4 The Central Lake Ontario Conservation Authority was generally supportive of the proposed Secondary Plan. They highlighted the unique natural features in the area, including the Bowmanville Creek and its trail system. Comments suggested a long-term plan be created for the dam structure as part of the Goodyear redevelopment. Additional policies were suggested to prevent development in natural hazard areas and to outline the requirements related to an Environmental Impact Study, Vegetation Protection Zones, and hazard delineation. Further studies were recommended to assess for impacts of development on Bowmanville Creek and existing sites of erosion.

Lakeridge Health

9.5 Lakeridge Health is the owner of the Bowmanville Hospital and was generally supportive of the proposed Plan. They provided additional details about a future heliport that will be located on the roof of the Hospital and the implications for surrounding building heights. A change on some parcels from the “residential” to “institutional” designation was requested to accommodate future development plans.

Other Commenting Agencies

9.6 Hydro One, Bell Canada, and Durham Region Transit did not provide specific comments, but requested to be kept informed of future progress on the Secondary Plan.

Indigenous Consultation

9.7 The following First Nations were invited to provide comments or consult directly with Municipal Staff:

- Alderville First Nation
- Beausoleil First Nation
- Mississaugas of Scugog Island First Nation
- Curve Lake First Nation
- Georgina Island First Nation
- Hiawatha First Nation
- Kawartha Nishawbe First Nation
- Métis Nation of Ontario
- Rama First Nation
- Huron-Wendat First Nation

9.8 Comments were only received from the Alderville First Nation. They highlighted the treaty rights of First Nations included in the Williams Treaties and requested to be notified expediently if archaeological artifacts are found during any development.

9.9 In summary, agencies were generally supportive of the proposed Secondary Plan, with comments requesting clarification, providing updated information, or requesting specific minimum densities. Generally, all comments received have been addressed to agency satisfaction. Key revisions to the Secondary Plan are detailed in Section 10.

10. Key Revisions to the Secondary Plan since the Statutory Public Meeting

10.1 Revisions were made to the Secondary Plan since the Statutory Public Meeting based on comments from agencies and the public, and emerging information. Specific revisions are detailed below.

Revisions to draft Secondary Plan

10.2 Revisions to the Secondary Plan policies include:

Minimum Densities

- Added minimum density requirements to land use designations to ensure Secondary Plan can achieve minimum density requirements for the delineated Regional Centre.
- Added general policy supporting maximizing heights and massing in Regional Centre, where appropriate, to plan for transit-supportive densities in this area.

Revised Heights

- Revised the policies for height in several areas:
 - East Business District and Downtown Corridor from minimum 3-storeys to 4-storeys;
 - Residential Neighbourhoods from maximum 4-storeys to 3-storeys outside of the Regional Centre;
 - Goodyear Lands from minimum 3-storeys to 4-storeys;
 - Goodyear Lands, specifically in the 30 m transition adjacent to Residential Neighbourhoods from 3-storeys to 4-storeys;
 - Residential Neighbourhoods in the block along Wellington Street between Scugog Street and Silver Street up to 5-storeys between the adjacent downtown corridor area and a 15-metre setback from the street.

Townhouse Permissions in Low Density Residential

- In Low Density Residential designation, 'street townhouses' are the only form of townhouses permitted.

Mixed Use Area

- Revised Mixed Use Area designation to specify that stand alone residential buildings are only permitted as part of a larger mixed-use development site.
- In Mixed Use Area designation, 'townhouses' are only permitted as part of a larger mixed-use development, which includes one or more of the residential dwelling types identified, to serve as a transitional built form to low density residential areas.
- In Mixed Use Areas designation within the Goodyear Lands Character Area, townhouses are only permitted as part of a larger mixed-use development;

Other

- Added policy to reflect First Nations interests regarding future archeological studies.
- Added policy for Goodyear Lands to encourage development to incorporate at-grade uses, and specifically to encourage retail uses at the core of the Character Area to support street animation and activity.
- Added policy regarding requirements for Environmental Impact Study, in accordance with Clarington Official Plan.
- Added policy to clarify that Accessory Dwelling Units (ADUs) are not permitted in hazard lands or areas that have no safe access.
- Revised policy to add that the Municipality may consider a reduction in contribution to affordable housing where affordable housing is provided as part of a development.
- Revised policy that explicitly states amount of affordable housing contribution that will be provided by developers as the specific amount will be negotiated during the development application process.
- Added policy that the Municipality will investigate feasibility of a heritage conservation district designation for the historic downtown of Bowmanville; and
- Other minor changes were made related to live-work units, post-secondary uses, built form terminology, parking, bike lane alignments, payment-in-lieu of parking, reducing access points on major roads, heights adjacent to the Bowmanville Hospital, and references to Official Plan policies.

10.3 Changes made to ‘Schedule A – Community Structure and Character Areas’ following the Statutory Public Meeting in January 2024 are summarized below and detailed in **Figure 4**:

- Removed the portion of 116 King Street West property (Vanstone Mill) located on west side of Bowmanville Creek along King Street West from the Secondary Plan boundary.
- Revised ‘Downtown Corridor’ Character Area along Church Street and Liberty Street to align with property lines.
- Revised Character Area of three properties along Prince Street from ‘Downtown Corridor’ to ‘East Business District’ to align with lands owned by Lakeridge Health.
- Revised Character Area of properties along portion of Queen Street from Residential Neighbourhoods to Downtown Corridor.
- Aligned ‘East Business District’ Character Area on north side of 222 King Street East with property lines.
- Revised Character Area of properties along Frank Steet and Simpson Avenue from ‘Residential Neighbourhoods’ to ‘Downtown Corridor’

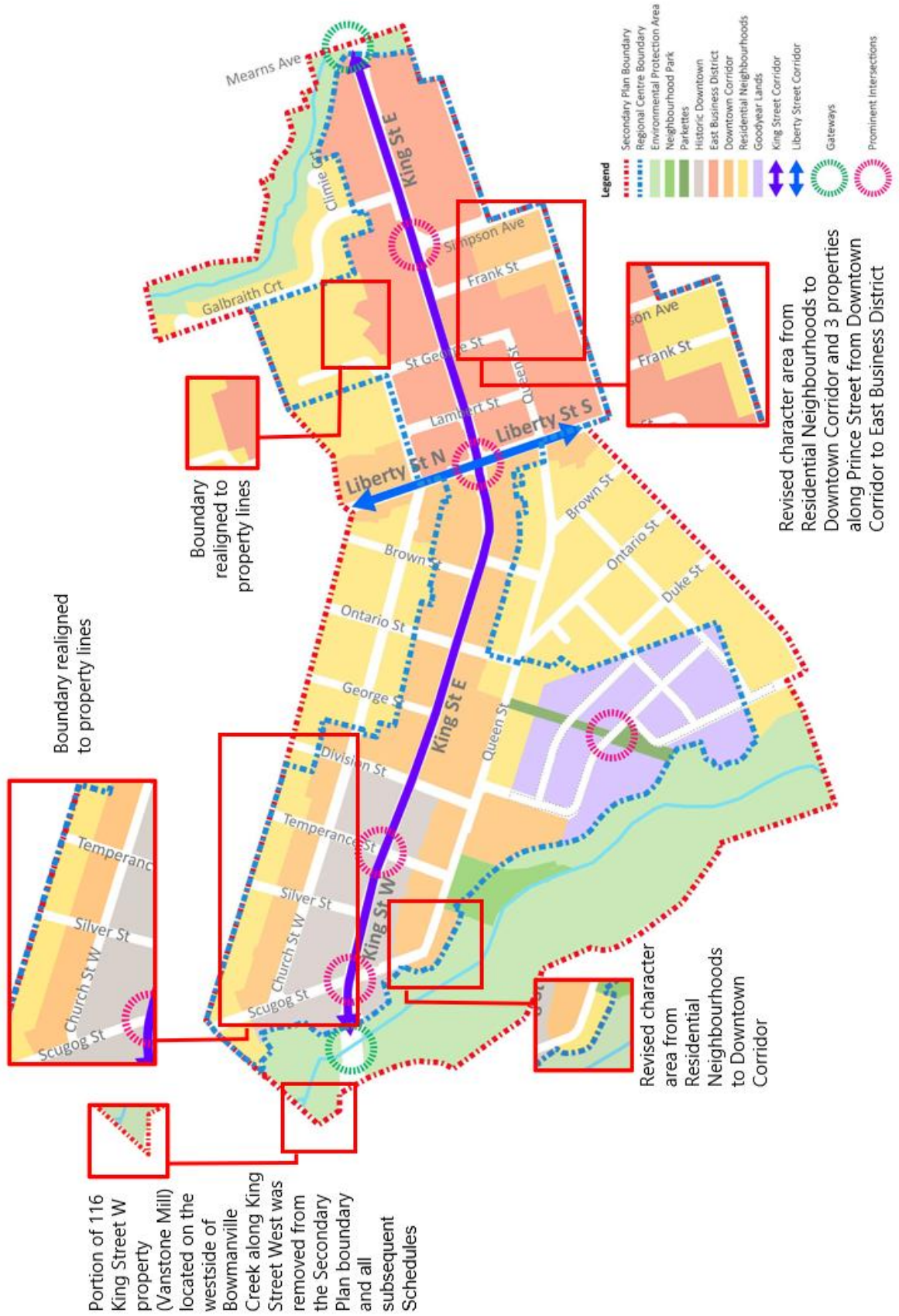


Figure 4: Changes to Schedule A – Community Structure and Character Areas

10.4 Changes made to 'Schedule B – Land Use' following the Statutory Public Meeting in January 2024 are summarized below and detailed in **Figure 5**:

- Removed the portion of 116 King Street West property (Vanstone Mill) located on west side of Bowmanville Creek from the Secondary Plan boundary.
- Revised the land use designation on south side of Climie Court from High Density Residential to Low Density Residential.
- Revised the land use designation on north side of Church Street West and the corner of Scugog Street from Medium Density Residential to Mixed Use Area.
- Revised the land use designation for three properties along Prince Street from Medium Density Residential to Institutional to align with lands owned by Lakeridge Health.
- Aligned the Medium Density Residential designation along Church Street and Liberty Street with property lines.
- Aligned the Mixed-Use Area designation along King Street East and Lambert Street with property lines.
- Revised the land use designation on north side of King Street East (adjacent to Climie Court) from High Density Residential to Medium Density Residential;

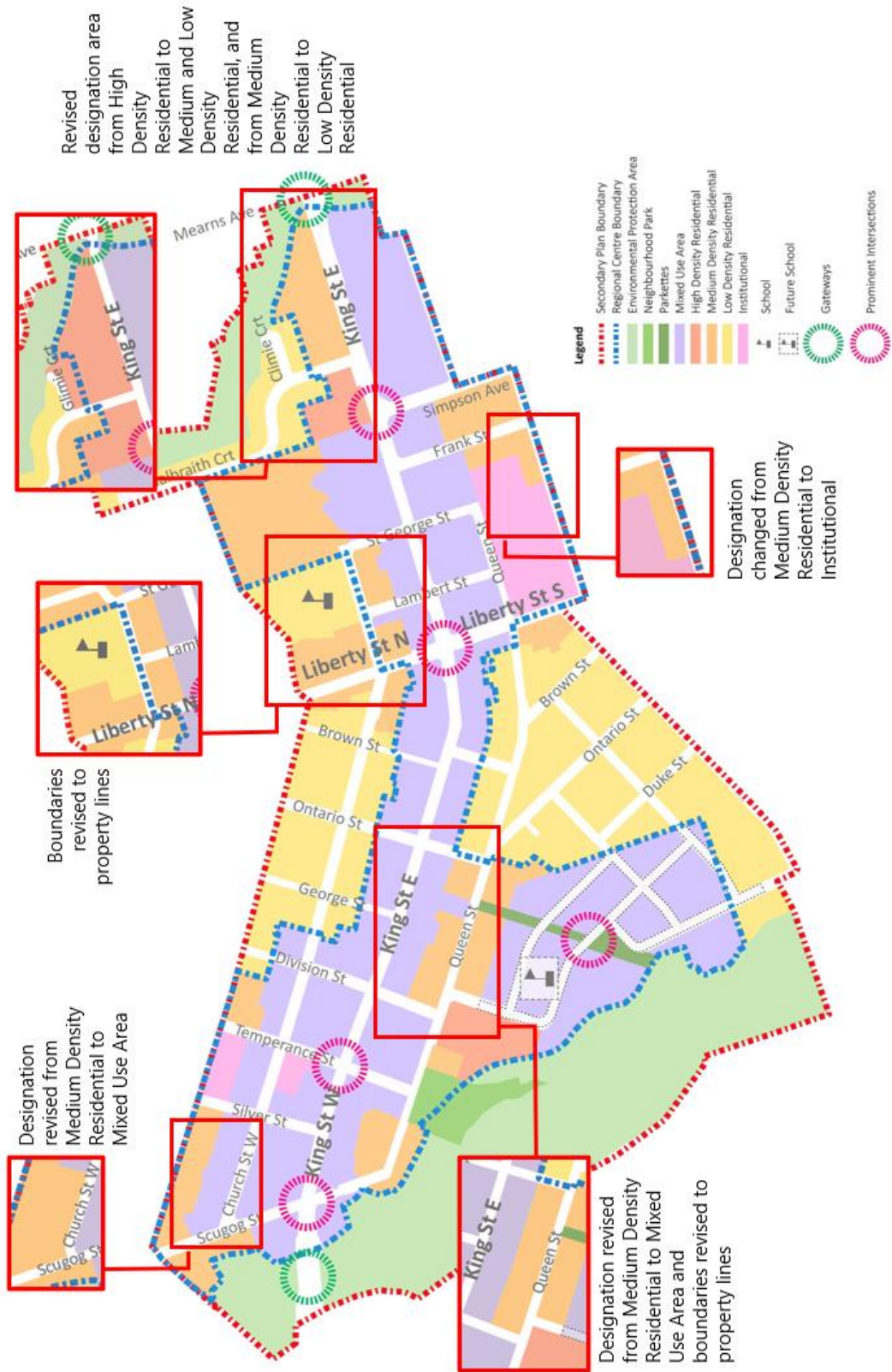


Figure 5: Changes to Schedule B – Land Use

10.5 The following are changes made to 'Schedule C – Transportation and Open Space Network' following the Statutory Public meeting in January 2024 are summarized below and detailed in **Figure 6**.

- Removed the portion of 116 King Street West property (Vanstone Mill) located on west side of Bowmanville Creek from the Secondary Plan boundary.
- Removed planned sidewalk along east side of Brown Street.
- Removed Potential Future Local Road extension of Simpson Avenue north of King Street East as it was determined by Staff to no longer be viable.
- Removed Potential Future Local Road extension of Hunt Street to Albert Street.
- Extended existing trail to align with current trail network

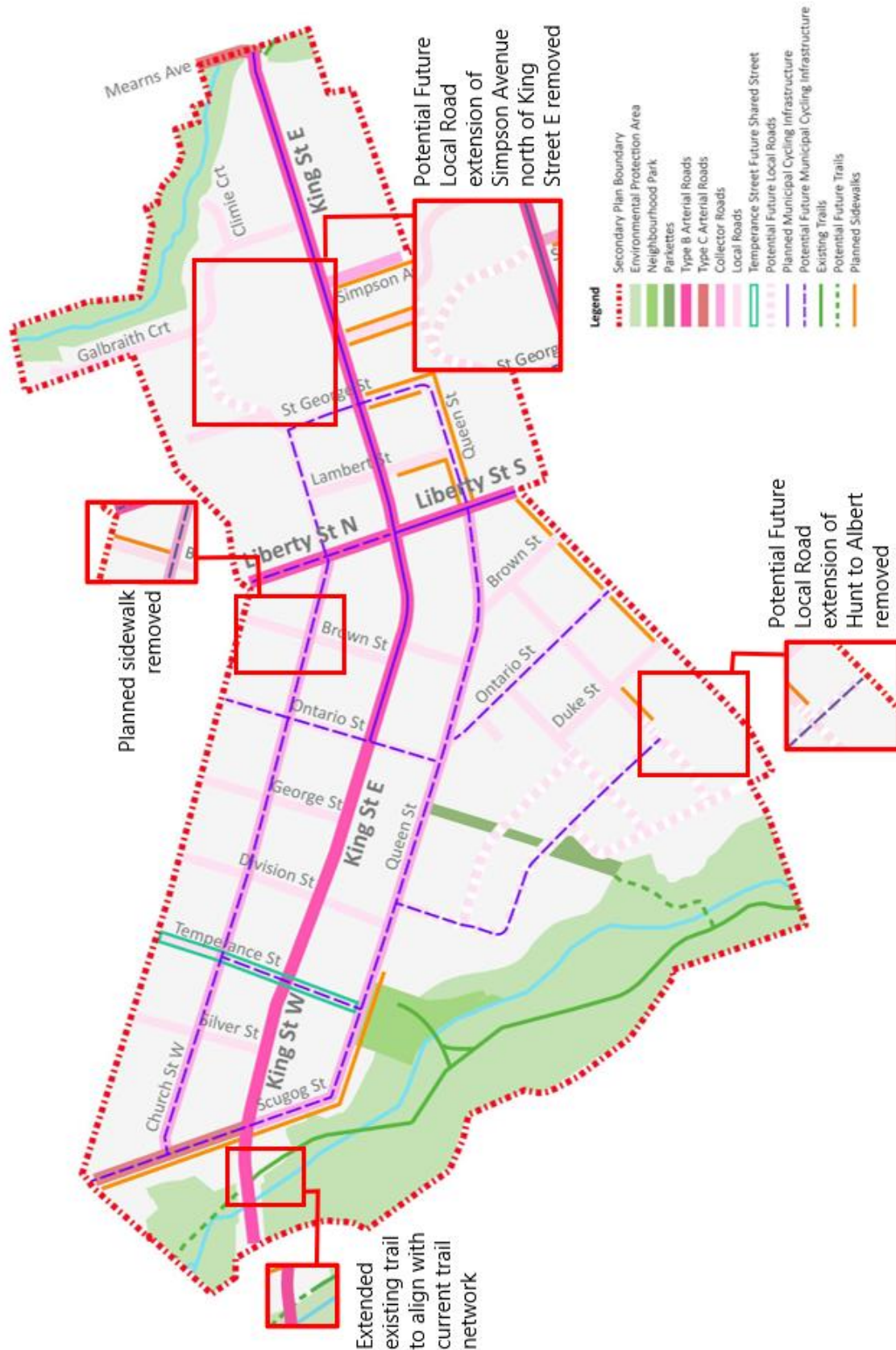


Figure 6: Changes to Schedule C – Transportation and Open Space Network

Revisions to Urban Design Guidelines

- 10.6 The Urban Design Guidelines were revised to conform with changes to the Secondary Plan and corresponding schedules including:
- Revised Figure 2 to align with Schedule A of the Secondary Plan.
 - Design guidelines revised to reflect the general maximum of 4-storeys in Residential Neighbourhoods within Regional Centre and 3-storeys outside the Regional Centre.
 - Diagrams on Page 45 and 47 removed Hunt Street extension to Albert Street.
 - Updated Figure 51 regarding heights and transition within Goodyear Lands Character Area from 3-storeys to 4-storeys within the 30 m transition adjacent to Residential Neighbourhoods to the north and east.
- 10.7 In summary, minor changes were made to the Secondary Plan and UDG due to new information provided through technical reports and agency comments. Changes were also made to provide flexibility and ensure that adequate density would be developed to support transit and create a thriving Regional Centre.

11. Background Reports

- 11.1 Background and technical reports were prepared to assist in the development of a Secondary Plan that is best suited to the needs and vision for the area. These reports outline the challenges and opportunities for the area and informed policy direction.
- 11.2 A summary of each of the technical reports is provided in **Attachment 5** to this report. The reports prepared in support of the Secondary Plan include:
- Phase 1 Technical Report
 - Existing Servicing Conditions Reports - BEUC and Goodyear
 - Goodyear Lands Transportation Impact Study
 - Goodyear Lands Functional Servicing Report
 - Phase 2 Technical Report
- 11.3 The Goodyear Lands Transportation Impact Study has been revised in accordance with comments received. Other reports completed to evaluate Goodyear lands include: Bowmanville Creek and Goodyear Dam Implications Analysis, Bowmanville Creek Floodplain and Stable Bank Assessment and a Heritage Impact Assessment.

12. Next Steps

- 12.1 As with other Secondary Plans and given the number of documents and comments from Council and the public, some technical changes to wording or schedules may take place prior to the Municipality forwarding the documents to the Region of Durham for approval. As such, Recommendation #5 requests Council authorize the Deputy CAO, Planning and Infrastructure Services to finalize the form and content of OPA 136.

- 12.2 At this time, the Region of Durham is the planning approval authority. However, upper-tier planning responsibilities of the Region of Durham are proposed to be removed through Bill 185 (Cutting Red Tape to Build More Homes Act 2024) at a future date. More information about Bill 185 can be found in staff report [FSD-024-24](#).
- 12.3 Once Clarington Council adopts the Secondary Plan through OPA 136, it will be forwarded to the Region of Durham for review and approval. The Region has various options. It may approve, approve with modifications, deny, or make no decisions (in other words defer making a decision) regarding OPA 136 and the Secondary Plan.
- 12.4 Prior to issuing a decision on OPA 136, it is anticipated that the Region of Durham staff will provide a list of proposed modifications to the Secondary Plan to the Deputy CAO, Planning and Infrastructure Services. If modifications are 'friendly' in nature and do not change the intent of the policy contrary to Council's decision, the Deputy CAO, Planning and Infrastructure Services will accept the modifications to OPA 136. Should staff disagree with the proposed modifications, staff will bring a report to Council seeking direction.
- 12.5 Once the Region of Durham issues its decision, the landowners and interested parties will be notified by the Region and a 20-day appeal period is provided. Public bodies and specified persons, such as landowners, who have provided comments to Clarington Council prior to the adoption of OPA 136, and/or to the Region of Durham prior to issuing its decision have the right to appeal all or part of the OPA. Once the OPA is approved and the appeal period lapses, the Secondary Plan becomes part of the Official Plan, and it would be in full force and effect.

13. Financial Considerations

- 13.1 The Bowmanville East Urban Centre Secondary Plan is funded by the Municipality, with a cost recovery agreement in place between the Goodyear landowners, Continental ContiTech, for some studies related to the Goodyear portion of the Secondary Plan.
- 13.2 The Official Plan requires that a Fiscal Impact Analysis (FIA) be undertaken for Secondary Plans to understand the long-term financial impacts of proposed development. Accordingly, Hemson Consulting Ltd. have undertaken an FIA for the Secondary Plan. A memorandum regarding this FIA is provided as **Attachment 6** to this report.
- 13.3 Hemson Consulting Ltd. analyzed the capital and operating costs that may be incurred and the anticipated revenue sources for the Municipality once the proposed Secondary Plan is built out. The analysis includes estimates and assumptions which were based on the best information available at the time of writing. Actual costs and revenues will depend on the timing and type of development, capital projects required, and service impacts.

- 13.4 The FIA found that there would be a net positive financial impact to the Municipality once fully developed. The analysis estimated that there would be a surplus of \$41 per person and employee annually, or a total of \$694,347 annually. This positive result is because the majority of the infrastructure needed to support this population is already built. Intensification in this area will likely lead to more efficient use of infrastructure and cost savings to the Municipality.

14. Strategic Plan

- 14.1 The preparation of the Bowmanville East Secondary Plan directly contributes to several priorities and actions within the 2024-2027 [Clarington Strategic Plan](#).
- 14.2 In support of Priority C.4.1 in the Strategic Plan, Promote and support local arts, culture and heritage sector, secondary plan policies support the conservation of the Lambert House formerly known as the Nurses' Residence. The Lambert House, located on the Bowmanville Hospital lands (11 Mabel Bruce Way), has been listed on the Municipal Register since 2018. Lakeridge Health has commissioned a Heritage Impact Assessment in support of conservation efforts as they plan for the redevelopment of the Bowmanville Hospital.
- 14.3 Under Priority G.1.2 in the Strategic Plan, "Develop a long-term vision for historic downtowns" is listed as an action. This Secondary Plan supports historic Downtown Bowmanville. It envisions Downtown Bowmanville to continue its role as the social and commercial heart of the community. The Downtown will maintain its historic character, and surrounding development will complement it.
- 14.4 As noted in the public meeting report [PDS-003-24](#), staff have initiated the preliminary design and cost estimate for public realm improvements in the Civic Precinct. SvN Consulting, the team that prepared the Secondary Plan, has been retained. Staff will report back as the project advances.

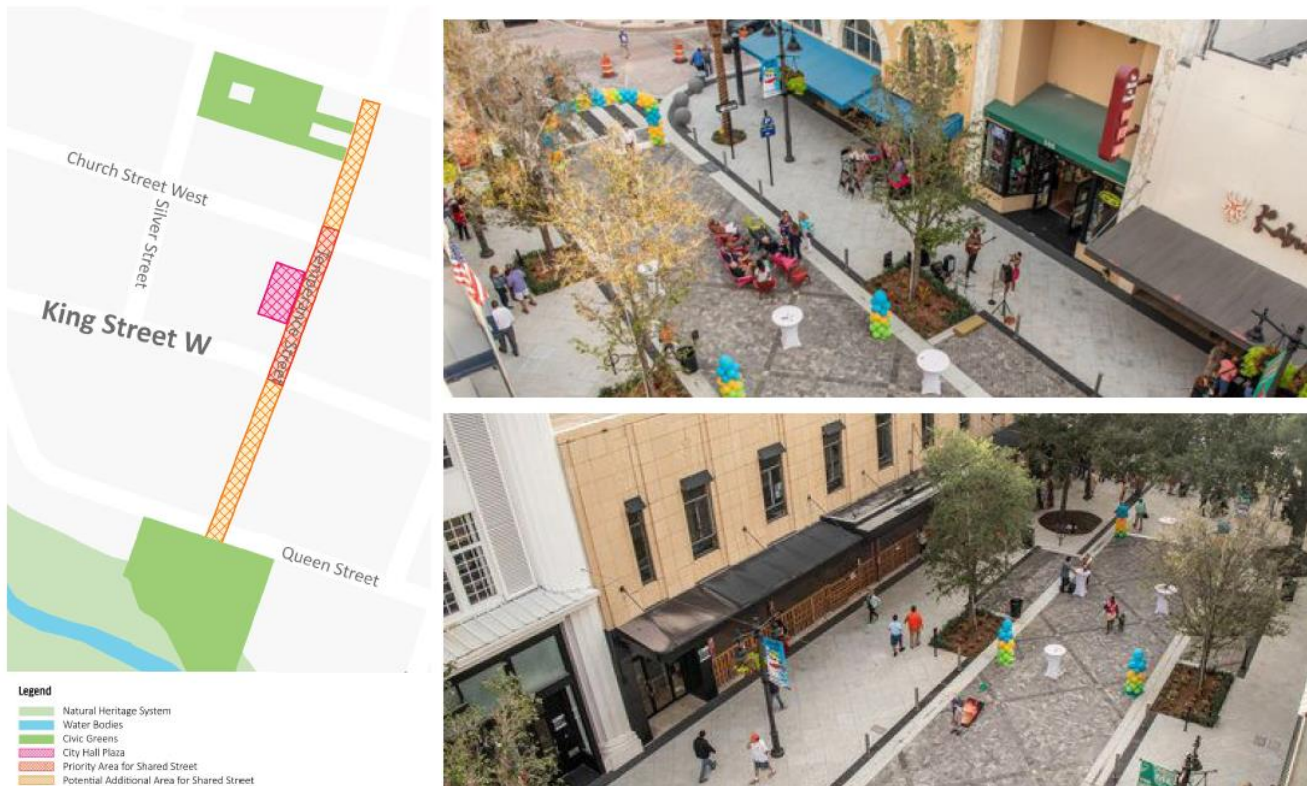


Figure 7: Civic Precinct Public Realm Concepts

14.5 Under Priority G.2.1 in the Strategic Plan, “Update and complete identified Secondary Plans” is a listed action. By bringing forward this recommendation to adopt the Bowmanville East Urban Centre Secondary Plan, staff are completing this Secondary Plan update.

15. Climate Change

15.1 As described in Sections 3.2 and 3.3, the Secondary Plan has been designed to reduce the per-capita greenhouse gas emissions for those living in the area. This includes high-density, energy-efficient building types and adding transit-supportive densities to encourage lower emission transportation options. The Secondary Plan has also incorporated the latest flood plain and natural heritage information available to ensure sensitive features are protected and infrastructure is resilient to climate impacts.

16. Concurrence

16.1 Not Applicable.

17. Conclusion

- 17.1 The Bowmanville East Secondary Plan aims to create a unique community that celebrates its heritage while evolving and adapting to meet the needs of future generations. The Secondary Plan area features a mix of uses in order to meet the everyday needs of both existing and future residents. New infill development will be developed at appropriate and complementary heights to implement transition to low density neighbourhoods. The former Goodyear lands will be the focus of mixed-use development and are envisioned to include a park space and connection to the Bowmanville Creek. A potential medical campus to support the Bowmanville Hospital and mixed-use development opportunities along King Street East, in the East Business District, will transform this area.
- 17.2 It is respectfully recommended that Council adopt Official Plan Amendment 136 to include the updated Bowmanville East Urban Centre Secondary Plan and Urban Design Guidelines into the Clarington Official Plan.

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Attachments:

- Attachment 1a – Recommended OPA 136
- Attachment 1b – Bowmanville East Urban Centre Secondary Plan
- Attachment 1c – Urban Design Guidelines
- Attachment 2 – Sequence of Events
- Attachment 3 – Public Comments Summary Table
- Attachment 4 – Agency Comments Summary Table
- Attachment 5 – Summary of Technical Reports
- Attachment 6 – Bowmanville East Secondary Plan Fiscal Impact Analysis

Interested Parties:

List of Interested Parties available from Department.