



Public Meeting Report

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

Report To:	Planning and Development Committee	
Date of Meeting:	March 17, 2025	Report Number: PDS-013-25
Authored By:	Nicole Zambri, Senior Planner	
Submitted By:	Darryl Lyons, Deputy CAO, Planning and Infrastructure Services	
Reviewed By:	Mary-Anne Dempster, CAO	
File Number:	ZBA-2024-0026 (Cross: SC-2024-0015) Resolution#:	
Report Subject:	Application by Blackthorn Development Corp., for a Zoning By-law Amendment to permit 119 residential units as well as a partial medium density block for multiple parcels within the Northglen Neighbourhood in Bowmanville.	

Purpose of Report:

The purpose of this report is to provide information to the public and Council. It does not constitute, imply or request any degree of approval.

Recommendations:

1. That Report PDS-013-25 and any related communication items, be received for information only;
2. That Staff receive and consider comments from the public, review agencies, and Council with respect to the Zoning By-law Amendment and Subdivision applications submitted by Blackthorn Development Corp. on behalf of 1377019 Ontario Inc., Bowmanville Estates Inc., and MNR Investments Inc. and continue processing the applications including the preparation of a subsequent recommendations report; and
3. That all interested parties listed in Report PDS-013-25 and any delegations be advised of Council's decision.

Report Overview

The Municipality is seeking the public's input on applications for a proposed a Zoning By-law Amendment and Subdivision to permit 119 residential units and various part lots. The lots consist of 82 single detached units, 2 semi-detached units and 35 street townhouse units, as well as a partial medium density block to be merged with abutting lands to the east. The plan also shows the extension of various roads to complete the Northglen Neighbourhood street network, as well as a park block.

1. Application Details

Owner: 1377019 Ontario Inc., Bowmanville Estates Inc., and MNR Investments Inc.

Agent: Blackthorn Development Corp.

Proposal:

Zoning By-law Amendment

To rezone the subject lands from "Agricultural Exception (A-1) Zone" to various Urban Residential Exception Zones to facilitate the development of 119 residential units and several part lots.

Draft Plan of Subdivision

Proposed Draft Plan of Subdivision to permit 119 residential units and various part lots, a partial medium density block and a parkette in the Northglen Neighbourhood of Bowmanville.

Area: 18.68 acres (7.56 hectares)

Location: 2522, 2526, 2528, 2530, and 2532 Concession Road 3, Bowmanville (**see Figure 1**)

Roll Numbers: 1817-010-080-05900; 1817-010-080-06000; 1817-010-080-06100; 1817-010-080-06200; 1817-010-080-06300

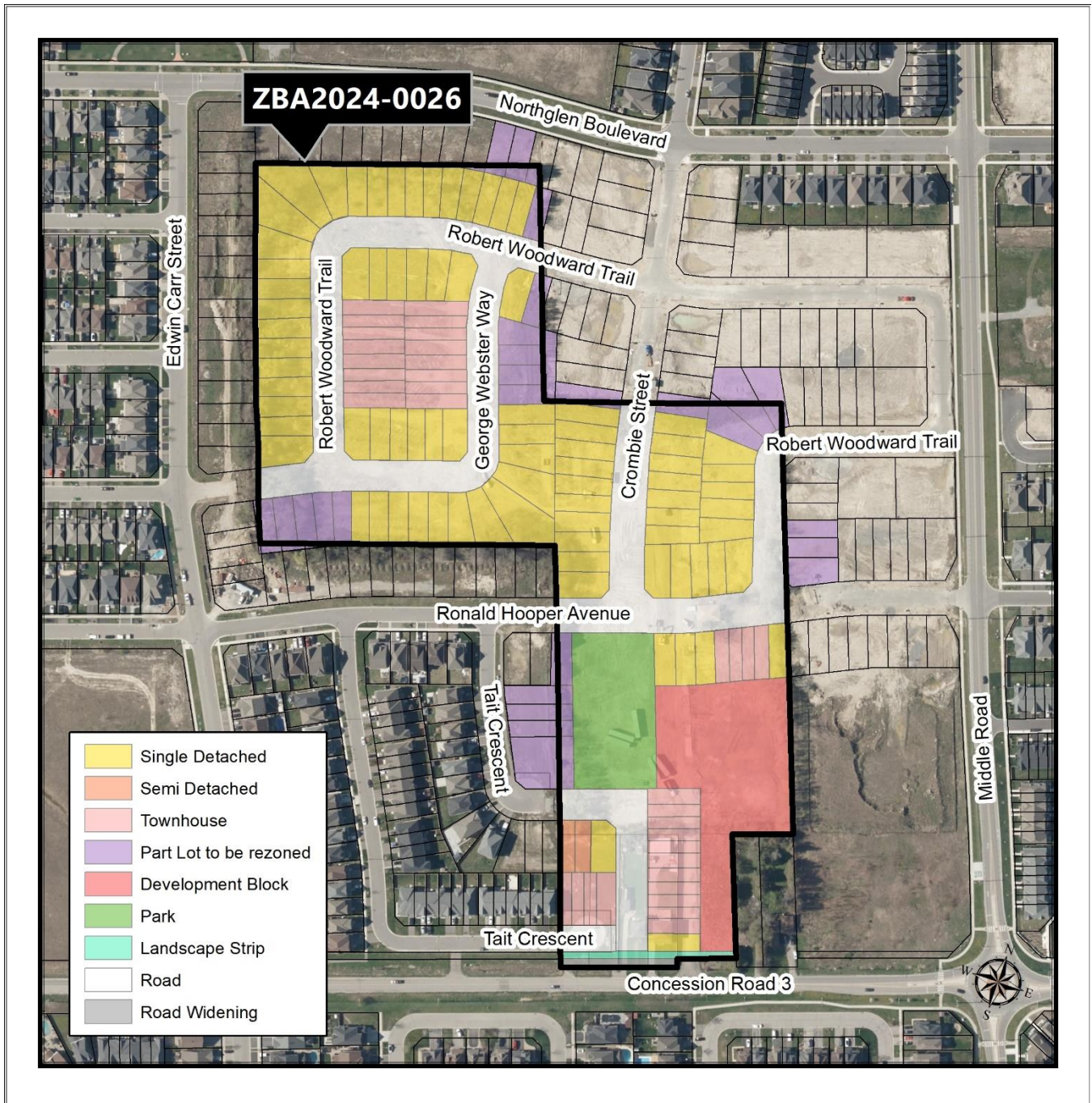


Figure 1 – Location of Subject Lands

2. Background

- 2.1 On November 3, 2022, a stage 1 pre-consultation meeting was held, followed by a stage 2 pre-consultation submission on July 19, 2023. Comments from various agencies and departments were provided to the applicant on October 27, 2023 after review of the

submission materials. A subsequent informal submission was received on March 7, 2024, followed by a formal application submission on November 29, 2024.

- 2.2 The submitted applications for a rezoning and draft plan of subdivision propose to rezone the lands from an Agricultural Exception (A-1) Zone to various urban residential exception zones to facilitate the development of 119 residential units and various part lots within the Northglen Neighbourhood. The lots consist of 82 single detached units, 2 semi-detached units, and 35 street townhouse units, as well as a partial medium density block to be merged with abutting lands to the east. The plan also shows the extension of various roads to complete the Northglen Neighbourhood street network, as well as a 0.42 hectare park block.
- 2.3 A subsequent site plan application would be required for the proposed medium density block (Block 42 on the draft plan) once it merges with the abutting lands to the east which are part of another subdivision application (SC-2007-0004).
- 2.4 The draft plan shows various part lots (approximately 34) which will be merged with the adjacent lands to complete the lotting fabric of the neighbourhood. The subject lands are one of the last sites to be developed within the Northglen Neighbourhood as the site was formerly used as an auto wrecking yard which has now ceased operation. With the termination of the auto wrecking yard, it would now enable the subject lands, and surrounding adjacent lands, to transition to alternative uses.
- 2.5 The applicant has submitted supporting documents which have been circulated to various departments and agencies for review and comment. They are available upon request and will be summarised in a subsequent recommendation report.
- 2.6 The rezoning and subdivision applications were deemed complete by staff on December 2, 2024.

3. Land Characteristics and Surrounding Uses

- 3.1 The subject lands are located at the northwest quadrant of Concession Road 3 and Middle Road, and south of Northglen Boulevard within the Northglen Neighbourhood in Bowmanville. The site was formerly occupied by Abe's Auto Wreckers but also includes properties adjacent to Abe's, along Concession Road 3. The total site area is approximately 7.5 hectares.
- 3.2 Surrounding uses include mostly single detached dwellings and townhouses. Sites immediately surrounding the subject lands are vacant due to the implications of the previous auto wrecking use of the property.
- 3.3 The surrounding uses are as follows:

North: Existing low density, single detached residential houses and a public elementary school which is currently under construction.

East: Existing low density, single detached residential houses, as well as registered vacant lots within a plan of subdivision.

South: Existing low density, single detached and townhouse residential units.

West: Existing low density, single detached and townhouse residential units.

4. Provincial Policy

The Provincial Planning Statement (PPS 2024)

- 4.1 The PPS 2024 encourages planning authorities to create healthy, livable, and safe communities by accommodating an appropriate range and mix of housing types, including affordable housing and shall promote development patterns that efficiently use land and infrastructure. Opportunities for redevelopment and intensification are to be promoted where it can be accommodated.
- 4.2 The PPS policies direct growth to settlement areas and promote compact development forms. The subject lands are located within the Bowmanville Urban Settlement boundary. Planning authorities are to facilitate a variety of housing forms and promote residential intensification to achieve efficient development patterns, especially along public transit and active transportation routes.
- 4.3 The PPS encourages a minimum density target of 50 residents and jobs per gross developable hectare in designated growth areas.
- 4.4 The proposal is consistent with the PPS 2024.

5. Official Plan

Durham Region Official Plan (Envision Durham)

- 5.1 On September 3, 2024, the Ministry of Municipal Affairs and Housing approved Envision Durham, which is the new Regional Official Plan, with modifications.
- 5.2 The Durham Region Official Plan (Envision Durham) designates the subject lands as “Community Areas.” Community Areas are to be planned for a variety of housing types, sizes, and tenures, including townhouse dwellings. These areas can also include population-serving uses and shall be developed in a compact form through higher densities and by intensifying and redeveloping existing areas.
- 5.3 Envision Durham provides a long-term policy framework that is used to manage Durham Region’s growth and development. The intent of Envision Durham is to manage resources, direct growth and establish a basis for providing Regional services in an efficient and effective manner

- 5.4 Development within this area shall be planned to achieve a minimum density target of 53 people and jobs per hectare. The density proposed is estimated to be around 53.2 people per ha which is meeting this target. It does not include any units or people associated with the medium density block which will be determined through a future site plan application.
- 5.5 The proposal conforms to Envision Durham.

Municipality of Clarington Official Plan

- 5.6 The Clarington Official Plan designates the property “Urban Residential” and is within the Bowmanville Urban Area. Ground related units such as detached dwellings, semi-detached and limited townhouses are permitted, as proposed. The built form shall be between 1 to 3 storeys and the minimum density target is 13 units per ha. Proposal is approximately 18 units per ha.
- 5.7 The subject site is also located within a “Local Corridor”, which is along Concession Road 3. It is in close proximity to the intersection of two arterial roads, Concession Road 3 and Middle Road. Concession Road 3 is a Type B arterial road and Middle Road is a Type C arterial road. Local Corridors require a minimum density of 40 units per ha and permits low and mid rise buildings. Given that there is only approximately 50 metres of frontage along this corridor and given the constraints of the site due to existing developments and road network, the proposal for townhouses within this area appropriate and is permitted within the local corridor. There will be a further opportunity to increase the density along the Local Corridor when the medium density block (Block 42) merges with the lands to the east.
- 5.8 Multi-unit residential development will be developed on the basis of the following site development criteria, as per policy 9.4.5:
- Suitability of the size and shape of the site;
 - Compatibility with the surrounding neighbourhood;
 - Minimize impact of traffic on local streets;
 - Direct vehicular accesses from public streets, without reliance on easements;
 - Variety of unit designs;
 - Townhouses shall not be sited on opposite sides of the street unless adequate on-street parking can be provided; and
 - Street townhouses shall generally not comprise more than 6 attached units.
- 5.9 The proposal conforms with the policies of the Clarington Official Plan.

Northglen Neighbourhood Design Plan

- 5.10 The subject lands are also within the approved Northglen Neighbourhood Design Plan. As per Policy 9.4.2 of the Clarington Official Plan, Neighbourhood Design Plans will continue to provide guidance for the development of neighbourhoods.

- 5.11 The proposal follows the general layout of the Northglen Neighbourhood Design Plan in terms of road patterns, lot fabric, and providing a proposed park. Discussion on the size of the park proposed, is within Section 10 of this Report.
- 5.12 The draft plan of subdivision slightly deviates from the Neighbourhood Design Plan by eliminating vehicle access from Tait Crescent to the medium density block. This was a request made by Staff through the review process because there were other opportunities for vehicle connections to the medium density block from Concession Road 3 and Middle Road. This would eliminate unnecessary private lane connections to Tait Crescent and direct road traffic to the main arterial roads as opposed to a local road. It would also eliminate the need for any street renaming of Tait Crescent.

6. Zoning By-law 84-63

- 6.1 The property is zoned “Agricultural Exception (A-1)” in Zoning by-law 84-63. The Agricultural Zone is a common zone category for underdeveloped lots located within Settlement Areas. The Agricultural zone does not permit the proposed development, and as such, the rezoning application was required.
- 6.2 The draft zoning by-law amendment proposes the lands be rezoned to various Urban residential exception zones to permit the proposed development within the Northglen Neighbourhood. The proposal shows single detached lots with a frontage between 10 metres and 14.3 metres, semi detached dwellings with 9 metre frontages and street townhouse dwellings with a minimum lot frontage of 7 metres, in keeping with the lot frontages not only within the Northglen Neighbourhood, but also as per Council’s 1999 resolution.
- 6.3 Finalization of appropriate zone uses and provisions will be determined after all public and agency comments have been received and will be brought forward in a subsequent recommendation report. A Holding (H) Symbol will be implemented as part of the Zoning By-law Amendment to ensure the conditions of the draft plan of subdivision and site plan approval (for the medium density block) have been fulfilled. The parkette will also be rezoned to an urban residential zone and will have a hold until the lands are transferred to the Municipality.
- 6.4 A draft Zoning By-law Amendment that was submitted by Blackthorn Development Corp. is included in **Attachment 1**.

7. Summary of Background Studies

- 7.1 The applicant has submitted the required supporting plans and studies which have been circulated to departments and agencies for review and comment. The list of studies and drawings are on the development application webpage at www.clarington.net/ConRd3 and are also available upon request. A summary of the submitted reports and studies will be provided in a future recommendation report.

8. Public Notice and Submissions

- 8.1 Public Notice was mailed to households within 120 metres of the subject lands on February 24, 2025. Signage was also posted on the property, along Northglen Boulevard, George Webster Way, Concession Road 3, and Tait Crescent, advising of the complete application received by the Municipality and details of the public meeting. Details of the proposed application were also posted on the Municipality's website, and in the Clarington Connected e-newsletter.
- 8.2 At the time of writing this report, no public comments were received.
- 8.3 Staff will continue to process any public inquiries received. Comments received at the Statutory Public Meeting will also be considered and included in the recommendation report.

9. Departmental and Agency Comments

- 9.1 The applications were circulated to internal departments and external agencies for review and comments. At the time of writing this report, staff have not received all of the agency and department comments. A list and summary of the agency and internal department comments received, as well as all public comments received, will be included in a subsequent recommendation report.

10. Discussion

- 10.1 The proposed residential development is located within the Bowmanville Urban Boundary and the proposed residential uses represent a form of development encouraged by Provincial, Regional, and Municipal policies.
- 10.2 The applicant has proposed a total of 119 units consisting of 82 single detached units, 2 semi-detached units, and 35 townhouse units. The proposal also shows various part lots proposed to be melded with part lots within the adjacent plan of subdivision SC-2007-0004, as well as a portion of a medium density block that will be subject to a future site plan application. The proposal is one of the last phases of the Northglen Neighbourhood, which has become available after the discontinuation of the Abe's Auto Wrecking Yard. The immediate surrounding lands will also be made available for development with the termination of the wrecking yard use.
- 10.3 Further discussion on the appropriateness of the land uses proposed and the built form, such as heights, densities and general site layout will be addressed through a subsequent recommendation report.

Environmental Site Assessment (Site Contamination)

- 10.4 A Phase 2 Environmental Site Assessment was submitted for the former Abe's Auto Wrecking Yard, however, the report indicates it was completed for due diligence purposes in support of a real estate transaction and site plan approval instead of in accordance with Ontario Regulation (O.Reg.) 153/04. A new or revised report will be required to be prepared in accordance with O.Reg. 153/04 to determine appropriateness for site to be used for residential purposes.
- 10.5 The initial findings of the submitted report revealed that exceedances were found in some areas of the site. It also indicated that site remediation was carried out and backfill was imported from a local quarry. The tested backfill met the Ministry of Environment Conservation and Parks (MECP) Table 2 Guideline criteria. The report states that the site was adequately cleaned up and is suitable for sensitive uses as the chemical qualities of the groundwater and the subsoils remaining at the site comply with the MECP's Table 2.
- 10.6 As of January 1st of this year, the Region of Durham has been removed from planning responsibilities, including site contamination. This responsibility has now been transferred to the Municipality to enforce. Given that the Municipality is still in the transition phase to develop a site contamination protocol and to retain the expertise to review and confirm the findings of the report, Staff are not able to comment on the findings of the report at this time. Further comment will be provided in a subsequent recommendation report to ensure the site is appropriate for sensitive land uses, such as residential. Staff may also require a peer review of the ESA report to confirm the conclusions of the report. As a final step, a Record of Site Condition would be required to be submitted to MECP.

Parkette Size

- 10.7 A parkette is required in accordance with the Neighbourhood Design Plan and Clarington Official Plan. The location of the park in the Neighbourhood Design Plan was strategically planned to provide terminating vistas at Crombie Street, Tait Crescent, and Concession Road 3, which is being achieved through the proposed layout of the draft plan of subdivision. While the Official Plan outlines the need for a parkette of 0.5 to 1ha, the Planning Act only requires 0.4 hectares on these lands. Only 0.42 hectares are proposed for the parkette in the application and staff are encouraging the Owner to increase it to meet the minimum 0.5 hectares as outlined in the Clarington Official Plan.
- 10.8 Park spaces within the Neighbourhood Design Plan are planned at the neighbourhood level instead of on an individual ownership basis. An overall park review for the Northglen Neighbourhood, including the future development of the medium density block and mixed use block within the Northglen Neighbourhood, would need to be considered in order to determine the appropriate park size for this site. Staff will continue to have discussions with the Owner and will provide further details in the final recommendation report.

Proposed Zoning By-Law Amendment

- 10.9 The minimum width for singles and townhouse units have been debated by Municipal Staff and Council over the years in order to ensure appropriate growth and density can be accommodated, while still meeting other competing demands, such as parking and landscaped open space. Typically, as a result of a Council Resolution from 1999, and a recent Council decision in 2024 to have a minimum soft landscaping in the front yard of 40%, singles are to have a minimum frontage of 10 metres and townhouses which have access from a public road are recommended to have a minimum frontage of 7 metres. The proposal is in keeping with this direction and is also similar to the existing lot fabric within the Northglen neighbourhood.
- 10.10 A rezoning is required to rezone the lands from “Agricultural Exception (A-1) Zone” to an appropriate “Holding - Urban Residential Exception Zone” in order to facilitate the proposed development. It also proposes to rezone some of the adjacent part lots outside the proposed plan of subdivision. The parkette would be zoned to an “Urban Residential Type One (R1) Zone” , with a Hold until the lands for the parkette are dedicated to the Municipality. A Zoning By-law Amendment has been prepared by the applicant and appears to align with the approved vision for the Northglen Neighbourhood Design Plan.

Servicing

- 10.11 Stormwater management for the site is proposed to be split between two downstream ponds, that being the Jackman Stormwater Quality Facility to the south (southeast corner of Longworth Ave. and Scugog Street) and the Northglen West Stormwater Management Facility to the west. Storm sewers and facilities have been sized to accommodate the post-development drainage from the site.
- 10.12 Proposed watermains and sanitary sewers will be extended from the existing stubbed services within the right-of-ways. Sanitary sewers and watermains located within Phase 9 (abutting east lands) are currently under a maintenance period as the site is under construction. The applicant will be required to obtain written permission from the adjacent developer before the Region can permit connections to the infrastructure from this development.

Affordable Units

- 10.13 The Clarington Official Plan encourages a minimum of 30% of the proposed units to be affordable. The *Planning Act* also requires the adequate provision of a full range of housing, including affordable housing as a matter of Provincial interest. The Planning Rationale Report submitted by the applicant does not indicate that any affordable housing units will be provided. Staff will continue to have discussions with the Owner to encourage affordable housing within the development. If any affordable units are provided, a separate affordable housing agreement would need to be entered into in order to guarantee the units remain affordable for 25 years or more.

10.14 In recent years, the Province of Ontario has also updated the applicable Planning Legislation to include the establishment of additional dwelling units, accessory dwelling units, etc. in order to alleviate the current housing demand. For this reason, the inclusion of accessory/additional dwelling units within the proposed single or townhouses, where possible will be encouraged.

Further Considerations

10.15 Staff will continue to review the submitted Rezoning and Subdivision applications and work with the applicant to address all technical matters. Agency and department comments will be addressed in a subsequent recommendation report to Committee and Council.

10.16 The purpose of the Public Meeting is to provide an opportunity for further public input. These public comments will be reviewed, discussed with the applicant and addressed in a subsequent staff report.

11. Financial Considerations

11.1 Not applicable, as this is a public meeting report to gather public input on the proposal. Financial considerations will be addressed in a subsequent recommendation report, including consideration of the proposed park.

12. Strategic Plan

12.1 The proposed development will be reviewed against the three pillars of the Clarington Strategic Plan 2024-27. Staff will give special attention to the priorities of growing resilient, sustainable, and complete communities and connecting residents through the design of safe, diverse, inclusive, and vibrant communities. An analysis of the proposed development's interaction with the specific priorities of the Strategic Plan will be included in the future recommendation report.

13. Climate Change

13.1 The application, including submitted reports are being reviewed by staff and circulated agencies. Analysis of the proposal, including the impacts on climate change will be discussed in a subsequent recommendation report.

14. Concurrence

Not Applicable.

15. Conclusion

- 15.1 The purpose of this report is to provide background information and obtain comments on the submitted applications for a Zoning By-law Amendment and Draft Plan of Subdivision for 119 residential units that consist of 82 single detached units, 2 semi-detached units, and 35 townhouse units at the Statutory Public Meeting under the *Planning Act*. Staff will continue to review and process the applications, including consideration of department, agency and public feedback and will prepare a subsequent recommendation report for Council's consideration. Comments received at this public meeting will be considered and addressed in the final recommendation report.

Staff Contact: Nicole Zambri, Senior Planner, 905-623-3379 ext. 2422 or nzambri@clarington.net or Amanda Tapp, Manager of Development Review, 905-623-3379 ext. 2527 or atapp@clarington.net.

Attachment 1 – Draft Zoning By-law Amendment

Attachment 2 – Draft Plan of Subdivision

Interested Parties:

List of Interested Parties available from Department.