



Public Meeting Report

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Report To: Planning and Development Committee

Date of Meeting: April 14, 2025

Report Number: PDS-017-25

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Submitted By: Darryl Lyons, Deputy CAO, Planning and Infrastructure Services

Reviewed By: Mary-Anne Dempster, CAO

File Number: COPA-2025-0002 and ZBA-2024-0024 **Resolution#:**

Report Subject: Proposed Official Plan Amendment and Zoning By-law Amendment applications for four apartment buildings ranging from 9 to 12 storeys in height and 74 townhouses 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-017-25 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 Official Plan and Zoning By-law Amendment applications submitted and continue processing the applications including the preparation of a subsequent recommendation report; and
3. That all interested parties listed in Report PDS-017-25 and any delegations be advised of Council's decision.

Report Overview

The Municipality is seeking the public's input on applications for a Proposed Official Plan Amendment and Zoning By-law Amendment applications for four apartment buildings ranging from 9 to 12 storeys in height and 74 townhouses in Bowmanville.

1. Application Details

1.1 **Owner/Applicant:** Modo Bowmanville Urban Towns Ltd. and Modo Bowmanville Towns Ltd. (Kaitlin Group)

1.2 **Proposal:**

Official Plan Amendment (OPA):

To redesignate a portion of the subject lands located within the Bowmanville West Urban Centre Secondary Plan area from Low Rise High-Density Residential to Mid-Rise High-Density Residential to permit building heights of up to 12 storeys for the proposed development. Additionally, a site-specific amendment is required to Section 4.3.9 Table 4-3 of the Official Plan (see **Attachment 1** – Official Plan Amendment prepared by the applicant).

Zoning By-law Amendment (ZBA):

To rezone the subject lands from “Agricultural (A) Zone”, “Holding- Urban Residential Exception ((H)R3-65) Zone” and “Holding- Urban Residential Exception ((H)R4-46) Zone” to residential exceptions zones to an additional 434 residential units compared to the previous approval in 2022 (see **Attachment 2** – Draft Zoning By-law Amendment prepared by the applicant).

1.3 **Area :** 9.81 acres (3.96 hectares)

1.4 **Location:** 2050, 2078, 2098 Green Road and 279 Boswell Drive in Bowmanville (**see Figure 1**)

1.5 **Roll Numbers:** 18-17-010-020-18432
18-17-010-030-02705
18-17-010-030-02710
18-17-010-030-02800

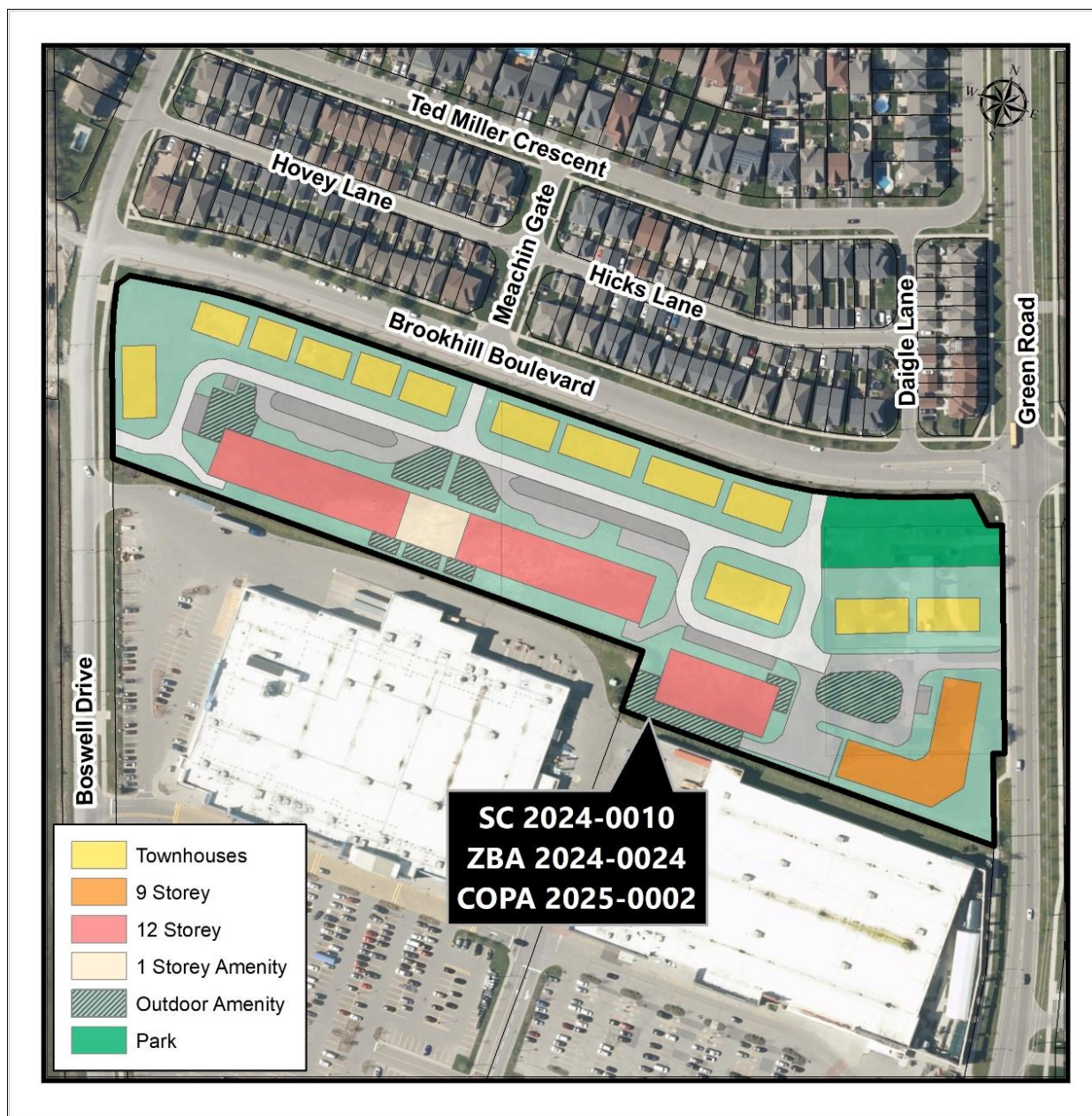


Figure 1: Location of Subject Lands

2. Background

- 2.1 A Zoning By-law Amendment was approved in 2022 for a development containing 546 residential units consisting of 62 townhouse units and 4 six-storey apartment buildings with a total of 484 units.
- 2.2 Since then, the lands have been identified to be located within Bowmanville's Protected Major Transit Station Area (PMTSA), where Provincial Policy encourages the most growth.
- 2.3 On October 1, 2024, Modo Bowmanville Urban Towns Ltd., and Modo Bowmanville Towns Ltd. submitted an application for a Zoning By-law Amendment, followed by an Official Plan Amendment application submitted on February 12, 2025. The applications seek approval for four apartment buildings ranging from 9 to 12 storeys in height and 74 townhouses on the subject site. The proposal includes underground and surface parking, indoor and outdoor amenity spaces, and a public park (See **Figure 1**). The applications were deemed complete on March 13, 2025.
- 2.4 The proposed changes include the following:
- An increase in the number of residential units;
 - An increase in building height;
 - A reduction in parking spaces;
 - A reduction in amenity space areas; and
 - A public park.

The changes are summarized in **Table 1**:

Item	2022- Approved Zoning By-law and Draft Plan of Subdivision	2025 - Proposed Amendments
Apartment Building	Building Height – 6 Storey	Building Height – 9 to 12
	Number of Units – 484	Number of Units – 906
Townhouses - 3 Storeys	Number of Units – 62 Units	Number of Units – 74 Units

Total Units	546 units	980 units
Parking	Townhouses – 2 per dwelling	Townhouses – 1.75 per dwelling
	<p>Apartment Building</p> <p>1 Bedroom Apartment – 1 spaces per unit</p> <p>2 Bedroom Apartment – 1.25 spaces per unit</p> <p>Apartment containing 3 or more bedrooms – 1.50 spaces per unit</p>	<p>Apartment Building</p> <p>1 Bedroom Apartment – 0.75 spaces per unit</p> <p>2 Bedroom Apartment – 1.0 spaces per unit</p> <p>Apartment containing 3 or more bedrooms – 1.25 spaces per unit</p>
Amenity Space for Apartment Buildings	<p>Minimum Indoor Amenity Space per Unit - 2 Square Metres</p> <p>Minimum Outdoor Amenity Space per Unit - 4 Square Metres</p>	<p>Minimum Indoor Amenity Space per Unit – 1.9 Square Metres</p> <p>Minimum Outdoor Amenity Space per Unit – 2.5 Square Metres</p>

Table 1: 2022 Approved Development and 2025 New Proposal

- 2.5 The applications were deemed complete by staff on March 13, 2025. In accordance with the *Planning Act*, an applicant can appeal a combined Official Plan and Zoning By-law Amendment application for non-decision 120 days after the application is deemed complete. In this case, the timeline started on March 13, 2025. As a result, an appeal for non-decision can be received as of July 11, 2025. Staff continue to work with the applicant and have brought forward the application to a public meeting to gather input from members of the public on the development proposal.
- 2.6 Applications for Site Plan approval and condominium for the 2025 proposed development have not been submitted.

3. Land Characteristics and Surrounding Uses

- 3.1 The subject lands are comprised of four properties on the south side of Brookhill Boulevard between Boswell Drive and Green Road and municipally known as 2050, 2078, 2098 Green Road and 279 Boswell Drive in Bowmanville (See **Figure 1**).
- 3.2 The surrounding land uses are as follows:

North: Brookhill Boulevard and rear lane townhouses and semi-detached dwellings.

East: Green Road and a temporary sales centre and Clarington Central Secondary School.

South: Commercial including Walmart and Canadian Tire.

West: Boswell Drive and long-term care home under construction.



Figure 2: Subject Lands – Looking South along Brookhill Boulevard

4. Provincial Policy

The Provincial Planning Statement (PPS 2024)

- 4.1 The PPS 2024 identifies settlement areas, such as the Bowmanville Urban Area, as the focus of growth and development and promotes compact development forms. Land use patterns should promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit in areas where it exists or is to be developed before other modes of travel.
- 4.2 The PPS 2024 requires Planning Authorities to identify appropriate locations and promote opportunities for intensification and redevelopment. It also requires Planning Authorities to identify the availability of suitable existing or planned infrastructure and public service facilities required to accommodate these projected needs.
- 4.3 The proposal conforms to the PPS 2024

5. Official Plan

Durham Region Official Plan (Envision Durham)

- 5.1 The Durham Region Official Plan designates the subject lands as a PMTSA.
- 5.2 PMTSAs are communities centered around higher-order transit services. Developments within PMTSAs serve as focal points for high-density, mixed-use destinations characterized by a walkable, transit-oriented, pedestrian-friendly public realm, with strong and active transportation connections within convenient walking distance of existing and planned rapid transit stations. Permitted uses include, but are not limited to, medium and higher-density residential with a density of 150 people and jobs per hectare as a minimum for lands in the PMTSA.
- 5.3 The proposal seeks an overall density of approximately 267 units per hectare.

Transit Station Charge (TSC)

- 5.4 In preparation for the introduction of a TSC, the Region has commenced work on an Economic Study. The draft study confirms that land value capture is a viable approach to financing the new transit stations.
- 5.5 The potential for the development to be approved prior to a GO station development charge being established requires consideration as part of the approval process.
- 5.6 Staff are working with the Region to ensure an appropriate path forward for the TSC and sequencing with any subsequent development approvals.

Municipality of Clarington Official Plan

- 5.7 Per Map 'A3' of the Clarington Official Plan, the subject lands are designated "Urban Centre". Development within Urban Centres shall provide for a mix of uses with a focus on higher density and a mix of housing types to support the successful development of complete communities.
- 5.8 Per Map 'B' of the Clarington Official Plan, "Urban Centre" are identified as Priority Intensification Areas. Priority Intensification Areas have been identified as the primary locations to accommodate growth and the greatest mix of uses, heights and densities. The minimum density target for Urban Centres is 120 units per hectare. The built forms of sites located within Urban Centres include apartments and mixed-use buildings with building heights ranging between 4 and 12 storeys. The proposed built form along the Public Street is to be 3-storey townhouses, with the highest proposed heights along the southern portion of the site, adjacent to the existing commercial development.

- 5.9 Development within Urban Centres should be transit-supportive with a pedestrian focus as people-oriented places with a high-quality pedestrian environment, parks, walkways and building forms and styles that reflect the character of the community. Development within Urban Centres will be designed to demonstrate compliance with the urban design policies of the Official Plan.
- Development should enhance the built environment with attention to massing, building articulation, exterior cladding, architectural detail, and the use of local materials and styles.
 - Provide transitions in scale to areas of lower density and minimise adverse shadow and wind impacts on neighbouring properties or the public realm areas.
- 5.10 Affordable housing is encouraged within Centres to reduce travel needs and facilitate alternative modes of transportation such as public transit, cycling and walking.

Bowmanville West Town Centre Secondary Plan

- 5.11 The Bowmanville West Town Centre Secondary Plan designates the subject lands Low Rise High-Density Residential. The Low-Rise High-Density designation permits townhouses and low-rise apartment buildings not exceeding six storeys in height with a density range of 50 and a maximum of 80 units per hectare. Development will be designed to demonstrate compliance with the urban design policies of the Bowmanville West Town Centre Secondary Plan.
- 5.12 The Bowmanville West Town Centre Secondary Plan is currently under review and will be updated to conform with the Clarington Official Plan.

6. Zoning By-law 84-63

- 6.1 The subject lands are currently zoned “Agricultural (A) Zone”, “Holding- Urban Residential Exception ((H)R3-65) Zone” and “Holding-Urban Residential Exception ((H)R4-46) Zone”.
- 6.2 Finalization of appropriate zone provisions will be determined after all public and agency comments have been received.

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/Green-Boswell and are also available upon request. A summary of the studies and reports will be provided in a future recommendation report.

8. Public Notice and Submissions

- 8.1 Public Notice was mailed to 127 households within 120 metres of the subject lands on March 24, 2025, and three public meeting signs were installed on the subject lands along Boswell Drive, Brookhill Boulevard and Green Road. 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 staff have not received comments from the public. Staff will continue to review any received comments, including any comments received at the Statutory Public Meeting.

9. Department 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 did not receive 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 a site designated Urban Centre and located within a Priority Intensification Area. The proposal represents a form of residential development encouraged for the most part by Provincial, Regional, and Municipal policies. The proposal seeks to develop a total of 980 residential units and an overall density of approximately 267 units per hectare.
- 10.2 The Bowmanville West Town Centre Secondary Plan designates the lands Low Rise High Density Residential. The Low-Rise High-Density designation permits townhouses and low-rise apartment buildings not exceeding six storeys in height with a density range of 50 and a maximum of 80 units per hectare. The Official Plan contains a policy that allows the density of the parent plan of 120 units per hectare to prevail. The proposed development does not conform to the height requirements in the existing Bowmanville West Town Centre Secondary Plan and therefore requires an Official Plan Amendment.
- 10.3 The Clarington Official Plan encourages a broad range of housing types, tenures and costs within Settlement Areas to meet the evolving housing needs for people of all ages, abilities, and income groups, with a minimum of 30% of the proposed units to be affordable. At this time, staff are working with the applicant to determine conformity with this policy.

Site Layout and Design

- 10.4 Although the applicant has not submitted a site plan application, a concept plan has been provided. The proposed concept plan shows 3 vehicular accesses off Brookhill Boulevard, Boswell Drive and Green Road. The apartment buildings and townhouses are accessed by a private road network on the subject lands. The townhouses on the north, east and west portions of the lands have been designed to face the public street. The applicant has indicated the townhouses on the north portion of the lands along Brookhill Boulevard approved with the Zoning By-law Amendment in 2022, will remain unchanged. The proposed apartment buildings located along the south boundary of the property adjacent to the commercial development include indoor and outdoor amenity spaces.
- 10.5 The draft zoning by-law prepared by the applicant includes proposed regulations directed to increase density, building heights and reduce amenity area requirements and parking standards (see **Table 1**). It is also noted that as a result of Bill 185, *Cutting Red Tape to Build More Homes Act*, municipalities can no longer require minimum parking standards within PMTSAs. The proposed public park is intended to be conveyed to the Municipality as parkland but indicates there are private parking spaces below the park. Staff confirmed with the applicant that the intention is to not provide encumbered parkland. Staff will continue to work with the applicant following the statutory public meeting and prior to a recommendation report being brought forward to Council. All aspects of the draft zoning by-law will require further discussion with the applicant and will be addressed through a subsequent recommendation report.



Figure 3: Applicant's rendering of the proposed townhouses and buildings along the north boundary of the site across Brookhill Boulevard.



Figure 4: Applicant's rendering of the proposed buildings and townhouses along the internal road network.

11. Financial Considerations

- 11.1 This is a Public Meeting report to gather public input and the analysis of the proposal, is still under review. Any financial implications of this project will be addressed in a recommendation report.

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 applications, 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

14.1 Not Applicable.

15. Conclusion

15.1 The purpose of this report is to provide background information and obtain comments at the Statutory Public meeting on the submitted applications for Official Plan Amendment and Zoning By-law Amendment. 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.

Staff Contact: Ruth Porras, Senior Planner, (905)623-3379 ext. 2412 or rporras@clarington.net. or Amanda Tapp, Manager of Development Review, (905)623-3379 ext. 2527 or atapp@clarington.net.

Attachments:

Attachment 1 – Draft Official Plan Amendment provided by the Applicant

Attachment 2 – Draft Zoning By-law Amendment provided by the Applicant

Interested Parties:

List of Interested Parties available from Department.