



Public Meeting Report

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Report To:	Planning and Development Committee	
Date of Meeting:	September 15, 2025	Report Number: PDS-043-25
Authored By:	Nicole Zambri, Principal Planner	
Submitted By:	Darryl Lyons, Deputy CAO, Planning and Infrastructure Services	
Reviewed By:	Mary-Anne Dempster, CAO	
File Number:	COPA2025-0013, ZBA2022-0023 and SC-2022-0014 Resolution#:	
Report Subject:	Applications for and Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision to permit 100 residential units at 2547 Bowmanville Avenue 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-043-25 and any related communication items, be received for information only;
2. That Staff receive and consider comments from the public and Council with respect to the Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications submitted by Tribute Tercot Brookhill 1 Inc. and continue processing the applications including the preparation of a subsequent recommendation report; and
3. That all interested parties listed in Report PDS-043-25 and any delegations be advised of Council's decision.

Report Overview

The Municipality is seeking the public's input on applications for an Official Plan Amendment, Zoning By-law Amendment, and proposed Draft Plan of Subdivision to create a total of 100 residential units consisting of 27 single detached dwelling units, 10 semi detached dwelling units, 25 street related townhouse units and one medium density block proposed for 38 townhouse units. A park and stormwater management facility are also proposed, as well as one part lot at the south end of Street B. The part lot is proposed to be developed for a single detached dwelling unit following the realignment of Longworth Avenue.

The proposal has been revised from the original submission, resulting in the need for an Official Plan Amendment and another Public Meeting. The draft plan of subdivision now shows only one public road connection off Bowmanville Avenue, eliminating the connection to Longworth Ave., a relocation of the park, and an increase in the size of the stormwater pond area. The proposal is located at the northeast corner of Bowmanville Avenue and Longworth Avenue and is within the Brookhill Secondary Plan Area.

1. Application Details

Owner/Applicant: Tribute Tercot Brookhill 1 Inc.

Proposal: **Clarington Official Plan Amendment**

To amend the Brookhill Neighbourhood Secondary Plan in the Clarington Official Plan by redesignating lands from Medium Density Local Corridor to Parkette and from Parkette to Low Density Residential. The amendment will permit the relocation of a public park.

Zoning By-law Amendment

To rezone the subject lands from "Agricultural (A) Zone" to an Urban Residential Exception Zone with a Holding provision to facilitate the development of single detached units, semi-detached units, and street townhouse units. To rezone the Medium Density Block (Block 38) along Bowmanville Avenue to a Mixed Use Zone with a Hold provision. Parts of the subject lands are also proposed to be rezoned to Environmental Protection to protect the natural heritage features and reflect the open space lands, including the stormwater management pond.

Delegated: Draft Plan of Subdivision

Proposed Draft Plan of Subdivision to establish one medium density block, street related townhouse blocks, semi-detached and single detached units, open space blocks, and public roads. The plan also shows a park block and a stormwater management block.

Area: 6.93 hectares (17.124 acres)

Location: 2547 Bowmanville Ave., Bowmanville, Part Lot 14, Concession 2; Within the Brookhill Secondary Plan Area

Roll Numbers: 1817-020-010-07400

2. Background

- 2.1 On October 28, 2022, Tribute Tercot Brookhill 1 Inc. submitted applications for a draft plan of subdivision and rezoning to permit the development of 187 residential units consisting of singles, semis, street townhouse and stacked townhouses. A public meeting was held on January 20, 2025 and comments from the public, agencies and departments were received (refer to Attachment 4 for the previous proposed Draft Plan of Subdivision).
- 2.2 One of the major comments from Clarington Staff was in regard to the proposed stormwater management tank. Clarington Staff were not favourable to the storage tanks due to the financial feasibility to maintain the tanks over the long term. As a result, the Owner has revised the proposal to a traditional stormwater pond, resulting in a greater area required to accommodate the pond.
- 2.3 Given the changes, the proposal now shows a reduced number of dwelling units from 187 to 100 units. It also shows the elimination of a street connection to Longworth Avenue, which means only one vehicle access will be provided off Bowmanville Avenue to service the 100 dwelling units, plus additional units on a future development block not currently owned by Tribute Tercot Brookhill 1 Inc. The park has also been relocated from the east side of the subject lands, adjacent to the open space areas, which was consistent with the Secondary Plan, to the north of the subject lands and adjacent to Bowmanville Ave (refer to Figure 1).
- 2.4 As a result of these significant changes to the proposed plan, an Official Plan Amendment was required to amend the Brookhill Secondary Plan given the overall impacts of the proposed relocation of the park and the redesign within the broader Secondary Plan Area, including connections to the realigned Longworth Ave.
- 2.5 The revisions to the applications and a formal Official Plan Amendment were received on May 20, 2025. The applications were also circulated to agencies and departments for comments.

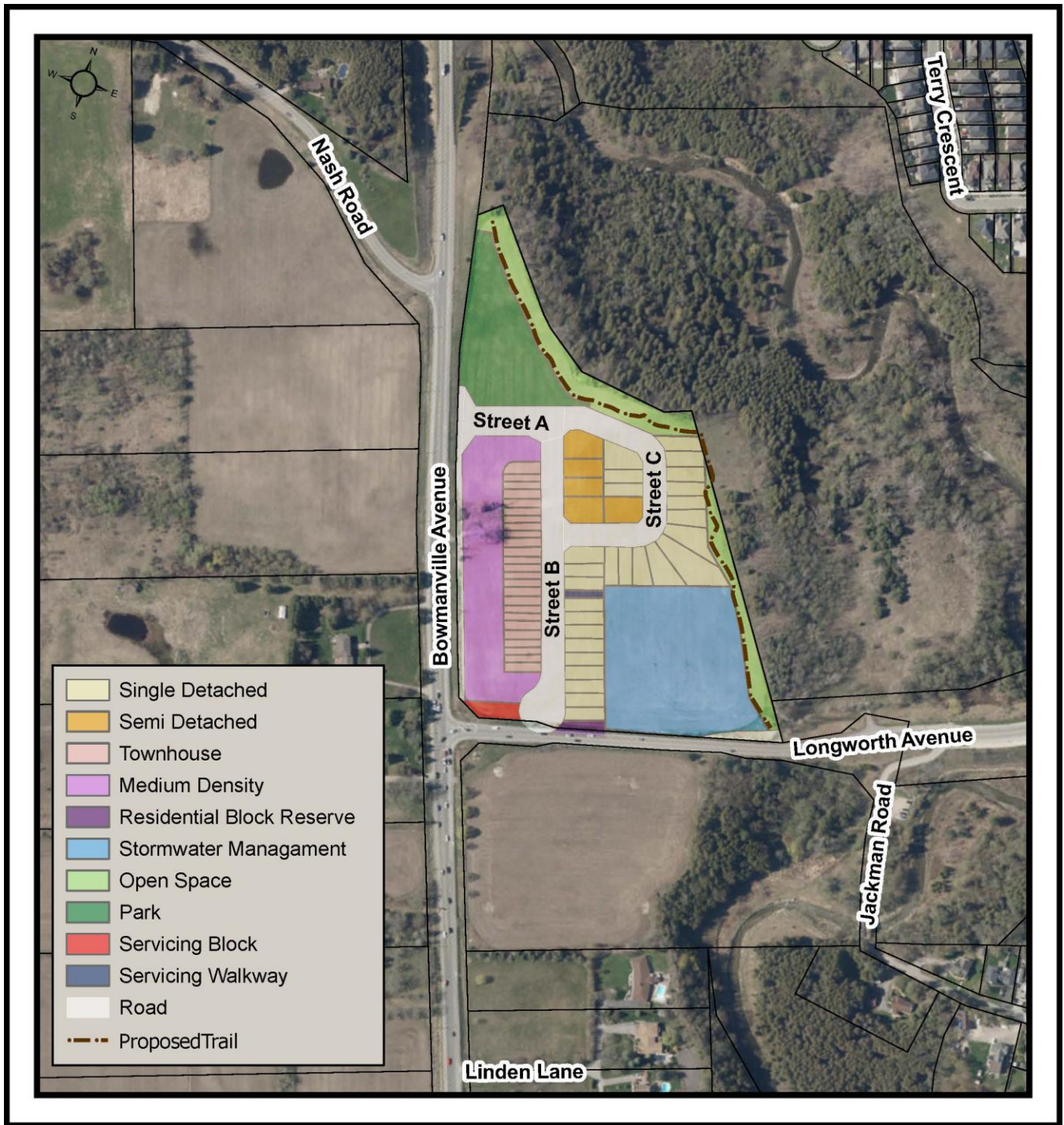


Figure 1 – Proposed Draft Plan of Subdivision

3. Land Characteristics and Surrounding Uses

3.1 The subject lands are located on the east side of Bowmanville Avenue and north of Longworth Avenue in the Bowmanville Urban Area. The lands are currently vacant and being used for agricultural purposes. The topography of the site has a high point to the north and slopes down to the southeast towards the Bowmanville Creek. The site currently has frontage on Bowmanville Avenue. and Longworth Avenue, however after the realignment of Longworth Ave., which is proposed to connect to Bowmanville Avenue. further south, the site will no longer have frontage for that portion of Longworth Avenue.

3.2 The surrounding uses are as follows:

North: Woodlands and the Bowmanville Creek; beyond that, predominately existing ground related residential lots and North Scugog Court.

East: Woodlands and the Bowmanville Creek; beyond that, predominately existing ground related residential lots and Scugog Street. It should also be noted that the lands immediately to the east of the subject lands, along Longworth Avenue, was a former waste disposal site which was capped with clean fill in 1999.

South: Longworth Avenue is directly south of the subject lands, followed by agricultural lands and estate residential homes. Recent applications have been submitted by Delpark Homes which are directly south of the subject lands.

West: Predominantly vacant agricultural lands proposed for redevelopment to residential uses.

4. Provincial Policy

Provincial Planning Statement (PPS) 2024

4.1 The Provincial Planning Statement (PPS 2024) encourages planning authorities to create healthy, livable, and safe communities by accommodating an appropriate range and mix of housing types and development patterns, while making efficient use of land and infrastructure. Opportunities for redevelopment and intensification are to be promoted where it can be accommodated. These objectives are to be achieved through efficient land use planning. Municipal official plans and secondary plans support the PPS through land use designations and policies.

4.2 The PPS 2024 has been combined with the Growth Plan and now encourages a minimum density target of 50 residents and jobs per gross developable hectare in designated growth areas. The applicant has indicated a gross density of approximately 51 people per hectare.

- 4.3 Healthy and active communities should be promoted by planning public streets to be safe, and meet the needs of pedestrians, foster social interaction, and facilitate active transportation and community connectivity. Compact and diverse developments promote active modes of transportation such as walking and cycling.
- 4.4 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. Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.
- 4.5 The PPS also states that planning for stormwater management shall promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.
- 4.6 The proposal is consistent with the Provincial Planning Statement.

5. Official Plans

Durham Region Official Plan (Envision Durham)

- 5.1 The Durham Region Official Plan (Envision Durham) designates the subject lands as “Community Areas” and the eastern portion of the site is designated “Major Open Space Areas.”
- 5.2 Community Areas are to be planned for a variety of housing types, sizes, and tenures, including singles and 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. Development within this area shall be planned to achieve a minimum density target of 53 people and jobs per hectare. The applicant has indicated the proposal is estimated to have 51 people and jobs per hectare, with more density to be provided within the western subdivision given the reduced need for an additional stormwater pond on those lands.
- 5.3 Major Open Space Areas are a component of the Region’s Greenlands System that generally follow major permanent and/or intermittent stream and valleys and contain high concentrations of key natural heritage features and key hydrologic features. These lands are to be protected, enhanced, and conserved to ensure their ecological value is maintained. Development or site alteration is not permitted in Key Natural Heritage and Hydrologic Features, including any associated vegetation protection zone, as determined through an Environmental Impact Study.

- 5.4 An Environmental Impact Study was prepared by GeoProcess Research Associates Inc., dated October 19, 2022, in support of the applications and will be reviewed and assessed in the recommendation report.
- 5.5 The application conforms with Envision Durham.

Clarington Official Plan (COP)

- 5.6 The Clarington Official Plan designates the site Urban Residential and Environmental Protection and is within the Bowmanville Urban Area. A variety of densities, tenure and housing types are encouraged, generally up to 6 storeys in height along Local Corridors and up to 3 storeys internal to neighbourhoods. Detached dwellings and townhouses are permitted, as proposed.
- 5.7 One medium density block is proposed within the draft plan of subdivision and townhouse blocks are proposed adjacent to the medium density block. Multi-unit residential development will be developed on the basis of the following site development criteria, as per policy 9.4.5:
- a) The site is suitable in terms of size and shape to accommodate the proposed density and building form;
 - b) Compatibility with the surrounding neighbourhood in terms of scale, massing, height and siting, setbacks, shadowing, and the location of parking and amenity areas;
 - c) Minimize impact of traffic on local streets;
 - 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 multi-unit residential unit types shall not replicate the same built form;
 - g) Townhouses shall not be sited on opposite sides of the street in order to allow for sufficient on-street parking;
 - h) Townhouses sited on blocks shall generally not exceed 50 units and apartment blocks shall not exceed 2 buildings; and

- 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.

5.8 An Environmental Impact Study (EIS) was prepared by the applicant to define the development limits and meet the requirements of the Clarington Official Plan policies. No development is permitted within the natural heritage features or their minimum vegetation protection zone. A further analysis of the EIS and the recommendations of the study will be analyzed in a subsequent report.

5.9 The following policies apply to the provision of parkland throughout the Municipality:

- a) The parks system will include urban design elements to improve thermal comfort and connect with the Open Space System wherever possible utilizing trails, bicycle paths, walkways, sidewalks, and utility corridors;
- b) Parks will be located as central as possible to the areas which they serve and physical means of access shall generally be provided on two sides of all parks;
- c) Street frontage shall not be less than 30% of the park perimeter;
- d) Parks will be designed to be accessible and inclusive to encourage enjoyment by all users;
- e) Where major recreational uses are adjacent to residential areas, consideration should be given to alleviating adverse noise, visual and lighting impacts including the location and buffering of buildings and parking facilities; and
- f) The development of new parks may be considered in association with proposed school sites in order to facilitate the joint use of parking lots and sports fields in consultation with the developing school board.

5.10 As per Section 23.10.4 of the Official Plan, Council may waive the land conveyance requirement in favour of payment-in-lieu of parkland dedication or require a combination of cash and land where:

- a) The use of the alternative parkland dedication policy consumes more than 10% of the site area thereby rendering the site undevelopable; or
- b) The amount of land for parkland dedication does not result in a sufficient area for park development; or
- c) The dedication of land is not deemed necessary

- 5.11 Section 23 of the Clarington Official Plan also provides criteria to evaluate the approval of residential developments in an urban area, including draft plans of subdivisions:
- a) Ensure sequential development of neighbourhoods
 - b) Proposed development is adjacent to Centres or Built-up Areas
 - c) The economical use and extension of all infrastructure and services
 - d) Ensure it offers intensification; and
 - e) Increase density for new neighbourhoods having regard for proposed measures to integrate into existing stable residential areas.
- 5.12 The policies in the Official Plan indicate that the Municipality may declare a residential draft plan of subdivision premature if the capital works and services required to service the lands are not within the Municipality's current capital budget or 10-year capital forecast. Further discussions in this regard are to be provided in the recommendation report.

Brookhill Neighbourhood Secondary Plan Area

- 5.13 Clarington Staff completed the update to the existing Brookhill Secondary Plan and it was approved by the Region of Durham on July 25, 2024.
- 5.14 Within the updated Brookhill Secondary Plan, the subject lands are designated 'Low Density Residential', 'Medium Density Local Corridor', and 'Environmental Protection Area'.
- 5.15 A Parkette and Stormwater Management Facility are also shown on the subject lands, as well as a trail along the west side of the Bowmanville Creek valley.

Low Density Policies

- 5.16 The predominant use of lands within the Low-Density Residential designation shall be a mix of housing types and tenures in low-rise building forms. The following building types are permitted:
- a. Detached dwellings;
 - b. Semi-detached dwellings;
 - c. Street townhouses; and
 - d. Accessory apartments, as per Policies 7.2.21 and 7.2.22 of this Plan.

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- 5.17 Detached and semi-detached dwelling units shall account for a minimum 80 percent of the total number of units in the Low-Density Residential designation, with units in other building types accounting for the remaining 20 percent. Generally, this ratio should be applied for each plan of subdivision to encourage a mix of unit types. Proposal currently has approximately 100% of the units as detached or semi-detached in the low-density designation.
- 5.18 Townhouses should generally be located in proximity to open spaces and neighbourhood commercial uses to allow for easy access to amenity spaces and services. Proposal is generally consistent with this policy.
- 5.19 Private streets and private lanes are not permitted within the Low-Density Residential Designation.
- 5.20 Residential development shall contribute to the overall appearance of the streetscape. Garage doors shall not dominate the view of the streetscape. Front and exterior side yard porches shall be encouraged.

Medium Density Local Corridor Policies

- 5.21 The Medium Density Local Corridor designation allows for a concentration of density and mix of uses. The predominant use of lands within the Medium Density Local Corridor designation is housing in mid-rise building forms combined with cultural, entertainment, recreational, offices, restaurants, retail, and/or service commercial uses within mixed-use buildings. The following building types are permitted:
- a) Street townhouses;
 - b) Block townhouses;
 - c) Stacked townhouses;
 - d) Back-to-back townhouses;
 - e) Apartment buildings;
 - f) Mixed-use buildings; and
 - g) Accessory apartments, as per Policies 7.2.21 and 7.2.22 of this Plan
- 5.22 The height of any building shall be a minimum of 3 storeys and a maximum of 6 storeys. Development on lands designated Medium Density Local Corridor shall have a minimum net density of 40 units per net hectare. The proposal shows about 47 units per net hectare.

Medium Density Residential

- 5.23 The Medium Density Residential designation is shown along the southerly portion of the site and once the realignment of Longworth Avenue has been constructed, will include the lands to the south of the subject site, which are not part of the subject applications but will need to be carefully considered in terms of pedestrian connections, integration of partial lots on the subject lands, building form, and road networks. A Master Block Plan has been submitted by the applicant to evaluate the interface and layout of the lands to the south as it relates to the subject lands.
- 5.24 Recent applications have been submitted by Delpark Homes which are directly south of the subject lands. Coordination between the two land owners is strongly encouraged in order to ensure the block is developed cohesively.

Implementation

- 5.25 The Secondary Plan also requires every development application to include a policy implementation monitoring report as part of a complete application. The monitoring report assesses the individual application in conjunction with the entire Secondary Plan in terms of density, estimated population, number of units, and amount of non-residential space and number of jobs.

6. Zoning By-law 84-63

- 6.1 Zoning By-law 84-63 zones the subject lands as “Agriculture (A)”. A Zoning By-law Amendment is required to permit the proposed development which consists of single detached, Semis and townhouses.
- 6.2 The proposed rezoning would change the zoning on the subject lands from an Agricultural (A) Zone to an Urban Residential Exception Zone for the single detached, semi-detached, and townhouse dwellings and a mixed use zone is proposed for the medium density block. Each zone is proposed to have site-specific performance standards. The Park is proposed to be zoned Mixed Use. The rezoning also proposes to refine the Environmental Protection Zone, which also includes the stormwater management pond. A draft zoning by-law is included in Attachment 2 of this report.
- 6.3 Finalization of appropriate zone categories will be determined after all public and agency comments have been received and will be brought forward at a future date with the 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 park will also be rezoned to an urban residential zone and will have a hold until the lands are transferred to the Municipality.

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/2547BowmanvilleAve 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 sent to 7 households within 120 metres of the subject lands on August 25, 2025, as well as the 11 households on the interested parties list from the first Public Meeting. Signage was also posted on the property, along Bowmanville Avenue and Longworth Avenue, 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 As of writing this report, staff have received three comments from the public regarding general interest from nearby residents. Comments received from the public, including those received during the Statutory Public Meeting, will be considered and included in a forthcoming recommendation report. Staff will continue to process any public inquiries received.

9. Departmental and Agency Comments

- 9.1 The applications were circulated to internal departments and external agencies for review and 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 site is located within the Bowmanville Urban Area and is considered Greenfield development. It is located along the Bowmanville Avenue Local Corridor. Environmental features are present on the east and north side of the property which are associated with the Bowmanville Creek valleylands. The applicant has proposed a total of 100 units consisting of 27 singles, 10 semis, 25 street related townhouses, and one medium density block. It also shows one part lot, a park and a stormwater management pond.
- 10.2 The subject lands are also within the Brookhill Secondary Plan Area. The proposal provides for a denser urban form along the Local Corridor and transitions to lower, ground related units towards the valley. 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.

Pedestrian Connections and Park

- 10.3 The revised proposal now shows the park relocated on the northern portion of the subject lands, further away from the more centralized location adjacent to the stormwater pond as currently depicted on Schedule A of the Brookhill Neighbourhood Land Use Plan. Although the proposed pedestrian trail connects to the park, further discussions with the applicant on the grades of the site, size, shape, and location adjacent to a Type A Arterial Road (Bowmanville Ave.) will need to be reviewed and assessed further through the review of the application. Type A Arterial Roads are designed to efficiently move large volumes of traffic at moderate to high speeds over relatively long distances and parks may not be suitable directly adjacent to these locations. Further discussions on the necessity of a park within this area, and as an alternative, payment in lieu of parkland may need to be considered in this location if the subject lands are not favourable for a park.
- 10.4 Further review and comments on the pedestrian connectivity will be dealt with through the planning application review process.

Transportation Connections

- 10.5 The proposal also eliminates a street connection to Longworth Avenue, which is a Type C Arterial Road. This will result in only one street connection off of Bowmanville Avenue to service the proposed future residents. Clarington Emergency and Fire Services provided comments on the revised applications and have concerns with the single access into the development. A secondary access or an emergency access may need to be provided in order to address the risk in the event of an emergency. This may impact the developable area on the southern future development block if an emergency access is needed to connect to Longworth Avenue. Another alternative is to provide sprinkler systems in all buildings.

Proposed Zoning By-law Amendment

- 10.6 The plan indicates the proposed townhouses will have 6 metre frontages. Council has indicated in the past, that townhouses must be a minimum of 7 metres. There have been some exceptions for dual frontage townhouses but the 7 metre frontages are to provide for more on-street parking spaces and greater landscaped open space in the front yards.
- 10.7 For the single detached dwellings, 9 metre frontages are proposed. The applicant must demonstrate that the lots can accommodate two outdoor parking spaces (as per zoning by-law) plus have enough room to meet the minimum landscape areas. Applicant must also demonstrate that on-street parking is feasible.

10.8 A rezoning is required to rezone to an appropriate zone that would permit the proposed Plan of Subdivision. Clarification from the applicant would be required on the proposed Mixed Use Zone for the Medium Density Block as currently only townhouses are proposed. The lands to the east will also need to be rezoned to an Environmental Protection Zone which reflects and ensures the protection of the natural heritage features and the minimum vegetation protection area.

Further Considerations

- 10.9 Given much of the developable area has been reduced due to the increase in size of the stormwater management pond, consideration should be given to a mix of building typologies, such as low rise apartments, stacked townhouses, mixed use buildings to increase the density on the Medium Density Block, which would better achieve Clarington's Housing Targets and minimum density requirements.
- 10.10 The Brookhill Neighbourhood Secondary Plan, Section 7.2.14 has specific policies to facilitate affordable housing. And 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.
- 10.11 The Secondary Plan policies encourage the development of affordable housing and Staff will work with the applicant to encourage the inclusion of affordable housing units.
- 10.12 The application currently does not mention any intention to provide affordable or rental housing. Further discussions with the Owner in this regard will be required and would be discussed further in a future recommendation report.
- 10.13 Staff will continue to review the submitted applications and work with the applicant to address all technical matters. Agency and public comments will be addressed in a subsequent recommendation report to Committee and Council.

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 the subsequent 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 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

- 14.1 Not Applicable.

15. Conclusion

- 15.1 The purpose of this report is to provide background information and obtain comments on the submitted applications for an Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision for approximately 100 residential units that consists of 37 single and semi-detached dwelling units, 25 street related townhouse dwellings, and a medium density block, 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 x 2422 or nzambri@clarington.net.

Attachments:

Attachment 1 – Proposed Clarington Official Plan Amendment

Attachment 2 – Proposed Zoning By-law Amendment

Attachment 3 – Current Proposed Draft Plan of Subdivision – 2nd Submission, May, 20, 2025

Attachment 4 – Previous Proposed Draft Plan of Subdivision – 1st Submission, Feb. 14, 2024

Interested Parties:

List of Interested Parties available from Department.