



## Staff Report

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<b>Report To:</b>	<b>Planning and Development Committee</b>	
<b>Date of Meeting:</b>	April 20, 2026	<b>Report Number:</b> PDS-030-26
<b>Authored By:</b>	Jacob Circo, Senior Planner	
<b>Submitted By:</b>	Darryl Lyons, Deputy CAO, Planning and Infrastructure Services	
<b>Reviewed By:</b>	Trevor Pinn, Deputy CAO/Treasurer (Acting CAO)	
<b>File Number:</b>	COPA-2025-0012 & ZBA-2025-0004	<b>Resolution#:</b>
<b>Report Subject:</b>	<b>Information on a Draft Plan of Subdivision and Rezoning for Lands</b>	

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### 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-030-26 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 Clarington Official Plan Amendment and Zoning By-law Amendment applications submitted by Miller Planner Services on behalf of Peach Valley Development Incorporated and continue processing the applications including the preparation of a subsequent recommendation report; and
3. That all interested parties listed in Report PDS-030-26 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 and Zoning By-law Amendment to facilitate the development of development of 23 stacked townhouse units across three townhouse blocks in Bowmanville.

### 1. Application Details

1.1 **Owner:** Frank Wang c/o. Peach Valley Developments Incorporated

1.2 **Agent:** Rodger Miller c/o. Miller Planning Services

1.3 **Proposal**

#### **Clarington Official Plan Amendment:**

To amend the Bowmanville East Urban Centre Secondary Plan, to permit stacked townhouses and a private street on the subject property.

#### **Zoning By-law Amendment:**

To rezone the subject lands from "Urban Residential Type One (R1) Zone" to an exception zone within the "Urban Residential Type Three (R3) Zone" to permit stacked townhouses within a common elements condominium.

1.4 **Area:** 4,752.62 square metres (0.475262 hectares)

1.5 **Location:** 24 Albert Street, Bowmanville (**see Figure 1**)

1.6 **Roll Number:** 1817-020-100-14000



Figure 1: Proposed Plan

## 2. Background

- 2.1 Staff conducted a pre-consultation meeting for the proposal on August 19, 2024, with staff and relevant agencies. At that time, the proposed Bowmanville East Urban Centre Secondary Plan Update was still undergoing public consultation, and the proponent was advised to remain engaged in the process.
- 2.2 On April 11, 2025, Planning Staff received a Zoning By-law Amendment application for the subject property to permit the proposed construction of 27 stacked townhouse units within four townhouse blocks (see **Attachment 2**).

- 2.3 On April 29, 2025, Planning Staff deemed the Zoning By-law Amendment application incomplete and requested the submission of a Clarington Official Plan Amendment, as the proposal did not account for Bowmanville East Urban Centre Secondary Plan policies prohibiting private streets and stacked townhouses.
- 2.4 On May 27, 2025, Planning Staff received a Clarington Official Plan Amendment and the requested materials from the proponent (see **Attachment 1**).
- 2.5 On June 9, 2025, Planning Staff deemed the Clarington Official Plan Amendment and Zoning By-law Amendment complete.
- 2.6 Since its submission, the applicant has also revised the proposal, resulting in a total of 23 stacked townhouse units distributed across three townhouse blocks.
- 2.7 The submitted studies and reports were circulated to all relevant agencies and department for review. Currently the first submission of the documents is under review by staff and agencies and will be summarized in a future report.

### **3. Land Characteristics and Surrounding Uses**

- 3.1 The subject property is located at 24 Albert Street in Bowmanville, having street frontage on Albert Street and Durham Street (see **Figure 1**).
- 3.2 The subject property's additional surrounding land uses are as follows:

**North:** Former Goodyear Site.

**East:** Existing residential development, which includes single detached and semi-detached dwellings, and École élémentaire Viola-Léger.

**South:** Existing residential development, which includes single detached and semi-detached dwellings.

**West:** Existing residential development, which includes single detached and semi-detached dwellings, and the Bowmanville Creek.

### **4. Provincial Policy**

#### **Provincial Planning Statement (PPS) 2024**

- 4.1 The PPS 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. Municipal officials plan, secondary plans, and neighbourhood design plans support the PPS through land use designations and policies.

- 4.2 The PPS policies focus growth within settlement areas and encourage compact forms of development. The subject lands are situated within the Bowmanville Urban Area. Planning authorities are expected to support a diverse range of housing types and promote residential intensification to ensure the efficient use of land. Settlement areas should also support infill development where appropriate, with careful consideration given to neighbourhood character and existing or planned infrastructure. While the proposed stacked townhouses represent a form of infill development, they must be designed with due regard for the surrounding neighbourhood context.
- 4.3 Healthy and active communities should be promoted by planning public streets to be safe, 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 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.
- 4.5 The proposal is consistent with the Provincial Planning Statement.

## **5. Official Plans**

### **Durham Regional Official Plan (Envision Durham)**

- 5.1 The Durham Region Official Plan (Envision Durham) designates the subject lands as “Community Areas”. The subject lands are located within the Urban and Built Boundary (refer to Map 1).
- 5.2 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.
- 5.3 “Community Areas” are to be planned for a variety of housing types, sizes, and tenures, including, detached dwellings, townhouses and apartments within connected neighbourhoods. 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. The proposed development will intensify and redevelop an existing area and will contribute to the allocation of units for intensification as outlined in “Figure 2. – Population, employment and household allocation table” within Envision Durham.
- 5.4 The proposal conforms to Envision Durham.

### **Municipality of Clarington Official Plan**

- 5.5 The subject property is designated “Urban Residential” in the Clarington Official Plan, which permits a range of housing types but is primarily intended for low-density forms such as single detached, semi-detached, and limited townhouse dwellings.

The proposed stacked townhouse development meets the minimum density and height requirements identified in Table 4-3 for this designation.

- 5.6 The proposal is subject to the urban design policies for existing neighbourhoods, sustainable design, and the multi-unit residential development criteria in Policy 9.4.5, as well as the Municipality's Amenity Guidelines for Medium and High Density Residential. Albert Street and Durham Street are identified as local roads in the Official Plan.
- 5.7 While stacked townhouses are a permitted use, their suitability depends on compatibility with the surrounding neighbourhood, which is predominantly composed of single detached and semi-detached dwellings.
- 5.8 The subject property is located adjacent to the Fairhaven subdivision and the redevelopment area of the former Goodyear lands. Both areas contain vacant remnant parcels that could be considered in conjunction with 24 Albert Street for potential coordinated development.
- 5.9 The Official Plan includes policies supporting the creation of complete communities, which encourage consideration of adjacent lands and broader development context within the Bowmanville Urban Area.

#### **Bowmanville East Urban Centre Secondary Plan**

- 5.10 The subject property was previously outside a secondary plan area. Through the update to the former Bowmanville East Town Centre Secondary Plan—now the Bowmanville East Urban Centre Secondary Plan—the property and surrounding lands have been incorporated into the updated plan. The Secondary Plan was approved by Clarington Council on January 27, 2025, and is being used as the guiding policy document for development review in this area. Within the approved plan, the property is designated Low Density Residential, which permits grade-related residential uses including street townhouses, semi-detached dwellings, and detached dwellings. In this designation, stacked townhouses are not permitted, and private streets and private lanes are not permitted. Although the plan is currently under appeal, its policies guide the review of the subject property in conjunction with the parent plan.
- 5.11 The proposed development includes stacked townhouses and a private street, which are not permitted within the Low-Density Residential designation. The submitted Clarington Official Plan Amendment seeks to modify the secondary plan to allow these uses.
- 5.12 A draft Clarington Official Plan Amendment is included as **Attachment 1**.
- 5.13 Any development on the subject property should adhere to all relevant Urban Design Guidelines and expectations for high-quality architectural design and sustainable building materials, including the urban design guidelines of the secondary plan, as indicated in Sections 5.4.1.c) and 5.6.2 of the Clarington Official Plan.

## 6. Zoning By-law 84-63

- 6.1 The property is zoned “Urban Residential Type One (R1) Zone”, that is situated within the Bowmanville Neighbourhood Character Overlay of Zoning By-law 84-63. Townhouses, including stacked towns are not a permitted use within this zone, as such, a Zoning By-Law Amendment is required. The applicants have proposed a special exception zone within the “Urban Residential Type Three (R3) Zone” to permit a stacked townhouses on the subject lands. A draft zoning by-law as submitted by the applicant is included as **Attachment 2**.
- 6.2 The Bowmanville Neighbourhood Character Overlay is intended to ensure that new development and redevelopment is compatible with the existing character of established residential areas, particularly in terms of scale, massing, and streetscape. It also aims to manage intensification in a manner that is context-sensitive, ensuring that change occurs gradually and reinforces the surrounding neighbourhood fabric. Although the subject property is located at the edge of the Bowmanville Neighbourhood Character Overlay, it is currently underutilized and presents an opportunity for redevelopment, as envisioned through its “Low Density Residential” designation in the Bowmanville East Urban Centre Secondary Plan.
- 6.3 The proposed Zoning By-law Amendment does not currently include a Holding (H) symbol, however, the inclusion of an (H) symbol would be required. The Holding provision would remain in effect until the applicable conditions, as outlined in Section 3.10 of the Zoning By-law, are satisfied. These conditions will be further detailed in a future recommendation report.

## 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/24AlbertSt](http://www.clarington.net/24AlbertSt) 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 91 households within 120 metres of the subject lands on March 26, 2026. Signage was also posted on the property, along Albert Street and Durham Street, 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 not received any public submissions.
- 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. 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 subject property is designated for residential use in the Clarington Official Plan. The site is located between an existing neighbourhood and the planned redevelopment of the former Goodyear lands, providing an area of transition in terms of housing form and street and pedestrian connections.
- 10.2 The Official Plan identifies coordinated land use planning and the integration of adjacent parcels as components of achieving complete communities. Adjacent lands within the Fairhaven subdivision and the former Goodyear lands contain vacant remnant parcels that could be considered together with the subject property to form a larger development block.
- 10.3 Private streets and private lanes are not permitted within the Low-Density Residential designation of the Council-approved Bowmanville East Urban Centre Secondary Plan. This designation does not permit stacked townhouses or other higher-intensity townhouse forms. Through the development review process, each application is evaluated on its own merits.
- 10.4 Further review is required for the proposed private street, and it is the responsibility of the proponent to demonstrate the rationale for any deviation from the Secondary Plan policies.
- 10.5 The Clarington Official Plan includes policies that encourage the provision of affordable housing as part of new residential development. Opportunities to incorporate affordable housing units, or to support a range of housing options and tenures, are encouraged to help meet municipal housing objectives and contribute to a diverse housing supply within the Bowmanville Urban Area.
- 10.6 No parks are proposed within this development. Cash in lieu of parkland is proposed for this development.
- 10.7 Staff will continue to review the submitted applications and work with the applicant to address all technical matters.
- 10.8 The purpose of the Public Meeting is to provide an opportunity for further public input. 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 and the analysis of the proposal and the reports are being reviewed by the different agencies, additional financial considerations that may arise will be discussed in a 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 a strong local economy. An analysis of the proposed development's alignment 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 on the proposal and obtain comments on the submitted application for a Clarington Official Plan Amendment and Zoning By-law Amendment for a common elements condominium consisting of 23 stacked townhouse units at the Statutory Public Meeting. 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.

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Staff Contact: Jacob Circo, Senior Planner, 905-623-3379 ext. 2425 or [jcirco@clarington.net](mailto:jcirco@clarington.net).

Attachments:

Attachment 1 – Draft Clarington Official Plan Amendment provided by with the application

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

Attachment 3 – Site Plan Drawing provided by with the application

Interested Parties:

List of Interested Parties available from the Department.