



Planning Services Report

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Report To:	Planning and Development Committee		
Date of Meeting:	October 2, 2017		
Report Number:	PSD-072-17	Resolution Number:	#PD-183-17
File Number:	PLN 41.2	By-law Number:	
Report Subject:	Update of the Secondary Plans and Zoning for the Bowmanville West Urban Centre and the Bowmanville East Urban Centre		

Recommendations:

1. That Report PSD-072-17 be received;
2. That staff be authorized to undertake a review of the Bowmanville West Urban Centre Secondary Plan and the Bowmanville East Urban Centre Secondary Plan and to issue the appropriate requests for proposal; and
3. That all interested parties listed in Report PSD-072-17 be advised of Council's decision.

Report Overview

The Planning Services Department is preparing to update the Secondary Plans and zoning for the Bowmanville West Urban Centre and the Bowmanville East Urban Centre. These updates will bring the policies of both plans into conformity with the Clarington Official Plan and Provincial and Regional policies, address current and anticipated market trends as well as reflect the unique development potential within each area.

In Bowmanville West, the creation of the Bowmanville Transportation Hub will form a key component of the revised Secondary Plan.

In Bowmanville East, redevelopment of the former Goodyear lands will form a key component of the revised Secondary Plan.

1. Secondary Plan Overview

- 1.1 Within the Official Plan, specific areas of the community are subject to planning through Secondary Plans. Secondary Plans offer more specific direction on how the community will grow at a neighbourhood scale. These Secondary Plans are often more detailed than the main Official Plan and they are able to account for the specific context and character of each Secondary Plan area.
- 1.2 The Bowmanville West Urban Centre (BWUC) and the Bowmanville East Urban Centre (BEUC) are two of the current Secondary Plan areas in Clarington. Both of these Secondary Plans have existed in their current form for over 10 years. The last update of the BWUC was in 2006 and the BEUC in 2003. Over that time they have guided new growth and redevelopment within these parts of the community. However, recent policy changes and unique development opportunities within each area means it is the opportune time to review and update these Secondary Plans and related zoning.

2. Why an Update Is Necessary

2.1 Provincial Policy and Regional Official Plan Policy

Changes to Provincial and Regional policy now require that a greater amount of growth be directed to corridors and centres. The BWUC and BEUC are both identified as Urban Centres in the Regional Official Plan. The current policies in both the BWUC and the BEUC Secondary Plan need to be amended to promote these new densities.

An update is also needed to incorporate changes to the Provincial Growth Plan and other Provincial direction on issues like climate change and active transportation.

2.2 Updates to the Clarington Official Plan

Amendment Number 107 to the Municipality of Clarington Official Plan was approved by the Region of Durham on June 19, 2017.

The updated Official Plan identifies the BWUC and BEUC Secondary Plans as key intensification areas. The new policies are designed to promote more walkable neighbourhoods, attractive public spaces, and complete streets that are designed for people and not just cars. The BWUC and BEUC Secondary Plans need to be updated to reflect the changes made to the Clarington Official Plan.

2.3 Market Trends

Over the past several years, the retail market has experienced significant changes. Online retail is reshaping the shopping experience. New forms of retail experience, such as mixed-use and lifestyle centres, are growing in popularity and offer an alternative to the existing big-box format found in the BWUC area. In the BEUC area, traditional anchor tenants or attractions, such as banks and the post office, are seeing their influence wane. Commercial centres are having to redefine themselves in order to remain relevant and vibrant in light of a changing economy and changing technology.

2.4 Development Opportunities

Each Secondary Plan area also faces unique development opportunities that will need to be incorporated into the review and update of these Plans. The BWUC will develop a transportation hub to support the GO rail service scheduled to begin in 2024. The BEUC will investigate the redevelopment potential of the former Goodyear lands.

3. The Bowmanville West Urban Centre

3.1 Background

The Bowmanville West Urban Centre (BWUC) Secondary Plan was approved by the Ontario Municipal Board in 1993 and updated in 2006. It is located along the Durham Highway 2 / King Street corridor in the west end of Bowmanville.

Development in this area began in the late 1980's. Over time this area has grown to include a diverse mix of commercial, residential and institutional buildings.

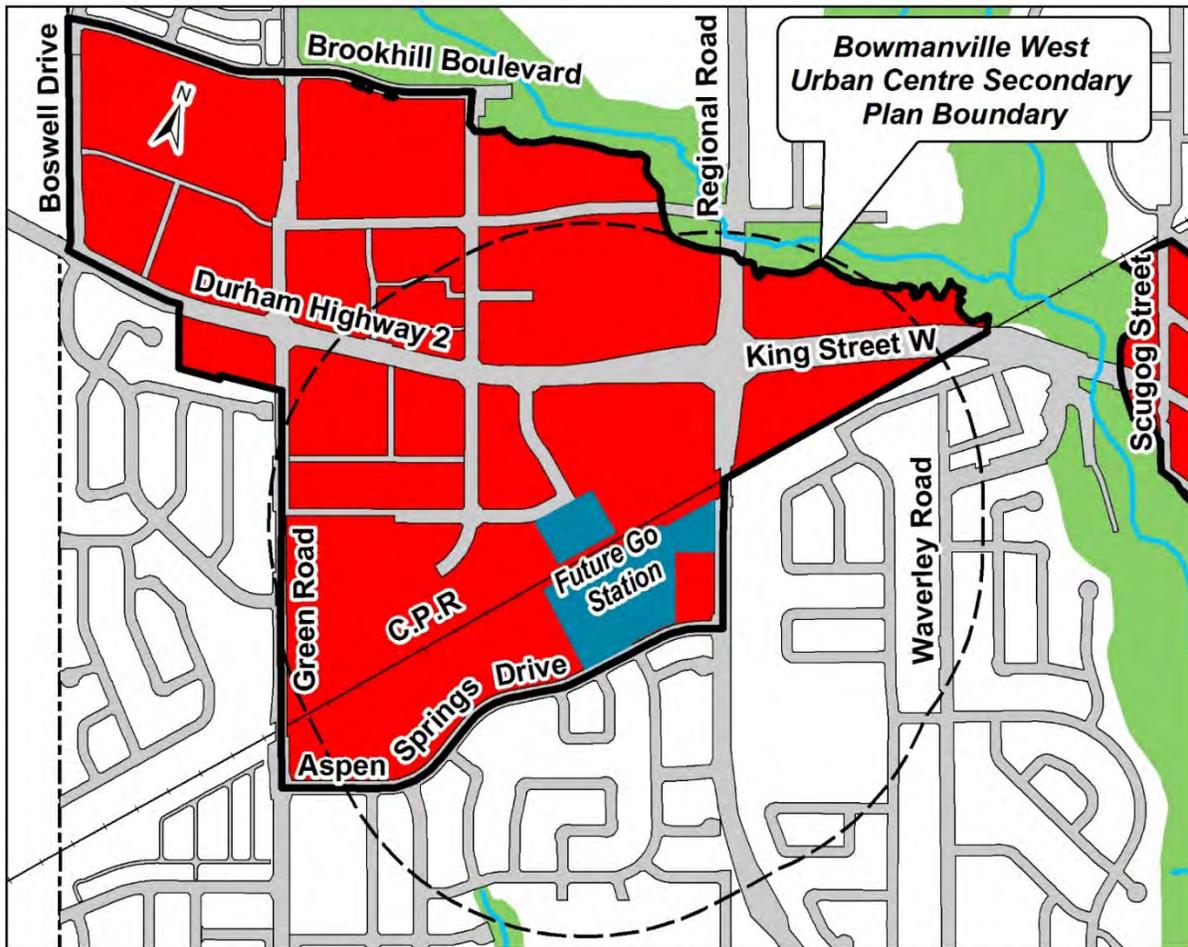


Figure 1 – Bowmanville West Urban Centre

The property ownership in the BWUC area has accommodated the development of new retail formats. As a result, the BWUC area now serves as the retail services hub for Bowmanville and many parts of Clarington. The commercial buildings are comprised of a mix of big-box stores and street-related restaurants and retailers. While not all of the commercial land has yet been developed a couple of the commercial properties (the former Zellers and the former Canadian Tire) have already been redeveloped to accommodate a second round of commercial tenants.

The current residential development includes Seasons Clarington assisted living retirement residence and a multi-storey condominium building on Prince William Drive. Throughout the BWUC there are a number of additional residential projects that are in various stages of review. These include medium-density townhouse developments as well as multi-story condominiums and rental apartments.

The institutional buildings include the Garnet B. Rickard Recreation Complex, Clarington Central Secondary School, and two churches. There is also 1 hectare of land owned by the Municipality for a future park.

Through the recent update of the Official Plan the BWUC now includes lands on the south side of the C.P. rail line on the north side of Aspen Springs Drive. This expansion has added approximately 13 hectares of developable land to the BWUC and includes:

- The future GO rail station;
- Several multi-storey condominium buildings; and
- A proposed Tim Hortons restaurant and fuel bar.

Through the previous update to the BWUC Secondary Plan a Streetscape Implementation Plan was prepared. This document gave direction to the design of the public streets and sidewalks in the BWUC. While the implementation of this plan is still ongoing much of this work can already be enjoyed along Durham Highway 2 and Clarington Boulevard. Partial funding for the high quality streetscape improvements along Durham Highway 2 have resulted from negotiations with the commercial developers.

3.2 Bowmanville Transportation Hub

The Bowmanville Go Rail Station has been planned since the inception of the BWUC and initial steps were taken to acquire the lands in 2004 and subsequently build a commuter parking lot for bus service. The GO train extension to Bowmanville by 2024 offers an opportunity to plan for development and redevelopment which will support a good quality of life and enhance economic development through job creation and investment in the community.

The area around the Bowmanville Transportation Hub is planned for a mix of uses that is expected to include up to 3,300 residential units and over 25,000 square metres (270,000 square feet) of office and retail space.

With the major investment in Go Rail Service to Bowmanville by 2024 it is critical that the built form around the station be designed to maximize this opportunity for the Municipality. The Bowmanville Transportation Hub, together with all the land within a 500 metres radius of the station, are considered a Major Transit Station Area within the Provincial Growth Plan. Major transit station areas must be planned for a minimum density target of 150 residents and jobs combined per hectare to support this enhanced transit service. The Growth Plan prohibits land uses and built form that prevent the achievement of the minimum density targets.

3.3 Active Transportation, Complete Streets and Connectivity

The BWUC is the primary focus for intensification to be built to a density that is transit-supportive and that supports active transportation (walking, cycling, etc.).

The existing policies and zoning regulations already direct new buildings to be located near the street with connections from the sidewalk directly into the businesses. In addition, many of the private streets that have been built within the big box plazas will become public streets over time as these properties are built out. Updated policies are required to address the future of the BWUC as it continues to mature over time.

Supporting active transportation will also include redesigning streets so that they can better accommodate multiple forms of transportation such as cycling. The existing grid of sidewalks and paths that connect the Durham Highway 2 corridor with the surrounding neighbourhoods, shopping areas, high school and parks will need to be further enhanced to support pedestrian activity.

4. The Bowmanville East Urban Centre

4.1 Background

The Bowmanville East Urban Centre (BEUC) Secondary Plan was approved as part of the Official Plan in 1996. It was later updated through a review exercise in 2003. The BEUC Secondary Plan follows the King Street corridor from the traditional downtown area and Bowmanville Creek at its west end to the Bowmanville Mall and the Soper Creek in the east.

The BEUC is comprised of two distinct areas:

- The Downtown (west of Liberty Street); and
- The East Business District (east of Liberty Street).

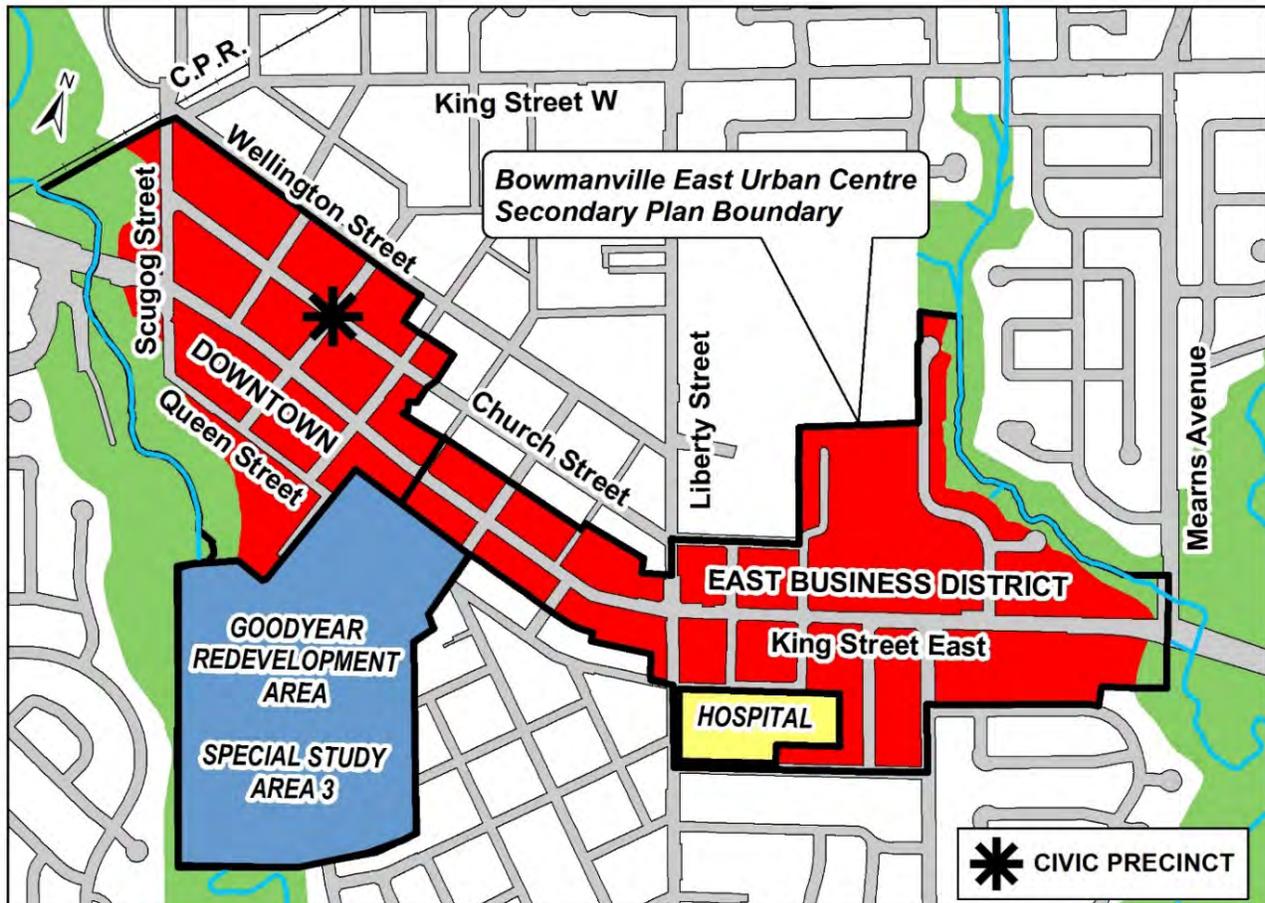


Figure 2 – Bowmanville East Urban Centre

4.2 The Downtown

The mix of uses and the historical architecture in the traditional downtown area create an appealing pedestrian experience. The buildings are constructed beside the sidewalk and contain large display windows. Pedestrians are buffered from the street by parked cars along the curb.

The eclectic mix of building types and lot sizes has led to a varied assortment of businesses throughout the traditional downtown area. This has the benefit of offering a greater range of rents and allows the area to serve as a small-business incubator.

4.2.1 Heritage

The BEUC reflects the community's history from its founding through the post war era until today. The downtown in particular includes many great examples of heritage architecture.

In recognition of the historical resources in this part of the community the current Secondary Plan has the stated goal of accommodating redevelopment and increased densities with an emphasis on heritage preservation and quality urban design.

These policies, together with the strong support of Council and the Clarington Heritage Committee, have allowed many of the built heritage resources in Bowmanville to be preserved. The updated Secondary Plan will review and strengthen the heritage policies in the BEUC.

4.2.2 Goodyear Redevelopment Area

As part of the Secondary Plan review the former Goodyear (Continental) lands will added to the BEUC Secondary Plan. This 15 hectare property represents a unique redevelopment opportunity in the centre of Bowmanville adjacent to the Bowmanville Creek.

There are a number of existing buildings on the property that will need to be assessed and evaluated for structural integrity, heritage value, remediation and the potential for re-use. Cost-sharing opportunities will be explored with the owners of the Goodyear lands to incorporate more detailed studies needed for this site.

The technical expertise that will be needed for the review of the former Goodyear lands will encompass professionals in cultural heritage, natural heritage, site remediation, stormwater management and municipal services, land use planning and urban design.

4.2.3 Civic Precinct

The Municipal Administration Centre and the Bowmanville branch of the Clarington Library generate a lot of activity into Downtown. As the community continues to grow the need for increased and expanded Municipal administration and other services will become more critical. The Secondary Plan review process will examine the opportunities of future expansion of Municipal facilities and amenities in the Downtown through the

creation of a civic precinct. This will offer guidance to the Municipality in future expansion plans. It will also reinforce to the business community and the public the Municipality's commitment to support the continued prosperity of Downtown.

4.2.4 Intensification

As a key intensification areas review of the BEUC Secondary Plan will include recommendations on opportunities for redevelopment at higher densities than exist today. That updated Secondary Plan and zoning will provide direction for future redevelopment to proceed in a manner that continues to respect the character of the Downtown and uses compatible transition to areas of lower density.

In order to facilitate future intensification an assessment will be prepared to evaluate the capacity of existing municipal infrastructure. This will include an assessment of sanitary and storm sewers, water service, Municipal parks and parking.

Parking is particularly important to downtown since there is a tendency to tear down building to create parking lots to compete with plazas. In the end, the gap this creates in the urban fabric undermines the character of the downtown with "parking craters". The assessment will evaluate the current stock of on-street and off-street public parking. It will also research the best practices used by other municipalities to address their parking needs. The recommended updates to the Secondary Plan will include a parking strategy that preserves the right amount of parking in the Downtown without sacrificing opportunities for redevelopment.

4.3 The East Business District

By contrast, the existing development east of Liberty Street is a much different experience with buildings designed in a plaza or mall format. In this area many sites have been designed with parking areas located between the building and the street. The majority of land within the BEUC area has already been developed so the secondary plan will be a plan for redevelopment.

4.3.1 Bowmanville Memorial Hospital / Lakeridge Health Expansion

For over 100 years, the "Bowmanville Hospital" (Lakeridge Health Bowmanville) has provided medical services to the community. Major expansions to the hospital building and campus are expected to occur in the next several years. As a key property owner and stakeholder in the BEUC the update to the Secondary Plan and zoning will support the ongoing operations of the hospital and their long-term presence in the community.

4.3.2 Active Transportation, Complete Streets and Connectivity

The layout and design of the Downtown (i.e. short blocks, buildings near the street and facing the street, mix of uses) strongly supports active transportation. However, the post war construction of several buildings and plazas in the East Business District offers a much different experience for pedestrians and cyclists.

Along the East Business District many properties have parking lots located between the building and the street. Many properties do not include a mix of uses. The existing sidewalks are narrow, unshaded and are situated beside fast moving traffic. As a result, the Secondary Plan review will offer further solutions to continue the transformation of this area that began with the update of the Secondary Plan in 2003.

The BEUC is located between the Bowmanville Creek trail in the west and the Soper Creek trail in the east. The current connection between these two trail systems through the BEUC should be improved to better promote the use of these existing community resources.

5. Secondary Plan Review Process

5.1 The Planning Services Department will be seeking outside assistance for the review of the Bowmanville West and the Bowmanville East Urban Centre Secondary Plans. Two Requests for Proposal will be issued shortly – one for each Secondary Plan.

5.2 The Secondary Plan update will include the following components:

- **Background Analysis** - The current conditions within the Secondary Plan and the external factors influencing its development will be documented. This will include a review of demographic data, land use policies, market trends, servicing capacity, community and heritage resources, traffic and parking needs, as well as best practices in urban design and sustainability.
- **Public Engagement** - The successful consulting team will be expected to plan and facilitate a number of public engagement sessions, including online surveys and charrettes that will involve the community in shaping the future of these two Secondary Plan areas.
- **Agency Engagement** - Clarington's partner agencies will be invited to collaborate in a manner that will not only provide technical expertise to the project but will ensure that the comprehensive plan that is developed is achievable over the long term.
- **Alternative Scenarios and Draft Plan** - The consulting team to create a number of growth scenarios for each Secondary Plan area. This will assist Council and the public with visualizing different versions of the future. Based on the response to these alternative scenarios a final set of policies and regulations will be drafted.
- **Report Back to Council for Final Approval** - The consultant will deliver their final recommendations to Council at a formal Public Meeting. Subsequently appropriate amendments to the zoning and Official Plan will be considered for adoption.

6. Financial Considerations

The 2017 Planning Services budget includes funds for the update of the BEUC Secondary Plan and the BWUC Secondary Plan. In order to successfully examine the potential of the Goodyear site in enough detail, additional fund would be required from Continental ContiTech. If Continental ContiTech does not participate, the scope of work would be adjusted.

7. Conclusion

The Bowmanville Town Centres are Clarington's primary centres from an economic, cultural and administrative perspective. Changes to Provincial and Regional policy, along with changes in market trends and unique development opportunities in each area now make it necessary to update the BWUC and the BEUC Secondary Plans and the zoning regulations for these areas. The purpose of this report is to inform Council of the initiation of an update of the Secondary Plans and zoning for the BEUC and the BWUC.

8. Strategic Plan Application

The recommendations contained in this report conform to the Strategic Plan.

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Reviewed by:



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The following is a list of the interested parties to be notified of Council's decision:

Historic Downtown Bowmanville Business Improvement Area
Continental ContiTech
Bowmanville Community Improvement Plan Liaison Committee (c/o Faye Langmaid)
Lakeridge Health
Clarington Heritage Committee (c/o David Addington)

PW/COS/ah;tg