



Bowmanville East Urban Centre Secondary Plan Update

Phase One Technical Report

April 16, 2019

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1. Executive Summary

SvN Architects + Planners have been retained by the Municipality of Clarington to undertake an update to the Bowmanville East Urban Centre Secondary Plan. The objective of this Project is to update the Secondary Plan to ensure that it conforms to the recently approved, comprehensive review of the Municipality of Clarington's Official Plan as well as recent changes to the Provincial Growth Plan for the Greater Golden Horseshoe. SvN is leading a consultant team that includes AECOM (Municipal Servicing and Parking), Common Bond Collective (Heritage), Footprint (Sustainability), and the Canadian Urban Institute (Downtown Revitalization Best Practices).

This report focuses on the Phase 1 Background Analysis of the Project. In addition to this executive summary, this report contains the following ten sections:

- Section 2: Project Purpose and Process
- Section 3: Review of Existing Conditions
- Section 4: Policy and Zoning Evaluation
- Section 5: Public Realm and Active Transportation Analysis
- Section 6: Affordable Housing
- Section 7: Municipal Servicing Analysis
- Section 8: Sustainable Development Review
- Section 9: Results of Public Engagement
- Section 10: Project Area-Wide Issues and Opportunities
- Section 11: Key Project Area Analysis
- Section 12: Next Steps

This executive summary provides a high-level overview of each of the above sections.

Project Purpose and Process

The purpose of the Bowmanville East Urban Centre (BEUC) Secondary Plan Update (the Project) is to establish a planning framework that will guide the redevelopment of the Secondary Plan Area that includes Bowmanville's traditional downtown, East Business District, Lakeridge Health Bowmanville Hospital, and the former Goodyear Lands. The existing Secondary Plan will be updated to ensure that it conforms to the recently approved, comprehensive

review of the Municipality of Clarington's Official Plan. The update is also needed to incorporate changes to the Provincial Growth Plan and other Provincial direction on issues like climate change and active transportation. This Project will result in an updated secondary plan, updated zoning by-law and urban design guidelines that will provide a blueprint for a re-imagining of Bowmanville East as an integral part of Bowmanville and Clarington as a whole.

The Project will take place in three phases, with technical analysis and community engagement being undertaken in an iterative fashion in each phase. **Phase 1 Background Analysis** involves a review and analysis of existing conditions to identify issues and opportunities across the Project Area as a whole, and the establishment and preliminary assessment of three Key Project Areas that have a greater potential for growth and change. **Phase 2 Development Opportunities** will use the review and analysis undertaken in Phase 1 to identify more specific redevelopment opportunities and model growth and change to 2031 and 2041 through the preparation of a Redevelopment Concept. **Phase 3** will involve the preparation of updated Secondary Plan Policies and Urban Design Guidelines to implement the vision articulated by the Redevelopment Concept.

Review of Existing Conditions

Centred on the intersection of King Street and Liberty Street, the 160 hectare Bowmanville East Urban Centre (BEUC) Project Area contains Bowmanville's traditional downtown, the East Business District, the Lakeridge Health Bowmanville Hospital, and the former Goodyear Lands. Bowmanville's traditional downtown is centred on King Street West and East and is comprised of street-related, fine grain local retailers and services which contribute to the main street character of King Street between Scugog Street and George Street. The traditional downtown also includes a number of important civic uses in the blocks north of King Street between Silver Street and Division Street. These civic uses include the Municipal Administration Centre, the Bowmanville branch of the Clarington Library, and the Clarington Museum and Archives.

The Project Area is in part defined by two significant natural heritage assets on its west and east boundaries in the form of the Bowmanville and Soper Creeks. Both of these creek corridors feature existing trail systems with direct access

from the Project Area, as well as some small parks within the project area.

There is a broad range of existing land uses within the Project Area, including retail uses, with fine grain, street-related retail uses with residential apartments above in the historic downtown, retail/service uses in retail plazas mixed with residential buildings east of the downtown, and auto-oriented retail uses east of Liberty Street. Outside of the King Street retail and service corridor, existing uses are predominantly residential in nature, with single detached and semi-detached residential uses present north and south of King Street.

The project area has evolved since early European settlement and the introduction of industry and infrastructure into the Downtown that it is today. This pattern of historical development has resulted in a rich stock of heritage properties within the Project Area, including properties that are designated under the Ontario Heritage Act, and those with primary, secondary and merit considerations. Existing buildings within the Project Area today are predominantly 2 storeys in height, however buildings range in height from 1 storey to 5 storeys or more.

The Secondary Plan Area, including Special Study Area 3 which is inclusive of the former Goodyear Lands, does have the potential to accommodate a significant amount of growth and change through intensification. Two full build out scenarios were explored, one examining the ultimate growth potential assuming full build out based on existing Secondary Plan land use and density permissions, and the second based on the density targets for Regional Centres in the Durham Regional Official Plan. The future residential population attainable from full build out under these two scenarios ranged from approximately 6,800 people under the Secondary Plan scenario within the existing Secondary Plan Area, to approximately 91,000 people under the Regional Official Plan scenario and inclusive of the Special Study Area 3 lands. Future employment under the former scenario results in approximately 6,900 jobs. It is important to emphasize that the long term projections represent the full build out of the areas of analysis to 2041 rather than build out to 2031. A full build out perspective was adopted to demonstrate the full potential of the two areas of analysis, which would then be further assessed and refined in Phase 2 through the preparation of the Redevelopment Concept that will model growth to 2031 and 2041.

Policy and Zoning Evaluation

Throughout the planning policy framework, represented by the Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe (Growth Plan), Durham Regional Official Plan (ROP), Municipality of Clarington Official Plan (MCOP), and the current Bowmanville East Town Centre Secondary Plan, there is a consistent direction to

- 1) encourage intensification within existing centres of activity;
- 2) plan for complete communities, and;
- 3) encourage high quality urban design. Together, this guidance will lead to compact urban form that acknowledges local context and character.

The current Bowmanville East Town Centre Secondary Plan generally recognizes the area as one in which context-sensitive growth can occur. It contains land use designations that would provide for an increase in density and a mix of uses. It also features accompanying urban design guidelines for the East Business District that promote pedestrian-oriented development and improvements to the public realm. Notwithstanding these policies and guidelines, the current Secondary Plan will be updated to better reflect evolutions in the planning policy framework since the plan was first adopted in 2003.

Public Realm and Active Transportation Analysis

Across the Project Area as a whole, the area to the west of Liberty Street is generally more walkable and pedestrian oriented, both in terms of the distribution of streets and blocks but also with regard to the land use, built form and the provision of streetscape amenities. The East Business District has a decidedly less pedestrian friendly public realm, particularly to the east of Liberty Street. One of the most significant contributors to this less well performing pedestrian environment is the prevalence of large surface parking areas and automobile oriented uses fronting on to King Street East.

From an active transportation perspective the Project Area benefits from the multi-use trails within the Bowmanville and Soper Creek valley lands. Furthermore, there are dedicated bike lanes and urban shoulders on Mearns Avenue and Scugog streets, respectively. However, despite these important active transportation facilities at either end of the Project Area, there are no cycling facilities crossing the Project Area, significantly impacting connectivity

between the existing active transportation facilities and to major destinations within the Project Area. There is a significant opportunity to connect these facilities and establish a functional grid of alternative routes for active transportation within the Project Area.

Municipal Servicing Analysis

The Project Area is currently serviced by a network of local watermains, generally 300mm in diameter and less, and 400mm diameter feeder mains located along King Street, Scugog St north of King St, Division Street from the water tower south to Queen St and extending further south through the former Goodyear Lands. The Region's Development Charge (DC) Study identifies the following planned water supply system projects that may need to be implemented to service new development in the Project Area.

The Project Area is currently serviced by a mature sanitary sewage collection system consisting of local sewers being less than 375mm in diameter and trunk sanitary sewers being equal to or greater than 375mm in diameter. The Region's DC Study also identifies the following planned sanitary sewage system projects that may need to be implemented to service new development in the Project Area.

The capacity of the existing sanitary sewer servicing Drainage Area 1 and the sanitary pipe at the downstream end of the service area is running at approximately 50% capacity based on the Official Plan land uses. We also investigated the capacity of the existing sanitary sewer servicing Drainage Area 2 and the sanitary pipe at the downstream end of the service area is running at approximately 20% capacity based on the Official Plan land uses.

There can be significant variations in sanitary loadings in areas with varied land use designations and as such any decisioning regarding estimated available capacities should be based on flow monitoring data collected over a sufficient duration of time to capture the sewage loadings variations from the existing uses and wet weather inflow influences.

Sustainable Development Review

To responsibly meet the needs of a growing population in a sustainable manner, Clarington Council passed a resolution to establish a framework to promote the development of environmentally responsible development

throughout the community. This framework, called Priority Green Clarington, addresses Council's vision of building a sustainable, creative and caring community. Priority Green Clarington outlines the policies, criteria, process and incentives used to encourage "green development."

The green development criteria for Secondary Plans contained within the Priority Green Framework are broadly organized into four key themes that represent the core elements of a sustainable community. These include criteria related to the Built Environment, Mobility, Natural Environment and Open Space, and Infrastructure and Buildings. Criteria under each of these categories speak to matters such as locating higher density development within centres, promoting walkability through short block lengths and safe and direct routes for pedestrians, integrating natural heritage features into public spaces, minimizing hard surfaces and using low impact development measures to manage stormwater runoff.

Results of Public Engagement

The purpose of the Public Engagement process in Phase 1 of the Project was to introduce the project purpose, scope and process to the public and seek early feedback on connectivity, public realm and built form. Multiple engagement activities were used, including:

- An online mapping exercise through the Town of Clarington's web engagement portal Engage Clarington that was available between November 22nd, 2018 and December 31st, 2018;
- A drop-in open house Public Information Centre held on November 22nd, 2018 and featuring display panels with existing conditions, facilitated table exercises and comment sheets; and,
- Interviews with stakeholders (e.g. Bowmanville Health Centre, Historic Downtown Bowmanville BIA, Lakeridge Health) held between November 16th, 2018 and March 28th, 2019.

The feedback received from these activities has been summarized within this report into a series of key messages which in turn have been used to inform the Project Area-Wide Issues and Opportunities and the Key Project Area Analysis.

Project Area-Wide Issues and Opportunities

An analysis of issues and opportunities across the entirety of the Project Area was undertaken to understand how Bowmanville East can fully realize its potential to accommodate growth and intensification while continuing to build on and strengthen the characteristics that make it a complete community and a focal point for activity, interest and identity for residents of the Municipality of Clarington. This analysis identifies potential issues and opportunities associated with achieving a more fully developed and integrated active transportation network, a public realm that would encourage pedestrian movement and contribute to the character and identity of Bowmanville East, land uses that would create complete communities, and built form that would support intensification and that is sensitive to context.

Key Project Area Analysis

Three Key Project Areas have been identified within the overall Project Area. Each of these are centred on a large scale existing institutional use (Lakeridge Health Bowmanville Hospital Medical Precinct), collection of institutional and community uses (Downtown Civic Precinct), or a large scale redevelopment opportunity (Former Goodyear Lands). Through these foundational attributes and their location within the broader Project Area, these three Key Project Areas have the opportunity to function as precincts within Bowmanville East, each offering different contributions in terms of intensification potential, land use and public realm to the overall complete community that will be strengthened within the Project Area.

Next Steps

From spring through to the summer of 2019, the focus of this Project will shift to the preparation of a Redevelopment Concept, demonstrating how the area could grow and change to 2031 and to 2041. The preparation of the Redevelopment Concept will be informed by the findings of Phase 1 as provided in this report.

The Redevelopment Concept will include streets and blocks, parks and open space, active transportation and public realm interventions, and land use, built form and density testing and evaluation. The Redevelopment Concept will then be used as a basis for revised Secondary Plan policies and mapping, and supporting Urban Design Guidelines that will be developed in Phase 3 of the Project.

2. Project Purpose and Process

2.1 Project Area

Centred on the intersection of King Street and Liberty Street, the 160 hectare Bowmanville East Urban Centre (BEUC) Project Area contains Bowmanville’s traditional downtown, the East Business District, the former Goodyear property, and the Lakeridge Health Bowmanville Hospital (see Figure 2). Bowmanville’s traditional downtown is comprised of street-related, fine grain local retailers and services which contribute to the main street character of King Street between Scugog Street and George Street. The traditional downtown also includes a number of important civic uses in the blocks north of King Street between Silver Street and Division Street. These civic uses include the Municipal Administration Centre, the Bowmanville branch of the Clarington Library, and the Clarington Museum and Archives.

The main street character of King Street East begins to transition to a mixture of retail uses in converted residential buildings and retail plazas starting at George Street and moving east towards Liberty Street. To the east of Liberty Street, the character is defined by auto-oriented retail with buildings setback from the street edge with surface parking between the sidewalk and buildings. The East Business District also contains two significantly sized properties. The Bowmanville Mall is a covered, indoor mall that is an anchor retail use at the eastern end of the East Business District. The Lakeridge Health Bowmanville Hospital is an important institutional use at the south end of the East Business District with frontage onto Liberty Street South.

In addition to these three areas that are included within the current Bowmanville East Urban Centre Secondary Plan boundaries, the Project Area also includes:

- 1) the former Goodyear manufacturing plant lands;
- 2) predominantly low rise residential areas south of Queen Street to Albert Street, and between Church Street and Wellington Street, from west of Division Street to east of Liberty Street; and,
- 3) portions of the two significant natural heritage assets – the Bowmanville Creek and Soper Creek and their associated valley lands – that define the project area’s western and eastern boundaries.

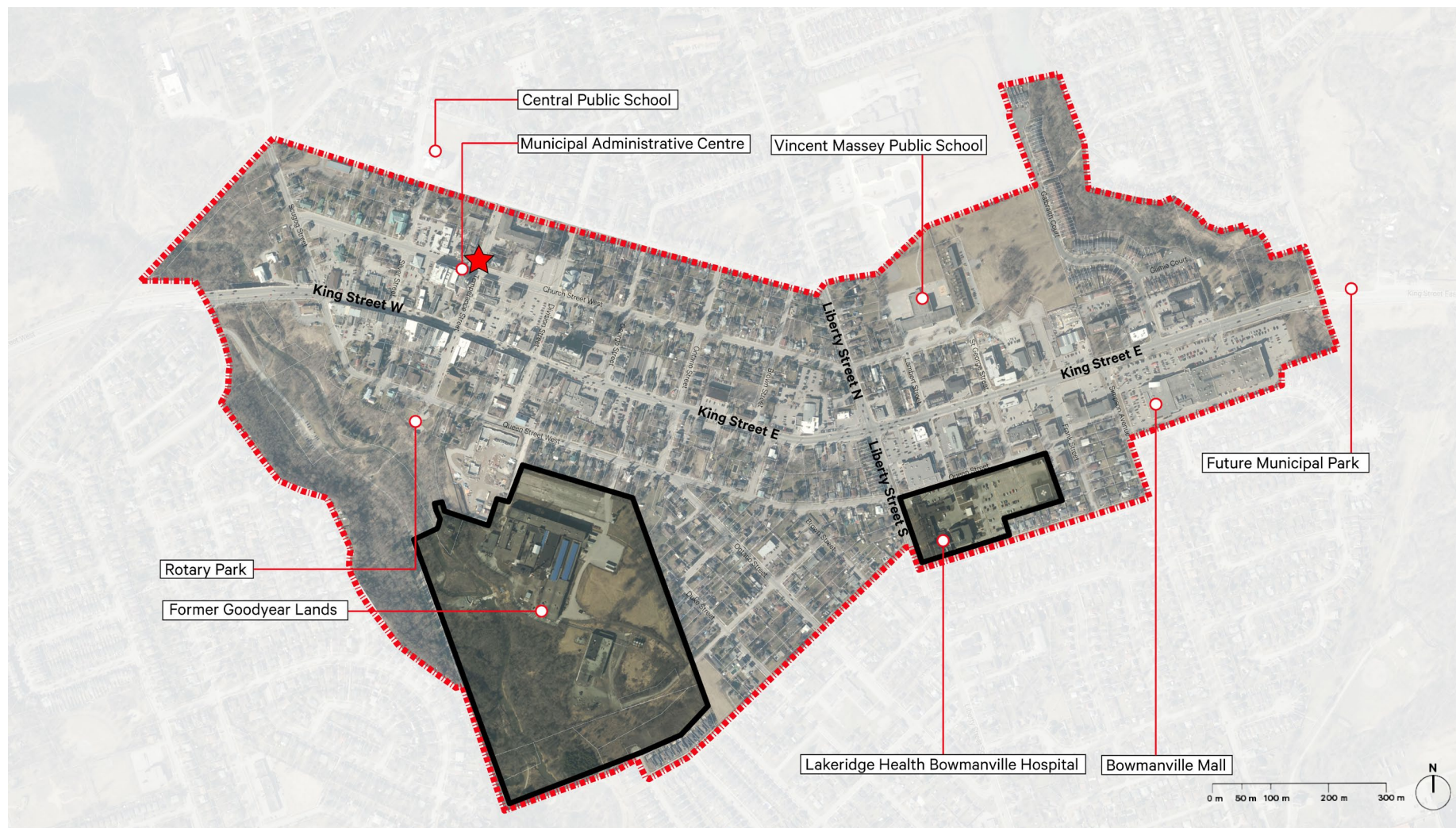
2.2 Project Purpose

The purpose of this project is to update the BEUC Secondary Plan so it conforms to recent changes in Provincial policies and the Clarington Official Plan. The BEUC Secondary Plan was first approved in 1996 and updated in 2003. Since this last update, there have been changes to Provincial policies, including the Provincial Policy Statement, 2014 and Growth Plan for the Greater Golden Horseshoe, 2017. Updates to the Municipality of Clarington’s Official Plan were approved in 2017 which provided an increased emphasis on Urban Design, Affordable Housing, Sustainability and Climate Change, and Community Engagement. These form the four Guiding Priorities for the review and update of the BEUC Secondary Plan (see Figure 1).

These Guiding Priorities will be incorporated into all aspects of the Project, including a renewed vision for the BEUC in keeping with its historic and future role in the community, guidance on future infill and redevelopment, the creation of a civic precinct, and supporting the expansion and redevelopment on the Lakeridge Health Bowmanville site and Goodyear lands.



Figure 1. Guiding Principles of the Secondary Plan Update



- ■ ■ ■ ■ Project Boundary
- Key Project Area Boundary
- ★ Future Potential Downtown Civic Precinct

Figure 2. Project Area Boundary

In order to facilitate change over time, many stakeholders will need to help prepare the Secondary Plan. The involvement of these stakeholders will ensure that the community's interests are represented and balanced within the planning framework. In order to achieve stakeholder buy-in, broad based engagement will be a key component of the overall Project.

This Project will result in an updated secondary plan, updated zoning by-law and urban design guidelines that will provide a blueprint for a re-imagining of Bowmanville East as an integral part of Bowmanville and Clarington as a whole.

2.3 Project Process and Timeline

The Project will take place in three phases, with technical analysis and community engagement being undertaken in an iterative fashion (see Figure 3). The three phases are as follows:

Phase 1 – Background Analysis

Beginning in the fall of 2018, the Project commenced with a comprehensive existing conditions review. At the same time, analyses of existing public realm and active transportation, and municipal servicing, and utilities were undertaken. The review and analysis informed the identification of opportunities and constraints throughout the Project Area.

Community engagement in this phase included two Public Information Centres, a series of stakeholder interviews, and meetings with the Project Steering Committee composed of Municipal Staff and key stakeholders.

Phase 2 – Development Opportunities

From the spring through to the summer of 2019 the focus shifts to the preparation of a redevelopment concept for the Project Area, demonstrating how the area could grow and change by 2031 and by 2041. This redevelopment concept will be informed by the findings of Phase 1; the identification the pf sites with potential for redevelopment; the potential of three specific key project areas (Civic Precinct, Goodyear Lands, Lakeridge Health Bowmanville Hospital); review of best practices for downtown revitalization; and the preparation of a new vision and goals for Bowmanville East. The redevelopment concept will include streets and blocks, parks and open space, active transportation and public realm interventions, as well as land use, built form and density testing and evaluation.

Community engagement in this phase will include a concept plan charrette, a Public Information Centre, and meetings with the Project Steering Committee.

Phase 3 – Final Recommendations

The final stage of the Secondary Plan update, from summer through to the end of 2019, will be dedicated to preparing new secondary plan policies and mapping to implement the redevelopment concept developed in Phase 2. These new policies and mapping will be further supported by updates to the zoning by-law and urban design guidelines.

Community engagement in this phase will include a Public Open House, meetings with the Project Steering Committee, and a Statutory Public Meeting to present the draft Secondary Plan, Zoning By-Law and Urban Design Guidelines.

The resulting secondary plan and zoning by-law documents will provide the blueprint for a re-imagining of Bowmanville East as an integral part of Bowmanville and Clarington as a whole.



Figure 3. Project Timeline

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3. Review of Existing Conditions

The Bowmanville East Urban Centre (BEUC) Secondary Plan Update Project commenced with a review of existing spatial, social, demographic, economic and policy conditions. This review included documentation of the following attributes within the Project Area:

- Parks and Natural Features
- The Active Transportation Network
- Parcel Fabric
- Existing Land Uses
- Existing Building Heights
- Historical Development and Heritage Properties
- Development Activity
- Existing Population, Residential Units and Commercial Gross Floor Area

This existing conditions review, in combination with the Policy and Zoning Evaluation (Section 4), Public Realm and Active Transportation Analysis (Section 5), Affordable Housing (Section 6), Municipal Servicing Analysis (Section 7), Sustainable Development Review (Section 8), and Results of Public Engagement (Section 9) have been used to inform Project Area-Wide Issues and Opportunities (Section 10) and the Key Project Area Analysis (Section 11).

3.1 Parks and Natural Features

The Project Area is in part defined by two significant natural heritage assets on its west and east boundaries in the form of the Bowmanville and Soper Creeks. The watercourses, valley lands and floodplains associated with these creeks are identified in the current Secondary Plan and Zoning By-Law as Environmental Protection Areas. Uses within these areas are to contribute to their conservation and protection, and development is generally prohibited. Both of these creek corridors do feature existing trail systems with direct access from the Project Area. The trail system in the Bowmanville Creek corridor is accessed from Rotary Park and a footbridge across the creek (see Figure 6). The trail system in the Soper Creek corridor is access directly off of King Street East. Both of these existing trails run to the south of these access points however, the Official Plan identifies planned trails that would run to the north of these access points.



Figure 4. Rotary Park (image source tripadvisor.ca)

In addition to these natural heritage assets, there are two important public open spaces within the Project Area and several other public open spaces in close proximity to the Project Area. The two public open spaces within the Project Area include the aforementioned Rotary Park at the foot of Temperance Street, and the civic square which fronts Temperance Street to the south of the Clarington Municipal Administrative Centre (see Figure 5). Both of these public open spaces serve important civic and community functions, and sites for seasonal community events, and the civic square providing space for a remembrance ceremonies, activities, and holiday celebrations (see Figure 6).



Figure 5. The Clarington Municipal Administrative Centre

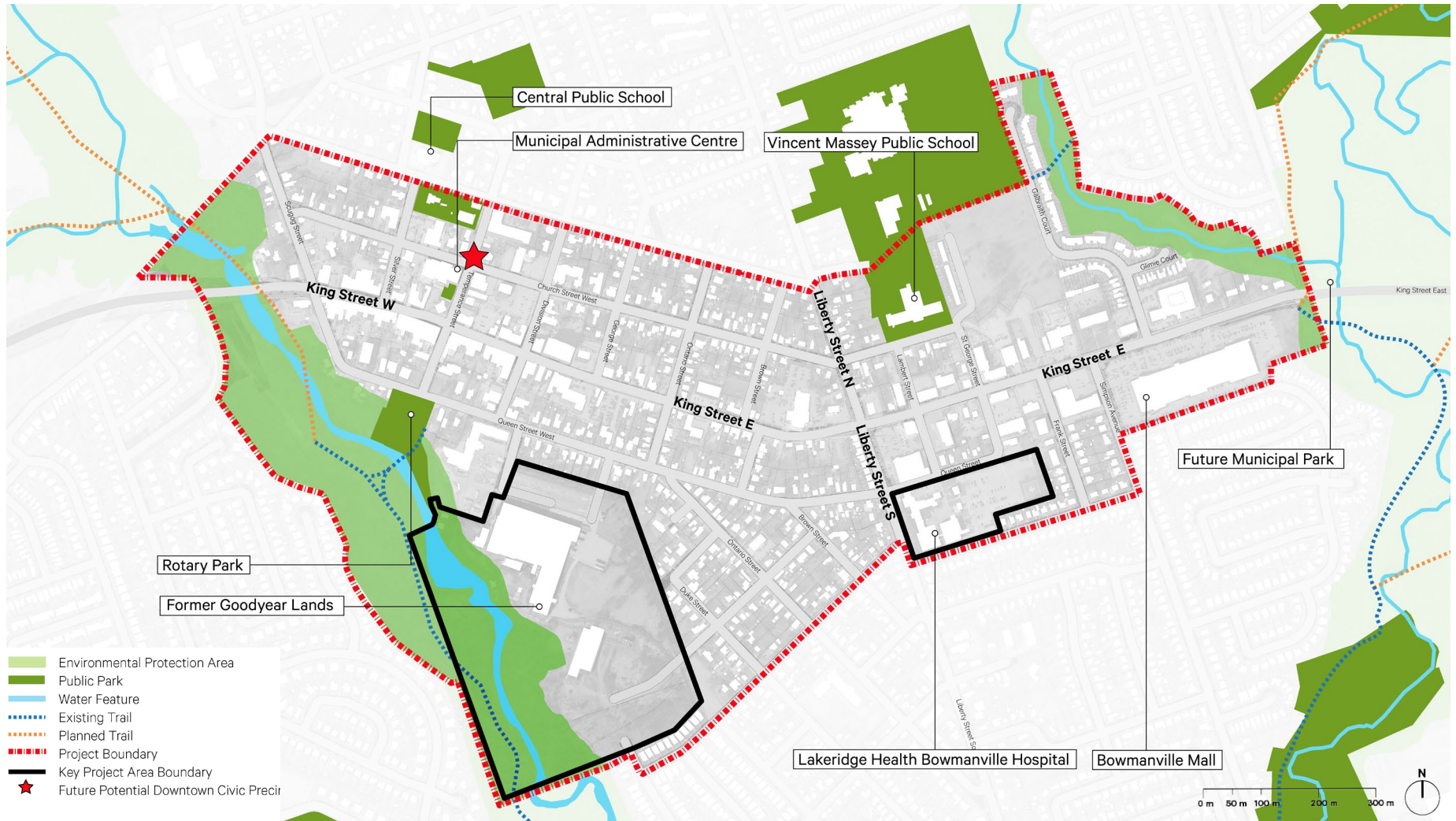


Figure 6. Existing Parks and Natural Features

The Municipality of Clarington Official Plan, 2017 (MCOP) states that the minimum standard for parkland is 1.8 hectares of parkland per 1,000 persons. In comparison, the rates of parkland provision in other Durham municipalities range from 2.6 hectares per 1,000 persons in Oshawa to 3.0 hectares per person in Pickering.

Today, there are 1.86 hectares of park space (Rotary Park) and public open space (civic square at the Clarington Municipal Administrative Centre and the lands at the Clarington Museum and Archives) within the boundaries of the current Secondary Plan. Given the existing residential population of 1,719 people within the boundaries of the current Secondary Plan, the current area of parks and public open space is insufficient (the application of the MCOP minimum standard to this population would yield 3.09 hectares of parks and public open space). Furthermore, the potential for residential population growth within the Secondary Plan area is high (see *Section 3.8: Baseline Population, Residential Units and Commercial Gross Floor Area*).

In order to meet the needs of the existing and future residential population, new parks and public open spaces should be considered within the Secondary Plan area, and / or within the broader Project Area. Additionally, enhanced connections to existing public open spaces within and immediately adjacent to the Project Area (e.g. Bowmanville Creek, Soper Creek, Vincent Massey School) should be considered.



Figure 7. Gaps in the Sidewalk within the Project Area

3.2 Active Transportation Network

The Active Transportation Network within the Project Area benefits from a pedestrian-friendly layout of blocks with average block lengths of around 100 metres. This results in multiple routes for pedestrians to use in walking throughout the Project Area between places of residence, street-related retail and services, and important civic and institutional uses. Notwithstanding the ease of movement afforded by this block layout, pedestrian access is inhibited in some portions of the Project Area by a lack of sidewalks on one or both sides of the street (see Figure 7). In some cases, the lack of sidewalks on both sides of the street, or the lack of sidewalks altogether, may have significant impacts on pedestrian mobility, particularly where these streets provide connections to existing or planned active, mixed-used streetscapes.

Active transportation connections to and within the Project Area are also facilitated by the two existing trails within the Bowmanville and Soper Creek corridors. The multi-use trails within these corridors provide active transportation connectivity to adjacent residential areas through neighbourhood connections to these trail systems. Active transportation access through these systems will be further enhanced through planned northerly extensions of the trails along the courses of these two creeks.



Figure 8. Exclusive Bike Lanes on Mearns Avenue

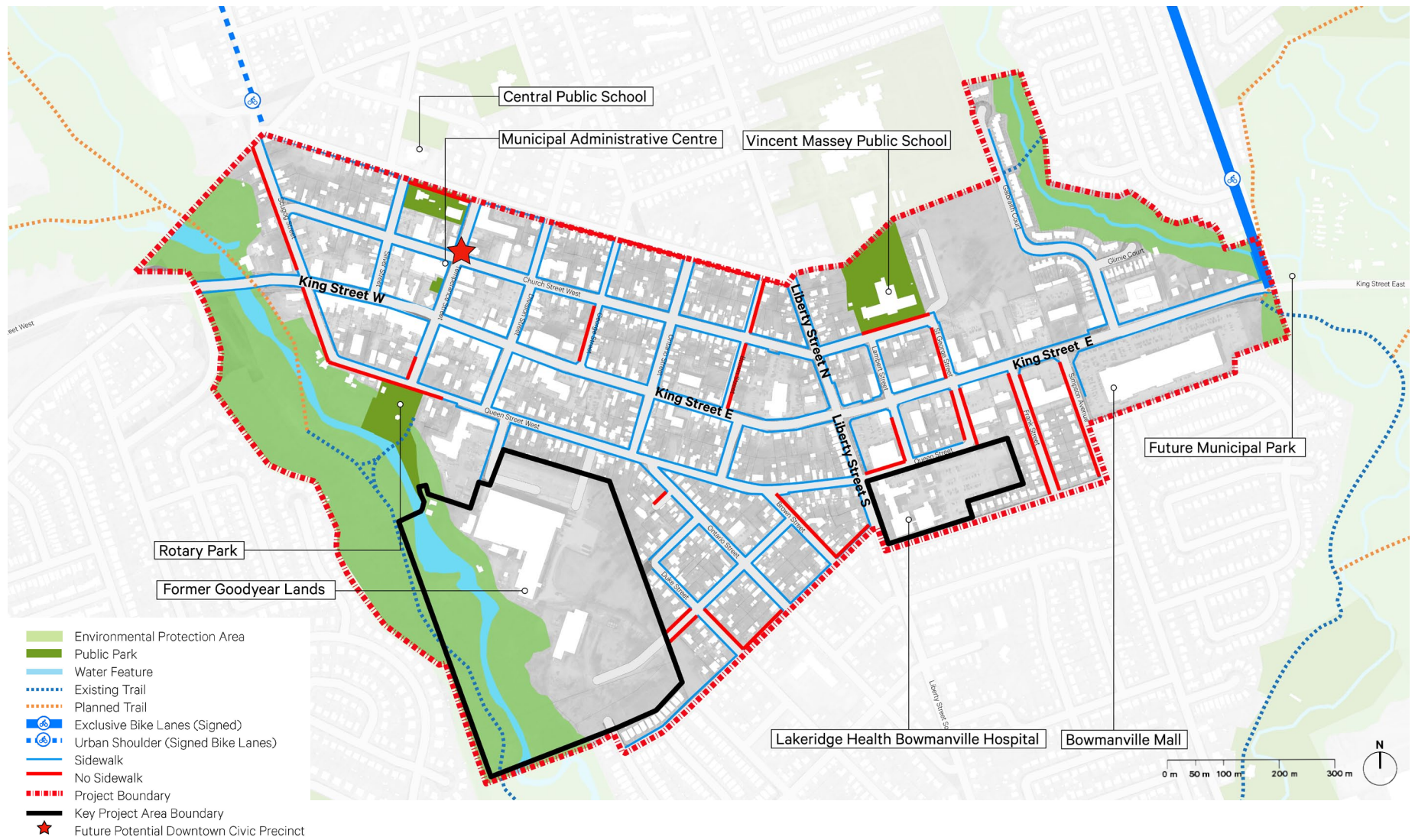


Figure 9. Existing Active Transportation Network

While there are no existing cycling facilities within the Project Area, there are two north-south cycling routes at the western and eastern limits of the Project Area at Scugog Street and Mearns Avenue (see Figure 8). The Scugog Street Urban Shoulder provides an on-road delineated space for cyclists that may also be used by automotive vehicles for movement or on-street parking. The Scugog Street Urban Shoulder terminates just north of the CPR rail line, which itself is just north of the Project Area. Mearns Avenue features a dedicated on-street bike lane that commences approximately 80 metres north of King Street East. This dedicated facility is delineated by pavement markings and signage and is for the exclusive use of cyclists (see Figure 9).

Additional analysis of the existing active transportation network, as well as analysis of the existing streetscape and public realm conditions is included in Section 5.

3.3 Public Transit Network

The existing public transportation network in Bowmanville East consists of Durham Region Transit (DRT) Bus routes 501, 502, and 506, and GO Transit Bus Route 90. Route 501 (South Bowmanville) runs from Church and Temperance to Highway 2. Route 502 (North Bowmanville) runs from Church and Temperance to Liberty St at Longworth Avenue. Route 506 (Clarington Community Route) begins at Bowmanville GO Park and Ride and terminates in Newcastle (Figure 12).

The GO 90 Bus has 50 stops departing from Oshawa GO and ending in Newcastle at King Avenue East at Beaver Street South. The 90 Bus runs through Bowmanville along King Street West and East.

Recognizing that by 2031, forecasted travel demands along many Regional travel corridors will exceed available capacity, Durham Region Transit released their 2010 Long Term Transit Strategy (LTTS) which set forth a framework for meeting increased transit demands by 2031. This strategy recommended the extension of the GO Lakeshore East rail line to Bowmanville. This extension would include a Bowmanville GO Station in the Bowmanville West Urban Centre. This station will be the terminus of the Lakeshore East line and will become a transit hub for Durham Region Transit and GO Transit. This transit hub will be within a 1 kilometre radius from the historic downtown in Bowmanville East, and will allow Bowmanville residents and visitors riding DRT buses to connect seamlessly to GO rail transit, providing improved connectivity, commute times and mobility options.

3.4 Parcel Fabric

Parcel fabric refers to the distribution and patterns of individual lot and property dimensions. Typical main street commercial properties found on King Street to the west of Liberty Street tend to be skinny and deep rectangular properties (Figure 10). The blocks comprised of these narrow properties lend themselves to pedestrian friendly, walkable mixed uses. In contrast, to the east of Liberty Street, the retail and service uses tend to be associated with significantly larger parcels that feature more equal proportions between frontage and depth.



Figure 10. Typical Parcel Fabric on King Street west of Liberty Street

Typical residential parcel fabric tends to reflect somewhat more uniform proportions, generally with the most variety expressed through corner properties, or on parcels which have been gradually severed over the years to create additional infill lots. Toward the east of the Project Area, along Galbraith Crescent, there are a number of very narrow residential properties that accommodate a more recent townhouse subdivision development (Figure 11).



Figure 11. Typical Residential Parcel Fabric along Galbraith Crescent

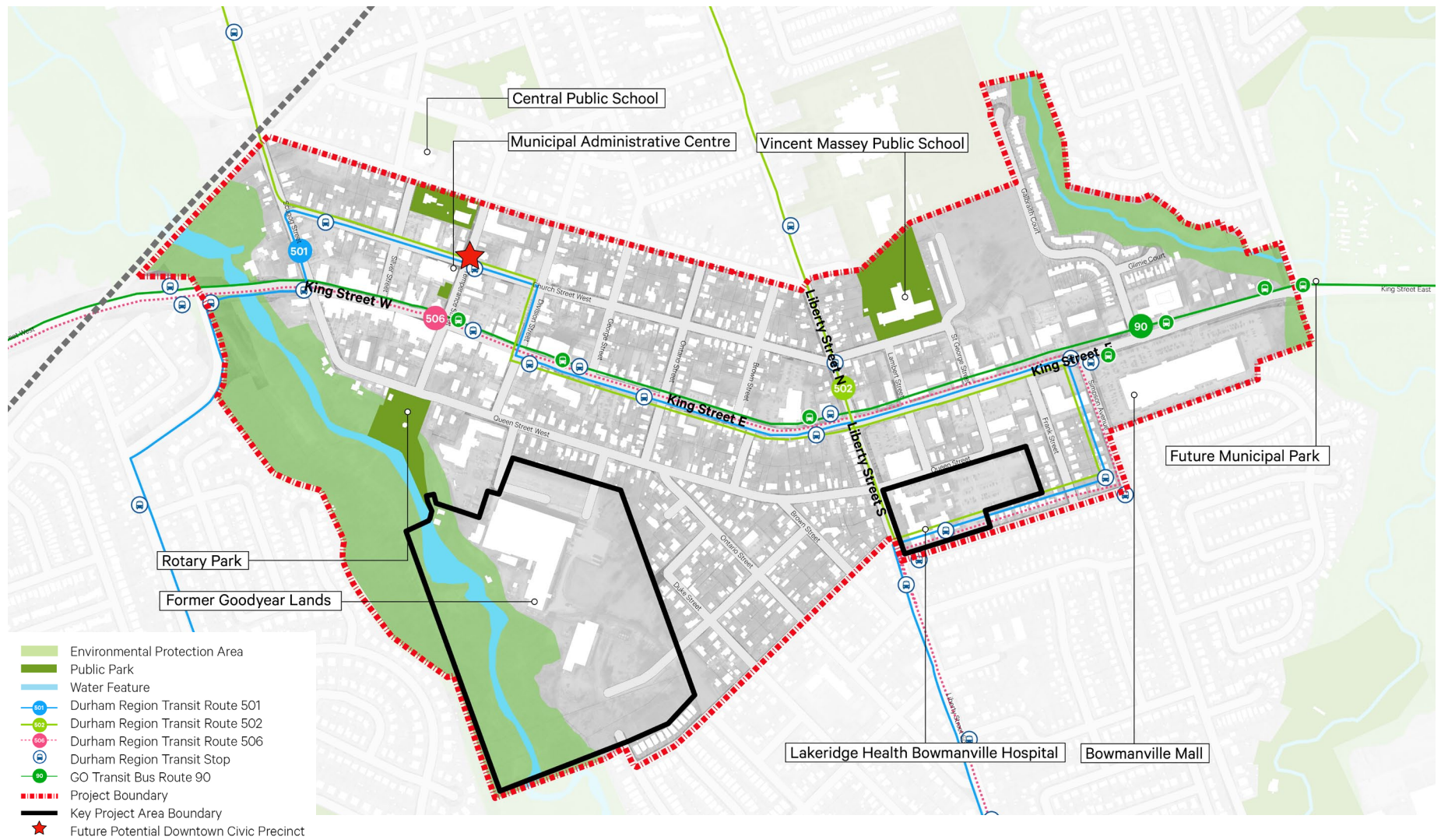


Figure 12. Existing Public Transit Network

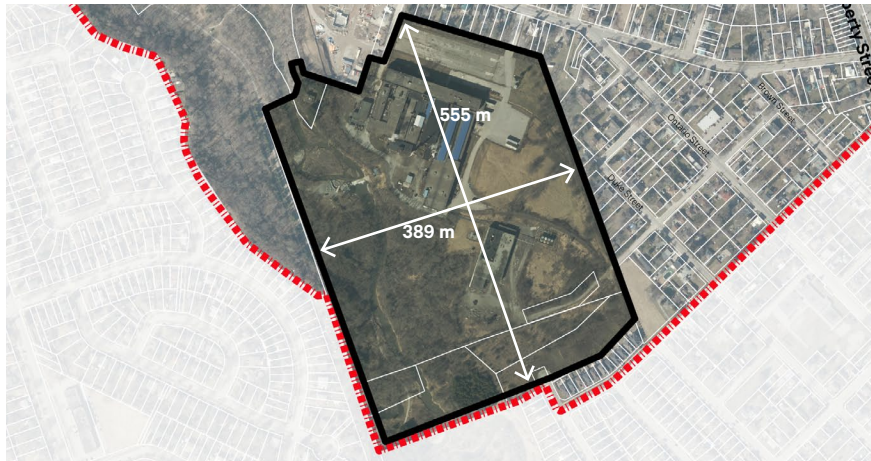


Figure 13. Former Goodyear Lands

Large stand-alone properties, like the former Goodyear lands (Figure 13), are clear outliers from the perspective of parcel fabric analysis. The sheer land area of these large sites, as compared with the smaller commercial and residential lots, will require careful planning of new street and block networks to ensure ample opportunities for active transportation, vehicular circulation, development frontages, and site servicing access.

As it pertains to the future of Bowmanville East, larger parcels are more easily redeveloped. Smaller parcels are more challenging for redevelopment as they require consolidation to achieve appropriate dimensions. Larger parcels are ideal for short-term redevelopment projects, and small parcels are better suited to long-term redevelopment initiatives.

3.5 Existing Land Uses

There is a broad range of existing land uses within the Project Area (Figure 14). King Street is generally fronted by retail uses, with fine grain, street-related retail uses with residential apartments above in the historic downtown, retail/service uses in retail plazas mixed with residential buildings east of the downtown, and auto-oriented retail uses east of Liberty Street. Parking to service these retail/service uses are accommodated through on-street parking and surface lots generally located in the rear portion of lots within the historic downtown (see Figure 16). Within the East Business District, parking is generally accommodated in surface parking lots that are located between the street and the primary building face.

Outside of the King Street retail and service corridor, existing uses are predominantly residential in nature, with single detached and semi-detached residential uses present north and south of King Street. There are small pockets of businesses located in the western end of the Project Area on Church Street and Queen Street. There are also a handful of multi-storey residential apartment buildings; some standalone and some with retail uses at grade. These buildings are not necessarily in a form or with a relationship to the street that provides for well-defined or active street frontages.

There are also a number of institutional and community uses within and immediately adjacent to the Project Area. These include a collection of civic uses within the blocks along Temperance Street from King Street to Wellington Street. These include the Municipal Administrative Centre, the Bowmanville Branch of the Clarington Library and the Clarington Museum and Archives. There are also several places of worship located in the western portion of the Project Area on Church Street, Temperance Street and King Street.

There is a significant healthcare presence within the eastern portion of the Project Area, with the Bowmanville Hospital and a collection of medical office buildings located on the north side of King Street East (see Figure 17). Lastly, there are several community facilities located within and in close proximity to the Project Area, including four schools, one community recreation facilities, and a social services facility.

3.6 Existing Building Heights

Existing buildings within the Project Area are predominantly 2 storeys in height in the form of street-related retail buildings with residential units above, and single detached, semi-detached and townhouse residential buildings. These buildings are primarily located within the historic downtown and adjacent residential neighbourhoods to the north and south of King Street. There are also several areas of single storey buildings located within the East Business District and in the residential neighbourhood south of Queen Street and north of Albert Street. In the East Business District, these buildings are generally larger format retail and services uses that are auto-oriented. In the aforementioned residential neighbourhood, these buildings are typically single detached residential homes (see Figure 15).

There are a handful of buildings taller than three storeys interspersed throughout the Project Area. These include two three storey buildings within

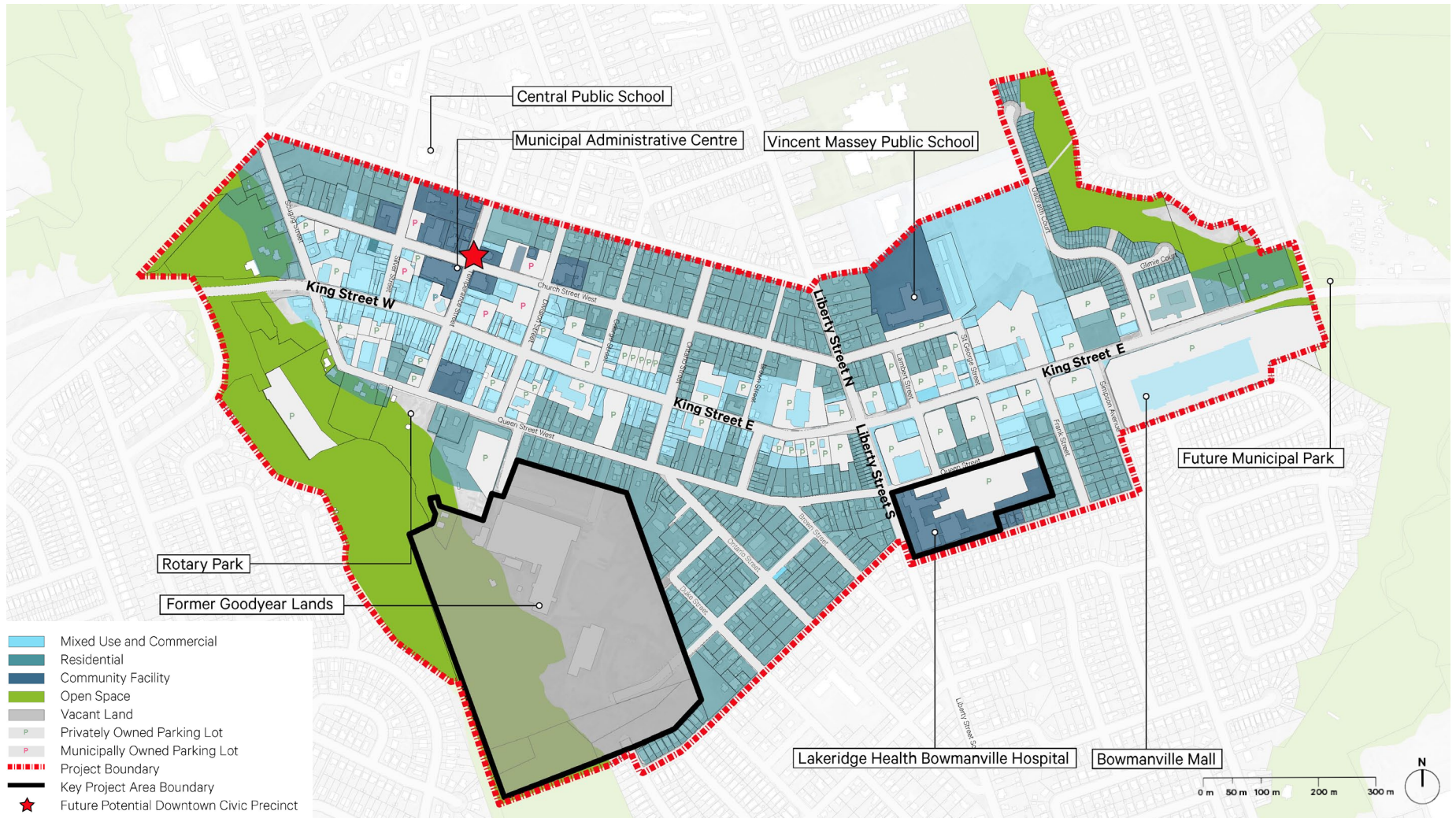


Figure 14. Existing Building Uses

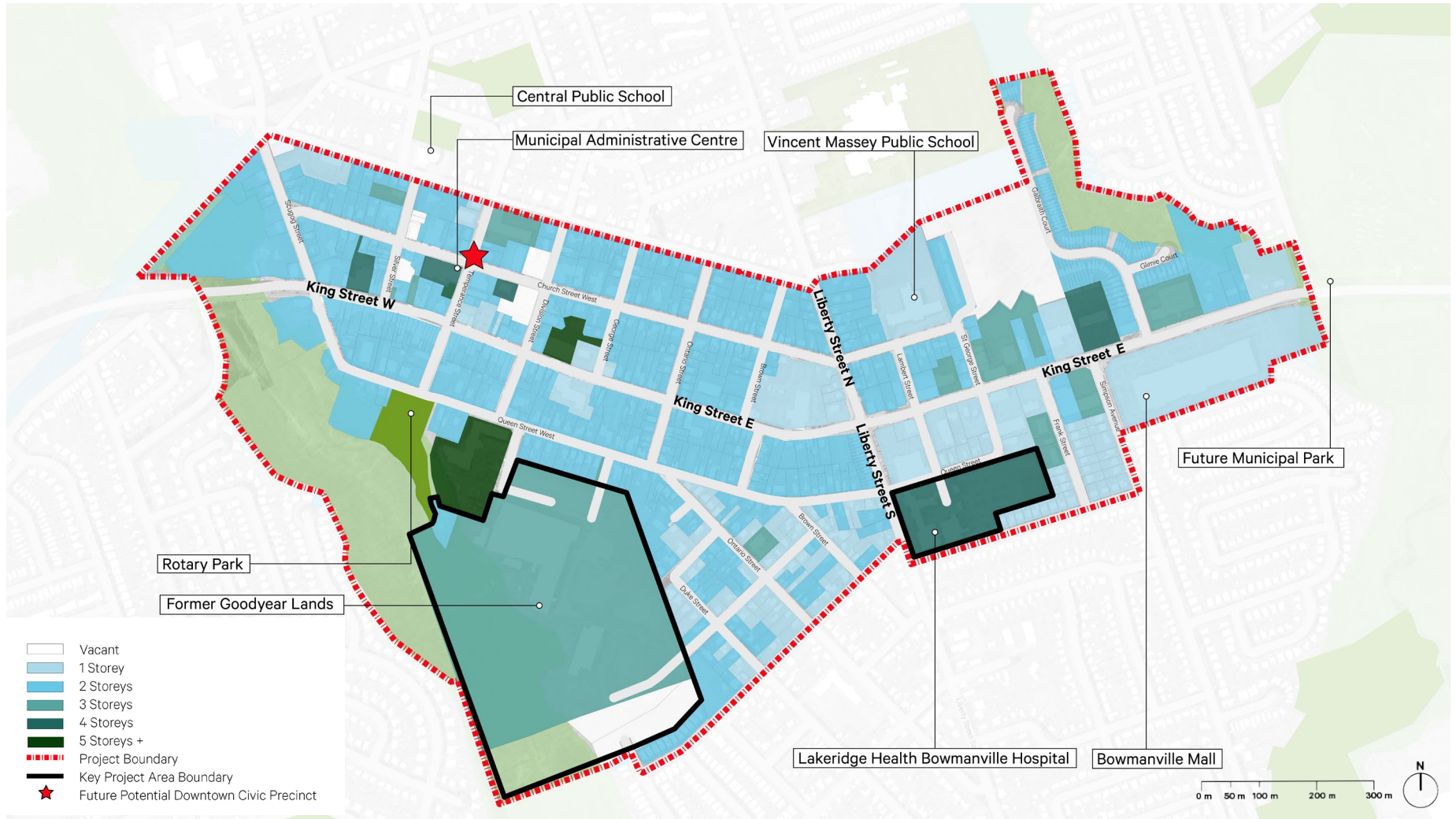


Figure 15. Existing Building Heights



Figure 16. Medical Building on King Street East (image source: Google Earth)



Figure 17. Four Storey Multi-Unit Residential Building



Figure 18. The Veltri Complex

the historic downtown just west of Silver Street and at the northeast corner of King Street East and Division Street. There are also a number of three storey buildings in the East Business District that are medical office buildings or low-rise apartment buildings (see Figure 16).

The tallest buildings within the Project Area at four and five storeys are typically associated with civic or institutional uses (e.g. the Municipal Administrative Centre and the Bowmanville Hospital), or multi-storey residential buildings (see Figure 17). The tallest building within the Project Area is the Veltri Complex, which is a mixed-use building with retail uses at the ground floor and seven storeys of multi-unit residential above (see Figure 18). Generally speaking, the tallest buildings are multi-unit residential rental buildings that were developed in the 1970s and 1980s, a period of time that saw a construction boom of multi-unit residential rental buildings across municipalities in Ontario.

3.7 Historical Development and Heritage Properties

First Nations & European Contact 1600s-1700s

Prior to European arrival, the primary occupants of the area were the Neutral Nation, an Iroquoian speaking population. Like other Iroquoian groups such as the Huron (Wendat), the Neutral had a horticulture based system which relied on the crops of corn, beans and squash. Their villages included longhouses, containing several families related through the female line. Arrival of Europeans dispersed the Neutral and subsequently their population was decimated by the arrival of epidemic diseases and inter-tribal warfare.

Early European Settlement 1790s-1820s

At the end of the Seven Years' War in 1763 between imperial rivals France and Great Britain, France formally ceded Canada to the British. King George issued the Royal Proclamation forbidding settlement by non-First Nations and mandating that land could only be transferred through negotiation and sale to the Crown. The area around Bowmanville was conveyed to the British Crown in 1788 in a negotiation known as the Johnson-Butler Purchase. The purchase

covered the north shore of Lake Ontario from the eastern boundary of the Toronto Purchase (Don River) as far Brighton.¹

The 1791 Constitution Act established Upper and Lower Canada and in 1792 John Graves Simcoe was appointed Lieutenant-Governor of Upper Canada. He commenced creating government institutions and preparing the land for settlement. Simcoe divided Upper Canada into 19 counties which provided the basis for the creation of townships and the land surveys. Townships were divided into concessions which were in turn surveyed into 80-hectare (200 acre) lots. Lots were the basic form of property ownership with the Crown

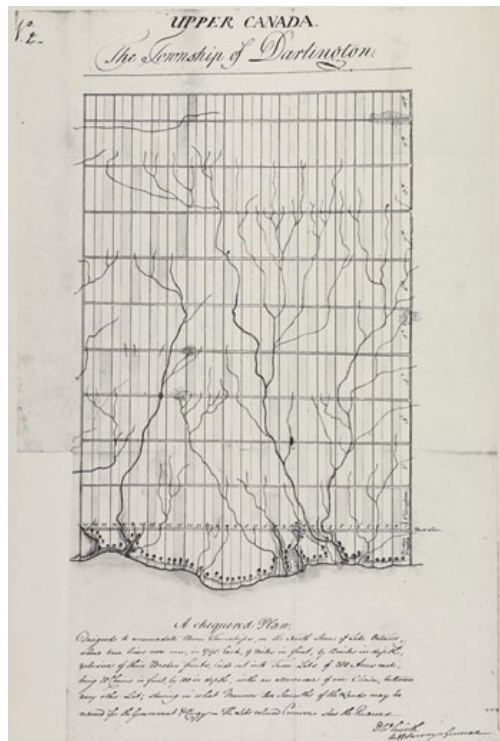


Figure 19. D.W. Smith's plan for Darlington Township, 1792. (Library and Archives Canada, MIKAN 4255563)

¹These lands were subject a confirmatory surrender in the Williams Treaties of 1823. The Williams Treaties were signed by the governments of Canada and Ontario and by seven First Nations of the Chippewa of Lake Simcoe and the Mississauga of the north shore of Lake Ontario. As the last historic land cession treaties in Canada, these agreements transferred over 20,000 km² of land in south-central Ontario to the Crown.



Figure 20. 1878 map of Bowmanville with overlay of Lots 9, 10, 11, 12 and 13 boundaries (Northumberland and Durham County Atlas, 1878/CB Collective 2019).

granting or selling them to private owners or clergy. D.W. Smith, the Surveyor General of Upper Canada created a standardized approach to land surveys for townships which was used throughout much of the province, including Darlington.

Durham County was comprised of six townships including Darlington. Bowmanville occupied portions of Concessions I and II while the Study Area is comprised of portions of Lots 9, 10, 11, 12, 13 in Concession 1 (see Figure 19).

European settlement in the Study Area began in the late 1790s when the first land grants occurred. These were John Burk, Lot 13 (Dec 31, 1798), Major Evans, Lot 12 (April 1 1797/1812), Silas Sargeant, Lot 10 (Dec 31, 1798) and Augustus Barber, Lot 9 (Dec 31, 1798). Lot 11 was granted/sold to King's College in 1828 (Jan 3) (see Figure 20).

Like many early villages in Upper Canada, development began with milling. In the case of Bowmanville, John Burk built a saw mill around 1805 and the surrounding area become known as Darlington Mills. Development increased after 1817 when Kingston Road (King Street) was completed as a major east-west route. Prior to this the only reliable source of transportation was by water. During the 1820s and 1830s, Charles Bowman purchased large areas of lands

on Lots 11 and 12 becoming a major property owner. The area surrounding Bowmanville contained agricultural farms with wheat, oast, peas, and potatoes as main crops. Lumber, butter, maple syrup and cheese were also produced. By 1846, Bowmanville boasted:

- One Physician, Surgeon, Druggist, Oatmeal Mill, Tannery, Distillery, Brewery, Cloth Factory, Axe Factory, Pottery, Town Hall and Grammar School
- Two Wagon makers
- Four Taverns
- Six Shoemakers
- Seven Stores
- Eight Churches²

Property Subdivision and Early Development 1830s To 1870s

The 1850s saw a period of real estate speculation in the area precipitated by the arrival of the Grand Trunk Railway (GTR) in 1852. In 1853, the village was incorporated and its name changed to Bowmanville. Five years later it incorporated as a Town.

Streets and Blocks

With the real estate speculation, property owners began to subdivide their land holdings. By the late 1870s, the majority of the existing streets and blocks in the Study Area were established. Liberty Street (the historic division between Lots 10 and 11) becomes the major north-south route between the concession road to the north and the GTR tracks to the south. King Street is the main east-west route through Bowmanville since it is the portion of Highway 2 that travels through the town. It traverses both Bowmanville and Soper creeks.

The blocks were created as the result of four major subdivision areas within the Project Area:

1. East of Liberty Street and south of King Street (18 blocks, lettered A-R on Lot 10)
2. East of Liberty Street and north of King Street (2 blocks, numbered 1-2 on Lot 10)
3. West of Liberty Street, north and south of King Street (32 blocks,

²Clarrington Museum and Archives, *Smith's Gazetteer of 1846*, p. 17.

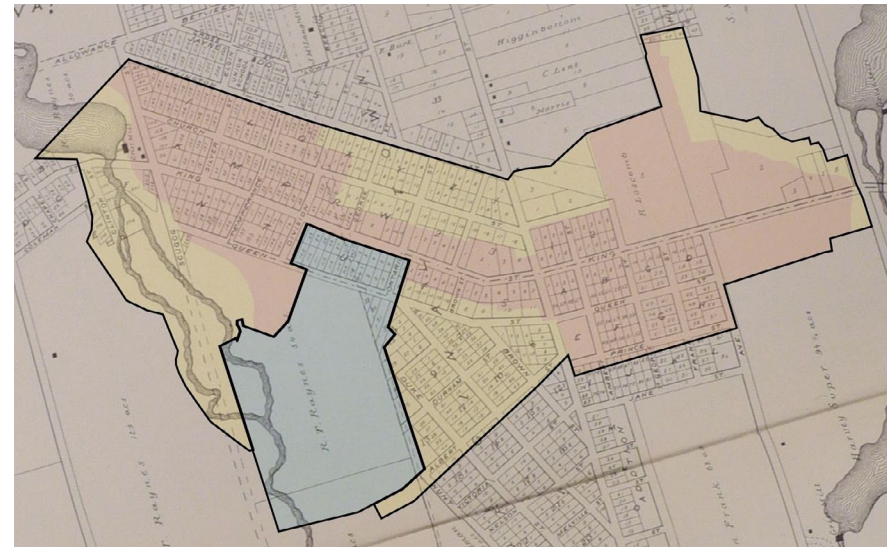


Figure 21. 1878 map of Bowmanville with Project Area Overlay

- numbered 1-32 on Lot 11)
4. North of King Street between Brown Street and Regional Road 57 (26 blocks, lettered A-Z on northern parts of Lots 12 and 13)

These areas, have a high degree of consistency in the block sizes, square block shape and subdivision into 1/4-acre lots. The blocks in areas 3 and 4 above, are generally arranged perpendicular to King Street with the exception being those blocks south of Queen Street which are laid out on an angle (see Figure 21). Although property owners were subdividing their lands, many still maintained substantial portions, such as Harvey Soper (Lots 9 and 12), John Frank (Lot 10) and R. T. Raynes (Lots 12 and 13).

Built Form

By 1878, the Durham County Atlas was reporting that Bowmanville contained numerous well-built churches, “also, good school buildings and substantial brick stores.”³ Within the Project Area, significant churches include St. John’s Anglican Church (11 Temperance Street, built 1856), the oldest church in Bowmanville and constructed on land donated by Charles Bowman.

Significant residential properties include Waverley Place, The Bowmanville Museum (37 Silver Street, built 1847, second storey added 1861, verandah

³*Northumberland and Durham County Atlas* (H. Beldon and Co., 1878).

added 1901); Waltham Cottage (49 Division Street, built c1857); Prower House (86 Wellington Street, built 1858; additions and modifications c1880); Octagon House (48 Division Street, built 1864) and the residence at 30 Silver Street (built c1870 with later modifications). Significant commercial buildings include the McClung Block (11-15 King Street West, built 1869) and the Bleakley Block (2-21 King Street East, built 1870). The grist mill at Scugog and King streets is another significant property from this period.

Industry and Manufacturing 1880s - 1920s

During this period, Bowmanville became the location of two significant companies - the Dominion Organ and Piano Co, established in 1870 and the Durham Rubber Co. Lot, established in 1898. By the turn of the century, the Dominion Organ and Piano Co. was employing between 150 and 200 men, most of whom lived and spent their money in town. The Durham Rubber Co. Ltd. was also a significant employer with over 100 men on its payroll by 1905. Bowmanville continued to have a number of smaller industries such as a brick yard, marble works, evaporator works, lumber company, barley mill, flour and planing mills.

By 1916, Bowmanville's population was 3,500. In addition to steamboat connections on Lake Ontario, the town was serviced by the Grand Trunk Railway (GTR) and the Canadian Pacific Railway (CPR). The CPR Freight Shed was located on the south side of Wellington Street, just east of Concession. It is still evident today. Industry and manufacturing continued to develop into the 1920s with the Canadian Slicer Corporation and Durham Textiles Fine Hosiery located within the Study Area. The foundry on Scugog Street and the Canadian Canneries Company at Hunt and Nelson streets were located just outside the Study Area.

Streets and Blocks

Generally, the street and block patterns established in the late 1870s were still evident in the 1920s (see Figure 22). However the properties east and west of Liberty Street begin to develop differently. The area east of Liberty Street, is typified by larger properties and more open, green space. For instance, the residential properties on the north side of King Street are well-spaced and appear to be associated with the agricultural lands to their north. The hospital has established itself on property south of Queen Street and is adjacent to a substantial wood lot. To the east of the hospital are the Bowmanville

Fairgrounds, an expansive property containing a track, grandstand and two storey building.

West of Liberty Street, the blocks are characterized by small, regular property lots shown on the 1878 map. This area also contains the Market Square at Temperance and King as well as a Bowling Green at the foot of Temperance.

Built Form

King Street remained the main commercial street with stores lining both sides of the street. The south side, however contained a greater number and between Scugog and Temperance streets the two and three storey commercial building create an almost continuous streetwall. Many of these had outbuildings located at the rear (south) as the property lots ran all the way through to Queen Street. These include the Prower Block (47-53 King Street West, built c1880) and the Buckler Block (39-43 King Street West, built c1880). Other important buildings on King Street are the Balmoral Hotel (54 King Street East, built 1891) and the Wellington Block (3-7 King Street East, built 1894).

The blocks around King and Temperance streets, contained a dense mix of residential and industrial/manufacturing buildings, with these uses often existing side by side (see Figure 23).

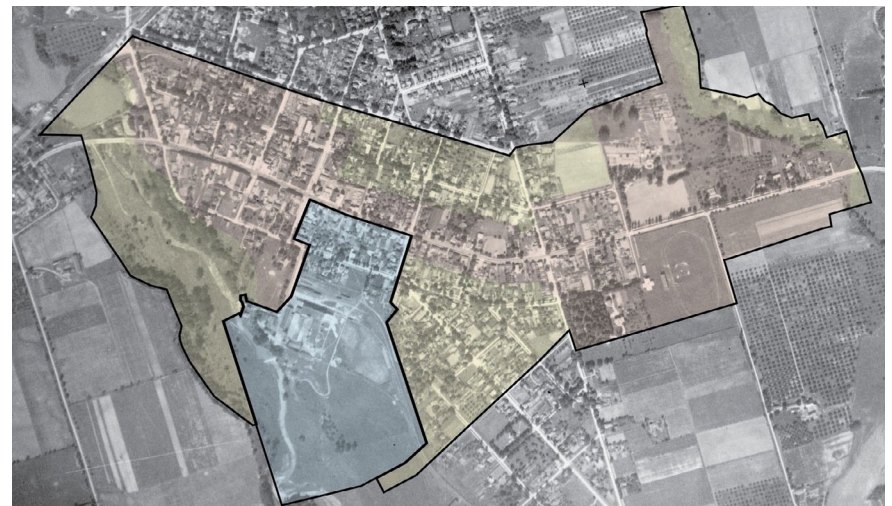


Figure 22. 1927 aerial photograph of Bowmanville with Project Area Overlay

For instance, the block containing the Dominion Organ and Piano Co (Wellington, Division, Church and Temperance) is dominated by the brick manufacturing building, large drive shed and substantial areas dedicated to lumber storage. The block also contains two churches, the Octagon House as well as the Durham Textile Spinning Room (northwest corner of Church and Division). Durham Textiles Fine Hosiery had its main plant across the street at the southwest corner of Church and Division streets, occupying a large frontage along Division Street.

Similarly, the block bounded by Wellington, Silver, Church, and Temperance streets contained several building types and forms. The stately two-storey Waverley Place occupied the northern portion with its generous grounds, while

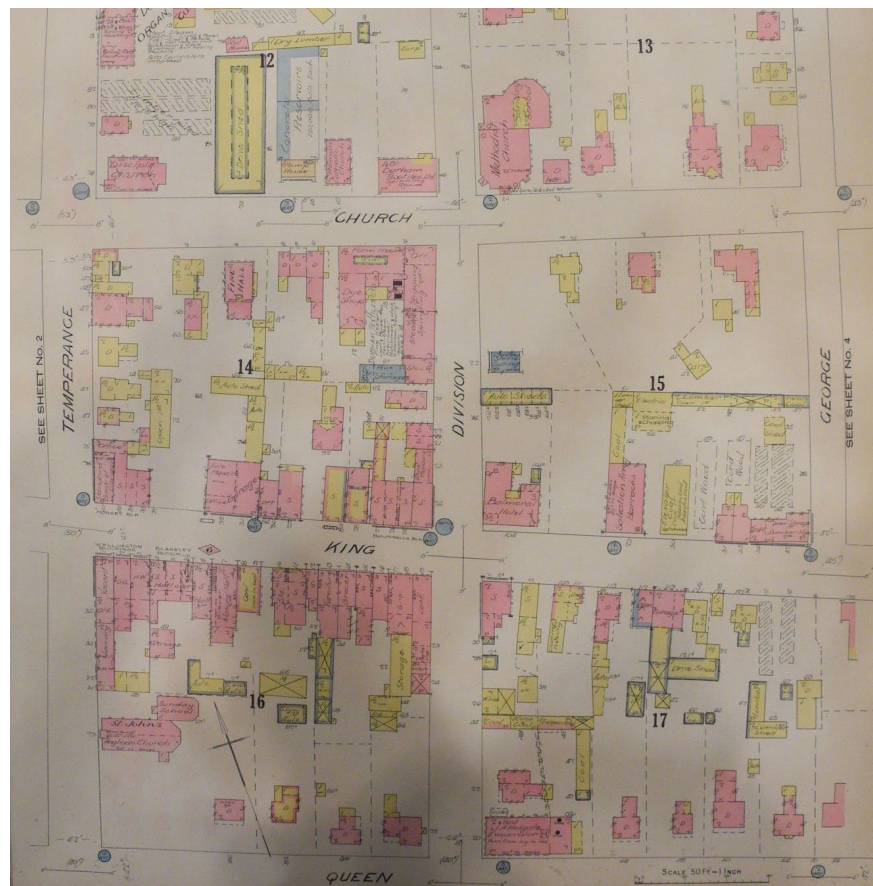


Figure 23. 1924 Fire Insurance Plan showing blocks between Temperance, Wellington Queen and George.

the southern portion contained the Canadian Slicer Corporation building at 48 Church Street (extant as Mission Thrift Store) and several two-and-half storey wood houses.

East of Division Street, however, the built form becomes more sporadic and porous comprised primarily of residential properties. These are an even mix of brick and wood construction and primarily single, detached houses rather than duplexes or row houses.

Notable properties constructed during this time are: Trinity United Church (116 Church Street, built 1890), Municipal Building (40 Temperance Street, built 1904) and the Royal Theatre (32-26 King Street West, built 1914). The other notable property within the Project Area was the Goodyear factory, located south of Queen Street and adjacent to Bowmanville Creek. It was built on previously undeveloped lands owned by R. T. Raynes. By 1905, the factory contained “milling, carriage, tire and billard band, bicycle tire, moulded goods, sundries, belting, hose, perforated and cuspidore mats”⁴. In 1909, Goodyear of Akron, Ohio entered into negotiations with Durham Rubber Co. to take over their work at the Bowmanville factory. Goodyear erected a building adjoining the Durham plant and manufactured nothing but automobile tires and tubes. In 1910 Durham was taken over by Goodyear. The Goodyear site was largely self-contained, serviced by a Canadian National Railway (formerly GTR) spur line⁵.

Inter and Post War Years 1930s - 1960s

In the early 1930s, Bowmanville’s population was 4100 and grew to 7500 by 1962. Manufacturing and commerce dominated the employment field with just over 2400 employees working in Bowmanville - 878 in manufacturing and 1567 commerce and professional services. Interestingly, 400 residents were reported as travelling outside Bowmanville for employment and an equal 400 people travelling to Bowmanville for work⁶. Until the 1950s, Highway 2 was still the principal east-west route in southern Ontario, but increasing traffic congestion especially in small towns necessitated a larger highway. Planning for Highway 401 began in the 1940s and completed through Bowmanville in the 1950s. By the 1960s, daily traffic counts were 11,500 on Highway 401 and 5000 on Highway 2 between Scugog and Liberty⁷.

⁴ Canadian Statesman, 1905, n.p.

⁵ The evolution of the Goodyear property has been well researched and described. See AECOM, *Heritage Impact Assessment, 45 Raynes Avenue, Bowmanville* (May 15, 2018).

⁶ Clarington Museum and Archives, *Bowmanville* (unpublished manuscript), 1961, pp. 2 & 6.

Streets and Blocks

East of Liberty Street, the hospital has expanded west to the area of the woodlot. The hospital now occupies a significant frontage on Liberty Street. A portion of the former Bowmanville Fairground has been redeveloped into a shopping centre, although the two storey wood structure remains. On the north side of King Street, the residential properties remain at the east end of the Project Area, but a new public school has been constructed (see Figure 24).

West of Liberty Street, a new arena was constructed in 1948 on the south side of Queen Street at the foot of Temperance Street on property purchased by the Rotary Club in 1931. This time period sees the continued expansion of the Goodyear site with the new, million dollar reclamation plant completed in 1964 to the east of the main factory.

Built Form

East of Liberty Street, the new buildings are typically larger commercial or industrial buildings that employ the modernist style of the mid-century. Typically they are one-storey or two storeys with square or rectangular forms and flat roofs.

West of Liberty Street, the built form appears relatively unchanged within the

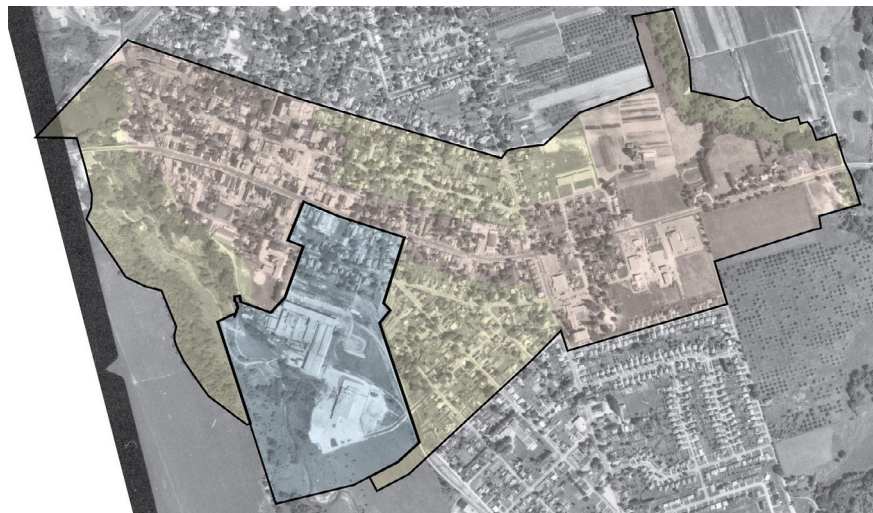


Figure 24. 1964 aerial photograph of Bowmanville with Project Area overlay

⁷ Bowmanville, 1961, p. 14.

Study Area. The Durham Textiles Fine Hosiery plant at the southwest corner of Church and Division has been demolished and replaced with a surface parking lot.

1970s - 1990s

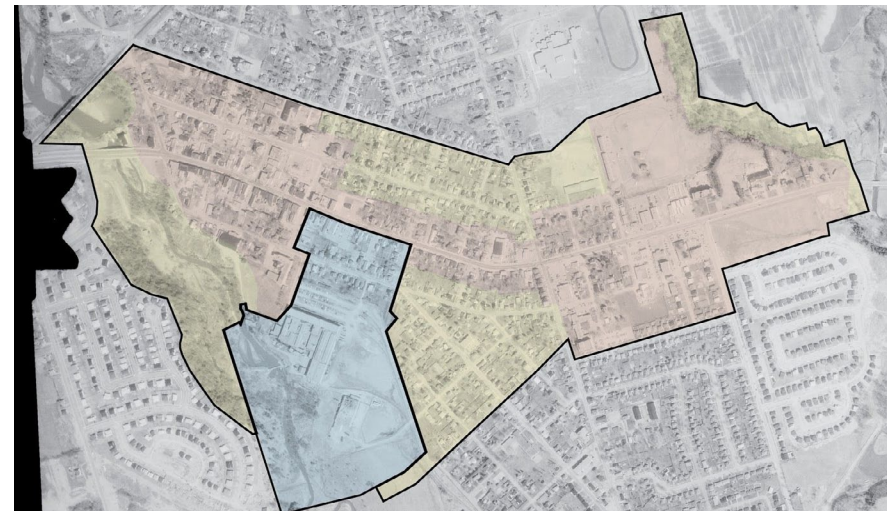


Figure 25. 1974 Aerial photograph of Bowmanville with Project Area overlay

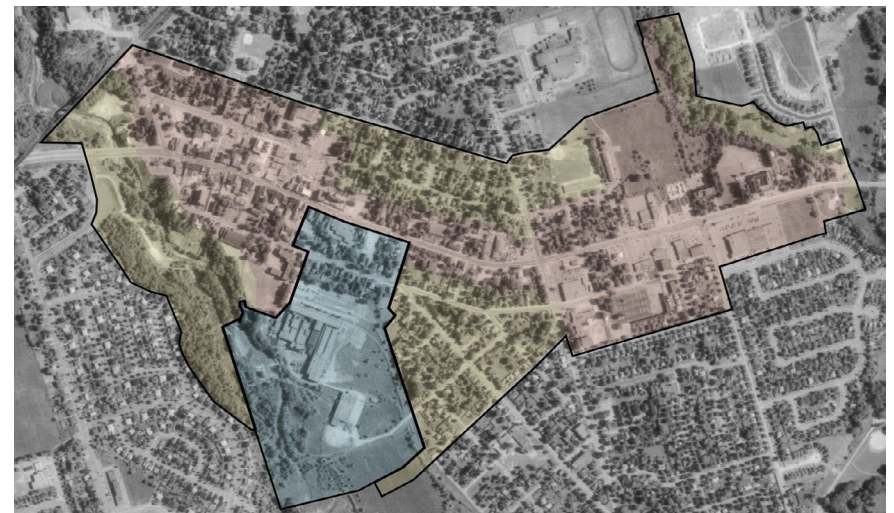


Figure 26. 1988 aerial photograph of Bowmanville with Project Area overlay

Streets and Blocks

The blocks east of Liberty Street continue to be developed, particularly north of King Street and there is continued residential subdivision east of the hospital. The hospital itself continued to expand east, taking over remaining portions of the fairgrounds for surface parking. Shopping centres continued to develop on the south side of King Street. West of Liberty Street, the well-established streets and block are unchanged within the Project Area (see Figures 25 and 26).

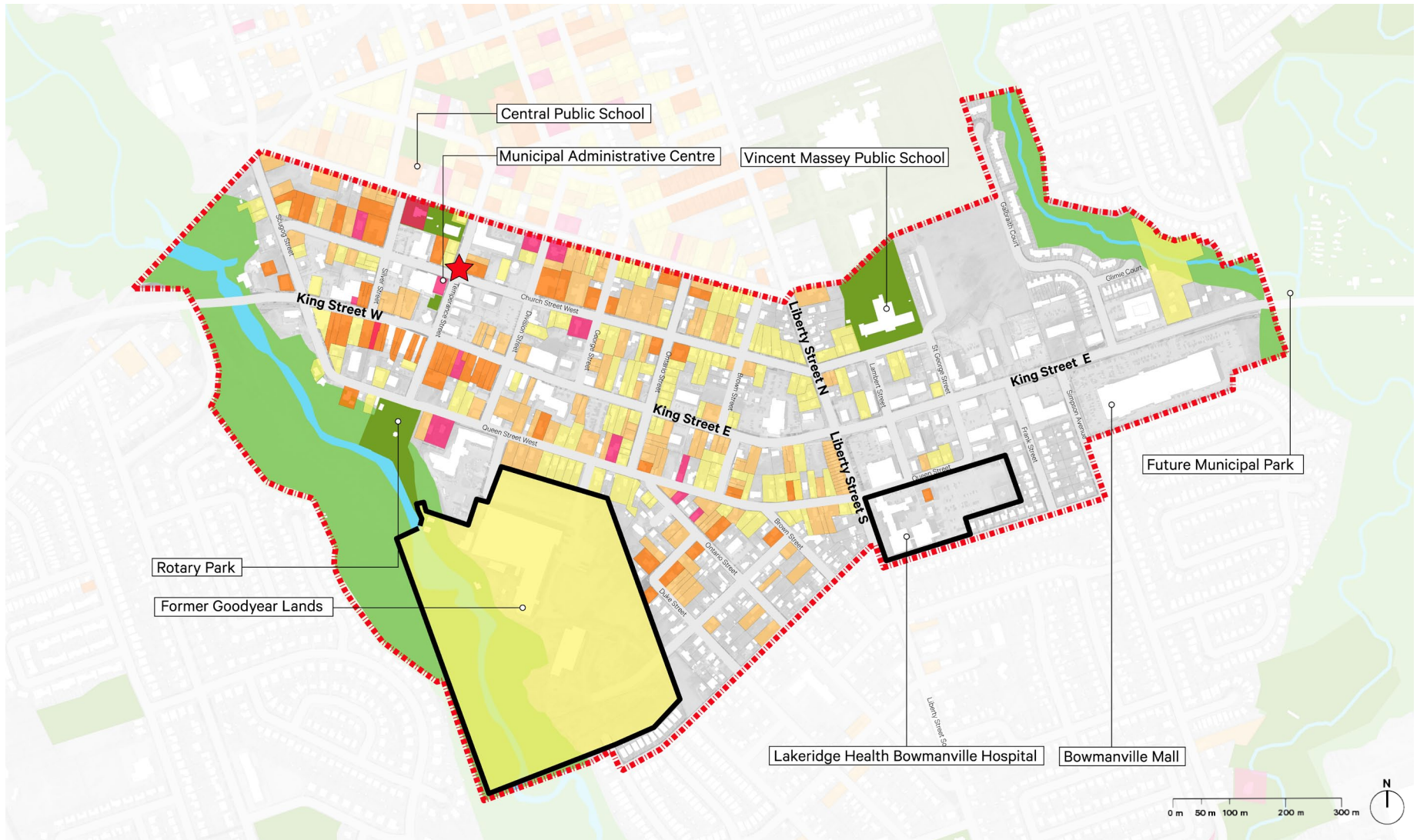
Built Form

East of Liberty Street, the last major agricultural property north of King Street was developed with single family townhomes.

West of Liberty Street, this period saw demolitions of some historic properties including the Fire Hall on the south side of Church Street in the 1970s, the Bowmanville Memorial Arena in 1988 and the Dominion Organ and Piano factory in 1990. New construction included the Clarington Museum in the 1970s on Temperance Street and the Town Hall which opened in 1975 on the north side of Church Street. Both these buildings employed modernist styles current at the time.

This pattern of historical development has resulted in a rich stock of heritage properties within the Project Area (see Figure 27). These include properties that are designated under the Ontario Heritage Act, and those with primary, secondary and merit considerations. Heritage designation is Municipality of Clarington Council's formal recognition of the heritage value of a property and its significance to the community. Designation helps to ensure the conservation of these important places for the enjoyment of present and future generations.

Primary Heritage properties are those that were the best examples of a particular style of architecture. Secondary Heritage Properties are those that were constructed with a vernacular interpretation of a particular style of architecture. Heritage Merit Buildings buildings are those that retain the majority of their original architectural features but are not the best or second best example of that architectural style in Clarington.



- Environmental Protection Area
- Public Park
- Water Feature
- Designated Property
- Primary Property
- Secondary Property
- Merit Property
- Project Boundary
- Key Project Area Boundary
- Future Potential Downtown Civic Precinct

Figure 27. Heritage Properties within the Project Boundary

3.8 Development Activity

A high level review of development activity dating back to the year 2003 was conducted within the boundaries of the current Secondary Plan. The purpose of this assessment was to provide an understanding of the extent to which the Secondary Plan's goals and policies (e.g. accommodate intensification, promote a mix of uses) were reflected through proposed development applications.

The analysis is summarized below according to application type (with multiple applications for the same property summarized in the "parent" application, e.g. an Official Plan Amendment and Zoning By-Law Amendment application for the same property is included in the analysis of Official Plan Amendment applications). Generally, Official Plan Amendments and Zoning By-Law Amendments were sought where there were site specific needs that could not be anticipated at the time that the current Secondary Plan was created.

Official Plan Amendment Applications

The Official Plan Amendment (OPA) applications generally advanced the goals and policies of the Secondary Plan, providing for an increased mix of uses and / or intensification. Two of the applications sought to permit the creation and expansion of medical / professional office uses and another sought to permit high density residential uses on a shuttered school site. These proposed uses were in keeping with the broader distribution of uses within the current Secondary Plan.

Zoning By-Law Amendment Applications

The Zoning By-Law Amendment (ZBLA) applications also generally advanced or did not conflict with the goals and policies of the Secondary Plan. Some of these applications provided for a greater mix of uses through the provision of professional offices or retail uses in residential buildings. Others were relatively technical in nature, recognizing existing uses or removing holding symbols allowing development to proceed.

Site Plan Approval Applications

The Site Plan Approval (SPA) applications (that were not associated with an OPA or ZBLA) were generally minor in nature and related to the expansion or improvement of existing uses. As such, these SPA applications did not conflict

with the goals and policies of the Secondary Plan. An SPA has recently been filed for a 6 storey residential building at 280 King Street East (see Figure 27), providing for residential intensification at a height that is in keeping with the policies of the current Secondary Plan.



Figure 27. Proposed Development at 280 King Street East

3.9 Baseline Population, Residential Units and Commercial Gross Floor Area

An analysis of existing and potential population, residential units, jobs and commercial gross floor area (GFA) was undertaken to establish long term projections. These long term projections will help inform the redevelopment concept to be prepared and refined in Phase 2 of this project (see section 2.3). Two areas of analysis were identified:

- the current Bowmanville East Town Centre Secondary Plan Area; and,
- an extension of that current Secondary Plan Area to include Special Study Area 3, which is inclusive of the Goodyear Lands.

It is important to emphasize that the long term projections represent the full build out which may only be completely achieved beyond 2041. The potential for growth to 2031 and 2041 will be explored further in Phase 2 through the preparation of the Redevelopment Concept, which will take into account these long term, full build out projections.

The existing population, residential units, jobs and commercial GFA were assessed in order to establish the quantum of growth achievable under the two long term projections. The analysis of these existing conditions used two sources of data:

- Residential population and residential unit counts were taken from the Statistics Canada Census 2016 at the Dissemination Block level; and,
- Job counts and commercial GFA were taken from the Durham Region Business Count 2017.

The Business Count data was further modified to sum the GFA of commercial business and exclude other places of employment (e.g. institutional uses). The current residential density expressed in units per hectare was calculated by netting out the Environmental Protection Areas within the two areas of analysis.

Table 1 summarizes the existing population, residential units, jobs, commercial gross floor area and residential density.

Existing Population, Residential Units, Jobs and Commercial GFA		
	Secondary Plan Area	Secondary Plan Area + Special Study Area 3
Residential Population (2016)	1,719	1,781
Residential Units (2016)	807	809
Jobs (2017)	3,117	3,117
Commercial GFA (sqm) (2017)	49,950	49,950
Current Residential Density (Units / ha)	14	11

Table 1. Existing Population, Residential Units, Jobs and Commercial GFA

The Municipality of Clarington Official Plan (MCOP) includes residential unit targets by neighbourhood out to 2031 (MCOP Appendix B). The unit target for Bowmanville East (i.e. the Secondary Plan Area) is 1,225 new residential units. Building on the current number of residential units, that target would result in a total of 1,995 residential units and a residential population of 3,406 people within Bowmanville East.

Notwithstanding the above unit target, to understand the full build out potential beyond 2031, three long term projections were developed. The first projection assumed the full build out of the two areas of analysis to the maximum permitted densities contained within the current Secondary Plan. The maximum permitted FSI of 1.5 was applied to all land use designations with the exception of the Low Density, Medium Density, and High Density Residential land use designations where maximum densities of 30, 60 and 70 units per hectare were applied, respectively. This projection has been termed the Secondary Plan Density Target Full Build Out and is summarized in Table 2. The total future amount is listed first, with the quantum of growth from existing conditions listed in parentheses.

Projection 1: Secondary Plan Density Target Full Build Out		
	Secondary Plan Area	Secondary Plan Area + Special Study Area 3
Residential Population	6,821 (5,102)	8,152 (6,439)
Residential Units	4,372 (3,565)	5,185 (4,376)
Jobs	3,512 (395)	3,578 (461)
Commercial GFA (sqm)	67,415 (17,465)	70,393 (20,442)

Table 2. Secondary Plan Density Target Full Build Out

The second projection assumed the full build out of the two areas of analysis to the long term minimum gross density target and FSI for Regional Centres identified in the Durham Regional Official Plan (ROP) and reflected further reflected in the MCOP. These density targets are 75 units per gross hectare within the Regional Centre (net of Environmental Protection Areas) and 2.5 FSI (see section 4.3 for more detail). This projection has been termed the Regional Centre Density Target Full Build Out and the total future population, residential units, jobs, and commercial GFA is summarized in Table 3 below. The total future amount is listed first with the quantum of growth from existing conditions listed in parentheses.

Projection 2: Regional Centre Density Target Full Build Out		
	Secondary Plan Area	Secondary Plan Area + Special Study Area 3
Residential Population	7,040 (5,321)	9,017 (7,237)
Residential Units	4,434 (3,627)	5,521 (4,712)
Jobs	6,949 (3,832)	7,943 (4,826)
Commercial GFA (sqm)	133,386 (83,436)	152,460 (102,510)

Table 3. Regional Centre Density Target Full Build Out

A third partial projection is provided for by the Urban Centres Minimum Net Density target included in the MCOP of 120 units per hectare. This target was applied to all lands that permit residential uses within the Secondary Plan Area and the Secondary Plan Area plus Special Study Area 3 (net of existing and planned roads). This projection has been termed the Urban Centre Residential Density Target Full Build Out and the total future population and residential units are summarized in Table 4 below.

Projection 3: Urban Centre Residential Density Target Full Build Out		
	Secondary Plan Area	Secondary Plan Area + Special Study Area 3
Residential Population	8,433 (7,000)	11,395 (9,915)
Residential Units	5,312 (4,542)	6,977 (6,182)

Table 4. Urban Centre Residential Density Target Full Build Out

What the above analysis demonstrates is that there is significant growth capacity within Bowmanville East within the current land use and density permissions and targets within the current Secondary Plan, the MCOP and the ROP. Each of these full build out projections significantly exceed the unit targets to 2031 contained within the MCOP.

However, significant growth will be needed within Bowmanville East in the coming years to meet Provincial and Regional growth projections. Planning for that growth now will position Clarington to appropriately direct that growth and balance it with improved public amenities. The MCOP unit targets and the three projections will be used as a guide in Phase 2 in the preparation of the Redevelopment Concept for the Project Area. This Redevelopment Concept will demonstrate how context-sensitive growth that fits within the Provincial, Regional and local planning framework can be accommodated.

4. Policy and Zoning Evaluation

Land use planning in Ontario is governed by a province-led legislative and policy framework that sets broad goals and objectives which are in turn implemented through regional and local Official Plans, Secondary Plans and Zoning By-Laws. These statutory documents are supported by non-statutory documents such as urban design guidelines, which establish best practices and further articulate the means by which policy goals and objectives can be successfully implemented. Taken together, these statutory and non-statutory documents serve as the framework within which appropriate growth and change will occur.

4.1 Provincial Policy Statement, 2014

The Provincial Policy Statement (PPS) lays out the Province's overarching direction on matters related to land use planning and development. It includes policies which emphasize the importance of building strong communities through efficient development and land use patterns, an appropriate mix and range of employment and housing opportunities, and the promotion of healthy and active lifestyle choices through the provision of interconnected networks of recreational facilities, parks, trails and open spaces.

It also speaks to the importance of both hard and soft infrastructure, including the integration of transportation and land use planning, minimizing the length and number of vehicle trips, protecting for goods movement, and strategically locating public service facilities.

The policies of the PPS regarding integrated land use and transportation planning highlight the importance of promoting active transportation between residential, employment and institutional uses, and planning public streets to ensure they are safe, meet the needs of pedestrians, foster social interaction and facilitate a sense of community cohesion.

The PPS also speaks to the need for accommodating growth in a more compact form and ensuring the realization of this compact form through the establishment of appropriate development standards. Lastly, the PPS encourages a sense of place through the promotion of well-designed built form as a means of promoting long-term economic prosperity.

4.2 Growth Plan for the Greater Golden Horseshoe, 2017

The Provincial Government also sets the framework for land use planning within the Greater Golden Horseshoe region through the Growth Plan for the Greater Golden Horseshoe (the Growth Plan). The Growth Plan establishes a vision and supporting policies for managing growth within the region to 2041. By emphasizing the accommodation of significant amounts of new growth through the intensification of lands within already built-up areas, particularly within strategic growth areas, and planning for complete communities. This means that as Bowmanville East grows until 2041, it must be planned as a complete community while intensifying the lands within the already built-up project area.

The Growth Plan was updated in 2017 with a new intensification target that mandated that by the year 2031 a minimum of 60% of all residential development occurring within all upper or single tier municipalities, such as Durham Region, will be accommodated within the delineated built up areas. In order to achieve this intensification target, the Growth Plan mandates that all municipalities will develop a strategy to encourage intensification that will:

- Identify the appropriate types and scale of development and transition of built form to adjacent areas;
- Identify strategic growth areas and recognize them as a key focus for development; and,
- Ensure that lands are zoned and development is designed in a manner that supports the achievement of complete communities

The Provincial Government has issued a recent proposal to amend the Growth Plan. Amongst the proposed amendments is a reduction in the intensification target for Durham Region. Under this proposed amendment, by the year 2031, a minimum of 50% of all residential development will be accommodated within the delineated built up area. The policies with regard to achieving this intensification target, including appropriate types and scales of development, the identification of strategic growth areas, and the achievement of complete communities, would continue to apply.

The Growth Plan defines strategic growth areas as nodes, corridors and other areas that have been specifically identified, by municipalities or the Province, to be the focus for accommodating intensification, higher-density mixed uses and compact development. Typically Strategic Growth Areas include Urban Growth Centres or brownfield redevelopment sites, however lands adjacent to major roads, arterials and corridors may also be designated Strategic Growth Areas. Under this definition, the Bowmanville East Urban Centre would be defined as a Strategic Growth Area, given its designation as a Regional Centre and Regional Corridor in the Durham Regional Official Plan (see section 4.3), and its designation as an Urban Centre in the Municipality of Clarington Official Plan (see section 4.4).

The Growth Plan defines complete communities as communities that are designed to support healthy and active living and meet people's needs for daily living. The achievement of complete communities is the first guiding principle listed in the Growth Plan. Towards the realization of this principle, the Growth Plan states that complete communities are to feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services and public service facilities. They are also to be planned to provide for a diverse range and mix of housing options for people from all walks of life. Complete communities should feature convenient access to a range of transportation options that better connect people to publicly-accessible open spaces, parks, trails and other recreational facilities. Complete communities are to be planned so that they improve social equity and overall quality of life, including human health. They should also be planned to mitigate and adapt to climate change by promoting integrated green infrastructure and low impact development practices. Lastly, development within complete communities should be of a high quality, compact built form with an attractive and vibrant public realm, to be secured through site and urban design standards.

As a Strategic Growth Area that will be the focus of intensification within the Municipality of Clarington, the Bowmanville East Urban Centre should be planned to be a complete community.

4.3 Durham Region Official Plan, 2017 Consolidation

The Durham Regional Official Plan (ROP) guides growth and change within the Region to 2031. The Region is about to commence a Municipal Comprehensive Review that will update the ROP to bring it into conformity with the Growth Plan, 2017, and guide growth and change within the Region to a horizon year of 2041.

The Bowmanville East Urban Centre Secondary Plan Updated Project Area falls within the Urban Area identified within the ROP. Density within the Urban Area is to generally increase over time and will achieve a more compact urban form and mix of uses. All communities within the Region are to be healthy and complete sustainable places where peoples' needs for daily living are met: convenient access to an appropriate mix of jobs, local services, a full range of housing (including affordable housing), schools, recreation, open space, community infrastructure and alternative transportation options through transit supportive development. These healthy and complete, sustainable communities will also feature an appropriate ratio of population to jobs. They will integrate social, economic and environmental considerations, and will be safe, vibrant, healthy and prosperous places where people can live, work and play for generations to come.

In addition to these overall goals for the Urban Area that the Project Area falls within, the ROP also identifies a Regional Centre conceptually centred on King Street, between Scugog Street and Liberty Street, and a Regional Corridor centred on King Street, between Liberty Street and Mearns Avenue. Regional Centres and Regional Corridors are both types of intensification areas in the ROP. **Regional Centres** are areas that are to be developed as concentrations of urban activity, providing a fully integrated range of retail, commercial, office, residential, institutional, recreational, cultural, and entertainment uses. Regional Centres are intended to serve as symbolic and functional focal points, and locations of importance for residents which contribute to the expression of a municipality's identity and sense of place. Regional Centres should be planned to accommodate an overall density target of at least 75 residential units per gross hectare and a minimum floor space index (FSI) of 2.5. Built form should be respond to local conditions, however it is typically expected that Regional Centres be comprised of an appropriate mix of high and mid-rise development.

Regional Corridors are to be planned and developed as higher density mixed-use areas that support transit services and pedestrian oriented development.

They are also to provide efficient transportation links to Regional Centres. Regional Corridors should be planned to support an overall density target of at least 60 residential units per gross hectare and a minimum FSI of 2.5. Furthermore, the built form along Regional Corridors should be generally midrise in height, with some higher buildings as detailed in local municipal official plans.

In both Regional Centres and Regional Corridors, buildings are to be oriented towards the street and access points to the major streets are to be consolidated. Historical main streets are to be maintained and enhanced through the integration of new forms of development within existing development and cultural heritage resources are to be preserved and enhanced.

In terms of the relationship between land use and transportation, within the Project Area the ROP identifies King Street from Scugog Street to Liberty Street as a High-Frequency Transit Network road, and King Street from Liberty Street to Mearns Avenue as an Other Transit Connection. The High Frequency Transit Network designation consists of buses in planned High Occupancy Vehicle (HOV) lanes, or buses in mixed traffic, with transit signal priority at major intersections and other measures to ensure fast and reliable transit service. The intention is that planned HOV lanes may eventually be converted to dedicated bus lanes. The Other Transit Connection designation is meant to facilitate longer distance trips, and to provide links to Transportation Hubs and Commuter Stations from smaller urban and rural area. The intersection of King Street West and Regional Road 57, to the west of the Project Area, is identified as a future Transportation Hub, consistent with the future GO rail station planned within the Bowmanville West Urban Centre.

Lastly, the ROP identifies Major Open Space Areas, Natural Heritage Systems and Hydrological Features associated with the Bowmanville and Soper Creeks that bound the west and east ends of the Project Area. ROP policies stipulate that these natural areas are to be maintained not just for the recreational benefits they offer to residents, but also because of the significant ecological functions they perform. Accordingly, Major Open Space Areas are primarily intended for conservation, although recreational uses that are sensitive to and do not compromise the function of natural heritage and hydrological features may also be permitted.

4.4 Clarington Official Plan, 2018 Consolidation

The Municipality of Clarington Official Plan (MCOP) guides growth and change within the Municipality of Clarington to the year 2031. As a local municipality within Durham Region, the MCOP must conform to the Durham ROP. The MCOP was updated in 2017, fourteen years after the most recent comprehensive review of the current Bowmanville East Secondary Plan, which occurred in 2003. As a result, one of the main purposes of this Project is to update the Bowmanville East Secondary Plan to conform to the updated MCOP.

Within the urban structure of the Municipality of Clarington, the core Project Area is identified as an Urban Centre (see Figure 29). Urban Centres are to be developed as the main concentrations of activity in each community, providing an array of retail and personal service, office, residential, cultural, community, recreational and institutional uses. They are to function as the focal point of culture, art, entertainment and civic gathering, be places of symbolic and physical interest for residents, and foster a sense of local identity. The Project Area also includes lands identified as Urban Residential. The predominant land use in Urban Residential Areas is housing, although some small-scale retail, service, and community uses are permitted.

Beyond this functional role in the Urban Structure, Urban Centres are further identified as a Priority Intensification Areas that are to be the primary locations to accommodate growth and the greatest mix of uses, heights and densities. Furthermore, these areas are to be planned to be transit-supportive and with a compact urban form. Urban Centres are at the top of the hierarchy of Priority Intensification Areas, and the Bowmanville Urban Centres (East and West) are the predominant Urban Centres within the Municipality. Urban Centres are to be planned to achieve an overall net residential density target of at least 120 residential units per net hectare, in a mix of mid- and high-rise buildings that range from 4 to 12 storeys in height. Notwithstanding these overall targets, Secondary Plans may vary these minimums as long as it is demonstrated that the policies of the MCOP are implemented.

In addition to being at the top of the hierarchy for accommodating intensification within the Municipality, Urban Centres such as Bowmanville East are to become complete communities, have a pedestrian focus, provide

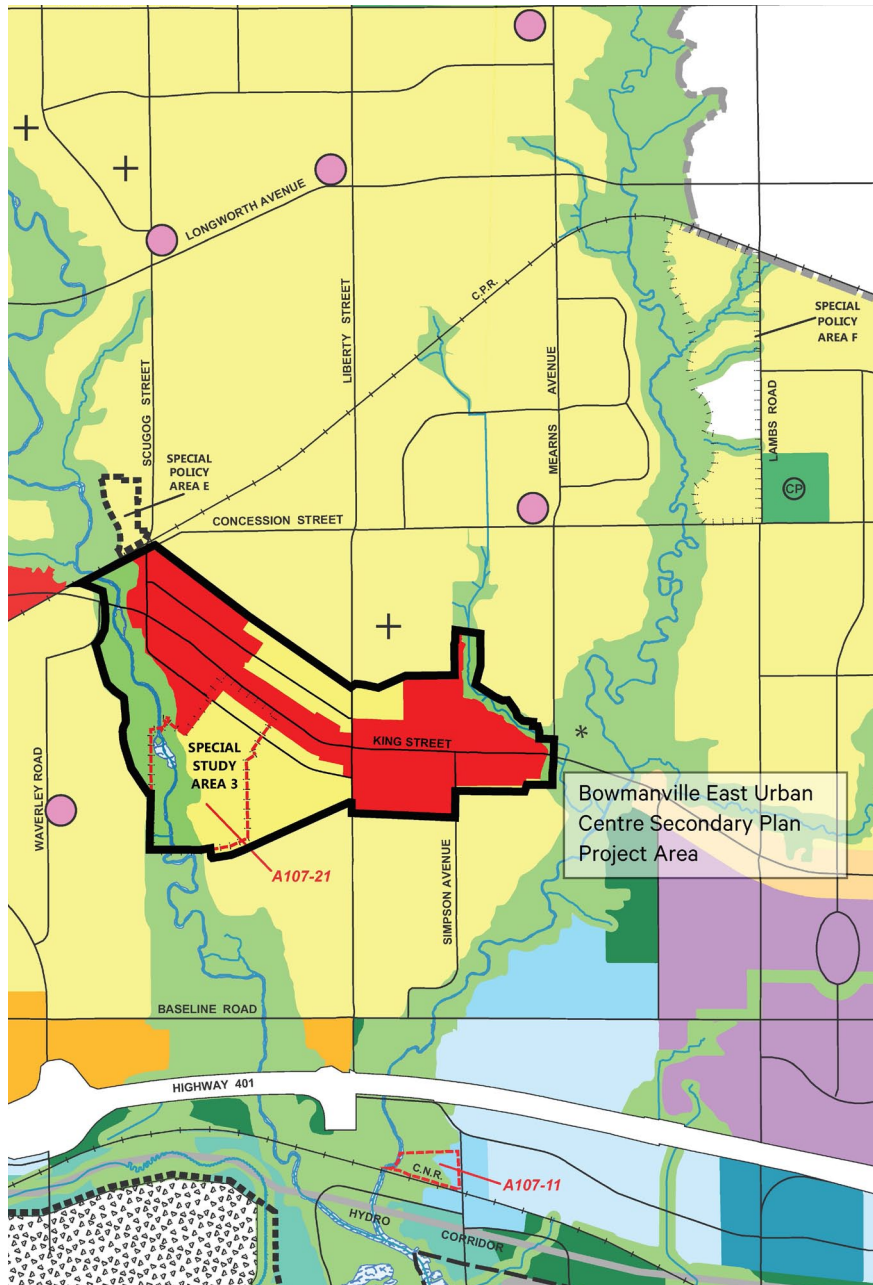


Figure 29. Project Area Within Official Plan Context

a high quality public realm including civic squares, parks and walkways, and be developed with building forms and styles that reflect the character of the community. To facilitate a pedestrian and transit-oriented environment, all buildings within Centres are required to be oriented towards the street frontage. Active transportation within Urban Centres will be aided by the provision of exclusive bicycle parking and storage facilities at primary destinations in the Urban Centres, including major parks and community facilities.

Within a broader mix of uses, Urban Centres are to have a specific focus on commercial uses and activity. Both of the Bowmanville Urban Centres (East and West) are to be the predominant Regional and commercial centres in Clarington. They are to be planned and developed as a centre of regional significance providing the highest level of retail and services uses. The ongoing health and vitality of Urban Centres, in particular historic downtowns such as that contained within Bowmanville East, will be encouraged by phasing major retail growth in accordance with population growth, investment in the restoration and adaptive reuse of historic buildings, and the preparation of community improvement plans (see section 4.6). To ensure an intensified built form, all new commercial development within Urban Centres shall be a minimum height of two storeys. Drive through facilities are not desirable in Urban Centres and will be prohibited in certain areas and appropriately regulated in other areas. Furthermore, service stations will not be permitted at prominent intersections in Urban Centres.

Urban Centres are to also have a specific focus on community and institutional uses and activity. They play a predominant role in the civic and social life of Clarington residents, being the primary focal point of cultural, community, recreational and institutional uses in the Municipality. Uses such as government offices, educational institutions, and hospitals are encouraged to be located in Urban Centres to create an urban focus for institutional activity and facilitate public accessibility.

A portion of the Project Area is identified as Special Study Area 3 – Goodyear Redevelopment Area in the MCOP. This 23 hectare area is located to the south of downtown Bowmanville and is the site of the former Goodyear Tire and Rubber Company plant. These lands are to be planned as a mixed-use residential area taking full advantage of their proximity to downtown Bowmanville and the Bowmanville Creek. Prior to any redevelopment, a comprehensive redevelopment plan is to be prepared and adopted as an

amendment to the Bowmanville East Secondary Plan. This comprehensive redevelopment plan will take into account the following:

- An extension of the existing street grid network to form streets and future development blocks within the site;
- Adaptive reuse of portions of the existing plant buildings;
- Generous physical and visual access to the Bowmanville Creek;
- A mix of residential, commercial and park uses;
- The transition of high and mid-rise residential areas to lower density residential areas to the south and east; and,
- The highest standards of sustainability, potentially including district energy.

In addition to the policies associated with Urban Centres that apply specifically to the Project Area, the updated MCOP also placed an increased emphasis on high quality urban design, affordable housing, and sustainability. In terms of urban design, the MCOP contains policies specific to Urban Centres and Prominent Intersections. To ensure development that is pedestrian-oriented and promotes a walkability, new buildings in Urban Centres are to:

- Be sited near the street line;
- Have main building entrances that are visible and directly accessible from public sidewalks;
- Provide active ground floor uses; and,
- Include features that enhance the pedestrian environment (e.g. awnings, pedestrian scale lighting).

To ensure development is compatible with existing character and built form, new buildings in Urban Centres are to:

- Recognize the historic context of the area;
- Enhance the built environment with attention to massing, articulation, exterior cladding, architectural detail and the use of local materials and styles;
- Provide transitions in scale to areas of lower density;
- Provide for adequate light and privacy for the occupants of adjacent properties; and,
- Minimize adverse shadow and wind impacts on neighboring properties and the public realm.

Further policies associated with urban design are detailed for Prominent Intersections, which in the Project area include the intersections of King Street West and Scugog Street, King Street East / West and Temperance Street, and King Street East and Liberty Street. These policies speak to designing buildings to provide a community focal point through massing and height sufficient to emphasize the significance of the intersection, the use of high quality building materials and building articulation on both street frontages, promoting visual permeability through significant areas of transparent glass, and special architectural elements such as corner design, massing and height.

In terms of affordable housing, the MCOP encourages a minimum of 30% of all new housing in Urban Areas to be affordable. It also emphasizes the retention, upkeep and maintenance of existing housing broadly, the preservation of existing rental housing stock, and the development of new rental units. Affordable housing is particularly encouraged within Urban Centres to reduce travel needs and facilitate alternative modes of transportation (see section 6 for more detail on Affordable Housing).

With regard to sustainability, the MCOP includes policies that state that Clarington will seek to address climate change through the promotion of mixed land uses at higher densities to efficiently utilize existing infrastructure, promote the integration of transit and active transportation into development, and promote employment and housing in Urban Centres to shorten commute times and decrease greenhouse gas emissions. Sustainability will also be achieved through preserving the existing tree canopy and providing for new street trees within the public right-of-way, incorporating sustainable design practices and standards into new development, and encouraging new development to exceed the minimum standards outlined in the Green Development Program. Updates to existing Secondary Plans such as Bowmanville East are to address the criteria for Secondary Plans established through the Green Development Program and move future development towards contributing to net zero communities (see section 8 for more detail on Sustainable Development).

4.5 Bowmanville East Town Centre Secondary Plan, 2014 Consolidation

The existing Secondary Plan for the Bowmanville East Urban Centre (the Bowmanville East Town Centre Secondary Plan, hereinafter referred to as the Bowmanville East Secondary Plan) was adopted in 2003. The Secondary Plan states that Bowmanville East will function as a focal point of activity, interest and identity for residents of Clarington and continue to experience growth and redevelopment. Through this growth and redevelopment, increased densities, heritage preservation and quality urban design will be emphasized.

The Bowmanville East Secondary Plan features two distinct sub-areas: the Historic Downtown which is centred on King Street West / East and runs from Scugog Street to George Street, and the East Business District which is centred on King Street East and runs from George Street to Mearns Avenue. The objectives of the Secondary Plan speak to retaining and strengthening the Downtown as the administrative, cultural and symbolic centre of the Municipality and preserving and enhancing its unique character. The objectives also speak to providing a mix of uses including institutional and community facilities, and employment and residential opportunities, to foster a healthy live / work relationship. The commercial nature of Bowmanville east is to be maintained by encouraging the vitality of the retail and service business which serve a regional market. The pedestrian-oriented and street-related character of the Downtown is to be extended eastwards into the East Business District to Simpson Avenue, and historic structures within the East Business district are to be integrated in to redevelopment. Lastly, the entry points to Bowmanville East are to be recognized through the creation of gateways at the east and west approaches to Bowmanville East.

The Bowmanville East Secondary Plan includes a number of specific land use designations, including:

- Street Related Commercial Area;
- General Commercial Area;
- Mixed Use Area;
- several categories of Residential;
- Parks and Squares;
- Community Facilities and Institutions; and,
- Environmental Protection Areas (see Figure 30).

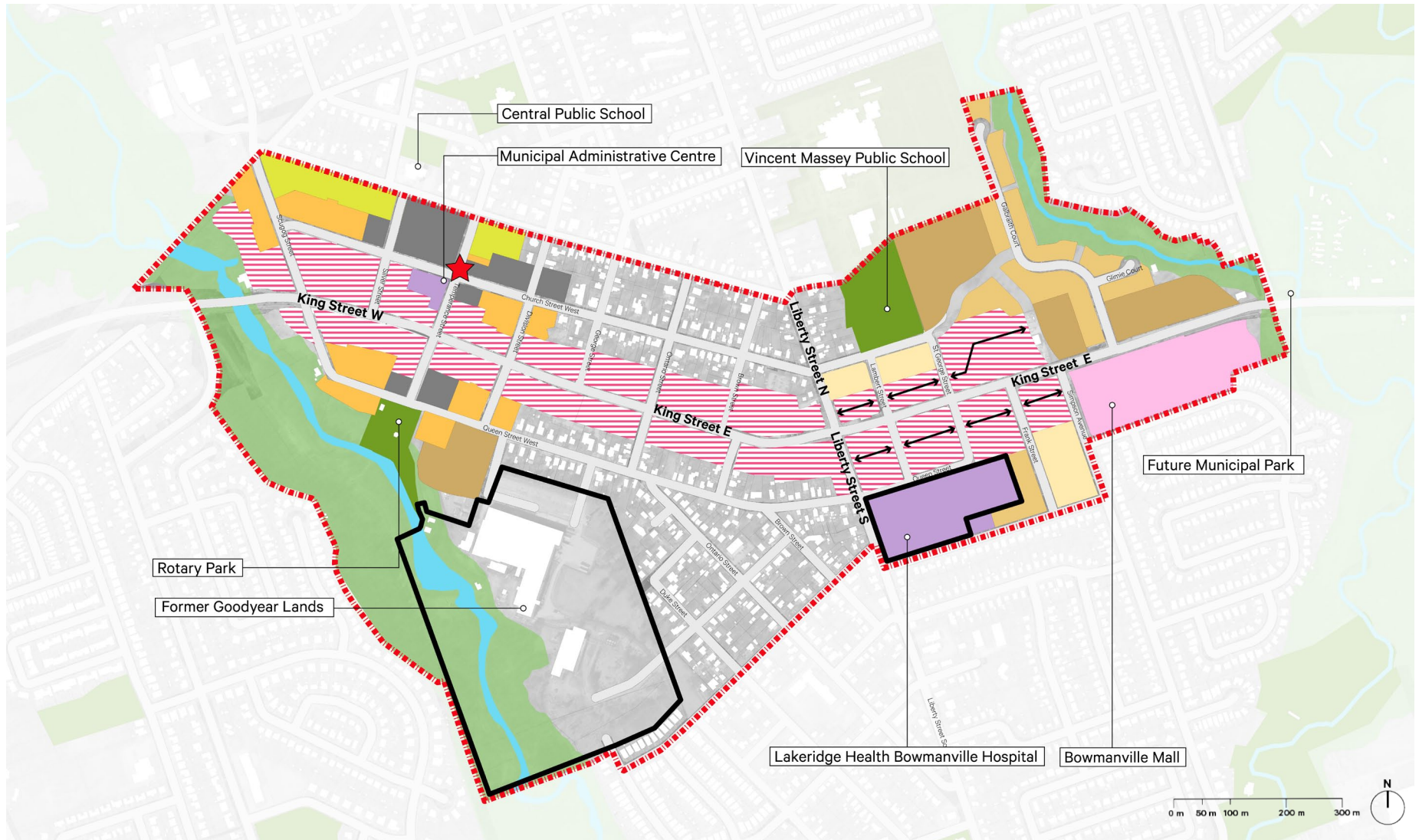
It also includes general land use policies which set an overall retail and service floorspace target of 80,000 square metres (35,000 square metres in the Downtown and 45,000 square metres in the East Business District), a maximum height limit of six storeys, and a maximum FSI of 1.5 for any development within the Secondary Plan area. A minimum height of two storeys applies within the Downtown. Permitted height and FSI are modified in some of the specific land use designations as detailed below.

The most predominant land use designation within the Secondary Plan area is **Street Related Commercial Area**, covering all properties fronting King Street West / East. This designation permits a variety of retail and commercial uses, recreational and cultural facilities, and residential units generally above the ground floor. All redevelopment is to be oriented to the street front.

The **General Commercial Area** applies only to the Bowmanville Mall lands and permits the same uses as the Street Related Commercial Area, with the addition of community facilities. A maximum FSI of 0.4 applies to buildings that contain commercial uses only.

The **Mixed Use Area** designation also allows for a mix of retail, commercial and residential uses, albeit with a more limited range of retail and commercial uses. As these lands currently contain predominantly residential dwellings, policies are included to encourage the retention of the existing residential building façade with additions to the side or rear of the existing building.

The Secondary Plan contains four categories of residential land use. These include a general **Residential** land use designation that permits medium or high density residential uses, special needs housing and community facilities. It also includes **Low Density Residential** Areas where residential, home-based occupations, parks, schools, institutions and community facilities are permitted. The maximum density within these areas is up to 30 units per net residential hectare. The third category of residential use is **Medium Density Residential** Area, which permits more intense forms of residential types including various forms of townhouse and low-rise apartment buildings, in addition to special needs housing and community facilities. The maximum density within these areas is up to 60 units per net residential hectare. The final category of residential use is **High Density Residential** Area, which permits various forms of townhouse and apartment buildings up to six storeys in height.



- Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Street-Related Commercial Area
- General Commercial Area
- Mixed Use Area
- Institution
- Community Facility
- Environmental Protection Area
- District Park
- Internal Laneway
- Water Feature
- Project Boundary
- Key Project Area Boundary
- Future Potential Downtown Civic Precinct

Figure 30. Land Uses in the Project Area as Defined by the Bowmanville East Town Centre Secondary Plan

The maximum density within these areas is between 40 to 100 units per net residential hectare, except where the area abuts the Regional Transit Spine, where the density shall be between 60 to 100 units per net residential hectare.

In addition to the above land use designations, the Bowmanville East Secondary Plan also contains policies within regard to transportation and parking. It identifies a number of extensions to the existing street grid in the East Business District, east of Liberty Street, and opportunities for joint parking, street access and laneways through site redevelopment.

Lastly, the Bowmanville East Secondary Plan contains a set of Urban Design Guidelines for the King Street East Corridor (the area east of Liberty Street and west of Mearns Avenue). These guidelines identify King Street as the primary street within the corridor, and several north-south secondary streets that provide connections to King Street East. Generally, these streetscape guidelines seek to establish a pedestrian-oriented main street environment through minimal building setbacks and large sidewalk zones, and create a green entry into Bowmanville from the east through a double row of trees. In addition, the Urban Design Guidelines contain performance standards for building height (establishing a minimum two storey height for buildings fronting on to King Street East), building orientation and massing (to clearly define the public realm and create a consistent streetwall), and various other built form requirements (minimum proportion of frontage occupied by built form, minimum proportion of windows on primary frontage, and entrance location).

The in-force Bowmanville East Secondary Plan was approved under the previous Municipality of Clarington Official Plan which was recently updated to be in conformity with the 2017 Growth Plan. The new Official Plan prioritizes the intensification of the Urban Centre designation and contemplates higher densities of development. Where the in-force Secondary Plan prescribes a maximum height limit of six storeys, while the new Official Plan contemplates up to 12 storeys. The in-force Secondary Plan does not specify a residential density target over the entirety Secondary Plan area, while the new Official Plan states that the Urban Centre should be planned to achieve a minimum density of 120 units per net hectare. This is greater than the highest residential density contemplated among the land use designations in the existing Secondary Plan.

4.6 Bowmanville Downtown Community Improvement Plan Update, 2017

First adopted in 2005 and most recently amended in 2018, the Bowmanville Downtown Community Improvement Plan (CIP) covers a designated Community Improvement Project area that is generally consistent with that included in the Bowmanville East Secondary Plan, although the CIP notably includes the Goodyear Lands within its boundaries. The Bowmanville Downtown CIP was developed in concert with local landowners and other stakeholders and identifies a vision for the downtown that emphasizes the importance of King Street as Bowmanville's main street and a retail and commercial corridor. The CIP identifies three main areas, including the Historic Downtown in the area encompassed by the Business Improvement Area, the transitional Estate Retail area that runs between George Street and Liberty Street, and a third area that runs from Liberty Street to Mearns Avenue. The first area is consistent with the Downtown area and the second two areas are consistent with the East Business District identified in the Bowmanville East Secondary Plan.

The Bowmanville Downtown CIP identifies a number of immediate and longer term priorities that may be achieved through CIP programs. Immediate priorities include demarcation of the entry points, development charge reductions, civic square enhancements, streetscape enhancements, and guidelines for infill and intensification. Longer term priorities include historical building rehabilitation, providing for downtown parking needs, municipal support in the promotion and development of Bowmanville East, and continued municipal support for infill and intensification through policy, streamlined development application processing, and incentives.

The CIP also identifies a number of potential specific improvements and barriers, including:

- the impacts commercial development in the Bowmanville West Urban Centre;
- the costs of building repairs and upgrading in older structures;
- parking requirements / availability, and,
- providing for a functional civic square that builds off the forecourt of the Municipal Administration Centre.

The CIP includes a number of specific programs to achieve the priorities it identifies. These include programs that offer a direct financial incentive such as development charge reductions for contaminated sites, the intensification of existing housing, and redevelopment within the historic downtown. These direct financial incentives also include a grant program to reconstruct buildings in keeping with the historical context of Bowmanville while also providing for enhanced accessibility. Non-direct financial incentives include municipal design assistance for property owners, facilitating the co-operative redevelopment of private parking areas to the rear of business along King Street, and undertaking improvements on municipal lands.

4.7 Clarington Zoning By-Law 84-63 and the ZONE Clarington Draft Zoning By-Law

The in force Zoning By-law for Clarington dates back to the autumn of 1984. The Municipality is currently undergoing the Zone Clarington review and update to the Zoning By-law. New zoning for the Urban Areas which are inclusive of the Project Area, have not yet been developed through this review and update. One of the outcomes of this Project will be updated zoning for the Bowmanville East Secondary Plan area. The in force zoning is broadly consistent from a permitted use perspective with the land use designations contained within the Bowmanville East Secondary Plan.

The existing zoning consists of mainly C1 – General Commercial zones for most properties fronting King Street, with R1, R2, R3 and R4 – Urban Residential zones comprising the balance of property zoning mostly off of King Street. Outside of these commercial and residential zones, there are lands that are zoned M2-Industrial (the Goodyear Lands), P1 – Major Institutional (the Bowmanville Hospital), and EP – Environmental Protection (the valley lands associated with the Bowmanville Creek and Soper Creek).

The C1 – Commercial zone permits a range of commercial uses, such as supermarkets, bakeries, banks, nurseries, restaurants, long term care homes and retail uses. Dwelling units are also permitted, as long as they are part of a commercial building, either at the rear of a ground floor or on the second floor above. There is one instance of a C7 – Service Station Commercial zone which does not permit any residential uses.

The R1 and R2 – Urban Residential zones generally permit low density residential dwelling units in single detached, semi-detached and duplex

houses (the R2 zone permits only single detached dwellings). These zones are generally found between Wellington and Church Street, from Scugog Street to Liberty Street, and to the south of the Goodyear Lands. The R3 and R4 zones permit more intense residential forms, including various forms of townhouses in the R3 zone and apartment buildings and retirement homes in the R4 zone. These zones are generally found east of Liberty Street and are associated with relatively recent townhouse developments, and on select properties on Queen Street, Wellington Street, Church Street, Ontario Street and King Street East. They are generally associated with existing apartment buildings and retirement homes.

The remaining three zones do not permit residential uses. The EP – Environmental Protection zone generally prohibits development and site alteration except for conservation uses, the M2 – General Industrial zone permits a variety of industrial uses, and the P1 – Major Institutional zone permits hospitals, clinics and long term care facilities.

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5. Public Realm and Active Transportation Analysis

The MCOP states that the public realm is the most highly visible portion of the community and is comprised of public streets, sidewalks, parks and publicly accessible open spaces, trails and paths, public buildings and civic facilities. Public streets are to be designed to reflect their multiple roles and functions, ensuring that they accommodated a variety of transportation functions (walking, cycling, transit, and driving), feature street trees and landscaping to provide protection for pedestrians, reduce the heat island effect and enhance the attractiveness of the street, locate utilities and services below grade to the greatest extent possible, and accommodate street furniture that is appropriate to the character of the area. Additionally, within Urban Centres, streets are to function as a gathering place and should provide pedestrian amenities such as wide planted boulevards, attractive street furniture, and “character of place” street lighting.

Another important component of the public realm identified in the MCOP are Gateways at key locations that highlight arrival into an Urban Centre. These Gateways are to include public realm features such as specialized landscaping and upgraded pavement treatment. Certain Gateways also coincide with Prominent Intersections as identified in the MCOP (see section 4.4 for more detail). From a public realm perspective, Prominent Intersections are to feature landscaping, street furniture and public art elements to complement the important role of the intersection.

The MCOP also contains a number of policies that are supportive of active transportation including the design of streets to be complete streets, improving connections of sidewalks and multi-use paths to major destinations and facilities, prioritizing pedestrian and cyclists crossing key barriers, and supporting and promoting cycling as a safe mode of transportation. Complete streets are designed and operated to enable safe access for users of all ages and abilities. To achieve complete streets within Clarington, particularly within Priority Intensification Areas, planned land uses, pedestrian and cycling level of service, and accessibility will be taken into account in the design of streets.

Existing public realm and active transportation conditions were analyzed through site visits, a review of site photos and a review of aerial imagery. Nine priority streetscapes were identified through this analysis and documented

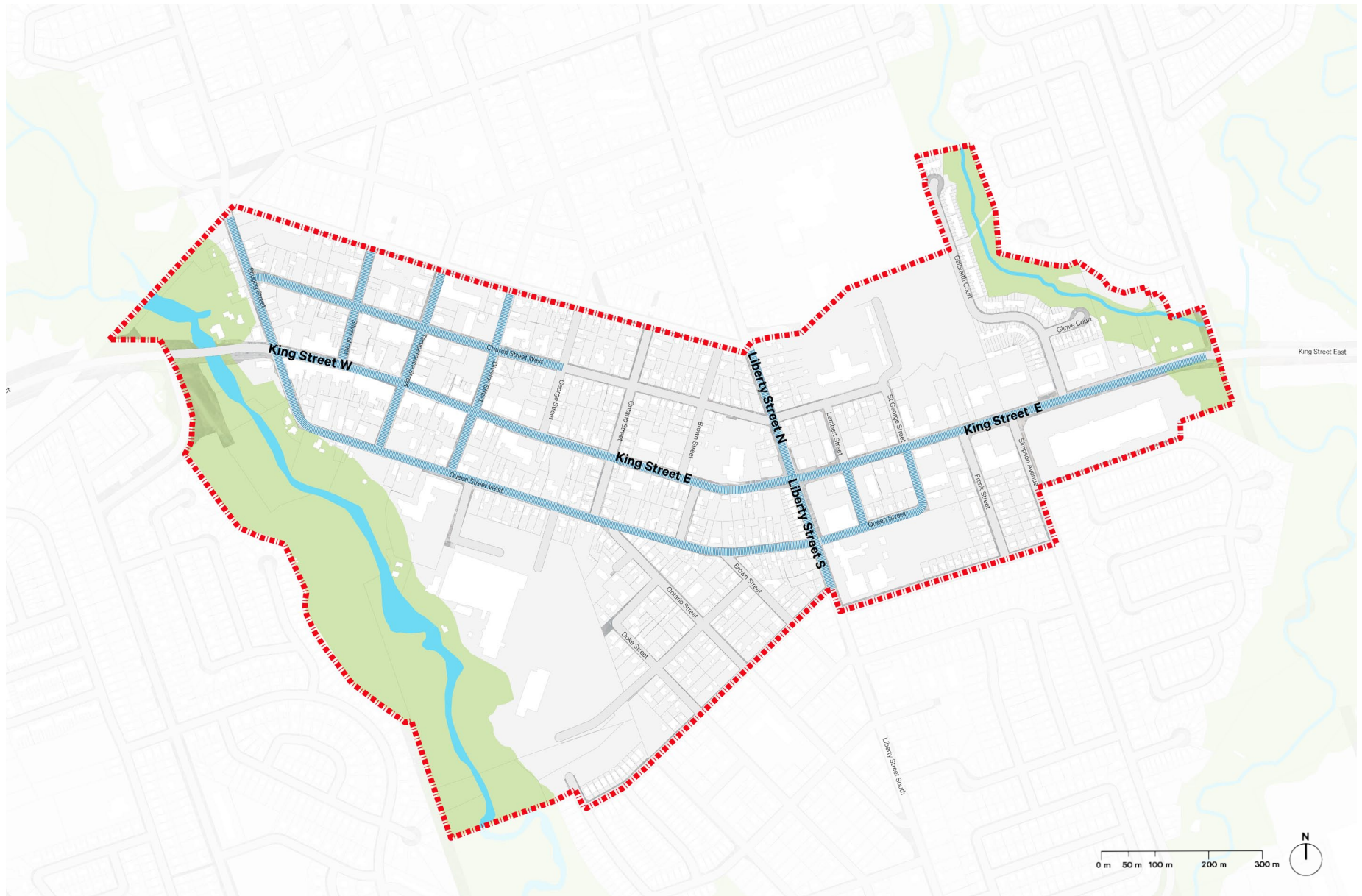
in a greater level of detail through a public realm and active transportation inventory. These priority streetscapes include: King Street East, King Street West, Scugog Street, Silver Street, Temperance Street, Division Street, Church Street, Queen Street, and Liberty Street (see Figure 30). These priority streetscapes were selected based on their existing and planned land use context (i.e. they are located in areas with existing or planned street-related retail), and proximity / connectivity to existing or future major destinations or major redevelopment areas (e.g. the Municipal Administrative Centre, the Bowmanville Hospital, the Goodyear Lands).

The analysis of public realm conditions included an inventory and assessment of attributes that make for a more pleasant pedestrian experience and help establish a sense of place. These included:

- **Pedestrian Amenities:** The presence of street furniture (e.g. benches, pedestrian-scaled lighting) and street trees;
- **Built Form:** The character of the streetwall and setbacks from the street (i.e. are buildings spaced close to one another and relatively close to the sidewalk) and whether they help frame the street and provide a sense of enclosure for pedestrians; and,
- **Street-Level Activity:** The provision of active uses at grade, such as a retail use, a commercial use, or an institutional use that has public access to this use the ground floor and/or has windows that allow the public to see in to the building and the activity that is present during the day.

The analysis of active transportation conditions was relatively binary, assessing the presence or lack of cycling infrastructure and sidewalks.

Across the Project Area as a whole, the area to the west of Liberty Street is generally more walkable and pedestrian oriented, both in terms of the distribution of streets and blocks but also with regard to the land use, built form and the provision of streetscape amenities. This is in part a reflection of the street-related built form and consistent short block lengths that are a legacy of the historic Downtown, but also due to deliberate investment in improved streetscape conditions. The East Business District has a decidedly



- ▨▨▨▨▨▨ Priority Streetscape
- - - - - Project Boundary

Figure 31. Priority Streetscapes within the Project Area

less pedestrian friendly public realm, particularly to the east of Liberty Street. One of the most significant contributors to this poorly performing pedestrian environment is the prevalence of large surface parking areas and automobile oriented uses fronting on to King Street East.

From an active transportation perspective the Project Area benefits from the multi-use trails within the Bowmanville and Soper Creek valley lands. Furthermore, there are dedicated bike lanes and urban shoulders on Mearns Avenue and Scugog streets, respectively. However, despite these important active transportation facilities at either end of the Project Area, there are no cycling facilities crossing the Project Area, significantly impacting connectivity between the existing active transportation facilities and to major destinations within the Project Area. There is a significant opportunity to connect these facilities and establish a functional grid of alternative routes for active transportation within the Project Area.

A more detailed assessment of the existing public realm and active transportation conditions along the nine priority streetscapes follows below.

5.1 King Street West

King Street West is the primary thoroughfare and historic main street of the Downtown. Within the Project Area, the street has consistent sidewalks and a good variety of pedestrian oriented street furniture and amenities such as benches, garbage and recycling receptacles, pedestrian lighting, hanging planter baskets and expanded sidewalk areas with bollards at strategic corner locations.

The King Street West corridor has significant tracts of intact historic main street built fabric, with 2-3 storey buildings creating a well-defined street wall. However, there are some pockets of inconsistent streetwall on the north side of King Street close to Scugog Street and to Temperance Street where surface parking lots are present along the street frontage.

5.2 King Street East

Temperance Street marks somewhat of a shift in public realm conditions on King Street. Although the Secondary Plan makes a delineation between the Downtown and East Business District at George Street, a transition in streetwall conditions commence at King Street East at Temperance Street,

with a greater preponderance of surface parking lots at the street frontage, larger side yard setbacks between buildings resulting from the greater number of detached residential buildings, and pockets of auto-oriented retail uses in plazas setback from the street edge with surface parking in front (see Figure 31).

To the east of Liberty Street, the condition is almost entirely defined by auto-oriented retail uses in plaza-type developments with large areas of surface parking. While some buildings feature minimal setbacks from the street edge, their primary facades and main entrances are often not oriented towards King Street. This condition is partially mitigated in some areas by the presence of landscaped areas featuring street trees, plantings and decorative fencing, located on the outer edge of the sidewalk (see Figure 32).

5.3 Scugog Street

Scugog Street is the most westerly boundary of the Project Area. Although there are some residential and commercial uses near the intersection of King Street, Scugog Street represents more of an edge condition than many of the other north/south streets within the Project Area. Scugog Street does not have consistent sidewalks on both sides of the street, nor does the built form afford a sense of enclosure. As Scugog continues north from King Street, into the established residential areas, stands of mature trees begin to help frame the proportions of the street right-of-way.

5.4 Silver Street

Silver Street is located in the western portion of the Project Area, within the Downtown sub-area of the Secondary Plan. Silver Street is lined with sidewalks on both sides of the street. Despite the wide setbacks a sense of enclosure is afforded through the many mature trees which line the street. The Central Public School, at the northern end of the street provides a significant terminating view, which further contributes to a sense of enclosure and good proportions. Silver Street serves as a mid-block connection between King and Church Streets, but does not possess pedestrian crossings at these intersections, although one is proposed at Silver and King Streets. The presence of the school, nursery and other community uses in this area demonstrates the need for a crossing at Silver and Church Streets as well.

5.5 Temperance Street

Temperance Street is an important corridor within the organizing structure of the Project Area. At the southern end of the street is the landscaped entrance to Rotary Park and the Bowmanville Creek lands beyond, while the north end has the potential to act as the central spine of a new civic precinct, with significant civic and institutional uses fronting on to it, including the Municipal Administrative Centre, the Post Office building, and the Clarington Museums and Archives (see Figure 33). The street itself has consistent sidewalks on both sides of the street, except for the western sidewalk which ends a block north of Rotary Park. The street is lined with active uses for the most part and also has the occasional street bench and planter. The half block on the east side of Temperance Street, south of King Street East, features a well-defined streetwall with one of two “port-cocheres” or carriageways within the Project Area providing access to a rear lane.

5.6 Division Street

Division Street has consistent sidewalks on both sides of the street and although it boasts a diversity of land uses, including retail, restaurants and residential establishments, the street wall is not consistent nor is the public realm well defined throughout. In addition to the many active uses along the street, there are also many surface parking lots which contribute to an ill-defined public realm, detracting from the pedestrian experience. There is a noticeable change in grade along Division Street, south of King Street East, which results in some portions of the sidewalk being separated from the “ground level” of adjacent buildings by retaining walls, detracting from barrier free access from the public realm to these buildings. At the intersection of Division and King Streets, there have been some measures to improve pedestrian safety, such as an expanded pedestrian area on the south-west corner and bollards at the other corners of the intersection.

5.7 Church Street

Church Street runs parallel to King Street and contains a mix of uses between Scugog Street and George Street in a variety of building types, including single detached residential dwellings, commercial uses in purpose-built buildings and converted single detached residential buildings, and a number of significant institutional and community uses, including the Bowmanville branch of the Clarington Library, the Firehouse Youth Centre, and three churches. This variation in uses and building types presents an inconsistent streetwall that is further interrupted by surface parking lots with direct frontage onto the street

(see Figure 34). There is a greater harmony within certain blocks along Church Street in terms of their provision of active uses at grade and the setback of buildings from the street. Church Street between Scugog and Temperance Street provides active uses at grade relatively consistently. These blocks of Church Street also generally feature minimal setbacks from the property line, providing for a greater sense of enclosure for pedestrians. Pedestrian movement is facilitated through consistent sidewalks on both sides of the street, however there is a relatively lack of pedestrian amenities including street trees and furniture. The through lanes on Church Street are excessively wide at approximately 5.5 metres- 2.25 metres wider than the 3.25 metre lane width standard as set forth by Durham Region.

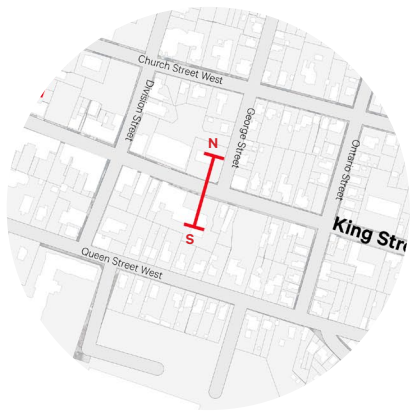
5.8 Queen Street

Queen Street runs parallel to King Street, through the southern portion of the Project Area. Although there are several home occupations and free standing residential buildings which have been converted to office uses, the street is primarily a residential street, and reads as such. There are consistent sidewalks along the north side of the street, and although the residential properties tend to be setback from the street edge, the regular pace and rhythm of the houses, along with many mature trees help to frame the street. East of Liberty Street, the character of Queen Street shifts from a quiet residential street to play more of a servicing route and parking access function for the Bowmanville Hospital and Durham Paramedic Service.

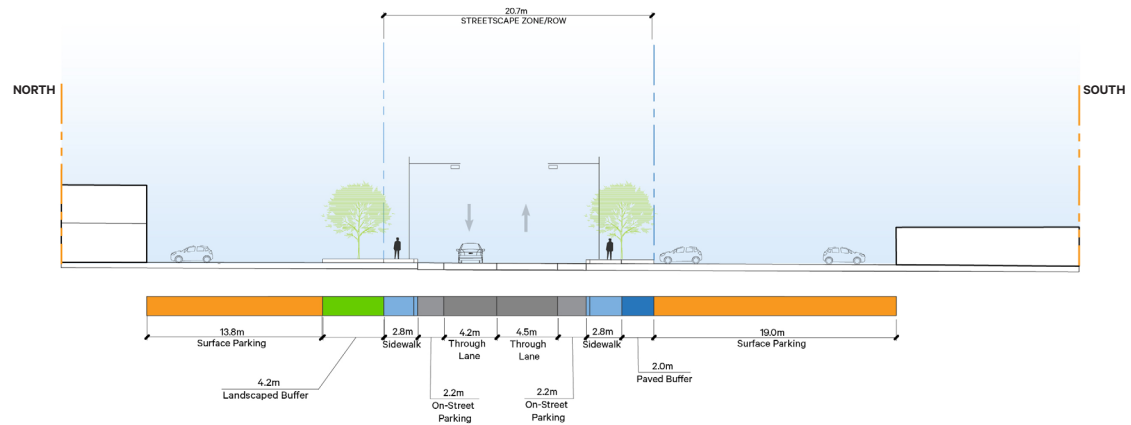
5.9 Liberty Street

Liberty Street is an important gateway into the East Business District. This road plays an important role within the context of the broader regional transportation network, providing connectivity to Highway 401 to the south. Within the Project Area, Liberty Street has sidewalks and mature street trees on both sides of the street. The streetwall is poorly defined as there are large surface parking areas fronting onto the street and there is an inconsistent built form, with a mixture of retail plazas, detached and semi-detached houses, townhouses and the hospital, although the latter does provide a generous landscaped setback filled with mature trees.

In conclusion, the existing public realm and active transportation network is sufficient in particular areas throughout the Project Area. However, there is immense potential to improve and augment cycling infrastructure, the pedestrian environment, the public realm, and overall connectivity within the project area.



Key Plan



Street View

Figure 32. Cross Section of Existing Conditions on King Street East between Division Street and George Street

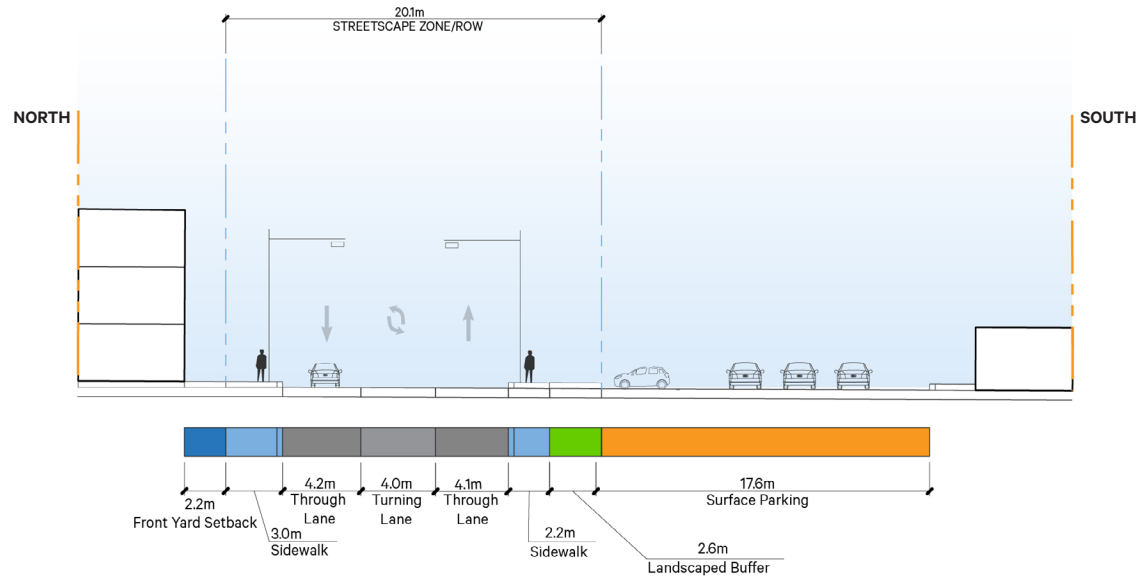
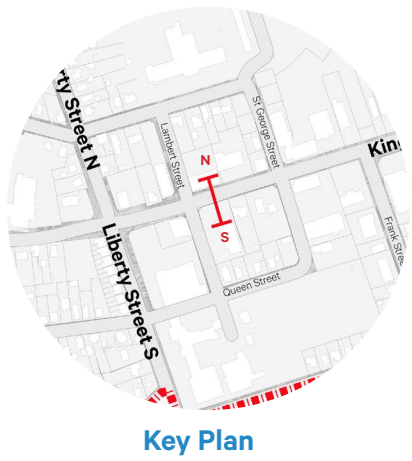
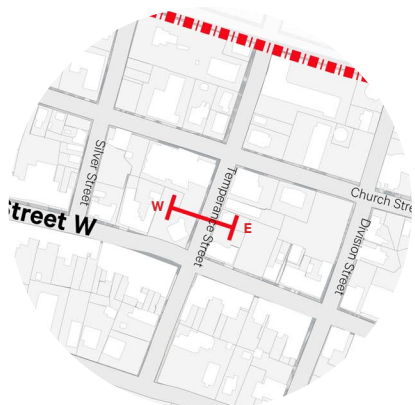
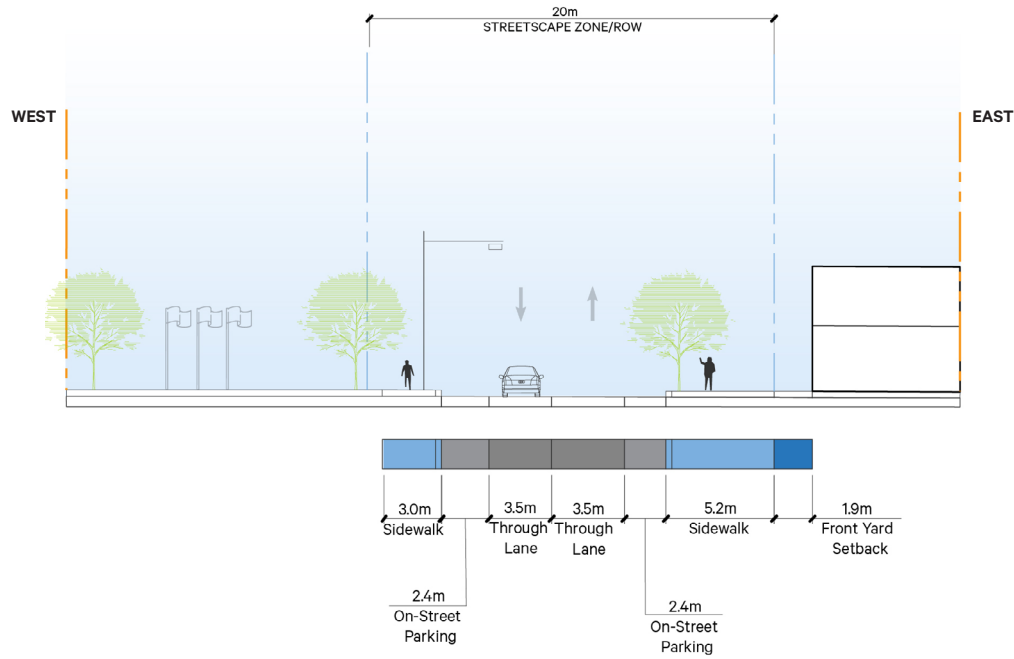


Figure 33. Cross Section of Existing Conditions on King Street East between Lambert Street and St. George Street

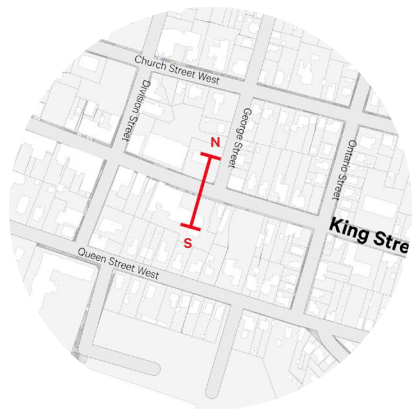


Key Plan

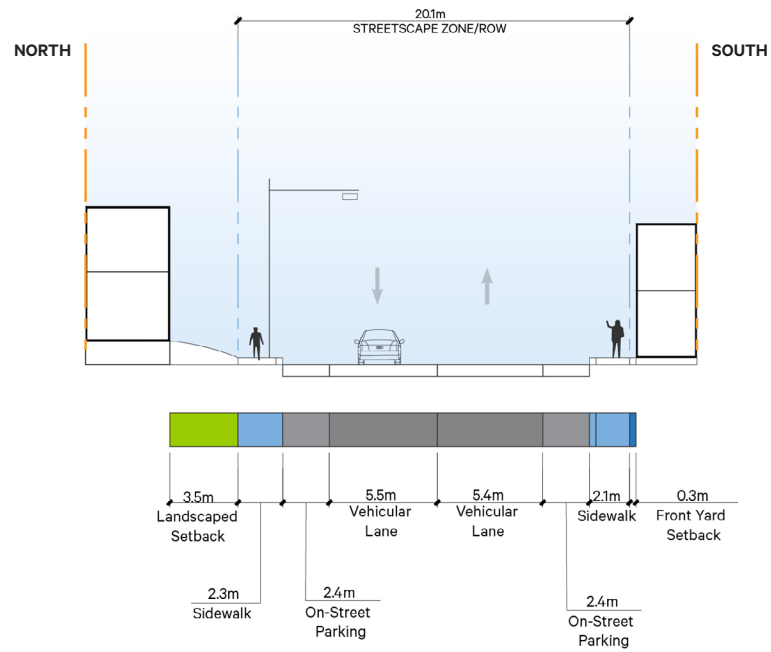


Street View

Figure 34. Cross Section of Existing Conditions on Temperance Street at the Municipal Administrative Centre



Key Plan



Street View

Figure 35. Cross Section of Existing Conditions on Church Street between Scugog Street and Silver Street

6. Affordable Housing

6.1 Policy Context

Affordable housing is a key component of complete communities and an important priority for the Municipality of Clarington, the Region, and the Province as a whole. Providing a range and mix of housing options for all sizes, incomes of households will contribute to improved social equity and overall quality of life.

As discussed in Section 3, the Project Area is characterized by a variety of residential building types, and generally an older age of construction. The Project Area also contains a significant proportion of the existing rental housing stock in Bowmanville, and a number of existing group homes. The Project Area has good access to transit and public services. It is important that the existing rental housing stock is preserved, and that new rental housing is encouraged.

The following policy summary informs planning decisions across Ontario and within the Municipality of Clarington.

Provincial Policy Statement, 2014

The Provincial Policy Statement (PPS) identifies affordable housing as a key component to achieve healthy, liveable, and safe communities through the provision of an appropriate range and mix of housing. Within the PPS policies related to housing, the PPS directs planning authorities to establish and implement minimum targets for the provision of housing which is affordable to low and moderate income households. The PPS defines 'affordable' as follows:

- a) in the case of ownership housing, the least expensive of:*
 1. *housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or*
 2. *housing for which the purchase price is at least 10 percent below the average purchase price of a resale unit in the regional market area;*

- b) in the case of rental housing, the least expensive of:*
 1. *a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or*
 2. *a unit for which the rent is at or below the average market rent of a unit in the regional market area.*

The PPS defines 'low and moderate income households' as:

- a) in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the regional market area; or*
- b) in the case of rental housing, households with incomes in the lowest 60 percent of the income distribution for renter households for the regional market area.*

Growth Plan for the Greater Golden Horseshoe, 2017

A primary objective of the Growth Plan is the achievement of complete communities, which include a diverse range and mix of housing options, including affordable housing, to serve all sizes, incomes, and ages of households. Upper- and Single-tier municipalities are directed to develop a housing strategy that includes targets for affordable ownership and rental housing. Note that this requirement is proposed to be removed through Amendment 1 to the Growth Plan, which is currently being reviewed by the Province.

Affordable housing is encouraged throughout the urban area, and is also specifically identified as a priority within Major Transit Station Areas.

Durham Regional Official Plan, 2017 Consolidation

The Durham Regional Official Plan (ROP) adopts the same definitions of 'affordable' and 'low and moderate income households' as the PPS. The ROP establishes a minimum target of 25% of all new residential units produced within each area municipality, to be affordable to low and moderate income households. The Plan encourages the area municipalities to increase the supply of housing through intensification, including through the creation of new residential units within existing single detached dwellings, the conversion of industrial or commercial buildings, the creation of new units above commercial units on main streets, and new infill development on vacant or underdeveloped properties. The Plan encourages the renovation and

upgrading of existing housing, and considers the potential for conversion of existing rental units to condominium tenure, provided that these activities do not diminish the overall supply of affordable rental housing.

The ROP also provides specific guidance to area municipalities to incorporate consideration for affordable housing into their planning initiatives and studies. In preparing an intensification strategy, area municipalities should provide for a range and mix of housing, taking into account affordable housing needs. The ROP criteria for the preparation of secondary plans by area municipalities include consideration for the provision of a range and mix of housing, taking into account affordable housing.

Lastly, affordable housing is identified as a priority within Regional Centres such as Bowmanville East.

Municipality of Clarington Official Plan, 2018 Consolidation

The Municipality of Clarington Official Plan (MCOP) also uses the same definitions of 'affordable' and 'low and moderate income households' as the PPS. The MCOP requires that a minimum of 30% of all new housing in the Urban Area be affordable. Affordable housing is particularly encouraged within Centres and Corridors to reduce travel needs and facilitate alternative modes of transportation.

The MCOP lists the objectives to guide the creation (and updating) of Secondary Plans. Secondary Plans should provide for inclusive, lifetime neighbourhoods with a range of housing choices that meet the needs of residents of all ages, abilities, and income levels.

Bowmanville East Town Centre Secondary Plan, 2014 Consolidation

The Bowmanville East Secondary Plan does not contain any overarching policies related to the provision of affordable housing. A requirement for affordable housing is present only within the East Main Central Area, where there is a minimum affordable housing target of 30% of housing units.

Affordable Housing Policy Summary

The planning policy framework establishes targets for new affordable housing units and identifies priority locations for these units within the broader urban

structure. Bowmanville East is identified as a Centre in both the ROP and MCOP. As a priority area for intensification and higher density development, there is the opportunity to leverage a general increase in housing supply to encourage the creation of additional affordable housing within Bowmanville East. Subsequent phases of the Project will reflect the affordable housing policies contained within the planning policy framework and demonstrate how the updated Secondary Plan contributes to meeting the MCOP's affordable housing target.

6.2 Affordable Housing Tools

There are a variety of tools that can be employed by a Municipality to promote and incentivize the construction of affordable housing. Regulatory approaches, such as the pre-designation of land or minimum targets for affordable housing units, could be regulated through policies in the Secondary Plan. There are also a range of financial incentives and tools, as well as fee rebates, that could be implemented through a Community Improvement Plan or other by-law to help the Municipality achieve the affordable housing objectives of the MCOP.

Policy / Regulatory Tools

Pre-designation of land– By permitting higher density development through the Official Plan, developers have greater certainty on their ability to construct more affordable units in areas that have been identified for intensification. It also eliminates the cost and time associated with the Official Plan Amendment process.

Density bonusing – Municipalities may permit an increase in height and density in exchange for the provision of affordable housing by including a policy in the Secondary Plan that authorizes the use of Section 37 of the Planning Act.

Financial Incentives

3. Community improvement plans– A Community Improvement Plan (CIP) is a tool that allows the Municipality to direct funds and implement policy initiatives toward a specifically defined project area. The existing Bowmanville CIP contains incentives such as development charge reductions for contaminated sites, intensification of existing housing, and redevelopment within the historic downtown. The CIP also contains reductions for site plan

and building permit fees. There are currently no specific grant or incentive programs for affordable housing.

4. Planning and building fees – Municipalities may reduce or waive planning and/or building fees to help reduce the costs associated with development approvals.

5. Development Charges – Through the development charge by-law, municipalities may reduce or waive development charges on affordable housing projects.

6. Parkland Dedication – Through the parkland dedication by-law, municipalities may provide for a reduction or exemption to the parkland requirements in specific areas or for specific types of development.

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7. Municipal Servicing Analysis

Watermain Servicing

The Project Area is currently serviced by a network of local watermains, generally 300mm in diameter and less, and 400mm diameter feeder mains located along King Street, Scugog Street north of King Street, Division Street from the water tower south to Queen Street and extending further south through the Goodyear Lands.

The Project Area is located entirely in pressure zone 1 which is generally defined as the lands below an elevation of 120m.

Appendix F of the Region's Development Charge (DC) Study identifies the following planned water supply system projects that may need to be implemented to service new development in the Project Area (see Figure 36).

Project 300 is the expansion of the Bowmanville Water Supply Plant (WSP) from 36 to 55 Million Litres per Day (MLD). The DC Study shows the capital expenditure for this work in 2026.

Project 305 is the construction of a new Zone 1 feeder main from the Bowmanville WSP to Baseline Road. The DC Study shows the capital expenditure for this work in 2026.

Project 306 is the construction of a new Zone 1 feeder main on Baseline Road from Wharf Street to Mearns Avenue. The DC Study shows the capital expenditure for this work in 2026.

Project 307 is the construction of a new Zone 1 feeder main on Highway 2 (King Street), Lambs Road and the 3rd Concession to the Liberty Zone 1 Reservoir. The DC Study shows the capital expenditure for this work in 2019 and the construction of this infrastructure is scheduled to be completed in advance of the construction of Project 301, the new Liberty Street North Zone 1 Reservoir. This zone 1 feeder main is required to service the future demands in Pressure Zone 1, in which the study area is located.

Project 301 is the design and construction of the of the new Liberty Street North Reservoir (11ML) and the demolishing of the existing elevated tank. The DC Study shows the capital expenditure for this work in 2019. The Region recently put the design of this project out for tender. As such the start of construction is probably 2 to 3 years away.

A number of other projects are shown within Figure 36 which are not relevant to the Project Area.

The critical water project for supporting growth in the study area is the implementation of Project 301, the new Liberty Street North Zone 1 Reservoir, and Project 307, the new Zone 1 feeder main on Highway 2 (King Street), Lambs Road and the 3rd Concession to the Liberty Zone 1 Reservoir. The Liberty Street Zone 1 reservoir work, when commissioned in fall 2022 / spring 2023, will service pressure zone 1 for year 2031 population projects and the facility will be designed for possible future expansion.

Based on information available from the Region regarding Project 301, the new Liberty Street North Zone 1 Reservoir, the existing population serviced by pressure zone 1 is 20,120 and the existing water storage is 4,444 m³. The Region's preliminary assessment of water storage requirements for year 2031 is 13,720 m³. We estimate that the population in zone 1 could increase from 21,120 to approximately 48,000 (2031) when the new zone 1 reservoir is commissioned in fall 2022 / spring 2023. The ultimate service population for zone 1 is 118,750 subject to expansion of the new Liberty Street North Zone 1 Reservoir beyond 2031.

Refer to Figure 38 for the Existing Condition Watermain / Feeder main network servicing the Project Area.



Figure 36. 2018 Development Charges Study - Watermain Projects

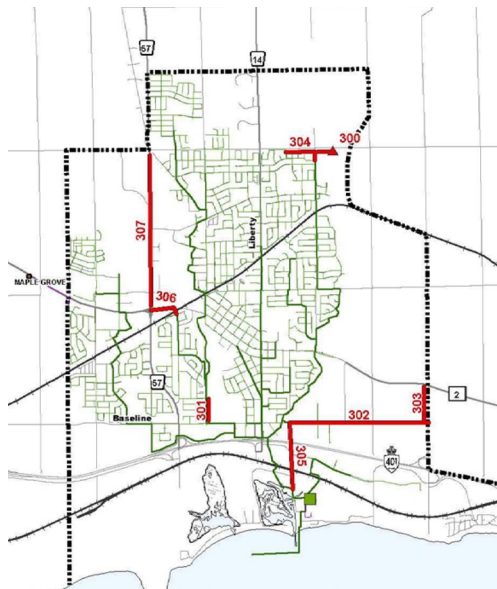


Figure 37. 2018 Development Charges Study - Sanitary Sewer System

Sanitary Sewage Servicing

The Project Area is currently serviced by a mature sanitary sewage collection system consisting of local sewers being less than 375mm in diameter and trunk sanitary sewers being equal to or greater than 375mm in diameter. Refer to Figure 39 for the Existing Condition Sanitary Pipe Network for the Project Area and the contributing drainage areas to each of the trunk sanitary sewer systems servicing the Project Area.

Appendix G of the Region's Development Charge (DC) Study identifies the following planned sanitary sewage system projects that may need to be implemented to service new development in the Project Area (see Figure 37).

Project 301 is the twinning of the existing Spry Avenue Trunk Sanitary Sewer (TSS) from Baseline Road to the north end of Spry Road. The DC Study shows the capital expenditure for this work in 2027.

Project 305 is the construction of the Port Darlington Road TSS from Baseline Road to the existing service easement. The DC Study shows the capital expenditure for this work in 2022.

A number of other projects are shown within Figure 37 which are not relevant to the Project Area.

The capacity of the existing sanitary sewer servicing Drainage Area 1 as shown on Figure 40 and the sanitary pipe at the downstream end of the service area is running at approximately 50% capacity based on the Official Plan land uses. We also investigated the capacity of the existing sanitary sewer servicing Drainage Area 2 as shown on Figure 40 and the sanitary pipe at the downstream end of the service area is running at approximately 20% capacity based on the Official Plan land uses.

There can be significant variations in sanitary loadings in areas with varied land use designations and as such any decisioning regarding estimated available capacities should be based on flow monitoring data collected over a sufficient duration of time to capture the sewage loadings variations from the existing uses and wet weather inflow influences. Flow monitoring is recommended as the means to provide the data needed to complete capacity assessments of the local sewers servicing the Bowmanville Hospital lands.

2018 Development Charges Study

The growth assumptions in the study are consistent with the Regional Official Plan (ROP), which is based on population and employment forecasts set out in Schedule 3 of the Growth Plan for the Greater Golden Horseshoe. To meet the 2031 forecasts in the Growth Plan, the Region has planned for a total of 872,350 people and 312,480 jobs by 2028 across Durham Region.

The growth assumptions for the Municipality of Clarington are captured in Appendix A of the DC Study and are provided herein for information on community wide growth data.

Residential Dwelling Unit Growth for Clarington (Source Appendix A, Region of Durham DC Study, Table A-8)		
2018 to 2023	2023 to 2028	2018 to 2028
6,806	6,722	13,528
2018 to 2023	2023 to 2028	2018 to 2028
15,768	14,251	30,019
Employment Growth Forecast for Clarington (Source Appendix A, Region of Durham DC Study, Table A-17)		
2018 to 2023	2023 to 2028	2018 to 2028
5,030	4,200	9,230
Non-Residential Floor Space (m2) Growth Forecast for Clarington (Source Appendix A, Region of Durham DC Study, Table A-18)		
414,600	359,800	774,300

Table 4. Growth Assumptions for Clarington from Durham Region DC Study

2018 Development Charges Study – Intensification Policy

Appendix D to the DC Study addresses the Regions Intensification Servicing Policy. Highlights of the policy are provided below:

The population forecasts contained in Appendix A of the DC Study have distributed 40% of the population growth in the urban areas throughout the

built-up areas, based on density considerations for key structural elements of the Regional Official Plan (e.g. Urban Growth Centres, Regional Centres and Corridors, Commuter Stations and Waterfront Places).

Overall servicing of this intensification is captured in the water supply and sanitary sewerage analyses contained in Appendix F and Appendix G of the DC Study. However, even though the forecasted growth has been targeted to strategic areas on an average density basis, intensification projects may occur at specific locations at a density beyond the average estimated for a broader area, such as a Regional Corridor. In these instances additional development charge works may be required to service the specific sites.

Because the location of intensification projects and the associated required development charge works are site or area specific, they cannot be predicted with certainty in advance. Therefore, it is necessary to include an allowance for such works required to support intensification and to reaffirm a policy to provide access to these allowances, based on the costs of recent experiences in Durham Region.

In order to address the difficulty in anticipating where Regional development charge works will be required for intensification projects, Regional Council approved the intensification servicing policy in 2013 which created an intensification allowance within the sanitary sewage development charge quantum calculation.

Under the approved policy, developers apply to use the funds in this allowance if their proposed development meets the following conditions:

- The proposed development is located within the existing built-up area.
- The proposed development requires a development charge sanitary sewage work that is not already listed in the projects included in Appendix G.
- All local works as defined in Section 3.0 of this Appendix are to be funded by the developer.
- The development includes new housing for at least 1,000 people.

Regional Council approval is required for all expenditures from this allowance. For future updates to the development charge by-law, actual sanitary sewage development charge servicing costs within the built-up area would be continuously monitored and included in future analyses contained within Appendix D of the DC Study, and the charge per person updated.

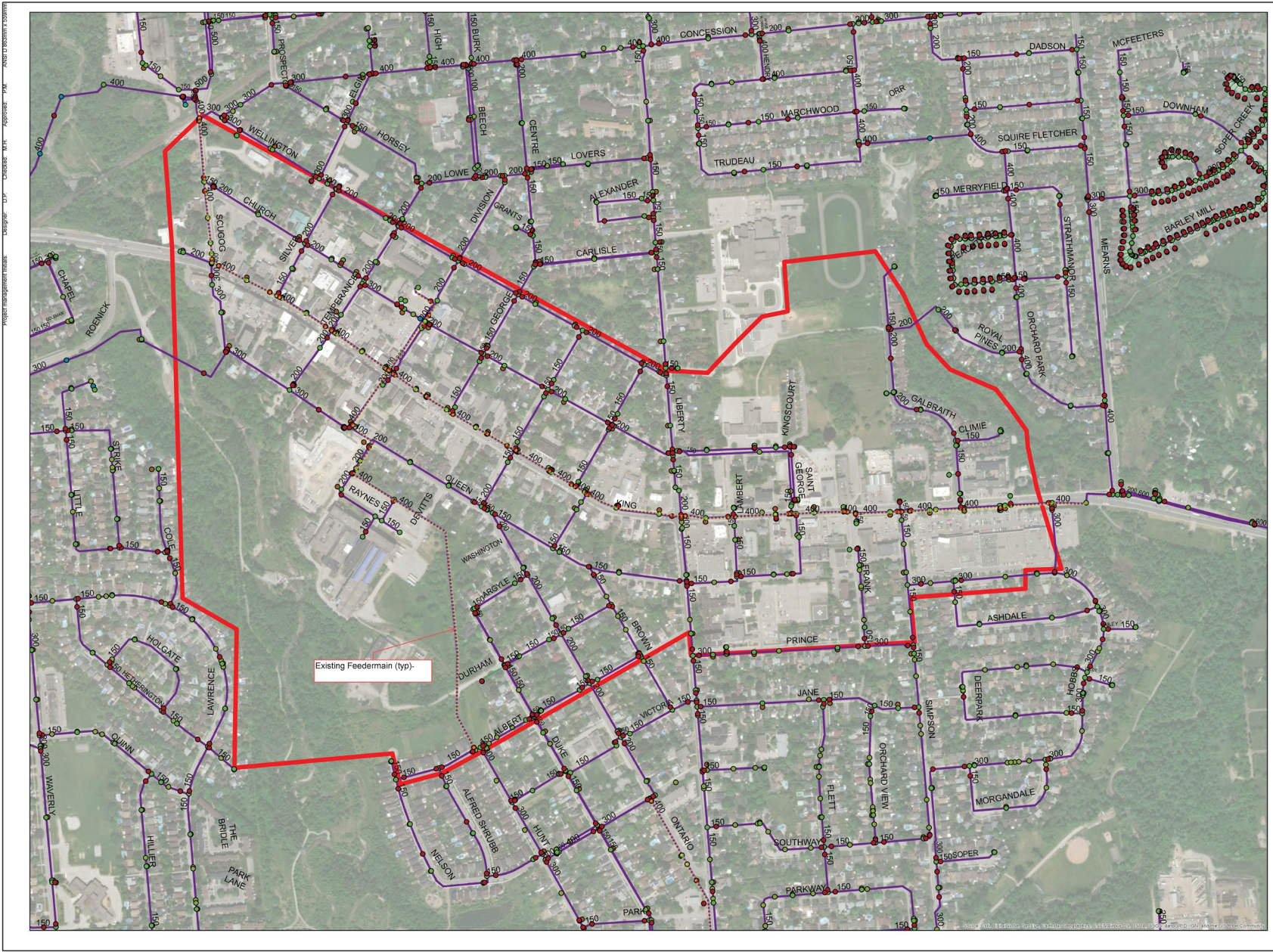


Figure 38. Existing Water Pipe Network

AECOM

PROJECT
**SE COURTYNE
 SECONDARY PLAN**

CLIENT
**MUNICIPALITY
 CLARINGTON OF**

CONSULTANT
**AECOM
 300 WATER STREET
 WHITBY, ONTARIO, L1N 9J2
 1-800 668-1983
 www.aecom.com**

- Legend**
- Water Control Valve
 - Water Fitting
 - Water Hydrant
 - Water Pumping Station
 - Water Relief Valve
 - Water Storage Facility
 - Water Supply Facility
 - WaterMain
 - Water Line Service
 - Bowmansville Secondary Plan Study Area

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PROJECT NUMBER
 60591532
 SHEET TITLE
**BOWMANVILLE EAST
 EXISTING WATER PIPE NETWORK**
 SHEET NUMBER
 FIGURE 4



AECOM

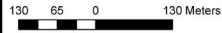
PROJECT
**BOWMANVILLE EAST
 SECONDARY PLAN**

CLIENT
**MUNICIPALITY
 CLARINGTON OF**

CONSULTANT
**AECOM
 300 WATER STREET
 WHITBY, ONTARIO, L1N 9J2
 1-800 668-1983
 www.aecom.com**

- Legend**
- Waste Water Treatment Facility
 - Sanitary Sewer Maintenance Hole
 - Sanitary Pumping Station
 - Sanitary Inlet/Outlet Structure
 - Sanitary Sewer Chamber
 - Sanitary Sewer Fitting
 - Sanitary Trunk Sewer
 - Sanitary Gravity Sewer
 - Sanitary Sewer Service
 - Drainage Area 1
 - Drainage Area 2
 - Drainage Area 3
 - Drainage Area 4
 - Drainage Area 5
 - Drainage Area 6
 - Bowmanville Secondary Plan Study Area

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0	2019/02/20	ISSUE FOR CLIENT REVIEW



PROJECT NUMBER
 60591532

SHEET TITLE
 BOWMANVILLE EAST
 EXISTING SANITARY PIPE NETWORK

SHEET NUMBER
 FIGURE 3

Figure 39. Existing Sanitary Pipe Network

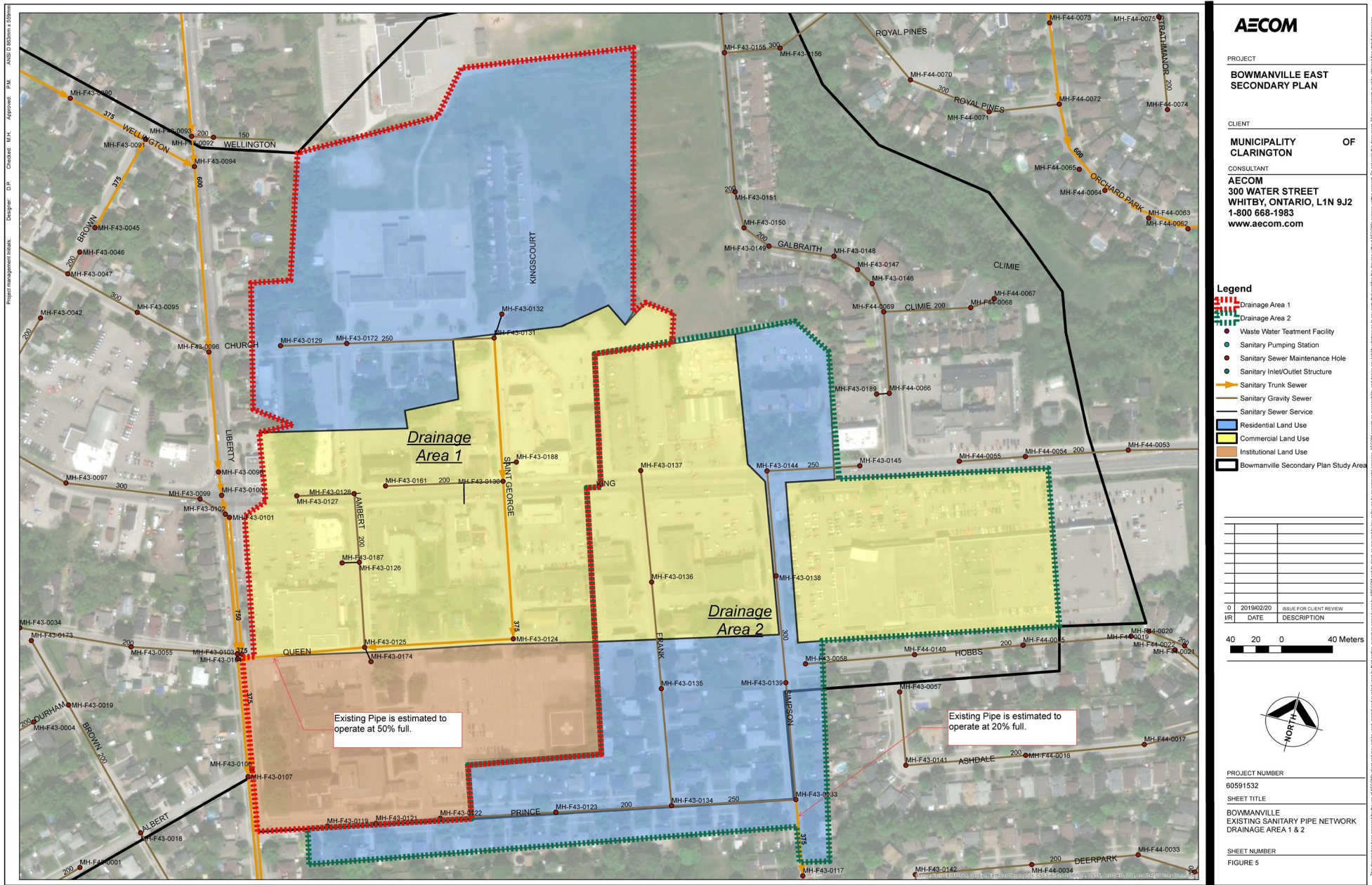


Figure 40. Existing Sanitary Pipe Network Drainage Area 1 and 2

The Region's intensification servicing policy is only applicable to residential development within the built-up area, whether the development proceeds by plan of subdivision or condominium, consent or issuance of a building permit on an existing vacant parcel or redevelopment site.

The municipal servicing infrastructure currently in place within Bowmanville East sufficiently services the existing community. However, as Bowmanville East continues to grow from 2018 to 2028 and as intensification is contemplated through this Project that may increase localized growth projections, the capacity of the water and sanitary pipe network currently servicing the Project Area may need to be improved. Further assessment of the levels of growth attainable within Bowmanville East and potential impacts on municipal servicing infrastructure will be undertaken in Phase 2 of this Project.

8. Sustainable Development

To address the need to responsibly meet the needs of a growing population in a sustainable manner, Clarington Council passed a resolution to establish a framework to promote the development of environmentally responsible development throughout the community. This framework, called Priority Green Clarington, addresses Council's vision of building a sustainable, creative and caring community. Priority Green Clarington outlines the policies, criteria, process and incentives used to encourage "green development."

8.1 Key Drivers

In addition to the local growth projections, the strengthening of legislative and policy frameworks at various levels of government have influenced the development of Priority Green Clarington. A summary of the key drivers are noted below.

Planning Act, 1990

The Planning act identifies matters of provincial interest which should be regarded by municipalities when undertaking planning for their communities.

- Protection of ecological systems
- Supply, efficient use and conservation of energy and water; and
- Promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians.

Ontario's Climate Change Discussion Paper

Key initiatives outlined in Ontario's Climate Change Discussion Paper include:

- Curbing urban sprawl and creating complete communities that are healthy, walkable and transit supportive
- Protecting agricultural lands, natural resources and the environment
- Creating new buildings that are even more energy efficient, which harness renewable energy and use integrated energy infrastructure, such as direct energy.

Provincial Policy Statement, 2014

Changes to the Provincial Policy Statement reflect the need for sustainable development. Key relevant policy changes include:

- Support of active transportation and walkability;
- Policies that consider the impacts of climate change on communities;
- Recognition of the mitigating effects of vegetation and support the maximization of vegetation within urban areas;
- Promotion of "green infrastructure" to complement traditional infrastructure;
- Plan for stormwater management, including maximizing the extent and function of vegetative and pervious surfaces and promoting stormwater reuse and low impact development strategies; and
- Promotion of the use of renewable and alternative energy systems.

Growth Plan for the Greater Golden Horseshoe, 2017

The Growth Plan indicates that all decisions related to transit and land use will be made according to specified criteria which have been designed to ensure that they are mutually supportive. In addition, there are requirements for active transportation components, both pedestrian and bicycle networks, to be integrated into transportation planning.

The Growth Plan allows for the construction of new or expanding existing municipal water and waste water systems; however this is only where strategies for water conservation and water demand management are being implemented.

Finally, it encourages municipalities to implement and support innovative stormwater management actions as part of redevelopment and intensification.

Durham Region Official Plan, 2017 Consolidation

Durham Region lays out its own goals with respect to sustainability which also need to be considered for development. A summary of the goals outlined in the Durham Region Official Plan are as follows.

Section 1: Basis, Goals and Direction

The basis of the Official Plan, as it relates to sustainability:

- e) natural resources need to be protected for future generations and managed to be sustainable”

The goals of the Official Plan, as it relates to sustainability, includes the following excerpts:

- b) to live in harmony with the natural environmental and heritage of the Region”
- e) to create...sustainable communities within livable environments for the enjoyment of present and future generations”
- g) to manage the resources in the Region in an orderly, efficient and responsible matter”

Section 2: Environment

Goals under Section 2 include the following:

- Consideration for the natural environment and its ecological functions (i.e. key natural heritage and hydrological functions)
- Community planning should minimize pollution of air, water, and land resources
- Respect the historical and cultural heritage of the Region
- Recognize the relationship between the built environment and natural environment when conducting planning activities
- Enhancement of public health and safety through good community planning and design

8.2 Green Community Strategy

Clarington’s Green Community Strategy outlines the following six priority areas. For each priority area, a series of goals and related actions for achieving these goals, were recommended.

1. Transportation
2. Energy Efficiency in Existing Buildings
3. Energy Efficiency in New Developments
4. Zero Waste
5. Thriving Green Economy
6. Healthy Natural Environment

It is on this foundation, along with the Key Drivers mentioned previously, that the Green Development Framework was developed.

8.3 Framework for the Green Development Program

Clarington is going to continue to experience significant growth and therefore it is of utmost importance to set a new “green” standard for residential development going forward. As such, The Green Development Program is primarily geared towards residential development and aims to place sustainability at the forefront of the land development process.

The framework for the Green Development Program consists of the following components and provides a “roadmap” to green development in Clarington:

Policy: Proposed changes to Clarington’s Official Plan to implement a green development program (proposed policies 5.5.4 and 5.5.5). These policies have been implemented, as seen in the 2017 version of the Clarington Official Plan.

- 5.5.4: “Development proposals shall incorporate sustainable design practices and standards such as green infrastructure and green building design features to reduce greenhouse gas emissions and adapt to climate change”
- 5.5.5 “To encourage development that exceeds the minimum standards outlined in the Green Development Program, the Municipality in collaboration with utilities and other key agencies, will explore incentive programs designed to reward sustainable design and development. This may include giving priority to processing development applications which exceeds the minimum standards”

Criteria: These are strategies that can be used to evaluate the sustainability of a proposed development and include both design and construction measures. More specific information on the criteria is provided in the following section.

- Green development checklists outline the criteria to consider for three stages/scales of development. These include:
 - Secondary plans
 - Draft plan of subdivision
 - Site plan
- For the Draft plan of Subdivision and Site plan submissions, the green development checklists organize the criteria into three categories:
 - Mandatory Minimum Requirements
 - Voluntary Enhanced Targets
 - Voluntary Aspirational Targets

Process: The integration of green development should be considered at the very start of development. This is done through:

- Strong leadership (political or senior administrative level)
- Ensuring clear responsibilities and accountability in the process
- Establishing a dedicated staff member to act as the “green development program facilitator”
- Ensuring that the developer/applicant’s submission requirements are clearly stated (i.e. creation of checklists)
- Improvement of coordination between departments at the City to ensure that there are no conflicts in priorities and that responses are coherent
- Facilitating good communication between the applicants and the city staff

Incentives: Since municipalities have limited legislative authority for mandating sustainability practices, incentives often provide an opportunity to encourage voluntary incorporation of sustainable measures. The following five incentives were recommended to Clarington for implementation.

- planning/building permit application fee rebates
- creation of additional Community Improvement Plans to allow for the use of loans and grants

- reduction in parkland dedication requirements
- recognition program
- allowing an increase in the size of temporary subdivision development signs that could be erected

Demonstration: A demonstration project was conducted to enable improved knowledge of green building and opportunities linked to green building.

- Green Demonstration Project was carried out by the City, in collaboration with Brookfield home, wherein 6 “green” homes were built. These homes demonstrated water efficiency improvements, reduced consumption of electricity, and reduced daily water consumption

8.4 Green Building Criteria – Secondary Plan

The green development criteria are broadly organized into four key themes that represent the core elements of a sustainable community. Below is a summary of these themes and the criteria identified for the secondary plan application.

- Built Environment:
 - Greenfield Areas – minimum housing density of 50 residents and jobs combined per gross developable hectare
 - Within the Built Boundary – overall minimum housing target of 6,200 new units within the Built-Up areas (includes Courtice, Bowmanville and Newcastle). As it applies to Bowmanville, 3,600 units is the minimum target.
 - Place higher-density development along Regional and Local Corridors within Centres to promote transit-oriented development
 - Residential developments should be located within 800m (walking) of at least three of the following amenities: school, community/cultural facility, recreation facilities (parks, library), retail/convenience commercial use, pharmacy or medical facility, and institutional use (i.e. daycare)
 - School sites should neighbour public parks and/or community facilities
 - Design an interconnected street network with respect to the

- Municipality's established roads and networks
- Preference given to grid/modified grid design as it promotes walkability and interconnection
- Mobility:
 - Design a network of mixed-use, walkable nodes bound by transit and accessible by surrounding neighbourhoods by bicycle and foot
 - Medium to short block lengths are preferred to support active transportation
 - Safe and direct routes for pedestrians
 - Arterial and collector roads shall have sidewalks and street trees on both sides
 - Local roads are encouraged to have sidewalks and street trees on both sides
 - Think about pedestrians first, then cyclists, transit and lastly cars when creating streets (respect this hierarchy)
 - Integrate pedestrian and cycling network in to the existing city fabric (i.e. respect existing trail systems, etc.)
 - The pedestrian and cycling network should be designed to minimize environmental impacts and accommodate a range of users
 - Continuous and direct collector streets for transit access and efficiency of service
- Natural Environment and Open Space:
 - Protect and, where possible, enhance the Natural Heritage System
 - Ensure connectivity between natural heritage features
 - Maintain and promote views of visible landmarks including Natural Heritage System features
 - Integrate natural heritage features into public space, parks, and trail systems
 - Residents should have access to parks within a 400m walking radius
 - Parks and open spaces should be integrated into trail networks, sidewalks and other pedestrian linkages
 - An optimal tree cover target should be established to be achieved post-development
- Infrastructure and Buildings
 - For stormwater, ensure that the development (1) makes use of the drainage patterns to minimize the risk of flooding, (2)

- maximizes retention and infiltration with minimal impact on natural features (wetlands, groundwater, etc.) and (3) gives priority to the use of LID techniques (i.e. on-site source controls for stormwater capture)
- Minimize hard surface infrastructure such as parking areas
- Stormwater should be integrated into the design of landscapes where possible
- Integration of community gardens within public spaces should be provided
- Maximize both energy efficiency and water conservation into the design of streetscapes, parks and outdoor public spaces (examples: LED street lighting, drought-tolerant landscaping, etc.)
- Maximize passive solar energy opportunities at subdivision and site plan design through road design/orientation
- The plan should include a feasibility analysis/study of developing the neighbourhood to accommodate the incorporation of district energy or renewable energy systems

To ensure that growth within Bowmanville East occurs in a sustainable manner, the Redevelopment Concept that will be prepared in Phase 2 will take into account the Municipality's Priority Green Framework, with a particular focus on the Green Guiding Criteria for Secondary Plans. These will be used to inform the vision for Bowmanville East overall and each of the specific Key Project Areas, and will be used to assess the Redevelopment Concept to ensure that it meets or exceeds sustainability performance measures. A sustainability lens will also be adopted in Phase 3 to inform the revised Secondary Plan policies and mapping, and supporting Urban Design Guidelines that will be developed.

9. Results of Public Engagement

The purpose of the Public Engagement process in Phase 1 of the Project was to introduce the project purpose, scope and process to the public and seek early feedback on connectivity, public realm and built form. Multiple engagement activities were used, including:

- An online mapping exercise through the Town of Clarington's web engagement portal Engage Clarington that was available between November 22nd, 2018 and December 31st, 2018;
- A drop-in open house Public Information Centre held on November 22nd, 2018 and featuring display panels with existing conditions, facilitated table exercises and comment sheets; and,
- Interviews with stakeholders (e.g. Bowmanville Health Centre, Historic Downtown Bowmanville BIA, Lakeridge Health) held between November 16th, 2018 and March 28th, 2019.

The overall objective of these engagement activities was to engage early with members of the public in a low-effort manner for participants, while producing high quality and place-specific feedback. The feedback received from these activities has been summarized below into a series of key messages which in turn have been used to inform the Project Area-Wide Issues and Opportunities (Section 10) and the Key Project Area Analysis (Section 11).

9.1 Summary of Key Messages

The key messages in this section provide an overview of the comments received through the various engagement activities undertaken in Phase 1. They are not meant to be a verbatim or exhaustive version of feedback received, but rather a synthesis of key messages that are actionable through the identification of issues and opportunities in this Phase, through the preparation of the new vision and goals for Bowmanville East and the three Key Project Areas in the beginning of Phase 2, and/or through the preparation of the Redevelopment Concept throughout Phase 2.

Participants suggested a diverse mix of uses to ensure that Bowmanville East has activity throughout the day and into the evening. Participants would like to see a diversity of retail, commercial and service use, as well as parks and public spaces which could help establish more of a “destination” in the downtown. They would also like to see a range of housing types and tenures close to downtown to increase access to local services and amenities and to provide affordable housing options for a range of ages and abilities, including families with young children and seniors.

Participants felt that there is a need for improved active transportation and pedestrian infrastructure within the Project Area (see Figure 41). It was suggested that providing a more comfortable pedestrian environment with tree-lined boulevards and improved signage to and within Downtown would be beneficial. Other recommendations included: providing wider sidewalks throughout the Project Area, particularly Downtown; providing cycling infrastructure throughout the Project Area; and improving access to and the quality of existing trails, and providing new trails parallel to the Creeks.

Participants felt the Goodyear lands and the expansion of Lakeridge Health Bowmanville Hospital could become a major catalysts for revitalization, with strategic planning and careful consideration of their specific contextual factors and inherent challenges. One of the common interests expressed was the establishment of a medical precinct, with related medical and commercial uses in the lands adjacent to the hospital. With regard to the Goodyear lands, participants cited contamination, environmental remediation, and treatment of the existing heritage structures as key considerations.

Participants were generally supportive of taller buildings in discrete locations, so long as new development remained human-scaled, shadow impacts were considered and that heritage buildings were respected. There was a range of views on what would constitute appropriate heights for new development (9 storeys, 7 storeys, 6 storeys, 3 storeys, or low-rise).

Participants had many suggestions on how to improve existing parks and open spaces, and provided specific locations for new parks and open spaces. Suggestions included: turning Temperance Street into a “flex-street”; introducing a new park on the south side of Church Street, just east of Scugog Street; a new park within the Goodyear Lands, either close to the creek or close to the existing neighbourhoods; better utilizing the existing open space on the west edge of the Bowmanville Hospital.

There was a range of views on parking that varies by Key Project Area, participants generally felt that there was a need for more parking Downtown. Participants generally thought that there was a need for more parking Downtown. Some participants would like to see reduced parking standards for retail uses to help encourage mixed-use buildings. Participants felt that parking occupied too much land on the Bowmanville Hospital site. There was openness to the idea of exploring different ways of providing parking, i.e. structured parking, underground parking or shared parking.

There was concern about the traffic impacts that may result from new development, particularly the likely increase in vehicular traffic along King Street and Queen Street that will accompany the expansion of Lakeridge Health Bowmanville Hospital and the redevelopment of the former Goodyear Lands. Participants suggested establishing multiple entry points to major sites to prevent bottle-neck conditions, adding additional turning lanes on King Street, and adding traffic calming measures on Queen Street.

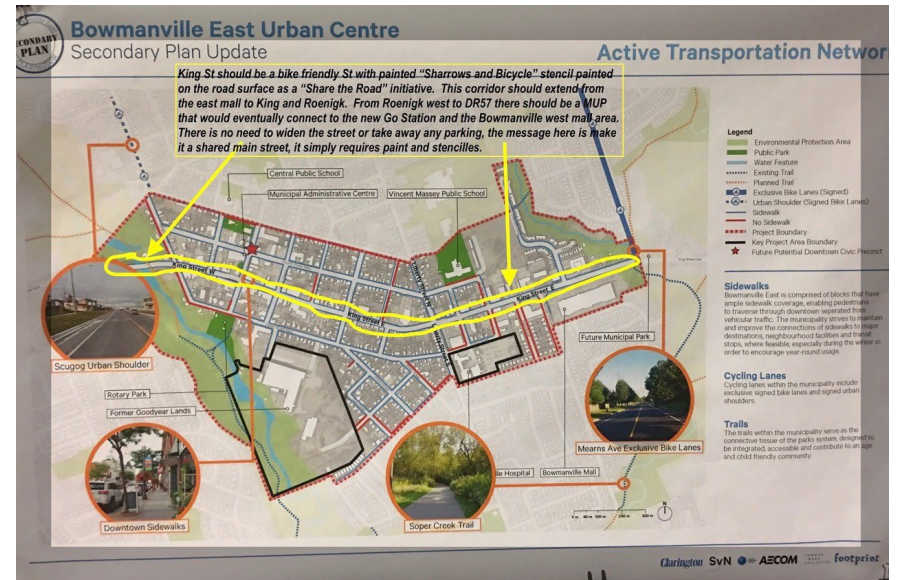


Figure 41. Sample of commentary provided by PIC #1 participants

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10. Project Area-Wide Issues and Opportunities

An analysis of issues and opportunities across the entirety of the Project Area was undertaken to understand how Bowmanville East can fully realize its potential to accommodate growth and intensification while continuing to build on and strengthen the characteristics that make it a complete community and a focal point for activity, interest and identity for residents of the Municipality of Clarington.

This analysis draws on and synthesizes the Review of Existing Conditions (Section 3), the Policy and Zoning Evaluation (Section 4), the Public Realm and Active Transportation Analysis (Section 5), Affordable Housing (Section 6), Municipal Servicing Analysis (Section 7), the Sustainable Development Review (Section 8), and the Results of Public Engagement (Section 9) held to date. It identifies potential issues and opportunities associated with achieving a more fully developed and integrated active transportation network, a public realm that would encourage pedestrian movement and contribute to the character and identity of Bowmanville East, land uses that would support intensification and complete communities, and built form that would support intensification and that is sensitive to context. These issues and opportunities are further articulated on a more area-specific basis in the Section 11 where an analysis of the three Key Project Areas is summarized.

10.1 Active Transportation

The existing active transportation network within the Project Area benefits from a pedestrian-friendly layout of blocks with average block lengths of around 100 metres. This results in multiple routes for pedestrians to use in walking throughout the Project Area between places of residence, street-related retail and services, and important civic and institutional uses. Notwithstanding the ease of movement afforded by this block layout, pedestrian access is inhibited in some portions of the Project Area by a lack of sidewalks on one or both sides of the street. Furthermore, while there are active transportation corridors in the form of trails and on-street cycling infrastructure at the west and east ends of the Project Area, there is no cycling infrastructure on any of the streets within the Project Area's boundaries.

There is a broad opportunity to improve active transportation conditions within the Project Area (see Figure 42) to achieve MCOP goals and policies regarding complete streets, improving connections to major destinations and facilities,

prioritizing pedestrian and cyclists crossing across key barriers, and supporting and promoting cycling as a safe mode of transportation. This will also respond to the need identified by public engagement participants to improve active transportation and pedestrian infrastructure within the Project Area.

Active Transportation Network Extensions

There are several opportunities to extend the active transportation network throughout the Project Area. These opportunities could consist of cycle tracks, bike lanes, multi-use paths or signed routes on shared streets. The overall objective of these opportunities would be to provide safe, convenient and comfortable connections for cyclists moving east-west and north-south through the Project Area, to key destinations within the Project Area, such as the Municipal Administration Centre or the Bowmanville Hospital, and from areas with opportunities for growth, such as the Goodyear Lands (see section 10.3 and 11), and introduction of cycle parking facilities at key destinations.

These opportunities include and build on the cycling infrastructure identified in the Durham Region Transportation Master Plan (DTMP) and the Clarington Transportation Master Plan (CTMP), including potential active transportation connections:

- Along the full length of King Street West and East (CTMP) and beyond the boundaries of the Project Area (DTMP);
- Along the full length of Liberty Street North and South and beyond the boundaries of the Project Area (DTMP); and,
- South on Scugog Street, along Queen Street and south on Ontario Street, ultimately connecting to the potential connection on Liberty Street South outside of the Project Area boundary (CTMP).

Further east-west connection opportunities have been identified through this analysis, including a potential connection along the full length of Church Street, and a continuation of the CTMP-planned connection on Queen Street across Liberty Street south to the Bowmanville Hospital and St. George Street. Further north-south connection opportunities have been identified that would provide linkages between the east-west connections and to key destinations within the Project Area. Lastly, highly conceptual connection opportunities have been identified to and within the Goodyear Lands. The precise location of these

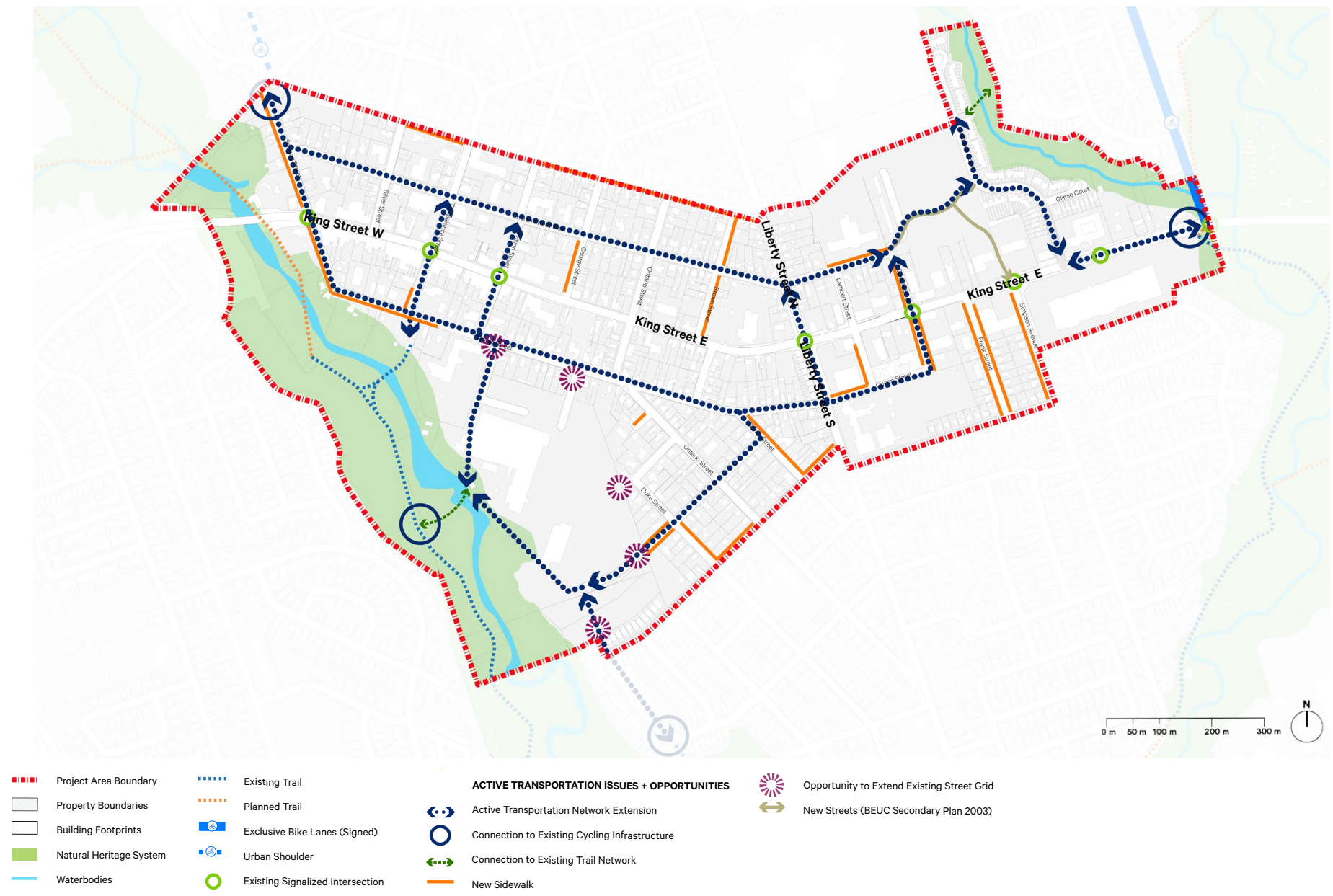


Figure 42. Issues and Opportunities: Active Transportation

opportunities for new connections will be further explored in concert with the development of a conceptual street and block network on these lands in Phase 2 of the Project.

In nearly all cases, the potential active transportation connections make use of existing signalized intersections to cross King Street and Liberty Street with the exception of the potential crossings at Liberty Street North and Church Street and at Liberty Street South and Queen Street. The lack of existing signalized intersections at these crossings is a potential constraint, however, new signalized intersections or cross-rides could be explored in these locations. A further potential constrain on the potential active transportation connections identified in this analysis is the overall width of the public rights-of-way (ROW) and the width of the boulevards (i.e. from curb edge to property line). Certain streets may not be able to accommodate separated cycling infrastructure such as cycle tracks or bike lanes without a reallocation of space from other road or boulevard uses.

Connections to Existing Cycling Infrastructure and to the Existing Trail Network

A primary factor in the identification of active transportation network extension opportunities is the further opportunity to provide connectivity to existing cycling infrastructure, providing linkages to complete the network. These opportunities include connecting to the existing Scugog Street Urban Shoulder and Mearns Avenue bike lane. Further opportunities exist where connections can be made to the existing trail network, including connections to the Bowmanville Creek trail system through Rotary Park, the Goodyear Lands, and at the south end of Nelson Street to the south of the Project Area boundary. Additional opportunities for connecting to the existing trail network are present at the existing pedestrian trail between Galbraith Court, Peachtree Crescent and Royal Pines Court, and to the Soper Creek trail system at King Street East and Mearns Avenue.

Potential constraints associated with these connections include the feasibility of the opportunities for active transportation network extensions, the ability to accommodate cycling infrastructure in addition to pedestrian infrastructure at existing trail connections, and the ability to accommodate cycling infrastructure that is usable by cyclists of all ages and abilities where there are significant grade changes such as are present in the valley lands of the Bowmanville Creek.

New Sidewalks

Opportunities to complete the network of sidewalks have been identified in every location where sidewalks are not currently present. These opportunities are more significant where there are streets that currently lack sidewalks on both sides, and/or where these streets are located in areas where higher levels of pedestrian activity can be anticipated or should be encouraged. These priority locations would include the west side of Scugog Street and south side of Queen Street, the west side of Temperance Street, the east side of Lambert Street, and both sides of St. George Street and Frank Street. These streets / street segments are located within or would provide important pedestrian connections between areas with opportunities for growth (see section 10.3 and 11) and destinations within the Project Area, including the historic downtown, civic precinct, Goodyear Lands, Bowmanville Hospital and the East Business District.

As with the opportunities for active transportation network extensions, opportunities for new sidewalks may be constrained by limited space within the public ROW and/or the boulevard. This may lead to trade-offs between the allocation of space for different road and boulevard uses.

Opportunities to Extend the Existing Street Grid and Provide New Streets

A series of five opportunities to extend the existing street grid into the Goodyear Lands have been identified at each of the existing points of access/ streets that terminate at the boundary of these lands. These are identified as conceptual opportunities for connections into the site and to suggest that the existing street and block pattern on lands to the north and east could be continued within the lands. A conceptual street and block network for these lands will be developed in Phase 2 of the Project as part of the overall Redevelopment Concept. The new streets in the eastern end of the Project Area that are planned in the current Bowmanville East Secondary Plan are identified as opportunities that will help provide additional connectivity, site access, and frontages for development to the north of King Street East and east of Liberty Street North. The configuration and alignment of these conceptual street will be further explored in Phase 2. These opportunities should be balanced with the need to mitigate traffic infiltration within the surrounding neighbourhoods.

10.2 Public Realm

A well-defined public realm is instrumental in the establishment of a sense of place and can be an effective tool for economic development and supporting local businesses. One of the foundational elements of the public realm are **public streets and the streetscapes they contain**. These streetscapes are where much of civic life occurs and are the final points of access to destinations regardless of the mode of travel one uses to arrive within an area. Existing streetscapes within the Project Area vary in quality, with some featuring a far more uniform and consistent design that is conducive to walking. Others are in need of improvement to reorient uses within the public right-of-way and/or boulevard towards pedestrians and generous streetscape zones. Still others play a role today that is likely to change overtime and will need to accommodate a greater volume of pedestrian movement.

Another significant contributor to the public realm are **public parks and open spaces**. Despite the valley lands associated with the two creeks and the two important civic spaces provide by Rotary Park and the Municipal Administrative Centre, there is an opportunity to expand and enhance parks and open space within the Project Area.

A third component of the public realm are the **activity nodes or gateways** within or into an area that can be signified through discrete public realm interventions and become destinations in their own right. There are broad opportunities to improve all three of these components of the public realm (see Figure 43), including some of the specific locations for new parks and open spaces identified by public engagement participants.

Opportunities for Improved Streetscapes

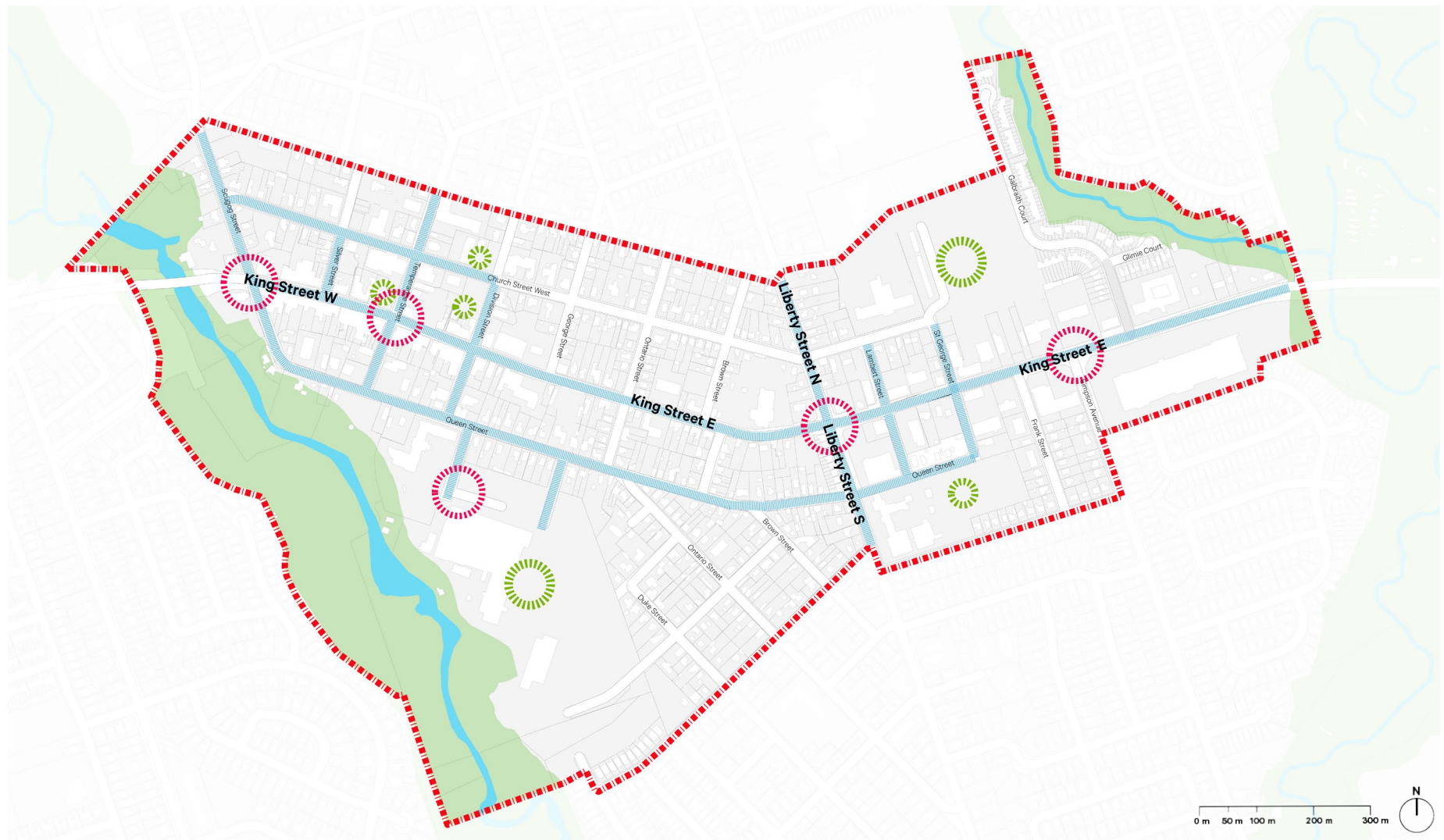
There are opportunities to improve the streetscapes within the Project Area through various interventions in the boulevard, including street trees, street furniture, pedestrian-scaled lighting, more on-street parking and unique paving treatments. Opportunities for improvements to the streetscape should be explored along the Priority Streetscapes identified in the Public Realm and Active Transportation Analysis (see section 5). These streetscapes are either significant today or will become so as the Project Area grows and changes due to their existing and planned land use context (i.e. they are located in areas with existing or planned street-related retail), and/or proximity/connectivity

to existing or future major destinations or major redevelopment areas (e.g. the Municipal Administrative Centre, the Bowmanville Hospital, the Goodyear Lands). They will be the main corridors of pedestrian and cycling movement and should function as grand public streets and civic spaces. There is also an opportunity for these streetscapes, along with other components of the public realm, to perform a sustainability function, providing integrated stormwater management within their landscaped spaces and other low impact development features. Furthermore, universal design elements within these streetscapes should be provided to ensure accessible and inclusive public spaces.

As with the opportunities for active transportation network extensions, streetscape opportunities may be constrained by the overall width of the public rights-of-way (ROW) and the width of the boulevards, as these opportunities are also fundamentally about the allocation of sometimes limited space. However, certain types of streetscape opportunities may be realized outside of the public right-of-way and therefore may be implementable in the interim where there are already setbacks from the street-front property line, or through redevelopment where a new setback dimension can be set. Nevertheless, there are certain areas that may still be constrained, either because redevelopment will not be anticipated in these locations or not desired.

New Open Space Opportunities

There are a number of opportunities for new parks and open spaces throughout the Project Area to provide key focal points for extensions of existing neighbourhoods and new higher density areas. These new parks and open spaces can provide extensions of the natural areas into the built area, much in the same way that Rotary Park does today. These opportunities exist within the Goodyear Lands and on the eastern edge of the Bowmanville Mall lands. There are also opportunities to build on existing open spaces such as the civic square outside of the Municipal Administration Centre. Lastly, there are opportunities to provide new open spaces as part of larger sites, including the area west of Galbraith Court and the Bowmanville Hospital Lands. Through these potential new parks and open spaces, there is also an opportunity to build on the heritage of former significant public spaces such as the public market formerly located at Temperance Street and King Street.



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|---|--|
|  Project Area Boundary | PUBLIC REALM ISSUES + OPPORTUNITIES |
|  Property Boundaries |  Opportunity for Improved Streetscape |
|  Building Footprints |  Activity Node Opportunity |
|  Natural Heritage System |  New Open Space Opportunity |
|  Waterbodies | |

Figure 43. Issues and Opportunities: Public Realm

The provision of new parks and open spaces will have to be carefully balanced so that intensification opportunities are not inhibited. In some cases, it may be desirable to secure publicly-accessible but privately owned space instead of publicly owned space.

Activity Node Opportunities

In order to reinforce a sense of arrival and imbue key intersections as destinations in and of themselves, there are opportunities to create activity nodes through public realm enhancements at key locations within the Project Area. Public realm interventions that would help realize these opportunities include enhanced setback zones, signature landscaping or paving treatments, public art, and wayfinding features.

The activity nodes identified build on those that are included in the MCOP as Prominent Intersections, which include the intersections of King Street West and Scugog Street, King Street East / West and Temperance Street (as a point of entry to the future potential downtown civic precinct), and King Street East and Liberty Street. An additional activity node opportunity has been identified at the intersection of King Street East and Simpson Avenue where there is the potential to create an entry point to the Project Area from the east and a node within the East Business District. A further activity node opportunity has been identified conceptually south of Queen Street within the Goodyear Lands to signal the future prominence of this area with an opportunity for growth.

10.3 Land use

At all levels of the current policy framework, Bowmanville East is identified as a focal point for intensification, growth, activity and civic life within the Municipality of Clarington. In order to build on its existing strengths, further its function as a complete community and achieve the policy-led vision as an Urban Centre and Priority Intensification Area, the mix and location of existing land uses and designated land uses has been examined to identify opportunities for redevelopment. These areas of redevelopment opportunity provide the potential for new residential uses at a variety of scales and in a variety of forms, new retail and services uses within a more urban and pedestrian-oriented format, and strengthened and better connected civic, institutional and community uses that together with commercial uses, will draw residents from across the Municipality into Bowmanville East (see Figure 45).

These opportunities will help achieve public engagement participant desires for a more mix of uses to ensure that Bowmanville East has activity throughout the day and into the evening. They will also help achieve a fuller range of housing types and tenures within Bowmanville East, increasing access to local services and amenities and providing affordable housing options for a range of ages and abilities, including families with young children and seniors.

Key Project Area Boundaries

Perhaps the greatest opportunity for redevelopment exists within the boundaries of the three Key Project Areas. These three Key Project Areas have the opportunity to function as precincts within the Project Area, offering various contributions to the overall complete community that will be strengthened within the Project Area. Some, like the Goodyear Lands, will be more focused towards growth in residential uses, providing a new residential population within close proximity to the Historic Downtown that will provide a built-in consumer base within walking distance of the commercial uses in that area. Others, like the Downtown Civic Precinct, will serve as a focal point for civic and further commercial uses while still accommodating some growth in residential population within mixed use buildings. Still others, like the Bowmanville Hospital Medical Precinct will build on the existing medical uses present in the area to create more of a campus feel, providing space for growth in these services in addition to other commercial uses while providing for growth in the residential population in mixed use buildings or on mixed use sites.

In all of these Key Project Areas, there are many existing uses and buildings that should be maintained and therefore redevelopment opportunities will have to be examined on a site-by-site basis. This further level of analysis will be undertaken in Phase 2 as one of the steps of preparing the Draft Redevelopment Concept. Notwithstanding the need for further analysis, additional detail on the boundaries, the existing uses, and the potential for growth within each of the three of these Key Project Areas is provided in Section 11.

Redevelopment Opportunities

In addition to growth that can be accommodated to varying degrees within each of the three Key Project Areas, there exist several other blocks throughout the Project Area that may also present opportunities for context-

sensitive redevelopment. These blocks have generally been identified where there are current land use or density permissions within the Bowmanville East Secondary Plan that are not currently being realized. They have also been identified where improved streetscapes (see section 10.2), active uses at grade (see below), or opportunities for a continuous streetwall are desirable in order to improve the public realm and create spaces that are conducive to walking through their comfort, safety, visual interest and activity. Redevelopment on these blocks will help create the conditions in which these other opportunities may be realized.

Redevelopment potential within these blocks and others will have to be carefully assessed during the more detailed analysis in Phase 2. There are some blocks where a significant proportion of sites are identified by heritage properties and where redevelopment that is not sensitive to this context would diminish the character and sense of place that these heritage properties provide. There are other blocks where there are large scale commercial uses that are performing well economically and may remain for the longer term. On these blocks, consideration for the phasing of redevelopment and potential for infill within a site will need to be considered.

The Bowmanville Mall (see Figure 44) property represents an opportunity to intensify an existing commercial site. Whether as an addition to the existing structure or as a stand-alone building elsewhere on the property this site has the size and characteristics that would allow it to accommodate a multi-storey residential or mixed-use development. The location of the Bowmanville Mall along King Street East and at the eastern gateway to the Bowmanville East Secondary Plan Area make it ideally suited to catalyze redevelopment in this part of the Project Area.



Figure 44. Bowmanville Mall

Opportunity for Active Uses at Grade

A number of street frontages have been identified as having the opportunity to provide active uses at grade. These active uses, such as retail and services uses that provide activity during the day and early evening, will help draw pedestrians along these streets and create a hierarchy of routes that are natural and legible for pedestrians. As such, they are identified along a subset of the Priority Streetscapes identified in the Public Realm and Active Transportation Analysis (see section 5) and further reinforced through the Public Realm Opportunities (see section 10.2).

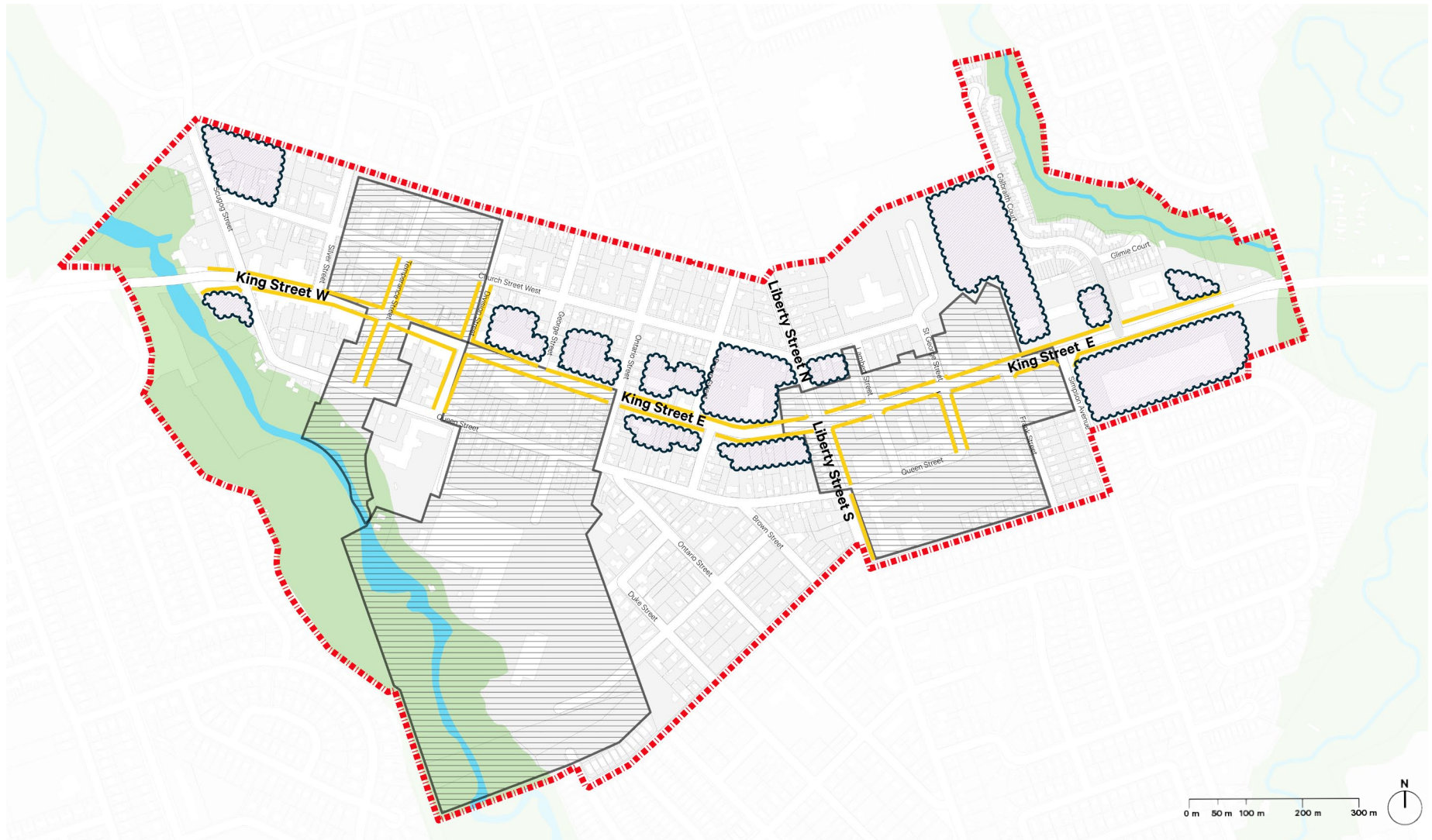
This subset of streets includes those where the greatest level of pedestrian activity should be encouraged to:

- help further define streets that already play a significant role in civic life (such as King Street West);
- extend this character further to form an activity corridor (such as can be accomplished on King Street East) and;
- create new corridors of activity between and within Key Project Areas (such as Temperance Street, Division Street, and St. George Street).

The ability to achieve this opportunity will rely in many cases on redevelopment to provide for ground floor spaces that are adequate for retail and services uses where they do not already exist, or are in a form that does not have a strong relationship to the street and are oriented to arrival by car rather than by foot. It may be necessary to contemplate certain nodes of activity as a first step within broader corridors on those blocks or sites where redevelopment is more likely to happen in the near term, and where a critical mass of active uses can be established to help impel pedestrian activity across a broader swath of a given street than just the frontage of a single site or block.

10.4 Built Form

The existing built form within the Project Area varies, with King Street generally fronted by 2-3 storey fine grain, street-related buildings with retail uses on the ground floor with residential apartments above in the historic downtown, single storey retail/service uses in retail plazas and residential buildings at the east of the downtown, and single-storey, auto-oriented retail uses east of Liberty Street. There are also a handful of multi-storey residential apartment buildings interspersed throughout the Project Area, some standalone and some with retail uses at grade, albeit not necessarily in a form or with a relationship to the



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| <ul style="list-style-type: none"> - - - Project Area Boundary Property Boundaries Building Footprints Natural Heritage System Waterbodies | <p>LAND USE ISSUES + OPPORTUNITIES</p> <ul style="list-style-type: none"> Key Project Area Boundaries Redevelopment Opportunities Opportunity for Active Uses at Grade |
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Figure 45. Issues and Opportunities: Land Use

street that provides for well-defined or active street frontages.

The MCOP contains policies specific to urban design within Urban Centres and at Prominent Intersections to ensure development that is pedestrian-oriented and promotes walkability. These policies speak to siting buildings near the street line and having main building entrances that are visible and directly accessible from public sidewalks amongst other matters. To ensure development that is compatible with existing character and built form, the MCOP further stipulates that new buildings in Urban Centres are to enhance the built environment with attention to massing, articulation, exterior cladding, architectural detail and the use of local materials and styles, provide transitions in scale to areas of lower density, and minimize adverse shadow and wind impacts on neighboring properties and the public realm, amongst other matters. Furthermore, many public engagement participants provided comments on built form, including general support for taller buildings in discrete locations, as long as this new development remained human-scaled, shadow impacts were considered and that heritage buildings were respected.

Opportunities for higher density, mixed use intensification that is context appropriate can be achieved throughout the Project Area through opportunities to promote a continuous streetwall on key corridors, opportunities for signature buildings at gateways, and through transition zones between areas with redevelopment potential and lower-scaled buildings (see Figure 4-6).

Opportunities for Continuous Streetwall

A number of street frontages have been identified as having the opportunity to provide a continuous streetwall. This continuous streetwall would consist of buildings that are sited close to the property line, have main building entrances that are visible and directly accessible from public sidewalks, and that feature minimum separation distances between the base portions of adjacent buildings. This continuous streetwall would provide for a greater sense of enclosure for the public realm and provide continuous visual interest and interaction between built form and streetscape along the full length of blocks, creating an environment that is pedestrian-oriented and conducive to walking. Since a prime objective of this opportunity is promoting pedestrian activity, opportunities for a continuous streetwall are identified along the same subset of the Priority Streetscapes as the opportunities for active uses at grade (see section 10.3) The continuous streetwall along these streets will help further

reinforce a pedestrian-first environment on those corridors that already play a significant role in civic life, where this character should be further extended, and where new corridors of activity can be created between and within Key Project Areas.

This opportunity faces the same potential constraints as the opportunities for active uses at grade in that due to the horizons of redevelopment and potential of individual sites, it may be difficult to achieve a truly continuous streetwall across one or several blocks. Certain blocks with larger parcels may need to have particular emphasis placed on them to ensure that any redevelopment contributes to the streetwall in the first phases of redevelopment. Furthermore, the opportunity to create a continuous streetwall may need to be balanced with the existing heritage properties that predominate some blocks and that do not provide for a continuous streetwall but do contribute strongly to their character and sense of place.

Activity Node Opportunities

The same activity node opportunities identified under the public realm issues and opportunities have been defined as built form opportunities as well. The sites that front on to the four points of the intersections at these activity nodes may present an opportunity through building siting, massing and height to further reinforce the activity node character of these nodes, providing built form that appropriately signifies and frames these entrances to the Historic Downtown, East Business District, and the three Key Project Areas. These built form opportunities should be contemplated comprehensively with public realm opportunities to ensure a balance of redevelopment and public space at gateway sites.

Transition Zones

In order to ensure appropriate transition between area with redevelopment potential and areas that are more likely to remain stable with lower-scaled buildings, a series of potential transition zones have been identified where redevelopment should step down in height and massing. This transition in built form will help minimize adverse shadow and wind impacts on neighboring properties and the public realm, and ensure privacy is maintained by minimizing overlook and providing reasonable separation distances between residential units.

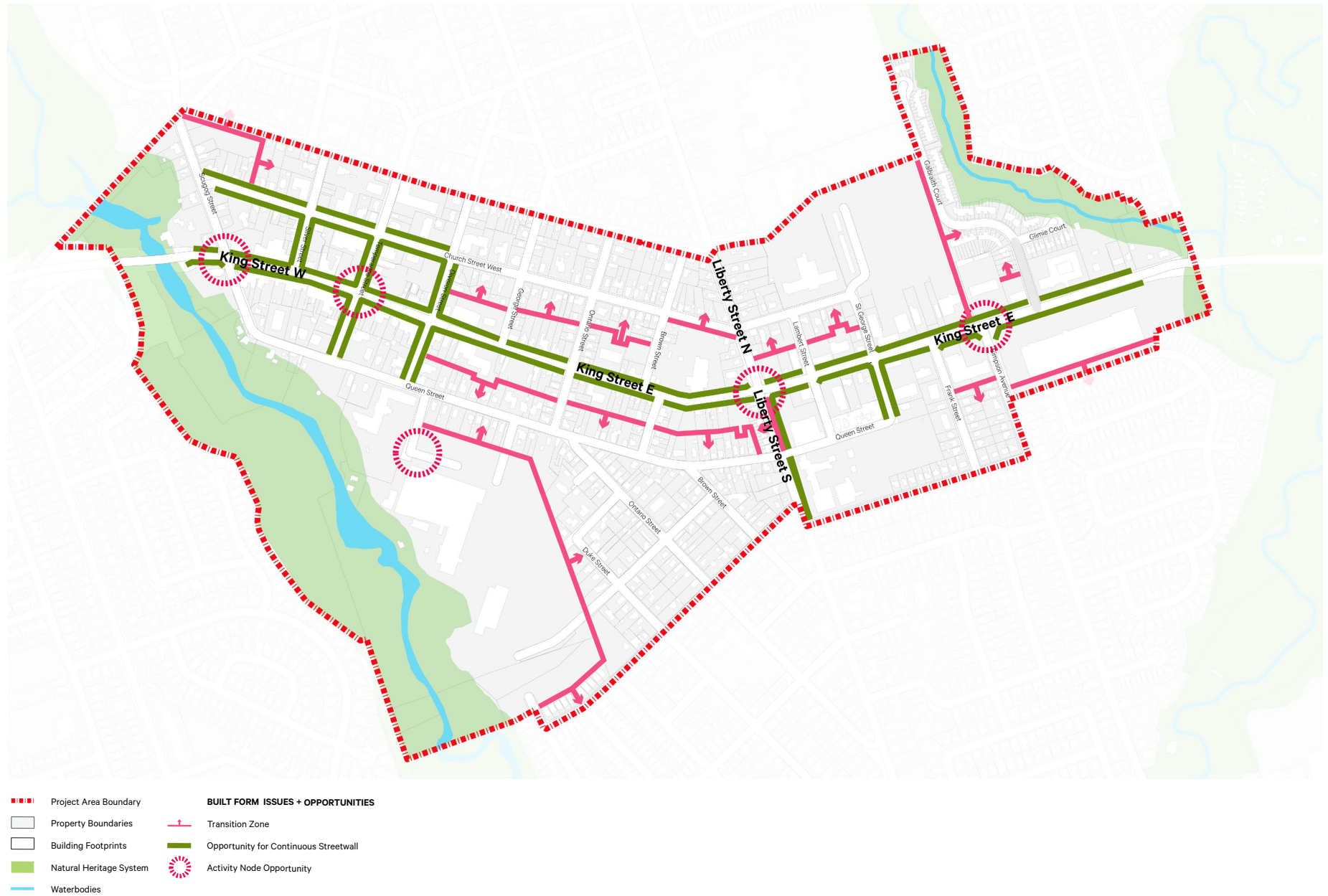


Figure 46. Issues and Opportunities: Built Form

11. Key Project Area Analysis

Three Key Project Areas have been identified within the overall Project Area. Each of these are centred on a large scale existing institutional use, collection of institutional and community uses, or a large scale redevelopment opportunity. Through these foundational attributes and their location within the broader Project Area, these three Key Project Areas have the opportunity to function as precincts within the Project Area, each Key Project Area offering different contributions in terms of potential intensification, land use and public realm to the overall complete community that will be strengthened within the Project Area. In the subsections below, a general description of the Key Project Areas, the existing land uses and built form within them, and their high-level potential for redevelopment based on existing land use designations is provided.

11.1 Downtown Civic Precinct

Given the existing concentration of institutional buildings and civic uses in the four blocks bounded by Wellington Street to the north, King Street to the south, Silver Street to the west and Division Street to the east, there is an opportunity to expand, entrench and improve the presence of these important civic institutions, thereby creating a symbolic and functional public centerpiece for the Bowmanville community. Within Bowmanville East, the new Civic Precinct will draw on the character of the traditional King Street corridor and historic downtown, and enhance the public presence of well-used civic



Figure 47. Downtown Civic Precinct Aerial View

institutions such as the Clarington Library, Clarington Museums and Archives, the Post Office, and Municipal Administration Centre (see Figures 47 and 48).

The boundaries for the Civic Precinct extend west from Division Street to Silver Street, and from Wellington through to King Street via Temperance to establish its identity and draw in visitors from the historic downtown. The precinct continues south along the Temperance Street corridor toward Rotary Park, the visual and programmatic terminus to the character area. The northern anchor of the Civic Precinct is centered on the intersection of Temperance and Church Streets (see Figure 49). While there is an existing cluster of administrative buildings and municipally owned lands within the blocks surrounding the intersection of Temperance and Church Streets, the public realm does not do justice to or reflect the significance of these public services and community resources. Temperance Street has the opportunity to function as a civic spine for the entire Project Area, potentially becoming a flexible street with a streetscape and public realm befitting this character and providing a public space that honours and reflects its role as the point or origin for many of the celebrated street festivals that occur throughout all four seasons in Bowmanville. In addition to Temperance Street, the Precinct Area includes other streets and properties through which connections could be made where there is potential to improve the public realm and expand on the identity of Bowmanville's traditional downtown character.



Figure 48. Clarington Municipal Administrative Centre

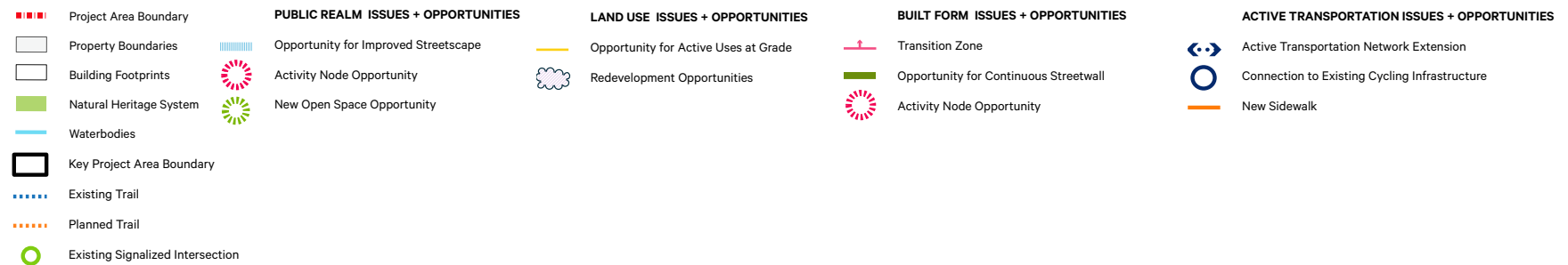
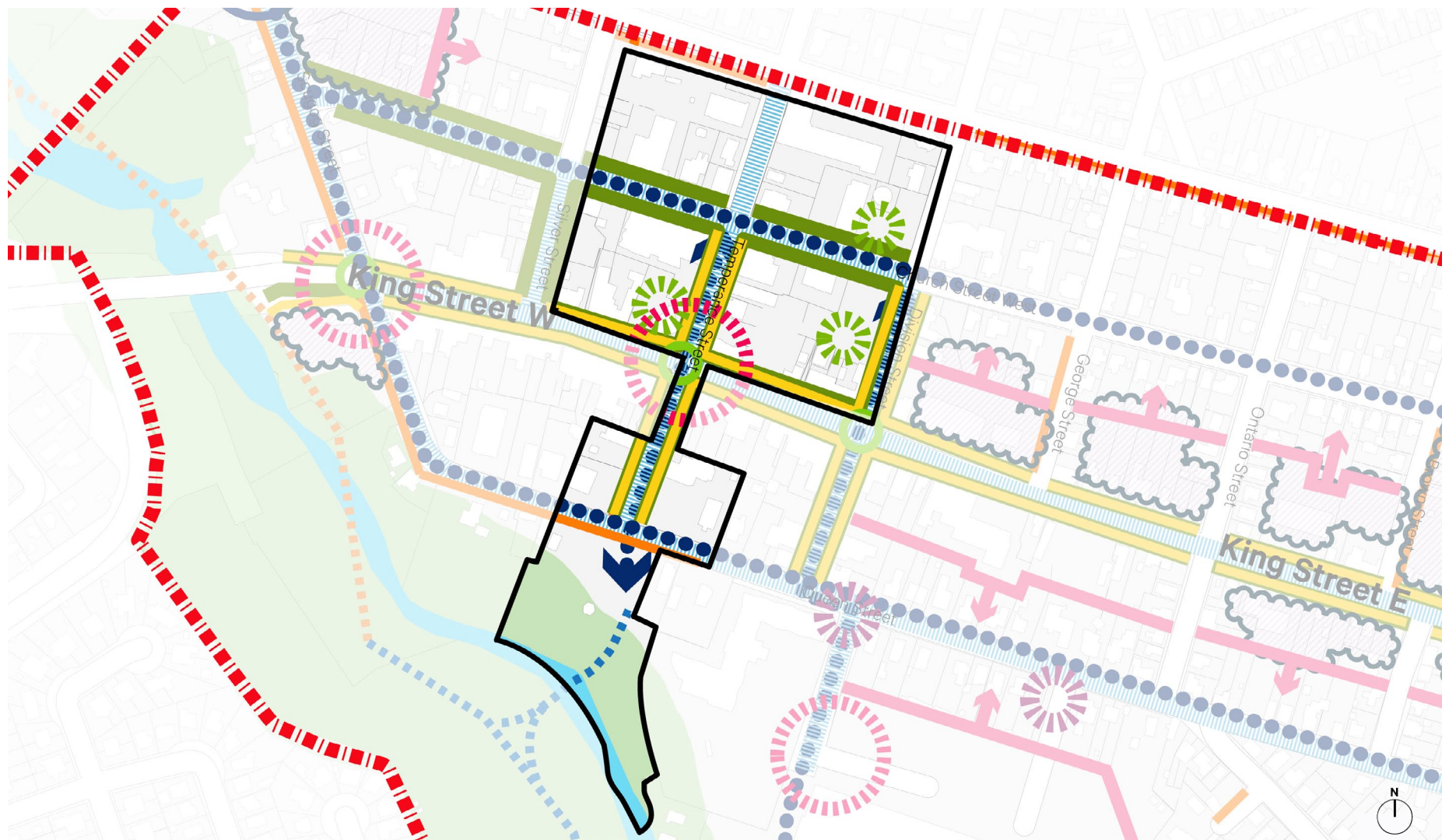


Figure 49. Downtown Civic Precinct

Existing Land Use and Built Form

Anchored at Rotary Park in the south, and the existing Town Hall square north of King Street, Temperance Street is an important corridor, connecting these public open spaces within the project area. The length of Temperance Street, south towards Rotary Park, is lined with Mixed Use and Commercial establishments, however the streetwall is frequently inconsistent.

In terms of built form along Temperance Street, while the predominant building heights are one and two storeys for much of the length of the corridor, the corner properties tend to break from the established pattern and display additional height. The octagonal BMO bank, at the north-west corner of King and Temperance is particularly out of character compared with the rest of the built form in the area.

The northern blocks of the Civic Precinct area contain a high proportion of public service uses. The four corners of the intersection of Church and Temperance streets area all contain community-aimed uses, including clockwise from the north west, the Optimal Health Chiropractic Centre, the St. Andrews Presbyterian Church, Canada Post and Clarington Municipal Administration Centre. The other uses in these four blocks include a high proportion of underutilized properties and several municipally owned surface parking lots.

Secondary Plan Land Use Designations and Potential for Redevelopment

The existing Secondary Plan designates the majority of the northern blocks of the Civic Precinct Area as Community Facilities, while the site of the existing Municipal Administration Centre is identified as Institutional. The properties adjacent to King Street, are within the designated Street-Related Commercial Area. There is some redevelopment potential on sites that are designated Street-Related Commercial and Mixed Use, although careful consideration should be paid to transition to lower-scale buildings, existing street-related buildings, heritage buildings and important civic and community uses.

11.2 Goodyear Lands Precinct

The 23 hectare former Goodyear site represents the largest single redevelopment opportunity within the Project Area. The boundary for the Goodyear Lands Precinct Area extends north of the property to include a block on the south side of King Street East, in recognition that a relationship will be established between the redevelopment of the Goodyear site itself and the adjacent neighbourhood and main street context (see Figures 50 and 51).

Redevelopment of the Former Goodyear Lands will contribute to the establishment of a new mixed use community and create new linkages and connections between both the traditional main street character of downtown Bowmanville as well as the nearby Bowmanville Creek natural heritage landscape. Furthermore the legacy of the Goodyear site as a major employment center and hub of activity should not be ignored in the context of this redevelopment, but rather should be seen as an opportunity to reconsider and reframe a sustainable relationship between Bowmanville's economic base, residential character, and environmental contexts.

The Former Goodyear Lands Precinct Area will capitalize on the redevelopment potential to establish a new center for local services and amenities complementary to the needs of residents of the newly established, higher-density mixed-use community. Given such a large redevelopment site, the boundaries of the Goodyear Lands Precinct Area will respond to the Civic Precinct Area at Rotary Park as well the nearby Bowmanville Hospital Medical Precinct to the east.



Figure 50. Former Goodyear Lands

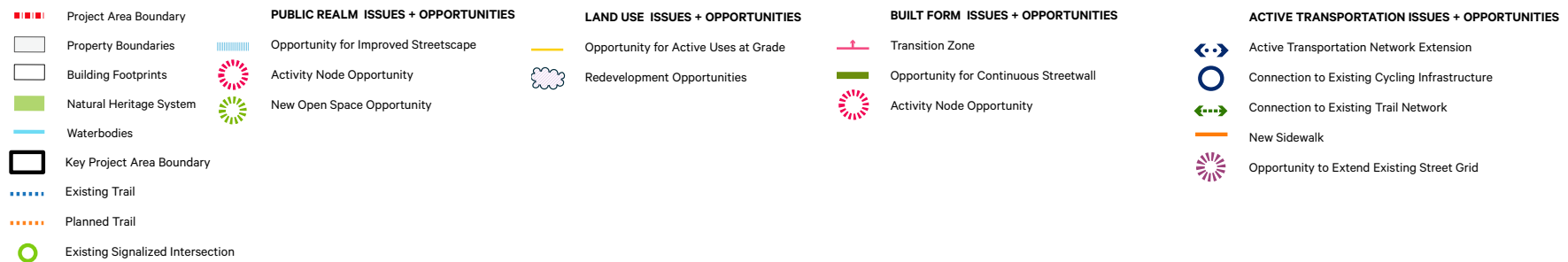
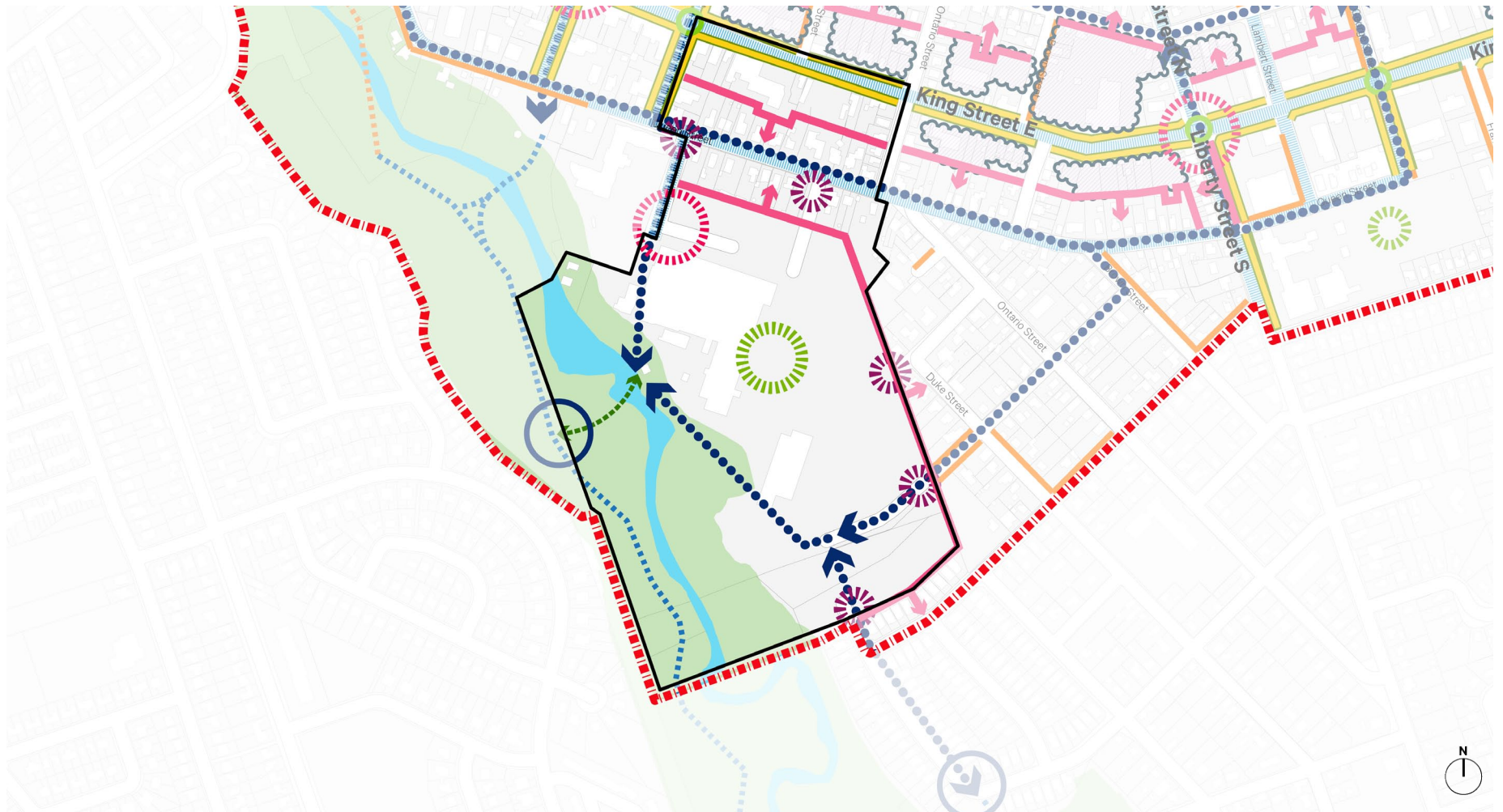


Figure 51. Goodyear Lands Key Project Area



Figure 52 Existing buildings within the Former Goodyear Lands

Existing Land Use and Built Form

The existing built form of the Goodyear Lands area is dominated by the massive industrial factory complex (see Figure 52). Although not formally designated, the factory site has been identified as being of heritage merit. The merit designation is generally intended to identify buildings or properties which retain the majority of their original architectural features or cultural significance, but which are not of the highest quality expression of a particular architectural style. The long term heavy industrial use of this site will require significant environmental remediation prior to any redevelopment. Any heritage acknowledgement will need to be balanced by

Secondary Plan Land Use Designations and Potential for Redevelopment

As mentioned above, the Goodyear Lands represent a significant opportunity for mixed use development at a higher density that is supportive of and does not detract from the existing commercial uses in the Historic Downtown. The Municipality of Clarington Official Plan further reinforces this through its identification of the Goodyear Lands and adjacent areas as Special Study Area 3, recognizing the site's distinct brownfield redevelopment opportunities. The following principles from The Official Plan policies establish a set of baseline considerations for redevelopment within this precinct:

- Redevelopment of the Goodyear lands should extend the street grid through the site;
- Where possible, adaptive re-use of the existing factory buildings should be considered;
- Enhanced physical and visual connections to the adjacent Bowmanville Creek valley should be created;
- High and medium density development should gradually transition towards the adjacent lower density communities;
- A range of residential, commercial and parks uses should be distributed throughout the redevelopment site;
- Lands within the Natural Heritage System and flood plain should be dedicated to the Municipality of Clarington; and
- The redevelopment area will be planned as a high quality demonstration project, highlighting best practices in sustainable and resilient brownfield development.

11.3 Bowmanville Hospital Medical Precinct

Having serviced the community for over a century, the Bowmanville Hospital is slated for redevelopment and a master plan process will be undertaken to establish a long term framework for improved access, quality of care and service provision. The \$100 million dollar investment in the redevelopment of the hospital presents an opportunity for the entrenchment of a key regional health services anchor as well as an economic development opportunity in the Project Area .



Figure 53. Bowmanville Hospital Aerial View

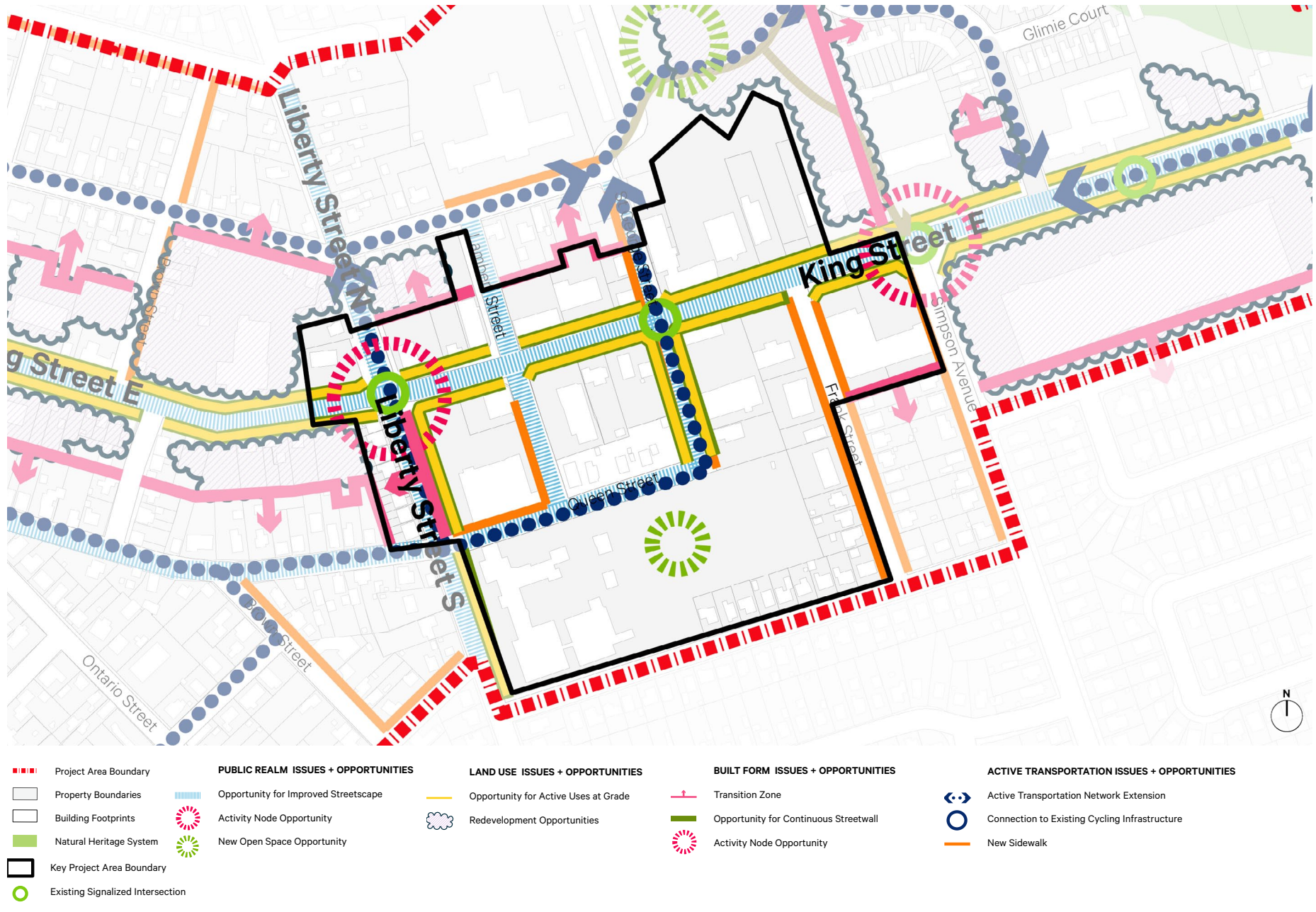


Figure 54. Lakeridge Health Bowmanville Hospital Medical Precinct

The Bowmanville Hospital Medical Precinct boundaries extend out from the hospital lands west from Liberty Street, to Simpson Street and contains nearby health and medical service uses as well as properties that have been / may be acquired by the hospital through the expansion. Additionally, the boundary encompass other potential redevelopment sites on the west side of Liberty Street and the north side of King Street where complimentary medical amenities and support services can locate to further establish a distinct precinct. By setting these broad precinct boundaries, attention can be paid to improving the relationship and urban form of the eastern portion of the Project Area through the strategic co-location of health care services, and new commercial and residential uses that will support a wellness and active lifestyle focused campus (see Figure 54).

Existing Land Use and Built Form

The existing built form and composition of land uses designations in the Bowmanville Hospital Medical Precinct is highly varied. The site itself is comprised of three general land use designations; the Hospital site is designated for institutional uses, while the lands between King and Queen Streets is part of the Street-Related Commercial area and there is a small Mixed Use area to the east, providing some transition towards the established residential community located south east of the Project Area.

There is a significant amount surface parking lots in the area, which while vital to the operations and accessibility of the Hospital itself and to the current format of retail uses in the area, do not engender a walkable or pedestrian friendly public realm. In its current form, Bowmanville Hospital Medical Precinct Area is arguably the least consistent and well defined area from a built form and public realm perspective in the whole of the Project Area.



Figure 55. Lakeridge Health Bowmanville Hospital

Secondary Plan Land Use Designations and Potential for Redevelopment

The existing Secondary Plan designates the majority of the hospital site itself for Community Facility uses, with the remainder of the Precinct is designated as Commercial, Mixed Use and Residential. All of these would provide for intensification above current levels of density and in most cases provide for a mix of uses. Furthermore, the generally larger size of parcels within this area may present a more significant potential for realizing redevelopment, either through infill or phased development within individual sites.

12. Next Steps

From spring through to the summer of 2019, the focus of this Project will shift to the preparation of a Redevelopment Concept, demonstrating how the area could grow and change to 2031 and to 2041. This Redevelopment Concept will be informed by:

- The findings of Phase 1, found within this report;
- The identification of best practices for downtown revitalization;
- The preparation of a new vision and goals for Bowmanville East and the three key project areas; and,
- Engagement with the members of the public and stakeholders through a Redevelopment Concept Charrette.

The Redevelopment Concept will include streets and blocks, parks and open space, active transportation and public realm interventions, and land use, built form and density testing and evaluation. The Draft Redevelopment Concept will be presented at a third Public Information Centre and through the Town of Clarington's web engagement portal Engage Clarington. Feedback from these engagement activities will be used to inform revisions to the Draft Redevelopment Concept and the process of preparing, testing and refining the Redevelopment Concept will be summarized in the Phase 2 Technical Report.

The Redevelopment Concept will then be used as a basis for revised Secondary Plan policies and mapping, and supporting Urban Design Guidelines that will be developed in Phase 3 of the Project.