

CONCESSION ROAD 3

# North Village Secondary Plan Area

HIGHWAY 35 / 115

Context  
Area

REGIONAL ROAD 17

Approved  
Area

ARTHUR STREET

CANADIAN PACIFIC RAILWAY

## Newcastle North Village Secondary Plan

Phase One Planning Rationale - Existing Conditions and Policy Context

May 1, 2020





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## 1. Project Purpose and Process

### 1.1. Background

The purpose of the North Village Secondary Plan (NVSP, 'the Project') is to establish a planning framework that will guide the development of the Secondary Plan Area ('the Project Area'). The resulting Secondary Plan and Zoning By-law will conform to and implement the Clarington Official Plan, the Durham Regional Official Plan, and Provincial policies and plans. This planning rationale will demonstrate how the Secondary Plan and Zoning By-law build on the existing policy framework, and implement the guiding priorities of sustainability, affordable housing, community engagement, and urban design, as established in the Terms of Reference prepared by the North Village Landowners Group and the Municipality of Clarington.

### 1.2. Project Area

The North Village Secondary Plan Area is located on the northern edge of the Village of Newcastle, an urban settlement area centered on Durham Highway 2 (King Avenue) and Regional Road 17 (Mill Street). The Village of Newcastle is one of four urban areas that make up the Municipality of Clarington, the easternmost municipality in the Region of Durham. The Secondary Plan Area is an area bound by Concession Road 3 to the north, Arthur Street to the east, draft approved plans of subdivision to the south, and Highway 35/115 to the west.

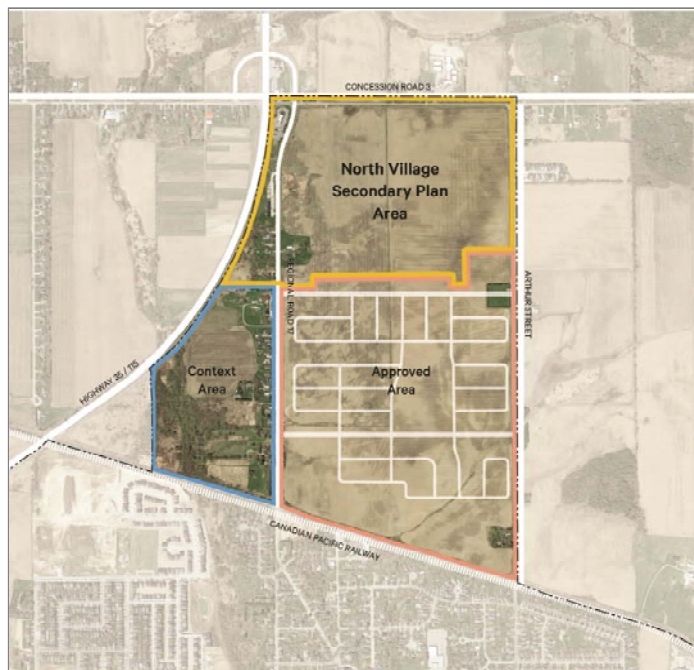


Figure 1: NVSP Study Area

This project will consider the relationship of the Project Area to areas immediately adjacent, altogether referred to as the 'Study Area' (Figure 1). The lands to the south of the Project Area include lands which have been draft approved for plans of subdivision, and are referred to as the 'Approved Area'. Lands to the south and west of Regional Road 17 ('RR17') are referred to as the 'Context Area'. These lands are not currently contemplated for development, but it is acknowledged that they may develop at some point in the future and thus are important to address through the background reports.

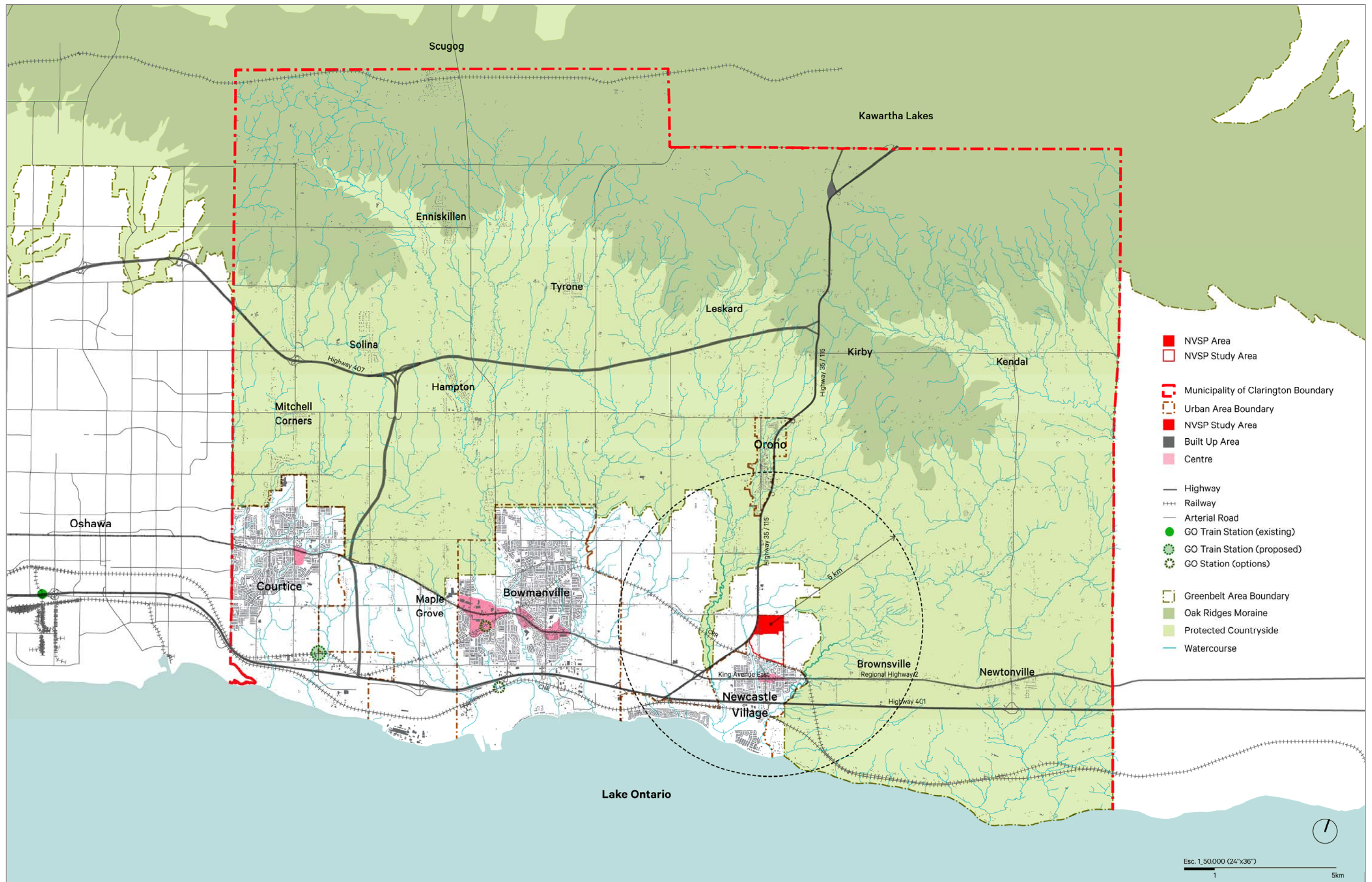


Figure 2: North Village in Context

### 1.3. Objectives and Guiding Priorities

The Municipality of Clarington and Region of Durham Official Plans require a secondary plan to be completed for new greenfield areas with an area of 20 hectares or more. The NVSP was initiated by the Landowners Group (who own approximately 85% of the Secondary Plan Area) to facilitate the orderly development of the Project Area.

The objectives of the secondary planning process are outlined in Section 23.3 of the Clarington Official Plan. According to policy 23.3.9, secondary plans shall address:

- Growth management objectives, including the minimum density target of 50 residents and jobs per hectares;
- The provision of a diverse and compatible mix of land uses and housing types;
- The design of a connected system of grid streets, an active transportation network, and connections to transit, community facilities, schools and parks;
- Sustainable design standards for sites and buildings, including green infrastructure;
- The protection and incorporation of natural heritage and hydrologically sensitive features;
- Mitigation of potential land use conflicts associated with proximity to existing agricultural uses;
- Opportunities to create visual interest through a varied built form, landscaping, and open space;
- The location of significant public buildings on prominent sites with street frontage;
- Principles of Crime Prevention Through Environmental Design (CPTED); and
- Inclusive design that meets the needs of residents of all ages, abilities, and income levels.

The secondary planning process will be carried out in accordance with the Municipal Class Environmental Assessment Process (MCEA) under the Environmental Assessment Act, which will ensure that the necessary public infrastructure can be made available to support development.

Guiding priorities for the NVSP have been laid out in the Project Terms of Reference. The guiding priorities are:

**Sustainability and Climate Change:** Clarington Council adopted a sustainable, 'green lens' approach to development, known as the Priority Green Development Framework. Sustainable development principles and practices will be incorporated into every part of the Secondary Plan, and it will include measurable targets to move towards a net zero community that is resilient to the impacts of climate change.

**Urban Design:** New neighborhoods will be designed to enhance the history and character of Clarington. Excellence in urban design will consider elements like building design, complete streets, views, park connectivity, sun and shadow impacts, and active transportation, as well as the integration of green infrastructure.

**Affordable Housing:** The Clarington Official Plan encourages a minimum of 30% of all new housing built in Urban Areas to be affordable. The Secondary Plan will include strategies for achieving this target.

**Community Engagement:** The preparation of the NVSP will be supported by a thorough public engagement strategy and include a range of public consultation initiatives in order to share, consult, deliberate and collaborate with all stakeholders.



# North Village Secondary Plan Phase One Planning Rationale

The ultimate product is a secondary plan informed by both technical input and stakeholder/public input that will establish the framework for growth and policy direction for the future North Village community (Figure 3). The NVSP will be accompanied by a zoning by-law and sustainability and urban design guidelines that will help implement the vision and principles established through this process.



Figure 3: Guiding Priorities and Project Outcomes



## 1.4. Timeline

The project is currently in the first of four phases (Figure 4). The background reports, technical analyses, and public consultation in Phase 1 will inform the creation of alternative land use plans in phase 2. These alternative land use plans will be presented to the public for feedback, and a preferred land use plan will be selected and further refined. The preferred plan will form the basis of the draft secondary plan and zoning by-law.

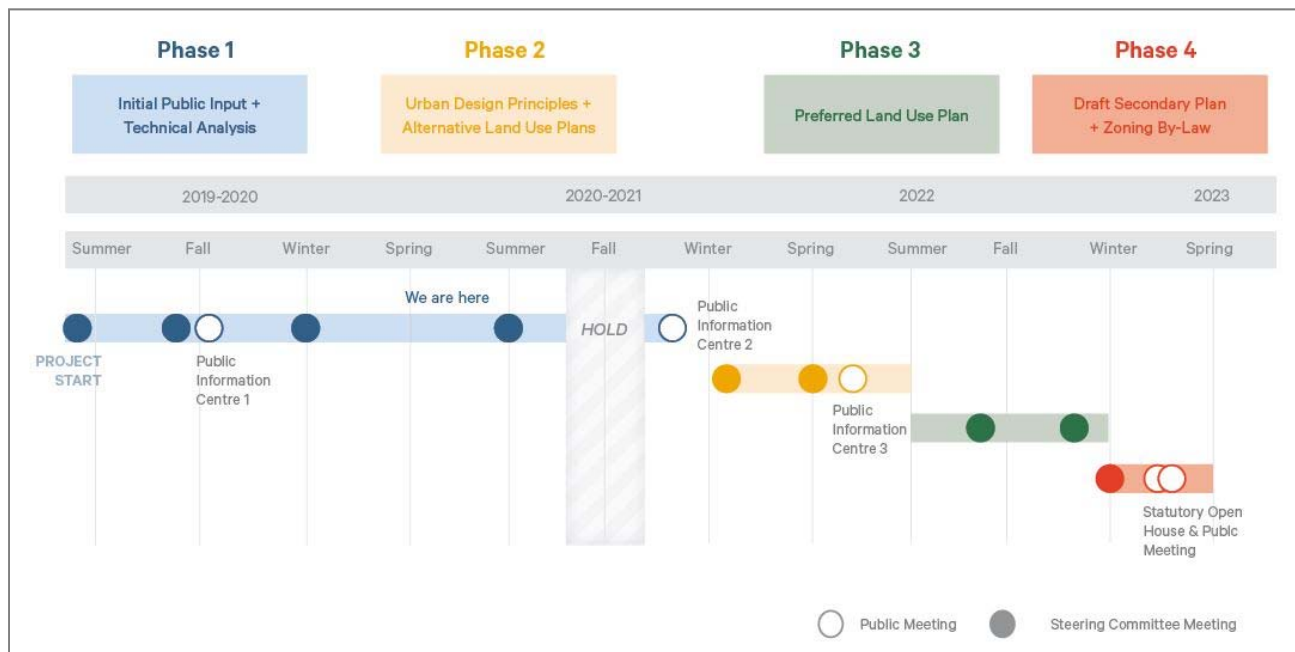


Figure 4: Project Timeline

## 2. Existing Conditions

The NVSP Project commenced with a review of existing spatial, social, demographic, economic and policy conditions within the Secondary Plan Area and immediate surroundings. This review included documentation of existing:

- Site context;
- Land uses and activities;
- Natural features;
- Transportation network;
- Land ownership and parcel fabric;
- Historical development and heritage properties; and
- Existing population characteristics.





## 2.1. Land Uses and Activities

The Project Area is primarily made up of greenfield lands located at the urban fringe of the Village of Newcastle. The majority of the lands are currently being used for agriculture. On the west side of RR 17 there are a number of homes, a church, and a fast food restaurant.

The surrounding context reflects the historically rural and agricultural nature of this community. Surrounding lands to the west, north, and east are outside of the urban boundary and designated as Prime Agricultural Lands in the Provincial Growth Plan for the Greater Golden Horseshoe. Immediately to the west is Provincial Highway 35/115 and a tributary of the Foster Creek. To the north of the Project Area there are agricultural lands, including a former hog farm, and a designated heritage property (3554 Concession Road 3). Further north along Highway 35/115 there are a number of other commercial and automotive uses, as well as The Pines Senior Public School and Clarke High School. To the east there are more agricultural lands, and a small mobile home park with approximately 25 homes. Further east are the valley lands associated with the Graham Creek.

The lands to the south between the Project Area and the CP rail line are currently being used for agriculture, however, they are within draft approved plans of subdivision for low density residential uses. This will be discussed in more detail as part of the emerging context in Section 3 of this report.

The historic village centre of Newcastle is located along Durham Highway 2 (King Avenue) approximately 1.5 kilometers to the south and is characterized by a collection of locally owned and operated businesses. The residential areas surrounding the village centre are low density and consist of primarily single detached dwellings.

A map of existing and planned land uses is included as Figure 5.

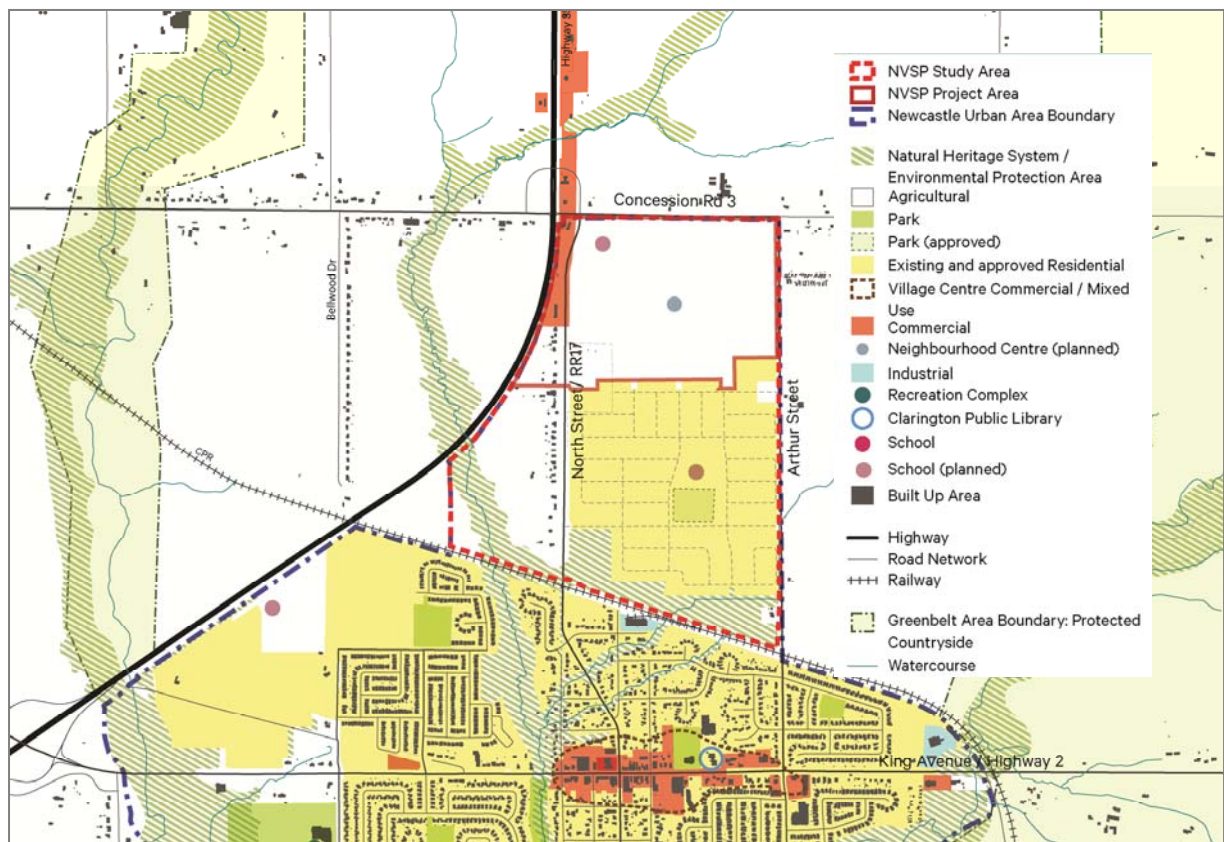


Figure 5: Existing and Planned Land Uses



## 2.2. Natural Features

The Project Area is located within the Wilmot Creek watershed, which is within the domain of the Garanaska Region Conservation Authority. While the Project Area itself is not within the regulated area, a portion of the Context Area is. Headwaters of the Foster Creek, a tributary of Wilmot Creek, are generally located to the north and north-east of the Project Area, and flow downstream to the west, circling the Study Area before moving south through Newcastle Village and finally joining with Wilmot Creek. The high point of the Project Area is located towards the eastern extents of the site, with an approximate 20-25 metre change in grade to the west of the site, and reflects the character of the rolling hills in the surrounding area.

Vegetation on the site is reflective of the Project Area's use as agricultural fields and is limited to a hedgerow that runs north-south down the centre of the site, and two rows of mature deciduous trees in the front yard of 879 North Street. A detailed review of the natural features in the Study Area is included in the Natural Heritage Analysis prepared by AECOM.

A map the surrounding natural heritage context is included as Figure 6.

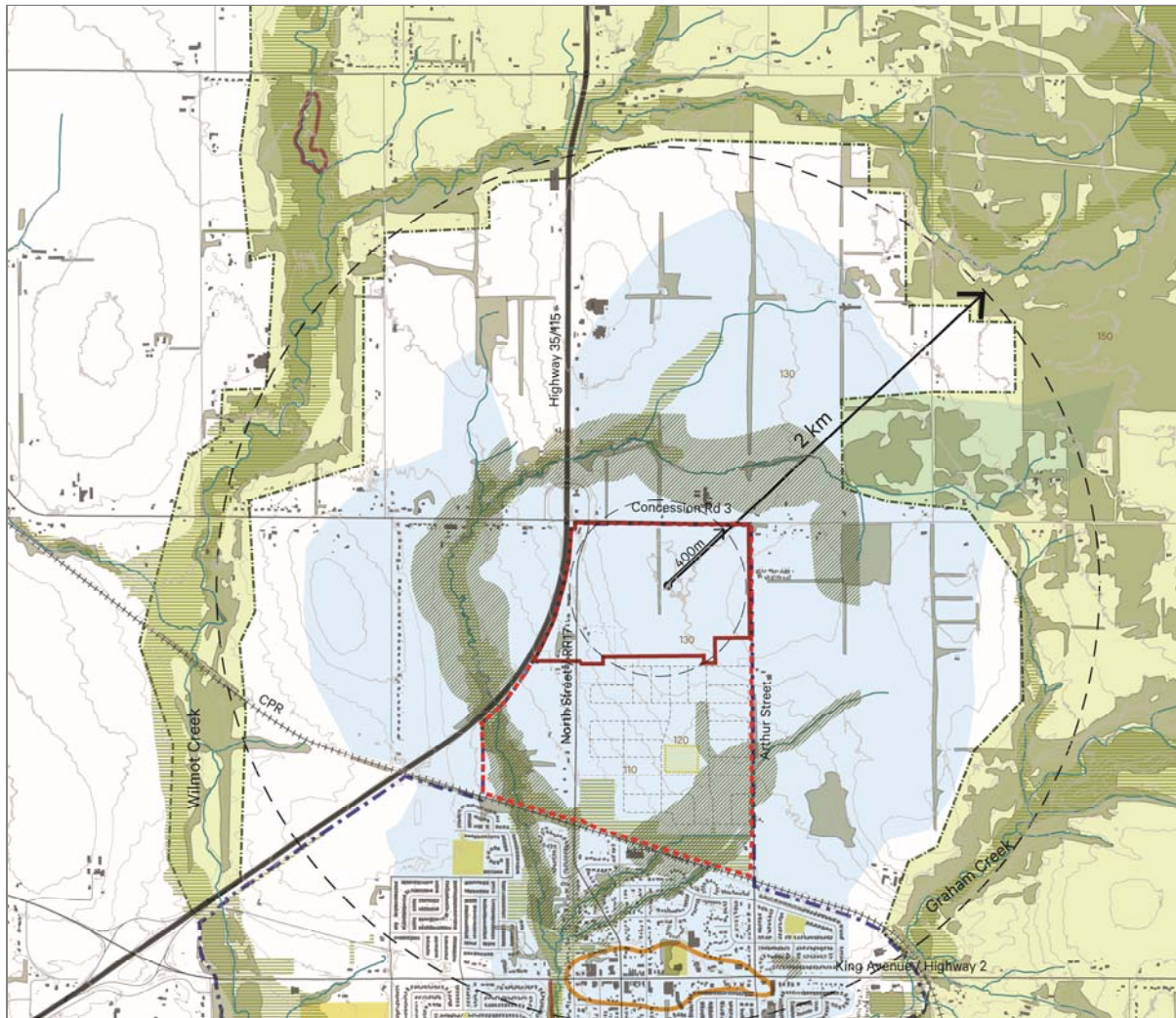


Figure 6: Natural Heritage Context



### 2.3. Transportation Network

The Project Area is bound by Highway 35/115 to the west and two arterial roads, to the north and east. Highway 35/115 is a provincial controlled-access highway, with an interchange at the north-west corner of the Project Area (at Concession Road 3). RR 17 is a Type B Arterial Road that crosses through the west side of the site, with a planned right-of-way width of 36 metres. RR 17 is currently served by Durham Region Transit route 506 which connects to Bowmanville and Orono, and runs twice per day in each direction. The intersection of RR 17 and Concession Road 3 is currently located within 70 metres of the Highway 35/115 interchange, which necessitates its realignment (as shown in the Clarington Official Plan). This realignment is to be further studied through the North Village integrated MCEA process.

Each of the surrounding streets, RR 17, Arthur Street and Concession Road 3, currently exhibit a rural street cross section, with two lanes of traffic (one in each direction), a gravel or paved shoulder, vegetated swales and large setbacks. Clusters of vegetation form allées at driveway entrances and changes in grade over rolling hills provide interesting vantage points as one travels along these streets.

To the east, Arthur Street is a Type C Arterial Road, with a planned right-of-way width of 26 metres. To the north, Concession Road 3 is a Type B/C Arterial Road, with a planned right-of-way width of 26 metres. A detailed review of the road network and transportation conditions in the area is included in the Transportation Needs Assessment prepared by AECOM.

A map of the existing circulation network is included as *Figure 7*.

### 2.4. Land Ownership and Parcel Fabric

Two agricultural lots, owned by the Landowners Group, make up 85% of the Project Area. Along the west side of RR 17 there are 9 rural residential lots, which span from RR 17 to Highway 35/115. These lots have typical frontages of 20 metres or more. This lotting pattern continues further to the south into the Context Area along the west side of RR 17.

### 2.5. Heritage Properties

One property within the Project Area (879 North Street) was identified by the Municipality as having heritage merit. This classification means that that the property maintains much of its original historic character, however it may not be the best example of its style. A Heritage Impact Assessment was prepared by AECOM as part of the North Village Secondary Plan study, and determined that the building does not meet the criteria to merit designation under Section 29 of the Ontario Heritage Act. The report recommends that the heritage attributes of the property be documented prior to demolition.

One property within the Context Area is listed on the Clarington Heritage Register. 816 North Street is a former hotel that has been maintained as part of the Docville movie set. Outside of the Study Area, there is one additional property that has been identified as a “secondary property” in the municipal heritage inventory, but is not listed on the heritage register, nor designated.

A detailed review of the built heritage conditions in the area is included in the Cultural Heritage Study prepared by AECOM.



# North Village Secondary Plan Phase One Planning Rationale

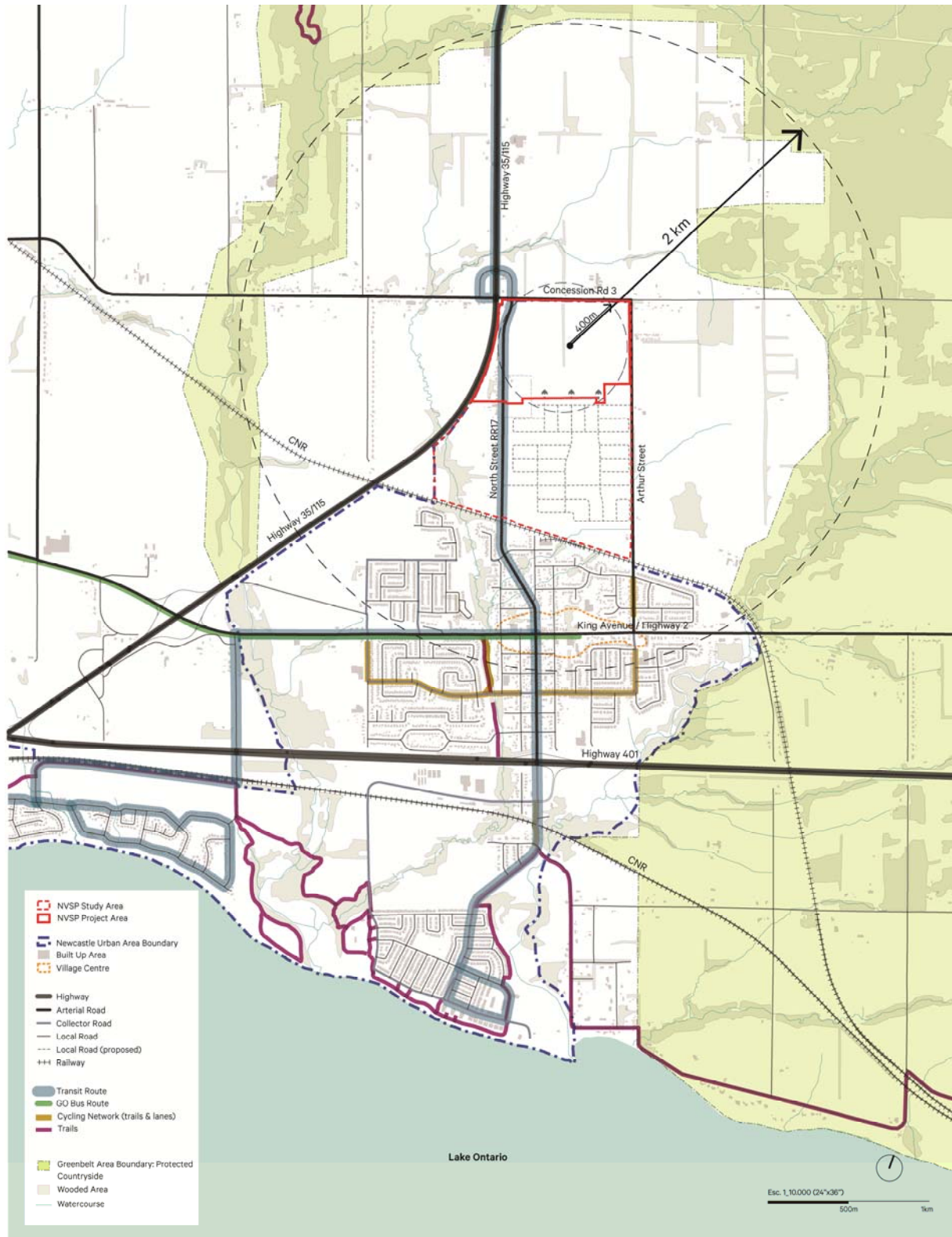


Figure 7: Surrounding Transportation Network



## 2.6. Population Characteristics

According to the 2016 Census, the Newcastle urban centre has a population of 9,167. The median age of the population is 45.6, which is slightly higher than the Provincial median age of 41.3. There are a total of 3,647 private dwellings in Newcastle, the vast majority of which are single detached dwellings. The average household size is 2.5 people, and 39% of households have 3 or more people. Less than 10% of households in Newcastle are renters. Like elsewhere, housing affordability in Newcastle is a concern, with 19% of households spending 30% or more of their income on shelter costs.

English is the language spoken at home in 98% of households in Newcastle, and the median after-tax income of households in 2015 was \$75,301. Approximately 15% of the population of Newcastle identifies as an immigrant, with more than half of all immigrants having arrived in Canada before 1981. More than half of immigrants in Newcastle are of European origin.

The workforce participation rate in Newcastle is 60%, with an unemployment rate of 7.6%. Of those in the workforce who commute to work, 83% drive alone in a private car. Almost half of those who commute spend more than 30 minutes or more traveling to work, and two thirds work outside Clarington. One quarter of Newcastle workers work outside of Durham Region.

## 3. Emerging Context: Approved North Village Subdivisions

The lands to the south of the Project Area are within draft approved plans of subdivision for low density residential uses. These lands are also owned by members of the North Village Landowners Group, being Brookfield Residential and DG Group (formerly Smooth Run Developments). Draft approval was granted by the Ontario Municipal Board in October 2012. It was acknowledged at that time that a number of servicing infrastructure improvements would be required to service the draft approved subdivisions. The Region's timeline for various works was updated in 2017, with certain elements not scheduled to begin construction until 2021. In February 2018 Clarington Council approved a request to extend draft approval for an additional six years.

### 3.1 Land Use

The lands in the Approved Area are currently being used for agriculture, however these lands have been approved for residential subdivisions with approximately 920 low-density residential units (singles, semis and towns), a medium density residential block (approx. 97 units), a public elementary school, and three public parks ( ). The draft approved subdivisions also include two stormwater management ponds within an open space buffer along the CP Rail corridor. A potential water reservoir has also been identified within the Secondary Plan Area.



North Village Secondary Plan  
Phase One Planning Rationale



Figure 8: Approved Neighbourhood Design Plan



### 3.2 Natural Features

There is a tributary of the Foster Creek in the southeast corner of the Approved Area that runs from the northeast to the southwest, and through a culvert under the CP rail line. The approved Functional Grading Plan for the draft approved subdivisions show that the tributary is proposed to be channelized.

### 3.3 Transportation Network

Through the North Village Transportation Study dated May 2018 prepared by Sernas Transtech, a number of improvements to the existing arterial road network are recommended, to be phased with the development of the Approved Area. These include:

Phase 1 (260 units):

- Add centre two-way left turn lane on North Street.
- Remove stop signs from eastbound and westbound approaches at the intersection of North Street and Concession Road 3 and replace with traffic signals.

Phase 2 (600 units):

- Modifications to the existing North Street/Concession Road 3 intersection and Highway 35/115 exit.
- Add gates to level crossing of Arthur Street and CP Railway.

Phase 3 (final 300 units):

- Realignment of RR 17 by shifting it 300 metres to the east.
- Reconfiguration of Highway 35/115 exit.
- Widening of Concession Road 3 to 4 lanes between old North Street and new RR 17.
- Cul-de-sac old North Street just south of McDonalds to provide access to McDonalds and the church to the south.
- Urbanize the frontage of the development on RR17 and Arthur Street, including curb and gutter, sidewalks and illumination (to be undertaken as the development progresses)

The road network for the draft approved plans of subdivision consists of two east-west collector roads connecting RR 17 and Arthur Street, as well as one north-south collector road between them. There are three connection points for linking the road network in the Project Area to the approved road layout to the south, including the one north-south collector road and two other local roads.

### 3.4 Parcel Fabric

The parcel fabric in the draft approved plans of subdivision consists of a variety of low-density residential lot types. Lots for single detached dwellings have frontages ranging from 11.6 metres to 18.0 metres. Semi-detached lots have frontages of 19.6 metres (2 units), and linked detached lots have frontages of 9.8 metres (each unit). The draft approved subdivisions also contain townhouses with 7.6 and 6.6 metre frontages. One medium density residential block is also planned. The interface along the boundary between the Approved Area and the Project Area are single detached dwellings fronting along the planned east-west collector road ('Street C'), and the medium density block at the intersection of Arthur Street and Street C.



### **3.5. Future Population**

Applying the population assumptions of the Clarington Development Charge Background Study (2015), it is anticipated that the approved subdivisions at full build-out will be home to approximately 2,888 people. This represents approximately a 30% increase to the existing population of Newcastle. The population projection for the North Village Secondary Plan Area will be developed through the secondary planning process.

## **4. Policy Review**

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 and staff reports which 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 Planning Act**

The Planning Act is Provincial legislation that sets out the framework and rules for land use planning in Ontario. According to the Section 22 of the Planning Act, secondary plans are part of the official plan, added by way of an amendment. Secondary plans contain policies and land use designations that apply to multiple contiguous parcels of land, but not an entire municipality, and that provide more detailed land use policy direction in respect of those parcels than was provided before the amendment.

### **4.2 Environmental Assessment Act**

The Environmental Assessment Act requires Ontario municipalities to conduct a comprehensive study prior to undertaking capital works projects, including roads, water and wastewater projects. This is referred to as a Municipal Class Environmental Assessment (MCEA). The secondary plan process will be integrated with a MCEA for new or realigned major roads and infrastructure required to service the NVSP area. The MCEA is reviewed by the Ministry of Environment, Conservation, and Parks, and has consultation and reporting requirements over and above those required by the Planning Act.

### **4.3 Provincial Policy Statement**

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.

The PPS speaks to the importance of both hard and soft infrastructure, including the integration of transportation 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. The PPS encourages a sense of place through the promotion of well-designed built form as a means of promoting long-term economic prosperity.





#### 4.4 Growth Plan (2019)

The Provincial Government sets the framework for land use planning in municipalities within the Greater Golden Horseshoe region through Growth Plan for the Greater Golden Horseshoe (the Growth Plan), which establishes a vision and supporting policies for managing growth within the region to 2041. In setting out a vision to manage growth, the Growth Plan emphasizes the creation of a compact built form through the intensification of lands within already built-up areas.

The majority of the Project Area is within the 'designated greenfield area'. Designated greenfield areas are lands within settlement areas that have been designated in an Official Plan for development, and are required to accommodate forecasted population and employment growth. They are called "greenfield" because they are typically agricultural areas on the urban fringe. The Growth Plan States that designated greenfield areas should be planned to meet a specified minimum density target, and designed in a manner that supports the achievement of complete communities, facilitates active transportation, and encourages the integration and sustained viability of transit services.

The Growth Plan was updated in 2017 with new greenfield density targets for upper and single tier municipalities. The Region of Durham must plan to achieve a minimum density of 50 residents and jobs combined per hectare, measured across all designated greenfield areas.

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. The Growth Plan encourages the coordinated planning of settlement areas and public infrastructure, including transit, in order to achieve a compact built form and optimize public investment in infrastructure and community facilities.

Complete communities should be designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime. 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. The Growth Plan states that 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.

The Growth Plan directs municipalities to plan for a diverse range and mix of housing options, including secondary units and affordable housing, and to provide housing and amenities for people from all walks of life and incomes. Complete communities should be planned so that they improve social equity and overall quality of life, including human health.

Complete communities should also be planned to mitigate and adapt to climate change by promoting integrated green infrastructure and low impact development practices. The Growth Plan also supports a reduction in greenhouse gas emissions by increasing the modal share for transit and active transportation and by minimizing land consumption through compact built form.

The Provincial objectives set out in the Growth Plan align with the guiding priorities for the secondary plan. The Growth Plan directs that the NVSP should help to achieve the Region of Durham's minimum greenfield density target, and provide the framework for a complete community that achieves Provincial objectives related to sustainability and climate change, urban design, and housing affordability.



## 4.5 Durham Region Official Plan (1993)

The Durham Regional Official Plan (ROP) guides growth and change within the Region to 2031. It sets out a framework for managing growth in an orderly fashion and creating healthy and complete, sustainable communities. The Region is currently in the process of updating the ROP.

The ROP sets out population and job projections for all of the lower tier municipalities to the year 2031. It is estimated that Clarington will have a total population of 140,340 people, as well as 38,420 jobs, by 2031. The majority of these people and jobs will be in the urban areas associated with the villages of Courtice, Bowmanville, and Newcastle. The North Village Secondary Plan Area falls within the Urban Area as identified by the ROP. As a greenfield area, the Project Area should help to achieve the Region-wide greenfield density target of 50 residents and jobs per hectare. Density within the urban area is to generally increase over time and will achieve a more compact urban form and mix of uses.



Figure 9: Region of Durham OP Schedule A

The Project Area is designated 'Living Areas' in the ROP (Figure 9). Living Areas are predominantly for housing purposes, and should be developed to incorporate a wide variety of housing types, sizes and tenures. Limited non-residential development is permitted in Living Areas, as a component of mixed use developments. Living Areas should be developed in a compact built form, in a manner that supports access to public transit.

Section 8B.2.3 of the Region of Durham Official Plan list a number of urban design principles to guide the review of development applications in Living Areas. These include:

- A compact urban form, with the most intensive development along arterial roads and in conjunction with transit;
- Alternative noise attenuation measures including berms and innovative building design;
- Orientation of buildings to maximize solar gain; and,
- A pedestrian-oriented public realm, including parks, pathways and trails.

RR 17 is designated as a Type B Arterial Road and a Regional Transit Spine according to Map C of the ROP. Type B Arterials primarily serve inter- and intra-municipal trips, and have a 30 to 36 metre right-of-way. Arthur



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Street is designated as a Type C Arterial, and Concession Road 3 is designated as Type B/C Arterial. Type C Arterial Roads primarily serve intra-municipal trips and have a 26 to 30 metre right-of-way. The North Village Secondary Plan will have regard for the Arterial Road Criteria in Table E7 of the ROP, when considering the interface with these three boundary roads. The ROP encourages the use of alternatives to reverse lot frontage, such as window streets and cul-de-sacs, and establishing direct visual and pedestrian connections from proposed land uses and local streets and to the arterial road.

The ROP seeks to achieve a range of housing, including affordable housing, to satisfy the social and economic needs of current and future residents. A minimum of 25% of all new residential units produced within each municipality are required to be affordable to low and moderate income households.

The ROP aims to provide access to an appropriate mix of jobs, local services, a full range of housing (including affordable housing), schools, recreation, open space, and community infrastructure. The ROP prioritizes connecting people to various destinations by transit and active modes of transportation. These healthy and complete, sustainable communities will also feature an appropriate ratio of population to jobs, will integrate social, economic and environmental considerations, and will be places where people can live, work and play in a safe, vibrant, healthy and prosperous environment.

The ROP does not have climate change adaptation and mitigation as explicit objectives, however, a number of the policies support the transition to a more sustainable and liveable Region. The ROP strives to create complete communities where peoples' needs for daily living are met without compromising the ability of future generation to meet their needs.

The guiding priorities for the NVSP are consistent with the objectives and policies of the Region of Durham Official Plan.

### 4.6 Envision Durham: Region of Durham OP review (2019-2020)

The Region is currently in the initial phase of a comprehensive Official Plan Review that will update the ROP to bring it into conformity with the Growth Plan, 2019, and guide growth and change within the Region to a horizon year of 2041. The target date for publication of the new ROP is 2022, and the review is currently in Stage 2 – "Discuss". The Region has released six discussion papers on various priority topics including Growth Management, Agriculture, Climate Change, Transportation, Environment, and Housing Policy.

**Agriculture:** Envision Durham acknowledges the continued role of agriculture in the regional economy. The discussion paper addresses a number of factors affecting planning for the Region's agricultural and rural areas, including the need to address land use compatibility issues and provide an appropriate interface between working farms and urban areas. The discussion paper provides 3 options for incorporating the Province's Minimum Distance Separation (MDS) Formulae and Guidelines. Currently, the ROP includes a text reference to the MDS, and includes the clause "as amended by the Province from time to time", to ensure that the most up-to-date policy is applied.

**Climate Change:** The Region is committed to understanding and responding to climate change, which is a major challenge that the Region will have to confront over the horizon of the new Regional Official Plan. The discussion paper reviews the measures that have already been identified through existing climate change initiatives, and identifies four topic areas in the realm of land use planning that have implications for climate change adaptation and mitigation: urban built form, energy infrastructure, transportation, and the natural environment.

**Urban System:** In 2016, approximately 92% of the Region's residents resided within the urban system. It was also home to roughly 94% of the Region's jobs. The urban system is also where the vast majority of future growth will occur. The discussion paper reviews Provincial policy direction for growth planning, and explores demographic, development, and employment trends in the Region. The paper also outlines preliminary approaches to updating the Region's urban system, and provides considerations for the Region's land needs



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assessment, which would determine the need for any settlement boundary expansions.

**Environment and Greenlands System:** Durham's greenlands system makes up approximately 40% of the Region's land base. This system supports environmental conservation, recreation, and other rural and agricultural land uses. The greenlands system includes lands that are within the Greenbelt and the Oak Ridge Moraine. The discussion paper includes a review of applicable Provincial, Regional, and local policies related to environmental protection and mitigation, climate change, stewardship, and other topics. Watershed planning is effective planning tool in the protection of the Region's natural and hydrogeological resources. Watershed plans should be regularly updated in accordance with Provincial policy and guidance.

**Transportation System:** This discussion paper builds on the transportation vision articulated by the Region's TMP, and highlights key trends across all modes of travel, including increased congestion, particularly on the road network. It considers a variety of actions for updating ROP policies that would support the forecasted growth in the Region through the provisions of an integrated multi-modal transportation system, specifically prioritizing active transportation and transit.

**Housing Policy:** This discussion paper provides an overview of how land use planning can influence housing choice and affordability in Durham. It considers the full spectrum of housing themes and policy areas, but focuses on growing housing unaffordability in Durham Region and policy options to address it. Some of the policy options reviewed include inclusionary zoning, secondary units, and shared living. Land use policy can enable and support the delivery of various forms of housing, and these will be considered for the NVSP.

### 4.7 Durham Region Transportation Master Plan (2017)

The Durham Region Transportation Master Plan (TMP) is a strategic document that sets out the road network and identifies infrastructure modifications required to support the development pattern set out in the Region of Durham Official Plan. The TMP is a multi-modal plan focusing on all modes of transportation, including walking, cycling, public transit, cars, and goods movement. The TMP is consistent with the first two phases of the Class EA process for the proposed Regional Road projects. Project-specific investigations are required to satisfy EA requirements before proceeding to construction.

The TMP shows a conceptual realignment for RR 17 and designates it as an 'Other Transit Spine'. The realigned RR 17 will be expanded to three lanes.

### 4.8 At Home in Durham: Regional Housing Plan 2014-2024

At Home in Durham builds on the commitment in the Region's Strategic Plan and the ROP to develop a broad range of affordable housing and housing opportunities. At Home in Durham is a plan to address the following four goals:

- End homelessness;
- Affordable rent for everyone;
- Greater housing choice; and
- Strong and vibrant neighbourhoods.

The Region is committed to working with local municipalities and higher levels of government, as well as the private and nonprofit sectors, to meet the identified needs of residents and ensure that everyone is at home in Durham.

### 4.9 Region of Durham Arterial Corridor Guidelines (2007)

The Region of Durham approved the Arterial Corridor Guidelines to inform planning and design exercises, including secondary plans, which address an arterial road. The Guidelines acknowledge that there are a number



of different arterial road conditions across the Region, and provides strategies for achieving a balance of liveability and mobility in the planning, design and construction of features within and abutting the public road allowance. All arterial roads must accommodate various functions including facilitating the movement of vehicles and other modes, provide space for utilities, support adjacent and surrounding land uses, and contribute to the public realm and community identity.

The arterial roads that frame the North Village Secondary Plan Area can be characterized as rural arterials in their current setting and function. However, as development in the Approved Area proceeds these roads will be urbanized. The Arterial Corridor Guidelines provide direction for how these Regional Roads can be planned to achieve multiple objectives. For example, window streets are a design tool to create residential frontage on an arterial road, while providing adequate distance for safety, noise attenuation, landscaping, and pedestrian facilities.=

#### 4.10 Clarington OP (2018)

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 2018 based on the key principles of sustainable development, healthy communities, and growth management.

##### Urban Structure and Density Targets

The MCOP guides development and growth in order to meet the population and job targets established by the Region of Durham, based on the projections of the Growth Plan for the Greater Golden Horseshoe. Within the urban structure of the Municipality of Clarington, the Project Area is identified as ‘Greenfield’ and ‘Built Up Area’ (Figure 10). The approved subdivisions to the south are also considered to be Greenfield. Any development within the Greenfield areas must contribute to the achievement of the minimum density target of 50 residents and jobs per hectare applied across all Greenfield lands in the Municipality.

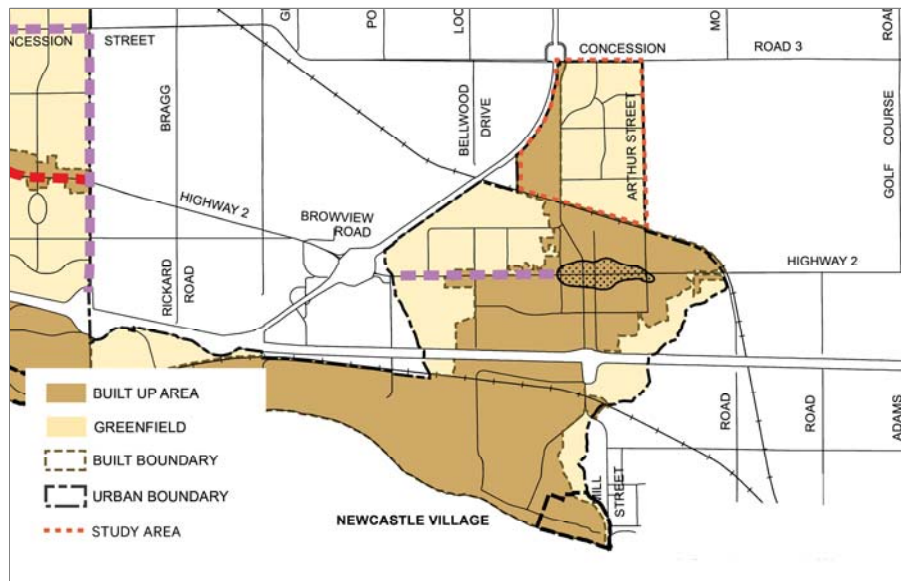


Figure 10: Clarington OP Map B: Urban Structure

It is important to note that the lands within the Context Area are not designated Greenfield. They are considered to be part of the Built-up Area and as such are subject to the minimum residential intensification target of 32% by 2021, and 40% thereafter (Policy 4.4.1).



### Land Use

According to Map A4 – Land Use, the Project Area is designated 'Urban Residential' (Figure 11). The predominant use of lands designated 'Urban Residential' shall be for housing purposes. Other uses may be permitted which by the nature of their activity, scale and design, and location are supportive of, and compatible with, residential uses (Policy 9.3.1). The Project Area also contains a 'Neighbourhood Centre' designation in the centre. Neighbourhood Centres are to serve as focal points for residential neighbourhoods and provide a range of retail and service uses to meet day to day needs. They should be planned as transit nodes containing higher density residential uses as well as community uses. Public squares are required in all new Neighbourhood Centres. The Land Use Map also contains a Secondary School symbol. School land needs will be determined through discussions with the local school boards.

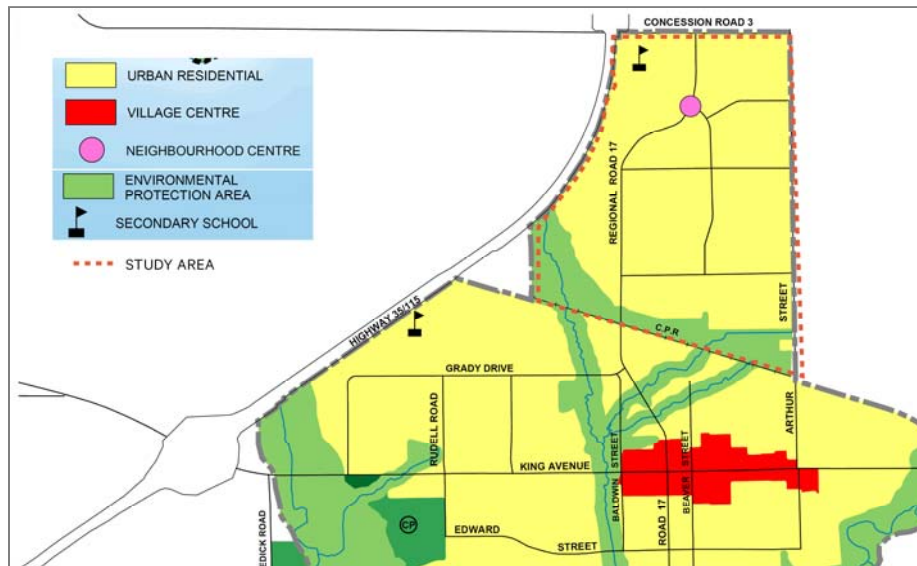


Figure 11: Claringon OP Map A4 – Land Use

### Transportation

The Project Area is bound by three major roads. Map J4 of the MCOP (Figure 12) shows the conceptual realignment of RR 17 and designates it as a Type B arterial. Arthur Street is designated as a Type C arterial. Concession 3 is a Type C arterial across the eastern half of the site boundary. The western portion is shown as a Type B arterial, with a highlight to indicate that it has been deferred by the Region of Durham. This is likely related to the required realignment of RR 17 and the potential future reconstruction of the Highway 35/115 interchange which is under Provincial jurisdiction. Map J4 also shows the conceptual need for local collector roads within the Project Area.

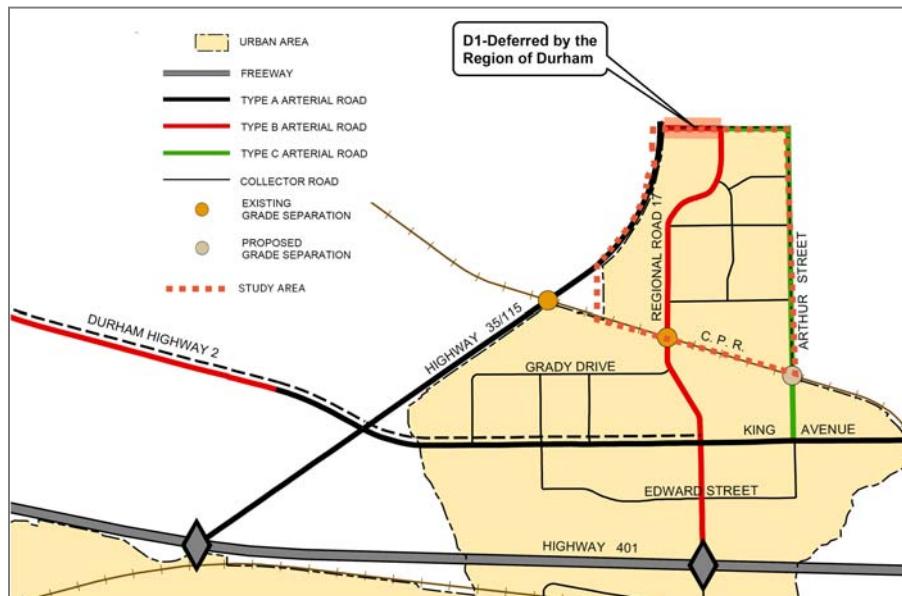


Figure 12: Clarington OP Map J4 - Transportation Network

### Urban Design and Sustainability

Chapter 5 of the MCOP contains policies related to urban design and sustainability, with the goal of achieving greater sustainability through community, site, and building design practices in a way that celebrates and enhances the character of Clarington and enhances the well-being of residents. Important sustainable design principles include walkability, land efficiency, compact and connected communities, managing resources and energy efficiently, and putting the environment first (Policy 5.2.2).

The MCOP contains policies related to the public realm, including streets, parks, and public buildings. The street network should accommodate a variety of transportation functions, and be complemented by street trees and landscaping to enhance the pedestrian experience (Policy 5.3.1). The street network should be grid-like, maximizing opportunities for connection, and not incorporating measures that restrict circulation through neighbourhoods (Policy 5.3.2).

Gateways are key locations that are to be designed to serve as landmarks highlighting a major intersection, the arrival off a highway, or the transition from rural to urban. The northwest corner of the Project Area is an ideal opportunity for a gateway feature, given its proximity to the highway interchange and significance as the northern limit of the Newcastle urban area.

Section 5.4 includes the built form policies of the MCOP. Criteria for the design of development in emerging neighbourhoods are outlined in section 5.4.2 and include:

- Create a distinct neighbourhood identity;
- Have appropriate built form and design as determined through a comprehensive secondary plan process;
- Demonstrate compliance with any applicable architectural design guidelines;
- Provide a variety of housing types and supportive land uses;
- Mitigate potential noise impacts generate by nearby uses;
- Reduce the need for noise barriers through alternative street design, such as window streets;



## North Village Secondary Plan Phase One Planning Rationale

- Achieve sustainable, attractive buildings, landscapes, and streetscapes;
- Prioritize pedestrians over cars; and
- Utilize appropriate exterior materials to achieve a consistent sense of place.

The Municipality of Clarington Official Plan includes a commitment to addressing climate change and reducing impacts on the natural environment. The MCOP promotes energy, water, and resource efficiency and conservation, the reduction of greenhouse gas emissions, and promotes the reduction, reuse, and recycling of waste (Policy 5.5.2). The MCOP encourages sustainable design practices including green infrastructure and green building design (Policy 5.5.4).

### Housing Diversity and Affordability

The Municipality has identified housing diversity and affordability as one of its core goals. The MCOP encourages a minimum of 30% of all new housing to be considered “affordable”. Affordable is defined as:

- 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.

Alternative forms of housing are permitted and supported by the Official Plan, including accessory units, garden suites, and assisted and special needs housing.

### **4.11 Clarington Priority Green (2015)**

Priority Green Clarington was designed to address Council’s vision of building a sustainable, creative and caring community and to support the Municipality’s commitment to sustainable development. Focused on the principle of local planning for global stewardship, Priority Green Clarington is intended to further improve the integration of sustainability into the residential land development process. Priority Green Clarington sets standards for community design and introduces green development criteria to evaluate the environmental sustainability of a proposed new community or development. The Secondary Plan Green Development checklist will be used to evaluate the alternative land use options for the North Village Secondary Plan.

### **4.12 Clarington Transportation Master Plan (2017)**

The Clarington Transportation Master Plan (TMP) is a coordinated and integrated transportation strategy to guide decision making regarding infrastructure policy and investments over a twenty year period. The Clarington TMP was prepared in accordance with Phase 1 and 2 of the Municipal Class Environmental Assessment process. In order to implement specific projects it will be necessary to complete Phases 3 and 4 of the MCEA, including more detailed investigation of impacts and further consultation. Expanded transit services and active transportation option were significant public priorities identified through the TMP consultations.







## 5. Summary

The guiding priorities of the North Village Secondary Plan are consistent with policy direction at the provincial, regional and local level. The policy framework establishes some of the land use parameters for the secondary plan. The secondary plan should:

- Contribute to the achievement of the minimum greenfield density target of 50 residents and jobs per hectare measured across all greenfield areas in Durham Region (*Growth Plan for the GGH*);
- Incorporate a re-aligned Regional Road 17 based on the evaluation of options that meet the land use, urban design and access requirements for Regional Roads (*ROP*);
- Provide for a pedestrian-oriented public realm, including parks, pathways and trails (*ROP*);
- Achieve a mix of housing types and contribute to the achievement of the affordable housing target of 30% (*MCOP*);
- Feature a Neighbourhood Centre with small-scale commercial uses and a public square (*MCOP*); and,
- Support climate change adaptation & mitigation through sustainable design principles including compact built form, energy conservation, and environmental stewardship (*Clarington Priority Green*).

This review of existing conditions and policy direction will inform the identification of opportunities and constraints for the North Village Secondary Plan, and the development of alternative land use options.