



Planning Services Department

**Bowmanville**  
**Community Improvement Plan**

**Adopted by Council**

**June 27, 2005**

**Ministry of Municipal Affairs and Housing Modifications**

**September 16, 2005**

**Amendment 1- October 2008**

**Amendment 2, January 2018**

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## **1. Community Improvement Plans in Clarington**

The Official Plan for the Municipality outlines the goals and objectives for Community Improvement. Clarington has had a long history of supporting its historical downtown areas and rural communities while taking advantage of federal or provincial funding programs to support civic improvements; this is the second formal Community Improvement Plan for Clarington.

### **1.1 Why was this Community Improvement Plan Study Undertaken?**

The main purpose of this Community Improvement is to articulate a vision for Bowmanville, based on an assessment of past experience and future prospects, along with a realistic “road map” of how to get there. At its December 15, 2003 meeting, Council approved a draft terms of reference for the Community Improvement Plan and a study area. By-law 2005-123, which amended By-law 2003-186, designates the Bowmanville East Main Central Community Improvement Project Area outlined in this CIP. The Official Plan identified Bowmanville as a “first” priority for a Community Improvement Plan (22.3.2). The need for a Community Improvement Plan was further reinforced by the pending applications for “big box” stores in the west end of Bowmanville and the review of the commercial policies of the Official Plan including the potential removal of the square footage caps for retail development.

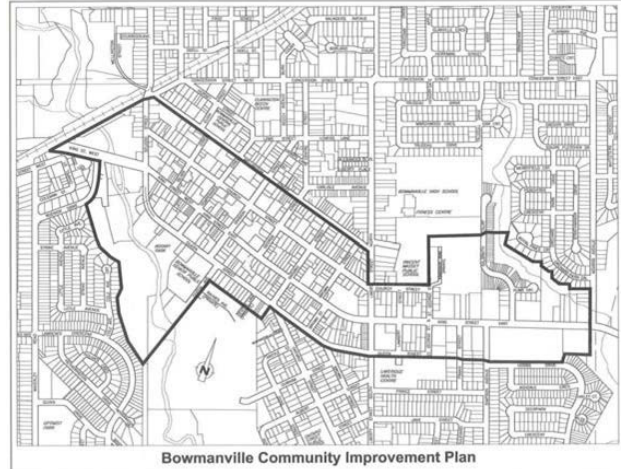
The Clarington Board of Trade and the Municipality consulted with the Bowmanville BIA and other business representatives along King Street to determine if there was public support for a Community Improvement Plan. The Bowmanville merchants have a history of taking positive action when they anticipate a change within the market. The previous planning and market studies that have been undertaken provide a history of this tradition (see section 2.3).

### **1.2 What is a Community Improvement Plan?**

A CIP in Clarington is a comprehensive community-based planning study with no set pre-conceptions. This approach implies that all previous activity, development incentives, and policies applicable to the project area are “up for review”, as such, a prudent first step is to review and explore what the main “givens” for the area are and what positive or negative outcomes may arise from change.

### 1.3 What is the study area for the community Improvement Plan?

The Planning Act permits Council to designate the “project area” to be investigated during a Community Improvement Plan study. The larger the project area, the more complex and time consuming the research and analysis may become. The designated Community Improvement Project Area is bounded by Wellington Street westerly to Liberty Street, south to Church Street, then northerly to include the Kingscourt Road area and Soper Creek valley lands to Mearns Avenue. Southerly along Mearns Avenue to Hobbs Drive and easterly along Queen Street to Queen Avenue then easterly to include the Bowmanville Creek valley lands, then northerly to the CPR tracks (see Figure 1).



**Figure 1 - Designated Community Improvement Project Area**

### 1.4 Who has guided the Community Improvement Plan?

A Community Focus Group was established to guide the development of the Community Improvement Plan. A call for applications was publicly advertised and a focus group appointed. There were 12 members, representing a variety of interests:

#### Community Improvement Plan Members

Ron Hooper .....	BBC
Justin Barry.....	Clarington Board of Trade
Merna Vella.....	Bowmanville Resident
Ellen Cowan.....	Business
Bill Humber.....	Bowmanville Resident
Evylin Stroud.....	Accessibility Committee
Fiona Corby .....	Clarington Resident
Frank Lockhart.....	Valleys 2000
Anne Marie Halliday.....	Business
Brendan Nightingale .....	Traffic Management Committee
Clayton Morgan.....	LACAC
Councillor Don MacArthur .....	Clarington Council (chair

The Focus Group was assisted by:

Suzanne McCrimmon .....	Clarington Board of Trade
Faye Langmaid.....	Planning Services Department
Janaka Wijesundara .....	Planning Services Department
Leslie Benson.....	Engineering Services Department
Mike Hubicki .....	Totten Sims Hubicki
Ron Albright.....	Totten Sims Hubicki

The community focus group met at least ten times during the course of the study. In addition, members became involved in the Commercial Policy Review and the subsequent Secondary Plan changes. The individuals of the community focus group are active members of the community and brought a number of perspectives to the table. While there was general consensus on many aspects that could contribute towards revitalization and vibrancy, there was also lively debate and discussion.

### **1.5 Bowmanville Community Improvement Plan Vision Statement**

One of the major tasks for the community focus group was to develop a vision statement and identify short and long term priorities for the Community Improvement Plan.

A vision statement is a description of the ideal state of being which community members believe is the desirable future for their community. It describes the qualities and characteristics of the area appreciated and valued by local people. Therefore, it is based on the knowledge of local community, and unique appreciation and understanding of these locales. Vision statements are concerned with how change and development can be carried out so that it is in harmony with its setting. The difficulty in developing this vision statement was to make it applicable to the entire area of the community improvement plan; while it is easy to segment the Community Improvement Project Area, thinking of it as a whole is more of a challenge. The community focus group adopted the following vision statement:

Bowmanville's main street is much more than an historic Ontario downtown; it is nestled between two valleys, and provides shopping opportunities from the traditional to trendy. Bowmanville's merchants are open to change while promoting and delighting in their long established community values, stewardship and hospitality.

### **1.6 Priorities**

The priorities of the community focus group were based on the knowledge of the Community Improvement Project Area that each of the focus group members has from their different perspectives. The knowledge and insight of the community focus group members provided rich details for the development of the Community Improvement Plan.

### Immediate Priorities

- Entry Area Demarcation
- Development Charge Reductions
- Civic Square Enhancements
- Streetscape Enhancements
- Guidelines for Infill and Intensification



Municipality of Clarington  
Bowmanville Community Improvement Plan - Visualizations

Entrance Feature Design Options

Existing

An idea of a timber structure which relates to the town's history/ timber manufacturing/ wood craft/ log industry

PUBLIC OPEN HOUSE - APRIL 11, 2005

A graphic showing three design options for an entrance feature. The first two are tall, narrow, orange-colored structures with a cross on top. The third is a more complex, multi-tiered structure with a red roof and a cross. Below these is a small image of the 'Existing' structure, which is a simple, grey, rectangular structure. A caption below the images reads: 'An idea of a timber structure which relates to the town's history/ timber manufacturing/ wood craft/ log industry'. The graphic is titled 'Entrance Feature Design Options' and 'Bowmanville Community Improvement Plan - Visualizations'. The Municipality of Clarington logo is in the top right corner. A vertical banner on the right side reads 'PUBLIC OPEN HOUSE - APRIL 11, 2005'.

### Longer Term Priorities

- Historical Building Rehabilitation (incentives and design)
- Downtown Parking Needs (inventory, public/private co-operation, policy adjustments)



- Continued municipal support through promotion and development of the Bowmanville East Town Centre
- Continued municipal support for infill and intensification through policy adjustments, streamlining of processing and incentives



## 2. Background Information

### 2.1 History

The Bowmanville and Soper Creeks would have provided the natives of this area with a plentiful supply of fish and other resources. Settlers in the form of United Empire Loyalists from New England arrived in 1794. The Bowmanville and Soper Creeks became sites for lumber and gristmills in the early 1800's. The main routes of land transportation, Danforth Road and Kingston Road, were built through Bowmanville bending where necessary to cross the creeks and creating a deviation from the typical grid pattern of many towns.



While Charles Bowman, the man after whom Bowmanville is named did not reside here; he certainly had significant influence over the settlement and development of the village. Bowman purchased what had been John Burk's Crown Patent and additional lands to the west of Bowmanville. He improved the milling business and sold smaller lots for commercial and residential development.

By the 1830's an influx of British immigrants caused the settlement of Darlington Mills, as it was known at the time, to expand to a population of approximately 1000. The Village of Bowmanville was officially incorporated in 1853. By 1858, the population had tripled and it was incorporated as a Town. The incredible growth was credited to the arrival of the railway, a positive economy, demand for wheat, and a mini real estate boom.

Much of the downtown core and surrounding residential neighbourhood were built in the period between 1850 and 1900. Beldon's *Illustrated Historical Atlas* (1878) gives a good sense of how developed the community was. The street layout and wealth of the merchants and residents are evident in the illustrations. This period is also the beginning of civic works, such as the development of sidewalks, streetlights and the building of Town Hall (1903).

Bowmanville historically started at the Bowmanville Creek and has grown and filled in, moving to the east and now abutting Soper Creek.

Twentieth century growth can be attributed to the establishment of Bowmanville Foundry Company and arrival of the Goodyear Tire and Rubber Company. The Dominion Organ and Piano Factory had already been established prior to the turn of the century. Public and private investments in infrastructure, transportation and commerce have continued throughout the 20<sup>th</sup> century at a moderate pace.

Politically, Bowmanville lost its independence from the surrounding agricultural community when it was incorporated into the Town of Newcastle with the formation of the Region of Durham in 1974. The Town of Newcastle has since been renamed the Municipality of Clarington. Bowmanville remains the largest urban centre in Clarington and the focus of the community's identity.

## **2.2 Land Use**

The land use pattern and policies of the Bowmanville Community Improvement Plan is shown in Figure 2 (Page 10). The majority of the Community Improvement Project Area is within the Bowmanville East Town Centre (formerly known as the Bowmanville East Main Central Area). The policies set out in the Secondary Plan for that area remain applicable; those policies are currently being updated in response to the Commercial Policy Review (see Appendix 4 - Previous Studies). It is not the intention of this Community Improvement Plan to change the Official Plan designations or zoning status but rather to support and feed into the changes being made to the Secondary Plan for Bowmanville East Town Centre.

The Secondary Plan sets out goals and objectives, which are in keeping with the vision statement of the Community Improvement Plan. Essentially the Bowmanville East Town Centre functions as a focal point, interest and identity for residents of Clarington. As one of the dominant commercial centres for Clarington (the other is Bowmanville West Town Centre), the eastern focal point has an emphasis on office uses including the Municipal Administrative Centre and Library, business and administrative services and retail commercial activity. It also has a resident population that assists in maintaining the urban core as a safe, accessible, vibrant downtown. Currently the population of the Bowmanville East Town Centre is approximately 850; in addition the mostly residential uses that occur along Church Street and Queen Street bring the population to well over 1000. This population will continue to grow although the number of people per unit is dropping. As part of the goals of both the Secondary Plan and Community Improvement Plan the intention is to continue to have this area and the surrounding residential neighbourhoods as a viable and desirable live/work situation.

The Community Improvement Project Area has some 70,000 sq. metres of area allowable as retail and personal service floorspace. The recent findings and recommendations of the Commercial Policy Review show that 65,742 sq. metres exist and allows for an increase over time as more of the dwellings in the Estate Retail area are converted to mixed use. Generally the 70,000 sq. metres split into 30,000 sq. m. for the downtown and 40,000 sq. m. for the East Business District. One of the major recommendations of the Commercial Policy Review was to establish flexibility to allow for intensification and redevelopment opportunities. The revisions to the Secondary Plan for the Bowmanville East Town Centre address these policy directions.

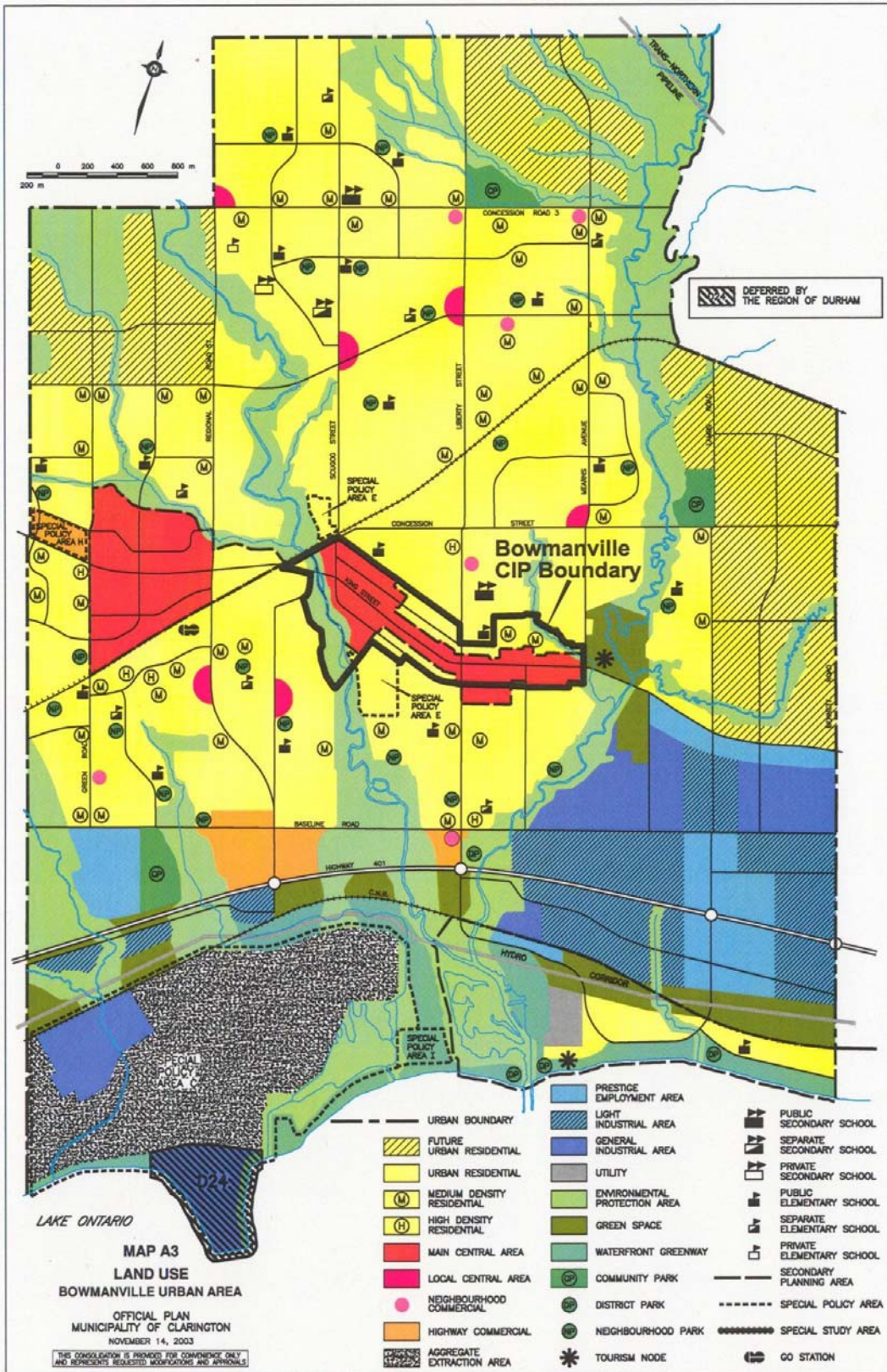


Figure 2 - Bowmanville Community Improvement Plan

## 2.3 Previous Studies

A number of studies, inventories, strategies and recommendations have been made for the Community Improvement Project Area over the past 25 years, some specific to the downtown. Many of the recommendations and initiatives have been implemented by the Business Improvement Area (BIA), known as Bowmanville Business Centre (BBC), sometimes referred to as Historic Downtown Bowmanville (HDB) however due to financial constraints or neglect, others have not been implemented. A more fulsome discussion of each study is included in Appendix 4.

### Bowmanville Central Business District Study, 1979

- The purpose was to examine the Central Business District of the Bowmanville urban area, and to identify its roles, functions and potential for retail commercial activities, civic administration and amenity.
- This study was to form the basis of a section of the Community District Plan (a precursor to the Official Plan), identifying policies and strategies for the revitalization of the Central Business District.

### Market Impact Study of the Effects of the Proposed Pythbow Mall Development on Bowmanville's Downtown Core, 1983

- Impact study of the proposed Pythbow development, including effects that it would have upon the downtown core in Bowmanville.
- Study included a questionnaire concerning shopping habits.

### Background Report to Bowmanville Main Central Area Development Plan, 1985

- Background Report to Bowmanville
- Reviewed existing and proposed development within the Bowmanville Main Central Area and how this relates to Durham Region Official Plan and the Official Plan of the Bowmanville Major Urban Area.
- Also summarized existing retail and personal service floorspace and presented two development scenarios for the future development of Main Central Area.

### Bowmanville CAUSE (Community Assist for an Urban Study Effort, 1991

- Purpose was to stimulate analysis, provide focus for initiative, and make specific recommendations, acted as a catalyst for action in Bowmanville as a mixed-use area in rapid transition, encountering planning/design opportunities and pitfalls.
- Opening discussion in the report made the point that Bowmanville already possesses a strong image and sense of community and is in no need of having to invent or foist a 'theme' onto the downtown.

### Bowmanville Main Central Area Study – Overview, 1992

- Purpose was to collect, review and elaborate on the policies existing in the Town of Newcastle affecting the Bowmanville Main Central Area. From there, appropriate future policies concerning the expected growth levels for Bowmanville could be drafted and approved.

### Retail Market Studies: A Planner's Guide, 1995

- Provided municipalities with a process by which a retail market analysis should be followed, as well significant attention is paid to the 'big box' retail development in a second accompanying section.
- Attached to this process guide was a retail analysis conducted in 1995.

### Bowmanville Town Centre, 1996

- Inventory of existing streetscape items (metered parking spaces, trees, lights, waste receptacles, etc.) and development of urban design objectives. These urban design objectives were not formally adopted by the BIA or Council.

Bowmanville East Main Central Area Secondary Plan, 1996, updated in 2005 will be reviewed in 2018.

- Building on the inventory and analysis work to date this chapter within the Official Plan, sets out the objectives and policies for the Bowmanville East Main Central Area.
- Amendment Number 107 to the Municipality of Clarington Official Plan was approved by the Region of Durham on June 19, 2017. The updated Official Plan identified the Bowmanville East Secondary Plan as a key intensification area while respecting the built heritage resources through quality urban design. The former Goodyear (Continental) lands were identified as a Special Study Area as part of the Secondary Planning area and to address their remediation, potential re-use and heritage values. *\*Amended 2017 Review.*

### Main Street Ontario Funding Application, 1999

- Summarized the application made by Clarington for Main Street Ontario Millennium Funding –Bowmanville received funding for:
  - 10 benches, 10 planters, and 10 waste receptacles (Bowmanville BIA); and
  - Restoration and rehabilitation of the Bowmanville Creek (Valleys 2000).

### Downtown Bowmanville Parking Inventory, March 2000

- An inventory of the existing public and private formalized parking in the area bounded by Queen Street, Scugog Street, Church Street and Division Street.
- Identified opportunities to provide additional parking in the downtown, and provide various alternatives for increasing available parking within the study area.
- Private spaces 654, public spaces 206, on-street 181, total 1041.

### Bowmanville King Street East Corridor Study, 2003

- Purpose was to assess the appropriateness of the land use policies in the study area and make recommendations for changes, to develop transportation and property access management plan with strategy to accommodate traffic, and prepare urban design plan to guide future development

### Clarington Business Retention and Expansion Review, 2004

- Goals of the review were to identify and remedy common business challenges, stimulate growth and job creation opportunities within existing businesses and to assist in facilitating long-range strategies for growth.

### Clarington Commercial Policy Review: Recommended Policy Changes 2004/5

- Purpose was to review and study/analyze existing commercial policy and recommend changes to better accommodate growth that has occurred and is forecasted to occur into the future, recommendations have implications for a number of the Secondary Plans regarding commercial areas in the Official Plan.

### Bowmanville East Town Centre Secondary Plan 2005

- Revisions to the Bowmanville East Main Central Area Secondary Plan being recommended as a result of the Commercial Policy Review. The Secondary Plan review is occurring as a parallel process to this Community Improvement Plan.

### General Observations from Surveys, 1995, 1997, 1999

3 surveys have been carried out for downtown Bowmanville and the BIA on how best to get the message out to residents and tourists to shop in the downtown. The results were:

- Similar attitudes concerning the downtown core between newer and longer term residents of Clarington (consistency of responses between the surveys and over time)
- Word of mouth, newspapers and posters/banners appear to be the most effective methods of advertising downtown events.

## **2.4 Architectural Character**

Bowmanville from an architectural standpoint has distinct eras of construction along King Street. These distinct areas are the Historic Downtown with its mostly Victorian two and a half to three storey storefronts; the Estate Retail area from George to Liberty Streets characterized by large historic homes with more recent infill; and King Street East from Liberty to Mearns, which is predominantly from the modern commercial era.

One of the most important issues raised by the community focus group and public has been the need to retain the historical buildings where possible while allowing them to take on different uses. The community clearly understands that the entire Community Improvement Project Area is evolving and that additional commercial and mixed-use developments are needed. However, they also realize that the area has a significant resident population and that additional residential development is desirable. The residential component enlivens the

street, providing safety and surveillance. It is important to ensure that as this evolution happens the architectural character is respected.



## 2.5 Streetscape

The streetscape characteristics of King Street are different from that of Queen or Church Streets in addition there are differences between the Historic Downtown, Estate Retail and King Street East areas of the Community Improvement Plan (for map of areas see page 17).

The streetscape of the Historic Downtown along King Street and side streets has had a significant amount of work in the summer of 2004 to reconstruct the sidewalks, provide new streetlights and pedestrian amenities (benches, garbage cans and tree planting). Streetscaping along Church and Queen Streets is in good condition; however a street tree planting program would benefit both streets in the downtown area.

The Estate Retail area of King Street has little distinguishing its character. The street is very wide (4 lanes) and yet does not have on street parking. This area would benefit from some additional streetscaping and/or traffic calming that would effectively narrow the street through the provision of a street tree canopy and pedestrian amenities. In the Estate Retail area the streetscapes of Queen and Church Street are well established, any infill development should maintain the street trees and quality of the environment.

## King Street Streetscape Visualization



Before



After

The King Street East area of the Community Improvement Plan has already been the subject of extensive study in 2003 resulting in the development of urban design guidelines. These guidelines propose to strengthen the urban form of the street by bringing buildings up to the sidewalk and providing for a more pedestrian friendly streetscape.

## 2.6 Cars and People

The Bowmanville Community Improvement Project Area is accessible by a number of roadways and trails. Many residents from the adjoining neighbourhoods access the downtown by foot or bicycle using the valley trail systems. The area is serviced by Clarington Transit and GO Transit; ridership is increasing over time as more people become familiar with the service. The traffic situation in the area is a reflection of the availability



of parking, and the lack of other alternative east/west routes across Bowmanville. With the construction of the Longworth Bridge in 2004 to the north of downtown it is anticipated that some of the flow-through traffic will use this alternative route and avoid the downtown.

## 3. Community Improvement Plan Process

The Community Improvement Plan as contained in this document has been prepared in accordance with the provisions of the Planning Act, 1990, R.S.O. and Municipal Act, 2001.

For the purposes of carrying out a Community Improvement Plan, Section 28(7) of the *Planning Act* permits the municipality to make grants or loans to the registered owners, assessed owners, and tenants of land and buildings within the Community Improvement Project Area to pay for the whole, or any part, of the cost of rehabilitating such lands and buildings in conformity with the Community Improvement Plan within the Community Improvement Project Area.

Section 106(1) of the *Municipal Act, 2001* prohibits the “bonusing” of manufacturing business or other industrial or commercial enterprise. However, an exception is made in Section 106(3) of the *Municipal Act 2001* for municipalities exercising powers under Section 28(6) or (7) of the *Planning Act*. Section 28 of the *Planning Act* allows municipalities with provisions in their Official Plans relating to community improvement to designate by by-law a “Community Improvement Project Area”. Once this is done, a municipality may prepare a “Community Improvement Plan” for the Community Improvement Project Area.

Map F, Community Improvement Areas of the Clarington Official Plan delineates the different areas of the Municipality that Community Improvement Plans are to be prepared for. In Section 22.3.2 of the Official Plan the Bowmanville Community Improvement Project Area (sub area B3) is identified as a “first priority”. Council at its December 15, 2003 meeting accepted the staff report, which set out the Community Improvement Project Area and terms of reference for the study.



The process included a community focus group, community open house, notification to the owners and residents within the area in the form of a community newsletter (see Appendix 1) and numerous media reports during the process. Stakeholder input was obtained throughout the process and specifically at an Open House held on April 11, 2005 (see Appendix 2).

The process included a statutory public meeting held in accordance with Section 17 of the Planning Act, 1990 R.S.O. The statutory public meeting was advertised in the local newspaper. The statutory public meeting was held on June 20th, 2005 to explain the Community Improvement Plan and receive feedback. A copy of the statutory public meeting notice is included in Appendix 3.

### **3.1 Bowmanville Community Improvement Project Area Boundary**

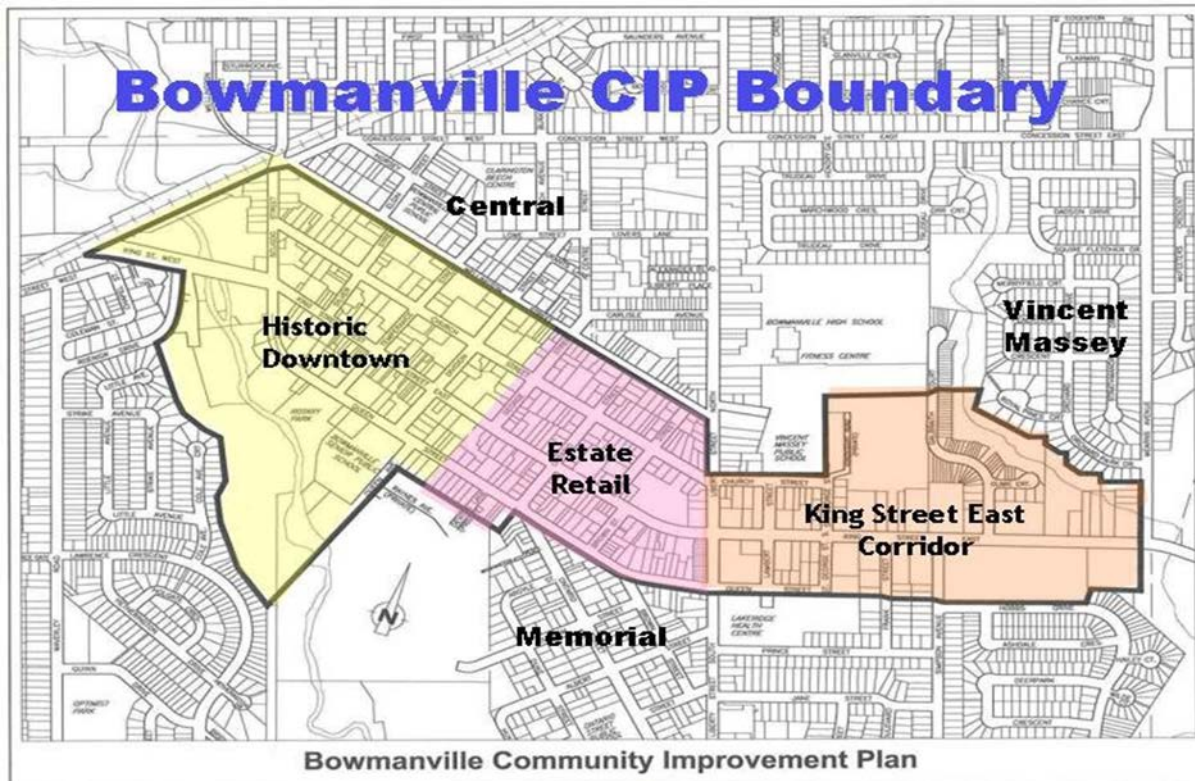
Part IV of the Planning Act states that the Council of a municipality may, by by-law, designate an area of the municipality as an area to be examined for community improvement. The Council may, after such examination is completed, prepare Official Plan provisions with respect to the implementation of the Community Improvement Plan. Approval of a by-law to study an area does not stop any type of activity from being conducted if that activity complies with the current regulations in place. The purpose of the by-law is only to delineate the area to be studied.

The Community Improvement Project Area (sub area B3) shown in the Clarington Official Plan, Map F was slightly modified for the purposes of this study. Council adopted By-law 2003-186 (as amended), which had the map (Figure 1, page 5) as the Schedule for the Bowmanville Community Improvement Project Area. The Community Improvement Project Area encompassed the East Main Central Area and minor portions of the surrounding residential neighbourhoods of Central, Vincent Massey and Memorial. In very general terms the Community Improvement Project Area is bounded by Wellington Street, excluding Vincent Massey Public School but including the residential area to the north of King Street up to and including Soper Creek; bounded on the east by Mearns Avenue, on the south by Hobbs Drive and Queen Street, extending into Bowmanville Creek valley and then bounded on the northwest by the CPR tracks.

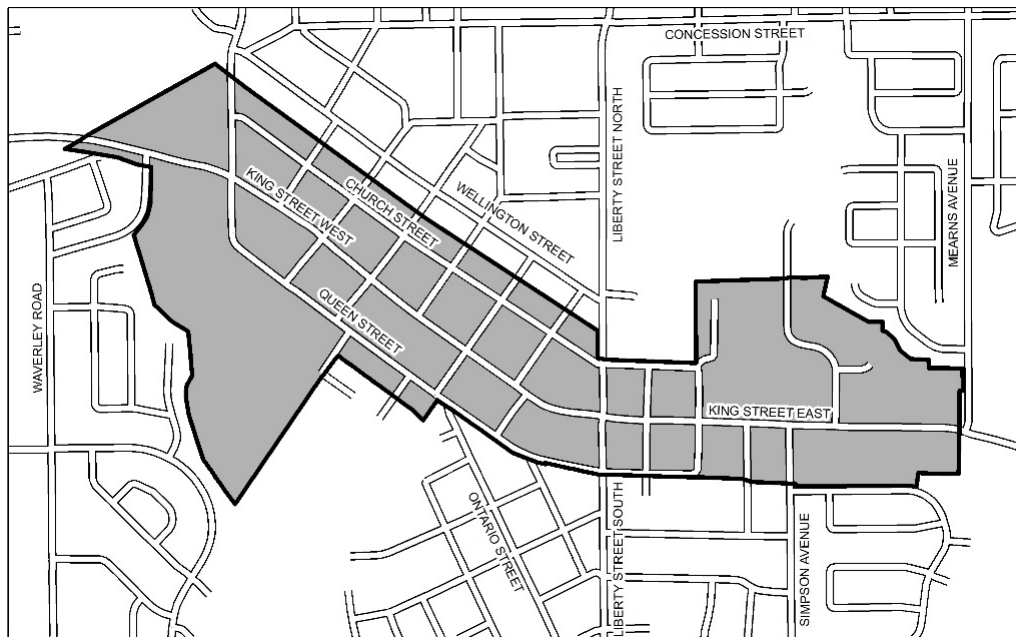
In examining the Bowmanville Community Improvement Project Area, three distinct areas were defined. The first area was called the Historic Downtown and encompassed the BIA. The Bowmanville BIA has a more limited geographical boundary being both sides of Church Street and King Street and the north side of Queen Street from Scugog (east side) to George Street (west side). The second area has been undergoing transition of use from estate residential to commercial, as such it became known as Estate Retail, this area runs from George Street to Liberty Street. The third area is from Liberty to Mearns and was the subject of a study in 2003 known as the King Street East Corridor.

Discussions during the Community Improvement Plan process suggested expansion of the BIA or the creation of additional BIA's to encompass the other areas of the Community Improvement Plan. The events that the BIA holds benefit the other retail areas of Bowmanville and deserve the support of all of the merchants. During the

open house and other public information sessions the most common comment that we received was with regard to standardization of hours amongst the retail outlets, Sunday shopping hours and parking. Some of these issues are ones that the retail community holds greater responsibility for than the Municipality, especially considering the amount of private parking in the downtown area; attempts to hold discussions and meetings regarding co-operation between the property owners regarding co-ordination of private parking have to date been unsuccessful; however, efforts to help facilitate discussion will continue.



The CIP area has worked well since the enactment of the Community Improvement Plan. However, with the works that have been accomplished over the past 12 years and the implementation of a heritage incentive grant for designated properties, the inclusion of the housing stock along Wellington Street is no longer necessary. *\*Amended 2017 Review.*



Community Improvement Plan Project Area \*Amended 2017 Review.

## 4. Improvements and Barriers

### 4.1 Previous Improvements

A number of major and minor improvements have taken place though both public and private initiatives within the Community Improvement Project Area over the past 25 years. The largest single development project was the construction of the Bowmanville Mall as the eastern anchor to the area in 1976.

The CAUSE study from 1991 provided the impetus for a number of the downtown merchants and property owners to refurbish their storefronts. In reviewing the recommendations of the CAUSE study it is remarkable to note the number of them that have been implemented.

The streetscaping works completed in the historic downtown area in 2004 have been a welcome revitalization for the merchants and community. These types of improvements need to be extended to the other portions of the Community Improvement Project Area.

The work by the Valleys 2000, a non-profit charitable group focusing on the stewardship and trail development of both the Soper and Bowmanville Creeks has prompted the investment of municipal, private and other agency funds and in-kind labour to develop the valleys as natural habitat and recreational resources for the community. The Bowmanville Creek is a significant tourism resource because of the superb fishing. The hard-surfacing of the trail in 2003 and its extension in 2004 have prompted many residents to use the area on a daily basis. The trails link directly into the downtown through Rotary Park. In 2005, hard-surfacing of the trail in the Soper Creek at the eastern end of the Community Improvement Project Area will provide links back into this neighbourhood. These trails are already well used but will become more of a recreational resource to the residents.

## **4.2 Economic Indicators**

The Community Improvement Project Area does not exhibit severe characteristics of economic decline; however, with the anticipated commercial development in the Bowmanville West Town Centre at the King Street and Clarington Boulevard intersection, many of the merchants are trying to anticipate the changes they will have to make to maintain their portion of the market share and viability of their enterprise. While the Community Improvement Project Area does not have many vacant commercial areas or lots it provides a different atmosphere, store types, pricing and inventory than Big Box development.

The 2004 BRE study indicated that the business base is well-established with more than half the businesses having been established for more than 10 years and only 11% as start-ups (less than 3 years). The majority of business operators have acknowledged the importance of building partnerships and sharing resources to enhance their economic stability and client base. It is with this “pro-business” attitude that the merchants of the Community Improvement Project Area approached Council for assistance in addressing the anticipated shift that their retail businesses will experience in the next few years.

## **4.3 Building Conditions**

The building stock within the Community Improvement Project Area is generally in good repair and condition; however there are some notable exceptions. In addition, the building stock is older and in some cases does not meet the current standards for barrier-free accessibility, fire protection systems, energy efficiency and other aspects. Many of the property owners have indicated that due to the construction materials and techniques in these older buildings, repairs are often more costly than new construction. It has also been noted by the Community Focus Group and public that it is the older buildings in the Community Improvement Project Area that are the attraction for many tourists and customers. The continued maintenance of these structures is considered a worthwhile public investment.

## **4.4 Land Use Restrictions**

The Community Improvement Project Area is a mixed use area with commercial zoning along the entirety of King Street. In the historic downtown Church Street is also commercial; the remainder of Queen and Church Streets are predominantly zoned residential. The single most restrictive aspect of the land use regulations is the requirement for parking spaces in relation to use. Many of the historical uses in the Community Improvement Project Area rely on on-street parking and a combination of municipal and private parking lots. As such, any conversion of uses in the Community Improvement Project Area will have to address the parking situation. Policy areas that should be addressed by the Municipality are a cash-in-lieu of parking policy that would facilitate infill and intensification with the Community Improvement Project Area.

With the introduction of the *Provincial Policy Statement 2005* and policy changes recommended by the Places to Grow legislation the need to identify how intensification and infill can be accommodated within the existing urban framework needs to be articulated. The residents and community feel strongly about maintaining the existing

built form but realize that there is room at the rear of properties or within the existing structures to accommodate additional units. Conversion from single family in accordance with the zone regulations for semi-detached and duplex dwellings is allowed in the R1-12 zoning which covers most of the residential lands in the Community Improvement Plan; however, it will be necessary to determine how the provincial intensification targets can be accommodated while maintaining the existing building fabric. The development of a set of guidelines for infill and intensification would assist with this policy shift.

#### **4.5 Private Parking Areas**

The buildings along King Street are served by parking areas at the rear of the buildings. This is especially true in the Historic Downtown. Generally, these parking areas are privately owned and maintained. In discussion with the merchants and some of the property owners there is an opportunity for interconnection of these parking areas through a common back alley that could provide for servicing from the rear (e.g. utilities).



In addition, reorganization of the parking areas to accommodate additional parking spots is feasible. If such an alley were developed it could provide for additional commercial opportunities at the rear façade of the King Street buildings and may provide for the opportunity of reducing parking requirements along King Street so that additional pedestrian amenities could be installed.

There are a number of challenges when attempting to develop such a common private parking area. The first and most important criterion is the necessary co-operation of the owners of the property. Functional issues like the development of inter-parcel agreements, addressing the grade change, ongoing maintenance and enforcement are all secondary items that will have to be resolved to mutual satisfaction. For the functional issues the Municipality could facilitate and potentially participate to some degree in the overall cost of the improvements and ongoing operational aspects.

#### **4.6 Focal Point and Civic Presence**

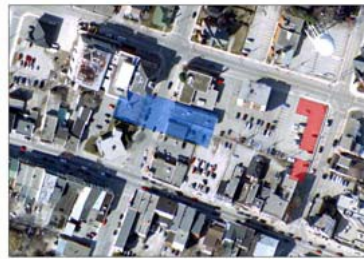
The four corners of Historic downtown, the Temperance and King intersection, is the focal point of the community. The Municipal Administrative Centre (MAC) and Clarington Public Library located at 40 Temperance Street just north of the 4 corners is a particularly important civic presence within the downtown that should be further enhanced. Some of the civic presence has been lost with the relocation of the main fire hall to the Bowmanville West Town Centre; however since the building at 132 Church is still municipally owned it could assist in strengthening the civic presence in the downtown.

A number of the previous studies have mentioned the need for a functional “civic square” as part of the civic presence in the historic downtown.



Currently the forecourt of the Municipal Administrative Centre is restricted by its size, visibility and memorial function. Rotary Park at Queen and Temperance Street does not function as a “civic square” due to its distance from the 4 corners and lack of visibility (it sits below the horizon).

There are opportunities for creating a more functional civic square through a joint use agreement with adjacent property owners or acquiring additional lands either adjacent to the MAC or directly across the street. Additional study of



the four scenarios including their financial implications will be necessary prior to amending the Municipal Land Acquisition Study. It may be possible through the reconfiguration of some of the existing Municipal parking lots to create a more pedestrian friendly civic presence in the historic downtown that would contribute to the community’s sense of pride. The functions that are currently being accommodated through street closures, shifting activities into parking lots or at Rotary Park could be accommodated in an expanded “civic square” that would also provide an informal gathering spot for community activities; much like Nathan Phillips Square in Toronto.

#### 4.7 Additional Issues

During the course of the Community Improvement Plan process the Community Focus Group raised a number of operational issues, some of which can be addressed by the Municipality and some of which will require the cooperation of the merchants and/or BIA.

##### 4.7.1 Parking Meters

The parking meters are currently programmed such that the maximum parking time is two hours. The municipal parking lots provide free parking for the first two hours and then require a ticket after this time period. The issue identified was that it will often take a shopper longer than two hours to shop and have lunch or have a haircut and colour. Adjusting the maximum time on the parking meters on the side streets to three hours could assist some of the businesses.

#### **4.7.2 Traffic calming and flow**

King Street is used as a main thoroughfare for many residents. As such, there have been efforts to ensure that traffic flows smoothly along King Street. In some ways this practice is counter-productive to the merchants. While it keeps the statistical count of drive-by viewing high, it is frustrating for drivers who have no intention of stopping. It means the street is busy and intimidating to pedestrians and not conducive to those drivers wishing to park along King Street. Measures to divert flow through traffic from the downtown could assist with creating a more calm traffic environment on King Street. The opening of Longworth Bridge and Avenue means that residents to the north will no longer have to cut through the Community Improvement Project Area to get to other major destinations. In addition, many residents have learned to use Queen Street to bypass the stop and go downtown traffic. To maintain the slower traffic in the downtown area, additional measures, such as on street parking in the estate retail area could be added along with streetscaping that would encourage pedestrians to use this portion of King Street. The addition of cycling lanes would also promote more of a pedestrian, human-scale to the street and slow the traffic throughout the length of King Street.

#### **4.7.3 Signage**

The discussion surrounding signage can be divided into three aspects. The first is entry signage to the Bowmanville Community Improvement Project Area; this would be a type of landmark entry feature to the Bowmanville East Town Centre at Roenigk Drive and Mearns Avenue. This concept has significant support from the focus group and public.

The second type of signage would be the addition of distinctive street signage in the different sections of the Community Improvement Project Area to identify the areas and provide pedestrians with immediate identifiers. While the underlying street signage must have uniformity providing an additional identifier will assist with wayfaring and marketing of the distinct areas in the Community Improvement Project Area. The remainder of the informational signage such as parking, by-law regulations, bus stops should be standardized.

The third type of signage is the individual storefront signs. Initially the Bowmanville Community Plan did not include a signage grant; however during the review it was determined that this grant would benefit the merchants rather than building owners. At the request of the Bowmanville BIA the municipality, when drafting the Sign By-law in 1997, grandfathered the existing T-bar signs and restricted the installation of new T-bar signs. Today, many merchants would like the opportunity to provide distinctive T-bar (over sidewalk) signs. The Sign By-law was updated in 2009 to allow for T-bar (over sidewalk) signs in downtown Bowmanville. *\*Amended 2017 Review.*

#### **4.7.4 Store Hours**

A frequent comment made during the public review process was that it is beyond the ability of the Municipality to control is that of store hours and Sunday openings. Many residents requested that the stores be open for shopping after 6 p.m. on some evenings and open on the weekend. Some historic downtowns, through their business

associations have created more uniform hours that the merchants have mutually agreed to. Sunday shopping appears to be benefiting the merchants of Port Hope, Port Perry and other historic downtowns.

#### 4.7.5 Safety and Security

One of the attractive qualities of the Community Improvement Project Area is the safety and security that residents feel. However, some residents are concerned that some changes may negatively impact the quality and character, and attract other societal elements. Surveillance is provided by “eyes on the street”, essentially residents looking out. The policies supporting infill and intensification seek to bring additional residents into the town centre, thus providing additional surveillance. At the same time additional measures to provide opportunities for youth to gather and recreate need to be addressed. The cooperation of Police Services in monitoring the area and Community Services in providing alternative activities is appreciated.

#### 4.8 Sunset Clause

This Community Improvement Plan will be reviewed after a 10 year period to assess if the Plan has met its goals and objectives. Suggested changes may be considered by way of minor change or formal amendment. *\*Amended 2017 Review.*

### 5. Programs

It is recommended that the Bowmanville Community Improvement Plan consist of incentives that will assist developers, property owners and merchants with their initiatives, grant programs (as detailed below and in Appendix 5), capital funding for improvements on municipal lands (such as additional streetscape works, trail development, etc. – see Appendix 2 for conceptual sketches) and ongoing liaison with merchants groups, and the public.

Sections 5.1 and 5.4 are intended to support and enhance the Community Improvement Plan’s financial assistance programs offered within the Community Improvement Plan, but do not fall within the requirements of Section 28(7) of the *Planning Act*. As such, the programs do not require the approval of the Minister of Municipal Affairs and Housing.

#### 5.1 Incentives

##### 5.1.1 Development Charges

The Municipality of Clarington is nearing the completion of a background study for Development Charges as per the Development Charges Act, 1997. Currently the existing Development Charges By-law expires in July 31, 2005. It does not provide for any incentives specifically for Community Improvement Project areas. As part of the proposed Development Charges By-law, to be considered by Council at a public meeting on June 20, 2005, recommendations regarding exemptions and reductions for the areas noted below have been included.



The full detail of the policy area and applicability will be set out in the Development Charges By-law which is the implementing legislation for these incentives. Development Charges are payable at the time of building permit.

### **Contaminated Sites**

**Purpose:** To provide an incentive for the redevelopment of brownfield sites.

**Reason:** Providing this incentive will aid with the capital cost of bringing the site back to a useful productive state. The municipality benefits from the increase in taxes after a reassessment of the site.

**Policy:** Where a development charge is payable for a development or re-development of lands which requires the clean up under the current “Guideline for Use at Contaminated Sites in Ontario”, an amount will be created against the development charge otherwise payable equal to the amount of the costs of assessment and cleanup of the property.

### **Exemptions for intensification of existing housing**

**Purpose:** To provide an incentive for intensification within the existing footprint of housing stock.

**Reason:** Providing this incentive will aid with meeting the intensification policies of the Province and does not penalize residents who chose to have an in-home apartment or granny flat.

**Policy:** No development charge shall be imposed with respect to developments or portions of developments that result in additional residential units within the existing footprint, providing that the proposed development meets the applicable Zoning By-law and complies with the *Development Charges Act*.

### **Redevelopment in Historic Downtowns**

**Purpose:** To provide an incentive for conversion of existing floor space to mixed-use.

**Reason:** Providing this incentive will aid with the conversion of existing building stock into mixed-use developments that helps maintain the commercial viability and vitality of the downtown areas and protect heritage resources.

**Policy:** Where, as a result of the redevelopment of land, a building or existing structure is to be converted to a residential use, in whole or in part, , the development charges otherwise payable with respect to such redevelopment shall be waived for the existing gross floor area. For greater clarity any addition to gross floor area development charges will be applicable.

### **Implementation**

Development charges reductions or exemptions will be implemented through the Municipality of Clarington Development Charges By-law.

## **General Terms**

Any Development Charge waiver will be provided on a one time basis to the registered owner of the property. The development charge reductions or exceptions will not be retroactively applied to developments where building permits were issued prior to approval of the Community Improvement Plan or where the appropriate planning approval has not been obtained.

## **Other Programs**

Participation in the Development Charge reductions or exemptions does not preclude the owner from being eligible for other grant programs offered under the Community Improvement Plan.

### **5.1.2 Design Assistance**

The Municipality of Clarington will assist property owners within the Community Improvement Project Area with the development of design ideas and concepts that are in keeping with the overall intent of the Community Improvement Plan by providing design review services from an urban designer and other professionals that have been involved in the Community Improvement Project Area. This expertise can assist owners with:

- Alternative design ideas and solutions
- Generating visualizations of design concepts
- Advising on urban design and architectural control requirements of the Municipality
- Advising on the technical matters such as shadow impact analysis, choice of colours, materials, finishes and textures that enhances the overall building/street character

Such design concepts have to be fleshed out by the owner with their own architect, engineer or contractor. This service will be provided on a pre-consultation basis and will still be subject to any necessary applications or permits.

### **5.1.3 Design Guidelines**

The Municipality will prepare guidelines for infill, intensification, conversions and related parking requirements to address the mixed use scenario that is developing specifically in the Estate Retail Area of the Community Improvement Plan.

### **5.1.4 Public Amenity Areas**

The Municipality of Clarington will consider on a case-by-case basis the provision of public amenities for the greater public good. In some cases the Municipality may assist with the funding of public amenities such as the development of trail systems that will be accessible to the public, interpretative areas, provision of public art and other such initiatives that have an overall benefit to the public. This public amenity area consideration is only applicable to the Bowmanville Community Improvement

Project Area.

### **5.1.5 Facilitation**

The Municipality of Clarington will facilitate co-operative redevelopment of the private parking areas to the rear of the businesses along King Street. Facilitation will consist of assistance with the inter-parcel legal agreements, design development, parking regulation and other matters as Council may approve.

The Municipality of Clarington and Clarington Board of Trade will assist where necessary and when possible with the formation of additional merchant groups for the Estate Retail and King Street East Corridor areas of the Community Improvement Project Area.

The Municipality and Clarington Board of Trade will further assist in facilitation amongst the different merchants groups to develop cross-marketing brochures and strategies, “branding” of the distinct areas and niche markets being served.

In addition to developing guidelines for infill and intensification along with companion parking policies, the Municipality will assist developers by expediting the development review process for infill and intensification projects.

## **5.2 Grant Program (to be read in conjunction with Appendix 5)**

The grants available to a single property address can be piggy-backed; however, at no time shall the total amount of grants provided to a property owner exceed \$50,000.00.

*\*Amended 2017 Review.*

### **5.2.1 Building Permit Fee Grant Program**

This grant is intended to assist property owners with financing the cost of the development process by providing a grant to offset the amount of the applicable Building Permit Fee to a maximum of \$3,000. Eligibility for a building permit fee will be renewed for each address after 10 years. *\*Amended 2017 Review.*

### **5.2.2 Site Plan Control Fee Grant Program**

This grant is intended to assist commercial zone property owners with financing the cost of development process by providing a grant to offset the amount of the Site Plan Control Fee to a maximum of \$3,000.

### **5.2.3 Heritage Building Façade Improvement Grant Program**

This grant is intended to assist property owners with the financing of heritage building façade improvements. It will provide up to \$10,000 or one third of the cost of a heritage façade refurbishment. Eligibility for a heritage building façade improvement grant will be renewed for each address after 10 years. *\*Amended 2017 Review.*

### **5.2.4 Upgrade to Building Code Grant Program**

This grant is intended to assist property owners with the financing of building

improvements required to bring existing older buildings into compliance with the current Ontario Building Code. It will provide up to \$10,000 or one third of the cost of building improvements. Eligibility for a building code grant will be renewed for each address after 10 years. *\*Amended 2017 Review.*

### **5.2.5 Reconstruction Grant Program**

This grant program is intended to assist property owners with financing the cost of the reconstruction process by providing a one-time grant to offset the amount of reconstruction to a maximum of \$10,000. All reconstructed buildings are to be designed to be in keeping with the historical context of Bowmanville and in-keeping with the heritage streetscape context.

### **5.2.6 Signage Grant Program**

The Municipality of Clarington may provide a grant up to \$2,000 or 50% of the cost of new business signage for retail merchants in the CIP area. The signage program will have to meet the criteria of the historic character as outlined in the Sign By-law. Eligibility for a signage grant will be renewed for each business after 10 years. *\*Amended 2017 Review.*

### **5.2.7 Accessibility Grant Program**

The Municipality of Clarington may provide a grant for up to \$10,000 or 50% of the cost of accessibility improvements within the Bowmanville community improvement project area, providing that the accessibility enhances access to businesses. *\*Amended 2017 Review.*

## **5.3 General Rules**

The provision of grants as described in Section 5.2 shall be administered on a first come first served basis to the limit of available funding. Specific details regarding the grants and administrative procedures are contained in Appendix 5. Terms and conditions of any grant program and administrative procedures may be changed, altered, amended or modified by the Municipality of Clarington without the necessity of an amendment to this Community Improvement Plan. The addition of a grant program, increase in the maximum grant value, or a change to the Community Improvement Project Area shall require an amendment to this Community Improvement Plan in consultation with the Ministry of Municipal Affairs and Housing. If Council feels that the goals and objectives of the Community Improvement Plan are not being met or have been accomplished, they may discontinue any program or change the program terms without requiring an amendment to this Plan. *\*Amended 2017 Review.*

The total of the grants and loans made in respect of particular lands and buildings under subsection 28 (7) of the *Planning Act* and the tax assistance as defined in section 365.1 of the *Municipal Act, 2001* shall not exceed the cost of rehabilitating the lands and buildings.

5.4 Capital Improvements

The Municipality budgets for the ongoing renewal of infrastructure and services through the capital budget, thus, some of the projects listed below many have already been

identified in the capital budgeting process. The opportunity exists to enhance the capital budget to address the issues identified in the Community Improvement Plan as part of the existing capital project, or in other cases where they have not been identified to queue the request as part of the overall allocation.

#### **5.4.1 Entry Gateway Features**

As noted previously in this document the need to strongly identify the entry points to the Community Improvement Plan has been endorsed including identification of the east and west entry points; what remains to be determined is the actual design of the landmark feature and cost estimate.

#### **5.4.2 King Street Bridge Refurbishment**

King Street Bridge was identified in the 2007 capital budget as requiring refurbishment work. As part of the refurbishment additional funds were included in the budget to provide for the addition of pedestrian amenities. *\*Amended 2017 Review.*

#### **5.4.3 Roenigk Drive Planter**

The area from Roenigk Drive to the CPR bridge has a middle lane that is not used for traffic and could be developed as a planter/entry feature; a design concept and cost estimate need to be determined.

#### **5.4.4 Civic Square**

Development of the town square concept in proximity to the Municipal Administrative Centre will require either land acquisition or a joint-use agreement with adjacent property owners. While the exact layout of the Square cannot be determined until the location is better defined it was generally agreed that having a well-defined town square for public gatherings, would benefit the downtown. As such appropriate steps should be taken to determine the feasibility of expansion including any amendments required to the property acquisition strategy.

#### **5.4.5 20 King Street Facade**

One of the hotly debated topics at the Open House was the development of a street façade at 20 King Street. While many residents agreed with the concept of providing a continuous street façade, there was interesting discussion regarding the architectural style and façade function. Many wish to see the area more open so that views into the parking area are not obstructed. Regardless, there is consensus that the edge between the parking area and the sidewalk needs to be better defined than it currently is. To proceed with this development an overall design and cost estimate is required.

#### **5.4.6 Streetscaping**

The streetscaping treatment that has been implemented in 2004 for the downtown should be carried over to the other sections of the King Street. The type of features may take on a different style in the different segments of the Community Improvement Plan but the pedestrian amenities (benches, garbage cans, lighting) should be carried throughout.

An overall Masterplan for the streetscape enhancements should be prepared and adopted in advance of additional segments of the streetscaping being implemented. The existing street character evident in the more easterly sections of Queen and Church Streets should be carried into the downtown through a street tree planting program.

#### **5.4.7 Off Street Parking**

Opportunities for creation of off-street parking should be examined for a number of locations and in co-operation with private owners. These off-street parking opportunities can be created through the development of an alley or private lane and re-organization of existing parking or creation of additional spaces. The specific areas to be examined include, Liberty Street to service the historic townhomes on the west side and the areas at the rear of the business along King Street. Assistance in providing these opportunities will be as per section 5.1.4.

The Municipality owns and operates a number of off-street parking lots. Every opportunity to improve the aesthetics of these lots so that they contribute to the character and quality of the area should be taken – they should meet or exceed the standards for surfacing, landscaping and lighting that private developers must meet.

The coordination of the fees on private parking lots and municipal lots should be mutually beneficial such that the vehicle operator is afforded a choice in location and not deterred from any specific lot. The implementation of residential parking permits may be a consideration in accommodating the infill and intensification parking needs.

#### **5.4.8 Other Public Amenities**

In addition to the public amenities that may be provided through Section 5.1.3, other public amenities that assist in the creation of the Community Improvement Project Area image and marketability are the day to day items that affect how we navigate around and within the community. Opportunities to improve the overall aesthetics by creating uniformity but with panache can be carried out through the development of decorative signage for each of the distinct areas within the Community Improvement Plan.

The delineation and enhancement of bus shelters/stops, continued trail development, identification of parking areas and other such amenities all need to create a consistent and high quality visual experience.

## **5.5 Funding Sources**

All of the grant programs described in Section 5.2 and further detailed in Appendix 5 are funded solely by the Municipality of Clarington. Should funding for Community Improvement Plans become available from other levels of government they will be applied where applicable and in keeping with the recommendations of this Community Improvement Plan. Capital improvements on municipal property are the responsibility of the Municipality. The Municipality of Clarington will set aside, subject to annual budget approval, monies to fund the capital improvements outlined in Section 5.4. Should any improvements be eligible for funding from other levels of government, funding will be applied for. There are some projects, such as the streetscape façade development that could be a public/private initiative with a community organization and/or the private sector. Innovative ways of funding these capital improvements will be explored as the Community Improvement Plan is implemented.

## **5.6 Implementation**

The Community Improvement Plan will be implemented through the provisions of Chapter 22 of the Clarington Official Plan and Section 28 of the Planning Act, 1990, R.S.O.

The overall implementation of the grant programs shall be the responsibility of the Planning Services Department. All of the grants will be administered on a first come first served basis to the limit of available funding in accordance with the administrative rules governing this and other grant programs.

## **5.7 Interpretation**

Sections 1 through 5 of this document, along with Exhibit 1 (map of Community Improvement Project Area on page 5) and Appendix 5 shall form the actual Community Improvement Plan for the Bowmanville Community Improvement project area. All other graphics and photos and Appendices 1 through 4 do not constitute part of the actual Community Improvement Plan.

Changes to the Bowmanville Community Improvement Project Area, or the addition or increase in the value of grants shall require an amendment to this Community Improvement Plan by Council in consultation with the Ministry of Municipal Affairs and Housing. This Plan has been prepared in accordance with and shall be deemed to conform to the Clarington Official Plan. *\*Amended 2017 Review.*

This Plan shall be referred to as the Bowmanville Community Improvement Plan for Clarington. At such time as other Community Improvement Plans are prepared for this or other areas, this title may be modified for clarification purpose without requiring an amendment to this Plan.