

Chapter

10

**TOWN, VILLAGE AND
NEIGHBOURHOOD CENTRES
AND COMMERCIAL USES**

MUNICIPALITY OF CLARINGTON OFFICIAL PLAN

10. TOWN, VILLAGE AND NEIGHBOURHOOD CENTRES AND COMMERCIAL USES

10.1 GOALS

- 10.1.1 To develop Town and Village Centres as the focal points of economic, social and cultural activities for the various communities within the Municipality.
- 10.1.2 To provide a full range of choice in goods and services for local residents and businesses.
- 10.1.3 To respond to and accommodate new trends in the commercial sector in an appropriate manner.
- 10.1.4 To protect and foster the role of downtowns.

10.2 OBJECTIVES

- 10.2.1 To provide for the *development* of the Bowmanville Town Centres (East and West) as a regional centre.
- 10.2.2 To integrate retailing with other traditional Town and Village Centre functions, such as employment, housing, recreation and community uses.
- 10.2.3 To create Town, Village, Neighbourhood and the Port of Newcastle Harbourfront Centres as people-oriented places with a high quality pedestrian *environment* including civic squares, parks, walkways and building forms and styles that reflect the character of the community.
- 10.2.4 To preserve and enhance the vitality and character of historic downtowns.
- 10.2.5¹ To discourage further expansion of strip commercial *development and auto-oriented building forms*.
- 10.2.6 To provide opportunities for and to encourage future *intensification and infill with new development*.

¹ *Appealed to the OMB only insofar as it applies to lands on the east and west side of Bennett Road from Highway 401 to Baseline Road (AYT Corporation)*

10.3 GENERAL POLICIES

- 10.3.1 Town and Village Centres, Neighbourhood Centres, Highway Commercial Districts, the Courtice West Shopping District and the Port of Newcastle Harbourfront Centre are shown on Map A, with population allocations indicated on Map E.
- 10.3.2² *No new Town or Village Centre, Shopping District or Highway Commercial District or expansion to any of these Centres or Districts shall be permitted unless approved as part of the comprehensive review of the Official Plan. It is the Municipality's policy to seek additional development and intensification of the Bowmanville East and West Town Centres prior to consideration of the expansion of existing Centres or Districts or designating new Centres or Districts. Notwithstanding the above, new Neighbourhood Centres may be designated through a neighbourhood planning process.*
- 10.3.3 Applications to amend the Official Plan to expand significantly any Town, Village or Neighbourhood Centre, Shopping District or Highway Commercial District or to designate any new Neighbourhood Centre may require a *retail impact study*, as determined by Council in their sole discretion, to assess the impact on the planned function of Town and Village Centres. The *retail impact study* shall be prepared by an independent qualified consultant retained by the Municipality at the expense of the applicant.
- 10.3.4 The ongoing health and vitality of Town and Village Centres, in particular the historic downtowns, will be encouraged by:
- a) phasing major retail growth in accordance with population growth in Clarington;
 - b) municipal investment in public *infrastructure*;
 - c) municipal programs to encourage private sector investment in *redevelopment* and the restoration and adaptive reuse of historic buildings;
 - d) participation in appropriate programs of senior levels of government;
 - e) preparation of community improvement plans;
 - f) fostering and assisting merchant groups and associations; and

² *Appealed to the OMB only insofar as it applies to lands on the east and west side of Bennett Road from Highway 401 to Baseline Road (AYT Corporation)*

g) encouraging joint marketing efforts.

10.3.5 Signage is recognized as an integral part of good community design and image. It is municipal policy that:

- a) the design and scale of signage shall complement rather than dominate the landscape;
- b) it shall be incorporated as an integral part of a building or *site* layout wherever possible;
- c) it will not unduly detract from the overall visual attractiveness of the built *environment* for both pedestrians and motorists; and
- d) it will be designed and located so as not to be hazardous for either pedestrians or motorists.

More specific guidance regarding signage shall be provided through urban design policies and the Municipality's Sign By-law. Special signage requirements may be defined for the historic downtowns and other unique areas of the Municipality.

10.3.6 As part of the Municipality's program of *streetscape* improvements, developers or owners of commercial properties will be encouraged to assist in the creation of a high quality public realm through contributions to street tree planting and street furniture in addition to landscaping improvements on private lands.

10.4 TOWN AND VILLAGE CENTRES

10.4.1 Town and Village Centres shall be developed as the main concentrations of urban activity in each community with the Town Centres providing a fully integrated array of retail and personal service, office, residential, cultural, community, recreational and *institutional uses*. Town and Village Centres will function as the focal point of culture, art, entertainment and civic gathering, be places of symbolic and physical interest for residents, and foster a sense of local identity.

10.4.2 Each Town and Village Centre will have a distinct character and function generally in accordance with the following:

- a) Town Centres will be larger in scale, provide goods and services for a large segment of Clarington's population and will develop with a higher overall density than Village Centres;
- b) Bowmanville Town Centres (East and West) will be planned and developed as a centre of regional significance providing the highest level of retail and *service uses* and shall be the

primary focal point of cultural, community, recreational and *institutional uses* in Clarington;

- c) Village Centres will be smaller in scale, be developed at similar densities as the historic downtowns and shall serve primarily local needs for goods and services; and
- d) Town and Village Centres will maintain and enhance the historic character of each community.

10.4.3 The Municipality will seek to achieve the following targets for Town and Village Centres:

Table 10-1 Town and Village Centres		
Centre	Gross Leasable Floor Space for Retail and Service Uses (square metres)	Maximum Floor space index
Bowmanville East Town Centre	80,000	1.5
Bowmanville West Town Centre	100,000	1.5
Courtice Town Centre	30,000	1.5
Newcastle Village Centre	20,000	0.75
Orono Village Centre	7,500	0.4

The maximum *floor space index* shown in Table 10-1 is the maximum floor space permitted on a net *development* parcel.

10.4.4 Town and Village Centres shall be comprehensively developed in accordance with Secondary Plans which shall encourage and provide for:

- a) residential and/or *mixed use* developments in order to achieve higher densities and reinforce the objective of achieving a diverse mix of land uses;
- b) *redevelopment* and *intensification* with a wide array of uses within the Town or Village Centre; and
- c) other uses that are complementary to the intended commercial functions.

- 10.4.5 Town and Village Centres shall be developed in accordance with the following urban design principles:
- a) a grid system of streets and walkways shall be incorporated to fulfil vehicular and pedestrian requirements and to function as places of social interaction;
 - b) an integrated and diverse mix of uses shall be planned and developed;
 - c) active street life is encouraged through the provision of municipal squares, pocket parkettes, street-related buildings, outdoor patios, possible outdoor display and selling areas, and other amenities;
 - d) the pedestrian *environment* is paramount in all Town and Village Centres and will be enhanced through *development* which is human in scale, buildings of high architectural quality, grade level doors and windows, and the provision of street benches, awnings, pedestrian-scale lighting, and *streetscape* amenities;
 - e) buildings will be sited to provide a continuous facade to define the edge of the street and to provide a sense of enclosure;
 - f) *development* within historic downtown areas should complement *existing* buildings, have consistent height, setback, floor and ceiling levels, arrangement and height of windows, and building materials;
 - g) *development* of a transit supportive *environment* including consideration of the requirements of Section 19.9.3; and
 - h) public safety will be enhanced in the design and siting of buildings and public open spaces to provide visibility, easy access, multiple routes, and unobstructed views from streets and buildings.

Urban design principles will be further elaborated through the urban design policy for specific Town and Village Centres as set out in Section 10.4.6 of the Official Plan and Secondary Plans. *Development* shall comply with area specific urban *design guidelines*.

- 10.4.6 In Town or Village Centres where detailed urban *design guidelines* have not been prepared, the urban design principles of 10.4.5 and the following *site* development criteria shall be implemented through the review and approval of *development* applications.

- a) buildings shall be street-front oriented and provide direct street access for pedestrians, wherever possible;
- b) parking areas should be sited to the side, rear or underground wherever possible;
- c) land use compatibility between commercial residential buildings and community use shall be achieved through appropriate building siting, design and landscape treatment;
- d) high quality landscape treatment shall be provided with particular regard to screening parking areas visible to the street, providing shade for pedestrians and mitigating heat island effects;
- e) building form and siting shall minimize the impacts of noise, wind and shadows and shall enhance views of landmark buildings, parks and open space;
- f) lighting impacts will be minimized;
- g) energy efficient design and orientation which maximizes the use of alternative or renewable energy such as solar and wind energy and the mitigating effects of vegetation will be encouraged wherever possible;
- h) refuse collection areas will be internal to buildings wherever possible and in all other situations within separate buildings of similar design to the principal building on the *lot*;
- i) loading areas and refuse collection areas shall be unobtrusive, anticipated noise impacts will be mitigated, the areas will be screened where necessary and shall generally be located at the side or the rear of the building;
- j) no open storage is permitted;
- k) common vehicular access and internal circulation including service lanes connecting abutting properties should be provided wherever possible.

10.4.7 Drive-through facilities are not desirable in Town and Village Centres. Drive-through facilities will be prohibited in certain areas and appropriately regulated in other areas to minimize impacts on roads and the pedestrian *environment*, to ensure compatibility with *adjacent* uses and to achieve the built-form objectives of this Plan and the Secondary Plans. The following policies shall apply to the *development* of drive-through facilities where they are permitted:

- a) any drive-through facility must be located on a *lot* sufficiently sized to accommodate all activities associated with the drive-through facility;
- b) all buildings containing drive-through facilities shall be oriented to the primary street frontage. No portion of the

stacking lane and no parking spaces or drive aisle shall be located within the setback area;

- c) drive-through facilities shall be sufficiently separated from residential uses to avoid issues of land use compatibility;
- d) a drive-through facility will have sufficient dedicated stacking lane to prevent vehicles from interfering with on-site and off-site vehicular circulation; and
- e) any additional policies as may be contained in Secondary Plans.

10.4.8 The Courtice Town Centre is a Special Study Area under Section 17.2. Detailed land use policies for the Courtice Town Centre will be provided for in a Secondary Plan.

10.5 COURTICE WEST SHOPPING DISTRICT

10.5.1 The Courtice West Shopping District serves the surrounding urban areas through the provision of uses which complement the Courtice Town Centre including retail, service, office, residential, cultural, community and recreational uses.

10.5.2 In conjunction with the *adjacent* lands in the City of Oshawa, the Courtice West Shopping District shall be developed and function primarily as a shopping district serving portions of the Oshawa and Courtice urban areas.

10.5.3 Specific *development* policies and land uses shall be provided for in the Courtice West Shopping District Secondary Plan. All proposed *development* shall comply with the provisions of Section 10.4.6 c) to k).

10.6 NEIGHBOURHOOD CENTRES

10.6.1 Neighbourhood Centres are to serve as focal points for residential communities and provide for day to day retail and service needs. They shall be planned and developed in a comprehensive manner. The maximum amount of gross leasable floorspace in any one Neighbourhood Centre shall be 5,000 square metres.

10.6.2 Neighbourhood Centres are intended to be developed with *adjacent* areas as transit nodes containing higher density residential uses and wherever possible, recreational, community, cultural and *institutional uses*.

10.6.3 An appropriate range of retail and *service uses* will be identified in the Zoning By-law in accordance with the following:

- a) uses will be appropriate to be located in proximity to *adjacent* residential areas;
- b) uses will be limited in scale;
- c) drive-through restaurant uses will not be permitted; and
- d) mixed-use *development* will be encouraged.

10.6.4 In the review of *development* applications, the following *site development* and urban design criteria will be implemented:

- a) a *floor space index* for *retail uses* on any *site* not exceeding 0.30;
- b) a maximum combined *floor space index* of 0.50 where there are second storey office or residential uses;
- c) with the exception of a grocery store/supermarket, a maximum of 500 square metres of *gross leasable floor area* for any individual store;
- d) street-related building forms are preferred but as a minimum direct pedestrian access will be provided from the street to some stores within 4 m of the streetline;
- e) compliance with Section 10.4.6 b) to i); and
- f) provision of a public square in accordance with Sections 10.6.5 and 10.6.6.

10.6.5 Neighbourhood Centres are "gathering places" and should incorporate public squares wherever possible. Public squares will be designed as a high quality urban *environment* with such amenities as appropriate paving, landscaped areas, benches, refuse containers, bicycle stands, lighting, public art and other elements that enhance the social and physical *environment*.

10.6.6 Public squares shall be constructed either as a public parkette or as part of a commercial *development* with the right of the public to access the square secured by appropriate means. Public squares are required at the following Neighbourhood Centres:

- Bloor/Prestonvale
- Liberty/Longworth
- Regional Road 57/Concession Road 3
- Concession/Mearns
- Port of Newcastle
- Any new Neighbourhood Centres identified by amendment to this Plan.

10.7 PORT OF NEWCASTLE HARBOURFRONT CENTRE

- 10.7.1 The Port of Newcastle Harbourfront Centre is identified on Map A4. The Harbourfront Centre shall be planned and developed as a community focal point and part of the tourism node at the Port of Newcastle. The Harbourfront Centre will be a high quality urban *environment* that builds on the existing natural setting, marina and park *development* and views of the waterfront.
- 10.7.2 Within the Harbourfront Centre a variety of uses are permitted which are compatible with the marina and District Park including multiple residential, retail and services uses, professional offices, a small hotel, places of entertainment, and recreational, cultural and community facilities. *Retail uses* will be appropriate for and scaled to meet neighbourhood or tourism needs. The hotel shall be appropriately designed and scaled for a small town harbourfront location. The maximum number of multiple residential units in the Harbourfront Centre is 250.
- 10.7.3 The Harbourfront Centre shall be developed to the highest design standard. In the review of *development* applications, the following urban design and *site development* criteria shall be implemented;
- a) buildings should be harmonious in form and architectural style, have a consistent setback from the street and valley, and shall be oriented to provide views of the waterfront and the marina;
 - b) buildings will have a maximum height of five storeys on the front and/or street facades;
 - c) the maximum *floor space index* for any *site* shall not exceed 0.75;
 - d) a safe, well-defined pedestrian walkway system will link to the Waterfront Trail, the marina area and the District Park with attractive landscaping and signage to enhance the pedestrian experience;
 - e) a consistent design and use of materials will be used for all signage, benches and light fixtures throughout;
 - f) convenient parking areas shall be screened by landscaping;
 - g) loading spaces shall be strategically located to minimize the visual and noise disturbances and all refuse containers shall be fully enclosed; and
 - h) outdoor *amenity areas* associated with residential *development* shall be designed with quality landscaping, safe pedestrian walkways, appropriate lighting and other elements to enhance the overall character of any residential *development*.

10.7.4 A public square shall be designed as an integral component of the Harbourfront Centre. It shall serve as a neighbourhood gathering place and a centre of attraction for tourists. The public square shall be designed and developed in accordance with the following:

- a) it shall comply with public square provisions of Sections 10.6.5 and 10.6.6;
- b) it shall be located in association with commercial and hotel uses;
- c) it shall be physically defined by building facades; and
- d) it shall provide opportunities for views, vistas and pedestrian linkages to the surroundings area.

10.8 HIGHWAY COMMERCIAL DISTRICTS

10.8.1 Highway Commercial Districts are to serve the specialized needs of residents on an occasional basis. Highway Commercial Districts generally require large parcels of land to accommodate certain types of large format retailers, which require exposure to traffic and may require outdoor storage and display. Permitted uses may include motor vehicle sales and service establishments, home improvement centres, large format home furnishing stores and other similar large format retailers, garden centres and nurseries, restaurants, motels, hotels, and service stations, but do not include motor vehicle body shops, department stores, food stores, banks and warehouse merchandise clubs.

10.8.2 Highway Commercial Districts shall be developed in accordance with the following urban design principles:

- a) a variety of urban forms may be built including plazas, free-standing stores, and *mixed use* buildings;
- b) a consistency of building setbacks from the road and a harmonious architectural style should be achieved;
- c) an automobile-oriented *environment* is anticipated requiring efficient and safe traffic circulation through:
 - road improvements such as turning lanes;
 - consolidation of vehicular access points;
 - provision of common internal traffic circulation between parcels; and
- d) safe, well-defined pedestrian walkways should be provided from the street to the store entrance.

- 10.8.3 In the review of *development* applications, the urban design principles for Highway Commercial Districts in Section 10.8.2 and the following *site development* criteria shall be implemented:
- a) a *floor space index* for any *development* not exceeding 0.30;
 - b) sufficient and convenient parking with surface parking lots partially screened through the use of effective *buffer* planting;
 - c) safe, efficient road access to the *site* and/or integration of traffic access with other *sites*;
 - d) the location and design of outdoor storage and display areas to be visually acceptable and generally screened from the road and freeway frontage; and
 - e) compliance with the provisions of 10.4.6 c) to i).
- 10.8.4 Prior to the approval of an application for the *development* of Highway Commercial Districts in the urban areas, an applicant may be required to prepare a comprehensive development plan for an appropriate area as defined by the Municipality to the satisfaction of the Municipality in consultation with other agencies.
- 10.8.5³ *A retail warehouse store or a retail warehouse precinct greater than 4,000 square metres may be permitted within Highway Commercial Areas by amendment to this Plan and subject to the following:*
- a) *the use is sufficiently large so that it is considered not compatible within a Central Area location;*
 - b) *the preparation of retail impact analysis in accordance with Section 10.3.6;*
 - c) *the site is located in proximity to an interchange with a freeway;*
 - d) *the anticipated traffic can be accommodated on the transportation network; and*
 - e) *vehicular access is obtained from an arterial road.*

10.9 SERVICE STATIONS

- 10.9.1 Service stations are establishments which primarily sell gasoline and associated automotive products. A service station may include *accessory uses* such as the repair of vehicles, a car wash, restaurants, and a small convenience store.

³ *Section 10.8.5 has been deleted by OPA 43 and appealed to the OMB only insofar as it applies to lands on the east and west side of Bennett Road from Highway 401 to Baseline Road (AYT Corporation)*

- 10.9.2 Service stations may generally be established in any urban land use designation provided that:
- a) a maximum of one (1) service station may be permitted at any intersection, with the exception that in a Highway Commercial District or Employment Area a maximum of two (2) service stations may be permitted diagonally opposite each other at any intersection;
 - b) it is not *adjacent* to or opposite schools or public recreation facilities;
 - c) it does not create vehicular congestion or endanger pedestrian movement;
 - d) access points to each *site* shall be limited in number and shall not impede traffic flows. Internal access to *adjacent* commercial properties shall be provided wherever possible;
 - e) primary access is taken from an arterial or collector road; and
 - f) it has no undue *adverse effect* on *adjacent* residential uses.
- 10.9.3 Notwithstanding Section 10.9.2 a), service stations will not be permitted at prominent intersections in Town or Village Centres or other locations which Council deems to have important visual significance for gateways to communities.
- 10.9.4 Service stations will be designed with the following considerations:
- a) high quality architectural design, landscape treatment and fencing with particular attention to corner treatment;
 - b) *lots* should be sufficiently large to accommodate the proposed uses and provide appropriate buffers to *adjacent* uses;
 - c) access points to each *site* shall be limited in number and shall not impede traffic flows. Internal access to *adjacent* commercial properties shall be provided wherever possible;
 - d) convenience *retail uses* shall be sensitively designed to the context, have high quality finishes facing the street, generally have less than 250 square metres of floor area, generally be sited on the street corner; and in urban areas provide direct pedestrian access from the sidewalk;
 - e) ancillary drive-through facilities are prohibited in Town and Village Centres and in all other areas will be sufficiently separated from residential uses;
 - f) garbage will be accommodated internally or within a separate and fully enclosed structure with architecture that matches the principle building;

- g) fencing, landscaping and architectural treatments, and other appropriate measures will be used to mitigate any noise impacts identified by a noise study;
- h) signage shall be minimized; and
- i) lighting and glare will be minimized in accordance with municipal policy and appropriate road authority requirements.

10.9.5 Abandoned service stations shall be rezoned to uses compatible with surrounding areas and in conformity with this Plan.

