



In association with



MUNICIPALITY OF
CLARINGTON

COURTICE MAIN STREET

COMMUNITY IMPROVEMENT PLAN

November, 2016

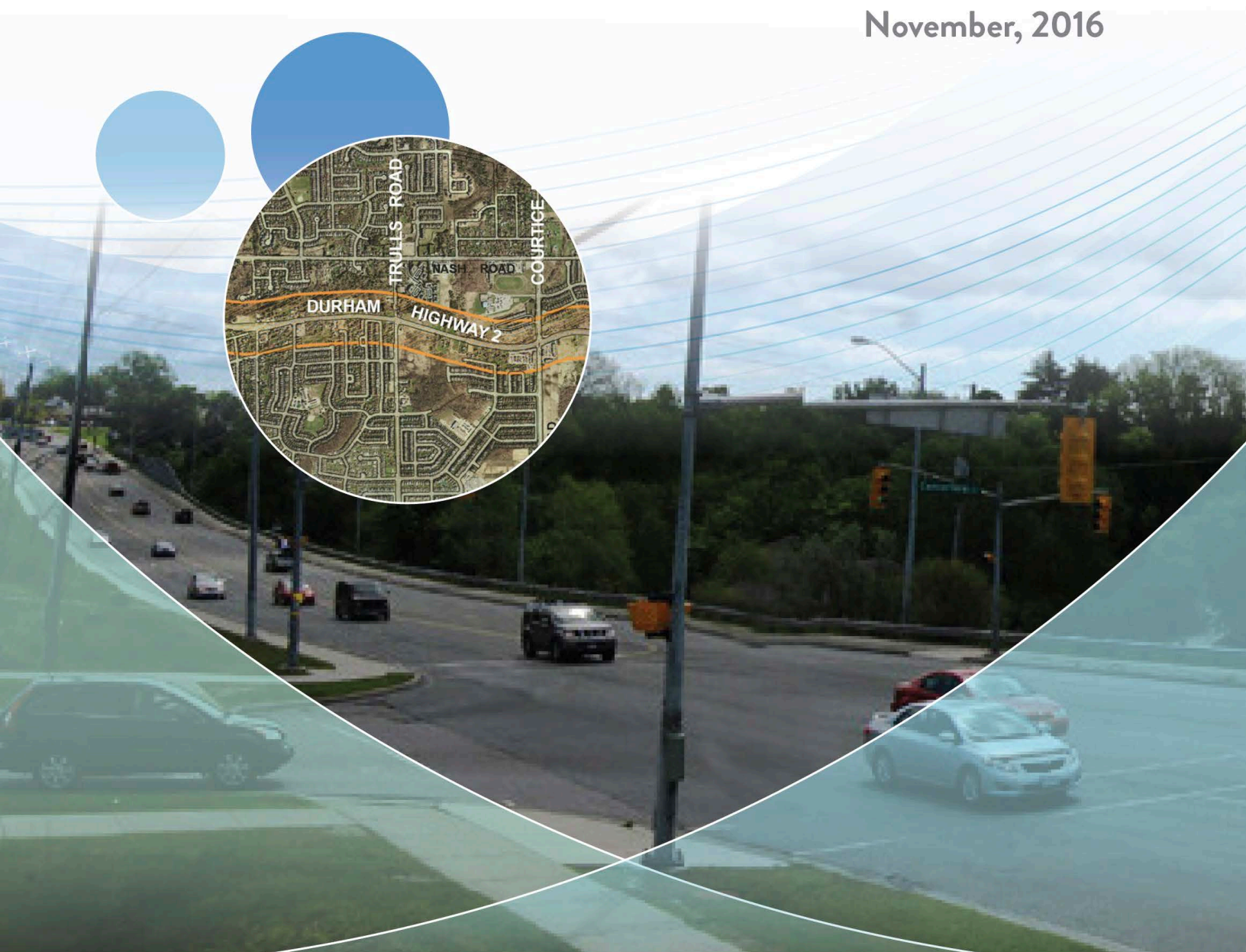
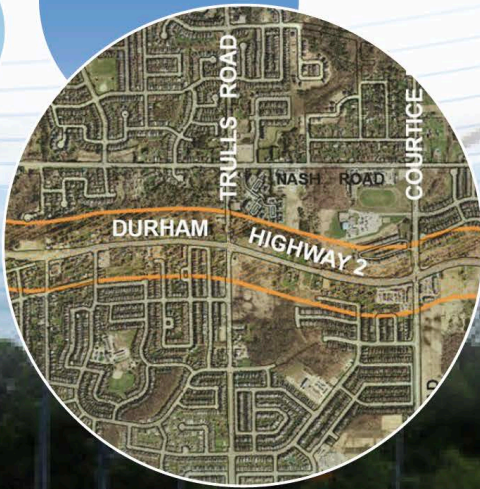


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1 Introduction

1.1 Purpose

The Request for Proposals (RFP) for the Courtice Main Street Community Improvement Plan (CIP) stated the purpose of the CIP as threefold:

- 1) To build upon the clear direction set out in the land use policies and urban design guidelines of the Official Plan for mixed-use urbanization of the regional corridor;
- 2) To enable the Municipality to respond to increased development interest and community growth in Courtice by establishing a framework of financial incentives to promote property consolidations, redevelopment and intensification along the Highway 2 corridor; and,
- 3) To develop an implementation strategy for the Black Creek Trail.

The RFP notes that sustainability (physical and financial) will be an important component in the preparation of the CIP. The overall goal of the CIP process is to create an incentives package that will advance the development of a complete and healthy community which respects the environment, is sustainable, is buildable, provides a high quality of life and a unique sense of place for residents, and improves community image and identity. Consequently, it is imperative that there be a strong and direct connection between the land use vision articulated in the Secondary Plan and Urban Design Guidelines and the strategic actions in the CIP designed to ensure an ongoing and successful implementation of the vision. Therefore, the CIP is a key implementation tool for the Courtice Main Street Secondary Plan.

The Municipality of Clarington retained Dillon Consulting Limited and RCI Consulting to prepare a CIP for the Courtice Main Street Area. This CIP builds on the vision in the Secondary Plan and the primary role of this CIP is to help achieve the vision in the Secondary Plan which sees Courtice Main Street as a *dense, mixed use, transit supportive and pedestrian friendly environment that preserves valuable natural heritage, built form and community character*.

In addition to the CIP purpose described above, the purpose of this CIP is to:

- a) Outline the legislative, policy and planning framework that supports the CIP;
- b) Identify the key community improvement needs in Courtice Main Street;
- c) Recommend a Community Improvement Project Area (Project Area) for the CIP;
- d) Outline a Trail Strategy for implementing the Black Creek Trail adjacent to Courtice Main Street;

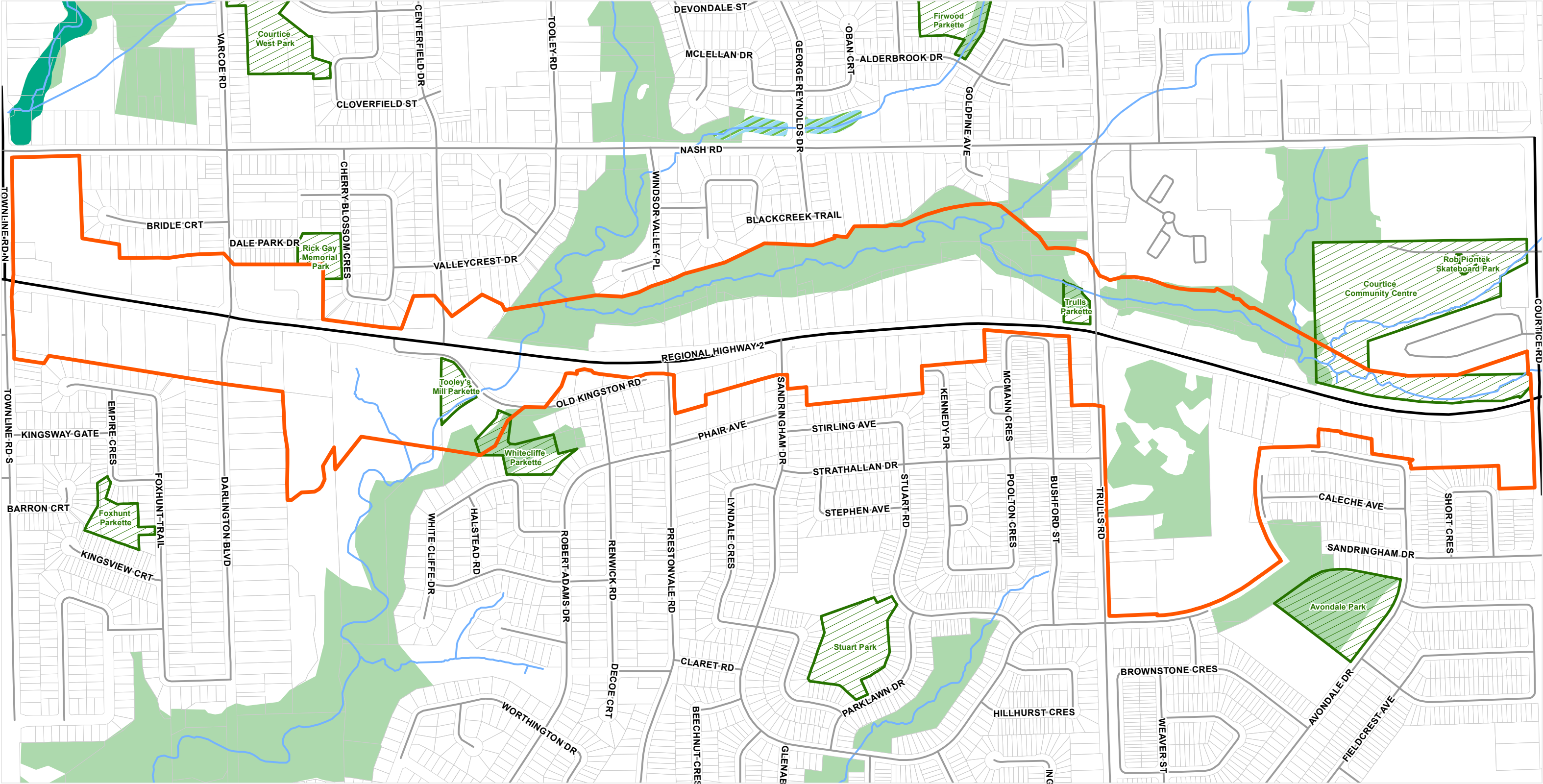
- e) Develop a toolbox of incentive programs that can be offered by the Municipality to directly stimulate private sector investment in the Project Area; and
- f) Outline a Monitoring Program and Marketing Strategy that will help the Municipality market the incentive programs contained within the CIP, monitor the results of these programs, and adjust them as required.

1.2 Study Area

The RFP for the CIP specified that the Study Area will be the Courtice Main Street Secondary Plan Area identified in the current Clarington Official Plan and generally described as located along Highway 2 from Townline Road to Courtice Road. This Study Area is the same as the Secondary Plan boundary (see **Figure 1**).

The Courtice Main Street Study Area currently consists primarily of low density, mainly single family residential homes on large lots and commercial development (both small independent and strip mall type commercial and larger format mall type commercial). The eastern part of the Courtice Main Street Study Area has infrastructure constraints, i.e., sanitary services, and any intensification within this area must have regard for required infrastructure upgrades and improvements.

As further described in **Section 5**, the Study Area and properties adjacent to the Study Area were assessed to determine lands most in need of community improvement using a number of criteria such as current Official Plan designation, zoning, land use, building conditions, and future potential for development. This assessment was used to determine suitability of lands in and near the Study Area for inclusion in the “recommended community improvement project area” for this CIP as shown in **Section 6** of this report.



MUNICIPALITY OF CLARINGTON
Courtice Main Street Community
Improvement Plan

Study Area
FIGURE #1

- | | | |
|------------|----------------------------------|----------|
| Local Road | Study Area | Woodlots |
| Highway | Provincially Significant Wetland | Parks |
| Streams | Unevaluated Wetland | Parcels |



MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR
MAP CREATED BY: SFG
MAP CHECKED BY: MS
MAP PROJECTION: NAD 1983 UTM Zone 17N

0 75 150 300 m

SCALE 1:7200



FILE LOCATION:
I:\GIS\163243\Mapping\Study Area.mxd

PROJECT: 163243 STATUS: DRAFT DATE: 9/26/2016

1.3 General Methodology

A number of tasks were completed in order to provide a comprehensive foundation for the preparation of the CIP. This included:

- a) A review of relevant legislation, and provincial, regional and municipal planning and policy documents;
- b) A review of best practices utilized by other Ontario municipalities trying to promote sustainable intensification and mixed use development on underutilized and vacant lands in mixed use corridors/nodes, commercial areas and downtowns, i.e., similar community improvement needs as Courtice Main Street;
- c) A community improvement needs analysis including an assessment of the physical and economic characteristics in the Study Area based on walking tours of the area conducted by consulting team members;
- d) Input received from the staff project steering committee (PSC) at several meetings with this group during the process of plan preparation;
- e) Input received from key stakeholders and the public at two public meeting/workshop sessions held on April 28, 2016 and June 22, 2016;
- f) Input received from Municipal Council at a Planning and Development Committee Meeting held on June 6, 2016;
- g) Using the vision in the Courtice Main Street Secondary Plan and Tasks a) to f) above to prepare and refine the Incentive Programs and Black Creek Trail Implementation Strategy contained in this CIP; and,
- h) Preparation of this final plan.

Additional details regarding the important stakeholder consultation process undertaken during preparation of this plan can be found in **Section 4**.

1.4 Report Content

This CIP is divided into the following sections:

- **Section 2** provides a review of the legislative framework for the CIP;
- **Section 3** provides a brief overview of the planning, policy, and other background documents that are applicable to the CIP;
- **Section 4** contains a summary of the consultation taken with various stakeholders during preparation of the plan;
- **Section 5** contains the community improvement needs analysis including the key community improvement needs in the Courtice Main Street area;
- **Section 6** shows the recommended Community Improvement Project Area for the CIP.

- **Section 7** contains the Black Creek Trail Implementation Strategy;
- **Section 8** contains the municipal incentive programs specifically designed to help promote the types of sustainable intensification and development of the Project Area needed to help achieve the Secondary Plan vision for Courtice Main Street;
- **Section 9** contains a monitoring program designed to assist the Municipality in monitoring progress on implementation of the CIP and the economic and other impacts of the programs contained in the CIP;
- **Section 10** contains a basic marketing strategy for the CIP; and,
- **Section 11** provides a brief conclusion to the CIP.

2 Legislative Framework

2.1 Municipal Act, 2001

Section 106 (1) and (2) of the *Municipal Act, 2001* prohibits municipalities from directly or indirectly assisting any manufacturing business or other industrial or commercial enterprise through the granting of bonuses. Prohibited actions include giving or lending any property of the municipality, including money; guaranteeing borrowing; leasing or selling any municipal property at below fair market value; and giving a total or partial exemption from any levy, charge or fee.

This prohibition is generally known as the “bonusing rule”. Section 106 (3) of the *Municipal Act, 2001* provides an exception to this bonusing rule for municipalities exercising powers under Subsection 28 (6), (7) or (7.2) of the *Planning Act* or under Section 365.1 of the *Municipal Act, 2001*. It is this exception under Section 28 of the *Planning Act* that allows municipalities with enabling provisions in their official plans to prepare and adopt Community Improvement Plans (CIPs). CIPs provide municipalities with a comprehensive framework for the planning and provision of economic development incentives in areas requiring community improvement.

Section 365.1 of the *Municipal Act, 2001* operates within the framework of Section 28 of the *Planning Act*. A municipality with an approved CIP in place that contains provisions specifying tax assistance for environmental remediation costs will be permitted to provide said tax assistance for municipal property taxes. Municipalities may also apply to the Province to provide matching education property tax assistance through the Province’s Brownfields Financial Tax Incentive Program (BFTIP).

Section 107 of the *Municipal Act, 2001* describes the powers of a municipality to make a grant, including the power to make a grant by way of a loan or guaranteeing a loan, subject to Section 106 of the *Municipal Act, 2001*. In addition to the power to make a grant or loan, these powers also include the power to sell or lease land for nominal consideration or to make a grant of land; provide for the use by any person of land owned or occupied by the municipality upon such terms as may be fixed by Council; sell, lease or otherwise dispose of at a nominal price, or make a grant of any personal property of the municipality or to provide for the use of the personal property on such terms as may be fixed by Council.

2.2 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” and prepare and adopt a community improvement plan for the community improvement project area. Once the community improvement plan has been adopted by the municipality and comes into effect, the municipality may exercise authority under Section 28(6), (7) or (7.2) of the *Planning Act* or Section 365.1 of the *Municipal Act, 2001* in order that the exception provided for in Section 106 (3) of the *Municipal Act, 2001* will apply.

According to Section 28 (1) of the *Planning Act*, a “community improvement project area” is defined as “a municipality or an area within a municipality, the community improvement of which in the opinion of the council is desirable because of age, dilapidation, overcrowding, faulty arrangement, unsuitability of buildings or for any other environmental, social or community economic development reason”. It is important to note that there are a variety of reasons that an area can be designated as an area in need of community improvement.

Section 28 (1) of the *Planning Act* defines “community improvement” as “the planning or replanning, design or redesign, resubdivision, clearance, development or redevelopment, construction, reconstruction and rehabilitation, improvement of energy efficiency, or any of them, of a community improvement project area, and the provision of such residential, commercial, industrial, public, recreational, institutional, religious, charitable, or other uses, buildings, structures, works, improvements or facilities, or spaces therefore, as may be appropriate or necessary”. This represents a wide range of possible municipal actions.

Once a CIP has come into effect, the municipality may:

- i) Acquire, hold, clear, grade or otherwise prepare land for community improvement (Section 28 (3) of the *Planning Act*);
- ii) Construct, repair, rehabilitate or improve buildings on land acquired or held by it in conformity with the community improvement plan (Section 28 (6));
- iii) Sell, lease, or otherwise dispose of any land and buildings acquired or held by it in conformity with the community improvement plan (Section 28 (6)); and
- iv) Make grants or loans, in conformity with the community improvement plan, to registered owners, assessed owners and tenants of land and buildings within the community improvement project area, and to any person to whom such an owner or tenant has assigned the right to receive a grant or loan, to pay for the whole or any part of the eligible costs of the community improvement plan (Section 28 (7)).

Section 28 (7.1) of the *Planning Act* specifies that the eligible costs of a community improvement plan for the purposes of Subsection 28 (7) may include costs related to environmental site assessment, environmental remediation, development, redevelopment, construction and reconstruction of lands and buildings for rehabilitation purposes or for the provision of energy efficient uses, buildings, structures, works, improvements or facilities.

Section 28 (7.3) of the *Planning Act* specifies that the total of all grants and loans made in respect of particular lands and buildings under Section 28 (7) and (7.2) of the *Planning Act* and tax assistance provided under Section 365.1 of the *Municipal Act, 2001* in respect of the land and buildings shall not exceed the eligible cost of the community improvement plan with respect to those lands and buildings.

Section 28(11) of the *Planning Act* allows a municipality to register an agreement concerning a grant or loan made under subsection 28(7) or an agreement entered into under subsection 28(10) against the land to which it applies and the municipality shall be entitled to enforce the provisions thereof against any party to the agreement and, subject to the provisions of the *Registry Act* and the *Land Titles Act*, against any and all subsequent owners or tenants of the land.

Section 69 of the *Planning Act* allows municipalities to reduce or waive the amount of a fee in respect of a planning application where it feels payment is unreasonable. Municipalities can use this tool to waive all matter of planning application fees to promote community improvement without inclusion in a CIP. Alternatively, a municipality can collect fees and then provide a partial or total rebate of fees in the form of a grant, but this must be done within a CIP.

2.3 Development Charges Act

Section 5 of the *Development Charges Act* allows a municipality to exempt a type(s) of development from a development charge, but any resulting shortfall cannot be made up through higher development charges for other types of development. This allows upper and lower tier municipalities to offer partial or total exemption from municipal development charges via their Development Charge (DC) by-laws in order to promote community improvement such as redevelopment in particular areas such as a downtown or commercial node, or even brownfield redevelopment across a larger area such as an entire municipality. Because this financial incentive is normally offered before construction, i.e., at the time of building permit issuance, it is a very powerful community improvement tool.

Municipalities can also use a CIP (Section 28 of the *Planning Act*) to offer a reduction in development charges in the form of a grant equivalent to part or all of the DC normally payable. It is much easier for a municipality to offer a reduction of development charges for certain types of development such as residential intensification and/or projects that achieve sustainability performance criteria within a CIP than within a DC by-law. This is because the CIP is inherently more flexible and can provide grants based on meeting intensification targets and/or project performance criteria, while DC reductions within a DC by-law are typically based on location of the development within a specific geographic area, e.g., downtown, or a specific type of site, e.g., a brownfield site.

3 Policy Framework

This section of the Community Improvement Plan (CIP) contains a summary overview of the provincial, regional and municipal policy framework relevant to the CIP. The relationship between the CIP and other key municipal, regional and provincial policies is shown in **Figure 2**.

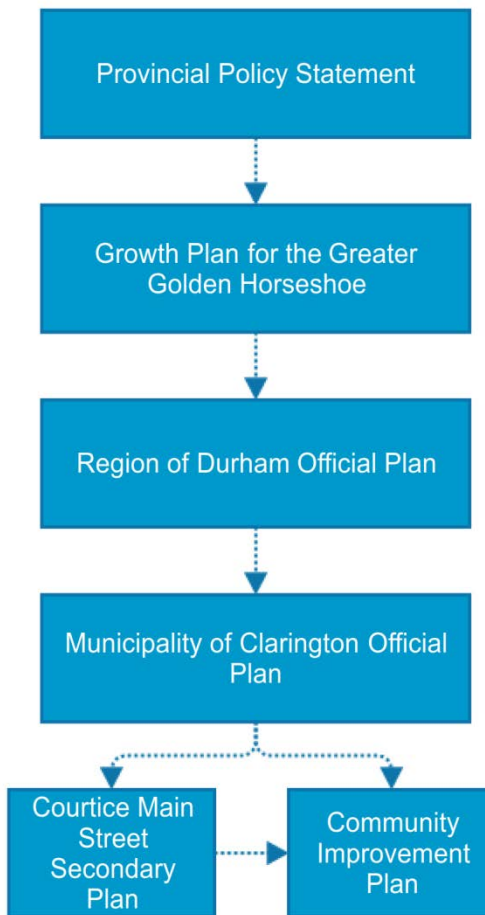


Figure 2: Policy framework

A full review of the policy frameworks and mapping relevant to this CIP is contained in **Appendix A**.

3.1 Provincial Policy Statement, 2014

The Provincial Policy Statement (the “PPS”) is issued under Section 3 of the *Planning Act* and provides direction on matters of provincial significance related to land use planning and development. Section 3 of the *Planning Act* requires that, “decisions affecting planning matters shall be consistent with policy statements issued under the Act”.

The Province of Ontario released the latest version of the PPS on February 24, 2014 and the policies took effect on April 30, 2014. The vision for land use planning in Ontario in the PPS states that “the long-term prosperity and social well-being of Ontarians depends on planning for strong sustainable communities for people of all ages, a clean and healthy environment, and a strong competitive economy”. To this end, the PPS promotes:

- Efficient development and land use patterns (Section 1.1.1 a);
- An appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses (Section 1.1.1 b); and
- Cost-effective development patterns and standards to minimize land consumption and servicing costs (Section 1.1.1 e).

The PPS also notes that Planning authorities shall:

- Identify appropriate locations and promote opportunities for intensification and redevelopment (Section 1.1.3.3);
- Promote economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities (Section 1.3.1 c);
- Provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future users residents of the regional market area (Section 1.4.3); and,
- Promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed (Section 1.4.3 d).

3.2 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), released in 2006, is the Province of Ontario’s growth strategy for the Greater Golden Horseshoe region, which was completed under the “Places to Grow” initiative, including the Places to Grow Act, 2005. The Growth Plan is identified as “a framework for implementing the Government of Ontario’s vision for building stronger, more prosperous communities by managing growth in the region to

2041". The Municipality of Clarington and the Regional Municipality of Durham are included in the Greater Golden Horseshoe Plan Area.

The Growth Plan provides an overall growth strategy for the Golden Horseshoe that complements the PPS and is implemented primarily by municipal planning documents and other municipal tools. The Growth Plan seeks to build vibrant and compact communities that protect and enhance natural resources, support a strong and competitive economy, and optimize the use of new and existing infrastructure.

The Courtice Main Street Study Area is within the delineated "Built-up Area" in the Growth Plan which permits urban development. A number of the policies in the Growth Plan are relevant to the Courtice Main Street area, including policies that promote:

- Building compact, vibrant and complete communities and optimizing the use of existing and new infrastructure (Section 1.2.2);
- Reducing dependence on the automobile through the development of mixed use, transit supportive, pedestrian friendly urban environments (Section 2.2.2.1 d);
- Building complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open spaces and easy access to local stores and services (Section 2.2.2.1 h);
- All intensification areas being planned and designed to generally achieve higher densities than the surrounding areas (Section 2.2.3.7 e);
- Major transit station areas and intensification corridors being planned to achieve increased residential and employment densities (Section 2.2.5.1 a);
- Expanding transit service to areas that have achieved, or will be planned so as to achieve, transit-supportive residential and employment densities (Section 3.2.3.2 c);
- The planning of high density residential and employment uses to support public transit planning (Section 3.2.3a);
- Development of a system of publicly accessible parkland, open space and trails (Section 4.2.1.4); and,
- Land use patterns and urban design standards that facilitate water conservation, energy conservation, air quality protection and integrated waste management (Sections 4.2.4.1 a-d).

3.3 Durham Regional Official Plan

Under the Regional Official Plan (ROP), the Community Improvement Plan (CIP) Study Area falls under the Urban System land use policy structure. The Study Area is within the Regional Urban Area Boundary

and Built Boundary areas, meaning development may proceed on the basis of full municipal servicing.

Much of the Study Area is designated as Living Areas in the ROP and Highway 2 is designated as a Regional Corridor. General policies in this designation support compact development by way of higher densities and intensification and redevelopment of existing areas, particularly along arterial roads.

The Courtice Main Street (Highway 2) is designated as a Regional Corridor in the ROP. The general intent for Corridors calls for such areas to be developed in such a way as to: promote public transit ridership through a mix of uses at higher densities, employing sensitive urban design that orients development to the corridor; maintain and enhance the historical main street by integrating new forms of development with existing development; and preserve and enhance cultural heritage resources. More specifically, Regional Corridors are to be planned and developed with higher density mixed uses, supporting higher order transit services and pedestrian oriented development.

A portion of the Study Area (located approximately at Highway 2 and Trulls Rd) is designated in the ROP as a Regional Centre. The general intent of this designation encourages the development of a concentration of commercial, residential, cultural and government functions in a well-designed and intensive land use form.

3.3.1 Community Improvement Plans

Section 14.4 of the ROP contains policies on CIPs. In addition to the ability for the Region to prepare and adopt Regional CIPs, Section 14.4 of the ROP also specifies that the Region may assist in the implementation of area municipal CIPs by adopting a Regional Revitalization Program that will guide how the Region may participate financially, or otherwise, in area municipal CIPs. Section 14.4 of the ROP also notes that the Region's participation in the implementation of an area municipal CIP is intended for projects that contribute to achieving the goals of the ROP for the development of urban areas.

3.4 Municipality of Clarington Official Plan

The Municipality is currently finalizing the Official Plan (OP) Review process to provide direction for growth and development to the year 2031. As part of the OP Review, two major amendments (OPA 77 and 89) have already been adopted and are in force. These amendments are the urban design policies and Courtice Main Street Secondary Plan, respectively. The

financial incentives contemplated as part of the CIP support the intent of the Official Plan and Secondary Plan.

Much of the area along Highway 2 within the Study Area is designated as a Corridor in the OP. Such lands are intended to form the main linkages between residential centres and fulfill the Municipality's objectives for intensification, mixed-use development and pedestrian/transit-supportive development. The areas alongside Farewell Creek and the Black Creek are designated Environmental Protection Areas in the OP. The area around the intersection of Highway 2 and Trulls Road is designated as a Town Centre in the OP. These areas are intended to function as focal points for culture, art, entertainment and civic gathering, as well as places of symbolic and physical interest for residents, fostering a sense of local identity.

3.4.1 Community Improvement Plans

Section 22 of the OP contains the Municipality's Community Improvement policies (see **Appendix B**). The goal of community improvement in Clarington is to provide for and encourage public and private sector activities for the purpose of the maintenance, rehabilitation and redevelopment of the existing built environment of the Municipality.

Map I of the OP shows community improvement project areas where it is the intent of the Municipality to prepare CIPs. CIPs have been completed for Bowmanville, Newcastle and Orono and the Study Area in Courtice is listed as first priority for the preparation of a CIP.

Section 22.3.4 notes that CIPs will be implemented by means of powers conferred upon Council under the Planning Act, the Municipal Act, and other applicable legislation. This includes but is not limited to the acquisition, improvement and disposal of land and buildings, and the encouragement of infilling, redevelopment and other land use intensification.

Section 22.3.5 of the OP also notes that the Municipality will consult with the Region of Durham when preparing CIPs to ensure coordination of improvements to sewer, water and other Regional services with municipal improvements and the Municipality will consult with the Region prior to the approval of any community improvement plan.

3.5 Courtice Main Street Secondary Plan

Approved in November 2014, the Courtice Main Street Secondary Plan provides policy guidance to allow for gradual change in the form of a long-term land use and design vision for the

Courtice Main Street area. The boundary of the Secondary Plan is consistent with the boundary of the Study Area.

The Secondary Plan is intended to help realize the Municipality's vision for the Courtice Main Street area as a dense, mixed use, transit-supportive and pedestrian-friendly environment while preserving valuable natural heritage features, built form and community character. The Plan includes a series of ambitious objectives, including:

- To achieve an increase in overall long-term residential density in keeping with Regional intensification targets, including the provision of approximately 2,000 residential units;
- To provide for the development of a bus rapid transit system along Highway 2 and facilitate its redevelopment into a compact mixed use area over a 20 year period;
- To encourage sustainable practices in development and redevelopment, such as encouraging new buildings to be LEED certified (or equivalent) so as to demonstrate excellence in environmental and energy conservation measures from preconstruction to operation; and,
- To protect significant natural heritage and hydrologic features and strengthen their function and interrelationship through conservation and environmental stewardship.

The Secondary Plan reflects the intent and direction of the higher-order policies shown in **Figure 2** (page 10). The CIP has been prepared to help achieve and implement the vision, policy goals and objectives in the Courtice Main Street Secondary Plan.

3.6 Development Charge By-law

The Municipality's Development Charge By-law No. 2015-035 provides a development charge incentive to promote small business expansion, mixed use and mid-rise residential development in specific areas within Newcastle Village, Orono, Bowmanville and Courtice, known as "Revitalization Areas". The Revitalization Area in Courtice is shown below in **Figure 3**. The Revitalization Area in Courtice covers approximately half of the Study Area, running from Courtice Road in the east to a point just west of Prestonvale Road, but excluding the Town Centre.

Within the Revitalization Areas, the Development Charge By-law provides for the following development charge incentives:

- i) For expansion of an existing commercial building of less than 250 square metres, no development charge when the expansion is 50% or less of the gross floor area, and a reduced development charge when the expansion is greater than 50% of the gross floor area;

- ii) For a masonry-clad multi-storey mixed use building of 2 or more stories or a masonry-clad apartment building or a masonry-clad retirement residence of 4 stories or more, the development charge payable is 50% of the development charge normally payable.¹

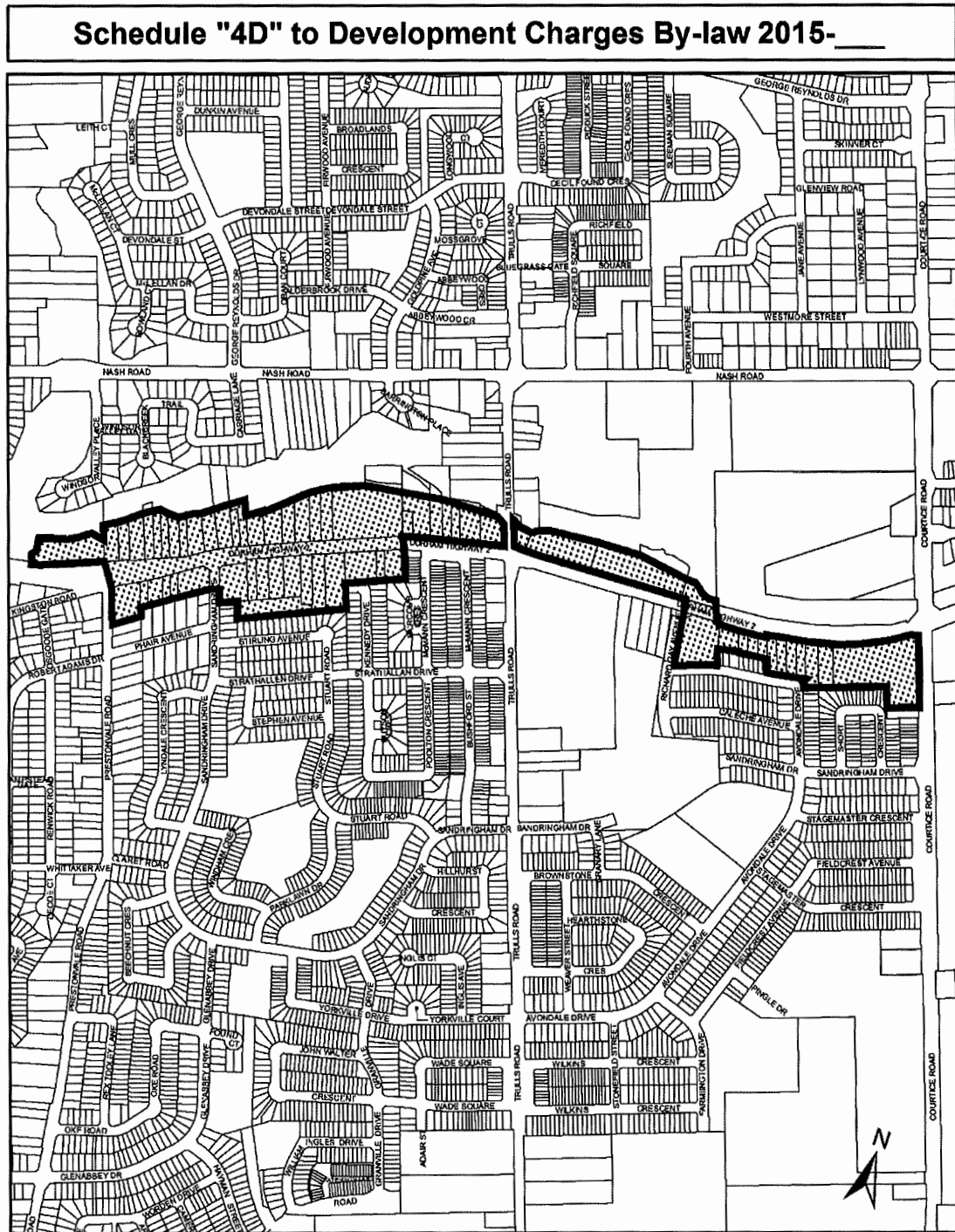
In order to avoid confusion or double dipping between the Courtice Revitalization Area Development Charge incentive and the incentives contained in this CIP, **Section 8** specifies that development projects taking advantage of the Courtice Revitalization Area Development Charge incentive cannot apply for any of the incentive programs contained within this CIP.

¹ For more information on the Development Charge By-law 2015-035 please see:
<http://www.clarington.net/en/do-business/development-charges.asp>

Figure 3: Courtice Main Street Secondary Plan Area

Development Charges By-law No. 2015-035

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Revitalization Area - Courtice

4 Consultation

Preparation of this Community Improvement Plan (CIP) was guided by and benefitted greatly from the stakeholder and public consultation process conducted for the Courtice Main Street Secondary plan and Master Development Plan. In addition, preparation of the CIP included consultation with the Project Steering Committee, senior Municipal staff, Council, key stakeholders including property owners in the Study Area and developers active in Clarington, and members of the public. The consultation process is summarized below.

4.1 Project Steering Committee

A Project Steering Committee (PSC) was formed to help guide preparation of the CIP. The PSC is comprised of senior Municipality of Clarington staff from Planning Services, Finance and Engineering Services and a Regional Municipality of Durham Planning staff representative. Several in person and conference call meetings of the PSC were held throughout preparation of the CIP. The purpose of these meetings was to:

- Provide the PSC with progress updates;
- Discuss and obtain input on the most significant community improvement needs;
- Discuss and obtain input on the proposed financial incentive programs; and,
- Coordinate public meetings and other steps required to complete the CIP.

4.2 Public Meeting and Workshop No.1

The first Public Information Meeting and Workshop was held on April 28, 2016. The purpose of this session was to:

- a) Provide the community with an introduction and overview of the process of preparing a CIP, the benefits of CIPs, and relevant best practices in other municipalities;
- b) Present the background and rationale for the CIP, including the intensification, mixed use, design and sustainability goals and objectives in the Official Plan and the Courtice Main Street Secondary Plan;



Figure 4: Display panels at public meeting and workshop, April 28, 2016

- c) Present and receive input on the critical community improvement needs in the Study Area; and,
- d) Explore ideas to promote community improvement in the Study Area, including preliminary incentive program strategies.

Approximately 55 people attended the first Public Meeting. Attendees included business and property owners, residents, members of Council and other interested parties. Approximately 22 attendees stayed for the Workshop session where the attendees were divided into three (3) working groups and asked to discuss and answer the following questions:

- 1) What are the three (3) most important community improvement needs in the Courtice Main Street area?
- 2) What types of financial incentive strategies do you think would work best and be most utilized?
- 3) What key performance criteria should the incentive programs include?
- 4) Do you have any other key ideas or suggestions for community improvement in the Courtice Main Street Area?



Figure 5: Attendees at public meeting and workshop, April 28, 2016

Attendees were also invited to provide written comments, but none were received. A summary of the responses from the working groups to the above-noted questions is provided in **Appendix C**.



Figure 6: Presentation at public meeting and workshop, April 28, 2016

4.3 Council Session

On June 6, 2016, prior to the second Public Meeting Workshop, a session was held with the Planning and Development Committee of Municipal Council to provide them with an update on the project, and to describe the key community improvement needs, preliminary draft incentive programs, and preliminary Black Creek Trail implementation strategy. Council indicated general support for the approach being taken. Council requested that Municipal staff work with the Region on the servicing issue and requested that the Region consider greater involvement in community improvement plans.

4.4 Public Meeting and Workshop No. 2

The second Public Information Meeting and Workshop was held on June 22, 2016. The purpose of this session was to:

- a) Provide a summary of the input received at the first consultation session and the Council session;
- b) Provide an update on servicing matters and the Black Creek Trail;
- c) Present the recommended Community Improvement Project Area;
- d) Present and receive input on the Draft Incentive Programs being considered for inclusion in the CIP; and,
- e) Present the next steps in preparation of the CIP.

Approximately 16 people attended the second Public Meeting and virtually all of the attendees stayed for the Workshop session. Attendees included business and property owners, residents, members of Council and other interested parties. The workshop group was asked to discuss the draft incentive programs, including minimum intensification targets and application evaluation framework. A summary of the workshop discussion is provided in **Appendix D**.

Attendees were invited to provide written comments and one detailed letter was received from the representative of a property owner in the Study Area.

4.5 Developer Survey

At the June 22, 2016 Public Meeting Workshop, it was suggested that the developers at the meeting could provide more detailed comments on the performance based evaluation framework being proposed for the draft incentive programs via a survey. A survey was developed and sent to the three developers who indicated interest in responding to the survey. All three developers responded to the survey and their responses were utilized to fine tune the performance based evaluation framework for the draft incentive programs.

4.6 Website

The Municipality of Clarington also established a Courtice Main Street CIP project web page to provide updates on the progress of the CIP (see: <https://www.clarington.net/en/live-here/Courtice-Main-Street-Community-Improvement-Plan.asp>). This web page includes information on the CIP process, public notices, and presentations from the public meetings and Planning and Development Committee.

4.7 Summary

In summary, the consultation conducted during preparation of this CIP was broad-based. The comments and input obtained from all of the various sources of stakeholder and public consultation described above were reviewed and used to guide the preparation of this CIP,

including the community improvement needs analysis, the draft and final Incentive Programs, and the Black Creek Trail Implementation Strategy.

5 Community Improvement Needs Analysis

5.1 Purpose

The analysis of community improvement needs is an important part of the Community Improvement Plan (CIP). The incentive programs and other strategies recommended in this CIP have been designed specifically to address the key community improvement needs identified in the Courtice Main Street Area. Ultimately, these key community improvement needs provide the foundation for the CIP. The methodology used to identify the key community improvement needs is described below.

5.2 Methodology

The Courtice Main Street Area is quite different than the other community improvement project areas in Clarington for which CIPs have been prepared, i.e., Bowmanville, Newcastle and Orono. These areas are more traditional historic downtown commercial main streets which have developed over time and are for the most part built-up with existing commercial and mixed use buildings. Therefore, opportunities for infill and intensification on vacant sites and redevelopment of underutilized sites in these areas are to a large extent limited by the existing built urban fabric.



Figure 7: Example of residential development along Highway 2

Courtice Main Street consists primarily of low density residential and commercial development. There are substantial amounts of vacant and underutilized lands in the Courtice Main Street Study Area which provide opportunities for significantly increased residential, commercial and mixed use densities over those that currently exist in the area now. Furthermore, as noted in the Secondary Plan, the vision for this area is for a sustainably developed higher density, mixed use area that is well designed, supports transit, cycling and walking, and provides connections to high quality public spaces and an integrated trail network.



Figure 8: Undeveloped land at southeast corner of Highway 2 and Trulls Road

Because the Courtice Main Street Area is different from the other main street commercial areas in Clarington, a different methodological approach was taken to prepare the CIP. As described below, the usual methodology of touring the Study Area, reviewing servicing infrastructure and relevant documents, obtaining stakeholder and public input on key community improvement needs, and developing incentive programs and other strategies to address these needs was followed. However, because Courtice Main Street is largely underdeveloped, more emphasis was placed on the vision, goals, objectives and key directions in planning and policy documents, with particular emphasis on the Courtice Main Street Secondary Plan.



Figure 9: Example of typical retail uses at Highway 2 and Townline Rd S

Aerial photographs of the Study Area were examined and the consulting team along with Municipal staff conducted a walking tour of the Study Area in February of 2016. During this walking tour, over 100 photographs were taken across the Study Area. A “community improvement lens” was applied to the area with consulting team members making observations and notes with respect to the key aspects of land use (including density and mix of land uses and the location; size and configuration of vacant and underutilized lands; existing building and property conditions; and, design elements and business activity). A background review of servicing status, existing trails and natural features was also undertaken.



Figure 10: Example of existing parkette at Highway 2 and Trulls Road

In consultation with the Project Steering Committee (PSC), the above-noted information was then used to identify the key challenges and preliminary community improvement needs for Courtice Main Street. As noted in **Section 4**, these key community improvement needs were presented at the first Public Meeting and Workshop, then refined and finalized based on input from that consultation session and the session with the Planning and Development Committee of Municipal Council. The key community improvement needs are described below.

5.3 Key Community Improvement Needs

Based on the above described methodology, the following are the key community improvement needs in the Courtice Main Street Area:

- 1) **High quality architecture, urban design, building materials and construction;**
- 2) **A pedestrian friendly environment and development that supports transit, active transportation, and accessibility;**
- 3) **Access to the Black Creek trail system and enhanced green/open spaces, paths and trails;**
- 4) **Housing choice, accessibility and affordability;**
- 5) **Development that is sustainable, i.e., development that reduces waste, energy consumption, greenhouse gas (GHG) emissions, and water consumption.**

It is important to note that the analysis and discussion of community improvement needs took place within the context of achieving the Secondary Plan vision of intensification within the Courtice Main Street Area. Therefore, the **primary goal of this CIP** is to generate higher density residential, and mixed use development, including office and retail uses, within the Courtice Main Street area.

While some individuals at the public meeting workshops stressed certain community improvement needs over others, based on the overall public comments, the above-noted key community improvement needs have relatively the same importance in the Courtice Main Street area. The one community improvement need that seemed to receive the most mention is #1 above, i.e., high quality urban design, architecture and buildings.

While the need for sanitary sewer servicing was most often cited by participants at the public meeting as the number one need for community improvement in the Courtice Main Street Area, it is actually a “pre-condition” or “pre-cursor” to community improvement in the Courtice Main Street Area rather than a community improvement need. While a proposed development / redevelopment project in the area can be evaluated to determine the extent to which that project addresses the above-noted key community improvement needs, i.e., performance with

respect to the key community improvement needs, the project is either serviced or not serviced. Therefore, while the Courtice Main Street area certainly requires appropriate municipal servicing in order to achieve full build out, servicing is not a community improvement need that can be translated into a performance measure, as can the other community improvement needs.

Rather, the provision of sanitary service to the property line will result in different servicing costs to developments in different parts of the Community Improvement Project Area. Projects in the part of the Community Improvement Project Area that are already fully serviced will simply pay Municipal and Regional development charges. Projects in the part of the Community Improvement Project Area that are not fully serviced will pay Municipal and Regional development charges, as well as paying their cost share to the Region for the provision of full municipal services to this part of the Community Improvement Project Area.

6 Community Improvement Project Area

In order to delineate a recommended Community Improvement Project Area for this Community Improvement Plan (CIP), the Study Area shown in **Figure 1** (on page 3) and properties adjacent to the Study Area were examined and reviewed for current land uses, official plan designation, and zoning. This was augmented by the community improvement needs analysis that reviewed vacant and underutilized properties, building conditions, servicing and an analysis of the potential for future residential intensification and commercial development in the Study Area. Based on this examination and analysis, the Courtice Main Street Study Area was found to accurately encompass the properties most in need of community improvement and lands that have the greatest potential for higher density residential, and mixed use development. Therefore, it was determined that the boundaries of the Community Improvement Project Area for this CIP would be the same as the Study Area.

The Community Improvement Project Area is the area where financial incentive programs will be offered. The Recommended Community Improvement Project Area (Project Area) for the Courtice Main Street CIP is shown in **Figure 11**. This Project Area is designated by a by-law passed by Council and the CIP will apply to the designated Community Improvement Project Area.



MUNICIPALITY OF CLARINGTON
Courtice Main Street Community
Improvement Plan

**Recommended Community
Improvement Project Area**
FIGURE #11

- Local Road
- Highway
- Community Improvement Project Area
- Parcels



MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR
MAP CREATED BY: SFG
MAP CHECKED BY: MS
MAP PROJECTION: NAD 1983 UTM Zone 17N

0 75 150 300 m SCALE 1:7200



FILE LOCATION:
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7 Black Creek Trail Implementation Strategy

The purpose of the Black Creek Implementation Strategy is to help encourage the development of an integrated Black Creek Trail within the Community Improvement Plan (CIP) Study area. In addition, this section outlines the background and an approach to encourage the development of a safe and well-managed trail that introduces the public to the area's natural features, and exhibits environmentally responsible use.

7.1 Introduction and background

Courtice's most visible and valued open space features are the valley lands of Farewell Creek and Black Creek, both of which have frontage along Durham Highway 2. Future development along the north side of Durham Highway 2 will be constrained by the proximity of the valley slope edges and drainage issues; however, the views of the valley edges and the sloping topography create excellent opportunities for special streetscaping and developing a theme of "green links" and trails. There are numerous parks near the Study Area, which could be better connected to the valley lands through more formal trails and recreational signage.

Both the Black and Farewell Creek Valleys are prominent and valued environmental features and open space assets within the CIP project area. Farewell Creek crosses Highway 2 between Darlington Boulevard and Prestonvale Road and Black Creek runs parallel along the north side of Highway 2, from Prestonvale Road to Hancock Road. The lands within the Creek Valleys are designated Flood Plain and Environment Protection Areas in the Clarington Official Plan.

The Creek Valleys' configuration and location present opportunities to create an integrated trail network that provides connectivity with the existing Millennium Trail south to the Farewell Creek.

7.1.1 Community Improvement Objectives

One of the key community improvement needs in the Courtice Main Street Area includes encouraging access to the Black Creek trail through enhanced green/open spaces, paths and trails, including:

- To prepare a trail implementation strategy for linking the Black Creek Trail with Courtice Main Street and expansion of the Millennium Trail;

- Incorporating the recommendations of the Courtice Main Street Secondary Plan, which identifies conceptual locations for connectivity;
- Recommending mechanisms that can be used to secure trail linkages;
- Providing an approach that considers a range of tools – both public and private approaches - such as land assembly triggers, private land owner dedications and possible incentives (such as Section 28 community benefits); and
- How the trail could be designed and planned in the future.

7.2 Policy Background

Conceptual design and policy context for the trail system through the Courtice Main Street area is outlined in:

- The Courtice Main Street Master Development Plan Report (2010);
- The Courtice Main Street Secondary Plan and Urban Design Guidelines (2014);
- The Draft Clarington Official Plan and Map K Trails (2016); and
- The Clarington Transportation Master Plan and Local Active Transportation Map (under development).

As part of the Courtice Main Street Secondary Plan and Urban Design Guidelines and also the Active Transportation Plan there is a framework for both pedestrian and cycling transportation to be developed within the Courtice Main Street Area. This Black Creek Trail Implementation Strategy is part of that implementation.

Within the CIP project area, the Black Creek and Farewell Creek valley lands are designated Environmental Protection Area in the Clarington Official Plan. A large portion of these lands are owned by the Municipality of Clarington as well as a number of private land owners. This ownership pattern provides challenges in creating a publicly accessible and connected trail network. One of the key objectives of this CIP is to promote the creation of a connected Black Creek Trail, from the existing Millennium Trail south to the Farewell Creek valley.

The Central Lake Ontario Conservation Authority (CLOCA) undertakes a range of programs aimed at improving land and water conservation within its watershed. Any development within their regulated area requires their approval, the valleylands and floodplain are within their regulated area. The working relationship between the Municipality and CLOCA has been that the urban valleylands are typically owned and maintained by the Municipality; however the Municipality works closely with the Conservation Authority staff to ensure that the goals of both agencies are met. The Conservation Authority has larger tracts of land in the rural area and provincially significant coastal wetlands that they own and maintain.

The following implementation approach provides recommendations to help promote the development and expansion of the Black Creek Trail as proposed in the Courtice Main Street Secondary Plan.

7.3 Implementation Approach



Figure 12: Implementation Process Diagram

The Black Creek Trail Implementation Strategy is an evolving plan. The timing and details, particularly finalizing the routes and trail surfacing will evolve through detailed technical review. Previous planning efforts have established the overall direction for the proposed trail network. Existing trails will be considered when finalizing trail designs and routing. The following provides a recommended approach to help facilitate implementing the Black Creek Trail within the CIP project area.

7.3.1 Trail Vision

Given the public-private land ownership situation of the Black Creek Trail lands, a suitable working relationship with the stakeholders could assist with spearheading the implementation of the trail. There are options, but in most cases there are “friends of” organizations for both the trails and environmental lands they occupy; managing and coordinating the efforts to align the goals of these groups is necessary. The Municipality will continue to work with the groups who participated in the CIP meetings.

7.3.2 Routing and Trail Design

Routing trails through natural areas, such as the Black Creek and Farewell Creek valley lands, is a critical component to the trail network and provides users the opportunity to get close to nature, explore the outdoors, environmental education, and find relief from the busy urban environment of everyday life. Implementing a trail needs to balance public access with the protection of the natural environment and sensitive ecological features.

The future trail network will be sited and designed appropriately and monitored for effects of inappropriate use and/or overuse. Planning, design and construction of trails, coupled with public consultation and education will help to achieve a balance between use and

protection. As part of the trail routing and design process the Municipality will consult with CLOCA and the public to ensure interested stakeholders are involved in the routing and development of the trail. It may also be beneficial to hold one-on-one meetings with landowners to provide an opportunity to discuss particular opportunities and benefits which may be more specific to their property.

7.3.2.1 Trail Design

The existing Millennium Trail provides a base for expanding the Black Creek Trail west through the CIP project area and east to Hancock Road. The Millennium Trail is a 1.5 km multi-use, granular surface trail that runs east of Trulls Road, with access points at Nash Road, along Durham Highway 2, as well as at the Courtice Recreation Complex. The proposed trail would extend approximately 2 km west through the Black Creek valley lands north of Highway 2, then follow south of Highway 2 through the Farewell Creek valley lands as identified on **Figure 15**.



Figure 13: Tooley's Mill Park

7.3.2.2 Intent

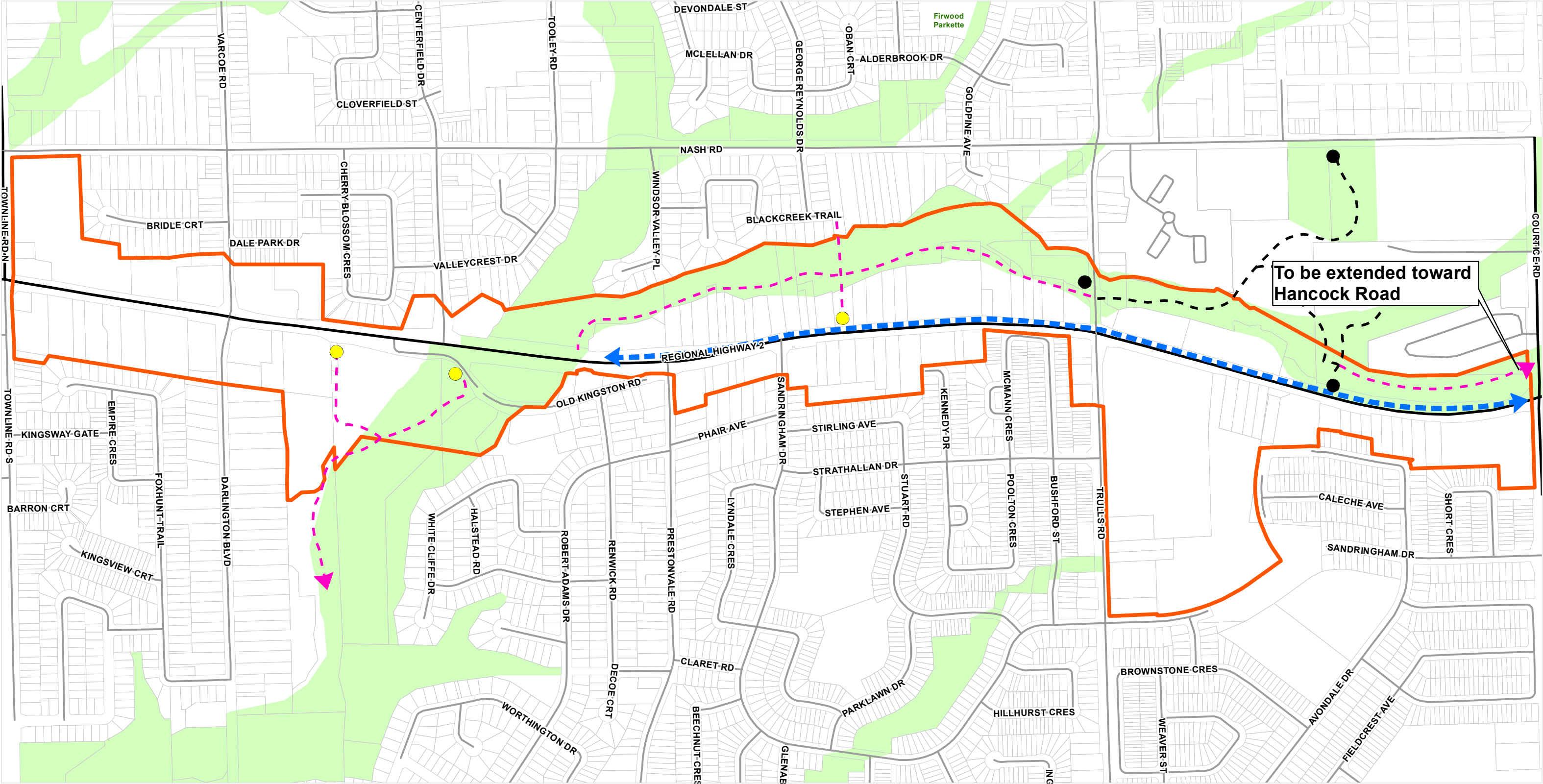
Provide a continuous multi-use pathway for bicycles and pedestrians including:

- Small scale open spaces links to the local street system and serve as trailheads;
- Entry designs and trailheads;
- Signage and wayfinding;
- Furnishing and comfort elements (seating areas, waste receptacles, lighting);

- Surfacing;
- Stormwater drainage plans;
- Provide entrances/identity features to the community;
- Provide bicycle securing facilities, landscaping, wayfinding signage, seating/rest area amenities; and
- 2 to 2.7 m wide multi-use granular surface trail as an extension of the Courtice Millennium Trail.



Figure 14: Farewell Creek



MUNICIPALITY OF CLARINGTON
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**Proposed and Existing Trails
and Study Area**
FIGURE #15

- | | | | |
|----------------|-------------------------------|------------------------------------|---------|
| Local Road | Proposed Trail Expansion | Existing Trail Head | Parcels |
| Highway | Proposed Multi-Use Path | Community Improvement Project Area | |
| Existing Trail | Proposed Trail Head Locations | Environmental Protection Area | |



MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR
MAP CREATED BY: SFG
MAP CHECKED BY: MS
MAP PROJECTION: NAD 1983 UTM Zone 17N

0 75 150 300 m SCALE 1:7200



FILE LOCATION:
I:\GIS\163243\Mapping\Proposed and Existing Trails in Study Area.mxd

PROJECT: 163243 STATUS: DRAFT DATE: 9/30/2016

7.3.2.3 Potential Trail Cross-section

Figure 16 represents a demonstration of the potential trail design.

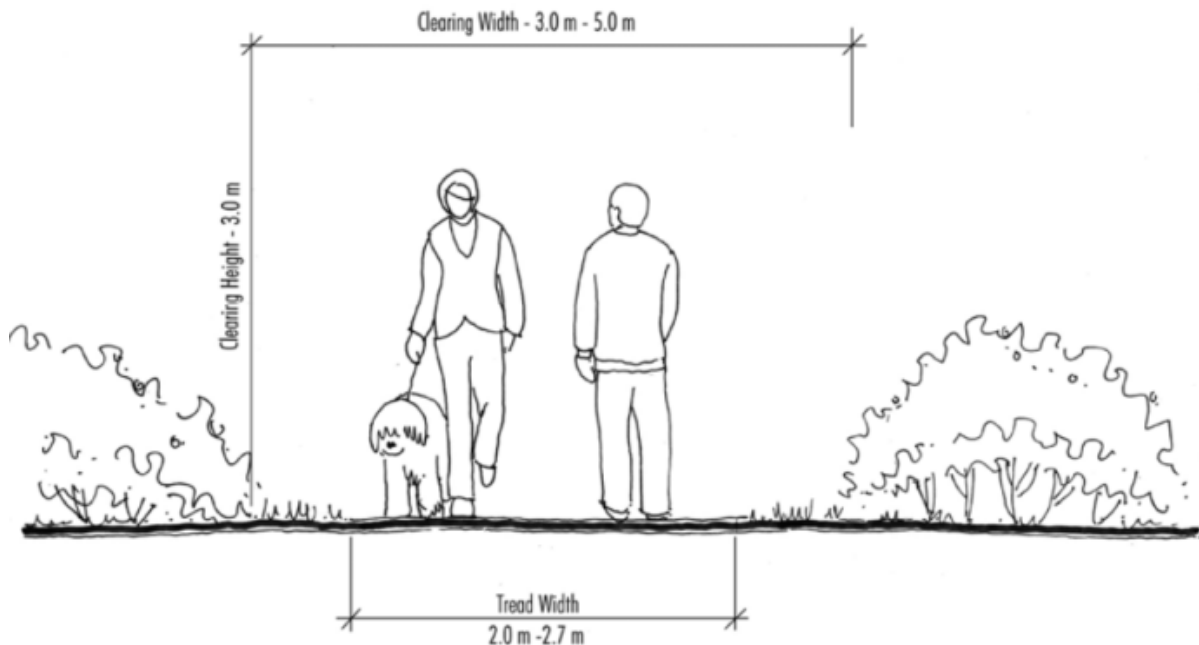


Figure 16: Low Impact Multi-Use Trail (granular surface)

- **Clearing width:** 3.0 – 5.0 m;
- **Tread width:** 2.0 – 2.7 m. Wider minimum tread width in areas where cycling is anticipated, or where trail may eventually be paved;
- **Clearing height:** 3.0 m;
- **Surface:** Compacted limestone fines. Can be upgraded to asphalt should use increase or cycling and accessibility be a consideration; and
- **Grades:** 0-5% with maximum sustained grades not exceeding 10%.

7.3.3 Acquisition and Access

Securing access to privately owned open space and green areas provides challenges to implementing a publicly accessible trail. However, there are a number of mechanisms and processes the Municipality has used to secure public access, including but not limited to:

- Stewardship, including voluntary action, that can be encouraged by incentives and education; and
- Acquisition of full or partial interest, by means such as fee simple, covenant, easement, lease or license agreement.

Private land stewardship is important, but offers no certainty it will be continued by future owners. As indicated previously, the Municipality owns a large portion of the environmental protection areas in the CIP area, as identified on **Figure 17**. However, a significant portion of lands are privately owned, which limits the potential in creating a publicly accessible trail network immediately. As the properties along the corridor redevelop, dedication of the floodplain and valleylands will be a condition of redevelopment. Current property owners could assist with the trail development in advance of the redevelopment of their property as it will increase the desirability of the area for future residents. Studies have shown that properties in proximity to trails garner higher sales values and are more desirable.

In advance of dedication there are mechanisms for the current property owners to benefit from trail development by entering into agreements with the Municipality as outlined below.

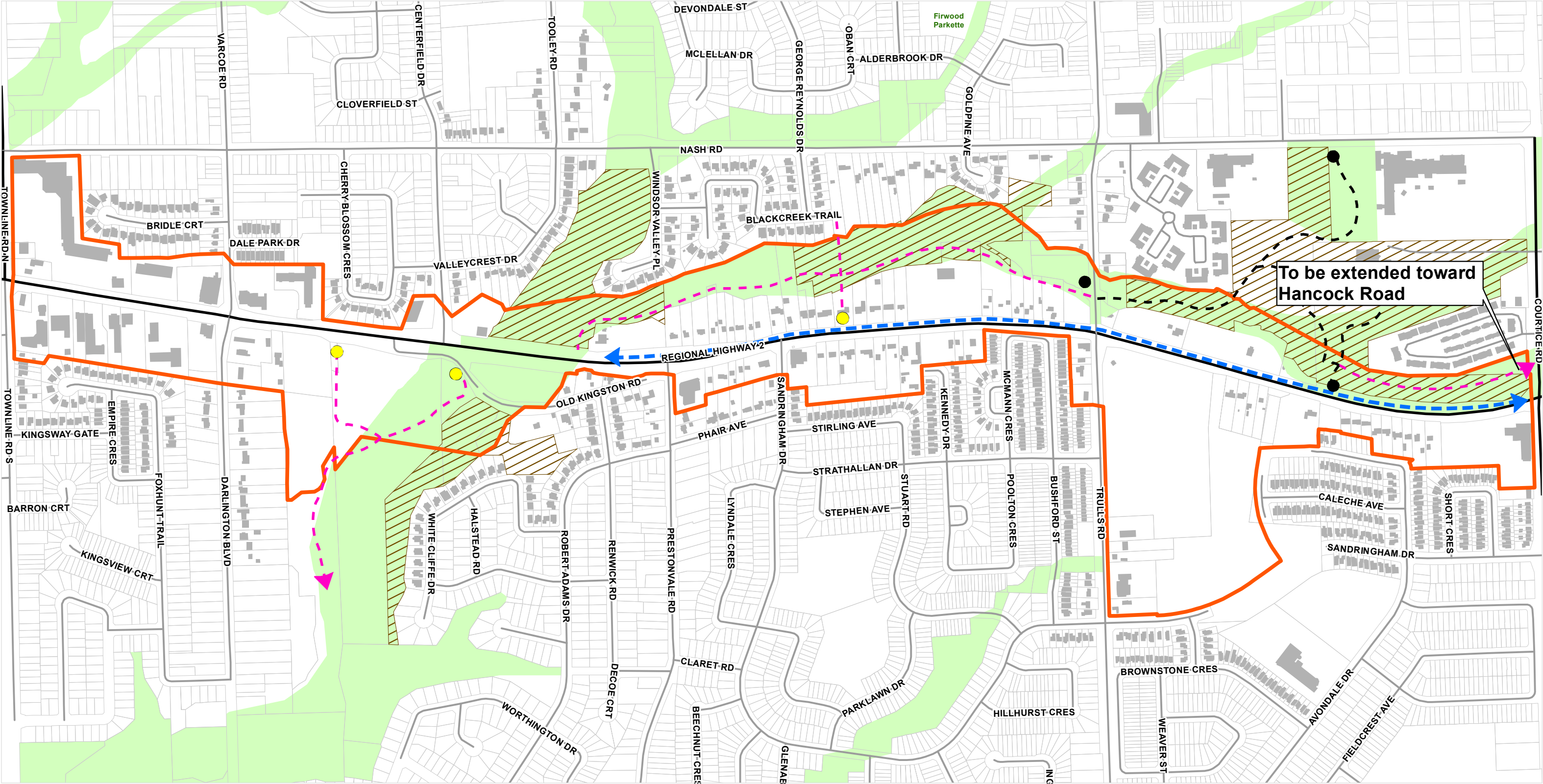
Licencing

In general, licence agreements negotiated with landowners would require the Municipality to assume the risk for public access to the trail and provide maintenance. Public access deters unwanted behaviours and provides for additional eyes in areas where there otherwise can be undesirable behaviours.

In 2015, the Municipality secured a licence agreement at the former Bowmanville Boys Training School/Camp 30 to provide approximately 1.2 kilometres of publicly accessible trail (750 m was constructed by private companies as a donation). This approach provides a key reference for Black Creek Trail implementation within the CIP project area.

Public easement

Private land owner would grant, dedicate, or lease a portion of their lands for public use. Conservation easements are specific or limited rights of use granted by an owner. Such rights are registered on title and are binding on future owners. Easements can provide for the protection of a resource, trail construction and public access, or construction and maintenance of regeneration works. An easement becomes legal when it is registered on the title to the property at the land registry office. The Municipality has an easement agreement with Contitech (formerly Goodyear) for trails and the fish ladder on Bowmanville Creek.



MUNICIPALITY OF CLARINGTON
Courtice Main Street Community
Improvement Plan

**Land Ownership and Proposed
Trail Alignment**
FIGURE #17

- | | | | |
|--------------------|---------------------------------|--------------------------------------|--------------------------|
| — Local Road | — Proposed Trail Expansion | ● Existing Trail Head | ▨ Municipally Owned Land |
| — Highway | — Proposed Multi-Use Path | ▭ Community Improvement Project Area | ▭ Parcels |
| - - Existing Trail | ● Proposed Trail Head Locations | ■ Environmental Protection Area | ■ Building Footprint |



MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR
MAP CREATED BY: SFG
MAP CHECKED BY: MS
MAP PROJECTION: NAD 1983 UTM Zone 17N

0 75 150 300 m SCALE 1:7200



FILE LOCATION:
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Dedication

In reviewing proposed plans for development (e.g., plans of subdivision, rezoning applications, official plan amendments and severances), Environmental Protection Areas are conveyed to the Municipality. Some developers have pre-dedicated environmental protection lands to take advantage of not having to maintain them and also allowing for the trail development to proceed in advance. This is seen as an advantage at a later date when marketing the adjacent development with fully functioning lifestyle amenities. The Port of Newcastle trail development along Graham Creek is an example.

Donation

Under the federal Ecological Gifts Program, owners of land which is certified by the Minister of the Environment as important to the preservation of Canada's environmental heritage may receive a favourable federal income tax credit for the full value of the land, easement or covenant they donate to the Municipality, Central Lake Ontario Conservation Authority or other organization designated by the Minister. The Municipality has been the beneficiary of an ecological gift under this program for lands south of the Tooley Mills parkette adjacent to Townline Road. The Municipality is familiar with the requirements to receive such a gift. On a cautionary note, unless the property is ecologically significant and of a sufficient size, the process to obtain the income tax credit can be more onerous than other donation options.

The Municipality can provide tax receipts for donations of land which donors can then apply to their income tax. This process has been used in a number of instances by the Municipality for environmental protection lands.

Acquisition

This includes the purchase of the total interest in a property. Acquisition is often the most costly approach to securing lands, and can be used where the public interest cannot be achieved effectively through planning, regulation or voluntary measures such as stewardship, dedication, or licencing. However, full ownership is the most effective way to protect greenspace because the owner has full property rights on the lands.

7.3.3.1 Benefits and Risk Management

General public benefits, such as tourism, health, economic, are increasingly recognized. For landowners granting public access there is concern that may arise from trespassing, injury and potential lawsuits. Unfortunately, the perception of risk undermines recreation and planning strategies. There are many ways to manage risk and the Municipality has resource materials that will assist owners in understanding their limited liability.

Recently, Bill 100 received royal assent and adds clarity to the *Occupiers' Liability Act* and reduces the legal ambiguity around what standard of care is owed to users of trails by land owners. Bill 100 clarifies the standard of care required by not-for-profits and public owners and managers of trails. Trail organizations and managers must still seek out permission from the landowners ("the occupier"), but the new amendments to the *Occupiers' Liability Act* may help make owners more comfortable with giving such permission by clarifying that the users of the free marked recreational trails use them at their own discretion and their own risk, even if the owner or occupier of the trail receives money from the government for other reasons, such as levies or charging parking fees.

7.3.3.2 The Benefits of a Connected Trail Network

Regardless of the management approach, proper planning, care and management of the environmental protection area within the CIP project area supports the vision and objectives of the Courtice Main Street Secondary Plan. Providing a publically accessible open space and a connected trail network will provide new opportunities for recreation, which in turn provides multiple benefits for the community and land owners (listed below). Providing safe recreational opportunities within these lands must be managed to reduce potentials risks from hazards, deter encroachment from neighbours by erecting fencing, and discourage vandalism, dumping or trespassing.

Maintaining properties through a formalized process such as those described above can provide a safe environment for the public and enhance lands and improve the visitor experience and long-term sustainability and maintenance.

Some of the landowner benefits to building safe, publically access trails include:

- Enhanced maintenance and maintenance standards (i.e., best management practices);
- Potential property value increases due to proximity to new open space and recreation infrastructure;
- Increase enforcement and security for environmental protection areas under Municipal management;
- Reduced maintenance and land management costs;
- Reduce potential liability risks for property owners;
- Improve overall condition of lands;
- Provide safe and secure lands by fencing boundaries, removing hazards, eliminating and addressing illegal garbage dumping and unauthorized motorized use;
- Improve the integration between the maintenance and regeneration projects performed on a property; and

- Potential tax benefits or future development incentives.

7.3.4 Public Outreach and Trail Promotion

Promoting the Black Creek Trail network is encouraged. The following section outlines some considerations to help promote the creation of a connected Black Creek Trail, including:

- Organizing one-on-one meetings with landowners to talk about the trail strategy;
- Using the Municipal and Regional trail mapping and social media feeds to provide updates on trail implementation and to launch public information campaigns on education and stewardship (e.g. share the trail, keep dogs on leashes, trail etiquette, etc.;
- Creating trail-specific information brochure(s) for the Millennium and Black Creek Trail to market the overall trail strategy and the various approved locations and benefits; and
- Developing partnerships with business, local developers, and other agencies.

8 Incentive Programs

8.1 Approach

In order to help generate higher density residential and mixed use development and achieve the vision for the Courtice Main Street area, the incentive programs contained in this Community Improvement Plan (CIP) were specifically developed and customized to address the key community improvement needs described in **Section 5** of this report. Best practices were utilized to develop draft incentive programs based on stakeholder input regarding the types of incentive programs that would be most applicable and effective to address the key community improvement needs and help achieve the vision for the Project Area. These draft financial incentive programs were then finalized based on comments from the Project Steering Committee (PSC), Council, and comments received during and after the second public meeting.

The incentive programs contained in the CIP can be activated by Council, one or more at a time, based on Council approval of the implementation of each program, subject to the availability of funding. This CIP is an enabling document, however, Council is under no obligation to activate and implement any of the incentive programs contained in this CIP. Once activated, the programs in this CIP can be used individually or together by an applicant. The Municipality may accept applications all year round.

This CIP contains two incentive programs, i.e., a Development Charge (DC) Grant Program and a Tax Increment Grant (TIG) Program. In order to avoid any confusion or double dipping between the DC Grant Program contained in this CIP and the Development Charge reduction available in the Courtice Revitalization Area as per Development Charge By-law No. 2015-035, projects taking advantage of the Courtice Revitalization Area Development Charge incentive cannot apply for any of the incentive programs contained within this CIP.

Based on best practices in other municipalities and the intensification goal and key community improvement needs in the Courtice Main Street Project Area, a two-step approach was adopted for the incentive programs in this CIP. In the first step, to ensure that all projects taking advantage of the incentive programs in this CIP accomplish the desired intensification of the Courtice Main Street Project Area, proposed projects must meet mandatory minimum

intensification targets (height, density and FSI)² in order to be eligible to apply for the incentive programs contained in this CIP.

Once the proposed project has been deemed eligible to apply for the incentive programs, in the second step the proposed project is evaluated against a project performance evaluation framework³ to determine how well the project addresses the key community improvement needs, and therefore, the value (percentage) of the DC Grant and/or TIG. The actual value (percentage) of the DC Grant and/or TIG is determined by Municipal staff based on the as-built project.

8.2 Summary of Programs

General requirements that apply to the programs contained in this CIP and program specific requirements have been included in this CIP to help ensure that the vision for the Project Area will be achieved while protecting the financial interests of the Municipality.

Table 1 below summarizes basic program details for each of the incentive programs. The balance of this section provides the general program requirements, and basic details for each incentive program including the program purpose, description, and requirements.

The percentage of the DC Grant and TIG specified in **Table 1** and the number of years that the annual TIG will be paid after project completion specified in **Table 1** are maximums that can be offered by the Municipality. When Council implements these programs after the CIP is adopted and approved, Council can set these maximums at or below the maximums specified in **Table 1**, depending on budget considerations at the time. It is recommended that the program duration for both of the incentive programs contained in this CIP be at least 10 years⁴.

² See **Appendix E** for minimum intensification targets. **Appendix E** does not form part of the CIP, and therefore may be changed from time to time as required without amendment to this Plan.

³ See **Appendix F** for the project performance evaluation framework. **Appendix F** does not form part of the CIP, and therefore may be changed from time to time as required without amendment to this Plan.

⁴ Council may reduce or extend the program duration of any or all of the incentive programs without amendment to this Plan.

Table 1: Summary of Incentive Programs

Project Performance³	Program Description⁴		
If as-built project achieves:	DC Grant (as a % of DC normally payable) for projects that:		TIG (up to 10 year annual grant) as a % of the Municipal property tax increment (TI)
	Do not have to pay cost share to the Region for full municipal services	Have to pay cost share to the Region for full municipal services	
3 of 5 performance criteria	25%	50%	50% of TI
4 of 5 performance criteria	30%	60%	60% of TI
5 of 5 performance criteria	37.5%	75%	75% of TI

8.3 Regional Funding Participation

The Region of Durham has adopted a Regional Revitalization Program that guides how the Region may participate financially, or otherwise, in area municipal CIPs. In order to avoid an amendment to this CIP should the Region decide in the future to participate in the TIG Program contained in this CIP, the TIG Program is shown as applying to the “municipal property tax increment” (i.e., it could include both the Municipality of Clarington and Region of Durham portion of the property tax increment). However, any future Regional participation in the TIG Program is entirely subject to approval by Regional Council. Should the Region elect not to participate in the TIG Program, then the property tax increment based grant available under this program will apply only to the Municipality of Clarington property tax increment.

8.4 General Program Requirements

All of the financial incentive programs contained in this CIP are subject to the following general requirements as well as the individual requirements specified under each program. The general and program specific requirements contained in this CIP are not necessarily exhaustive. The Municipality will determine administrative procedures to enact the program requirements.

- a) Application for the incentive programs contained in this Plan can be made only for properties within the Community Improvement Project Area;

- b) Application for the incentive programs can be made only for proposed development projects that meet the applicable minimum intensification targets specified in **Appendix E**;
- c) An application for any financial incentive program must be submitted to the Municipality prior to the commencement of any works to which the financial incentive program will apply and prior to application for building permit;
- d) The applicant must be the owner of the property;
- e) An individual, corporation or other party who has litigation pending against the Municipality is not eligible to apply for any of the incentive programs;
- f) An application for any financial incentive program must include plans, estimates, contracts, reports, rental rates, sale prices, and other details as required by the Municipality with respect to costs of the project and conformity of the project with the CIP incentive programs;
- g) The Municipality may require that an applicant submit professional urban design studies and/or professional architectural/ design drawings that are in conformity with the Secondary Plan and any Urban Design Guidelines;
- h) Review and evaluation of an application and supporting materials will be done by Municipal staff, who will then make a recommendation to the Director of Planning Services;
- i) Each program will be considered active if Council has approved implementation of the program, and Council has approved a budget allocation for the program (as applicable);
- j) As a condition of application approval, the applicant will be required to enter into a grant agreement with the Municipality. This Agreement will specify the terms, duration and default provisions of the incentive;
- k) Where other sources of government and/or non-profit organization funding (Federal, Provincial, Municipal, CMHC, Federation of Canadian Municipalities, etc.) that can be applied against the eligible costs are anticipated or have been secured, these must be declared as part of the application. Accordingly, the grant may be reduced;
- l) The Municipality reserves the right to audit the cost of any and all works that have been approved under any of the financial incentive programs;
- m) The Municipality is not responsible for any costs incurred by an applicant in relation to any of the programs, including without limitation, costs incurred in anticipation of a grant;
- n) If the applicant is in default of any of the general or program specific requirements, or any other requirements of the Municipality, the Municipality may delay, reduce or cancel the approved grant, and require repayment of the approved grant;

- o) The Municipality may discontinue any of the programs contained in this CIP at any time, but applicants with approved grants will continue to receive their grant, subject to meeting the general and program specific requirements;
- p) All proposed works approved under the financial incentive programs and associated improvements to buildings and/or land must conform to all Municipal guidelines, by-laws, policies, procedures, and standards;
- q) All works completed must comply with the description of the works as provided in the application form and contained in the grant agreement, with any amendments approved by the Municipality;
- r) Outstanding work orders, and/or orders or requests to comply, and/or other charges from the Municipality must be satisfactorily addressed prior to grant approval/payment;
- s) Property taxes must be in good standing at the time of program application and throughout the entire length of the grant commitment;
- t) Municipality staff, officials, and/or agents of the Municipality may inspect any property that is the subject of an application for any of the financial incentive programs offered by the Municipality;
- u) Applicants approved for the incentive programs will be required to complete the eligible works within specified timeframes; and,
- v) The total of all grants and tax assistance provided in respect of the particular property for which an applicant is making application under the programs contained in this CIP and any other applicable CIPs shall not exceed the eligible cost of the improvements to that particular property under all applicable CIPs.

8.5 Development Charge Grant Program

8.5.1 Purpose

The purpose of this program is to encourage intensification in the form of higher density residential, commercial and mixed use development in the Project Area. The DC Grant Program is also designed to encourage development that is high quality in terms of design and construction; pedestrian friendly and transit supportive; sustainable; offers a range of housing types that are accessible and affordable; and, provides access to the Black Creek trail system and enhanced open spaces, paths and trails. The DC Grant Program also provides an additional incentive for eligible projects in the Project Area that have to pay their cost share to the Region of the provision of full municipal services.

8.5.2 Description

As shown in **Table 1** (on page 44), the DC Grant Program will provide a grant equal to a portion of the Municipality's Development Charges normally payable for an as-built development/redevelopment project in the Project Area that meets the minimum intensification targets (see **Appendix E** for the minimum intensification targets). As shown in **Table 1**, for a project that does not have to pay cost share for full municipal service, the DC Grant can vary between 25% and 37.5% of the Municipality's Development Charge normally payable depending on the number of performance criteria achieved by the as-built project (See **Appendix F** for the project performance evaluation framework). In the case of a project that does have to pay cost share to the Region for full municipal services, the DC Grant can vary between 50% and 75% of the Municipality's Development Charge normally payable depending on the number of performance criteria achieved by the as-built project. The Municipality may elect to establish a maximum total grant that can be paid under this program per application/property/project/budget year.

Development charges would be paid in full by an applicant for this program at the time development charges are normally paid, e.g., building permit issuance. The grant will then be paid only once when:

- a) The eligible project is complete;
- b) Final building inspections have taken place;
- c) An occupancy permit has been issued (as applicable);
- d) All deficiencies have been addressed;
- e) All program and grant agreement requirements have been met to the Municipality's satisfaction; and,
- f) The as-built project performance of the eligible project has been determined by the Municipality.

8.5.3 Program Requirements

Applicants are eligible to apply for funding under this program subject to meeting the general program requirements, the following program requirements, and subject to the availability of funding as approved by Council:

- a) The following types of projects are considered eligible for the program:
 - i) All residential, commercial, mixed use and other types of development/redevelopment projects that are not exempt from payment of development charges and meet the minimum intensification targets;
- b) The Municipality may require the applicant to submit a Business Plan, with said plan to be sufficiently comprehensive to the satisfaction of the Municipality; and,

- c) The Municipality will require the development application to follow the requirements of the Municipal Site Plan Control process.

8.6 Tax Increment Grant (TIG) Program

8.6.1 Purpose

The purpose of this program is to encourage intensification in the form of higher density residential, commercial and mixed use development in the Project Area. The TIG Grant Program is also designed to encourage development that is high quality in terms of design and construction; pedestrian friendly and transit supportive; sustainable; offers a range of housing types that are accessible and affordable; and, provides access to the Black Creek trail system and enhanced open spaces, paths and trails. This program helps to effectively phase-in the property tax impact that typically results from large scale development / redevelopment projects and can be used to help secure project financing.

8.6.2 Description

As shown in **Table 1** (on page 44), the TIG Program will provide a tax increment based grant equal to between 50% and 75% of the municipal property tax increase⁵ for up to 10 years following completion of an as-built development/redevelopment project in the Project Area that meets the minimum intensification targets (see **Appendix E** for the minimum intensification targets). As shown in **Table 1**, the annual TIG can vary between 50% and 75% of the municipal tax increment depending on the number of performance criteria achieved by the as-built project (See **Appendix F** for the project performance evaluation framework). The Municipality may elect to establish a maximum total grant that can be paid under this program per application/property/project/budget year.

The TIG would be offered by the Municipality on a “pay-as-you-go” basis. The approved applicant would first construct and complete the approved project. This program will then provide an annual grant for up to 10 years following completion of an eligible project where that project creates an increase in assessment, and therefore an impact on property taxes.

Pre-project Municipal taxes will be determined by Municipal staff before commencement of the project at the time the application is approved. For purposes of the grant calculation, the

⁵ This program does not include the Education and Region portion of the property tax increase.

increase in municipal taxes (tax increment) will be calculated as the difference between pre-project municipal taxes and post-project municipal taxes that are levied as a result of re-valuation of the property by the MPAC following project completion.

The grant will be paid annually once:

- a) The eligible project is complete;
- b) Final building inspections have taken place;
- c) An occupancy permit has been issued (as applicable);
- d) All deficiencies have been addressed;
- e) All program and grant agreement requirements have been met to the Municipality's satisfaction;
- f) The property has been reassessed by the Municipal Property Assessment Corporation (MPAC);
- g) The new property taxes have been paid in full for the year; and,
- h) The as-built project performance of the eligible project has been determined by the Municipality.

8.6.3 Program Requirements

Applicants are eligible to apply for funding under this program, subject to meeting the general program requirements and the following program requirements:

- a) The following types of projects are considered eligible for this program:
 - i) All residential, commercial, mixed use and other types of development/redevelopment projects that result in an impact on the assessment value and municipal property taxes on the property where the project has taken place;
- b) The Municipality may require the applicant to submit a Business Plan, with said plan to be sufficiently comprehensive to the satisfaction of the Municipality;
- c) The Municipality may require the development application to follow the requirements of the municipal Site Plan Control process;
- d) While the Municipality may allow an Applicant with an approved Tax Increment Grant to assign the Grant to an assignee as the result of the sale or other transfer of the property, the approved Tax Increment Grant will cease upon any subsequent sale or other transfer of the property.

9 Monitoring Program

9.1 Purpose

The Monitoring Program set out in this section has several purposes. It is designed to monitor:

- a) Funds dispersed through the Community Improvement Plan (CIP) incentive programs so as to determine which programs are being most utilized, and use this information to adjust the programs, as required;
- b) Feedback from applicants to the incentive programs so that adjustments can be made to the incentive programs, as required; and,
- c) The economic, social and other impacts associated with projects taking advantage of the CIP incentive programs.

This CIP is not intended to be a static document. It is intended to be a plan that supports the long-term transformation of the Project Area into the vision contained in the Secondary Plan. Therefore, information obtained through the Monitoring Program should be used by the Municipality to periodically adjust the incentive programs to make them even more relevant and user friendly. Information collected through the Monitoring Program will assist with providing annual reports to Council on the amount of private sector investment being leveraged by the municipal incentive programs and the economic, social and other benefits associated with these private sector projects.

9.2 Description

Monitoring of the uptake and performance of the incentive programs will be reported to Council annually. As well, feedback from users of the incentive programs will be considered and utilized to adjust the incentive programs in order to improve their effectiveness and ensure that the incentive programs are effective for a range of project types and sizes in the Project Area.

Table 2 presents a list of the variables that may be monitored on an individual project and aggregate basis for the incentive programs contained in this CIP. In addition to these quantitative economic measures, the Municipality will also attempt to monitor the qualitative results of the CIP in terms of its social and community benefits. This may include the impact of intensification projects on existing businesses and properties in the Project Area.

Table 2: Monitoring Variables

Program	Suggested Monitoring Variables
1. Development Charge Grant	<ul style="list-style-type: none"> • Number of applications by type (residential, commercial, mixed, infill, redevelopment, expansion, conversion, etc.); • Level of project performance, i.e., number of project performance criteria achieved; • Grant as a % of DC normally payable; • \$ amount of grant by project; • Total \$ value of construction; • Number of residential units by type and square footage constructed; • Square footage of commercial space rehabilitated or constructed; • Square footage of institutional and other types of space constructed; • Number of new businesses successfully occupying space (1 year post completion); • Increase in assessed value of participating property; • Increase in municipal (Clarington and Region) and education property taxes of participating property; • Number and \$ amount of program defaults.
2. Tax Increment Grant	<ul style="list-style-type: none"> • Number of applications by type (residential, commercial, mixed, infill, redevelopment, expansion, conversion, etc.); • Level of project performance, i.e., number of project performance criteria achieved; • Grant as a % of the municipal tax increment; • \$ amount of grant by project; • Total \$ value of construction; • Number of residential units by type and square footage of residential space converted, rehabilitated or constructed; • Square footage of commercial and institutional space rehabilitated or constructed; • Number of new businesses successfully occupying space (1 year post completion); • Increase in assessed value of participating property; • Increase in municipal (Clarington and Region) and education property taxes of participating property; • Number and \$ amount of program defaults.

9.3 Program Adjustments

The individual incentive programs contained in this CIP can be activated, deactivated or discontinued by Council without amendment to this Plan. Increases in funding provided by the financial incentives contained in this CIP via an increase in the DC percentage and/or TIG

percentage and/or increase in the number of years the TIG would be paid out, the addition of any new incentive programs to this CIP, or an expansion of the Community Improvement Project Area will require a formal amendment to this Plan. The Municipality may periodically review and adjust the terms and requirements of any of the programs contained in this Plan, without amendment to the Plan. Such minor changes or discontinuation of programs will be provided to the Region of Durham and the Minister of Municipal Affairs and Housing for information purposes only.

10 Marketing Strategy

10.1 Key Objectives and Messages

It is important to the successful implementation of this Community Improvement Plan (CIP) that information on the Municipality's incentive programs be clearly and effectively communicated and marketed to private sector parties considering development in the Project Area. Implementation of the Black Creek Trail and other public realm improvements that have already taken place in the Project Area must also be effectively communicated to property owners, business owners, developers, potential end users, and residents within the Project Area, within the rest of the Municipality, within the Region of Durham, and beyond.

The purpose of this Marketing Strategy is to lay out a general framework that the Municipality can use to proactively and regularly educate, advertise and market the significant initiatives being undertaken by the Municipality to actively support intensification and achievement of the key community improvement objectives within the Community Improvement Project Area. This includes communicating the primary Secondary Plan goal of the CIP which is to generate higher density residential, and mixed use development within the Courtice Main Street area, and the key community improvement objectives, which include:

- An increase in overall long-term residential density, including the provision of approximately 2,000 residential units;
- High quality architecture, urban design, building materials and construction;
- Housing choice, accessibility and affordability;
- Pedestrian-friendly development that supports transit, active transportation, and accessibility;
- Access to the Black Creek trail system and enhanced green/open spaces, paths and trails;
- Development that is sustainable, i.e. development that reduces waste, energy consumption, greenhouse gas (GHG) emissions, and water consumption from preconstruction to operation; and,
- The protection of significant natural heritage and hydrologic features and strengthening of their functioning and interrelationship through conservation and environmental stewardship.

It is important that the incentive programs and other municipally-led initiatives in the Project Area be consistently reinforced and placed in context via communication of the above-noted messages.

It is recommended that the Municipality work with the Clarington Board of Trade and Office of Economic Development to implement a Marketing Strategy that:

- a) Provides direction on how to obtain information on available incentive programs, including program guides and application forms, as well as assistance and advice from Municipal staff on making application for the incentive programs;
- b) Informs property and business owners, resident and developers with regard to actions planned by the Municipality, Region and Province to extend infrastructure servicing, transit and other transportation improvements, and other improvements to the public realm both within and connecting to the Project Area; and,
- c) Publicizes planned, under construction and completed intensification and mixed use project success stories within the Project Area.

10.2 Reaching the Target Audience

The long-term success of the CIP will depend on investment from within and outside the Project Area. Therefore, it will be very important to regularly reach out to various business and developer groups using marketing tools and inform them about available incentive programs, and any planned public realm improvements and intensification projects.

The Marketing Strategy should be targeted to:

- a) Existing property owners and business owners both within and outside the Project Area;
- b) Developers active in the Clarington, Durham, and GTA markets, and beyond, including developer networks such as the Durham Region Home Builders Association (DRHBA), Durham Construction Association, Building Industry and Land Development Association (BILD), the Toronto Construction Association, and Building Owners and Managers Association (BOMA) Toronto;
- c) Support professionals, including real estate professionals, lending institutions such as banks and trust companies, planning consultants, architects, and others; and,
- d) Residents within and outside the Project Area, as well as the general public.

10.3 Marketing Tools

The marketing of the CIP incentive programs should be a comprehensive multi-media campaign containing information, education and advertising components. The following key tools are recommended to implement the Marketing Strategy:

- a) An online and hardcopy brochure outlining the CIP initiative and financial incentive programs available from the Municipality and the Clarington Board of Trade and Office

- of Economic Development, including information on incentive amounts, program requirements and how to apply. This brochure should contain enough information to pique the interest of any property owner or developer considering development in the Project Area and encourage such individuals to contact the Municipality for additional information on the incentive programs. The brochure should be easy to read, clear, and include contact information at the Municipality;
- b) Provision of this brochure to all business and property owners within the Project Area;
 - c) Articles in business, planning and engineering publications such as the Clarington Board of Trade *Reflect on Business*, the Clarington Planning *eUpdate*, and the Clarington Engineering Services newsletter. These articles should contain a description of the incentive programs available from the Municipality, and highlights of planned transportation, infrastructure and public realm improvements in the Project Area. As time goes on, these publications can profile intensification projects that have taken advantage of the CIP incentive programs;
 - d) Profiling of the CIP, incentive programs and intensification success stories in planning and economic development publications, newsletters and other publications published by the Clarington Board of Trade, the Region and external sources;
 - e) Stories in local media (newspaper, radio, web) on the CIP and planned improvements to and within the Project Area;
 - f) Addition to the Municipality's web page of information on the available incentive programs, and the aforementioned brochure and articles;
 - g) Periodic presentations to the target audience (see **Section 10.2** above), especially developer and professional support networks, on available incentives programs, planned improvements, and project success stories in the Project Area. This should include presentations organized by the Clarington Board of Trade for its members. These presentations should focus on how to apply for the incentive programs, how applications are processed and approved, how long the application process takes, and resources available to assist with information and advice;
 - h) Media Releases and profiles of successful projects and initiatives should be sent to local and outside media; and,
 - i) Requiring recipients of CIP incentive programs to post a sign (supplied by the Municipality) that indicates that the project is taking advantage of the Municipality's CIP incentive programs.

11 Conclusion

This Community Improvement Plan (CIP) is largely based on the vision and objectives contained in the Courtice Main Street Secondary Plan and the Municipality's Official Plan. The primary goal of this CIP is to generate higher density residential, commercial and mixed use development in the Courtice Main Street Project Area. The preparation of this CIP has benefitted greatly from a comprehensive program of stakeholder and community consultation, as well as the guidance provided by Regional and Municipal staff and Council.

The incentive programs and other actions contained in this CIP have been specifically developed to address the key community improvement needs in the Project Area. For example, by employing minimum intensification targets, the incentive programs contained in this CIP are designed to help promote higher density development and ensure that the Municipality's intensification objectives for the Project Area will be achieved. Furthermore, the utilization of a project performance evaluation framework for the incentive programs and the articulation of a Black Creek Trail Implementation Strategy will help to ensure that all the key community improvement objectives for the Project Area are achieved.

The adoption and approval of this CIP will provide the legislative basis and comprehensive policy framework for the incentive programs and other actions needed to achieve the Municipality's vision for Courtice Main Street. Successful implementation of this CIP will require a long-term commitment by Council to fund, implement, administer, market and monitor the incentive programs. Of course, the implementation of this CIP will have to be coordinated with planned infrastructure and transportation improvements in the Project Area.

Experience in other municipalities has shown that early and effective implementation of the Marketing Strategy will help to make developers, property and business owners aware of the available incentive program opportunities. This will result in a more successful CIP. Ongoing monitoring of the performance of the incentive programs and adjustment of the programs as required will help to ensure the effectiveness of this CIP.

Appendix A

Summary of Policy Framework

1 Policy Framework

1.1 Provincial Policy Statement, 2014

The Provincial Policy Statement (the “PPS”) is issued under Section 3 of the *Planning Act* and provides direction on matters of provincial significance related to land use planning and development. Section 3 of the *Planning Act* requires that, “decisions affecting planning matters shall be consistent with policy statements issued under the Act”.

The Province of Ontario released the latest version of the PPS on February 24, 2014 and the policies took effect on April 30, 2014. The vision for land use planning in Ontario in the PPS states that “the long-term prosperity and social well-being of Ontarians depends on planning for strong sustainable communities for people of all ages, a clean and healthy environment, and a strong competitive economy”. To this end, the PPS promotes:

- Efficient development and land use patterns (Section 1.1.1 a);
- An appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses (Section 1.1.1 b)
- Cost-effective development patterns and standards to minimize land consumption and servicing costs (Section 1.1.1 e);

The PPS also notes that Planning authorities shall:

- Identify appropriate locations and promote opportunities for intensification and redevelopment (Section 1.1.3.3);
- Promote economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities (Section 1.3.1 c);
- Provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future users and residents of the regional market area (Section 1.4.3); and,
- Promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed (Section 1.4.3 d).

1.2 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), released in 2006, is the Province of Ontario’s growth strategy for the Greater Golden Horseshoe region, which was completed under the “Places to Grow” initiative, including the *Places to Grow Act, 2005*. The Growth Plan is identified as “a framework for implementing the Government of Ontario’s vision for building stronger, more prosperous communities by managing growth in the region to 2041”. The Municipality of Clarington and the Regional Municipality of Durham are included in the Greater Golden Horseshoe Plan Area.

The Growth Plan provides an overall growth strategy for the Golden Horseshoe that complements the PPS and is implemented primarily by municipal planning documents and other municipal tools. The Growth Plan seeks to build vibrant and compact communities that protect and enhance natural resources, support a strong and competitive economy, and optimize the use of new and existing infrastructure.

The Courtice Main Street Study Area is within the delineated “Built-up Area” in the Growth Plan which permits urban development. A number of the policies in the Growth Plan are relevant to the Courtice Main Street area, including policies that promote:

- Building compact, vibrant and complete communities and optimizing the use of existing and new infrastructure (Section 1.2.2);
- Reducing dependence on the automobile through the development of mixed use, transit supportive, pedestrian friendly urban environments (Section 2.2.2.1 d);
- Building complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open spaces and easy access to local stores and services (Section 2.2.2.1 h);
- All intensification areas being planned and designed to generally achieve higher densities than the surrounding areas (Section 2.2.3.7 e);
- Major transit station areas and intensification corridors being planned to achieve increased residential and employment densities (Section 2.2.5.1 a);
- Expanding transit service to areas that have achieved, or will be planned so as to achieve, transit-supportive residential and employment densities (Section 3.2.3.2 c);
- The planning of high density residential and employment uses to support public transit planning (Section 3.2.3a);
- Development of a system of publicly accessible parkland, open space and trails (Section 4.2.1.4); and,

- Land use patterns and urban design standards that facilitate water conservation, energy conservation, air quality protection and integrated waste management (Sections 4.2.4.1 a-d).

1.3 Durham Regional Official Plan

Approved in 1993 and last consolidated in June 2015, the Durham Regional Official Plan (ROP) incorporates several land use policy provisions which apply directly to the Courtice Main Street area.

1.3.1 Regional Structure and Land Use Policy

Under the ROP, the Community Improvement Plan (CIP) Study Area falls under the Urban System land use policy structure. The Study Area is within the Regional Urban Area Boundary and Built Boundary areas, meaning development may proceed on the basis of full municipal servicing. In the most general terms, Regional policy for Urban Areas directs that such areas “shall be developed with regard for the principles of adaptability over time, sustainable development, harmony with nature and diversity and integration of structures and functions.” The Region has directed that planning and development of these areas be based on the following principles:

- Compact, transit-supportive urban form for increased usage;
- Mix of uses;
- Intensification;
- Good urban design;
- Internal and external linkages for pedestrians and cyclists within and between communities, and to the public transit system;
- A transit-supportive road pattern based on a grid system of arterial roads, recognizing environmental constraints; and
- A Greenlands System that complements and enhances the Urban System.

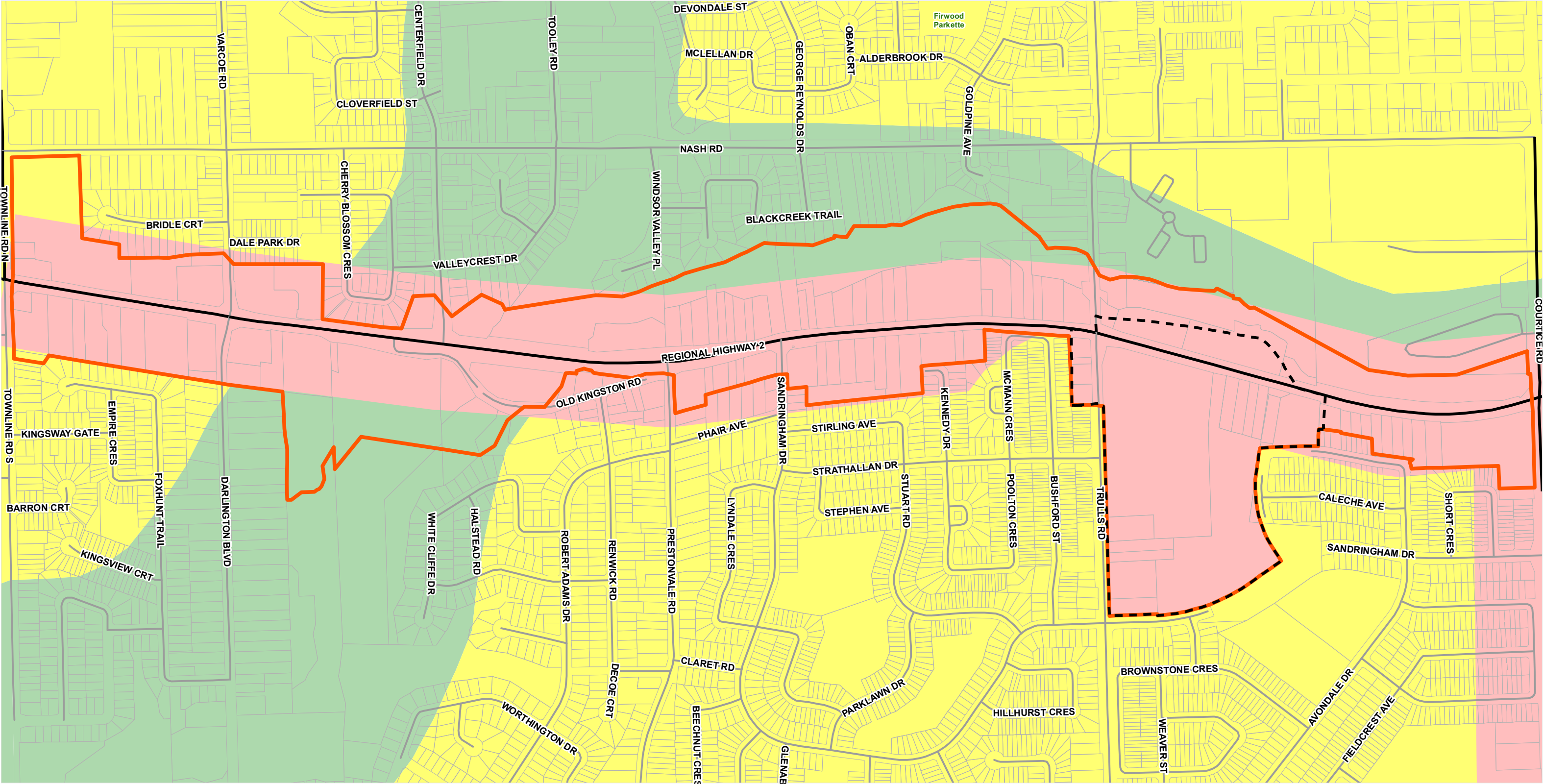
Several general land use policies which apply to these Urban Areas are directly relevant to the CIP, including the following provisions:

- Regional Council shall initiate a streetscape improvement program along Regional roads (e.g. Highway 2);
- Commercial uses are directed to concentrate in locations supportive of the function of Regional Centres (one of which is designated within the Study Area) and Regional Corridors (e.g. Highway 2); and,

- Existing shopping centres are encouraged to redevelop with a full array of compatible uses, particularly residential uses.

1.3.2 Land Use Designations

Regional land use designations applicable to the Courtice Main Street area are shown in **Figure 1**.



MUNICIPALITY OF CLARINGTON
Courtice Main Street Community
Improvement Plan

**Durham Regional Official
Plan Regional
Structure**
FIGURE #1

- Local Road
- Highway
- Study Area

- Parcels
- Living Areas
- Major Open Space

- Regional Centre
- Regional Corridor



MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR

MAP ADAPTED FROM SCHEDULE A,
MAP A5 OF DURHAM REGIONAL OFFICIAL
PLAN AND MAP A2 OF MUNICIPALITY OF
CLARINGTON OFFICIAL PLAN

MAP CREATED BY: SFG
MAP CHECKED BY: MS
MAP PROJECTION: NAD 1983 UTM Zone 17N

0 75 150 300 m SCALE 1:7200



FILE LOCATION:
I:\GIS\163243\Mapping\Durham Regional Official Plan Regional Structure.mxd

Much of the Study Area is designated as Living Areas in the ROP and Highway 2 is designated as a Regional Corridor. General policies in this designation support compact development by way of higher densities and intensification and redevelopment of existing areas, particularly along arterial roads.

Regional policy also directs that such areas shall be developed with particular consideration for supporting and providing access to public transit. While housing is intended to be the predominant land use, other uses including home occupations, certain public and recreational uses, limited office development, convenience commercial, limited retail commercial, and some employment uses are also permitted.

The Courtice Main Street (Highway 2) is designated as a Regional Corridor in the ROP. The general intent for Corridors calls for such areas to be developed in such a way as to: promote public transit ridership through a mix of uses at higher densities, employing sensitive urban design that orients development to the corridor; maintain and enhance the historical main street by integrating new forms of development with existing development; and preserve and enhance cultural heritage resources. More specifically, Regional Corridors are to be planned and developed with higher density mixed uses, supporting higher order transit services and pedestrian oriented development.

Built form is directed to include a wide variety of building forms, generally mid-rise in height, with some higher buildings. Regional policy for development within the Study Area supports an overall, long-term density target of at least 60 residential units per gross hectare and a floor space index of 2.5.

A portion of the Study Area (located approximately at Highway 2 and Trulls Rd) is designated in the ROP as a Regional Centre. The general intent of this designation encourages the development of a concentration of commercial, residential, cultural and government functions in a well-designed and intensive land use form. The ROP directs that Regional Centres be planned and developed to:

- Provide a fully integrated array of institutional, commercial, major retail, residential, recreational, cultural, entertainment and major office uses;
- Function as places of symbolic and physical interest for residents;
- Provide identity to the local area municipality;
- Support an overall, long-term density target of at least 75 residential units per gross hectare and a floor space index of 2.5; and

- Adopt a built form that includes an appropriate mix of high-rise and mid-rise development.

A sizeable portion of the Study Area is bisected by both the Farewell Creek north-south and the Black Creek east-west. These natural features are designated Major Open Space Areas in the ROP. Although Regional policy directs that conservation be the predominant use in these areas, a full range of agricultural, agricultural-related and secondary uses are permitted. The ROP also allows the lower-tier Official Plan to designate permitted non-agricultural uses which are compatible with the character of the area. Proposals for development of non-agricultural uses must satisfy a series of conditions pertaining to land use compatibility (e.g. potential for negative effects on key natural heritage or hydrologic features, degree of site disturbance and area of impervious surface, among others).

1.3.3 Community Improvement Plans

Section 14.4 of the ROP contains policies on CIPs. In addition to the ability for the Region to prepare and adopt Regional CIPs, Section 14.4 of the ROP also specifies that the Region may assist in the implementation of area municipal CIPs by adopting a Regional Revitalization Program that will guide how the Region may participate financially, or otherwise, in area municipal CIPs. Section 14.4 of the ROP also notes that the Region's participation in the implementation of an area municipal CIP is intended for projects that contribute to achieving the goals of the ROP for the development of urban areas.

1.4 Municipality of Clarington Official Plan

The Municipality's Official Plan (OP) was approved in 1996 and last consolidated in February 2014. As the primary policy document at the lower tier level, the OP guides land use in Courtice and Clarington as a whole. It addresses land use policy as well as community improvement planning.

The Municipality is currently undertaking an OP review process to provide direction for growth and development to the year 2031 and beyond. As part of the OP review, two major amendments (OPA 77 and 89) have already been adopted and are in force. These amendments are the urban design policies and Courtice Main Street Secondary Plan, respectively. The financial incentives contemplated as part of the CIP support the intent of the OP and Secondary Plan.

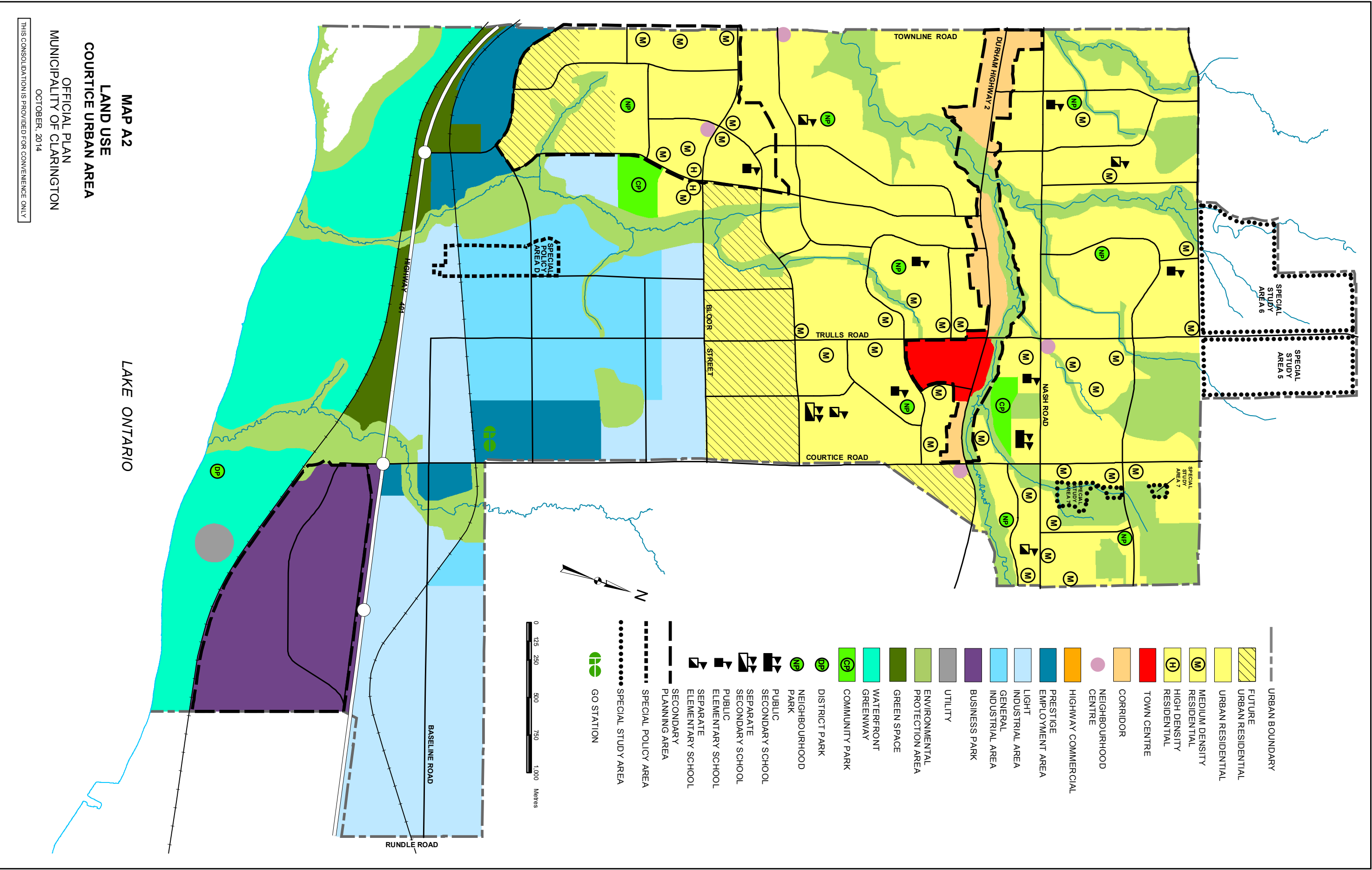
A draft version of the revised OP was released for public comment in May 2016.¹ While changes have been proposed in the draft OP, the following sections refer to the council-approved OP currently in force at the time of writing this document. The Courtice Main Street Secondary Plan was written with these anticipated changes in mind (see **Section 1.5**).

1.4.1 Land Use Designations

The Municipality's urban structure and land use designations applicable to the Courtice Main Street area are shown in **Figure 2**.

¹ See: <http://www.claringtonopreview.ca/information/draft-OP.php>

Figure 2 - Land Use in Courtice Urban Area



Much of the area along Highway 2 within the Study Area is designated as a Corridor in the OP. Such lands are intended to form the main linkages between residential centres and fulfill the Municipality's objectives for intensification, mixed-use development and pedestrian/transit-supportive development. In general, Corridors are intended to accommodate a range of higher density residential uses complemented by compatible retail, service and institutional uses. These areas are to be designed to accommodate public transit and a range of alternative transportation modes, with the pedestrian as the first priority.

The areas alongside Farewell Creek and the Black Creek are designated Environmental Protection Areas in the OP. Lands within this designation are recognized to be the most significant components of the Municipality's natural environment, to be preserved and protected from the effects of human activity. Development on such lands is limited to low intensity recreation uses and uses related to forest, fish and wildlife management or erosion control and stormwater management.

Consistent with the provisions set out in the ROP, the area around the intersection of Highway 2 and Trulls Rd is designated as a Town Centre in the OP. These areas are intended to function as focal points for culture, art, entertainment and civic gathering, as well as places of symbolic and physical interest for residents, fostering a sense of local identity. Town Centres are intended to be developed as the main concentrations of urban activity, providing a fully integrated array of retail and personal service, office, residential, cultural, community, recreational and institutional uses. Residential uses are encouraged in order to achieve higher densities and reinforce the objective of achieving a diverse mix of land uses. The Municipality has directed its policy towards achieving a target of 30,000 sq.m. of gross leasable floor area for retail and service uses and a maximum floor space index of 1.5 in the Courtice Town Centre. Detailed land use policies for the Courtice Town Centre are provided for in the Courtice Main Street Secondary Plan and respective Zoning By-law.

Detailed land use policies within the Courtice Main Street Secondary Plan are further described in **Section 1.5** of this appendix.

1.4.2 Community Improvement Plans

Section 22 of the OP contains the Municipality's Community Improvement policies (see **Appendix B** of the main report). The goal of community improvement in Clarington is to provide for and encourage public and private sector activities for the purpose of the maintenance, rehabilitation and redevelopment of the existing built environment of the Municipality.

Map I of the OP shows community improvement project areas where it is the intent of the Municipality to prepare CIPs. CIPs have been completed for Bowmanville, Newcastle and Orono and the Study Area in Courtice is listed as first priority for the preparation of a CIP.

Section 22.3.4 notes that CIPs will be implemented by means of powers conferred upon Council under the *Planning Act*, the *Municipal Act*, and other applicable legislation. This includes but is not limited to the acquisition, improvement and disposal of land and buildings, and the encouragement of infilling, redevelopment and other land use intensification.

Section 22.3.5 of the OP also notes that the Municipality will consult with the Region of Durham when preparing CIPs to ensure coordination of improvements to sewer, water and other Regional services with municipal improvements and the Municipality will consult with the Region prior to the approval of any community improvement plan.

1.5 Courtice Main Street Secondary Plan

Approved in November 2014, the Courtice Main Street Secondary Plan provides policy guidance to allow for gradual change in the form of a long-term land use and design vision for the Courtice Main Street area. The boundary of the Secondary Plan is shown in **Figure 3** and is consistent with the boundary of the Study Area.

The Secondary Plan is intended to help realize the Municipality's vision for the Courtice Main Street area as a dense, mixed use, transit-supportive and pedestrian-friendly environment while preserving valuable natural heritage features, built form and community character. The Plan includes a series of ambitious objectives, including:

- To achieve an increase in overall long-term residential density in keeping with Regional intensification targets, including the provision of approximately 2,000 residential units;
- To provide for the development of a bus rapid transit system along Highway 2 and facilitate its redevelopment into a compact mixed use area over a 20 year period;
- To encourage sustainable practices in development and redevelopment, such as encouraging new buildings to be LEED certified (or equivalent) so as to demonstrate excellence in environmental and energy conservation measures from preconstruction to operation; and,
- To protect significant natural heritage and hydrologic features and strengthen their function and interrelationship through conservation and environmental stewardship.

As previously noted, the CIP has been prepared to help achieve and implement the vision, policy goals and objectives in the Courtice Main Street Secondary Plan.

1.5.1 Land Use Designations

The Secondary Plan land use designations are shown in Figure 3.

The Municipality has set a general target of a minimum of 60 residential units per gross hectare throughout the Secondary Plan area; within the Town Centre overlay, the intensification target increases to 75 residential units per gross hectare. Recognizing that substantial redevelopment will have to occur in order to meet these targets, the Secondary Plan assumes long-term redevelopment over time. All new development must have a minimum height of 2 storeys, regardless of the use.

Lands designated Environmental Protection Area account for the largest proportion of the Study Area (18.4 ha, generally including the Black Creek and Farewell Creek valley lands). Development of these lands is restricted under the provisions of the same OP designation.

1.5.1.1 Commercial Uses

The Commercial designation applies to approximately 14.5 ha of land within the Study Area. These lands constitute the western gateway into Courtice and are intended to redevelop into a more compact built form by incorporating office uses and/or high density residential uses over the long term. All new developments are limited to a maximum height of 8 storeys.

The Commercial Mixed-Use designation applies to approximately 2.4 ha of land within the Study Area. Existing small-scale commercial plazas on these lands are intended to redevelop over time through the introduction of more intensive retail and/or service uses at grade, with residential uses on upper floors. All new developments are permitted to a maximum of 4 storeys in height.

1.5.1.2 Residential Uses

Lands designated for residential uses not subject to the Town Centre overlay account for approximately 16.2 ha of land within the Study Area. A range of housing types, tenure and sizes are encouraged within three designations, including: Medium Density, Low-Rise High Density and Mid-Rise High Density.

Medium Density Residential lands account for approximately 5.1 ha of land, with new developments limited to a maximum height of 4 storeys and no more than 20% GFA accounted for by non-residential uses. Low-Rise High Density lands account for approximately 7.6 ha of the Study Area and new developments must have a minimum height of 3 storeys up to a maximum of 6 storeys, with no more than 20% GFA accounted for by non-residential uses. Permitted typologies within the Medium Density and Low-Rise High Density designations include

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townhouses, stacked townhouses, low rise apartment buildings and dwelling units as part of a mixed-use building.

Mid-Rise High Density lands account for approximately 3.6 ha of the Study Area and represent the highest density use permitted within the Secondary Plan. Within this designation, new developments must have a minimum height of 6 storeys up to a maximum of 10 storeys. Any residential built form which conforms to the height requirements is permitted. Retail, service and office uses are permitted on the ground floor of mixed use buildings under all of the above residential designations.

Much of the existing housing in the Study Area is made up of single-detached dwellings on large lots. These existing dwellings are viewed as an opportunity for land assembly to enable the development of higher density residential uses alongside complimentary service/retail uses.

1.5.1.3 Town Centre Designation

The Town Centre overlay allows for a mix of residential, commercial and institutional uses. It is intended to allow for the development of public facilities such as a central square and/or public library. In keeping with the Regional policy directive for the development of a Regional Centre, the central square is intended to act as a focal point for community events, passive recreation, social gatherings, and public art installations/exhibitions. These uses are envisioned on the small portion of land designated Community Facility (approximately 0.6 ha).

Lands under the Town Centre overlay amount to approximately 16.7 ha of the Study Area. The majority of land area is accounted for by lands designated Town Centre Commercial (approximately 12.1 ha), which permits retail, service and office uses, community facilities, and residential uses. New developments are permitted up to 6 storeys in height.

The Town Centre overlay includes two residential areas, including Medium Density (approximately 2.9 ha) and Low-Rise High Density (approximately 1.1 ha).

1.5.2 Urban Design Guidelines

The Secondary Plan seeks to achieve the following key urban design objectives:

- Mixed-use land use structure that supports higher densities;
- Provision of new public spaces and public realm enhancements;
- Support transit, cycling and walking along Courtice Main Street through streetscape enhancements and a new street cross-section; and

- Development of an integrated trail network connecting the Black Creek and Farewell Creek lands.

1.5.2.1 Urban Design Precincts

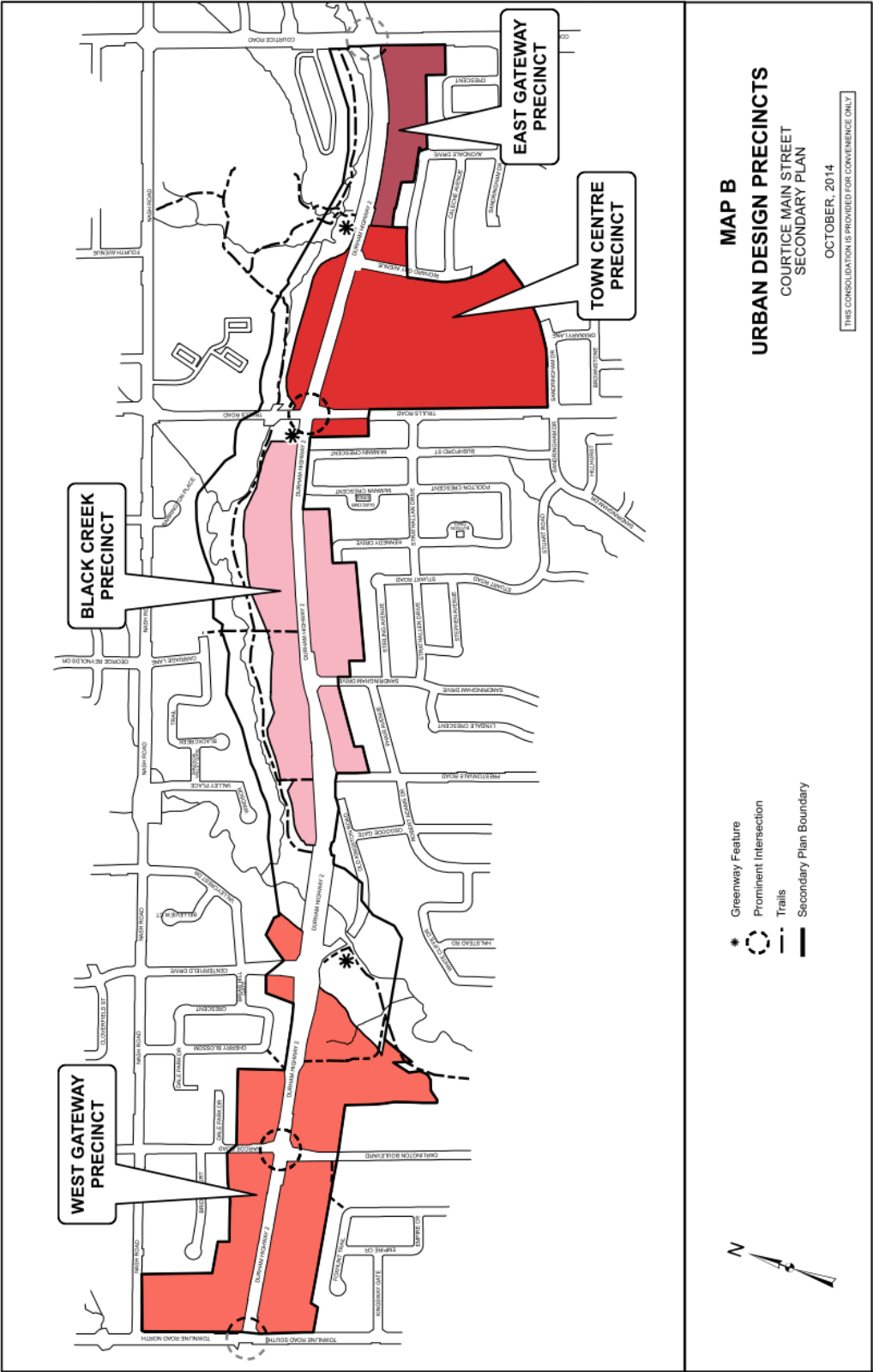
To achieve these objectives, the Secondary Plan area is split into four distinct precincts, each with its own specific urban design policies. The boundary of each precinct is shown in **Figure 4**.

The West Gateway Precinct functions as the western entrance to the Courtice Main Street area. In this precinct, the greatest intensity of development is intended to be found along Highway 2 to support transit oriented development. Buildings at the intersection of Highway 2 and Townline Rd will be subject to massing, height and architectural guidelines intended to accentuate the gateway/entrance function. Surface parking is to be replaced by underground and structured parking.

Located in the centre of the Secondary Plan area, the Black Creek Precinct serves to encourage redevelopment of existing single storey retail and service use buildings into multi-storey mixed-use developments. Buildings along Highway 2 are intended to reflect the greatest levels of density, height and massing, and will be encouraged to locate as close to the street edge as possible to support public transit and pedestrian activities. New developments adjacent to the Black Creek valley will be required to dedicate land for environmental protection purposes and provision of a recreational trail, encouraging views of the Black Creek incorporated into site and building design.

The Town Centre Precinct shares the same boundary as the Town Centre land use designation. It is intended to provide for a central square to serve as a focal area and place for community gatherings and events. Buildings along Highway 2 are intended to reflect the greatest levels of density, height and massing, while those located at the corner of Highway 2 and Trulls Rd will be subject to design guidelines intended to accentuate the gateway function. An interconnected street pattern and walkable blocks will serve to maintain visual connectivity to the natural heritage features nearby and pedestrian views of the square. A prominent landscaped pedestrian walkway is planned to connect the residential and commercial areas of the precinct.

Figure 4: Urban Design Precincts within the Courtice Main Street Secondary Plan



The East Gateway Precinct functions as the eastern entrance to the Courtice Main Street area. While it is currently anchored by an auto-sales use and single detached dwellings, it is intended to be redeveloped over time into a mixed-use precinct with high and medium density residential uses alongside limited service, retail and community uses at grade. New development along Highway 2 will be subject to design guidelines intended to accentuate the gateway function and buildings will be encouraged to locate as close as possible to the street edge so as to support public transit and pedestrian activities.

1.5.2.2 Proposed Public Realm Improvements

Detailed urban design guidelines are conveyed through a supplementary appendix to the Secondary Plan. These guidelines offer specific details on three categories of development: site planning and built form; open space, natural heritage and trails; and streetscaping and gateways. A number of public realm improvements are described within the guidelines, including:

- Gateway features;
- Enhanced landscaping and pedestrian facilities;
- Consolidated site access and screening of servicing areas;
- A 3m-wide multi-use path along the north side of Highway 2; and
- A 36m street cross-section and related streetscaping.

The CIP will be used as a tool to implement these improvements and incentivize development consistent with the urban design guidelines.

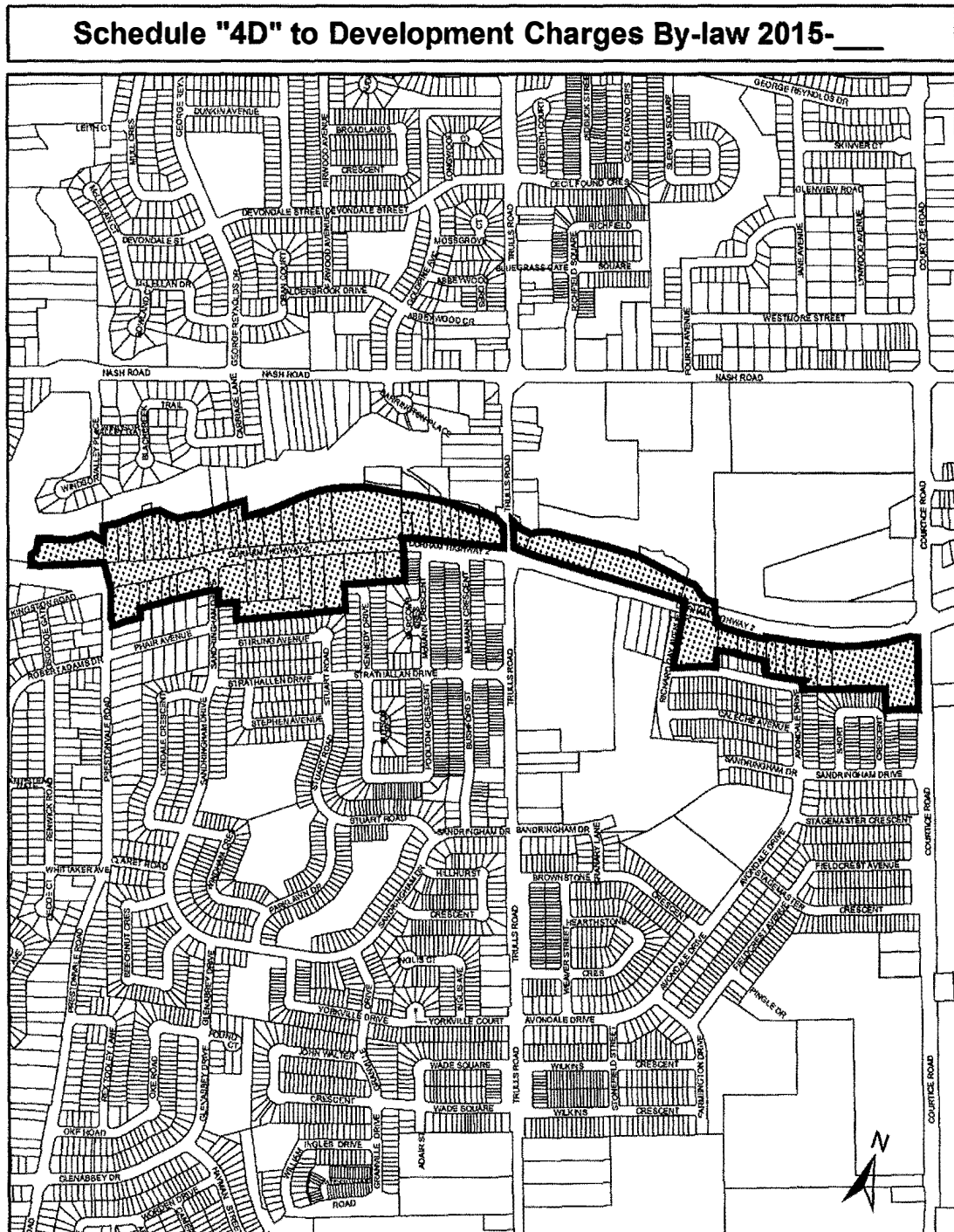
1.6 Development Charge By-law

The Municipality's Development Charge By-law No. 2015-035 provides a development charge incentive to promote small business expansion, mixed use and mid-rise residential development in specific areas within Newcastle Village, Orono, Bowmanville and Courtice, known as "Revitalization Areas". The Revitalization Area in Courtice is shown below in **Figure 5**. The Revitalization Area in Courtice covers approximately half of the Study Area, running from Courtice Road in the east to a point just west of Prestonvale Road, but excluding the Town Centre.

Figure 5: Courtice Revitalization Area

Development Charges By-law No. 2015-035

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Within the Revitalization Areas, the Development Charge By-law provides for the following development charge incentives:

- i) For expansion of an existing commercial building of less than 250 square metres, no development charge when the expansion is 50% or less of the gross floor area, and a reduced development charge when the expansion is greater than 50% of the gross floor area; and,
- ii) For a masonry-clad multi-storey mixed use building of 2 or more stories or a masonry-clad apartment building or a masonry-clad retirement residence of 4 stories or more, the development charge payable is 50% of the development charge normally payable.²

In order to avoid confusion or double dipping between the Courtice Revitalization Area Development Charge incentive and the incentives contained in this CIP, **Section 8.1** of the main report specifies that development projects taking advantage of the Courtice Revitalization Area Development Charge incentive cannot apply for any of the incentive programs contained within this CIP.

² For more information on the Development Charge By-law 2015-035, please see:
<http://www.clarington.net/en/do-business/development-charges.asp>

Appendix B

Municipality of Clarington Official Plan: Community Improvement Policies

22. Community Improvement

22.1 Goal

- 22.1.1 To provide for and encourage public and private sector activities for the purpose of the maintenance, rehabilitation and *redevelopment* of the *existing* built *environment* of the Municipality.

22.2 Objectives

- 22.2.1 To maximize the efficient use of *existing* public services and facilities.
- 22.2.2 To improve the public *infrastructure* where deficiencies or deteriorating conditions exist.
- 22.2.3 To provide guidance to Council in setting priorities for municipal spending with respect to community improvement projects.

22.3 Policies

- 22.3.1 Community Improvement Project Areas and Subareas are shown on Map I of this Plan. It is the intent of the Municipality to prepare community improvement plans for each of the Community Improvement Project Areas, or parts thereof. These project plans shall serve as the basis for community improvement works.
- 22.3.2 The Community Improvement Project Areas and Subareas are prioritized as follows:

Table 22-1 Community Improvement Areas

Completed

Bowmanville B2
Newcastle N1
Orono

Second Priority

Bowmanville B3
Bowmanville B4
Bowmanville B5

First Priority

Bowmanville B6
Bowmanville B7
Courtice C1
Courtice C2

Third Priority

Bowmanville B1
Newcastle N2
Hampton
Mitchell Corner's
Newtonville

Community Improvement

- 22.3.3 Section 22.3.2 is to be used only as a guide in the preparation of community improvement plans. Program choices, financial constraints, on-site project necessities, and funding criteria may change the priorities. The Municipality may revise its priorities without the necessity of an amendment to this Plan.
- 22.3.4 The community improvement plans will be implemented by means of powers conferred upon Council under the Planning Act, the Municipal Act, and other applicable statutes including:
- a) Municipal and private sector participation in available Federal, Provincial and Regional programs;
 - b) The acquisition, improvement and disposal of land and buildings;
 - c) Agreements with any government authority or agency for the preparation of studies, plans and programs;
 - d) The integration of community improvement projects with the ongoing maintenance and improvements of municipal infrastructure and programs;
 - e) Encouraging public participation in the preparation of community improvement project plans;
 - f) Encouraging infilling, redevelopment and other land use intensification activities;
 - g) Supporting the preservation of buildings with cultural heritage value or interest and the use of funding programs under the Ontario Heritage Act; and
 - h) Supporting local service clubs and other organizations in the *development* of recreational and other facilities and services.
- 22.3.5 The Municipality will consult with the Region of Durham when community improvement plans are being prepared to ensure the co-ordination of improvements to sewer, water and other Regional services with municipal improvements. The Municipality will consult with the Region prior to the approval of any community improvement plan.

Appendix C

Public Meeting and Workshop 1 Consultation Summary

Meeting Minutes

Subject: Courtice Main Street CIP – PIC #1 Workshop Notes

Date and Time: April 28, 2016 6:30 – 9:30pm

Location: Faith United Church, Courtice ON

Our File: 16-3243

Facilitators

- Paul Mulé, Dillon Consulting Limited
- Michael Seasons, Dillon Consulting Limited
- Brandon Weiler, Municipality of Clarington

Table 1 Workshop Notes

1.1.1 What are the three most important community improvement needs in the Courtice Main Street area?

- Need : Making efficient use of infrastructure
- Need: Affordable housing and accessible housing options
- Need: Bicycle paths and racks for mobility and social interaction
- Need: Consideration of environment; prioritize green gathering spaces; preserve green space and clean streets
- Need: Sense of community; give people a reason to be in the area
- Need: Streets activated at all hours; pedestrian scale
- Need: Public and private investments working together as part of an integrated plan; financial contributions from private owners

1.1.2 What types of financial incentives do you think would work best and be most utilized?

No response

1.1.3 What key performance criteria should the incentive programs include?

- Prioritize preservation of green space and clean streets
- Proposals must make sense financially, especially with regard to consideration of lifecycle impacts

1.1.4 Other key ideas/suggestions for community improvement in the Courtice Main Street area?

- Suggestion: Explanation of how this works on a project-by-project basis – recognizing that this can't be a one-size-fits-all approach, and that customizations will be needed
- Suggestion: Coordinate plans with the Region and with Metrolinx re: GO transportation planning, and integrate with cycling transportation plans
- Suggestion: Make a business case for the whole thing
- Suggestion: Get the project moving!
- Suggestion: Prioritize transparency, simplicity; avoid red tape and bureaucracy; maintain clear communication of details and benefits to all stakeholders

Table 2 Workshop Notes

1.1.5 What are the three most important community improvement needs in the Courtice Main Street area?

- Need: Sewers! Infrastructure is needed along Highway 2 in order to make anything else happen
 - It was noted that this is a recurring theme that has been a fixture of previous planning efforts for the area going back several decades
- Need: Need for a proper town centre or node, somewhere to go to buy things without having to hop in a car to go to a Smart Centre (e.g.)
 - The Main Street area was described as not being anything one would want or need to stop at and walk around in
- Need: Strengthening of the existing environmental features (e.g. Black Creek) should be prioritized ahead of developing those features as recreational features (e.g. trails)
 - It was noted that such efforts (e.g. tree planting, environmental management) will cost money; does the Province contribute to things like this?
 - The Region may have a programme that could apply to this ("5 Million Trees")
- Need: Rapid/quality public transit infrastructure along Highway 2
- Need: Choice/range of housing options
 - Table recognized that the area will intensify in terms of development, but made the point that not all people want to live in an apartment, nor do all people want to live in a detached single family home

1.1.6 What types of financial incentives do you think would work best and be most utilized?

- Tax incentives and breaks on DCs are seen as the best options for incentivizing developers to take the financial leap of faith on a given project

1.1.7 What key performance criteria should the incentive programs include?

- Question: How will the CIP ensure that development takes the form that is incentivized? How can we avoid ending up with projects that get approved but fail to deliver the promised (and incentivized) features?
- Question: Are there comparable municipalities that have used CIPs successfully? If so, what have the actual results on the ground been? This can't be just another plan to sit on a shelf – it has to be based on a realistic, proven approach

1.1.8 Other key ideas/suggestions for community improvement in the Courtice Main Street area?

- Suggestion: Courtice is undergoing demographic change (e.g. becoming more diverse ethnically), so the CIP should recognize that the needs and wants of the people who live in Courtice today may not accurately reflect the needs and wants of people who will be moving into the area over the next several decades
- Suggestion: In order to be effective, the CIP must be on the same page as, or at least designed as an integrated component alongside, the Municipality's Economic Development strategy

Table 3 Workshop Notes

1.1.9 What are the three most important community improvement needs in the Courtice Main Street area?

- Need: Active transportation measures
 - Pedestrian safety/cycling safety
 - Increase in sidewalks/safety gateways
 - Walkway along Highway 2 – Old Kingston Road – the brickway is a concern
- Need: Trails and general green space/parkland improvements
 - Access to trails
- Need: Promote staying in Courtice
 - Mix of commercial uses
 - Consistent and high quality design; make it welcoming along Highway 2

- Street edge
- Need: Mix of housing types/tenures (e.g. seniors/low-income)
- Affordable housing

1.1.10 What types of financial incentives do you think would work best and be most utilized?

- Financial incentives for trails – maybe to pay for liability insurance
- Water/sewer incentive
- DC grants
- Property tax reduction to pay for trail fencing
- Need a reason as a homeowner to allow trails on my land

1.1.11 What key performance criteria should the incentive programs include?

- Ensure sustainable buildings (e.g. green roofs)
- Visual appearance and landscaping
- Accessibility

1.1.12 Other key ideas/suggestions for community improvement in the Courtice Main Street area?

- Question: Will we be reducing speed limit to 50km/h along Highway 2 in support of active transportation?

Errors and Omissions

These minutes were prepared by Michael Seasons of Dillon Consulting Limited who should be notified of any errors and/or omissions.

Appendix D

Public Meeting and Workshop 2 Consultation Summary

Courtice CIP - PIC #2 – Workshop Session Notes

Date and Time: June 22, 2016 6:30 p.m. – 8:30 p.m.

Location: Faith United Church, Courtice ON

Facilitator: Luciano Piccioni, RCI Consulting

Comments from stakeholders:

- General approach of having an incentive based program can make sense and be beneficial to both developers and Municipality.
- While an incentive based approach can work the requirements/criteria need to be able to be met for it to work for both sides. The current minimum requirements, specifically FSI minimums need to be reviewed. There are few if any municipalities and projects meeting their minimum FSI requirements currently and that can be very challenging to make a project viable or not.
- This is Clarington and there is a maximum per square foot price that developers can charge for residential or commercial. Need to consider building cost impacts of minimum storeys and/or criteria. Minimum storeys can require underground parking and other infrastructure that can affect project viability and some criteria may not be attainable due to cost.
 - Developers at the table asked to send in comments with alternative criteria. Also, some general numbers for projects that might be in this area to Luc so he can better understand local pro forma indicators.
 - Municipality to send out a survey to developers present to ask for the cost associated with the proposed draft criteria and the costs of implementing each.
- Some discussion on if 6 storey frame buildings have reduced costs. General consensus was there is not enough research on that yet. Due to sound proofing requirements, and elevator shaft requirements along with other issues there is a general feeling it has not had a major impact.
- Question: Can TIG's negatively affect applications for permission for rental increases.
 - Answer: No as the agreements are development only and do not form the operating costs of the building. Agreements are not registered on title either.
- Question: How can a TIG effect the developer marketing condos or during the sales of condos regarding requests for breaks on costs due to these financial incentives.
 - Answer: Agreements aren't registered on title so won't be discovered by lawyers upon review.
 - Answer: Some agreements can allow for the assignment from one owner to the next. Generally there is a maximum number of assignments indicated (example, one) or else the administration can become too much on the municipality.

Appendix E

Minimum Intensification Targets for Program Eligibility

Minimum Intensification Targets (Density, Floor Space Index (FSI) and Height) for Incentive Program Eligibility

Land Use as per Secondary Plan (See Map A in Courtyce Main Street Secondary Plan)	Within Town Centre ¹				Outside Town Centre ¹			
	Minimum residential units per gross ha.	Minimum FSI	Minimum Height (storeys)	Minimum residential units per gross ha.	Minimum FSI	Minimum Height (storeys)		
Commercial	na	1.8	5	na	1.2	6		
Commercial Mixed Use	95 ²	1.8	3	75 ²	1.2	3		
Medium Density Residential ³	95	1.8	3	75	1.2	3		
Low-Rise High Density Residential	95	1.8	5	75	1.2	5		
Mid-Rise High Density Residential	95	1.8	5	75	1.2	8		

¹ If at least 50% of residential units in the development project are 2/3 bedroom, the project is not required to achieve the minimum residential units per gross ha., but the project is still required to achieve the minimum FSI and minimum height requirement.

² Applies to residential component of Commercial Mixed Use only.

³ Standard townhouses and row townhouses less than three (3) storeys are not eligible for incentive programs. Stacked townhouses less than three (3) storeys that meet all other applicable minimum incentive program requirements may be considered eligible by the Municipality on a case-by-case basis.

Appendix F

Project Performance Evaluation Framework

Project Performance Evaluation Framework

While informed by best practices in other municipalities, this performance evaluation framework was custom designed to reflect and measure performance with respect to the key community improvement needs in the Courtice Main Street CIP. Also, where applicable and appropriate, the performance evaluation framework draws on the green development criteria in the Green Development Framework endorsed by Council in December of 2015.

In order for a project to “conform” with a criteria in the performance evaluation framework, that project must include at least half (50%) of the project components listed under that particular criteria. Where a project component includes a “bonus” option and that bonus option is achieved, that project component will score two points rather than just one point for that project component.

Performance Criteria 1: Building Design and Construction

For this criterion, the project is reviewed for the following project components:

1. Entrances and windows break up façade space, especially at the street level with a minimum 60% of ground floor building façade that abuts a street or other public realm space being windows and doors.
2. At least 50% of total parking is underground or structured.
3. The building setback is the minimum distance set out in Zoning By-law unless the building must be set back further due to technical reasons.
4. The use of high quality, durable construction materials that exceed building code minimum standards and are intended to last more than 50 years.
5. An area in each building has been designated for the collection of recyclable materials, compostable organic materials, household hazardous waste and general waste.
6. A Green Roofing system to reduce the amount of roof runoff by absorbing rainwater and reducing both the rate and quantity of its discharge.

Performance Criteria 2: Pedestrian Environment and Active Transportation

For this criterion, the project is reviewed for the following project components:

1. The building is well connected to sidewalks, parking areas (car and bike), paths, and transit stops.
2. Use of upgraded paving materials that promote full accessibility.
3. Sufficient pedestrian amenities provided on site, e.g. benches, waste receptacles, paths.
4. Provision of secure and easily accessible indoor and outdoor (covered) bicycle parking/storage areas with provision of 25% more bicycle parking spots per dwelling unit than the minimum requirement specified in the Zoning By-law.

Bonus = 50% more bicycle parking spots per dwelling unit than the minimum requirement specified in the Zoning By-law.

Performance Criteria 3: Green/Open Spaces and Trail Access

For this criterion, the project is reviewed for the following project components:

1. The amount of landscaped open space on-site exceeds the minimum requirement in the Zoning By-law by at least 50%.
2. Retention of mature trees on site wherever possible and the provision of shade within 10 years for at least 50% of site walkways/ sidewalk lengths/ amenity areas (not including street trees). Bonus = 75% shade within 10 years.
3. At least 50% of planting is native, drought and/or salt tolerant species with a mix of these species to minimize the need for irrigation, reduce disease and promote plant diversity.
4. Direct connection to the trail network. Bonus = Trail construction.
5. One or more public art installations equal to 1% of the value of the project.
6. Creation of a rain, ecological or community garden area with a minimum of 50 square feet of garden space per dwelling unit.
7. Methods and technologies that provide appropriate soil volumes and an enhanced soil environment across the site to promote plant health.
8. Boulevard planting enhancements including tree pit areas and underground watering (rootwatering) infrastructure for street trees.

Performance Criteria 4: Housing Choice, Accessibility and Affordability

For this criterion, the project is reviewed for the following project components:

1. Minimum of three (3) different types of dwelling unit types (bachelor, one, two, 3 bedrooms).

2. Minimum of 10% of dwelling units and a minimum of 5 units are affordable housing.
Bonus = minimum 25% of dwelling units and a minimum of 10 units are affordable housing.
3. A minimum 20% of dwelling units are accessible units.

Performance Criteria 5: Sustainable Development

For this criterion, if the building is LEED certified, the criterion is met. If not, review the following project components:

1. Energy Efficiency: Implementation of building practices, equipment and technologies that exceed the energy efficiency requirements in the Ontario Building Code. Designed to achieve at least 13% energy efficiency improvement over OBC.
2. Renewable Energy: Integrated design and installation of on-site renewable energy infrastructure to serve the entire project.
3. Indoor Water Efficiency: Implementation of fixtures, faucets and other technologies such as graywater harvesting and reuse that exceed the water efficiency requirements in the Ontario Building Code. Designed to achieve at least a 10% water efficiency improvement over OBC.
4. Hybrid / Electric Vehicles: Provision of charging infrastructure. 3% of the site parking stalls (minimum of four stalls) to be dedicated to hybrid/electric vehicles, including charging infrastructure.
5. Green Infrastructure: Integration of practices that contribute to repairing the urban water cycle and climate change resiliency, such as rain gardens, permeable pavement, green roofs, rainwater harvesting and reuse, and urban trees.