



Report n° PE2025-038

Date: June 18, 2025

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Subject: Official Plan Amendment and Zoning By-law
Amendment – 1231 & 1253 rue Caron

Nature/Goal

The purpose of this report is to present a proposed Official Plan Amendment and Zoning By-law Amendment to permit the development of a medium-density residential project on the properties located at 1231 and 1253 Caron Street.

Directive/Previous policy

N/A

Department's recommendation

That the Planning Committee recommends to Council the _____ (adoption/refusal/deferral) of the proposed Official Plan Amendment to change the land use designation of the subject lands from "Low Density Residential" to "Medium Density Residential," as outlined in By-law 2025-XX;

That the Planning Committee recommends to Council the _____ (adoption/refusal/deferral) of the proposed Zoning By-law Amendment to change the zoning category of the subject lands from "Urban Residential First Density – General (R1)" to "Urban Residential Third Density (R3)," to permit a medium-density residential development of more than 12 units.

Que le Comité d'aménagement recommande au Conseil _____ (d'adopter/de refuser/de différer) l'amendement au Plan officiel afin de modifier la désignation des terrains situés au 1231 et 1253, rue Caron de « Résidentielle à faible densité » à « Résidentielle à moyenne densité », tel qu'indiqué dans le règlement 2025-XX;

Que le Comité d'aménagement recommande au Conseil _____ (d'adopter/de refuser/de différer) le règlement de modification de zonage proposé afin de modifier la catégorie de zonage des terrains visés de « Résidentielle urbaine de première densité – générale (R1) » à « Résidentielle urbaine de troisième densité (R3) », permettant un projet résidentiel de densité moyenne de plus de 12 unités.

Background

The subject properties are currently vacant and designated "Low Density Residential" in the City's Official Plan and zoned R1 in the Zoning By-law. The applicant proposes to develop a medium-density residential project on a combined lot of 0.73 hectares. The properties are located on a collector road and are fully serviced.



Image 1 – Location of subject properties

To facilitate this development, both an Official Plan Amendment and a Zoning By-law Amendment are required.

Discussion

The proposed amendments are consistent with the following planning frameworks:

Provincial Planning Statement (PPS 2024):

Supports intensification, housing diversity, and efficient use of land and infrastructure:

Planning for People and Homes (Policy 2.1)

[...]

6. *Planning authorities should support the achievement of complete communities by:*

- a) *accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, longterm care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;*
- b) *improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and [...]*

2.2 Housing

1. *Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:*

- a) *establishing and implementing minimum targets for the provision of*

housing that is affordable to low- and moderate-income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;

b) permitting and facilitating:

1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and

2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;

c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; [...]

2.3 Settlement Areas and Settlement Area Boundary Expansions

2.3.1 General Policies for Settlement Areas

1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.

2. Land use patterns within settlement areas should be based on densities and a mix of land uses which:

a) efficiently use land and resources;

b) optimize existing and planned infrastructure and public service facilities; [...]

3. Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

[...]

United Counties of Prescott and Russell Official Plan (UCPR OP):

Encourages growth within designated Urban Policy Areas and supports modest intensification:

2.2 Settlement areas - 2.2.1 General

This Plan accommodates growth in various locations throughout the Counties. Notwithstanding this flexibility, the identified Urban Policy Areas shall be the predominant focus for new growth. Community Policy Areas and Hamlets Policy Areas will also play a key role in accommodating new growth, in concert with their ability to provide context appropriate levels of infrastructure, whether municipal, communal or individual servicing systems/facilities. [...]

2.3.3 Residential Policies

1) Council's objectives respecting residential development in the Urban Policy Area are as follows:

(a) To ensure the provision of an adequate supply of residential land;
(b) To provide for a range and mix of low, medium and high-density housing types to accommodate an appropriate affordable and market-based range and mix of residential types including single detached dwellings, semi-detached dwelling units, row housing units, additional residential units, multi-unit housing, affordable housing and housing for older persons;
[..]

5) For the purposes of this section, low-density development is defined as up to 35 units per net hectare. Medium density development on full municipal services should not exceed 55 units per net hectare for townhouses or row houses, and 75 units per net hectare for apartments. A net hectare is defined as the net area of the site developed for residential purposes. This term excludes roads, roads right-of-way and areas that have been dedicated to the local municipality or another public agency.

City of Clarence-Rockland Official Plan:

OPA 38 also aligns with Section 5.6.3, supporting medium-density residential uses, ground-oriented housing, and efficient land use. The proposed density (66 units/ha) is appropriate for the urban context and supports the City's housing strategy:

5.6.3 Medium Density Residential - 5.6.3.1 Permitted Uses

Permitted uses include:

1. Semi-detached dwellings, duplex dwellings, linked dwellings, multiple unit residential uses such as townhouses, or back-to-back townhouses to a minimum density of 35 units per net hectare and a maximum of 55 units per net hectare and stacked dwellings and low-rise apartment buildings no more

than five storeys in height to a maximum of 65 units per net hectare. [Amendment #07, December 4, 2017]

2. The non-residential uses of Section 5.6.2.1.2.

5.6.3.2 Policies

1. Certain developments for which the location has already been determined are indicated on Schedule 'A' in a precise location. These proposals must still receive all other necessary approvals, including a site plan agreement and zoning amendment.

2. Within the built-up area of the Medium Density Residential designation, Council may amend the zoning to permit high density residential, without amending this Plan, if the following criteria are met:

a) the building is no more than six storeys in height to a maximum of 75 units per net hectare; [Amendment #07, December 4, 2017]

b) the site has frontage or direct access on a "Collector" street and the proposal must conform to the normal requirements of the Zoning By-law without requiring an exception to reduce the zone provisions. An exception can, however, limit the number of units; or

c) if the site does not have frontage or direct access to a "Collector" street, the number of units shall not exceed, twelve for any or all the permitted uses as listed on Section 5.6.3.1.1, and the proposal must conform to the normal requirements of the Zoning By-law without requiring an exception to reduce the zone provisions. An exception can, however, limit the number of units.

3. When Council examines a proposal for medium density, it must consider the following factors among others: compatibility, parking, vehicular and pedestrian movement, availability of municipal services, safety, noise, and the results of public participation. In general, row housing and other ground-oriented housing is more acceptable on local streets than housing which is not ground oriented.

4. Medium Density Residential uses will be subject to Site Plan Control.

Zoning By-law Compliance:

The proposed R3 zone maintains compatibility with surrounding development and includes appropriate provisions for setbacks, parking, and accessibility. A Site Plan was not yet submitted in details and no zoning provisions were requested through this application. As such, the zoning provisions of the R3 zone will be respected for the future building regarding setbacks from neighboring properties and setbacks to

Conclusion:

The proposed development represents a modest and appropriate intensification of a serviced urban area. It aligns with provincial, regional, and

municipal planning policies and contributes to the City's housing supply and growth management objectives.

Consultation

A notice was mailed to property owners within 120 metres of the subject lands, and a sign was posted on the property on May 28, 2025. The Planning Committee meeting scheduled for June 25, 2025, will serve as the formal opportunity to collect public comments.

Comments or recommendations received

One written submission was received from Bruce and Claire-Marie Finlay, residents of Potvin Avenue. While they expressed no objection to the proposed increase in density or building form, they raised concerns regarding potential impacts of site grading on surface drainage and the need to minimize light spillage from security lighting into adjacent properties. These matters are recommended to be addressed through the site plan control process.

Internal comments were received from various City departments. The Waste Management division noted that it is too early in the process to provide waste-related comments. The Engineering department advised that the City will need to obtain a road widening strip along Caron Street and that the owner will be required to extend the high-pressure watermain to the northernmost property line to meet fire underwriter requirements. The Drainage department indicated that it has no concerns regarding the proposed zoning amendment. All internal comments will be addressed through the appropriate stages of the development review and site plan control process.

External agencies also provided feedback. South Nation Conservation Authority indicated that it has no comments on the application. Canada Post confirmed that mail delivery will be provided via centralized Community Mail Boxes (CMBs), with final locations to be determined during the site plan stage. The developer is responsible for installing and maintaining mail delivery infrastructure in accordance with Canada Post specifications, including accessibility features and temporary mail delivery sites during construction. Enbridge Gas stated that it does not object to the proposed application but reserves the right to amend or remove development conditions. Their response does not constitute formal approval of the site or development.

Financial impact (expenses/material/etc.)

There are no direct financial implications associated with the approval of the zoning amendment. In the event the zoning amendment is refused and appealed, an external planner and external legal counsel would be retained.

Legal implications

If the proposed zoning by-law is adopted and an appeal is submitted to the Ontario Land Tribunal, the preparation of the necessary documentation for the Tribunal and the making of submissions to the Tribunal could be done within staff resources.

If the zoning amendment is refused, reasons must be provided. The City Clerk and Chief Administrative Officer would seek to retain an external planner to provide an affidavit in support of the refusal for the initial Tribunal review of the item should an appeal of the refusal be forthcoming. External legal counsel would also be retained to represent the City at the Tribunal.

Risk management

N/A

Strategic implications

N/A

Supporting documents

- OPA 38 English
- By-law 2025-XX - OPA 38
- By-law 2025-XX - Zoning amendment D-14-631
- Planning Rationale Report – Caron St
- Concept Site Plan
- Public comments - Finlay