



CONSILIO

PLANNING SERVICES D'URBANISME

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1.0 INTRODUCTION

Consilio Planning has been retained by 2828436 Ontario Inc. to prepare this planning rationale report in support of a proposed official plan amendment and a zoning by-law amendment for properties located at 1231 and 1253 Caron Street in Rockland. The owner intends to develop the site for medium density residential purposes.

The subject properties are currently vacant and located within the designated settlement area. As per the County Official Plan, they fall within the "Urban Policy Area" and are designated as "Low Density Residential" in the City of Clarence-Rockland Official Plan. The properties are currently zoned as "Urban Residential First Density - General (R1)" under the City of Clarence-Rockland Zoning By-law.

The proposed development aims to increase the residential density on site, contributing to a more efficient use of the land while aligning with local planning policies.

The proposed development is located on a collector and exceeds the maximum permitted density of 12 units permitted in the "Low Density Residential" designation in the Official Plan. Additionally, the current zoning designation Urban Residential First Density - General (R1) does not permit the proposed form of dwellings.

To accommodate the proposed increase in density, both an Official Plan Amendment and a Zoning By-law Amendment are required. The Official Plan Amendment would redesignate the property from "Low Density Residential" to "Medium Density Residential" to allow for the proposed density. The Zoning By-law Amendment would rezone the property from "Urban Residential First Density - General (R1)" to "Urban Residential Third Density (R3)," permitting the intended building forms and density.

2.0 SITE LOCATION AND CONTEXT

The subject properties are located on the east side of Caron Street at 1231 and 1253 Caron Street. Currently, the properties are separate but will be merged through the site plan process to be considered as a single lot. Together, they have a total area of 0.73 hectares (1.8 acres). The properties previously contained residential dwellings, which have since been demolished, leaving the land vacant. There are no natural constraints affecting the site.

Figure 1: Aerial imagery of the site and surrounding uses. (source Prescott and Russell a la carte)



The surrounding uses of the site are as follows:

- **North:** The area immediately north features a residential development mainly single detached dwellings facing Potvin Ave, serviced by full municipal services.
- **East:** Directly to the east, the area borders the Rockland Golf Club.
- **West:** Directly west of the site features a residential development mainly single detached dwellings facing Cote Street, serviced by full municipal services.

- **South:** The land to the south consists of a mix of a single detached dwelling and commercial uses.

2.1 LAND USE PLANNING CONTEXT

The City of Clarence-Rockland is subject to two Official Plans. The first is the Prescott-Russell Official Plan (UCPR OP), which includes the entirety of the counties. Section 1.2.3 of the UCPR OP states that a local municipality may adopt an Official Plan for the municipality or a specific part of the municipality such as an urban area. Local Official Plans will be required to conform to the policies of the UCPR. The second is the Official plan of the City of Rockland (CR OP). The site is designated as “Urban policy area” on Schedule A of the UCPR OP (figure 2) and is designated “Low density residential” on Schedule A of the CR OP (figure 3). The subject properties are zoned “Residential One (R1)”(figure 4).

Figure 2: Designation of the subject properties, Schedule A of the UCPR OP. (source Prescott and Russell a la carte)

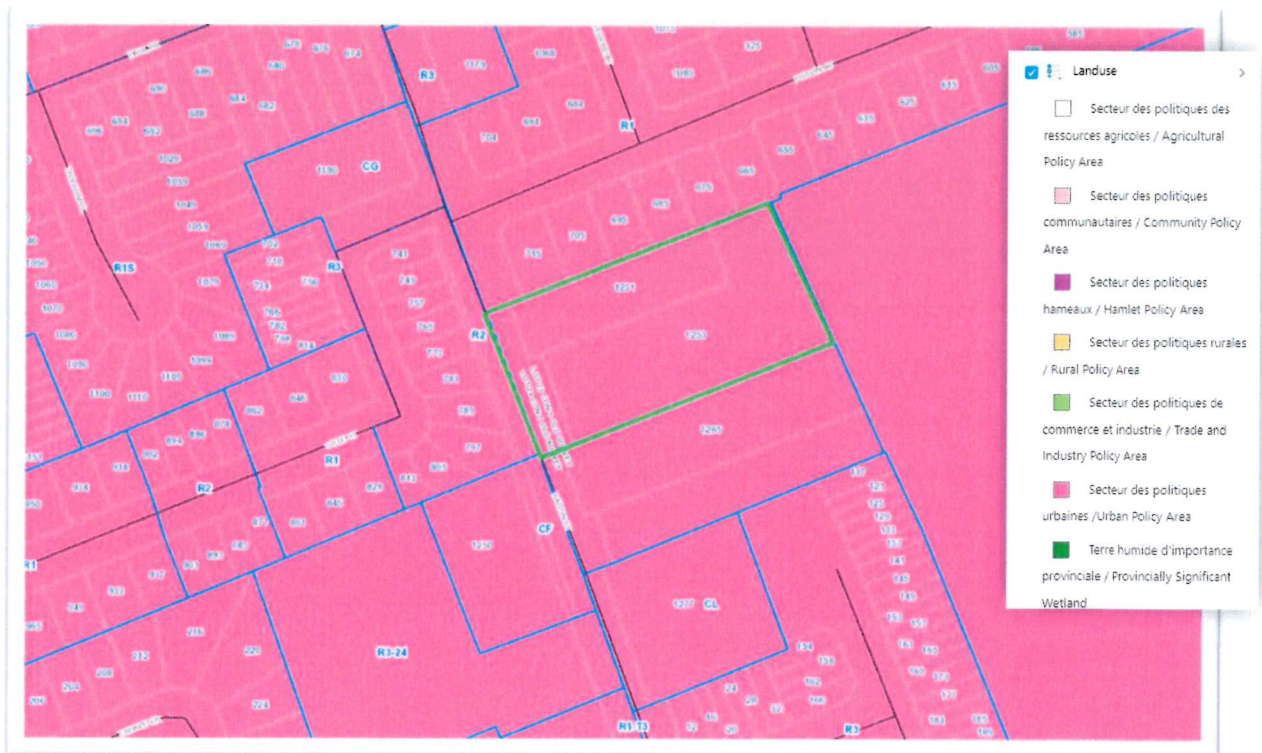


Figure 3: Official plan designation of the subject properties “Low density”.

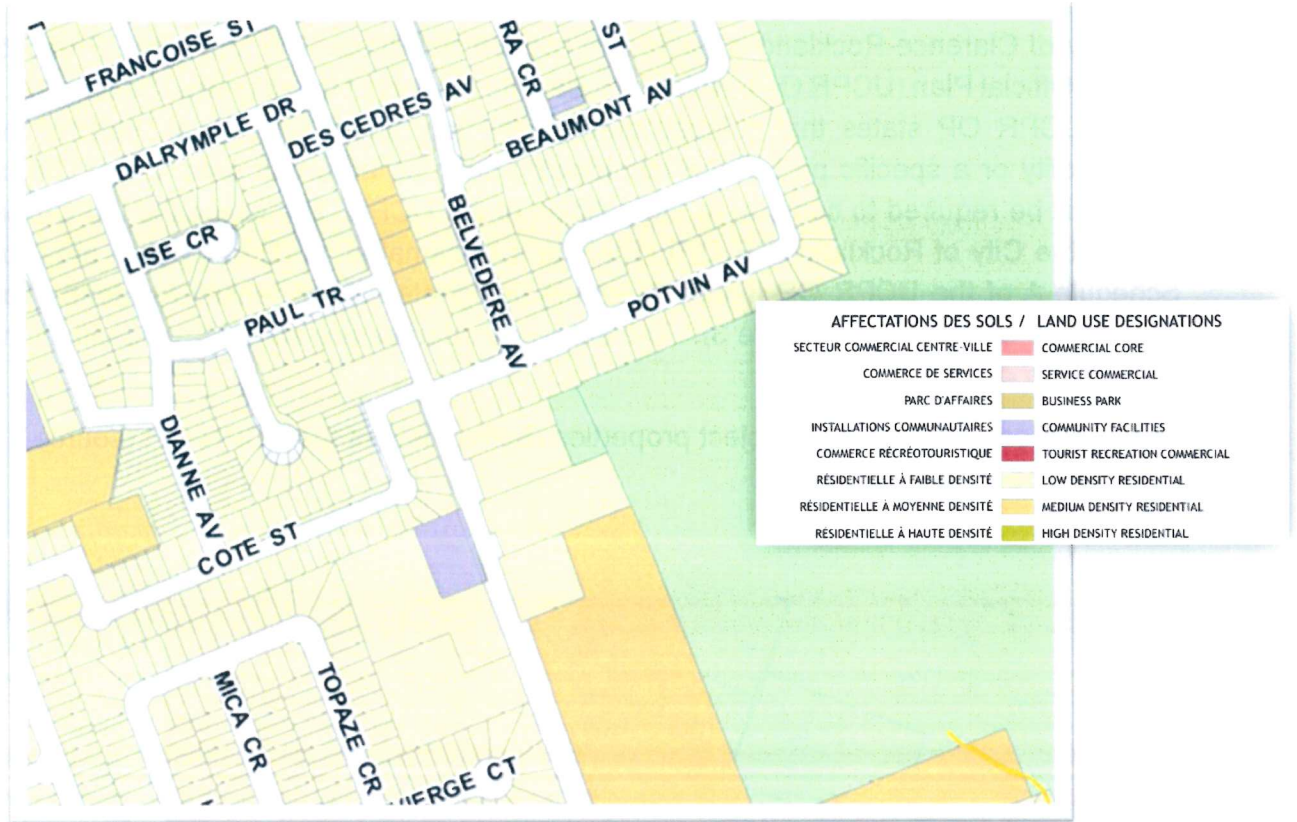
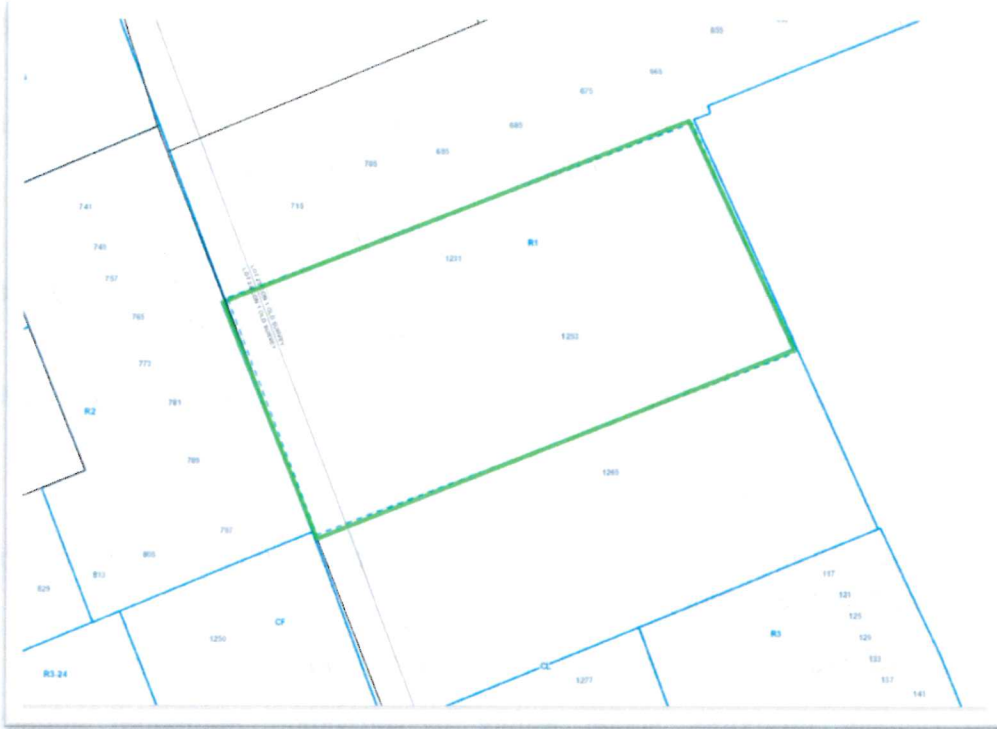


Figure 4: Zoning of the subject properties and surroundings (source: Prescott and Russell “A la carte”).



3.0 PROPOSED DEVELOPMENT

The property owner is exploring different concepts for this site. All the scenarios will require an Official Plan Amendment (OPA) to permit the increased residential density, as well as a Zoning By-law Amendment to align the zoning provisions with the intended built form. These amendments are necessary to facilitate the proposed development and ensure conformity with municipal planning policies.

4.0 PLANNING POLICY FRAMEWORK

4.1 PROVINCIAL POLICY STATEMENT (2024)

The proposed Official Plan Amendment (OPA) to increase the density within the Urban Policy Area of the UCPR Official Plan, located on a collector road with municipal water and sewer services, aligns with the intent of the 2024 Provincial Planning Statement (PPS) in the following ways:

Policy 2.1 – Planning for People and Homes

Efficient Use of Designated Land and Infrastructure (Policy 2.1.3)

The project contributes to the supply of housing within the municipality's 20- to 30-year planning horizon.

The site is within an area serviced by municipal water and sewer, making it a logical location for intensification and optimizing existing infrastructure investments.

Providing a Range of Housing Options (Policies 2.1.4 & 2.1.5)

The proposed density increase ensures that the municipality maintains at least a 15-year residential land supply and a three-year supply of serviced residential units.

The development diversifies housing options by introducing a mix of unit types that cater to a range of demographic needs

Supporting Complete Communities (Policy 2.1.6)

The project integrates well with surrounding land uses, contributing to a mix of housing types and densities within the community.

Its location along a collector road supports improvement in connectivity for residents.

The increased density promotes social equity by providing additional housing opportunities in a well-serviced area, aligning with long-term municipal planning objectives.

Section 2.2 – Housing

Providing a Range of Housing Options (Policy 2.2.1)

The proposal would include a diversify types type of housing, offering a diverse mix of housing options to meet the needs of current and future residents.

The proposed increase in density optimizes land use and supports housing choice within the regional market area.

Promoting Affordable and Inclusive Housing (Policy 2.2.1 a & b)

The development introduces more housing supply, which can contribute to affordability by increasing availability in the City of Clarence Rockland.

The range of unit types could accommodate different household sizes, incomes, and accessibility needs, aligning with the social, health, and economic well-being objectives of the PPS.

Encouraging Efficient Use of Land and Infrastructure (Policy 2.2.1 c & d)

The medium-density development makes efficient use of designated settlement area lands, supporting active transportation and municipal services.

The location along a collector road ensures connectivity to maybe future public transit and local services, promoting sustainable growth patterns.

Section 2.3 – Settlement Areas and Settlement Area Boundary Expansions

Focusing Growth Within Settlement Areas (Policy 2.3.1.1 & 2.3.1.3)

The project directs residential intensification to a serviced settlement area, aligning with provincial objectives to accommodate growth efficiently.

The site's location within a built-up area supports strategic intensification and complete community development.

Optimizing Infrastructure and Public Service Facilities (Policy 2.3.1.2 & 2.3.1.6)

By increasing density within a serviced area, the project reduces development pressure on undeveloped lands, making efficient use of existing roads, water, and sewer infrastructure.

The development is located in an area where public service facilities, such as schools, parks, and transit, are already established, minimizing the need for additional municipal investments.

Supporting Active and Transit-Oriented Development (Policy 2.3.1.2 c & d)

The project's location near a collector road supports walkability and alternative transportation modes.

The increase in density contributes to transit-supportive growth, aligning with the PPS goal of prioritizing intensification in urban areas with existing transportation networks.

Aligning with Municipal Intensification Targets (Policy 2.3.1.4 & 2.3.1.5)

The proposed increase in residential density contributes to local intensification and density targets, ensuring that municipal growth policies align with UCPR objectives.

The development would provide compact urban growth, helping the municipality meet its designated growth area targets while preserving rural and agricultural lands.

Overall, the proposed OPA is consistent with the PPS 2024's objectives for sustainable growth, efficient land use, and complete communities. It ensures that development occurs in a manner that supports long-term housing needs while maximizing existing infrastructure and municipal resources.

2.4.1 General Policies for Strategic Growth Areas

1. Focusing Growth in Strategic Areas (Policy 2.4.1.1)

- The proposal supports targeted growth within an identified settlement area, aligning with provincial encouragement to concentrate development in strategic growth areas.
- By directing intensification to a serviced urban location, the project contributes to efficient and sustainable development.

2. Supporting Complete Communities with a Mix of Housing Options (Policy 2.4.1.2)

- The proposed amendments will provides diverse housing options, supporting a complete community where different household needs can be met.
- The higher-density development makes efficient use of land and infrastructure while ensuring housing supply in a strategically located, well-serviced area.
- The location along a collector road enhances accessibility to education, commercial, recreational, and cultural amenities, aligning with the PPS goal of integrating land uses.

3. Supporting Transit and Connectivity (Policy 2.4.1.2 c & d)

- The development is situated on a collector road, which improves walkability.

4. Encouraging Investment in Infrastructure and Public Services (Policy 2.4.1.3 a)

- The project optimizes existing infrastructure and public service facilities, ensuring that growth occurs where services are already available rather than requiring costly extensions.
- The intensification aligns with municipal investment strategies, ensuring infrastructure and public services are efficiently utilized.

5. Supporting Compact and Mixed-Use Development (Policy 2.4.1.3 c & e)

- The proposal aligns with the PPS objective of permitting development and intensification in strategic growth areas to support compact built forms.

- Although the development is primarily residential, its location within a strategic area may encourage future mixed-use integration, such as local retail, services, or institutional uses.
- The project enhances land-use efficiency, similar to PPS recommendations for redeveloping underutilized commercial lands.

Overall, the proposed OPA is consistent with the PPS 2024's objectives for sustainable growth, efficient land use, and complete communities. It ensures that development occurs in a manner that supports long-term housing needs while maximizing existing infrastructure and municipal resources.

4.2 UNITED COUNTIES OF PRESCOTT AND RUSSELL OFFICIAL PLAN

The United Counties of Prescott-Russell Official Plan (UCPR OP) was approved in July 2023 and intended to guide land use for a twenty-year period. The goal of the Official Plan is to provide guidance and direction to growth and development, redevelopment and/or conservation activities in the United Counties. The proposed plan of subdivision needs to be consistent with the goals and objectives of an upper-tier official plan. The following section will demonstrate that the proposed development is consistent with the applicable policies of the UCPR OP. The UCPR OP enables local municipalities to develop their own official plans to provide a greater level of detail or more comprehensive policy direction.

The proposed development is located within a designated Settlement Area in the United Counties of Prescott and Russell Official Plan (UCPR OP). This designation ensures that the development is aligned with the Counties' growth management framework, focusing on sustainable residential expansion in areas planned for growth.

The proposal meets the intent of Section 2.2.1 Settlement Areas of the UCPR OP in the following ways:

1. Focus on Growth within Urban Policy Areas:
 - The proposed development is situated within the designated Urban Policy Area, which is identified as the primary focus for new growth. This aligns with the Counties' intent to direct development to urban areas with appropriate infrastructure and services.
2. Efficient Use of Existing Infrastructure:
 - The site is serviced by municipal infrastructure, ensuring that the development takes advantage of existing capacity and avoids the need for extensive new servicing systems. This supports the policy's aim of context-appropriate infrastructure use.

3. Accommodating Growth Responsibly:
 - The development contributes to the urban area's ability to accommodate population growth while respecting the settlement area boundaries designated in Schedule A1. It ensures that growth occurs within the areas identified for development in the Official Plan.
4. Consistency with Housing Market Demands:
 - The proposal addresses evolving housing market demands by providing a diverse range of housing options within the Urban Policy Area.

The proposed development meets the intent of Section 2.3.3 Residential Policies of the UCPR Official Plan in the following ways:

1. Adequate Supply of Residential Land (Objective 1a):
 - The proposal utilizes land within the Urban Policy Area, designated for residential use, contributing to the supply of residential land needed to accommodate growth.
2. Range and Mix of Housing Types (Objective 1b):
 - The development ensures a variety of medium density housing types that can cater to different demographics, including market-based and affordable housing needs.
3. Provision of Municipal Services (Objective 1d):
 - The site is fully serviced by municipal water, sewer, and road infrastructure, ensuring that the development is integrated with existing services necessary for functional neighborhoods.
4. Specialized Housing Needs (Objective 1f):
 - Although the development does not specifically address housing for persons requiring specialized care, the inclusion of medium- and high-density housing options may indirectly support such needs by providing accessible units.
5. Monitoring Housing Supply (Objective 1i):
 - The proposed development contributes to the housing supply by adding residential units to the market, providing opportunities for intensification and supporting the County's housing objectives.

By aligning with these principles, the proposed development supports the intent of Section 2.2.1 to focus growth responsibly and sustainably within established settlement areas.

By addressing these objectives, the proposal aligns with the UCPR Official Plan's vision for residential development in the Urban Policy Area.

4.3 CITY OF CLARENCE-ROCKLAND OFFICIAL PLAN

The property subject of this application is designated "Low residential" in the schedule A of the City of Clarence-Rockland Official plan.

The proposed development involves the introduction of medium-density residential housing on a 0.73-hectare site located within the built-up area, currently designated for low-density residential use. While the Official Plan does provide some flexibility to accommodate medium-density residential uses under certain conditions without an amendment, the proposed development exceeds the maximum threshold of twelve units per site as outlined in Section 5.6.2.1.4(b) and therefore necessitates an Official Plan Amendment.

The proposed development and accompanying OPA align with the intent and strategic objectives of Section 2.6 of the Official Plan, which guides residential growth and housing delivery in Clarence-Rockland.

1. Supports Urban Growth and Intensification

The development is located within the Urban Area, where approximately 80% of the City's residential growth is expected and encouraged. The proposed project represents an appropriate form of intensification, fully in line with the OP's directive to accommodate residential growth through redevelopment and increased densities.

2. Responds to Market Demand and Demographic Shifts

Section 2.6 highlights the growing demand for more affordable housing and the need for a mix of housing types to support both aging populations and young families entering the housing market. The permitted type of dwellings permitted in the R3 zone provides ground-related units with lower average costs than single-detached homes, thus meeting the needs of these demographic groups and addressing current housing affordability challenges.

3. Contributes to Density Targets

While the proposed development exceeds the *Low Density Residential* limits, it is consistent with the City's overall density goals. The OP seeks a citywide mix of 70% low, 20% medium, and 10% high-density development. This project contributes toward the medium-density and high-density segments, helping the City achieve its long-term balanced residential mix, as guided by the United Counties of Prescott and Russell Official Plan.

4. Efficient Use of Land and Infrastructure

The site is situated along a Collector Road, is fully serviced, and represents an efficient use of land within the built-up area. Compact development reduces land consumption, supports existing infrastructure, and aligns with policies promoting cost-effective growth and sustainable development patterns.

5. Supports Transit, Walkability, and Compact Form

Consistent with the OP's goal of promoting compact development forms, the proposed project offers a higher-density, walkable community form near existing or future transit corridors. It contributes to reducing car dependency, encourages active transportation, and strengthens the viability of nearby commercial services.

6. Aligns with Direction for Higher-Density Residential

The OP explicitly promotes higher-density residential uses along Arterial and Collector Roads and in proximity to the Commercial Core Area. The subject site's location on a Collector Road and within the Urban Area makes it ideal for accommodating this type of density, fulfilling the Official Plan's locational criteria for intensification.

The proposed development, supported by an Official Plan Amendment, is fully aligned with the intent of Section 2.6 of the Official Plan. It supports urban intensification, addresses market and demographic needs, contributes to the City's density targets, and makes efficient use of land and infrastructure—all while maintaining compatibility with the surrounding urban fabric. The OPA serves as a technical adjustment to reflect the appropriate land use designation and enable the implementation of a project that advances the City's vision for sustainable, inclusive, and complete communities.

The subject site is located on a collector road, which supports a higher level of traffic and service provision than local streets and is therefore well suited to accommodate slightly higher densities. This proposal would represent a built form that provides a transitional scale between low-rise detached dwellings and higher-density style buildings. The proposed development will remain within the maximum building height typically envisioned for medium-density areas, ensuring visual and functional compatibility with the surrounding built form.

The site's location on a collector road enhances its suitability for higher-density housing. Collector roads are intended to accommodate a mix of residential uses and support public transit and active transportation. This site, in particular, benefits from proximity to local amenities, schools, and transit corridors, making it an ideal candidate for a more compact, efficient use of land.

Furthermore, the increased density aligns with broader planning objectives at both the municipal and provincial levels to promote intensification within built-up areas, support complete communities, and optimize the use of existing infrastructure.

The proposed development supports key objectives of the Provincial Policy Statement (PPS) and relevant sections of the Official Plan that encourage a diverse range of housing types and the efficient use of land and resources. It contributes to a more varied housing

supply by offering ground-related units, an increasingly important option for middle-income households seeking affordability and flexibility.

The 0.73-hectare lot can adequately accommodate the proposed development, providing sufficient space for on-site parking, landscaping, amenity areas, and pedestrian connectivity. The development will also be designed to conform to zoning performance standards to the greatest extent possible, minimizing the need for zoning relief and ensuring compatibility with adjacent uses. Where minor exceptions are required, they will be limited and justified through urban design principles and planning rationale.

While the proposed development exceeds the threshold of twelve units per site as currently permitted under the Low-Density Residential designation, it meets many of the key policy objectives that support intensification in a manner that is appropriate, context-sensitive, and infrastructure-efficient. An Official Plan Amendment is therefore requested to redesignate the site to permit medium-density residential development, enabling a modest but meaningful contribution to the City's housing stock and aligning with broader planning priorities.

Alignment with Official Plan Objectives

- 1. Encouragement of Mixed Development and Housing Choice**
The Official Plan explicitly encourages a mix of residential development types, tenures, and densities to promote a diverse and inclusive housing stock. This proposal responds to this objective by offering a medium-density housing form that complements existing low-density neighbourhoods while diversifying housing choice in Rockland.
- 2. Planned Neighbourhood Structure and Compatibility**
The Official Plan identifies that Rockland's residential areas are structured as neighbourhoods, predominantly low density, but intended to include medium and high-density components as well as local commercial uses and parks. This proposal introduces an appropriate medium-density residential component into an established or planned neighbourhood, thereby supporting the planned neighbourhood structure and mixed-use vision of the area.
- 3. The Official Plan outlines a target mix of 70% low-density, 20% medium-density, and 10% high-density development across Rockland.** The subject proposal directly contributes to achieving this mix by introducing a medium-density development in a built-up area. As the Official Plan acknowledges, the exact locations of medium-density residential are symbolic in Schedule 'A' and are intended to be refined through rezoning and planning applications. This flexibility reinforces the appropriateness of this site for such a use.

4. Efficient Use of Serviced Land

Located within the built-up area and fronting a Collector road, the subject site benefits from existing infrastructure and represents an opportunity for intensification that optimizes municipal servicing, consistent with both Official Plan policies and provincial planning directions.

5. Transit and Walkability

The site's location along a Collector road supports future transit services, active transportation, and walkability, further aligning with Official Plan goals of promoting energy-efficient and sustainable neighbourhoods. The compact form of development promotes reduced dependence on the automobile and more efficient land use patterns.

6. Orderly Residential Development

The proposal contributes to orderly residential development by filling a gap in the range of housing types offered in the area. It is designed to be compatible in scale and character with surrounding developments, and will be supported by appropriate landscaping, transitions, and servicing capacity, which will be confirmed through the technical review process.

Conclusion

Conclusion The proposed development project on a 0.73-hectare parcel designated Low Density Residential in Schedule 'A' of the Official Plan. While the proposed density exceeds the thresholds currently permitted under this designation, the development remains in alignment with the broader goals and policies of the Residential Section of the Official Plan. An Official Plan Amendment (OPA) is being submitted to support this proposal and reflect the site's appropriate land use designation as Medium Density Residential.

5.0 ZONING BY-LAW

The subject properties are currently zoned Urban Residential First Density – General (R1) under Section 6.1 of the City's Zoning By-law. The R1 Zone is intended to accommodate low-density residential uses, primarily detached dwellings, with limited provisions for other forms of residential housing.

Permitted Uses in the R1 Zone include:

- Detached dwelling
- Group home (1)
- Retirement home (1)

- Converted dwelling (5)

The proposed type of housing is not a permitted use under the current R1 zoning regulations. To permit the proposed built form and density, a Zoning By-law Amendment (ZBLA) is required.

Proposed Zoning Amendment – Urban Residential Third Density (R3)

The application seeks to rezone the property from R1 to Urban Residential Third Density (R3) in accordance with Section 6.4 of the Zoning By-law. The R3 Zone permits a wider range of medium-density residential housing types, which aligns with the proposed development.

Permitted Uses in the R3 Zone include:

- Stacked townhouse dwelling
- Townhouse dwelling
- Back-to-back townhouse dwelling
- Apartment dwelling, low-rise
- Apartment dwelling, mid-high rise
- Three-unit dwelling
- Group home
- Long term care facility
- Retirement home

The proposed development would be a permitted use within the R3 Zone, and the rezoning is necessary to enable the appropriate residential form and density envisioned for this location. The R3 zoning will also help support the municipality's policy goals of encouraging a range of housing types, promoting intensification within the urban boundary, and achieving more compact, affordable, and sustainable residential growth.

6.0 SITE PLAN PROCESS

The proposed development will be subject to the Site Plan Control process, which is intended to ensure that the design, layout, and technical aspects of the development meet the City's zoning standards and broader planning objectives.

The Site Plan Approval process involves a detailed review of several key elements, including but not limited to: building orientation and massing, pedestrian access, vehicle circulation, landscaping, grading and drainage, servicing, and site amenities. The intent

is to ensure the project integrates well within its urban context and contributes positively to the public realm.

As the site is proposed to be rezoned to R3 – Urban Residential Third Density, the proposed development must conform to the specific provisions of that zone, which includes regulations for maximum building height, lot coverage, density, minimum setbacks, parking, landscaping, and amenity space.

At this stage of the application, a draft site plan has not yet been submitted; however, a detailed site plan will be required as the project advances. This future submission will confirm how the proposed development complies with the R3 zoning provisions. If, during this process, it is determined that certain zoning standards cannot be met due to site constraints or design objectives, minor variances may be required and pursued through the appropriate approval process.

The review will ensure that the proposed development achieves a high standard of design and functionality while respecting the City's Official Plan policies, R3 zone standards, and other applicable municipal and provincial planning objectives. Compliance with these standards will be essential for project approval.

In summary, the project will proceed through the Site Plan Control process to confirm detailed conformity with the R3 zoning requirements and to ensure a well-integrated, sustainable, and context-sensitive development.

7.0 CONCLUSION

In conclusion, the proposed medium-density residential development on Caron Street demonstrates strong conformity with the intent and policies of the Official Plan, which promotes intensification and a broader mix of housing types within the built-up urban area. The project's location on a collector road supports the strategic placement of medium-density forms, consistent with Official Plan policies encouraging efficient land use and compact residential development.

By proposing a higher-density development on a site with access to existing municipal infrastructure and close proximity to key community amenities, the project supports the City's objectives of managing growth responsibly, offering diverse housing options, and fostering walkable, transit-supportive neighbourhoods.

This proposal contributes positively to the urban fabric of Caron Street by introducing a compatible form of intensification that respects the surrounding neighbourhood context while addressing local housing demand. The transition from low-density (R1) to medium-density (R3) zoning is appropriate for the site and reflective of contemporary planning practices that aim to accommodate growth in a sustainable and balanced manner.

PLANNING RATIONALE REPORT \ OPA & ZBLA CARON

To permit the proposed built form and unit count, an Official Plan Amendment is required to redesignate the lands from Low Density Residential to Medium Density Residential, in accordance with the policy framework of the City of Clarence-Rockland. In addition, a Zoning By-law Amendment is needed to rezone the property from Urban Residential First Density (R1) to Urban Residential Third Density (R3).

Overall, the proposed development reflects good planning principles and helps advance the City's vision for complete communities, housing diversity, and long-term sustainability within the urban area of Clarence-Rockland.

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