

March 9, 2026

City of Clarence-Rockland, Planning Department
1560 Laurier Street
Rockland, ON K4K 1P7

Attention: Marie-Eve Belanger, Planning Manager

Reference: **Zoning By-law Amendment & Site Plan Control Application**
Villages at Clarence Crossing
Novatech File No.: 112057

Novatech has prepared the enclosed Zoning By-law Amendment and Site Plan Approval Application request letter on behalf of our client in relation to the above-noted subdivision lands. The subject lands form part of the master-planned community, known as *Villages at Clarence Crossing*. The applications apply to a 1.47 ha block that has approved commercial zoning within the 'Villages' of the Clarence Crossing subdivision.

This letter provides an overview of the proposed development and demonstrates how the proposal is well-designed and fits in with the residential character of the planned community. Furthermore, the letter demonstrates how the proposed zoning by-law amendment remains consistent with the Provincial Planning Statement and in conformity with the United Counties of Prescott and Russell Official Plan (2022) and the Official Plan of the Urban Area of the City of Clarence-Rockland (2013).

Background

The Clarence Crossing East Lands were draft-approved in December 2022 and a related Zoning By-law amendment, approved by By-law No. 2023-29, was approved on April 12, 2023. Zoning By-law amendment No. 2023-29 had the effect of zoning the draft-approved lands to "R3-63", "CL-13", "MG-6" and "CON-1", in order to accommodate the anticipated range of uses proposed within the draft plan of subdivision. In 2025, a draft plan revision was approved, which among other revisions, includes an expansion to the commercial block. The need for this site-specific zoning by-law amendment relates to revised development plans for the commercial block of land to which the CL-13 zone applies.

The purpose of the zoning amendment is to amend the existing site-specific CL-13 zoning on Block 130. The amendment includes additional special exceptions with respect to permitted uses and provisions, as well as an adjustment to the zone boundary between the CL-13 zone and R3-64 zone to match the size and shape of the enlarged Block. The effect of the amendment will be to accommodate the construction of a proposed private community centre facility. The purpose of the Site Plan Approval Application is for approval of the design, layout, and functional elements of the proposed private community centre.

Proposed Development

The new private community centre facility is proposed to accommodate the recreational needs of residents in the Villages at Clarence Crossing planned community. The proposed new facility and site plan, prepared by Hobin Architecture Inc., has been designed to comply, in large part, with CL-13 zoning. As shown on the site plan, the private community centre would have a building footprint

of 1,434m². The interior layout includes space for a lobby/lounge, multiple multipurpose rooms including a gymnasium, fitness centre, changerooms, washrooms, as well as office, storage & mechanical rooms. The development also incorporates outdoor recreational facilities including tennis/pickleball courts, a sports field/rink, an outdoor pool and a play area for children. The outdoor surface parking area has been designed for 60 parking spaces, 3 accessible spaces and an area for bicycle parking. The facility will be within close distance for all residents living in the master planned community and therefore require less parking than a community centre open to the general public. Appropriate landscaping has been provided throughout the site to create an inviting outdoor space consistent with the open space and natural amenity qualities of the east lands of the Clarence Crossing subdivision.

Figure 1: 3D Rendering of Proposed Development



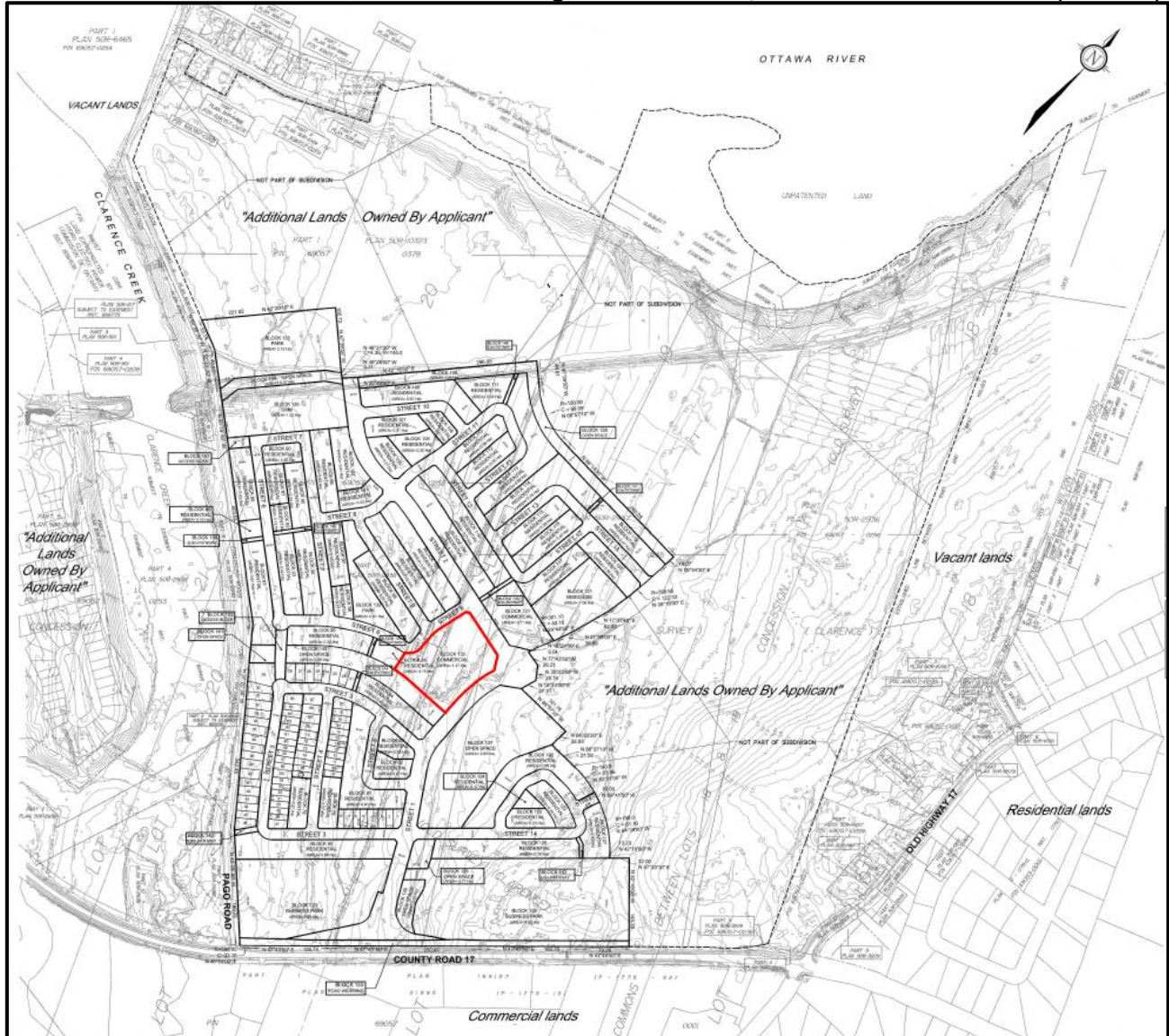
Proposed Zoning By-law Amendment

The CL zone permits a range of uses including *Service Commercial*, *Retail*, and limited *Residential* uses. The CL-13 exception zone includes additional provisions for a *Dwelling Unit* in the upper storey of a non-residential building and a maximum building height of 12 metres.

The proposed zoning by-law amendment would revise the zone boundary of the “Local Commercial–Special Exception (CL-13)” zone to match the boundary of the expanded commercial block (Block 130) on the revised draft plan of subdivision (Figure 2). The amendment would also add a ‘Private

Community Centre' as a permitted use and establish site-specific standards relating to minimum required parking and minimum required landscaping.

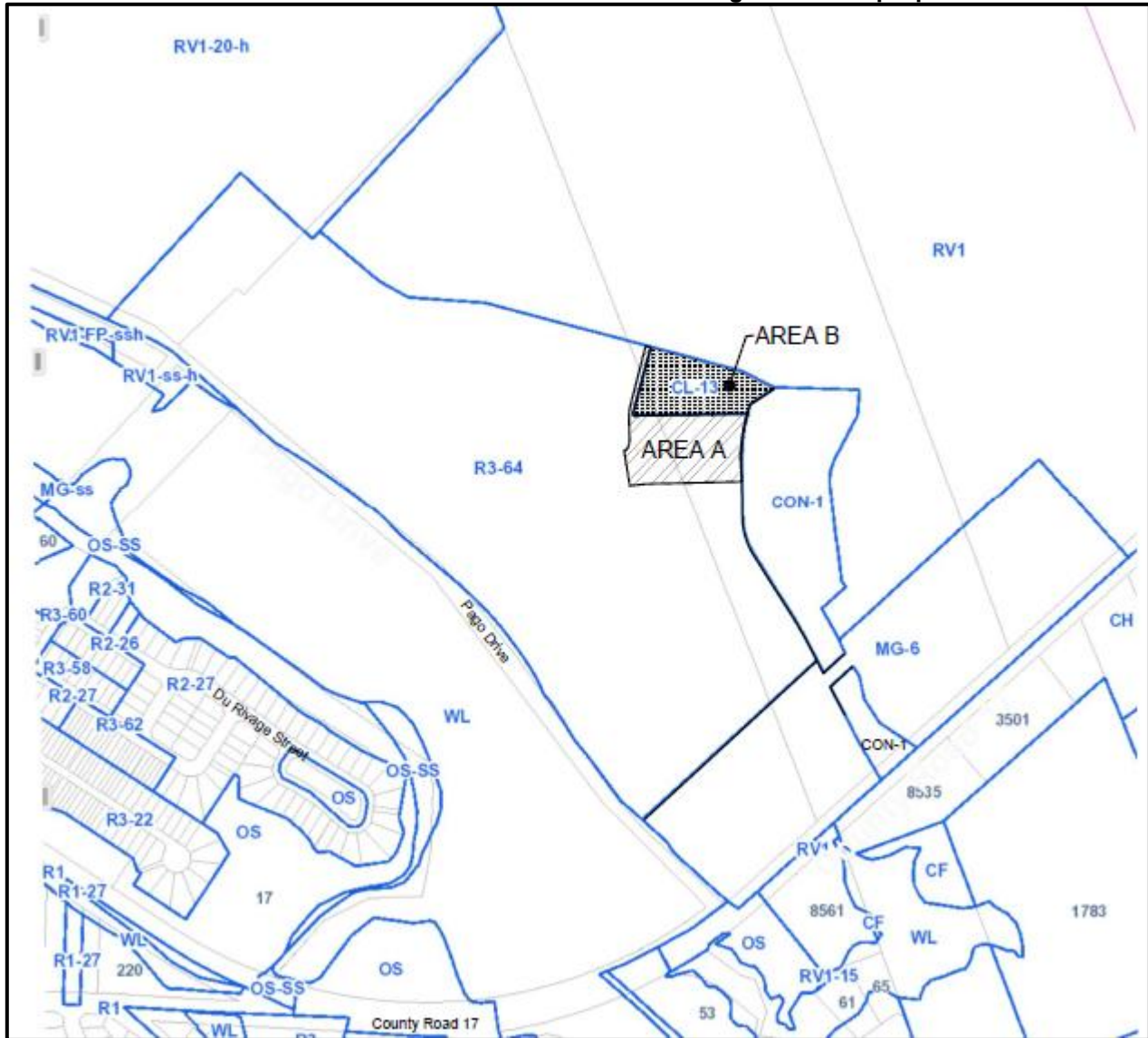
Figure 2: Block 130, Draft Plan of Subdivision (Revised)



Details of the Zoning By-law Amendment

The amendment proposes to revise the limits of the existing CL-13 Zone to match the limits of Commercial Block 130. The amendment would rezone lands from Residential Third Density Special Exception 64 (R3-64) to Local Commercial Special Exception 13 (CL-13). Area A on Figure 3 shows the lands that are proposed to be rezoned from Residential Third Density Special Exception 64 (R3-64) to Local Commercial Special Exception 13 (CL-13).

Figure 3: Area proposed to be rezoned



In addition, the expanded CL-13 zone over Block 130 would be revised to include a private community centre as a permitted use and establish site-specific standards for the use, including a definition for *Private Community Centre* and standards related to parking. For consideration, it is requested that the contents of the CL-13 zone be repealed and replaced with the following:

(m) **CL-13**

Notwithstanding the provisions of Sections 5.2.1, 5.9.1, and 7.2.1 to the contrary, the lands zoned CL-13 shall be used in accordance with the following provision(s):

- i. **Additional Permitted Uses: Private Community Centre**
- ii. **Parking Spaces Required (minimum): 50 spaces**

- iii. *Required Widths of Landscaping strip (minimum): 1 metres, except where adjacent to a sight triangle, in which case the minimum landscape strip shall be 0 metres*
- iv. *Special Provisions: For the purpose of this By-law, a Private Community Centre shall be defined as a multi-purpose facility, including indoor and outdoor space, that offers a variety of programs of an athletic, recreational, or social nature to community residents, and where the facility is not owned and operated by a public authority.*

Private Community Centre

The CL-13 zone includes *Community Centre* as a permitted use. The definition of a *Community Centre* in the zoning by-law is limited to public facilities and does not include private facilities. It is proposed to add *Private Community Centre* as a use permitted in the CL-13 zone to include facilities that will be limited to residents of the Clarence Crossing planned community.

Parking

It is proposed that the minimum number of parking spaces required be 50 spaces. The requested exception circumscribes the minimum number of spaces required on the basis that the facility will be only a short distance from all residential units within the community. The proximity between homes and the private community centre aims to encourage walking or other modes of active transportation within a compact complete community.

Landscaping

It is requested that the Section 5.9.1 (b) requirement for at least 1 metre of landscaping not apply to the northwest corner of a lot where parking is immediately adjacent to the sight line triangle. The sight line triangle will function as an adequate buffer and improve the overall aesthetic of the transitional space between the surface parking area and road right-of-way.

Planning Justification

Provincial Planning Statement (2024)

The Provincial Planning Statement 2024 (PPS) was issued under Section 3 of the *Planning Act* and came into effect on October 20, 2024. All decisions that affect planning matters are required to be consistent with the PPS which provides policy direction on matters of provincial interest related to land use planning and development. The following is an overview of the applicable *PPS* policies.

Chapter 2 of the PPS includes policies on building homes and sustaining strong and competitive communities. Section 2.1 of the PPS provides policy direction on planning for people and homes.

Section 2.1.6 states that “*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 childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;

Section 2.9 of the PPS speaks to energy conservation, air quality and climate change.

Section 2.9.1 states that *“Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:*

a) support the achievement of compact, transit-supportive, and complete communities;

- **The private community centre is an appropriate land use that provides a recreational facility with amenity space to meet the long-term needs of residents in the master planned community.**
- **The construction of a private community centre supports the achievement of a complete community for the Clarence Crossing lands and is consistent with PPS policies on sustaining strong and competitive communities.**
- **Locating the facility within walking distance of homes in the planned community promotes active transportation and helps reduce overall vehicular greenhouse gas emissions.**

Chapter 3 of the PPS includes policies for infrastructure and facilities. Section 3.9 of the PPS speaks to public spaces, recreation, parks, trails and open space.

Section 3.9.1 states that “Healthy, active, and inclusive communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity;”

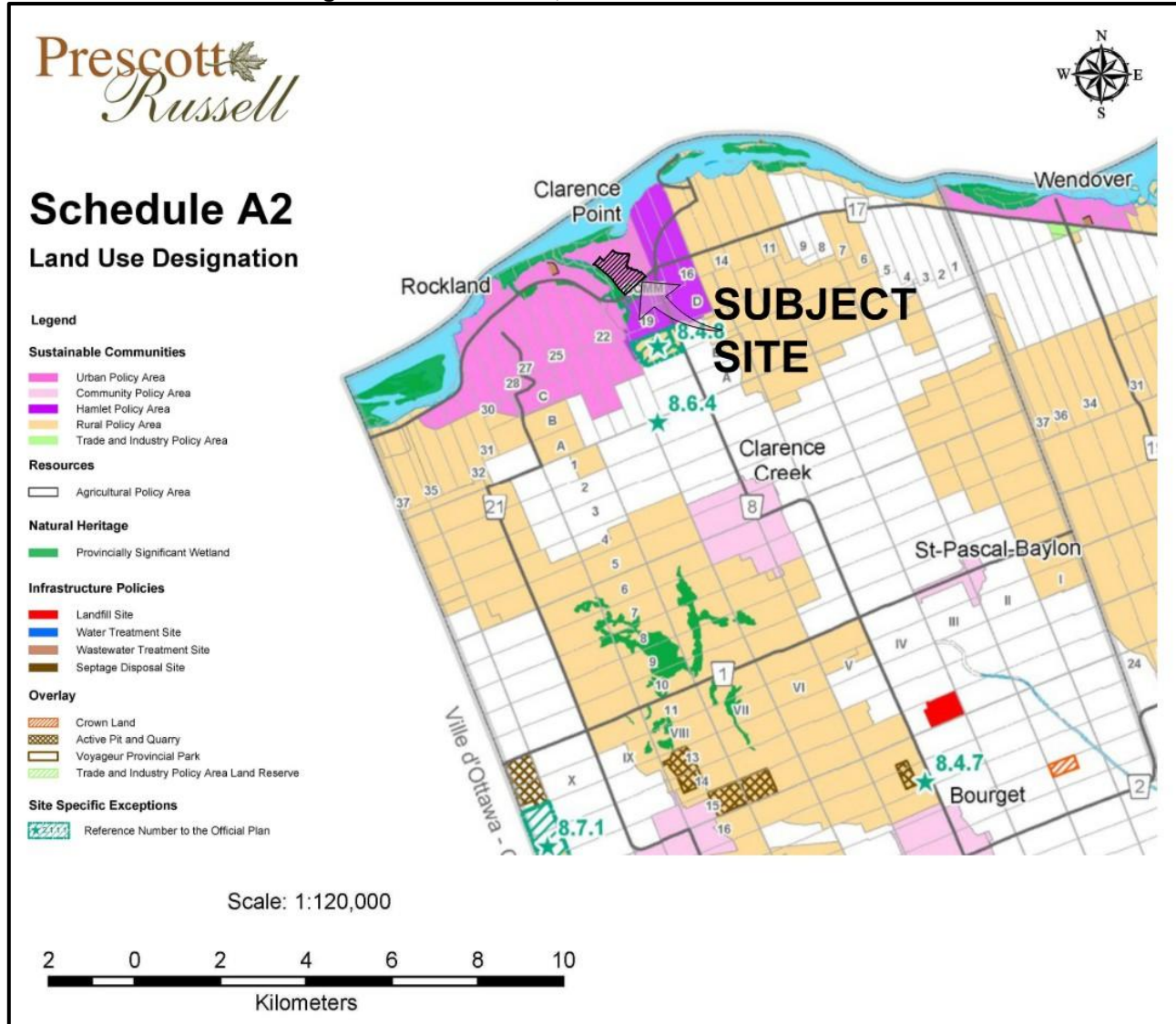
- **A private community centre available to residents of the planned community helps foster social interaction between neighbours and promotes community connectivity.**
- **The location of the facility near housing units in the planned community facilitates the opportunity for residents to make use of active transportation modes.**

Based on the foregoing, the proposed Zoning By-law amendment to add a private community centre as a permitted use to the existing CL-13 Zone is consistent with the Provincial Planning Statement (2024).

United Counties of Prescott and Russell Official Plan

The United Counties of Prescott and Russell’s Official Plan was adopted by County Council on September 28, 2022. The subject lands are located within a Settlement Area Boundary as noted on Schedule A1 and are designated on Schedule A2 of the United Counties of Prescott and Russell Official Plan (2022) as *Urban Policy Area* (Figure 4).

Figure 4: Schedule A2, United Counties of Prescott and Russell Official Plan



Section 2.3 of the OP includes policies for the *Urban Policy Area* that are intended to create a framework to encourage and support diversified, mixed-use communities.

Section 2.3.3 of the OP includes the following residential policies:

- 1) *Council's objectives respecting residential development in the Urban Policy Area are as follows:*
 - (c) *To provide for neighbourhood facilities and amenities which are appropriate to a residential living environment;*
- 3) *Local commercial uses may be permitted in residential areas provided that such uses are located on an appropriate collector road are appropriately zoned and provided that they are*

not detrimental to the economic well-being of the City, Town or Village core area zones in communities which choose to define such areas through the local municipal zoning by-law in accordance with the relevant policies of this Plan.

- The proposed private community centre facility will be located on a local road within the Clarence Crossing Subdivision.
- The intent of the policy to locate commercial uses on a local collector road is to ensure that commercial uses are located in the appropriate areas defined by the Zoning By-law and Official Plan policies.
- The facility will be used solely by residents of the Clarence Crossing private community which counteracts the impetus for commercial uses to be located on a local collector road.
- The use will be appropriately zoned Local Commercial, Special Exception 13 (CL-13) zone.
- For these reasons, the commercial use will not be detrimental to the economic well-being of the Urban Core Area and is an appropriate use for the residential living environment.

Section 2.3.5 includes the following Commercial Policies:

- 1) *Commercial development shall be encouraged and supported throughout the Counties and whenever possible it should be directed to Urban Policy Areas and more specifically to those communities where piped water and wastewater services can be provided.*
- 2) *Council's objectives for commercial development in Urban Policy Areas are as follows:*
 - (a) *to permit commercial uses which are compatible with the surrounding community;*
 - (b) *to permit commercial development which can be appropriately serviced;*
 - (d) *to facilitate local control over the location and character of commercial development;*
 - The private community centre will be located within the **Urban Policy Area** and can be serviced by municipal water and wastewater services.
 - The private community centre has been designed to be compatible with the surrounding master planned community. The development includes deciduous tree landscaping, adequate yard setbacks and is adjacent to a reforested tree zone to the south.
- 3) *Local municipalities shall permit a wide variety of commercial uses in the Urban Policy Area and shall define and regulate such development through the use of local zoning by-laws and site plan control. The following types of commercial uses shall generally be permitted in the Urban Policy Area designation:*
 - (b) *service commercial*
 - (h) *recreational uses*
 - The private community centre is considered a **service commercial** use and a **recreational** use. These uses are included in the types of commercial uses permitted within the **Urban Policy Area**.

- 4) *Site Plan Control, in accordance with the relevant policies in this Plan, shall apply to new or expanded commercial uses in order to regulate the physical character of commercial development and to ensure compatibility with established neighbourhoods.*
- **The proposed development is subject to a site plan approval application that is being submitted concurrently with the zoning by-law amendment application.**

Based on the foregoing, the proposed zoning by-law amendment to add a private community centre as a permitted use to the existing CL-13 zone conforms with the United Counties of Prescott and Russell Official Plan (2022)

City of Clarence-Rockland Official Plan

The City of Clarence-Rockland Official Plan (OP) was adopted in February 2021. The subject property is designated *Medium Density Residential – Exception 8* in the OP.

Section 5.6.3.10 of the Official Plan provides policies for the *Medium Density Residential - Exception 8* designation applicable to the Clarence Crossing East lands. Below is a summary of the residential policies (Section 5.6.3.10) that apply and an explanation of how the proposed zoning amendment is consistent with the intent of the designation:

1. The concept for this project is a planned community which will include a mix of dwelling types and a local commercial community core with shops and community facilities. Also included will be other possible institutional facilities, parks and recreation areas.

- **The zoning by-law amendment supports the concept for the planned community. While *Community Centre* is a permitted use in the CL-13, Special Exception Zone, the definition is limited to public facilities and does not include private facilities. *Private Community Centre* is proposed as a new use in the CL-13 zone to accommodate the proposed development. This use is a community facility with recreational areas that will be used by residents of the master planned community and is therefore consistent with the concept as described above.**

2. Permitted residential uses shall include single detached dwellings, semi-detached dwellings, townhouse dwellings, back-to-back townhomes and apartment dwellings no more than 6 storeys in height.

- **The zoning by-law amendment application seeks the appropriate regulatory framework and performance standards to authorize the construction of the proposed development including the associated outdoor recreational space and surface parking area to support the use. The development supports the mix of residential uses proposed.**

3. The overall development of the subject lands shall strive to achieve the following housing mix target of 10% high density development, 20% medium density, and not more than 70% low density. For the purposes of density, the development of the subject lands will strive to exceed a net density of 30 units per ha overall.

- **The zoning by-law amendment application supports the residential uses proposed and will not have an impact on the housing mix target of the overall development.**

4. The amount and location of different residential dwelling types, as well as zone requirements, such as lot area, lot frontage, yards and building spacing, shall be set out in the implementing Zoning By-law.

- **The zoning by-law amendment complies with most zone requirements in the CL-13 zone. The amendment establishes site-specific standards relating to parking and landscaping based on project and site-specific features as justified above in the Section: *Details of the Amendment*.**

5. The non-residential uses of Section 5.6.2.1.2 shall be permitted.

- **The non-residential land uses of Section 5.6.1.2 include *small-scale commercial, park, school, place of worship and/or community facilities serving a local residential area*.**
- **The basis for the zoning by-law amendment application is to accommodate the construction of a private community centre including the associated outdoor recreational areas and surface parking lot area.**
- **The proposed development is a community facility serving a local residential area and is consistent with the above policy.**

6. The retention of natural heritage features and areas is an important key element in the design of this planned community. The protection of natural features identified through an Environmental Impact Statement shall be incorporated into the design in order to foster a relationship with nature where possible. Environmental protection areas will be established through application of a Conservation (CON) Zone for areas identified as environmentally significant through an Environmental Impact Study.

- **An *Environment Impact Statement* was prepared by GEMTEC to support the previous zoning by-law amendment and plan of subdivision applications.**
- **The proposed zoning by-law amendment will not have an impact on environmental protection areas (Conservation zones) previously established for the retention of natural heritage features.**

7. All development shall take place on the basis of connection to the municipal water and sewage system.

- **A *Conceptual Servicing and Stormwater Management Report* prepared by Novatech was included in the previous zoning by-law/official plan amendment and subdivision application submission.**
- **The entirety of the plan of subdivision, including the private community centre has been designed to be developed on full municipal water and sewage services.**

8. Phasing shall be implemented subject to a site staging program to be reviewed and approved by the Municipality at each phase of development as a condition of draft approval of a Plan of Subdivision.

- The approved draft plan of subdivision included a condition that a phasing plan be provided to the satisfaction of the City.
- While the development of a private community centre was not included in the previous phase of development, the zoning by-law amendment and site plan control application are submitted for review and approval by the Municipality to accommodate this phase of development for the “East Lands” of the Clarence Crossing subdivision.

9. The development of the subject lands shall provide for affordable housing by enabling a full range of housing types and densities to meet projected demographic and market requirements of current and future residents.

- The proposed zoning by-law amendment will not have an impact on any affordable housing targets or the housing types and densities proposed in the master planned community.

Based on the foregoing, the proposed zoning by-law amendment to add a private community centre as a permitted use to the existing CL-13 zone is considered to be consistent with relevant policies of the Official Plan of the Urban Area of the City of Clarence-Rockland (2013).

Conclusion

The proposed development has been designed to be safe, functional and compatible with the surrounding character of the planned community. The zoning by-law amendment proposes to amend the existing site-specific CL-13 zoning to include additional special exceptions with respect to permitted uses and provisions for the CL-13 Zone, as well as to adjust the zone boundary between the CL-13 zone to match the revised block size. The amendment will accommodate the construction of a proposed private community centre including various outdoor recreational areas and a surface parking lot.

Zoning By-law amendment No. 2023-29 was supported by a Planning Rationale that presented the details for the amendment and provided planning justification for the site-specific zoning to accommodate the development. The present amendment remains consistent with Provincial Planning Statement interests, remains in conformity with the policies of the United Counties of Prescott and Russell Official Plan (2022) and the Official Plan of the Urban Area of the City of Clarence-Rockland (2013), and is considered to be good land use planning.

Please do not hesitate to contact the undersigned if you have any questions.

Yours truly,

NOVATECH

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Reviewed By:



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Attachments:

- Clarence Crossing East – Draft Plan of Subdivision (Revised: July 2025)
- Zoning By-law Amendment Sketch
- Architectural Package prepared by Hobin Architecture Inc., dated November 24, 2025