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1.0 INTRODUCTION

Consilio Planning has been retained by the owners of the lands municipally known as the District 17 development lands to prepare a Planning Rationale Report in support of a proposed Official Plan Amendment and Zoning By-law Amendment affecting lands located on Pigeons Street and County Road 17 in the City of Clarence-Rockland.

The subject lands have an area of approximately 14 acres (5.67 hectares), are currently vacant, and are located within the designated settlement area of the City of Clarence-Rockland. The lands are designated "Residential" in the City of Clarence-Rockland Official Plan and are located within the "Urban Policy Area" designation of the United Counties of Prescott and Russell Official Plan.

The subject lands are currently zoned Residential One Holding (R1-h) and Residential One Holding Floodplain (R1-h-FP) under the City of Clarence-Rockland Zoning By-law.

The owners propose to develop the property for residential purposes. The current development concept contemplates approximately 74 units; however, the final number of units and housing form may vary depending on market conditions and future design considerations. While townhouses are currently envisioned, alternative forms of medium-density residential development, including apartment buildings, may also be considered, provided they are consistent with the applicable planning framework.

The proposed development is intended to provide a compact and efficient residential community that contributes to the City's housing supply while making effective use of existing and planned municipal infrastructure.

The proposed Official Plan Amendment seeks to redesignate the lands from Low Density Residential to Medium Density Residential to permit a broader range of medium-density residential uses.

The proposed Zoning By-law Amendment seeks to rezone the subject lands from Residential First Density – General Holding (R1-H) and Residential First Density – General Holding with a Flood Plain Overlay (R1-H-FP) to Residential Third Density (R3), Residential Third Density with a Flood Plain Overlay (R3-FP), Residential Third Density Holding (R3-H74), and Residential Third Density Holding with a Flood Plain Overlay (R3-H74-FP). The proposed amendment retains the Holding (H) symbol on the portions of the site affected by slope stability and floodplain constraints. The Holding (H) symbol will only be removed upon receipt of written confirmation from the South Nation Conservation Authority.

The purpose of the Official Plan Amendment and Zoning By-law Amendment is to facilitate the future development of the lands with an appropriate form of medium-density residential development within the urban boundary. The amendments are intended to

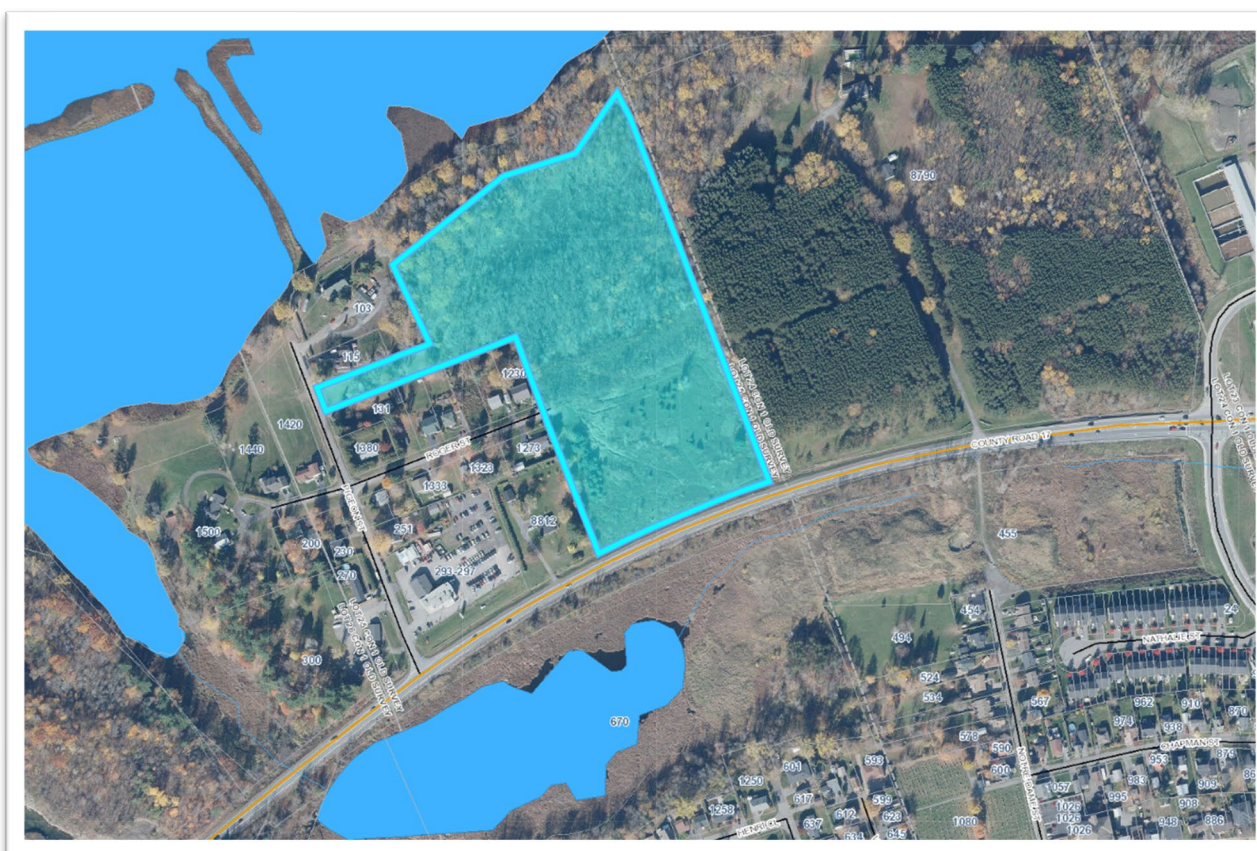


provide flexibility to respond to future housing needs and market conditions while supporting efficient land use patterns, the planned extension of municipal infrastructure, and the Provincial, County, and Municipal objectives for housing and residential intensification.

2.0 SITE LOCATION AND CONTEXT

The subject property is located on the North side County Road 17 and East of Pigeons Street. Currently the property is vacant.

Figure 1: Aerial imagery of the site and surroundings. The areas highlighted in blue represent the subject property included in this OPA and ZBLA request. (source Prescott and Russell a la carte)



The surrounding uses of the site are as follows:

- North: The lands to the north consist primarily of natural areas associated with the Ottawa River shoreline, including wooded areas, open space, and waterfront lands.
- East: Directly east of the site are predominantly vacant and wooded lands. These lands form part of a larger undeveloped area situated between the subject property and

the existing residential neighborhood to the east. The adjacent property is known as the property owned by “Les Soeurs de la Charité d'Ottawa”.

- West: The lands immediately west of the site consist of an established residential neighborhood comprised primarily of single detached dwellings fronting onto Pigeons Street.
- South: The lands south of the site are separated by County Road 17 and consist primarily of residential development, open space areas, and stormwater management features associated with the existing urban area.

2.1 LAND USE PLANNING CONTEXT

The subject lands are subject to both the United Counties of Prescott and Russell Official Plan (UCPR OP) and the City of Clarence-Rockland Official Plan (CR OP).

The subject lands are designated "Urban Policy Area" on Schedule A of the UCPR Official Plan (Figure 2) and "Low Density Residential" on Schedule A of the City of Clarence-Rockland Official Plan (Figure 3). The lands are currently zoned Residential One Holding (R1-H) and Residential One Holding Floodplain (R1-H-FP) under the City of Clarence-Rockland Zoning By-law (Figure 4).

The proposed Official Plan Amendment seeks to redesignate the lands from Low Density Residential to Medium Density Residential, while the proposed Zoning By-law Amendment seeks to rezone the lands from Residential First Density – General Holding (R1-H) and Residential First Density – General Holding with a Flood Plain Overlay (R1-H-FP) to Residential Third Density (R3), Residential Third Density with a Flood Plain Overlay (R3-FP), Residential Third Density Holding (R3-H74), and Residential Third Density Holding with a Flood Plain Overlay (R3-H74-FP).



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

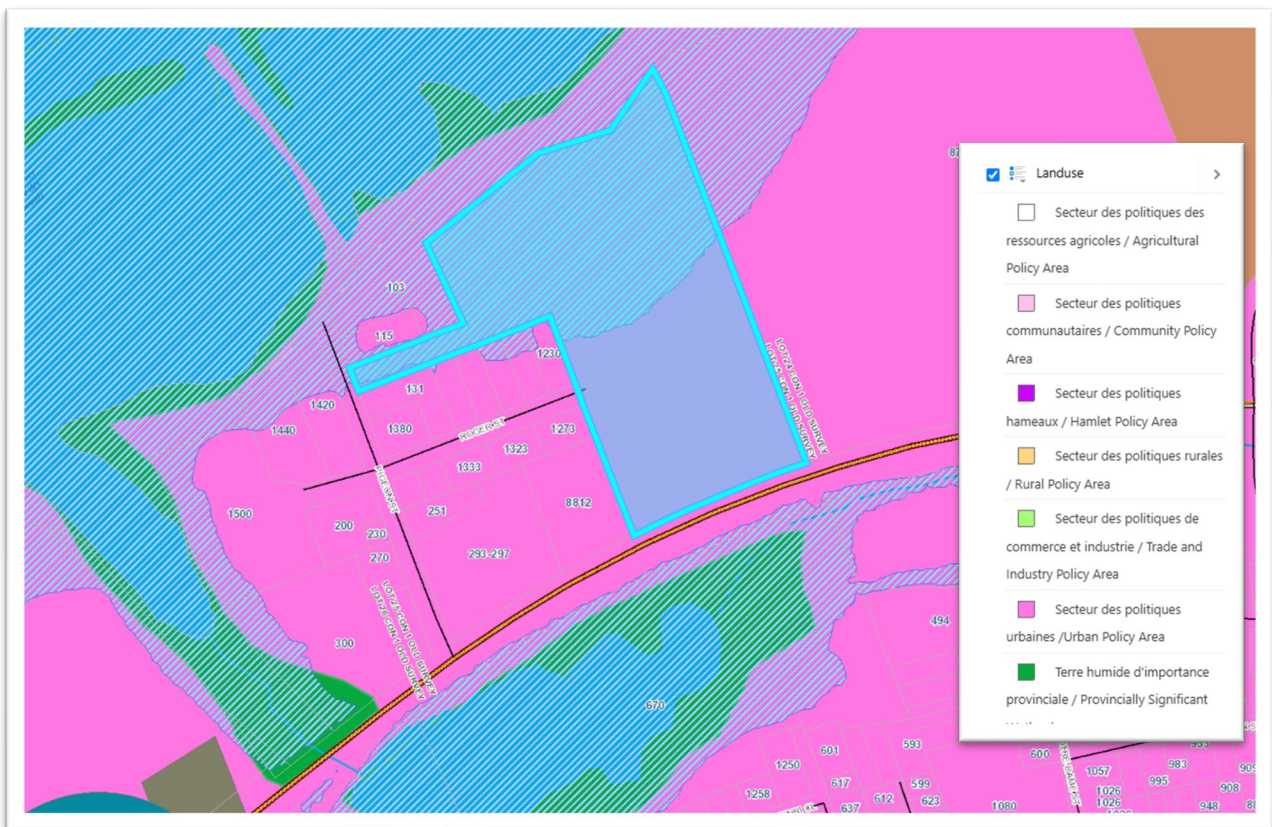


Figure 3: Official plan designation of the subject properties “Low density”.

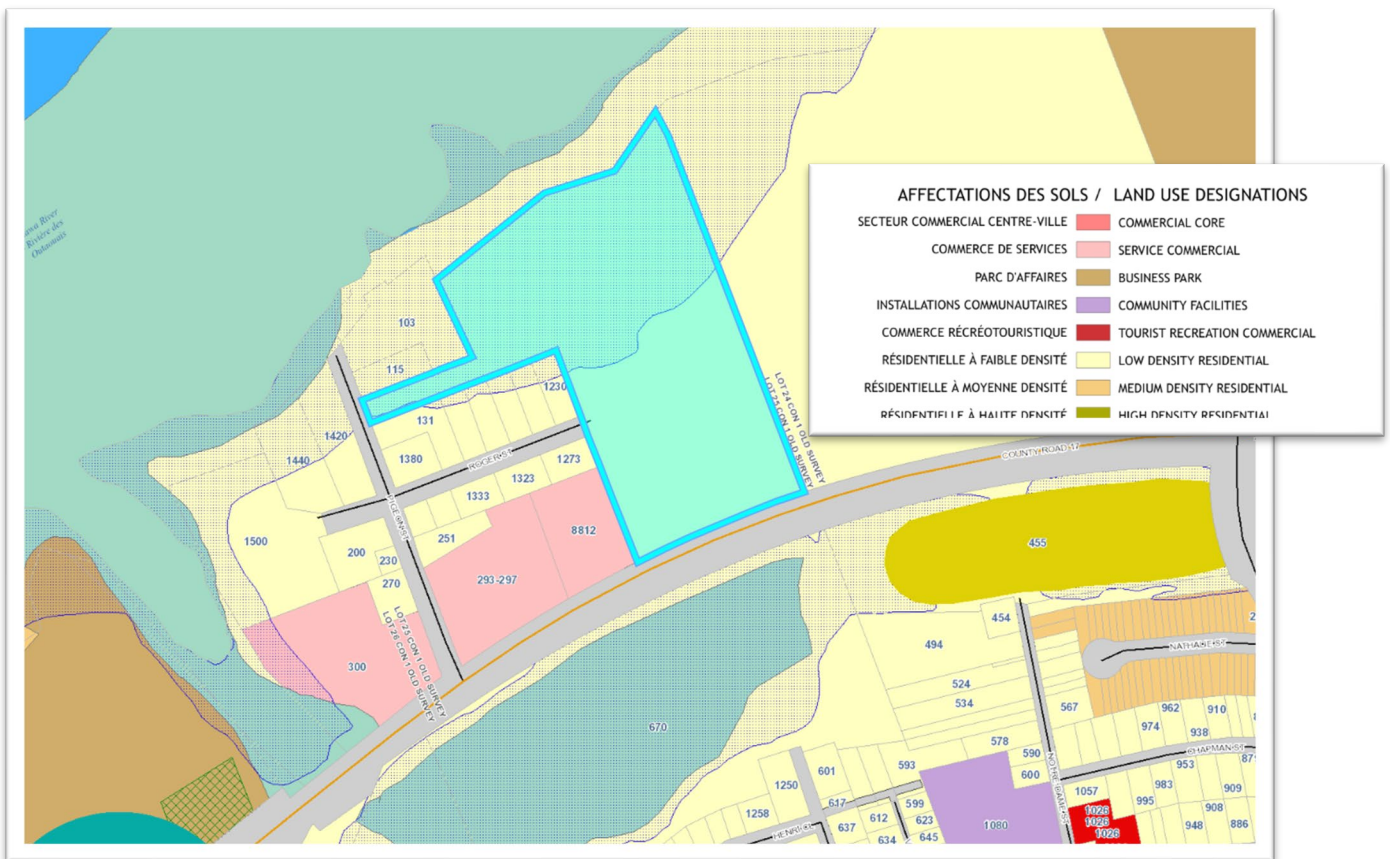
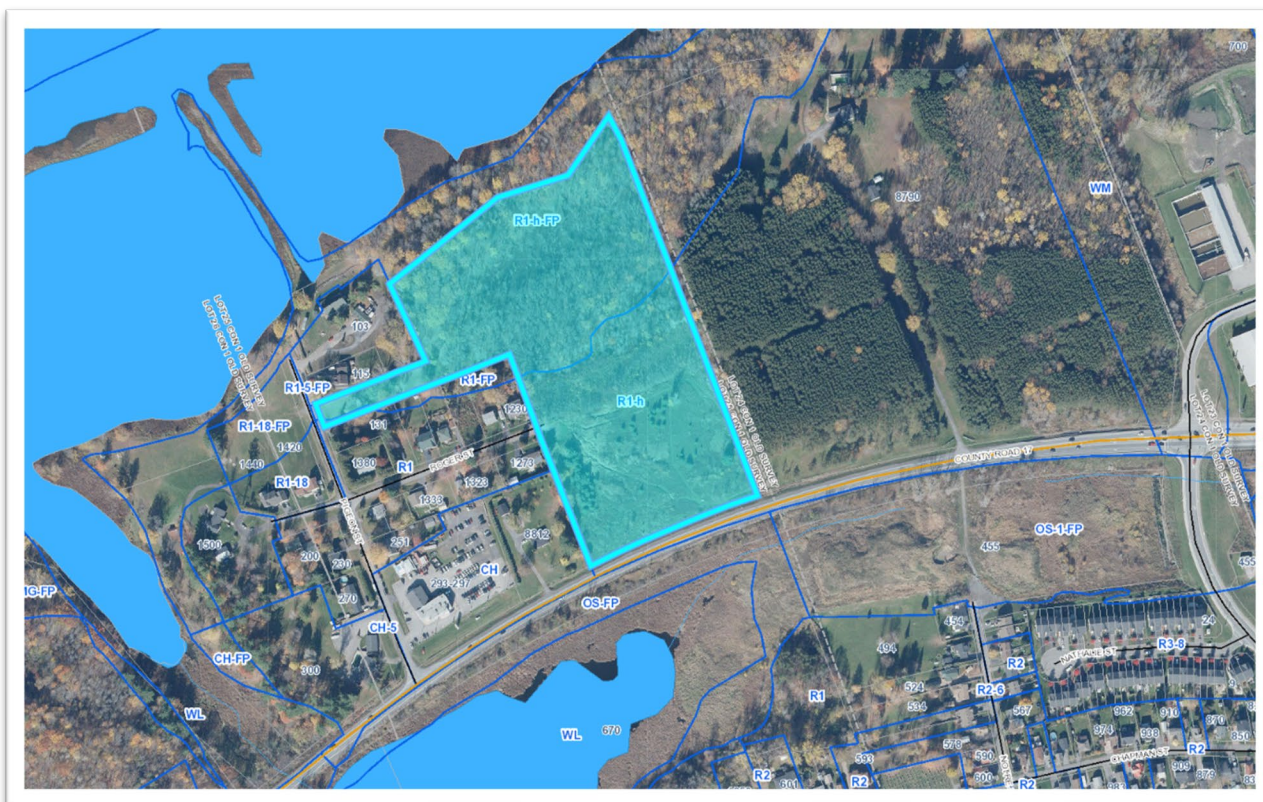


Figure 4: Zoning of the subject properties and surroundings (source: Prescott and Russell “A la carte”).



3.0 PROPOSED DEVELOPMENT

The owner is seeking an Official Plan Amendment and Zoning By-law Amendment to facilitate the development of a townhouse residential community consisting of approximately 74 units on the developable portion of the subject lands.

The proposed development is located on the southerly portion of the property fronting County Road 17 and includes the extension of Roger Street, a new internal public road network, and associated municipal infrastructure. The northerly portion of the property, located adjacent to the Ottawa River corridor and associated environmental constraints, is not proposed for development and will remain undeveloped.

The proposed road network includes an emergency access connection located at the eastern limit of the development, providing a secondary connection to County Road 17 in accordance with applicable emergency access requirements. In addition, a hammerhead turnaround is proposed at the eastern terminus of Roger Street to facilitate emergency vehicle access, maintenance operations, and snow removal activities. The preferred

design contemplates the hammerhead extending onto the adjacent property to the east, and discussions are currently underway with the affected landowner to secure the necessary agreement. Should an agreement not be reached, the hammerhead configuration will be redesigned to be accommodated entirely within the subject lands while maintaining its intended operational function.

The proposed concept plan has been refined and modified throughout the design process to address the findings and recommendations of several technical studies completed in support of the application, including:

- Conceptual Site Servicing and Stormwater Management Report;
- Geotechnical Investigation;
- Environmental Impact Study (EIS);
- Noise Control Study;
- Phase One Environmental Site Assessment (ESA);
- Odour Impact Assessment;
- Archaeological Assessment; and
- Traffic Impact Assessment.

The proposed Official Plan Amendment seeks to redesignate the lands from Low Density Residential to Medium Density Residential to permit a range of medium-density residential uses.

The proposed Zoning By-law Amendment seeks to rezone the developable lands from The proposed Zoning By-law Amendment seeks to rezone the subject lands from Residential First Density – General Holding (R1-H) and Residential First Density – General Holding with a Flood Plain Overlay (R1-H-FP) to Residential Third Density (R3), Residential Third Density with a Flood Plain Overlay (R3-FP), Residential Third Density Holding (R3-H74), and Residential Third Density Holding with a Flood Plain Overlay (R3-H74-FP).

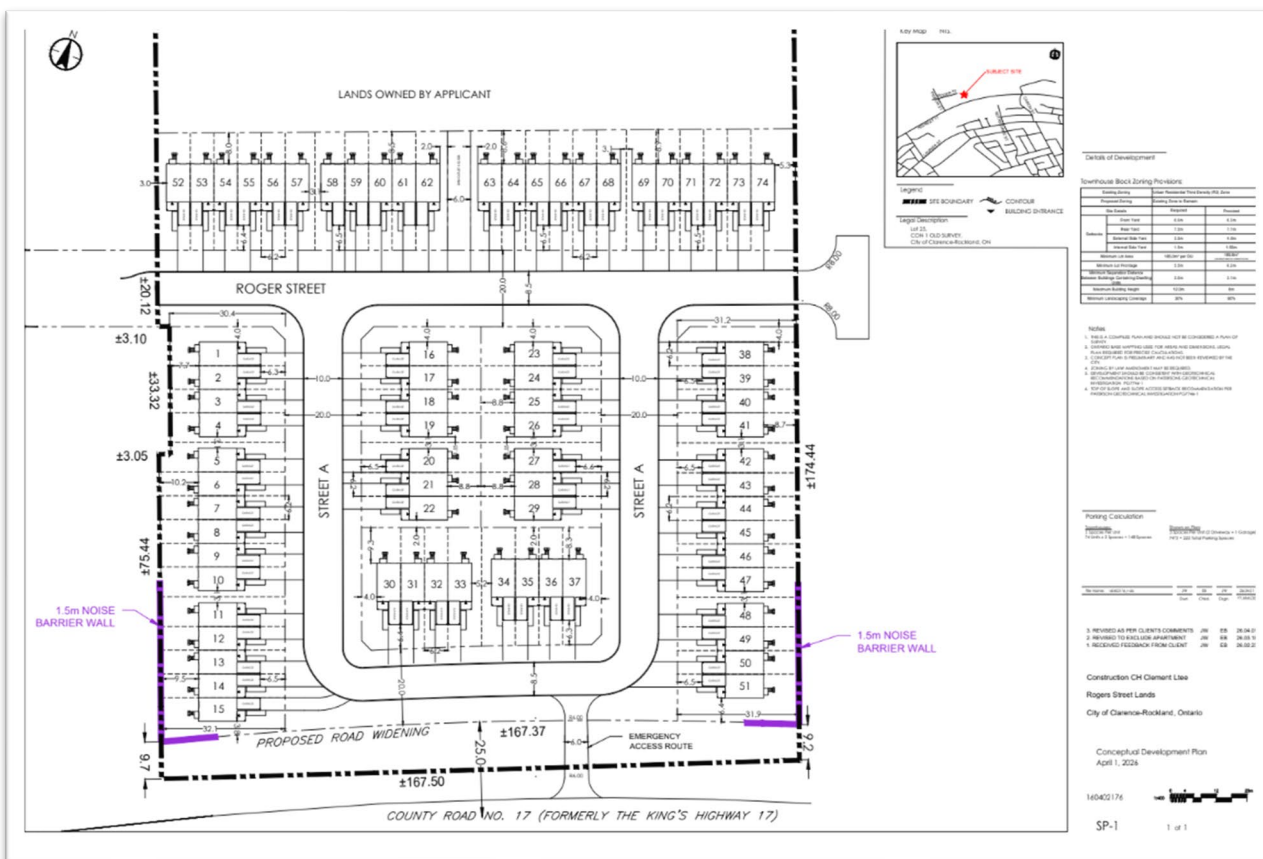
The final application of the Holding (H) symbol will be determined in consultation with the City and may be limited to those portions of the site where specific conditions must be satisfied prior to development. Where appropriate, portions of the site may be zoned R3 without a Holding provision where the Municipality is satisfied that the applicable development requirements have been met.

The purpose of these amendments is to permit a compact residential development that makes efficient use of municipal services and infrastructure, provides additional housing



opportunities within the urban boundary, and implements the recommendations of the supporting technical studies while respecting the environmental constraints present on the site.

Figure 5: Proposed land fabric for the District 17 subdivision total of 74 units (Illustrative Concept – Unit Count Subject to Revision)



4.0 PLANNING POLICY FRAMEWORK

4.1 PROVINCIAL POLICY STATEMENT (2024)

The Provincial Planning Statement, 2024 (PPS 2024) came into effect on October 20, 2024, and provides policy direction on matters of provincial interest related to land use planning and development in Ontario. Pursuant to Section 3 of the Planning Act, decisions affecting planning matters shall be consistent with the policies of the PPS 2024.

The PPS 2024 promotes the development of complete communities, the efficient use of land and infrastructure, the protection of natural resources and environmental features, and the provision of a range and mix of housing options to meet current and future needs. A key objective of the PPS is to facilitate the construction of new housing and support

residential intensification within settlement areas while ensuring that growth occurs in a sustainable and coordinated manner.

The proposed Official Plan Amendment and Zoning By-law Amendment will facilitate the development of a 74-unit project on lands located within the urban settlement area of the City of Clarence-Rockland. The subject lands are fully serviced by municipal infrastructure and are situated within an area planned for urban growth. The development has been designed in consideration of the environmental, servicing, transportation, geotechnical, noise, and odour constraints identified through supporting technical studies prepared in support of the application.

The proposed development contributes to the creation of additional housing opportunities within the urban area, promotes the efficient use of existing and planned municipal infrastructure, and directs growth to an appropriate location within the settlement area. Furthermore, the development concept has been refined to respect the environmental constraints associated with the Ottawa River corridor by limiting development to the southerly portion of the property and maintaining the northerly lands in an undeveloped state.

The following sections demonstrate how the proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the policies of the Provincial Planning Statement, 2024.

1. Building Homes and Supporting Housing Supply

Policy 2.2.1

The proposed development supports the PPS objective of increasing housing supply by providing approximately 74 units within the City of Clarence-Rockland urban area. The development contributes to a range and mix of housing options by introducing ground-oriented medium-density housing that bridges the gap between low-density detached dwellings and higher-density apartment forms. The proposal assists the City in addressing current and future housing needs while providing housing opportunities for families, first-time homebuyers, and downsizing households.

Policy 2.2.1(a), (b) and (c) support:

- maintaining an appropriate range and mix of housing options;
- permitting and facilitating residential intensification and redevelopment;
- promoting densities that efficiently use land, infrastructure and public service facilities.



2. Settlement Areas

Policy 2.3.1.1

The subject lands are located within the urban settlement area of the City of Clarence-Rockland where growth and development are encouraged.

The proposed development represents an efficient and orderly expansion of the existing urban fabric and supports the PPS direction that settlement areas shall be the focus of growth and development.

3. Land Use Efficiency

Policy 2.3.1.3

The development promotes:

- compact built form;
- efficient use of land;
- efficient use of infrastructure;
- efficient use of municipal services.

The proposal utilizes lands already designated for urban development and serviced by municipal water and sanitary sewer infrastructure.

4. Infrastructure and Public Service Facilities

Policy 3.1.1

The proposed development optimizes the use of existing and planned municipal infrastructure by directing growth to a fully serviced urban location.

The proposal reduces pressure to expand development into rural areas and supports the Province's objective of maximizing the return on existing public infrastructure investments.

5. Transportation Systems

Policy 3.3.1

The subject lands front onto County Road 17 and are connected to the surrounding urban street network through the proposed extension of Roger Street.

The location provides appropriate access to the municipal transportation network and supports the development of a connected community.



6. Natural Heritage

Policy 4.1

An Environmental Impact Study was completed in support of the application and the development concept has been revised to reflect its recommendations.

The developable area has been confined to the southern portion of the property while the northern lands adjacent to the Ottawa River corridor, floodplain, and environmental features are proposed to remain undeveloped.

This approach ensures that natural heritage features and associated ecological functions are protected.

7. Public Health and Safety

Policies 3.2 and 4.8

The concept plan has been informed by:

- Geotechnical Study;
- Environmental Impact Study;
- Noise Study;
- Odour Impact Assessment;
- Phase I ESA;
- Preliminary Servicing and Stormwater Management Report.

The technical studies demonstrate that the site can be developed safely and appropriately while addressing slope stability, noise, servicing, stormwater management, odour impacts, and environmental constraints.

Conclusion:

Based on the foregoing analysis, the proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the Provincial Planning Statement, 2024.

The proposal will facilitate the development of a 74-unit units project within the urban settlement area of the City of Clarence-Rockland and will contribute to the Province's objective of increasing housing supply and providing a range and mix of housing options to meet current and future needs. The development represents an efficient use of land, municipal infrastructure, and public service facilities by directing growth to a fully serviced location within the urban boundary.

The proposed development supports the creation of complete communities by introducing a medium-density housing form in proximity to existing residential neighbourhoods,



municipal services, transportation infrastructure, and community amenities. The proposal also promotes compact development patterns and contributes to the efficient use of existing and planned infrastructure investments.

The development concept has been refined through the completion of numerous technical studies, including an Environmental Impact Study, Geotechnical Investigation, Noise Study, Odour Impact Assessment, Phase One Environmental Site Assessment, and Servicing and Stormwater Management Report. The recommendations of these studies have been incorporated into the proposed design, resulting in a development pattern that appropriately addresses environmental constraints, public health and safety considerations, and municipal servicing requirements.

Furthermore, the proposed development limits construction to the developable southerly portion of the site while maintaining the environmentally sensitive lands adjacent to the Ottawa River corridor in an undeveloped state. This approach ensures that natural heritage features and ecological functions are appropriately considered and protected.

Accordingly, the proposed Official Plan Amendment and Zoning By-law Amendment represent good land use planning, support the efficient and sustainable growth of the City of Clarence-Rockland, and are consistent with the policies and objectives of the Provincial Planning Statement, 2024

4.2 UNITED COUNTIES OF PRESCOTT AND RUSSELL OFFICIAL PLAN

The United Counties of Prescott and Russell Official Plan (UCPR OP) provides the upper-tier policy framework for growth management, housing, infrastructure, environmental protection, and land use planning within the Counties. The Official Plan directs growth to Settlement Areas and encourages the efficient use of land, infrastructure, and public service facilities while supporting a range and mix of housing options to meet current and future needs.

The subject lands are designated Urban Policy Area on Schedule A of the UCPR Official Plan. Urban Policy Areas are intended to accommodate the majority of residential, commercial, institutional, and employment growth within the Counties and are supported by municipal water and wastewater services. The proposed Official Plan Amendment and Zoning By-law Amendment will facilitate the development of approximately 74-unit on a fully serviced property located within the urban boundary of the City of Clarence-Rockland.

The following analysis demonstrates that the proposed amendments are consistent with the applicable policies of the UCPR Official Plan.



Consistency with Section 2.2.1 – Settlement Areas

The proposal meets the intent of Section 2.2.1 in the following ways:

Directing Growth to Settlement Areas

- The subject lands are located within the Urban Policy Area where the UCPR Official Plan directs the majority of future growth and development.
- The proposal accommodates new residential growth within the existing urban boundary and avoids the need for settlement area expansion.
- The development represents an efficient use of lands already designated and planned for urban development.

Efficient Use of Existing Infrastructure

- The property is serviced by municipal water and wastewater services will be provided. The land is located within an area planned for urban growth.
- The proposal utilizes existing and planned infrastructure investments, including municipal roads, water, sanitary sewer, and stormwater infrastructure.
- The extension of Roger Street will improve connectivity within the urban area and support the logical expansion of the municipal road network.

Promoting Compact Development

- The proposed townhouse development introduces a compact built form that makes efficient use of urban land while remaining compatible with surrounding residential development.
- The development supports the creation of a complete community by providing additional housing opportunities within proximity to existing services, parks, schools, and commercial areas.

Consistency with Section 2.3.3 – Residential Policies

The proposed development is consistent with the Residential Policies of the UCPR Official Plan for the following reasons:

Providing an Adequate Supply of Residential Land

- The proposal contributes to the supply of residential units within the Urban Policy Area and assists in accommodating projected population growth.
- The development introduces 74 new dwelling units within the existing urban boundary without requiring the extension of municipal services beyond the settlement area.



Providing a Range and Mix of Housing Options

- The proposed townhouse development provides an important housing form that bridges the gap between low-density single detached dwellings and higher-density apartment developments.
- The project contributes to housing choice by providing ground-oriented medium-density housing suitable for families, young professionals, and downsizing households.
- The proposal supports Provincial and County objectives related to increasing housing supply and housing diversity.

Efficient Use of Municipal Services

- The site is fully serviced and capable of accommodating additional residential development.
- Technical studies completed in support of the application demonstrate that the proposed development can be appropriately serviced through municipal infrastructure.
- The development supports the efficient use of public investments in infrastructure and municipal services.

Supporting Housing Affordability and Housing Supply

- Townhouse developments typically provide more attainable housing options than traditional single detached dwellings.
- By increasing the supply of housing within the City of Clarence-Rockland, the proposal contributes to broader housing affordability and housing availability objectives.

Section 3.5.2(f) – Development and activities in known deposits of mineral aggregate resources and on adjacent lands will only be permitted if it can be demonstrated that the development will not preclude or hinder future resource extraction or access to the resource. However, this policy specifically states that it does not apply to lands within Urban Settlement Areas

A portion of the subject lands falls within the mapped influence area associated with a former mineral aggregate resource operation identified on Schedule B of the United Counties of Prescott and Russell Official Plan. The subject lands are not located within an active extraction area and are situated within the Urban Policy Area of the City of Clarence-Rockland where residential growth is intended to occur. Furthermore, the proposed development is supported by a Geotechnical Investigation, Phase I Environmental Site Assessment, and other technical studies which demonstrate that the lands are suitable for residential development. As the subject property is located within



the urban settlement area and designated for urban growth, the proposed development will not preclude future resource extraction activities and is consistent with the long-term planning objectives of both the UCPR Official Plan and the City of Clarence-Rockland Official Plan.

Growth Management and Intensification

The proposed development supports the growth management objectives of the UCPR Official Plan by directing residential growth to a designated Urban Policy Area and promoting the efficient use of land and infrastructure. The proposal represents an appropriate form of residential intensification within the urban boundary while maintaining compatibility with surrounding residential uses.

Although the subject lands are currently designated Low Density Residential within the City of Clarence-Rockland Official Plan, the proposed density of approximately 13.1 units per hectare remains modest and is significantly below the density thresholds commonly associated with medium-density residential development. The proposal therefore represents a logical transition between existing low-density residential neighbourhoods and future urban development opportunities along the County Road 17 corridor.

Environmental Protection

The proposed development has been informed by several technical studies, including an Environmental Impact Study, Geotechnical Investigation, Noise Study, Odour Impact Assessment, Phase One Environmental Site Assessment, and Servicing and Stormwater Management Report.

The development concept has been revised in response to the recommendations contained within these studies. As a result, development has been confined to the southerly portion of the property while the environmentally constrained lands located adjacent to the Ottawa River corridor will remain undeveloped. This approach ensures that environmental features and associated ecological functions are appropriately considered and protected.

Conclusion

The proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the intent and objectives of the United Counties of Prescott and Russell Official Plan.

The proposal directs growth to a designated Urban Policy Area, contributes to housing supply and housing diversity, promotes the efficient use of municipal infrastructure, supports compact and sustainable development patterns, and respects the environmental constraints present on the site. The development represents an appropriate and logical



form of urban growth within the settlement area and supports the long-term planning objectives of both the Counties and the City of Clarence-Rockland.

4.3 CITY OF CLARENCE-ROCKLAND OFFICIAL PLAN

The subject lands are designated Low Density Residential within the City of Clarence-Rockland Official Plan. The proposed development consists of approximately 74-unit development on approximately 5.67 hectares of land and requires an Official Plan Amendment to redesignate the lands from Low Density Residential to Medium Density Residential, as well as a Zoning By-law Amendment to rezone the property from R1-h and R1-h-FP to R3 and R3-FP.

Low Density Residential Designation – Section 5.6.2

The Low Density Residential designation permits a variety of low-density housing forms and specifically recognizes that Medium Density Residential development may be permitted in accordance with Section 5.6.3 of the Official Plan.

The proposed development is located within the urban boundary, will be fully serviced by municipal water and sanitary services, and represents an efficient use of land and existing and planned infrastructure. The current development concept contemplates approximately 74 townhouse dwelling units; however, the final housing mix and unit count may evolve as the project advances through the planning and design process in response to market conditions.

Consistent with the Official Plan definition of a net hectare, the proposed net residential density has been calculated using only the lands intended for residential development, excluding public roads, road rights-of-way, and lands to be dedicated to the Municipality or another public agency. Based on a net residential development area of approximately 3.12 hectares, the current concept results in a net residential density of approximately 23.7 dwelling units per net hectare.

The proposed development represents an appropriate form of medium-density residential development that supports the efficient use of land and municipal infrastructure while contributing to the City's housing objectives and providing a broader range of housing opportunities within the urban area.

Medium Density Residential Designation – Section 5.6.3

Section 5.6.3 identifies townhouses, back-to-back townhouses, stacked dwellings, and low-rise apartment buildings as appropriate forms of Medium Density Residential development.



The Official Plan identifies townhouse developments as a form of medium-density residential development and contemplates densities generally ranging from 35 to 55 dwelling units per net hectare. The current development concept results in a net residential density of approximately 23.7 dwelling units per net hectare.

As the concept plan is preliminary and intended to establish the overall land use framework, the final housing mix, built form, and unit count may evolve through the detailed design process and in response to market conditions. Accordingly, the proposed Official Plan Amendment and Zoning By-law Amendment are intended to provide flexibility for an appropriate range of medium-density residential uses while maintaining compatibility with the surrounding community and supporting the efficient use of municipal infrastructure. The proposal therefore represents a low-intensity form of medium-density housing that provides an appropriate transition between existing residential development and future urban growth opportunities while contributing to the City's housing supply objectives.

Interpretation of Section 5.6.2.2(4)

Section 5.6.2.2(4) permits Council to amend the Zoning By-law to allow Medium Density Residential development within the Low Density Residential designation without requiring an Official Plan Amendment where certain criteria are met.

Specifically, the policy provides that:

- buildings shall not exceed four storeys;
- development shall not exceed 45 units per net hectare;
- sites with frontage or direct access to a collector road shall not exceed 12 units; and
- sites without frontage or direct access to a collector road shall not exceed 8 units.

The proposed development satisfies the maximum density requirement of 45 units per hectare by a significant margin, as the proposal achieves a density of 23.7 units per hectare. However, the proposal exceeds the 12-unit threshold applicable to sites with frontage on a collector road.

While the City may reasonably conclude that an Official Plan Amendment is required based on a literal interpretation of this policy, the relationship between the density threshold and the unit cap is not entirely clear when applied to larger development parcels.

The policy permits Medium Density Residential uses identified in Section 5.6.3.1.1, including townhouse developments. However, the same policy limits development to a maximum of 12 units on a collector road regardless of site size. On larger urban parcels,



the practical effect of the 12-unit limitation is to render the 45 units per hectare density threshold largely irrelevant.

For example, applying a maximum of 12 units to the subject lands would result in a density of approximately 2.1 units per hectare, which is substantially lower than both the Medium Density Residential density range contemplated by the Official Plan and the densities generally associated with efficient urban development.

5.6.3.2 – Medium Density Residential Policies

The proposed Official Plan Amendment redesignates the subject lands to Medium Density Residential to provide flexibility for a range of medium-density housing forms that may respond to future housing needs and market conditions. While the current concept plan illustrates approximately 74 units, the proposed designation is intended to accommodate other medium-density residential forms permitted by the Official Plan, including low-rise apartment buildings, subject to the appropriate planning approvals.

Policy 5.6.3.2(3) states that, when considering medium-density residential development, Council shall consider matters such as compatibility, parking, vehicular and pedestrian movement, municipal servicing, safety, noise, and the results of public consultation. The policy further recognizes that row housing and other ground-oriented housing are generally more appropriate on local streets than housing that is not ground-oriented.

The current concept, consisting primarily of townhouse dwellings, clearly satisfies this policy objective by providing ground-oriented dwelling units with direct access at grade, creating an attractive streetscape that is compatible with the surrounding neighbourhood.

Should the final development concept include a low-rise apartment building, the intent of this policy can still be achieved through appropriate site and building design. A low-rise apartment building can provide a ground-oriented built form by incorporating features such as principal entrances facing the public street, direct pedestrian connections from the public sidewalk, active building frontages, individual at-grade unit entrances where appropriate, generous landscaping, and a human-scaled architectural design that contributes positively to the public realm. Accordingly, the proposed Official Plan Amendment does not predetermine a specific housing form but instead establishes a planning framework that allows future medium-density residential development to be evaluated through the zoning and site plan approval processes to ensure conformity with the design objectives of the Official Plan.

Regardless of the ultimate housing form, the proposed development will be subject to detailed review through the zoning and site plan approval processes, where matters such as compatibility, parking, access, pedestrian circulation, servicing, landscaping, urban



design, and site layout will be addressed to ensure compliance with the policies of the Official Plan.

Active Transportation Policies

The proposed development supports the active transportation objectives of the City of Clarence-Rockland Official Plan. Sections 7.12 and 7.13 of the Official Plan encourage the development of pedestrian and cycling infrastructure and seek to reduce reliance on the automobile by establishing safe and convenient connections between residential neighbourhoods, commercial areas, schools, parks, and community facilities.

The subject property is located adjacent to planned active transportation corridors identified by the City, including a future pedestrian pathway and cycling route located north of the development area. During the pre-consultation process, the City also identified the need to accommodate a future east-west trail connection along the northern edge of the development, which will be further refined through the Draft Plan of Subdivision process.

The proposed development represents an opportunity to expand the City's active transportation network by providing future connections between the new residential neighbourhood, County Road 17, Roger Street, and the broader active transportation system. The location of the development within the urban settlement area promotes opportunities for walking and cycling and supports the City's objective of creating a connected, pedestrian-friendly community.

Should the City require the dedication of a trail corridor or active transportation block as part of the future subdivision approval process, consideration should be given to recognizing such lands as contributing toward the parkland dedication requirements of the Planning Act. Given the recreational and public use function of the proposed corridor, the dedication would provide a community benefit while advancing the City's active transportation objectives.

Accordingly, the proposal is consistent with the intent of Sections 7.12 and 7.13 of the Official Plan by supporting the long-term development of active transportation infrastructure and facilitating future pedestrian and cycling connections within the City of Clarence-Rockland.



Figure 6: Active transportation “Schedule B” of the City of Clarence Official plan (source a la carte UCPR)



Planning Considerations

The proposed development consists of 74 townhouse units on a fully serviced urban parcel located within the settlement area and fronting onto a major transportation corridor. The proposal:

- utilizes existing and planned municipal infrastructure;
- contributes to the City's housing supply;
- provides a ground-oriented medium-density housing option;
- supports compact and efficient development patterns;
- remains significantly below the density thresholds contemplated for Medium Density Residential development;
- preserves environmentally constrained lands located on the northern portion of the property; and
- supports Provincial and County objectives respecting housing supply and intensification.

It is also noteworthy that the current Official Plan predates several significant Provincial housing initiatives intended to facilitate the development of a broader range of housing forms and reduce planning barriers within settlement areas. In this context, the requirement for an Official Plan Amendment arises primarily from the existing policy framework rather than from any concern regarding the appropriateness of the proposed density, built form, servicing capacity, or compatibility with surrounding development.

Conclusion

The proposed redesignation of the subject lands from Low Density Residential to Medium Density Residential is appropriate, represents good planning, and is consistent with the overall intent of the City of Clarence-Rockland Official Plan. The amendment will facilitate the development of a compact and efficient residential community within the urban boundary, making effective use of existing and planned municipal infrastructure while contributing to the City's long-term housing objectives.

The proposed Official Plan Amendment is intended to provide flexibility for a range of medium-density residential housing forms that can respond to future market demands and evolving community needs. Although the current development concept illustrates approximately 74 townhouse dwelling units, the final housing mix, built form, and unit count may evolve through the detailed planning and design process, provided the development remains consistent with the policies of the Official Plan and the implementing Zoning By-law.

Based on the current concept plan, the proposed development achieves a net residential density of approximately 23.7 dwelling units per net hectare, calculated in accordance with the Official Plan definition of net residential density. While this density is below the range generally associated with townhouse development in the Medium Density Residential designation, it nonetheless represents an appropriate transition from the surrounding low-density neighbourhood, provides opportunities for residential intensification, and establishes a flexible planning framework that can accommodate additional medium-density housing forms over time.

The proposed redesignation supports Provincial, County, and Municipal planning objectives by promoting a more diverse housing supply, encouraging efficient land use patterns, and providing opportunities for future residential growth within a fully serviced settlement area. It is therefore concluded that the proposed Official Plan Amendment is appropriate, represents good planning, and is in the public interest.



5.0 ZONING BY-LAW

The subject lands are currently zoned Residential One Holding (R1-h) and Residential One Holding Floodplain (R1-h-FP) under the City of Clarence-Rockland Zoning By-law. The purpose of the proposed Zoning By-law Amendment is to rezone from Residential First Density – General Holding (R1-H) and Residential First Density – General Holding with a Flood Plain Overlay (R1-H-FP) to Residential Third Density (R3), Residential Third Density with a Flood Plain Overlay (R3-FP), Residential Third Density Holding (R3-H74), and Residential Third Density Holding with a Flood Plain Overlay (R3-H74-FP).

The final application of the Holding (H) symbol will be determined in consultation with the City and will remain on those portions of the site where conditions must be satisfied prior to development. Where appropriate, portions of the site may be zoned R3 without a Holding provision where the Municipality is satisfied that the applicable development requirements have been met

The proposed townhouse development has been designed in accordance with the performance standards of the R3 Zone. The concept plan demonstrates that the proposed development can comply with the applicable zoning provisions governing townhouse dwellings while providing an efficient and attractive residential development pattern.

Compliance with the Residential Third Density (R3) Zone

The Residential Third Density (R3) Zone is intended to accommodate a variety of medium-density residential forms, including townhouse dwellings. The proposed development is consistent with the intent of the R3 Zone as it provides a ground-oriented housing form that contributes to housing diversity and supports the efficient use of urban land and municipal services.

A review of the applicable R3 Zone provisions demonstrates that the proposed development complies with the zoning requirements as summarized below:

Provision	Required	Provided for TH
Minimum Front Yard Setback	6.0 m	6.3 m to 6.5m
Minimum Rear Yard Setback	7.5 m	Exceed 7.5 m
Minimum Exterior Side Yard Setback	3.5 m	Exceed 3.5m
Minimum Interior Side Yard Setback	1.5 m	1.5 m
Minimum Lot Area	185.0 m ² per dwelling unit	186.8 m ² per dwelling unit



Minimum Lot Frontage	5.5 m per dwelling unit	6.2 m per dwelling unit
Minimum Separation Distance Between Buildings Containing Dwelling Units	3.0 m	3.1 m
Maximum Building Height	12.0 m	6.0 m
Minimum Landscaping Coverage	30%	60%

As demonstrated above, the proposed townhouse development complies with all applicable performance standards of the R3 Zone.

Residential Third Density Floodplain (R3-FP) Zone

The proposed Zoning By-law Amendment includes the rezoning of the floodplain portion of the property from R1-H-FP to R3-FP. Although no development is proposed within the floodplain lands, applying the R3-FP Zone maintains consistency with the overall zoning framework for the property while retaining the Flood Plain Overlay (FP). The Flood Plain Overlay already regulates the use of lands within the regulatory floodplain by limiting permitted uses to those specifically identified in the Zoning By-law, such as agricultural and conservation uses (excluding buildings), flood and erosion control works, forestry operations (excluding buildings), parks, marinas, parking lots, public infrastructure and other similar low-impact uses. As a result, the Flood Plain Overlay continues to prohibit development within the floodplain, rendering an additional Holding (H) provision unnecessary for these lands.

The primary development constraint affecting these lands is the floodplain designation rather than the underlying residential zone category. The floodplain provisions will continue to apply regardless of whether the underlying zone is R1 or R3 and will continue to regulate and restrict development within the flood-prone areas of the property.

As a result, changing the underlying zoning from R1-H-FP to R3-FP does not create additional development rights within the floodplain lands. Rather, it ensures that the zoning framework remains consistent with the proposed Medium Density Residential designation and avoids the creation of an unnecessary internal zoning boundary across a single comprehensively planned development parcel.

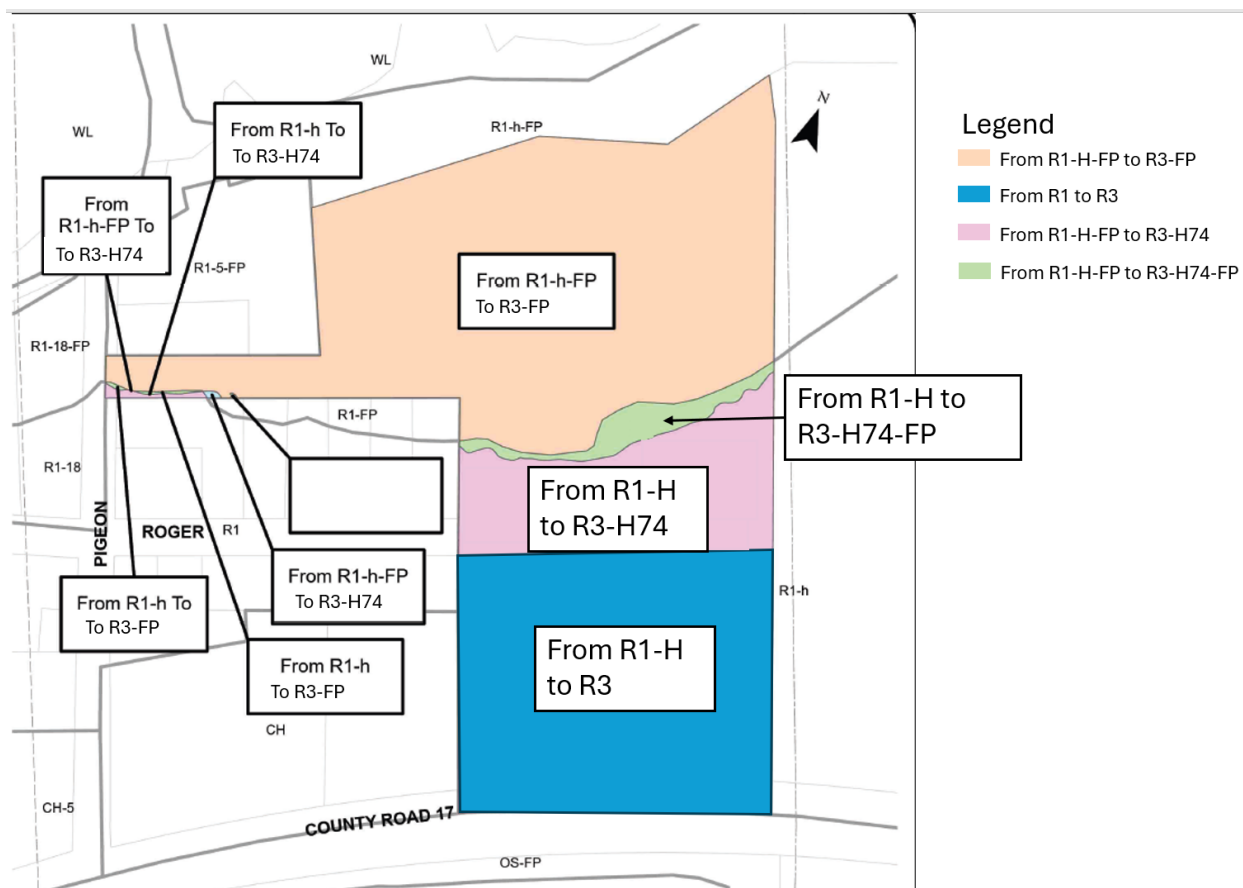
The application of the R3-FP Zone also provides a clearer and more logical zoning structure by recognizing that the property forms part of a unified development concept while maintaining the environmental and floodplain protections established through the floodplain overlay. Accordingly, the proposed R3-FP designation represents a logical extension of the proposed R3 Zone and does not alter the regulatory constraints applicable to the floodplain lands.



Furthermore, the use of a consistent R3/R3-FP zoning framework will simplify future zoning administration, interpretation, and mapping by ensuring that the distinction between developable and non-developable lands is governed by the floodplain overlay rather than by multiple underlying residential zone categories.

The proposed zoning by-law amendment is un appendix 1 of this report.

Map: Proposed Zoning amendment (source JLR).



Holding (H) Provision

The proposed Zoning By-law Amendment includes the application of the Holding (H) symbol to those portions of the subject lands where development remains contingent upon the completion of floodplain modifications and confirmation from the South Nation Conservation Authority (SNCA) that the applicable lands are suitable for development. Where appropriate, portions of the site that are no longer subject to these constraints may be zoned R3 without a Holding provision.

The Holding (H) provision is intended to ensure that development does not proceed until the regulatory floodplain affecting the applicable lands has been appropriately addressed.

Accordingly, the Holding (H) symbol may only be removed once the City has received written confirmation from the South Nation Conservation Authority that either:

- the applicable lands are no longer subject to the regulatory floodplain; or
- The City has received written confirmation from the South Nation Conservation Authority that the approved works have been completed in accordance with the permit issued under Ontario Regulation 41/24 and that the applicable lands are no longer subject to the regulatory floodplain.

The proposed Holding (H) provision establishes a clear, objective, and measurable mechanism for the future removal of the Holding symbol. The condition is directly related to the environmental constraint affecting the property and provides certainty to both the Municipality and the landowner by linking the removal of the Holding (H) symbol to written confirmation from the South Nation Conservation Authority.

The Holding (H) symbol may be removed from all or a portion of the lands where the prescribed condition has been satisfied, thereby providing flexibility for phased development while ensuring that development proceeds only on lands that have been confirmed as suitable for development.

In support of the proposed Official Plan and Zoning By-law Amendments, numerous technical studies have been completed, including:

- Environmental Impact Study;
- Geotechnical Investigation;
- Noise Control Study;
- Odour Impact Assessment;
- Phase One Environmental Site Assessment; and
- Conceptual Servicing and Stormwater Management Report.

The concept plan has been prepared having regard to the recommendations of these supporting studies, which demonstrate that the lands can be appropriately developed and serviced while addressing environmental, geotechnical, servicing, transportation, and land use compatibility considerations. These studies provide the technical foundation for the proposed planning framework, while the Holding (H) provision ensures that development on lands affected by the regulatory floodplain will not proceed until the applicable floodplain requirements have been satisfied.

Accordingly, the proposed Holding (H) provision represents an appropriate implementation tool under Section 36 of the *Planning Act*. It does not prohibit the future



development of the property; rather, it establishes a transparent and objective process to ensure that development proceeds only after the floodplain constraints have been appropriately addressed.

Conclusion

The proposed Zoning By-law Amendment is appropriate as it implements the proposed Medium Density Residential designation while providing a flexible zoning framework that accommodates a range of medium-density residential housing forms. The proposed zoning permits the site to evolve through the detailed design process and respond to future market conditions, while ensuring that all future development remains subject to the applicable zoning standards, the Flood Plain Overlay provisions where applicable, and the Holding (H) provisions until the prescribed conditions for their removal have been satisfied.

The proposed zoning framework maintains the Holding (H) symbol on those portions of the site where additional municipal conditions must be satisfied prior to development, while recognizing that portions of the site may be developed once all applicable requirements have been addressed. The proposed **R3-FP** zoning continues to protect the environmentally constrained floodplain lands, and the floodplain provisions of the Zoning By-law will remain in effect regardless of the underlying residential zone.

The proposed amendment establishes an appropriate and logical zoning framework that supports the comprehensive planning of the property, promotes the efficient use of serviced urban land, and provides the flexibility necessary to accommodate future medium-density residential development in a manner consistent with the City's Official Plan and long-term growth objectives.

6.0 SUPPORTING TECHNICAL STUDIES

As part of the Official Plan Amendment and Zoning By-law Amendment applications, the City of Clarence-Rockland identified several technical studies and reports that were required to support a complete application and evaluate the suitability of the lands for the proposed development.

The following studies were completed in support of the applications:

- Conceptual Site Servicing and Stormwater Management Report;
- Geotechnical Investigation;
- Archaeological Assessment (if required);
- Environmental Impact Study (EIS);
- Noise Control Study;



- Phase One Environmental Site Assessment (ESA);
- Odour Impact Assessment;
- Traffic Impact Assessment.

The purpose of these studies was to assess the site's environmental, transportation, servicing, geotechnical, and land use planning constraints and to identify any measures required to ensure that the proposed development can proceed in an appropriate and sustainable manner.

The development concept has been refined and revised throughout the design process to reflect the recommendations contained within these technical reports. As a result, the current concept plan represents a consolidated development approach that integrates the recommendations of all supporting studies and demonstrates that the lands can be developed in a manner that is compatible with surrounding uses, adequately serviced, and respectful of environmental constraints.

Environmental Impact Study (EIS)

An Environmental Impact Study (EIS) was prepared by GEMTEC Consulting Engineers and Scientists Limited in support of the proposed development. The study included a desktop review, field investigations, ecological land classification, wetland assessment, tree inventory, wildlife habitat assessment, and a review of species at risk and natural heritage features.

The EIS identified several natural heritage features within or adjacent to the property, including local wetlands, the Rockland Marsh Provincially Significant Wetland (PSW), fish habitat associated with the Ottawa River, and a number of candidate significant wildlife habitats. No confirmed Significant Wildlife Habitat was identified on the subject lands. The study also determined that several species at risk have the potential to occur within the broader study area; however, no significant impacts to these species are anticipated as a result of the proposed development.

The findings of the EIS influenced the design of the proposed development concept. The development footprint was limited to the southerly portion of the property, while the environmentally constrained lands located along the Ottawa River corridor and

associated wetland areas are proposed to remain undeveloped. The northern portion of the property, which contains local wetlands, woodland habitat, floodplain lands, and associated ecological functions, has been excluded from the development area.

The study concluded that any potential impacts to natural heritage features can be effectively mitigated through the implementation of appropriate setbacks, environmental protection measures, construction controls, stormwater management practices, and



species protection measures. Recommendations include maintaining ecological buffers adjacent to wetland features, implementing erosion and sediment control measures, installing wildlife exclusion fencing during construction, protecting significant trees where feasible, and adhering to vegetation clearing restrictions during bird nesting periods.

The EIS concludes that the proposed development is consistent with the natural heritage policies of the Provincial Planning Statement and the United Counties of Prescott and Russell Official Plan and that no negative impacts to identified natural heritage features or their ecological functions are anticipated, provided that the recommended mitigation measures are implemented.

Accordingly, the proposed development has been designed to respect the environmental constraints identified through the EIS while directing growth to the developable portion of the property within the Urban Area. The resulting development concept achieves an appropriate balance between environmental protection and residential intensification objectives.

Geotechnical Investigation and slope stability analysis

A Geotechnical Investigation was prepared by Paterson Group Inc. in support of the proposed residential development. The investigation included borehole drilling, soil sampling, groundwater monitoring, laboratory testing, and a slope stability assessment to evaluate the site's suitability for development and identify any geotechnical constraints.

The investigation determined that the subject lands generally consist of topsoil overlying silty sand and stiff to very stiff silty clay deposits. Groundwater was encountered at varying depths across the site and bedrock was not encountered during the investigation. The subsurface conditions are considered suitable to support the proposed development using conventional shallow foundation systems.

Paterson concluded that the property is suitable for the proposed residential development from a geotechnical perspective. The report recommends that buildings be founded on conventional spread footings bearing on competent native soils or approved engineered fill. Standard site grading, servicing, and pavement construction techniques can be implemented subject to the recommendations contained within the report.

Given the presence of silty clay deposits across portions of the site, the report recommends that site grading be carefully controlled to limit long-term settlement and that any engineered fill be properly placed and compacted. Recommendations were also provided regarding foundation drainage, frost protection, pavement design, groundwater management, and construction practices.

A detailed slope stability assessment was completed for the slope located along the northern portion of the property adjacent to the Ottawa River corridor. The assessment



concluded that the slope is generally stable, provided that development is setback appropriately from the top of slope. Paterson recommends a minimum setback of 6.0 metres in the eastern portion of the site and advises that significant grade alterations be avoided in proximity to the slope under existing conditions. The report also recognizes that slope stabilization measures, including regrading, engineered retaining structures, drainage improvements, and other stabilization techniques, may be implemented as part of the detailed design process to manage slope stability considerations and potentially reduce development constraints, subject to further engineering review and approval. The proposed development concept has been designed to respect the current recommendations by maintaining appropriate separation from the top of slope and retaining the environmentally constrained lands in the northern portion of the property in an undeveloped state.

The Geotechnical Investigation concludes that the proposed residential development can proceed subject to the implementation of the recommended geotechnical design and construction measures. Accordingly, the proposed development has been designed in a manner that addresses the site's geotechnical constraints while ensuring the long-term stability and functionality of the proposed buildings, infrastructure, and road network.

Conceptual Site Servicing and Stormwater Management Report

A Conceptual Servicing and Stormwater Management Report was prepared by Robinson Land Development in support of the proposed Official Plan Amendment and Zoning By-law Amendment applications. The purpose of the report was to evaluate the feasibility of providing municipal water, sanitary sewer, and stormwater services to the proposed development and to identify any infrastructure or stormwater management requirements associated with the project.

It should be noted that the Conceptual Servicing and Stormwater Management Report was prepared to support the Official Plan Amendment and Zoning By-law Amendment applications and to demonstrate the feasibility of servicing the proposed development. Following the review of the conceptual report by the City of Clarence-Rockland and other applicable agencies, a detailed Site Servicing and Stormwater Management Report will be prepared as part of the future Draft Plan of Subdivision application. The detailed design stage will further refine the servicing strategy, stormwater management infrastructure, road profiles, grading design, utility coordination, and other engineering components required to support the development and obtain the necessary subdivision approvals.

The report confirms that the subject property is located within the City's urban settlement area and was previously identified within the City's long-term servicing planning framework. Although the property has a total area of approximately 7.2 hectares, a significant portion of the lands located north of the proposed development area are



constrained by the Ottawa River floodplain and are not intended for development. As a result, the proposed development has been concentrated within the developable southern portion of the property. The conceptual plan includes the extension of Roger Street, a new internal public street network, and 74 townhouse dwelling units.

Water Servicing

The report concludes that the proposed development can be adequately serviced by the existing municipal water distribution system. Water service is proposed through connections to the existing 200 mm municipal watermain that crosses the property and extends from Roger Street. The report identifies this watermain as the preferred source of municipal water servicing for the development. The legal status and registration of any easements associated with the existing infrastructure will be confirmed as part of the detailed design and subdivision approval process. The analysis confirms that adequate domestic water supply and fire protection can be provided to support the proposed

development, subject to the detailed design requirements identified in the report.

Sanitary Servicing

The report evaluated several potential sanitary servicing alternatives and concluded that the preferred servicing solution consists of extending the municipal sanitary sewer system westward from Rue Industrielle along the north side of County Road 17 to service the proposed development. This option was identified as the preferred alternative because it avoids crossing County Road 17, minimizes impacts to environmentally sensitive areas, and provides the most practical and cost-effective servicing solution. Alternative routing options through the Provincially Significant Wetland, the existing watermain easement, or by directional drilling beneath County Road 17 were reviewed and determined to be less desirable due to environmental, constructability, operational, and cost considerations.

The report further confirms that the proposed development is consistent with the wastewater allocation previously identified within the City's Wastewater Master Plan. The Master Plan allocated servicing capacity for approximately 84 residential units and a population equivalent of 226 persons for the subject lands. The proposed 74-unit townhouse development generates a projected sanitary design flow that remains below

the capacity previously allocated to the site, confirming that the downstream municipal sanitary infrastructure can accommodate the proposed development without requiring major upgrades.



Stormwater Management

The report demonstrates that stormwater management requirements can be achieved through a combination of minor and major drainage systems, underground storage facilities, storm sewer infrastructure, and water quality treatment measures.

Given the limited developable area and environmental constraints associated with the site, a traditional stormwater management pond was determined to be undesirable. Instead, the preferred stormwater management strategy consists of underground stormwater storage systems located within the municipal right-of-way. These systems will provide the required quantity control while preserving developable land and minimizing impacts to surrounding environmental features. Stormwater discharge rates will be controlled through inline flow control structures to ensure that post-development runoff rates do not exceed pre-development conditions for both the 5-year and 100-year storm events.

The report also recommends enhanced stormwater quality treatment through the installation of oil-grit separators prior to discharge from the site. Stormwater runoff will ultimately be directed to approved outlets leading to the Ottawa River floodplain and the County Road 17 drainage system while maintaining pre-development flow conditions.

Development Concept

The recommendations of the Conceptual Servicing and Stormwater Management Report directly influenced the development concept. The road network, lot layout, emergency access connection, servicing corridors, stormwater infrastructure, and floodplain interface were all designed in accordance with the servicing recommendations identified through the study. The report concludes that the proposed 74-unit townhouse development can be adequately serviced by municipal infrastructure and that stormwater management objectives can be achieved in accordance with municipal, provincial, and conservation authority requirements.

Traffic Impact Assessment

A Traffic Impact Study (TIS) was prepared by Castleglenn Consultants in support of the proposed Official Plan Amendment and Zoning By-law Amendment applications. The purpose of the study was to evaluate the transportation impacts associated with the proposed residential development and determine whether the existing road network can accommodate future traffic generated by the project. The study reviewed existing traffic conditions, projected future traffic volumes, intersection operations, access requirements, and potential transportation improvements within the surrounding road network.



The study area focused on the County Road 17 corridor and surrounding intersections, including Pigeon Street, Roger Street, Edwards Street, and Rue Industrielle. Existing traffic counts were collected and analyzed to establish baseline conditions and identify any existing operational constraints within the transportation network. The analysis confirmed that portions of the County Road 17 corridor currently experience congestion during the afternoon peak period, particularly at the signalized intersections of Edwards

Street and Rue Industrielle and due to the transition from a four-lane to a two-lane cross-section along County Road 17. These existing conditions are largely independent of the proposed development.

The original development concept evaluated through the TIS consisted of 98 residential units, including townhouse dwellings and apartment units. Since completion of the study, the development concept has been revised and reduced to 74 townhouse dwelling units. As a result, the traffic generation associated with the current proposal is expected to be lower than the traffic volumes evaluated in the TIS, providing an additional margin of capacity within the transportation network.

The TIS concluded that the proposed development can be adequately accommodated on the surrounding road network. Access to the site is proposed through the extension of

Roger Street, connecting to Pigeon Street and ultimately to County Road 17. Forecast traffic volumes were evaluated for the anticipated build-out year and a future horizon year, taking into consideration background growth and other planned developments within the area. The analysis demonstrated that the surrounding road network can continue to operate acceptably with the addition of traffic generated by the proposed development.

The study identified several transportation improvements that may further enhance the operation of the County Road 17 corridor over the long term. These include signal timing adjustments at adjacent intersections and the potential future implementation of a dedicated eastbound left-turn lane at the County Road 17 and Pigeon Street intersection. The TIS determined that these improvements are not directly required as a result of the proposed development alone but would assist in addressing broader corridor-wide traffic conditions.

The study also reviewed active transportation opportunities within the area. While pedestrian and cycling infrastructure is currently limited, the City's transportation planning documents identify future multi-use pathways along the County Road 17 corridor, Pigeon Street, and Roger Street. The proposed development has been designed in a manner that will allow future integration with these planned active transportation connections, supporting long-term transportation objectives for the area.



In addition, the TIS confirmed the need for a secondary emergency access in accordance with applicable emergency access standards once development thresholds are reached. The concept plan incorporates a secondary emergency access connection to County Road 17, ensuring that emergency services can continue to safely access the development while maintaining the integrity of the local road network.

The findings and recommendations of the Traffic Impact Study have been incorporated into the development concept. The proposed road network, access configuration, emergency access connection, and future transportation considerations have all been designed in accordance with the recommendations of the study. Accordingly, the TIS concludes that the proposed residential development can be accommodated on the existing and planned transportation network and that no significant adverse transportation impacts are anticipated.

Given that the current proposal has been reduced from the 98-unit concept evaluated in the TIS to 74 townhouse dwelling units, the traffic impacts associated with the proposed development are expected to be materially lower than those assessed in the study. Therefore, the conclusions of the TIS remain valid and conservative, and the transportation impacts of the current proposal are anticipated to be less than those originally forecast.

Prior to the submission of the Official Plan Amendment and Zoning By-law Amendment applications, the applicant and consulting team undertook extensive discussions with the United Counties of Prescott and Russell (UCPR) regarding transportation matters associated with the proposed development.

Although the formal review of the Traffic Impact Study will occur as part of the future Draft Plan of Subdivision application process, UCPR staff reviewed preliminary transportation information and provided detailed written comments regarding the proposed development. In addition, the applicant's transportation consultant prepared a response to the comments received, and meetings were held with UCPR staff, the developer, and the consulting team to discuss transportation considerations and identify a path forward for the preparation of the Traffic Impact Study.

The final Traffic Impact Study submitted in support of this application has been prepared having regard to the comments and concerns identified by UCPR staff through this consultation process. It is understood that the Counties will undertake a comprehensive review of the completed Traffic Impact Study as part of the formal development review process and will determine at that time whether any transportation improvements are required to support the proposed development.



The applicant appreciates the efforts undertaken by UCPR staff during the pre-consultation process, which provided valuable guidance in the preparation of the supporting transportation analysis.

Other considerations

The transportation planning context for the subject lands should also be considered within the broader County Road 17 corridor planning framework. As part of the Highway 174 / County Road 17 Class Environmental Assessment completed in 2016, the United Counties of Prescott and Russell identified future transportation improvements in the vicinity of the Pigeon Street and County Road 17 intersection, including intersection upgrades, signalization, active transportation facilities, and corridor widening works. The identification of these improvements predates the current development application and demonstrates that transportation improvements within this corridor were anticipated as part of the long-term transportation planning strategy for the area.

Accordingly, while the proposed development will contribute traffic to the transportation network, the need for future corridor improvements should be considered within the broader context of planned regional growth, existing transportation deficiencies, and long-term transportation objectives identified by the Counties. The Traffic Impact Study confirms that the proposed development can be accommodated within the transportation network and that any future improvements should be evaluated in consideration of the cumulative growth anticipated within the surrounding area.

Noise Control Study

A Noise Control Study was prepared by Paterson Group to assess the potential impacts of environmental noise on the proposed residential development. The study was completed in accordance with the Ontario Ministry of the Environment, Conservation and Parks (MECP) NPC-300 Guidelines and the City of Ottawa Environmental Noise Control Guidelines. The purpose of the study was to evaluate existing and future noise levels affecting the site and identify any mitigation measures required to ensure compliance with applicable provincial standards.

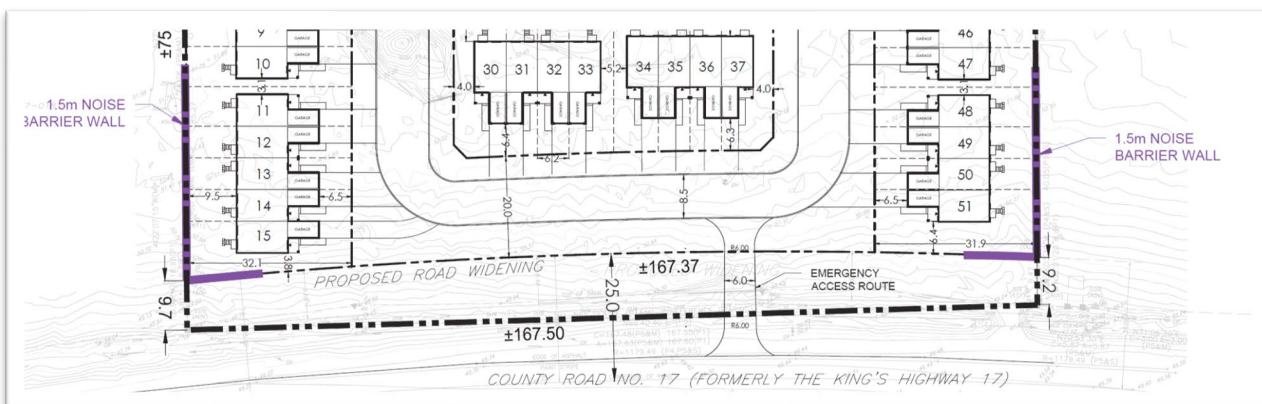
The study identified County Road 17 as the primary source of environmental noise affecting the proposed development. Noise modelling was undertaken for representative dwelling units and outdoor amenity areas throughout the site using accepted transportation noise prediction methodologies.

The assessment determined that noise levels at certain dwelling façades and outdoor amenity areas would exceed the applicable guideline thresholds if no mitigation measures were implemented. As a result, Paterson evaluated various mitigation options, including building orientation and the installation of acoustic barriers.



The study concluded that acceptable outdoor living area noise levels can be achieved through the implementation of appropriate building orientation and the construction of 1.5-metre-high acoustic barriers adjacent to the portions of the development exposed to County Road 17. The recommended noise mitigation measures have been incorporated into the revised development concept, including the proposed 1.5-metre noise barriers identified along the southern limits of the development adjacent to County Road 17

Figure 7: Proposed Noise barriers



For indoor living areas, the study concluded that warning clauses will be required for residential units located within the influence area of County Road 17 and that dwelling units should be designed with the provision for central air conditioning in accordance with provincial noise guidelines. These requirements are standard conditions commonly applied to residential developments located adjacent to transportation corridors.

The Noise Control Study confirms that the site is suitable for residential development and that potential noise impacts associated with County Road 17 can be appropriately mitigated through standard design measures. The recommendations of the study have been incorporated into the proposed development concept and can be further refined through the future subdivision approval and detailed design process.

Odour Impact Assessment

Section 4.42 of the City of Clarence-Rockland Zoning By-law requires that an odour impact assessment be completed for proposed sensitive land uses located within 500 metres of lands zoned Waste Management (WM). As the proposed development is located within 500 metres of the Clarence-Rockland Wastewater Treatment Facility located at 700 Industrielle Street, WSP Canada Inc. was retained to prepare a Wastewater Treatment Facility Odour Impact Assessment in support of the proposed Zoning By-law Amendment.

The assessment was completed in accordance with the Ministry of the Environment, Conservation and Parks (MECP) Guideline D-2: Compatibility Between Sewage Treatment and Sensitive Land Use, which establishes separation distance guidelines and evaluation criteria for new sensitive land uses located in proximity to wastewater treatment facilities.

The study reviewed the operations of the Clarence-Rockland Wastewater Treatment Facility, including the headworks, sequential batch reactors, aerobic digester, and biosolids storage lagoons, which represent the primary potential sources of odour emissions. Based on the facility characteristics and the presence of biosolids storage lagoons, WSP adopted a conservative separation distance of 400 metres for the assessment.

The proposed residential development consists of townhouses. The assessment confirmed that all proposed residential uses are located beyond the conservative 400-metre separation distance from the wastewater treatment facility's odour-generating sources. The closest proposed residential receptor is approximately 440 metres from the nearest odour source associated with the treatment facility.

The study also reviewed existing land use conditions and found that several existing residential neighbourhoods are currently located significantly closer to the wastewater treatment facility than the proposed development, with existing dwellings situated approximately 230 to 270 metres from the facility. These residences have historically co-existed with the wastewater treatment facility and remain closer to potential odour sources than the proposed development.

Meteorological data was analyzed to evaluate prevailing wind patterns and potential odour transport. While winds from the east can direct odours toward the proposed development, the study concluded that such conditions occur relatively infrequently and are not expected to result in significant nuisance impacts. The assessment further notes that the city has recently implemented operational improvements at the wastewater treatment facility, including enhanced pre-screening systems, flow balancing infrastructure, and seasonal biological treatment measures that have substantially reduced the potential for odour generation. Additional future upgrades are anticipated to further improve odour control performance.

Based on the findings of the assessment, WSP concluded that the Clarence-Rockland Wastewater Treatment Facility is not expected to create significant odour impacts on the proposed development. The proposed residential uses are located beyond the applicable separation distance recommended by Guideline D-2, existing residential uses are located closer to the facility than the proposed development, and recent operational



improvements have further reduced the likelihood of odour-related impacts. Accordingly, the study concludes that the proposed development is compatible with the adjacent wastewater treatment facility and that no additional odour studies are required to support the proposed Zoning By-law Amendment.

Phase 1 Environmental Site Assessment

Paterson Group was retained by C.H. Clement Construction Inc. to complete a Phase I Environmental Site Assessment (ESA) for the subject lands located at the east end of Roger Street in the City of Clarence-Rockland. The assessment was undertaken in accordance with Ontario Regulation 153/04 under the Environmental Protection Act and the Canadian Standards Association (CSA) Standard Z768-01 to evaluate historical and current land uses and identify any potential environmental concerns that could affect the proposed residential development.

The Phase I ESA included a review of historical aerial photography, regulatory databases, environmental records, available well records, land use history, interviews with knowledgeable persons, and a site reconnaissance of the property and surrounding lands. The assessment determined that the subject property has remained vacant throughout its known history and has never been developed. Historical aerial photography dating back to 1928 confirms that the property has remained vacant or undeveloped, with no evidence of potentially contaminating activities occurring on the site.

The study also reviewed surrounding land uses within a 250-metre study area. Existing surrounding uses consist primarily of residential development, vacant lands, and open space. Two off-site potentially contaminating activities were identified and evaluated, including a former landfill located approximately 180 metres from the site and an existing automobile dealership located approximately 75 metres west of the property. Paterson concluded that neither use represents a potential environmental concern to the subject lands due to their separation distance, site conditions, and cross-gradient orientation relative to the proposed development lands.

A site reconnaissance completed on November 21, 2025 confirmed that the property remains vacant and generally undeveloped. No evidence of contamination, hazardous materials, chemical storage, underground storage tanks, waste disposal activities, spills, stressed vegetation, abnormal odours, staining, or other indicators of environmental impairment were observed on the site. Furthermore, no Areas of Potential Environmental Concern (APECs), Potentially Contaminating Activities (PCAs), or Contaminants of Potential Concern (COPCs) were identified through the investigation.

The assessment also confirmed that groundwater flow is anticipated to be toward the Ottawa River to the north and that no significant environmental features or sensitive



environmental conditions were identified that would affect the suitability of the lands for residential development. The review of provincial databases, including ERIS records, the Brownfields Environmental Site Registry, TSSA records, National Pollutant Release Inventory, PCB inventories, and waste disposal site inventories, did not identify any environmental concerns associated with the subject property.

Based on the findings of the investigation, Paterson concluded that no environmental concerns exist on the subject lands and that no further environmental investigation is warranted. Specifically, the report concludes that no Phase II Environmental Site Assessment is required, as no potentially contaminating activities, areas of potential environmental concern, or contaminants of potential concern were identified on or adjacent to the property. Accordingly, the Phase I ESA confirms that the lands are suitable for the proposed residential development from an environmental perspective and that there are no environmental constraints that would prevent the approval of the proposed Zoning By-law Amendment and future development of the site.

Archaeological Assessment

Past Recovery Archaeological Services Inc. was retained by C.H. Clément Construction Inc. to undertake a Stage 1-2 Archaeological Assessment in support of the proposed District Seventeen on the River development located on Roger Street in the City of Clarence-Rockland. The assessment was completed in accordance with the Standards and Guidelines for Consultant Archaeologists established by the Province of Ontario and was undertaken as part of the planning approvals process for the proposed residential development.

The archaeological assessment included a comprehensive review of the historical, environmental, and archaeological context of the subject lands. The Stage 1 assessment evaluated the archaeological potential of the property through a review of historical mapping, aerial photography, land use history, previous archaeological investigations, registered archaeological sites, environmental features, and Indigenous and Euro-Canadian settlement history. The study identified a portion of the property as having archaeological potential for post-contact archaeological resources and recommended a Stage 2 field assessment of those lands.

A Stage 2 archaeological assessment was subsequently completed on May 27, 2026. A pedestrian survey of the property was completed at five-metre intervals to determine whether any archaeological resources were visible within the project area. No archaeological artifacts, features, or cultural materials were identified during the field investigation.



Based on the results of the Stage 1 and Stage 2 investigations, Past Recovery Archaeological Services concluded that no archaeological resources are present within the assessed development area and that no further archaeological assessment is required for the Stage 2 project area. The report confirms that there are no archaeological constraints affecting the proposed development and that the lands may proceed through the planning and development approval process without further archaeological investigation.

The archaeological assessment supports the proposed residential development and confirms that the project can proceed without adverse impacts on archaeological resources or cultural heritage interests.

Consolidated Development Concept

The current development concept reflects the cumulative findings and recommendations of the technical studies completed in support of the proposed Official Plan Amendment and Zoning By-law Amendment applications. Throughout the review process, the original concept was refined to address environmental, servicing, transportation, geotechnical, noise, archaeological, and compatibility considerations identified through the supporting studies.

As a result of this iterative design process, the development footprint has been reduced and refined, environmental constraints have been identified and protected, servicing strategies have been established, transportation impacts have been evaluated, and appropriate mitigation measures have been incorporated into the design. The proposed development has also been modified to reflect the recommendations of the Environmental Impact Study, Slope Stability Assessment, Noise Control Study, Traffic Impact Study, Preliminary Servicing Report, and other supporting technical investigations.

The final development concept consists of 74 townhouse dwelling units located on the southern developable portion of the property fronting County Road 17. The environmentally constrained lands situated north of the recommended development limit, including lands associated with the Ottawa River corridor and slope area, are excluded from the development area and will remain undeveloped.

Accordingly, the proposed 74-unit townhouse development represents a balanced and coordinated development approach that promotes efficient use of land and municipal infrastructure while respecting environmental constraints and addressing all technical considerations identified through the planning process. The proposal supports the objectives of the Provincial Planning Statement, the United Counties of Prescott and Russell Official Plan, and the City of Clarence-Rockland Official Plan by providing additional housing opportunities within a fully serviced urban area while ensuring that



environmental, engineering, transportation, and compatibility matters are appropriately addressed.

7.0 CONCLUSION

Consilio Planning has prepared this Planning Rationale in support of applications to amend the City of Clarence-Rockland Official Plan and Zoning By-law to facilitate the future development of the subject lands located at the extension of Roger Street in Rockland.

The proposed Official Plan Amendment redesignates the lands from Low Density Residential to Medium Density Residential, while the proposed Zoning By-law Amendment rezones the developable portions of the property from Residential One Holding (R1-h) to a combination of Residential Third Density (R3) and Residential Third Density Holding (R3-h), as appropriate, and rezones the environmentally constrained lands from Residential One Holding Floodplain (R1-h-FP) to Residential Third Density Holding Floodplain (R3-h-FP). The Holding (H) provision provides an objective implementation mechanism to ensure that development on lands affected by the regulatory floodplain does not proceed until the applicable conditions established by the South Nation Conservation Authority have been satisfied.

The current development concept contemplates approximately 74 townhouse dwelling units; however, the proposed Official Plan and Zoning By-law Amendments are intended to establish a flexible planning framework that permits a range of medium-density residential housing forms. The final housing mix, unit count, and site design may evolve through the detailed design process and in response to future market conditions, while remaining consistent with the Medium Density Residential designation and the proposed Residential Third Density zoning.

Numerous technical studies have been completed in support of the applications, including an Environmental Impact Study, Geotechnical Investigation, Archaeological Assessment, Noise Control Study, Phase One Environmental Site Assessment, Odour Impact Assessment, Traffic Impact Study, and Preliminary Servicing and Stormwater Management Report. Collectively, these studies demonstrate that the lands can be appropriately developed while addressing environmental, engineering, servicing, transportation, and compatibility considerations. The development concept has been refined to reflect the recommendations of these studies, concentrating development within the southern portion of the property while protecting the Ottawa River corridor, floodplain, and other environmentally constrained lands.

The proposal is consistent with the Provincial Planning Statement, 2024, as it promotes housing supply, housing choice, efficient land use patterns, and the optimization of existing and planned municipal infrastructure within a settlement area. The proposal also conforms to the growth management, housing, and settlement area policies of the United Counties of Prescott and Russell Official Plan.

With respect to the City of Clarence-Rockland Official Plan, the proposed redesignation to Medium Density Residential represents an appropriate and logical transition between existing and planned residential development. The current concept achieves a net



residential density of approximately 23.7 dwelling units per net hectare, which supports the efficient use of land and municipal infrastructure while maintaining compatibility with the surrounding neighbourhood. The proposed amendments provide a flexible planning framework that supports a range of medium-density residential forms and advances the City's long-term objectives for housing diversity, compact urban growth, and complete communities.

Based on the analysis contained within this Planning Rationale and the findings of the supporting technical studies, it is our opinion that the proposed Official Plan Amendment and Zoning By-law Amendment represent good land use planning, are consistent with the Provincial Planning Statement, 2024, conform to the United Counties of Prescott and Russell Official Plan, maintain the intent of the City of Clarence-Rockland Official Plan, and are in the public interest. Accordingly, the applications are recommended for approval.

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