

Staff Report

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Report To: Planning and Development Committee

Date of Meeting: June 16, 2025 **Report Number:** PDS-028-25

Authored By: Sarah Parish, Principal Planner, Development Review

Submitted By: Darryl Lyons, Deputy CAO, Planning and Infrastructure

Reviewed By: Mary-Anne Dempster, CAO

By-law Number: Resolution Number:

File Number: ZBA2022-0022 (Cross: S-C-2022-0012)

Report Subject: Rezoning to facilitate maximum 340 residential lots consisting of maximum 269 detached dwellings and 71 street townhouses in the Southeast Courtice Secondary Plan Area.

Recommendations:

1. That Report PDS-028-25, and any related delegations or communication items, be received;
2. That the By-law attached to Report PDS-028-25, as Attachment 2, be approved;
3. That once all conditions contained in the Zoning By-law with respect to the removal of the (H) Holding Symbol are satisfied, the By-law authorizing the removal of the (H) Holding Symbol be approved;
4. That the Region of Durham Community Growth and Economic Development Department and Municipal Property Assessment Corporation be forwarded a copy of Report PDS- 028-25 and Council's decision; and
5. That all interested parties listed in Report PDS-028-25 and any delegations be advised of Council's decision

Report Overview

This report recommends approval of an application for a Zoning By-law Amendment submitted by Minto Communities Inc. for a Draft Plan of Subdivision to permit a maximum of 340 residential units consisting of a maximum 269 detached dwellings and 71 street townhouses, three Medium Density Regional Corridor Blocks, a High-Density Residential Block, a neighbourhood park, a stormwater management block and open space blocks.

The site is located in the Southeast Courtice Secondary Plan Area. The proposed zoning conforms to the Southeast Courtice Secondary Plan and Clarington's Official Plan policies which is why staff are recommending the Zoning By-law Amendment be approved.

1. Application Details

1.1 Owner/Applicant: Minto Communities Inc.

1.2 Proposal: Zoning By-law Amendment

To rezone lands from 'A' Agricultural to appropriate zones to permit the proposed development low density residential development.

Delegated: Draft Plan of Subdivision

The proposed Draft Plan of Subdivision would permit a maximum of 340 residential units consisting of a maximum 269 detached dwellings and 71 street townhouses, three Medium Density Regional Corridor Blocks, a High-Density Residential Block, a park, a stormwater management block and open space blocks

1.3 Area: 39.85 hectares (98.5 acres)

1.4 Location: 2149 Courtice Road, Southeast Courtice (**see Figure 1**)

1.5 Roll Number: 18-17-010-050-15500



Figure 1: Proposed Draft Plan of Subdivision and Surrounding Site Context

2. Background

- 2.1 In August 2022, Minto Communities Inc. submitted applications for a Zoning By-law Amendment and Draft Plan of Subdivision for lands at 2149 Courtice Road, Southeast Courtice.
- 2.2 A Statutory Public Meeting was held on December 5, 2022, to provide background information regarding the applications and to obtain public comments. The initial proposal consisted of a maximum 318 single detached units, street townhouses, Medium Density Regional Corridor Blocks, and a High Density Residential / Mixed Use block. The proposal also included blocks for stormwater management, environmental protection areas and a Neighbourhood Park.
- 2.3 Since the Public Meeting Report, the applicant has worked towards resolving staff, agency and public comments. The latest Draft Plan of Subdivision has been revised as follows:
- Maximum unit count for the detached dwellings was reduced from 318 units to 269 units.
 - Revisions to the size and configuration of the Neighbourhood Park.
- 2.4 A summary of the public submissions from the Statutory Public Meeting is provided in **Section 8** of this report.

3. Land Use Characteristics and Surrounding Uses

- 3.1 The subject property is municipally known as 2149 Courtice Road, located in the Courtice Urban Area in the Municipality of Clarington. The property is located north of Bloor Street between Hancock Road and Courtice Road. The current land use is agriculture.
- 3.2 The surrounding uses are as follows:
- North: Predominantly agricultural land uses.
 - West: Predominantly agricultural land uses and rural residential properties.
 - East: Predominantly rural residential properties.
 - South: Predominantly agricultural land uses.

4. Provincial Policy

Provincial Planning Statement, 2024

- 4.1 The Provincial Planning Statement 2024 (PPS) provides policy direction on land use planning and development for matters of provincial interest. This includes protecting Provincial resources, public health and safety, and the quality of the natural and built environment. These objectives are to be achieved through efficient land use planning. Through land use designations and policies, municipal official plans and secondary plans are the most important vehicle for implementing the PPS.
- 4.2 The Provincial Planning Statement focuses growth and development within urban and rural settlement areas. Development within these areas must meet the full range of current and future needs of its population by employing efficient development patterns and avoiding significant or sensitive resources and areas that may pose a risk to public health and safety. Land use patterns should promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel.
- 4.3 The application is consistent with the Provincial Planning Statement.

5. Official Plans

Durham Region Official Plan (Envision Durham)

- 5.1 The subject site is designated “Regional Corridor” and “Community Areas”. Regional Corridors shall be planned and developed as higher density mixed use areas, supporting higher order transit services and pedestrian orientated development. Each community within this community area designation shall be developed to incorporate the widest possible variety of housing types, sizes, and tenure to provide living accommodations that address various socioeconomic factors. Development applications in Community Areas must consider having a compact built form, including providing intensive residential and mixed uses along arterial roads and transit routes. Consideration must also be given to urban design, pedestrian connections, a grid pattern of roads, and the availability of services and infrastructure.
- 5.2 The Durham Region Official Plan (Map 2a) identifies a Regional Natural Heritage System on the subject site. Development or site alteration is not permitted within the Regional Natural Heritage System and requires an Environmental Impact Study (EIS) for development and site alteration within 120 metres of the natural heritage system.
- 5.3 Courtice Road and Bloor Street are Type ‘A’ Arterial Roads in the Region’s Official Plan.
- 5.4 The application conforms with the policies and objectives of Envision Durham.

Clarington Official Plan

- 5.5 The Clarington Official Plan seeks to create walkable neighbourhoods and to provide a variety of uses within each neighbourhood. New neighbourhoods will have a variety of housing densities, tenures, and types for all incomes, ages, and lifestyles. Three key principles that provide direction for the policies of the Official Plan are: sustainable development, healthy communities, and growth management.
- 5.6 The Clarington Official Plan designates the subject lands as Regional Corridor, Urban Residential and Environmental Protection Area.
- 5.7 Regional Corridors shall provide for intensification, mixed-use development and pedestrian and transit supportive development. The development of Regional Corridors aims to improve the public realm and establish walkable, transit supportive corridors through high quality streetscaping and built form.
- 5.8 The Urban Residential designation is predominantly intended for housing purposes. A variety of densities, tenure, and housing types are encouraged, generally up to 3 storeys in height. Neighbourhoods must be walkable, compact, and connected and create a high-quality public realm.
- 5.9 Environmental Protection Areas are recognized as the most significant components of the Municipality's natural environment, and their ecological functions are to be conserved and protected.
- 5.10 Environmental Constraints within site include a watercourse and features identified as "High and Moderate Constraint Areas" in the Tooley/Robinson Creek Subwatershed Study. These features have ecological and/or hydrological value that require a site-specific assessment prior to development. The presence and precise delineation of these features and the level of development acceptable shall be determined through an Environmental Impact Study.
- 5.11 Courtice Road and Bloor Street are Type 'A' Arterial Roads in the Municipality of Clarington's Official Plan.
- 5.12 The application conforms with the policies and objectives of the Clarington Official Plan.

Southeast Courtice Secondary Plan

- 5.13 The Southeast Courtice Secondary Plan designates the subject lands as Low Density Residential, Medium Density Regional Corridor, High Density / Mixed Use, Environmental Protection Area, Environmental Constraint and Neighbourhood Park.
- 5.14 Development within the High Density / Mixed Use designation shall have a minimum net density of 120 units per net hectare with building heights between 7 and 12 storeys.
- 5.15 Bloor Street, Courtice Road and the lands adjacent to them are Regional Corridors. They are Priority Intensification Areas and routes for future transit service. Regional Corridors shall be the location of the highest densities, tallest buildings and greatest mixing of uses, in order to concentrate population in areas with good access to transit and amenities.

- 5.16 Development within the Medium Density Regional Corridor designation shall have an overall average density of 85 units per net hectare and in no case shall an individual development application have a density less than 60 units per net hectare.
- 5.17 Within the Medium Density Regional Corridor designation, the predominant use of lands are a mix of housing types and tenures in mid-rise building forms. The highest and densest built form shall front onto Bloor Street. Retail and service uses are to be provided at strategic locations to reinforce the community structure and provide access to local amenities within walking distance for residents of the surrounding areas.
- 5.18 Low Density Residential shall have a minimum net density of 13 units per hectare. The maximum height shall not exceed 3 storeys and single-detached, semi-detached and townhouse units are permitted. Detached and semi-detached dwelling units shall account for 80 percent of the total number of units in the low-density residential designation.
- 5.19 The Secondary Plan establishes policies to ensure that development contributes to an inviting and safe public realm, fine grain connectivity, an enhanced pedestrian environment, and appropriate transitions between areas of different development intensity and uses.
- 5.20 The application conforms with the policies and objectives of the Southeast Courtice Secondary Plan.

Southeast Courtice Urban Design and Sustainability Guidelines

- 5.21 The Southeast Courtice Urban Design and Sustainability Guidelines were approved to provide direction for future development in the form of design guidance and strategies to implement the vision and objectives of the Southeast Courtice Secondary Plan. The guidelines address community structure, street, and block patterns, built form, public realm (including roads), natural heritage, stormwater management, and transitions between uses and implementation.
- 5.22 The application appropriately addresses the policies and objectives of the Southeast Courtice Urban Design and Sustainability Guidelines.

6. Zoning By-Laws

- 6.1 The subject lands are currently zoned “Agricultural (A)” within Zoning by-law 84-63. A Zoning By-law Amendment is required to permit the proposed single-detached and townhouse lots with reduced frontages and minimum lot area provisions.
- 6.2 The regional corridor blocks will remain zoned “Agricultural (A)” until such time as the necessary concept plans have been provided to staff for consideration. A subsequent report to the Planning and Development Committee to recommend a proposed zoning change for the regional corridor blocks will be scheduled at the appropriate time.

Holding Symbol

- 6.3 The proposed Zoning By-law Amendment will rezone the lands to an appropriate urban residential zone subject to a (H) Holding provision to implement the Draft Plan of Subdivision. The proposed draft Zoning By-law Amendment is included as **Attachment 2**.

- 6.4 The (H) Holding provision will remain on the lands until the necessary Conditions of Draft Approval are fulfilled, the Subdivision Agreement is executed, the plan is registered, and all the necessary securities are in place before the building permits can be issued.

7. Summary of Background Studies

Land Use Planning Brief (GHD, December 2024)

- 7.1 The Planning Report prepared and submitted in support of the proposal concludes that the applications represent good planning and are in the public interest and conforms with the policies and land use designations of the Southeast Courtice Secondary Plan.

Functional Servicing and Stormwater Management Report (SCS Consulting Group Ltd., latest revision January 2025)

- 7.2 The Functional Servicing Report concludes that the proposed development can be graded and serviced in accordance with the Municipality of Clarington, Central Lake Ontario Conservation Authority, Regional Municipality of Durham, and the Ministry of environment, Conservation and Parks design criteria and policies.

Cultural Heritage Impact Assessment (Wood Environment & Infrastructure Solutions Canada Limited, August 2022)

- 7.3 The Cultural Heritage Impact Assessment submitted in support of the proposal concludes that 2149 Courtice Road meets all three criteria for CHVI per the criteria of O. Reg. 9/06 of the Ontario Heritage Act.

Environmental Impact Study (Stantec Consulting Ltd., latest version January 2025)

- 7.4 The Environmental Impact Study submitted in support of the proposal concludes that subject to woodland restoration, wetland enhancement, invasive species management and wildlife connectivity strategies, the proposal will not have a negative impact on the natural heritage system.

Transportation Impact Study (WSP, latest version January 2025)

- 7.5 The Transportation Impact Study concluded that the impact of the proposed development on the surrounding transportation network is acceptable:
- 7.6 Traffic anticipated to be generated by the proposed development can be accommodated by the study road network.
- 7.7 The proposed development should implement the TDM measures and incentives identified in the report to support active transportation and transit and to reduce the numbers of single-occupant-vehicle trips to and from the proposed development; and
- 7.8 The proposed development provides sufficient on-street parking.

Arborist Report (Stantec Consulting Ltd., latest version January 2025)

- 7.9 The Arborist Report submitted in support of the proposal confirms that appropriate tree protection and removal measures have been identified and can be implemented in accordance with the proposed development. Subject to these measures, the proposed works will not result in undue impacts to the natural heritage features or functions on or adjacent to the site.

Urban Design Brief (Urbantypology Inc., latest version December 2024)

- 7.10 The Urban Design Brief submitted in support concludes that the proposed development embodies an appropriate reinvestment and improvement of the existing site. Additionally, the proposal contributes to the goals and urban design objectives of the Southeast Courtice area established by the Clarington Official Plan and further supported by the Southeast Courtice Urban Design & Sustainability Guidelines.

8. Public Submissions

- 8.1 A Statutory Public Meeting was held on December 5, 2022. Notification was provided to all property owners within 120 metres of the subject lands, and public meeting signs were installed on Bloor Street, Courtice Road and Hancock Road.
- 8.2 No member of the public spoke at the statutory public meeting. Staff received comments from a local councillor and enquiries from members of the public. The public enquiries were general in nature, requesting additional information on the files.
- 8.3 Public comments are discussed in **Section 10** of this report.

9. Department and Agency Comments

- 9.1 Various agencies and internal departments were circulated for comments on the applications. **Attachment 3** to this report is a chart showing the list of circulated parties.

10. Discussion

Conformity with the Official Plan and Secondary Plan

- 10.1 The proposed development of a maximum 269 detached dwellings, 71 street townhouse dwellings and Medium Density Regional Corridor and High-Density Residential Blocks is consistent with the Low Density, Medium Density and High-Density Residential designations of the Southeast Courtice Secondary Plan.
- 10.2 The proposed development includes a neighbourhood park and open spaces (environmental protection lands) being conveyed to the Municipality, which meets municipal objectives and helps protect the natural heritage system.
- 10.3 New roads and other services will be provided to service this development and planned future developments to the north. The road pattern allows for connectivity to the planned future developments to the north.

- 10.4 The Draft Plan shows street townhouses across from street townhouses. The Official Plan policies state that multi-unit residential shall not be sited on opposite sides of the street unless adequate on-street parking can be provided to the satisfaction of the Municipality. An on-street parking plan has been submitted and deemed satisfactory by Staff.
- 10.5 The residential dwelling types include 9.0 metre, 9.7 metre and 11.0 metre detached dwellings and 6.0 metre street townhouses. The secondary Plan permits a height of 3 metres. Additional dwelling units are also permitted. The proposal is consistent with the Southeast Courtice Secondary Plan policies.
- 10.6 In 1999 Council passed a resolution that street townhouses must be a minimum of 7 metres and single detached dwellings a minimum of 10 metres to sufficiently accommodate on street parking. This has been the standard in Clarington, with the exception of streets that can accommodate more parking on a rear lane or on a window street. The proposal has multiple window streets to Hancock Road and streets with frontage to a stormwater management pond and park block. This will allow for a percentage of the lots to have smaller lot frontages while ensuring that on-street parking requirements can be met. The Applicant has prepared an on-street parking plan to demonstrate that Clarington's requirements can be met.
- 10.7 The applicant has prepared an on-street parking plan to demonstrate that Clarington's requirements can be met. Of the 340 units 147 single detached units are 9.0 metres, 43 units are 9.7 metres, and 122 units are 11.0 metres. All street home townhouse units will be 6.0 metres for interior lots and 8.0 metres for exterior lots.

9.0 Metre Frontages

- 10.8 There are 147 single detached dwelling units that have 9.0 metre frontages.
- 10.9 These lots will accommodate two parking spaces in total rather than the Zoning By-law standard of two outdoor parking spaces. This represents 0.54% of the total number of single detached dwelling units in the proposed plan. The Transportation Tomorrow Survey (TTS) data from 2016 indicates that 26% of households in Clarington have one vehicle. Compared to earlier survey years, the number of households with only one vehicle has steadily decreased from 1986 (32%) to 2016 (26%), so it is likely that this percentage is lower today. TTS is a comprehensive travel survey conducted across the GTHA to understand household travel patterns, vehicle ownership, and commuting behavior. This is the most recent version available that includes travel data for Clarington.
- 10.10 Based on this data, the reduction of 0.54% of the single detached dwelling lots to have a total of two parking spaces rather than a total of two outdoor parking spaces can be accommodated based on the number of households with one vehicle.

9.7 and 11 Meter Frontages

- 10.11 There are 122 single detached dwelling units that will have 9.7 and 11.0 metre frontages.
- 10.12 Zoning By-law 84-63 requires 2 outdoor parking spaces. As addressed in the proposed Zoning By-law (**see Attachment 2**) the applicants are proposing 2 outdoor parking spaces and 2 indoor parking spaces which exceeds our requirements. The applicants have also demonstrated that

even with the excess in parking that they can still accommodate street trees, infrastructure and utilities in the boulevard.

Municipal Services

- 10.13 The proposed development relies on the extension of a feeder main along Bloor Street and the sanitary sub trunk being installed north along Courtice Road to Bloor Street.
- 10.14 The applicant is aware of these servicing constraints at this time and has agreed to the appropriate conditions of draft approval being included.

Parks and Open Space

- 10.15 The Clarington Official Plan and Southeast Courtice Secondary Plan provides direction on planning and acquiring parkland. Whereas the Parks, Recreation and Culture Master Plan (PRCMP) provides guidance on designing and developing parks. The applicant will be required to dedicate the 2.4 hectare (5.9 acre) neighborhood park to the Municipality, as well as the open space lands.
- 10.16 The applicant submitted a park facility fit plan demonstrating the dedicated parkland is suitable for development. The applicant will be required to submit refine the facility fit to a park concept plan for approval prior to registration of the plan incorporating the amenities required by the Municipality. The park concept plan will be evaluated through a collaborative process involving Planning and Infrastructure and Public Services to ensure alignment with the needs identified in the PRCMP. The applicant will also be required to submit a landscaped plan for open space including trail location to the Municipality for approval prior to the registration of the plan.
- 10.17 Staff met with Minto representatives several times since the Statutory Public Meeting, and they agreed to provide the parkland requirements pre-bill 23 for their applications and at no cost to the municipality for any over-dedication. As a result of these conversations, Minto increased the proposed park size from 3.7 acres to 5.93 acres. There are no parkland reductions from these applications compared to the approved Secondary Plan. Therefore, there is no need to undertake an update of the Fiscal Impact Assessment as there are no additional costs to the Municipality.

Proposed Zoning By-law Amendment

- 10.18 A rezoning is required to facilitate the development and rezone the lands from Agricultural to permit 9.0 metre, 9.7 metre and 11.0 metre detached dwellings and 6.0 metre street townhouses. See **Attachment 2** for the recommended Zoning By-law Amendment.

- 10.19 The Zoning By-law Amendment includes a (H) Holding provision and will be removed once the applicant has entered a Subdivision Agreement, and all conditions therein have been fulfilled. The draft conditions of the subdivision application will be prepared at a later date, provided Council supports the recommendations in this report.

Affordable Units

- 10.20 The Clarington Official Plan encourages a minimum of 30% of the proposed units to be affordable. The Planning Act also requires the adequate provision of a full range of housing, including affordable housing as a matter of Provincial interest.
- 10.21 The Secondary Plan policies encourage the development of affordable housing within the Secondary Plan boundaries. Staff will work with the applicant to encourage the inclusion of affordable housing units.

Public Comments

- 10.22 While no members of the public spoke at the December 5, 2022, statutory public meeting, staff received comments from a local councillor and enquiries from various members of the public. The public enquiries were general in nature, requesting additional information on the files.

11. Financial Considerations

- 11.1 This proposal conforms with the Clarington Official Plan and the Southeast Courtice Secondary Plan. The capital infrastructure within the right of way required for this development will be built by the developer and assumed by the Municipality upon acceptance. The Municipality will include the new capital assets in its asset management plans and be responsible for the major repair, rehabilitation, and replacement upon assumption.
- 11.2 Design and construction funding requests will be made through the appropriate annual budgeting cycles for the neighbourhood park, subject to availability of funds.
- 11.3 The addition of the 2.4 hectare (5.9 acre) neighbourhood park will increase operating costs by \$53,249 annually for grass cutting, maintenance, garbage collection, and upkeep of playgrounds and hard structures. The staffing impact is 0.3 Full Time Employees. Future budget requests will account for any additional funds or staff required to maintain services levels. Public Works will work with the Deputy CAO/Treasurer of Finance to address any financial implications of increased operational costs.

12. Strategic Plan

- 12.1 The proposed development has been reviewed against the pillars of the Clarington strategic Plan 2024-27. Clarington's Strategic Plan prioritizes applications for the creation of growing resilient, sustainable, and complete communities and connecting residents through the design of safe, diverse, inclusive and vibrant communities. The proposal aligns with Clarington's Strategic Plan.

13. Climate Change

- 13.1 The Applicant has prepared an Energy Conservation and Sustainability Plan in accordance with Clarington's Priority Green standards for subdivisions. This project considers climate change by considering electrical vehicle charging stations at each proposed dwelling, improving air quality during construction by implementing dust mitigation measures, reducing energy and water consumption and reducing the urban heat island effect through landscaping measures.

14. Concurrence

Not Applicable.

15. Conclusion

- 15.1 It is respectfully recommended that Zoning By-law Amendment application by Minto Communities Inc. consisting of 340 residential dwelling units be approved, with a (H) Holding provision. The (H) Holding provision will be removed once the applicant enters into a Subdivision Agreement and all the conditions are satisfied.

Staff Contact: Sarah Parish, Principal Planner, 905-623-3379 ext. 2432 of sparish@clarington.net

Attachments:

Attachment 1 – Draft Plan of Subdivision

Attachment 2 – Zoning By-law

Attachment 3 – Departmental and Agency Comments

Interested Parties:

List of Interested Parties available from Department.