



Proposed Zoning By-Law Amendment

Planning Justification Brief

26 Clairmont Street, Thorold

The Thorold Presbyterian Church

Prepared & Submitted by

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1.0 Introduction

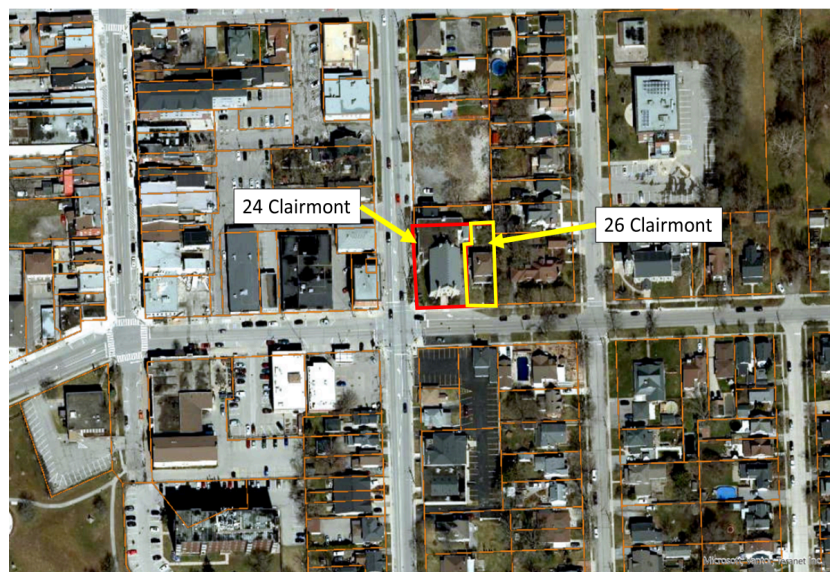
1.1 Subject Property & Surrounding Context

The following Planning Justification Brief has been prepared on behalf of our clients, **The Thorold Presbyterian Church** (the “Applicant”), the registered owner of the subject lands municipally known as **26 Clairmont Street** in the City of Thorold. The Thorold Presbyterian Church is the legal entity associated with St. Andrews Presbyterian Church, the adjacent place of worship located at 24 Clairmont Street. The recently approved consent (File No: D10-18-2025) relocated the previous lot line between the retained lands municipally known as **24 Clairmont Street**, and the severed parcel known as **26 Clairmont Street**, which forms the subject lands of this application. For clarity, the previous lot line was in conflict with the existing Church structure, and was effectively relocated/adjusted to create separate unencumbered parcels of land. The subject lands are located on the north side of Clairmont Street, approximately 25m / 82 ft east of Ormond Street South.

The legal description of the subject lands is as follows: **‘LOTS 3 & 4 ON THE NORTH SIDE OF CLAIRMONT STREET, REGISTERED PLANS NO. 890 & 891.’**

The irregular property has a frontage of 14.64m / 48 ft, a depth of 40.23m / 132 ft, and an area of 588.7m² / 6,337 SF. (*Figure 1 - Aerial Imagery*)

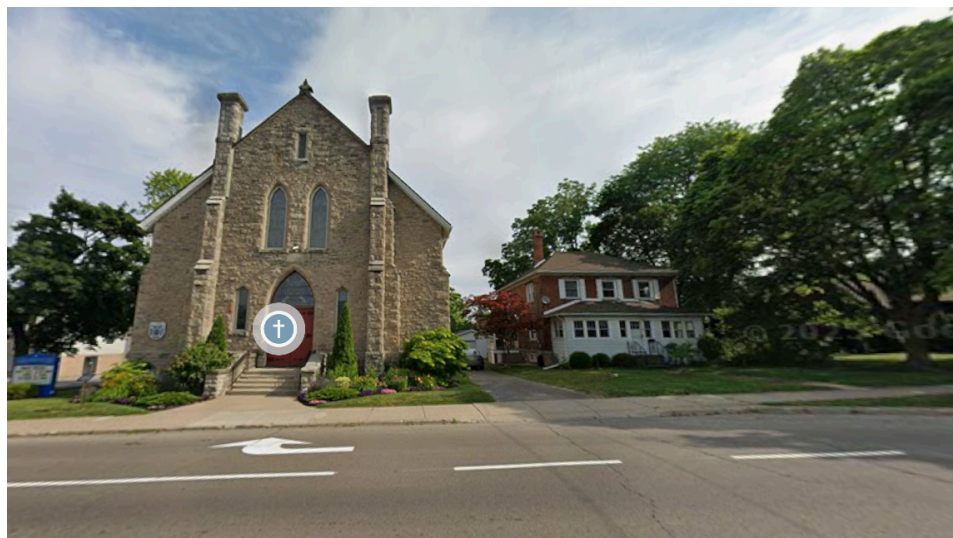
Figure 1 – Aerial Imagery



Presently on the subject lands is a vacant two (2)-storey single detached dwelling that was once used as a manse for the rector of the adjacent St. Andrews Presbyterian Church, an existing place of worship

that is designated as being of architectural and historic value or interest. The existing dwelling has a walkway in the front yard that connects to the western covered porch facing the western lot line. There is a building addition at the front of the dwelling for an enclosed porch. In between the Church and manse is a gravel driveway presently providing vehicular access for both the Church and the manse. Located in the rear yard of the manse is a wooden deck that is approximately 0.3m (1 ft) tall off the ground that is accessible from the rear of the unit. There is a 36.8m² / 396 SF detached garage at the end of the driveway adjacent to the Church, which is proposed to be demolished as part of this application. **(Figure 2 - Streetview)**

Figure 2 – Streetview



Surrounding Lands

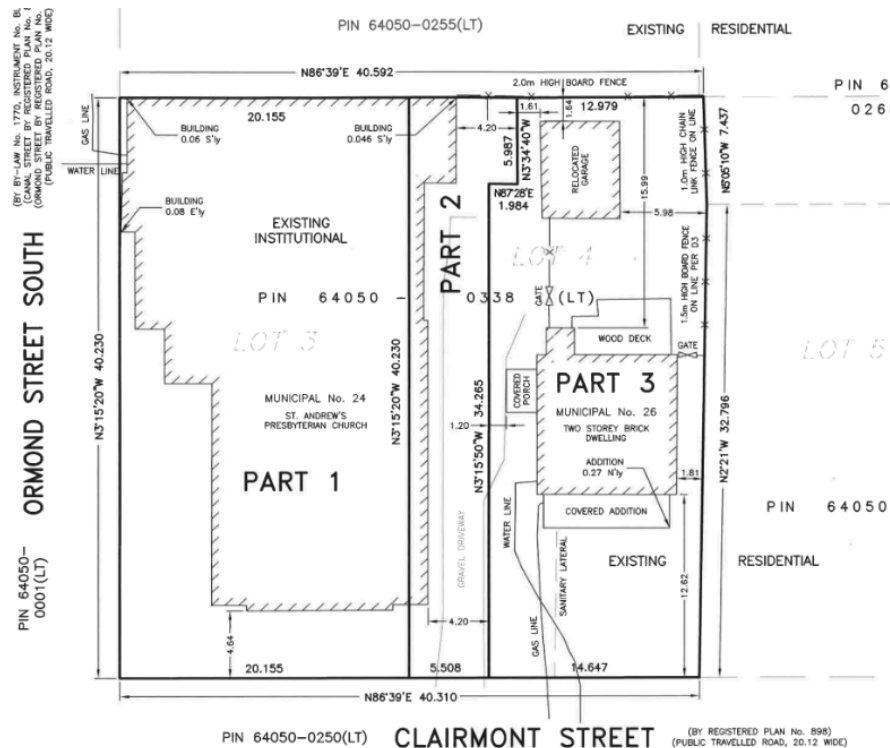
- **North**
 - A single detached dwelling immediately abuts the property to the north with a vacant lot approved for the development of a six-storey apartment building.
- **East**
 - A single detached dwelling abuts the subject lands to the east with frontage on Carleton Street South.
 - The single detached dwelling is part of an existing residential neighbourhood along the western side of Carleton.
 - Further east is the St John's Anglican Church on the east side of Carleton Street South which abuts a senior citizen's centre, a park, and the neighbourhood further east.
- **South**
 - South of Clairmont Street are single detached dwellings, a funeral home, and a community Church.
- **West**

- o Abutting the newly created parcel to the west is the existing St. Andrews Presbyterian Church.
- o Further to the west past Ormond Street South is Downtown Thorold, consisting of multiple mixed-use buildings alongside standalone commercial and institutional uses.

1.2 Applications

A Consent to Sever (File No: D10-18-2025) for the subject lands was submitted to the City of Thorold in September 2025. As illustrated on the severance sketch, the consent adjusted the lot line such that Part 2 is added to Part 1, with Parts 1 and 2 together forming the retained Church lands municipally known as 24 Clairmont Street, and Part 3 forming the severed residential parcel municipally known as 26 Clairmont Street. The consent application was approved by the City's Committee of Adjustment on November 20, 2025. No appeals were filed prior to the appeal deadline of December 14, 2025, and the consent decision became final and binding (**Figure 3 – Severance Sketch**).

Figure 3 – Severance Sketch



The Applicant is now proceeding with an application to the City of Thorold for a Zoning By-Law Amendment to implement residential zoning on 26 Clairmont Street (Part 3). The present rezoning



application is submitted to satisfy the outstanding condition of consent, as described below. As a condition of the Consent, the Applicant is required to complete the following:

- *That prior to the issuance of the Certificate of Consent for application D10-18-2025, the lot adjusted parcel (being Part 3 on the attached severance sketch) shall be rezoned to the satisfaction of the City.*

To satisfy this condition, the Applicant is proposing to rezone the newly created parcel (Part 3) from **I2 – Minor Institutional** to the standard **R1C – Single Detached and Duplex C zone** (See **Section 2.5** of this report for more details).

The rezoning application also proposes the demolition of the existing detached garage and the addition of two (2) asphalt parking spaces at the front of the property to service the manse. The application also includes the installation of a gate feature at the rear of the property to provide a clear separation between the residential parcel and the adjacent Church property. (**refer to submitted Site Plan**)

This Planning Brief has been prepared to review the proposed rezoning of the subject lands from I2 – Minor Institutional to R1C – Single Detached and Duplex C with respect to Provincial, Regional, and Municipal planning policies and zoning.

The following materials have been updated and included as part of the formal submission:

- Draft Reference Plan, prepared by Richard Larocque Limited, dated February 4th, 2026
- Site Plan, prepared by The Office for Architecture and Urban Design Inc., dated April 9th, 2026
- OBC Study and Building Elevation Drawing, prepared by The Office for Architecture and Urban Design Inc., dated July 7th, 2025
- Grading and Existing Services Plan, prepared by LandSmith Engineering & Consulting Ltd., dated March 30, 2026
- Functional Servicing Brief, prepared by LandSmith Engineering & Consulting Ltd., dated April 9, 2026
- Draft Zoning By-law Amendment Text & Schedule, prepared by LANDx Developments Ltd., dated May 21st, 2026
- Zoning By-Law Amendment Application Form

2.0 Planning Policy Framework

The brief will review the proposed rezoning of the subject property under the following planning legislation:

- The Planning Act (1990)
- Provincial Planning Statement (2024)
- Niagara Official Plan (2022)



- Official Plan of the City of Thorold (2016)
- City of Thorold Zoning By-Law No. 60-2019

2.1 Planning Act, R.S.O. 1990, c. P.13

The Planning Act (1990) regulates land use planning in the Province of Ontario. The Act details matters of Provincial Interest with regard to land use planning and the requirements associated with making applications for development.

Section 2 of the Planning Act outlines matters of Provincial Interest that municipal planning authorities must consider when reviewing applications for development. The matters of Provincial Interest relevant to this application have been listed below in **Table 1** to this report and are reviewed in greater detail below.

Table 1		
#	Criteria	Justification
d)	<i>The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;</i>	The rezoning of the manse does not change the relationship between the Church and the manse and as a result does not change the heritage value of the Church.
f)	<i>The adequate provision and efficient use of communication, transportation, sewage and water services, and waste management systems;</i>	The attached FSR prepared by LandSmith Engineering & Consulting Ltd. demonstrates that the proposed development will receive existing services from Clairmont Street.
j)	<i>The adequate provision of a full range of housing, including affordable housing;</i>	No dwelling units are being removed from the housing stock. The manse will continue to operate as a residence.
m)	<i>the co-ordination of planning activities of public bodies;</i>	The approval of the proposed rezoning will involve the coordination of the planning activities of all public bodies and their technical expertise carried out by the City.
n)	<i>The resolution of planning conflicts involving public & private interests;</i>	City staff has identified that a rezoning is required to zone the lands from an institutional zone to a residential zone.

As such, the rezoning of the subject property is consistent with the provisions of the Planning Act.

2.2 Provincial Planning Statement (2024)

On August 20, 2024, the Province of Ontario released an updated version of the Provincial Planning Statement (“PPS”). The 2024 PPS came into force on October 20, 2024.



The PPS provides policy direction on matters of provincial interest related to land use planning and development and sets the policy foundation for regulating the development and use of land. The subject lands are located within a designated settlement area and Delineated Built-Up Area, and the proposed rezoning recognizes an existing residential use on a fully serviced lot within an established residential neighbourhood. The application makes efficient use of existing land and municipal infrastructure and does not result in the loss of any dwelling unit from the housing stock.

Section 2.1.6 of the PPS states:

- *“Planning authorities should support the achievement of complete communities by:*
 - *accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;”*

The existing dwelling is compatible with the surrounding residential land uses and is consistent with the established character of the neighbourhood. The rezoning recognizes a longstanding residential use that is already well-integrated with adjacent uses, including the adjacent place of worship.

Section 2.3.1.1 of the PPS directs that settlement areas shall be the focus of growth and development and that land use patterns within settlement areas shall make efficient use of land, resources, and infrastructure. The subject lands are located within the built-up area of the City of Thorold, with full access to existing municipal water, sanitary, and stormwater infrastructure along Clairmont Street. The proposed rezoning does not introduce new development but rather formalizes an existing residential use on an appropriately sized lot, representing efficient and orderly use of land within the settlement area.

Section 2.3.1.2 of the PPS states the following:

- *“Land use patterns within settlement areas should be based on densities and a mix of land uses which:*
 - *a) efficiently use land and resources;*
 - *b) optimize existing and planned infrastructure and public service facilities;*
 - *c) support active transportation;*
 - *d) are transit-supportive, as appropriate;”*

The proposed rezoning makes efficient use of existing land within the established Delineated Built-Up Area by formalizing the residential use of the former manse. No new or extended municipal services are required. The rezoning supports the retention of an existing residential unit without intensification or alteration of the built form, contributing to an appropriate and compatible land use pattern within the built-up area.

As such, the rezoning of the subject property is consistent with the policies of the PPS 2024.



2.3 Niagara Official Plan (2022)

The subject property is located within the **Delineated Built-Up Area** of the City of Thorold in **Schedule B – Regional Structure** of the Niagara Official Plan (“NOP”). This designation directs the majority of housing and development within the built-up area that presently has existing and adequate municipal servicing needs. The NOP also requires that the heritage character of surrounding properties should be respected and maintained going into the future.

Section 5.2.2.4 of the NOP states the following:

- *“Prior to approval of development, the municipality shall ensure that required water and wastewater services and servicing capacity is available to support the development.”*

Section 6.5.1.5 of the NOP states the following:

- *“Development and site alteration on protected heritage property or adjacent lands shall not be permitted, except where the proposed development and site alteration has been evaluated through a heritage impact assessment and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.”*

The subject lands are located within the Delineated Built-Up Area of the City of Thorold and are fully serviced by existing municipal infrastructure. The proposed rezoning formalizes the existing residential use on a lot that is appropriately sized for low-density residential development. The rezoning makes efficient use of existing land and infrastructure within the built-up area and does not require any extension of services. The demolition of the existing detached garage and the addition of parking at the front of the property do not alter, disturb, or impact the identified heritage attributes of the adjacent designated Church. No Heritage Impact Assessment is required. As such, the proposed Zoning By-law amendment is in conformity with the policies of the Niagara Official Plan.

2.4 Official Plan of the City of Thorold (2016)

The Official Plan of the City of Thorold (“City OP”), approved by Council in 2016, is the City of Thorold’s long-term land use plan. The Plan sets out policies directing where and how lands will be developed within the community, and how the City will look and function in the future.

Schedule “A-1” – Urban Area West of the Welland Canal Land Use of the City OP designates the subject lands **‘Downtown Transitional’**. Schedule “E” – Cultural Heritage Sites designates the adjacent Church as a heritage property. (**Attachment 1 – Thorold Official Plan Mapping**).

The Downtown Transitional designation functions as a transitional zone between the Downtown core and the surrounding established residential neighbourhoods. The designation contemplates low-density residential uses that complement the character of the Downtown area. The former manse, as an existing single detached dwelling, is consistent with the low-density residential uses contemplated by the Downtown Transitional designation and maintains compatibility with the surrounding residential



development. The proposed rezoning does not alter the built form or use of the property; it formalizes the existing residential tenure created by the approved consent. The approved consent has already established the residential parcel configuration, and the rezoning implements the condition of that approved consent. As such, the proposed Zoning By-law Amendment conforms to the policies of the City OP.

Section A2.7.2 of the City OP states:

- *“To prevent the demolition, destruction, inappropriate alteration or use of cultural heritage resources.”*

The demolition of the existing detached garage and the addition of two asphalt parking spaces at the front of the property do not constitute the demolition or alteration of any cultural heritage resource. The St. Andrews Presbyterian Church is the designated heritage resource; the subject lands comprise only the former manse, which is not specifically referenced within the heritage designation by-law and does not share the identified heritage attributes of the Church. The proposed works are entirely self-contained within the subject lot. No alteration to the Church property or its heritage attributes is proposed or anticipated.

2.5 City of Thorold Comprehensive Zoning By-Law No. 60-2019

The City’s Zoning By-law 60-2019 was passed by City Council on May 7, 2019. An OLT decision dated May 23, 2024 permits most of the Zoning By-law to go into effect pending the results of the ongoing appeals.

As detailed by Schedule A2D, Zoning By-law 60-2019 zones the lands as **‘I2 – Minor Institutional’ (Attachment 2 – Zoning Map)**. The I2 zone does not permit residential uses. A rezoning to the **standard R1C – Single Detached and Duplex C zone** is required to recognize the existing residential use of the former manse. The R1C zone was selected as it is consistent with the zoning applicable to the residential lands immediately to the north and east and is reflective of the low-density residential character of the surrounding neighbourhood. With the demolition of the existing detached garage, the subject lands fully comply with all standard R1C zone provisions and no site-specific exception is required.

A zoning analysis of the proposed lot is provided below as **Table 2**.

Table 2		
Provision	Required (R1C)	Provided (R1C)
Permitted Use	Single Detached Dwelling	Single Detached Dwelling
Minimum Lot Area	325m ²	588.71m ²



Minimum Frontage	10.5m	14.64m
Minimum Front Yard	4.5m to dwelling	10.34m
Minimum Rear Yard	7.5m	15.99m
Minimum Interior Side Yard	1.2m	West: 3.34m East: 1.81m
Maximum Height	11m	9.4m
Minimum Landscaped Open Space	30%	69.3%
Maximum Lot Coverage	45% (Total: 264.91m ²)	25.3% (149m ²)
Parking	Single Detached Dwelling: 2 P/S per unit	2 P/S provided via two asphalt parking spaces
P/S Dimensions	2.75m by 5.8m	2.75m by 5.8m
Maximum Driveway Width	Lesser of 7m or 50% of the frontage (Total: 7m)	5.5m
Driveway Material	<i>A parking area and the driveways connecting the parking area with a street shall be constructed of asphalt, concrete, permeable paving, Portland cement, or like materials.</i>	Asphalt, in compliance with By-law requirements

The existing dwelling fully complies with the performance standards of the R1C zone. With the demolition of the existing detached garage, no accessory structure lot coverage relief is required.



3.0 Development Considerations

3.1 Engineering

A Functional Servicing Brief (dated April 9, 2026) and Grading and Existing Services Plan have been prepared by LandSmith Engineering & Consulting Ltd. and submitted as part of this application. The subject lands are currently serviced by existing municipal water, sanitary sewer, and stormwater infrastructure along Clairmont Street. No new servicing infrastructure is required. The existing water service and sanitary lateral for the dwelling will remain in place, as no new fixtures are proposed. The existing detached garage (approximately 37m²) is to be demolished, and two new asphalt parking spaces (approximately 32m²) are proposed at the front of the property. As confirmed by the Functional Servicing Brief, the overall imperviousness of the site will not increase as a result of the proposed works, and no additional stormwater management measures are required.

3.2 Heritage & Archaeology

The St. Andrews Presbyterian Church, which is located adjacent to the subject lands, has been designated as a heritage property under By-Law #36-2002, approved on April 23, 2002, pursuant to the Ontario Heritage Act, R.S.O. 1990. The designation applies exclusively to the Church building and its identified heritage attributes. While the manse is not specifically described within the designating By-law, the legal description within Schedule A does include the subject property. As part of the Conditions of Consent, the Applicant is required to coordinate with the City of Thorold Heritage Committee to identify any updates to the designating By-Law as a result of the severance.

The subject lands do not contain any of the heritage attributes identified in the designation by-law. No Heritage Impact Assessment is required.

The proposed rezoning does not impact the heritage value of the St. Andrews Presbyterian Church. The subject lands and the Church parcel have been formally separated through the approved consent, and the proposed residential use is compatible with the adjacent heritage property.

The Application for zoning amendment is simply recognizing the existing residential structure on the subject property, which is already impacted by existing development. No new lands are proposed to be disturbed as a result of the proposed development. As such, an Archaeological Assessment is not required.



4.0 Conclusion and Recommendation

The proposed Zoning By-law Amendment rezones the subject lands at 26 Clairmont Street, Thorold from “I2 – Minor Institutional” to the standard “R1C – Single Detached and Duplex C” zone. The rezoning is minor in nature and implements the outstanding condition of the consent decision (File No: D10-18-2025), which became final and binding on December 14, 2025. No site-specific zoning relief is required: the demolition of the existing detached garage eliminates the accessory structure lot coverage exceedance previously identified, and the subject lands fully comply with all standard R1C zone provisions.

The rezoning recognizes the longstanding residential use of the former manse, which has been formally separated from the Church property through the approved consent. The proposed amendment does not materially alter the built form of the property and instead formalizes the existing residential parcel created through that approved consent. The generous landscaped open space (69.3%) and full compliance with all R1C zone standards demonstrate that the application has negligible impact on surrounding properties and the neighbourhood character. The proposed rezoning is consistent with the Provincial Planning Statement (2024) and conforms to the Niagara Official Plan (2022) and the Official Plan of the City of Thorold (2016). The application is also consistent with the Planning Act, R.S.O. 1990. For the reasons set out in this Planning Justification Brief, the proposed Zoning By-law Amendment represents good planning and is recommended for approval.

Prepared by,

A handwritten signature in dark ink that reads "Stephen Bedford". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Stephen Bedford, MCIP, RPP, PLE
Principal Planner
LANDx Developments Ltd.

CITY OF THOROLD

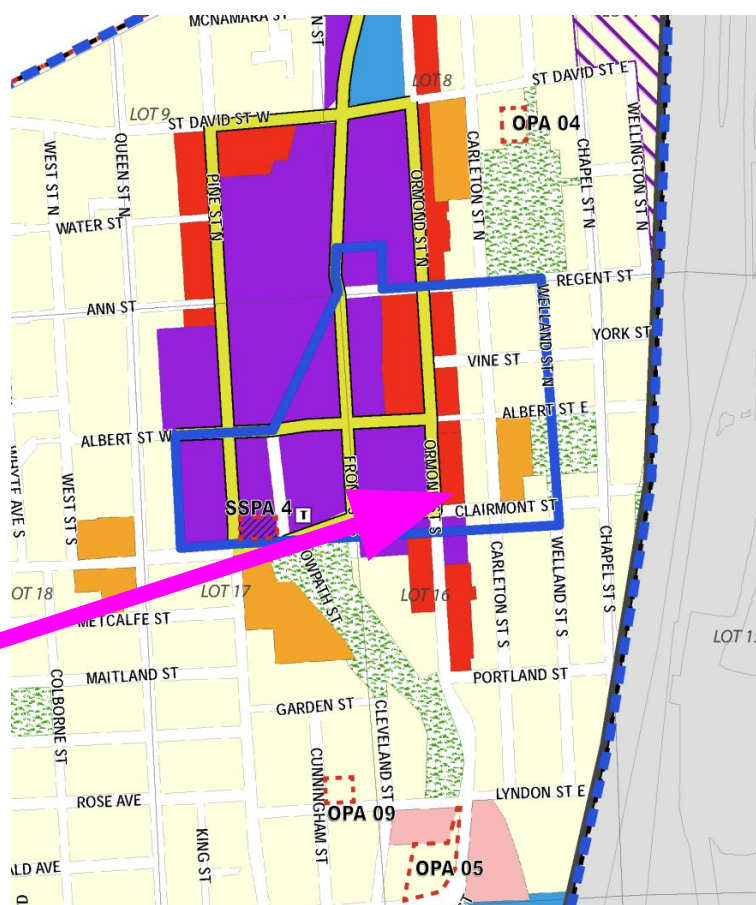
Official Plan

SCHEDULE 'A-1'

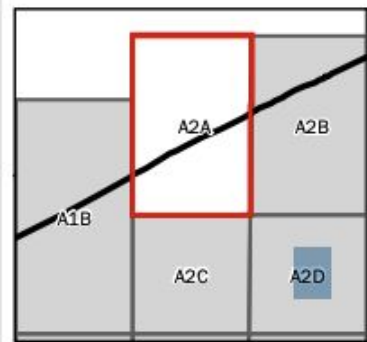
CITY OF THOROLD URBAN AREA WEST OF THE WELLAND CANAL Land Use

- Downtown
- Downtown Transitional
- General Commercial
- General Industrial
- BBP Employment
- BBP Mixed Use
- BBP Residential
- Institutional

SUBJECT
PROPERTY



Schedule A2A



May 2019

1:8,000



 City of Thorold Boundary

Community Zones

-  I1 - Major Institutional
-  I2 - Minor Institutional
-  OS1 - Parks and Recreation
-  OS2 - Open Space Conservation

SUBJECT
PROPERTY

