

## COMMUNICATION 135187

**Received From:** Niki Dwyer, MCIP RPP, Director of Development Services  
**Addressed To:** Committee of the Whole  
**Date:** November 26, 2024  
**Topic:** Carleton Lifestyles Subdivision (Franktown Road)  
Carleton Lifestyles Ltd. (09-T-22002)

### BACKGROUND

An application for subdivision has been filed for a parcel of land on Franktown Road owned by Carleton Lifestyles Ltd. The purpose of the application is to subdivide the site into four (4) independent properties and one (1) municipal road to facilitate the servicing and construction of a retirement village. The application relates to a Development Permit Amendment application which was evaluated in 2021 and re-designated the lands from “Residential” to “Institutional” and established a holding provision on the lands.

The purpose of this report is to evaluate and analyze the merits of the proposed subdivision and outline conditions of draft approval (appended as Attachment 1) for consideration and adoption by Council. It is the role of Council to direct staff to provide specific conditions to the County of Lanark (“the approval authority”) for their review and approval. The County will consolidate the Town’s conditions with those of other agencies into a final “Draft Decision”.

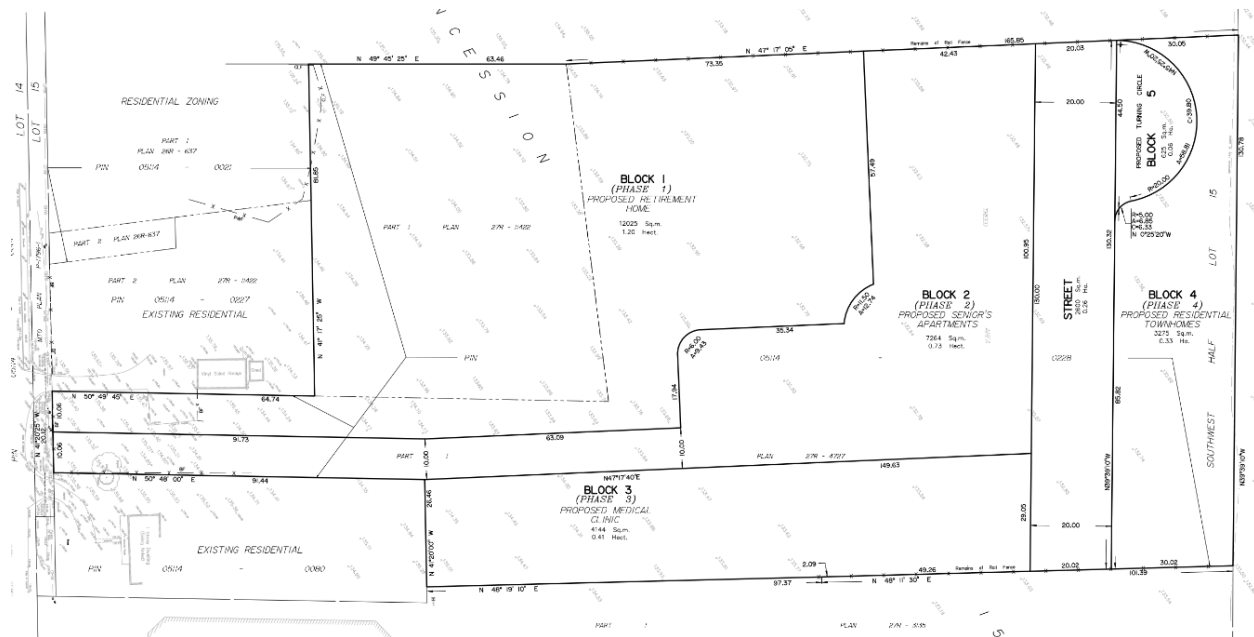
*Figure 1 – Context Map:*



## **Purpose and Effect of the Application**

The subdivision application will include the creation of four (4) parcels of private land and one (1) municipal road allowance. Block 1 is intended to be developed as a 152-unit retirement home with frontage on Franktown Road, Block 2 will be constructed as 70 residential (senior-oriented) apartments with frontage on Franktown Road and the new street, Block 3 will be used for the construction of a medical clinic with frontage on the new street, and Block 4 will be used for the construction of 12 street-fronting townhomes. Block 5 has also been partitioned for the purpose of a temporary turning circle. If the road is extended to the north of the site, the through-road will be constructed, and the turning circle lands will be developed as an additional six (6) street-fronting townhomes.

**Figure 2 – Draft M-Plan:**



## **Description of the Subject Lands**

The subject lands represent a vacant parcel of property with approximately 20m of frontage on Franktown Road. The parcel was severed from the dwelling at 347 Franktown Road in 2019. An additional 0.56 ha of land was added to the vacant parcel from 347 Franktown Road in 2021 creating a surveyed developable parcel of 2.99 ha.

The site is located on the east side of Franktown Road and is boarded by the Circle K Plaza to the south, the Coleman Central Subdivision to the east, and low-density residential lands to the north and west. The Circle K Plaza is also currently subject to a subdivision application (09-T-23001) for the creation of a connecting road between the Coleman Central Subdivision and the subject lands as well as the creation of land for residential development.

**The subject property is reliant on the approval and construction of the road and service infrastructure of both the Circle K Plaza subdivision and the Coleman Central Subdivision.**

The subject land is presently un-serviced by water, storm and sanitary infrastructure. The development is subject to the extension of services via the Circle K Plaza and the Coleman Central Subdivision. A stormwater management pond located in the Coleman Central Subdivision is proposed to be upsized to accommodate the drainage areas of all three (3) sites. The off-site sanitary main between Coleman Central and the Pumping Station South of Highway 7 is also required to be upsized before either the Circle K Plaza or Carleton Lifestyles can be connected to the system.

Road access to the subject lands is proposed to be via a Northbound right-in only driveway for Blocks 1 and 2 and a secondary access via a new private road immediately behind the Circle K Plaza building. Blocks 3 and 4 will be subject to the connection of the new proposed street to Lewis Street (in Coleman Central) via a new street connection through the Circle K Plaza property.

The subdivision's servicing and stormwater management plans relate to and have regard for the Town's Water and Wastewater Master Plans. A more detailed servicing analysis will be conducted in the Official Plan Policy review below.

## **COMMENT**

### ***Policy Evaluation***

#### **Provincial Policy Statement (2020)**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. As per Section 3(5)(a) of the Planning Act, R.S.O. 1990, all planning decisions must be consistent with the PPS.

The proposed development demonstrates consistency with the PPS through the creation of healthy, livable and safe communities by promoting efficient land use patterns, accommodating an appropriate array of housing types, and improving access to services for disabled and older persons within the community (Policy 1.1.1).

The PPS encourages Municipalities to manage and direct land use activities in healthy, livable and safe communities by promoting efficient development patterns and accommodating an appropriate range and mix of land uses within the settlement area (Policy 1.1.3.2). The proposal includes the subdivision of lands in order to facilitate the development of commercial, residential and institutional uses in a campus-like setting central to Carleton Place. The site's proximity to the adjacent Highway Commercial District makes it walkable to everyday goods and services. The site is also within walking distances to recreational spaces such as the Ottawa Valley Recreation Trail (OVRT) to the west of the property.

In the review of greenfield subdivisions, the PPS instructs that:

*"New development in "designated growth areas"<sup>1</sup> should occur adjacent to existing built-up areas and should have a compact form, mix of uses*

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<sup>1</sup> Designated growth areas: means lands within settlement areas designated in an official plan for growth over the long-term planning horizon provided in policy 1.1.2, but which have not yet been fully developed. Designated growth areas include lands which are designated and available for residential growth in accordance with policy 1.4.1(a), as well as lands required for employment and other uses. (PPS 2021)

*and densities that allow for the efficient use of land, infrastructure and public service facilities” (Policy 1.1.3.6).*

In the case of the subject lands, the site has been located within the Town’s “Settlement Area”. Located on one of the Town’s primary thoroughfares, Franktown Road, near the historic Town Boundary, the properties were historically left as vacant land or used as large lot rural estates. Land fragmentation and difficult servicing left these parcels underdeveloped through post-war housing booms as well as later subdivision developments in the early 1980’s and again in the early 2000’s. As a result, the subject lands remain as the incomplete “puzzle piece” of development within the Town’s Boundary. The servicing and subsequent development of the subject lands is a prime example of infill within the existing built-up area, which maximizes the efficient use of land and infrastructure.

The PPS also emphasizes that planning authorities should establish phasing policies to ensure “*the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.*” (Policy 1.1.3.7b) In order to implement this policy, staff have applied a holding zone to the lands which prohibits the development of the site until such time that servicing and road access have been sequenced with the adjacent developments.

As a portion of the site is intended to be used for commercial and institutional purposes, it is appropriate to review the application for consistency with the “Employment” provisions of Policy 1.3. In promoting economic development and competitiveness, planning authorities shall provide an appropriate mix and range of employment opportunities to meet long-term needs of the community and maintaining a range of suitable sites for employment uses and ancillary uses. The proposed site has been pre-designated through a Development Permit Amendment application to permit specified uses of the lands and regulating the mixing of said uses in a phased manner. The uses do not meet the PPS strict definition of “Employment Areas” and as such it is not necessary to evaluate consistency with Policy 1.3.2 “Employment Areas”

The developer has indicated that the proposal will include the provision of two (2) dwellings which meet the PPS definition of “affordable housing” (Policy 1.4.3). This proposal will be reviewed further in the Official Plan policy analysis.

A fulsome review of the proposal’s servicing and infrastructure will be explored in greater detail in the Official Plan policy analysis. In accordance with the Infrastructure and Public Service provisions of PPS Policy 1.6 however, the subdivision plan represents the efficient and effective expansion of infrastructure by infilling and intensifying lands within the Settlement Boundary. The proposed development provides opportunities for the sharing of infrastructure between the site and an adjacent subdivision (stormwater management) and results in the rehabilitation and upgrade of the existing sanitary infrastructure rather than necessitating the design of a new asset for the municipality to maintain (Policy 1.6.3).

Policy 1.6.6 provides further detail on the framework for infrastructure planning by specifying that development shall be directed to areas where municipal sewage and water services can be provided, as is the case in this subdivision. Further Policy 1.6.6.7

specifies that stormwater management planning be integrated in the design of the sewage and water facilities to optimize the operation and design of a system that seeks to minimize erosion and contaminant loading through “green infrastructure”. The development includes the construction of multiple stormwater treatment solutions for smaller drainage areas contained within the site. This approach permits the development to take advantage of Low Impact Design (LID) methods to capture, retain and slowly release a substantial volume of stormwater within the site. A fulsome analysis of the stormwater management strategy is included in the Official Plan policy review below.

Finally, in considering Policy 1.8 of the PPS pertaining to Energy Conservation and Climate Change, the subdivision generally conforms to the policies to promote compact form. The subdivision’s climate resilience initiatives will be further detailed in the Official Plan policy review below.

*In considering the merits of the Subdivision application, staff conclude that the proposal is consistent with and has regard for the Provincial Policy Statement.*

### **County of Lanark Sustainable Communities Official Plan**

The County of Lanark Official Plan delineates the Town of Carleton Place as a Settlement Area. Section 2.3, Settlement Area Policies, encourages efficient development patterns in Settlement Areas to optimize the use of land, resources, infrastructure and public service facilities. Further, the plan states that local land use policies shall be further elaborated in local Official Plans (Town of Carleton Place Official Plan).

Local land use policies shall provide for mixed use development including residential, commercial, employment lands, parks and open space and institutional uses to be in areas designated as a settlement area in local Official Plans.

*In considering the merits of the Subdivision application, staff conclude that the proposal is consistent with and has regard for the County’s Sustainable Communities Official Plan.*

### **Carleton Place Official Plan (2015)**

The Carleton Place Official Plan (OP) was established to achieve a vision of measured and balanced growth within the community. Guiding principles outlined in the plan include the affirmation that growth and development will occur through sustainable and economically viable land use development patterns which will include a broad range of uses and a balanced mix of appropriate residential densities (Section 1.3).

### **Community Design:**

Given the Town’s historic small-town identity, the preservation and enhancement of the Town’s character as a reflection of the built landscape has become fundamental to the evaluation of development proposals. To support this vision, the Official Plan includes core “Community Design” provisions in Section 2.0. Developments are required to demonstrate that they ensure high quality design reflective of the Town’s heritage and character; improving the esthetic appeal of gateways and thoroughfares and generally improving the pedestrian experience through site design and enhancement of the Town’s street-tree canopy (Section 2.2).



More particularly, new developments are required to enhance the image of the Town in the following ways:

- *Complement the character of the area;*
- *Contribute to the establishment of local landmark;*
- *Maintain consistency with the surrounding area;*
- *Establish edges of areas;*
- *Creates linkages within, to and from the site.*

Carleton Lifestyle's proposal is located on the Franktown Road thoroughfare, and while it has limited frontage on the street (20m), the proposed massing of the buildings on the site will make it highly visible from the approach along the roadway. The blocking and division of the space creates a lot fabric which offers opportunities for articulated building massing and early elevations of the space propose 360° enhanced facades which will have the impact of establishing a new landmark in the neighbourhood.

As the subject land is located in an area of under-development, it is intended that the lands will be infilled with intensified uses which complement the existing low-density neighbourhoods. The site's location on Franktown Road can become a central hub for complementary services with linkages into the adjacent neighbourhoods. The proposed large building complexes have been located closest to the arterial roads with lower-density street townhomes providing a buffer to the adjacent Coleman Central Subdivision.

The evaluation of the proposal's design compatibility including its massing, height, architectural character, volume and building areas will be evaluated through future development applications however, the proposed lot creation establishes lot sizes and road orientations which are consistent with the modified grid layout seen elsewhere in Town. While only one municipal road is proposed to be dedicated in the plan of subdivision, the proposed site plan provides a clear private drive connecting Franktown Road to the new street to the east. Both this private drive and the new public road will be the focal point for the orientation of the buildings within the site.

### **Land Use Policies – Residential:**

The subject lands are identified as "Residential District" in the Official Plan which are intended to provide a range of housing types and compatible services and amenities including schools, parks, recreation facilities, institutional uses and community uses.

*Figure 3 – Official Plan Land Use Schedule A*



**Density**

Development applications are generally evaluated against the density policies prescribed in Section 3.5.4 of the Official Plan. However, where infill sites or consolidated lots have a lot area of 3 hectares or less, residential densities may be increased and are not subject to the requirement for a mix of dwelling types (Section 3.5.4.2):

*“Notwithstanding Section 3.5.4.1, where development is proposed on infill sites or sites which are the result of lot consolidations, and which infill sites or consolidated sites have areas of 3 hectares or less, residential density may be increased. In such cases density will be controlled through the regulatory framework of the Development Permit By-law” – Section 3.5.4.2*

*“In areas subject to Section 3.5.4.2 above, the requirement for a mix of dwelling types as required in Section 3.5.4.6 shall not apply.” – Section 3.5.4.3*

Density targets are calculated on a net hectare basis, with a site-by-site target of 30 units per net hectare and a range of 24 to 34 units per net hectare (upnh)<sup>2</sup> (Section 3.5.4.1).

In considering the range of densities within the site, the Official Plan establishes three (3) classifications of the built forms exhibited at each density:

Figure 4 – Density Classifications (Section 3.5.4)

Classification	Density Ranges	Built Form	Locational Considerations (Section 3.5.4.5)
Low	<22 units per net hectare	Singles, semis, duplex, triplex, converted dwelling	NA
Medium	22-35 units per net hectare	Townhomes, row homes, apartments	Scale compatibility Site suitability Servicing availability Road Access Off-street parking Demonstrated conformity with Community Design policies
High	>35 units per net hectare	Apartments	Scale compatibility Site suitability Servicing availability Road Access Off-street parking Demonstrated conformity with Community Design policies

<sup>2</sup> “Net hectare is defined as those lands which are utilized for residential development exclusive of roads, easements, infrastructure services and required parkland.” (Official Plan Policy 3.5.4.1)

While the development is not required to meet these targets by virtue of Section 3.5.4.2 noted above, for context the proposed block densities have been calculated for information:

*Figure 5 – Site-by-Site Density*

Block	Proposed Use	Area (Ha)	Unit Count	Density (units/ha)
1	Retirement Home	1.20	152	126.7
2	Apartments	0.73	70	95.9
3	Commercial	0.41	-	-
4 + 5 <sup>3</sup>	Townhomes	0.39	18	46.2
Total Net Area	-	2.73	240	97.9

By the classifications described in Section 3.5.4 of the Official Plan, all three (3) Blocks would be considered to be “high-density” as they exceed 35 upnh. As Section 3.5.4.2 permits that increased densities “may” be consider on infill sites, it is prudent to apply the siting guidelines of Section 3.5.4.5 in order to assess the appropriateness and reasonableness of the proposal.

***Block 1 – Retirement Home:***

The Retirement Home proposed on Block 1 is intended to feature 152 residential beds in a four-story building. The building is proposed to be oriented to face the internal private road with a prominent front entrance and portico aligned with a central roundabout courtyard and substantial landscaping and amenity spaces provided on all four (4) sides of the building. These assets combined with terraces, covered walkways and at grade patios provide a human scale which diminishes the large massing of the building.

*Figure 6 – Retirement Home Conceptual Elevations (Mansfield Architects)*



Parking is provided in various small parking aisles around the building, thereby diminishing the visual dominance of parking relative to other space functions. Parking

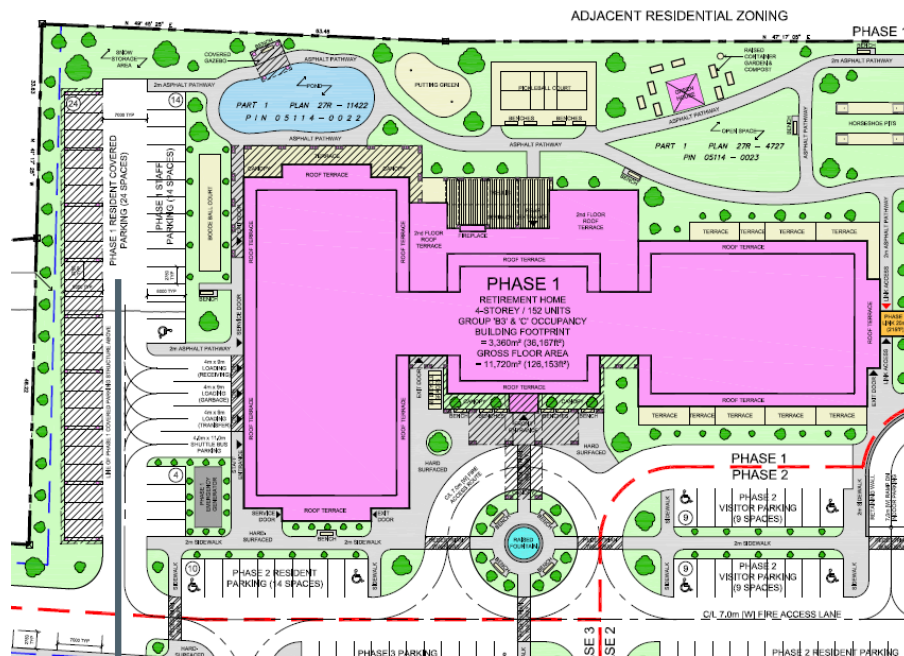
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<sup>3</sup> As the intention is to use both Blocks 4 and 5 for street fronting townhomes at full build out, the combined area of the blocks has been used to calculate the density.



spaces are required to be provided at a ratio of 0.25 per dwelling unit + 1 for every 100 square meters of gross floor area used for clinic and personal service spaces.

Figure 7 – Retirement Home Conceptual Site Plan (Mansfield Architects)



Access to the site will be provided through a combination of access points:

- Northbound Right-in access via Franktown Road;
- Left-in, left-out access to Franktown Road via an easement across the adjacent Circle K Plaza; and
- Dual access via the new municipal street connecting to Lewis Street.

For these reasons, staff conclude that the high-density retirement home use is in conformity with the siting criteria of Section 3.5.4.5.

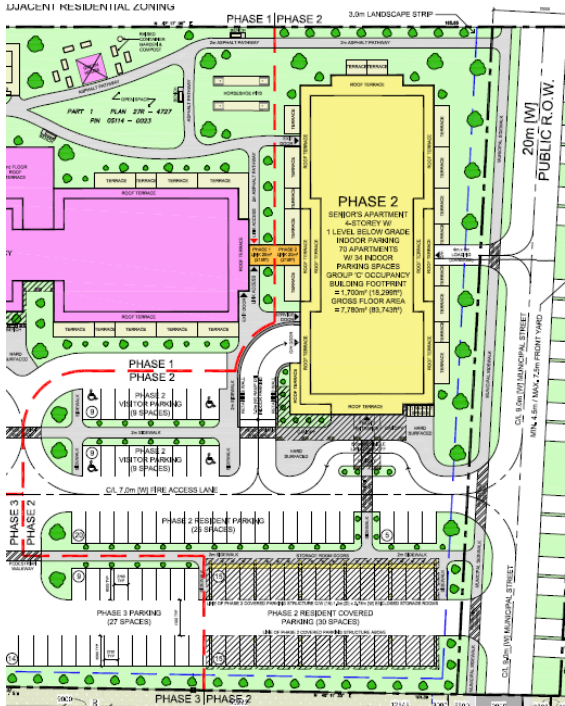
### **Block 2 - Apartment Dwelling:**

The proposed apartment dwelling is intended to provide 70 apartment dwellings in a four-storey apartment building with underground parking for 34 vehicles. The building is oriented to face the interior private drive and is proposed to feature terrace balconies facing the public road. Access to the underground parking garage will be via the private road and additional surface parking is provided to meet the minimum parking requirements of the use. While at-grade private amenity space is limited within the proposed lot lines for the apartments, each unit is designed to have access to a private terrace or balcony.

Access to the site is consistent with that proposed for Block 1.

For these reasons, staff conclude that the high-density apartment dwelling use is in conformity with the siting criteria of Section 3.5.4.5.

Figure 8 – Apartment Dwelling Conceptual Site Plan (Mansfield Architects)



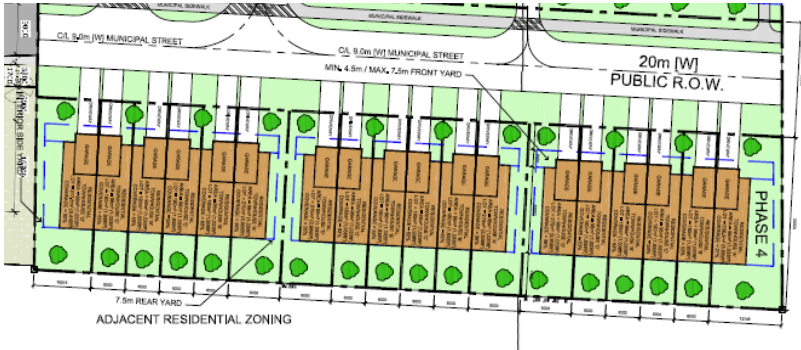
**Block 4-5 – Townhomes**

While the proposed townhomes exceed 35 uph and are considered high-density, generally street-fronting townhomes are classified as a “medium-density” built form. Each of the units is proposed to be oriented to face the new proposed public road, with adequate front yard setback to accommodate one (1) driveway parking space and one (1) parking space in the garage. The elevations for the dwellings have not been submitted and will be subject to a Class 3 Development Permit prior to construction. The massing of the townhomes provides a buffer between the larger apartment and retirement home buildings from the Coleman Central subdivision to the east of the site.

Access to the townhomes will be limited to the proposed public right-of-way which will connect to Lewis Street and subsequently to Nelson Street.

For these reasons, staff conclude that the townhome dwellings are in conformity with the siting criteria of Section 3.5.4.5.

Figure 9 – Townhome Conceptual Site Plan (Mansfield Architects)



### **Block 3 – Ancillary Uses**

Block 3 is intended to be constructed as a two-storey medical clinic providing service uses to the campus. Ancillary Uses such as a medical clinic are permitted within the “Residential” Designation in accordance with Section 3.5.4.2 where they conform to the following provisions:

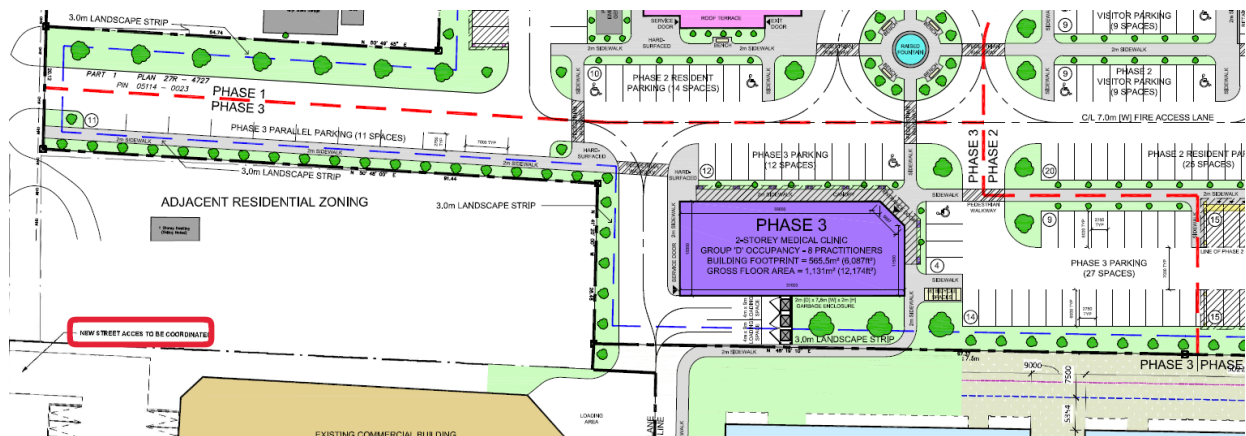
- They are compatible and complementary to the residential use;
- They are provided with adequate landscaping, buffering, off-street parking, and access;
- They will be grouped together and serve as a focal point for residential neighbourhoods; and
- They are encouraged to integrate parking, landscaping and other facilities within the site design.

As part of the larger campus, the medical clinic is designed to be integrated within and share the parking, accesses and communal amenity spaces of the dominant residential purpose which they serve.

Access to the site will be provided through a combination of access points:

- Northbound Right-in access via Franktown Road;
- Left-in, left-out access to Franktown Road via an easement across the adjacent Circle K Plaza; and
- Dual access via the new municipal street connecting to Lewis Street.

*Figure 10 – Medical Clinic Conceptual Site Plan (Mansfield Architects)*



### **Green Infrastructure Policies**

The subject lands are not identified as “Natural Heritage” within Schedule B of the Official Plan. In evaluating the existing conditions of the site, the submitted Environmental Impact Statement indicated the proposed project will result in the loss of all woodlands from the subject property. Approximately six (6) trees with a diameter at breast height of more than 30 cm were noted on site and no Species at Risk were observed on the property. Mitigative measures for construction were recommended to limit the impact to water courses and a small unevaluated wetland adjacent to the site. These measures will be included as a condition in the Subdivision Agreement. **Compensation rates as well as**



the provision of street trees (Policy 4.1.6) will be implemented through the Landscape Plan as a condition of draft approval.

Figure 11 – Environmental Impact Statement (GEMTEC)



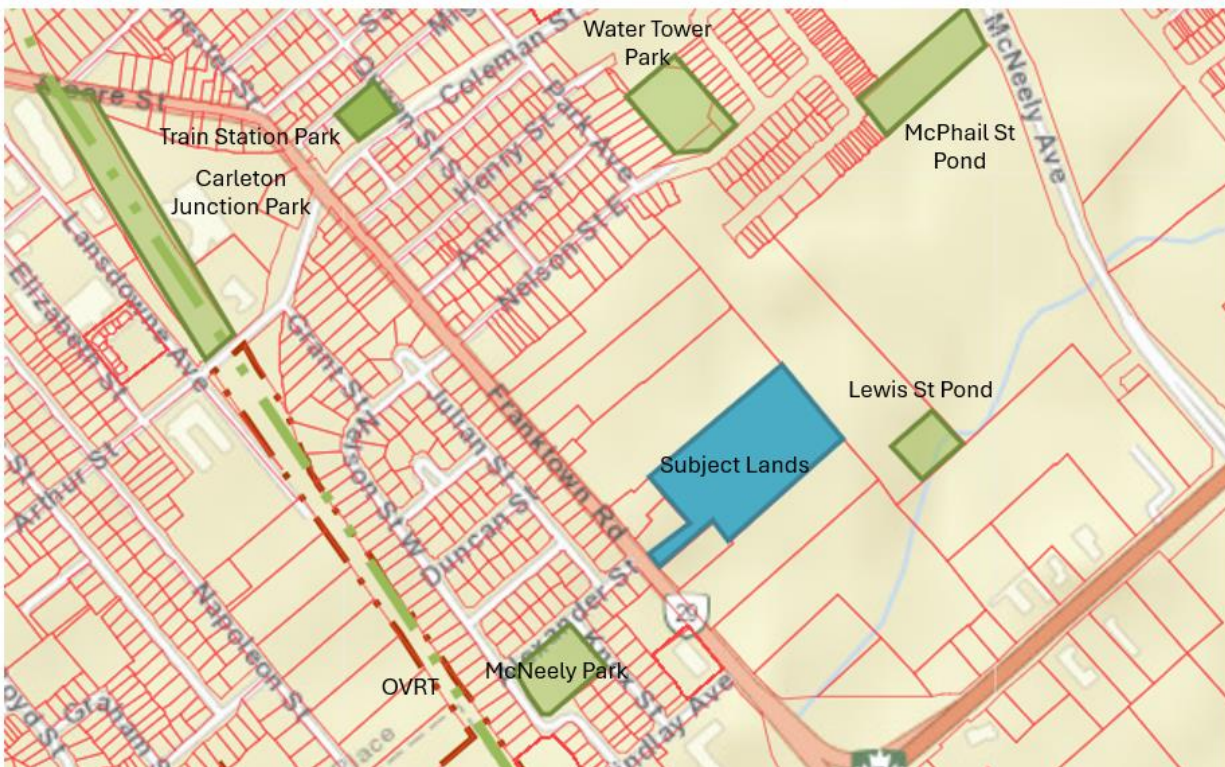
### **Parkland and Open Space Policies**

**The development proposal includes a cash-in-lieu contribution of parkland.** In accordance with the Parkland Dedication By-law, the Town may require cash-in-lieu where the amount of physical parkland to be dedicated is of insufficient size to be used for normal public recreation activities, where the area already has sufficient parkland and open spaces, where the Town wishes to combine parkland dedication from small developments to provide a larger park area, or where the dedication would render the remainder of the site unusable for development. The total parkland required for conveyance is 5% of the land.

When considering the dedication of parkland, staff look to the strategic direction established in the *Recreation and Culture Master Plan (2023) (RCMP)*. The RCMP provides implementation strategies to consider when evaluating either the dedication of land or acceptance of cash in lieu. The plan favours the dedication of land where a

surplus of parkland already exists in the neighbourhood with a goal of having parkland (and play structures) within 500m walking distance of a neighbourhood. The closest existing recreation space to the Carleton Lifestyles development is McNeely Park (150m). The proximity to existing parkland and the size and intended use of the proposed development lands led staff to conclude that cash-in-lieu of land was the preferable dedication method.

*Figure 12 – Public Greenspace Adjacent to the Property:*



### **Built Infrastructure Policies**

In the review of the infrastructure proposal for the subdivision, staff examined the development for conformity with the Town's Water and Wastewater Master Plan, and Transportation Master Plan (Policy 4.3.2). As has been noted previously in this report, the site is reliant on the approval and installation of watermains, sanitary and storm sewers in the Coleman Central Subdivision and the Circle K Plaza to service the site. **If these properties do not receive approvals, the registration and development of Carleton Lifestyles will not be possible. Conditions of draft approval have been included which specify that registration of any phase of the subdivision plan cannot occur until easements or public rights-of-way with access to services have been registered.**

### **Downstream Sanitary Limitations**

It also needs to be noted that the subdivision is reliant on a connection to a downstream sanitary main (between MH101B and MH301) which runs between the intersection of McNeely Avenue and the Independent Grocery Store (455 McNeely Avenue) and the



pumping station South of Highway 7. The Town identified in 2019 that the main was nearing capacity and commissioned JL Richards and Associates to model and monitor the reserve capacity of the main. During the 2023 review of the Coleman Central Subdivision, it was concluded that the main would reach capacity with the connection of the Phase 2 lots. This analysis recommended a 35-unit cap on the “multiple unit” development block within Phase 2 until such time that the pipe could be upgraded.

Figure 13 – Area of Downstream Sanitary Capacity



The Town prepared a tender for the replacement of the service in 2024, however the escalating cost of capital works resulted in project bids significantly exceeding the budgeted value of the project and the indefinite deferral of the replacement until the Town can budget the funds for the works.

As a result, neither the Circle K Plaza development nor the Carleton Lifestyles development can connect to sanitary services until the main is replaced. **A condition of Draft Approval has been included specifying that no registrations of any phase of the plan can occur until the Town is satisfied that sanitary capacity is available downstream.**

### **On-site Servicing Proposal**

As summarized in the Servicing and Stormwater Management Report (McIntosh Perry), the servicing and stormwater design of the site is as follows:

#### **On-site Sanitary and Wastewater Collection System**

- A new 200mm sewer main will be installed and connected to the proposed stub at phase 2 of the Coleman Central Subdivision through the Circle K Plaza.
- The development is anticipated to have a peak wet weather flow of 5.36 L/s. A proposed 200mm diameter sanitary main will collect and outlet flow to the proposed 200mm diameter sanitary stub located within Phase 2 of the Coleman Central Subdivision through the Circle K Plaza.

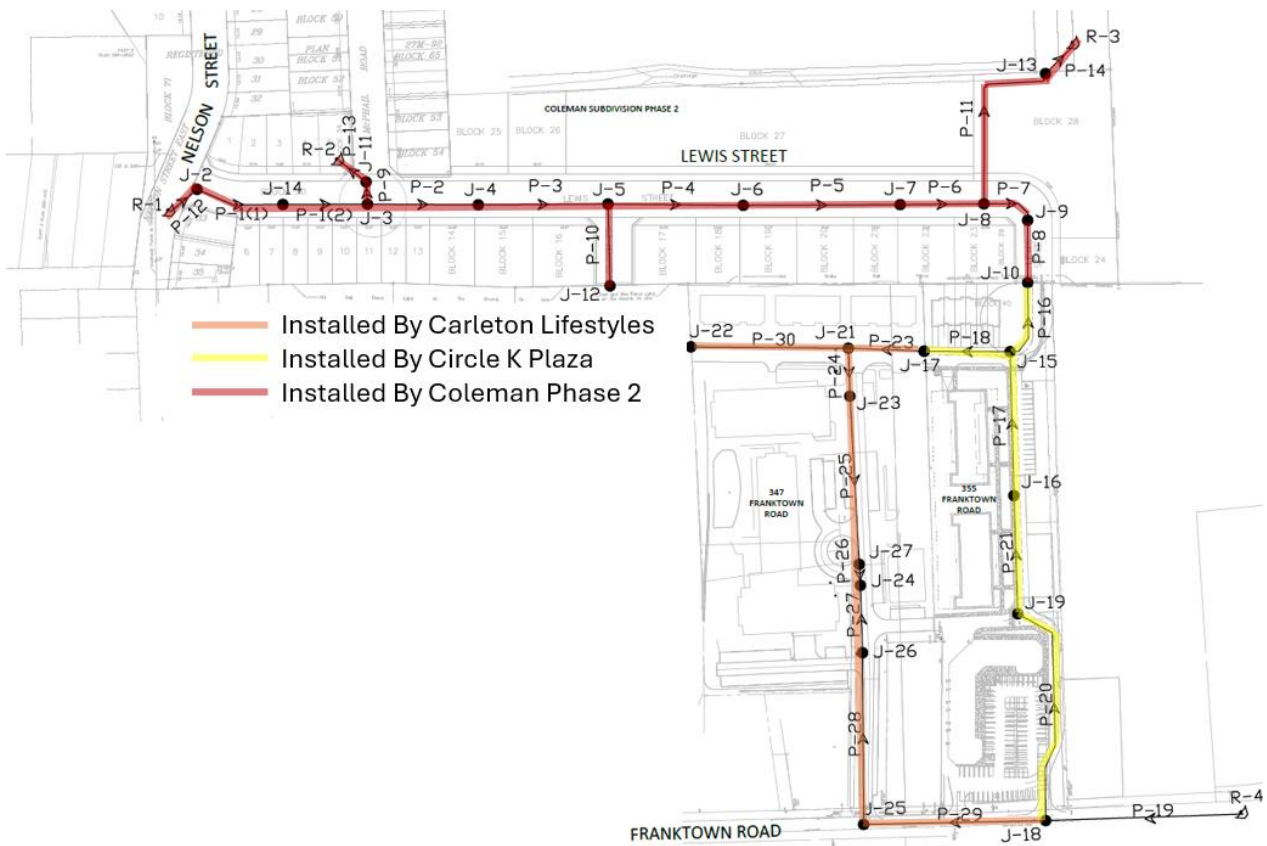


- Based on the sanitary analysis conducted in the Coleman Central Subdivision Phase 2 Servicing Report, the subdivision’s sanitary network has sufficient capacity for the subject site’s flow.

**Water Supply System**

- A new 200mm watermain will be extended from the proposed Phase 2 of the Coleman Central Subdivision and Circle K Plaza to Franktown Road.
- The Fire Underwriter’s Survey (FUS) method estimated fire flow indicated 13,000 L/min is required for the proposed development.
- Based on boundary conditions provided by the Town, the proposed 200mm watermain and two (2) private hydrants are capable of meeting daily and fire flow demands.

Figure 14 – Proposed On-site (orange) and Off-site Services (red and yellow)



**Stormwater Management**

- A new storm system will be installed on-site to capture storm runoff and restrict flows to predevelopment rates. The new storm system will discharge to the existing creek southeast of the site.
- It is expected that storage for the 5 and 100-year storm events will be provided via roof storage and surface storage. Subsurface storage may be required depending on the grading schemes developed during detailed design.

Conditions of draft approval of the development will include the completion of the following additional studies and design documents to the satisfaction of the Town:

- Servicing plans and design reports
- Detailed design of all roadways
- Detailed grading and drainage plans for the subdivision
- Detailed sediment and erosion control plan
- Easements where services are not municipally assumed or are located on private property
- Stormwater Management Site Plan

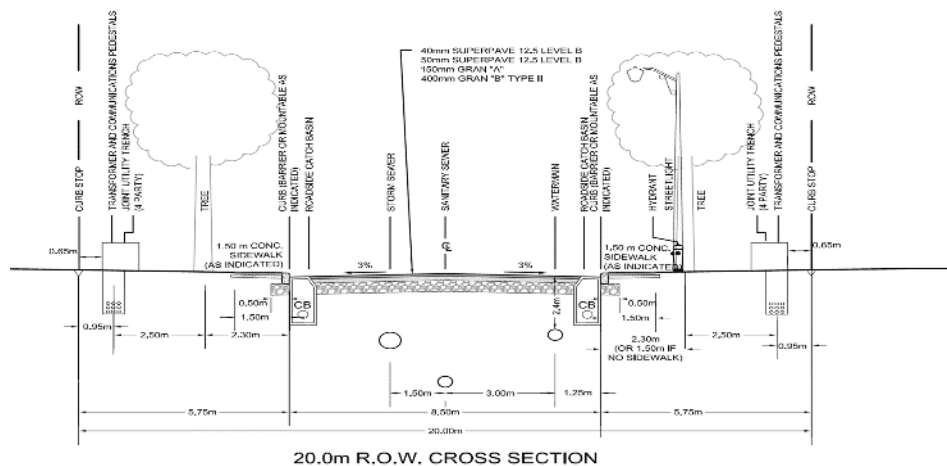
## Roads

### Local Streets and Design

The subdivision proposes to create a network of public and private streets to service the development.

A new public street is proposed to connect the site via the Circle K Plaza to Lewis Street in the Coleman Central Subdivision Phase 2. In accordance with the standards of the Town's Transportation Master Plan (TMP), this street will provide a 20m right-of-way with an urban local cross section. **Final civil designs for the road to the satisfaction of the Town will be required as a condition of Draft Approval.** As the street is not presently able to extend through the private lands located north of the subject site, a turning circle is required (Block 4). **A fee simple transfer of the turning circle land will be required as a condition of Draft Approval.** If the lands to the north of the site are developed in the future, then the road may be extended providing an additional connection to Lewis Street. At that time, the turning circle would be released to the developer for construction of residential dwellings.

Figure 15 – Standard Urban Cross Section



**A parking plan will be requested as a condition of Draft Approval and the Subdivision Agreement will include conditions for the enactment of parking restrictions on one or both side of the street.**

### ***Private Roads***

The subdivision proposal includes the construction of one (1) private road within the subject lands and one (1) easement across the Circle K Plaza to provide left-in, left-out access on Franktown Road. The Traffic Impact Assessment states that the proposed easement across the Circle K Plaza is temporary and only necessary to facilitate the development of Phase 1.

The Town's Official Plan provides that new private roads are "only permitted where such roads are required as part of a condominium plan which defines the responsibility for the long-term maintenance of the private road" (Section 4.3.3.5).

The applicant has indicated that their intent is to recognize the private driveways through easements and joint-use and maintenance agreements between the two parties.

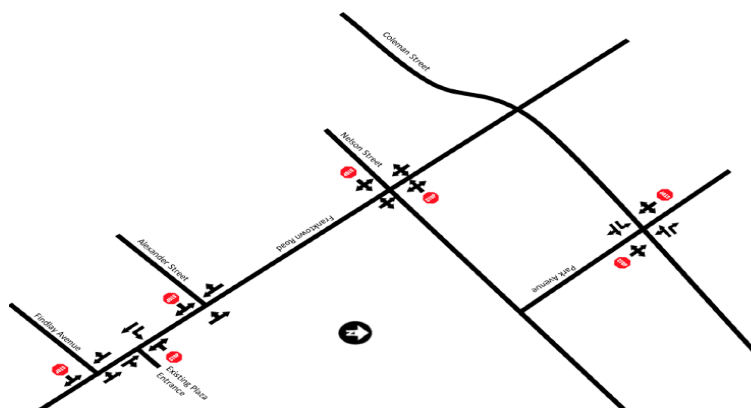
Having reviewed the risks associated with the private driveways across the commercial and institutional properties, staff are satisfied that a joint use and maintenance agreement will adequately provide for the long-term replacement of infrastructure and assign sufficient liability to the private parties accordingly.

Although presently under appeal, the Town has amended the Official Plan (OPA 08) to recognize that where a private road is proposed across commercial properties, a common elements condominium is not necessary to recognize the shared infrastructure. This particular policy change has not been identified in the appeals and staff are satisfied that the proposed development conforms to the intent of the Town's Official Plan.

### ***Off-site Traffic Movement***

The proponent has provided a Traffic Impact Study and Traffic Brief (BT Engineering) to consider the impact of the traffic generation of the development on the public roads within the neighbourhood. The report was reviewed by the Town's Public Works Department as well as by the Ministry of Transportation.

Figure 16 – Roads included in Traffic Analysis (BTE)



The study found that complete build-out the proposal would contribute an additional 77 vehicles in peak AM traffic and 114 vehicles in peak PM traffic. The study considered two (2) distribution scenarios:

- Option 1 – Phase 1 Development Only with right-in access on Franktown Road and secondary free-flowing access via an easement across Circle K Plaza, with an eventual connection to Lewis Street. In this scenario, it was assumed that 2/3 of traffic would use the easement across the Circle K Plaza. At build-out of Phase 1, it was determined that all intersections continued to function within reasonable levels and within their capacities.

**As a Condition of Draft Approval, the pavement markings on Franktown Road will need to be modified to extend the existing left-turn lane so that it continues to serve the commercial plaza and the temporary site access.**

- Option 3 – Complete Build Out with limited (emergency service only) access on Franktown Road and the principle access to the site provided by the new proposed Public Street connecting to Nelson Street. In this scenario, the post-construction PM peak traffic resulted in intersection failures for the westbound approach to Franktown Road on Nelson Street. The report recommended the provision of a left-turn lane on Franktown Road at Nelson Street.

This conclusion runs contrary to traffic findings in the Town's Transportation Master Plan and as a result **it is recommended that an updated Traffic Analysis be completed following the buildout of Phase 1 and prior to the construction of Phases 2-4 to consider the level of service at the Nelson Street and Franktown Road intersection and require upgrades as necessary.**

Option 2 in the analysis examined the full build-out of the site with full-movement access on Franktown Road. This option was not supported by staff due to the off-set of the proposed driveway in relation to Alexander Street and therefore, will not be detailed in this staff report.

### ***Innovative Technologies and Utility Facility Policies***

The Town's Official Plan strongly encourages and promotes the use of proven innovative technologies to increase energy efficiency, reduce waste and wastewater volumes, improve the quality of wastewater effluents and air quality (Policy 4.3.7). Through the leadership of the Carleton Place Environmental Advisory Committee, the Town measures the "Sustainability" of developments using a checklist of qualifying innovative solutions. While not all of the criteria are applicable at the time of Subdivision review, the subdivision has been evaluated for the incorporation of the following criteria:

- Using Low Impact Design to address stormwater at the source rather than collecting stormwater in traditional management ponds, assisting with pollution control and reducing runoff (see Stormwater Management Report);
- Installing a minimum of 6" high quality uncompacted topsoil depths (condition of the Landscape Plans);
- Plant native drought tolerant plants (condition of the Landscaping Plans);
- Provision of Green Space Exceeding Town Minimums;
- Increase the pit size of planted street trees to a minimum depth of 0.8m (condition of the Landscaping Plans);
- Implement a Tree Watering Program to ensure trees become established (condition of the Subdivision Agreement).

### **Safety and Security Policies:**

The development proposal was evaluated within the context of the Safety and Security Policies of the Official Plan. The site was deemed to not be subject to flood hazards, contaminated lands, organic soils or adjacency to incompatible land uses (i.e. Industrial lands).

### **Social and Cultural Policies**

The Town's Official Plan provides a framework of policies respecting the monitoring and addition of new affordable housing within the community to meet projected demographic and market requirements. The current provisions of Policy 6.21 include requirements for the Town to:

- Monitor the need for social assisted housing (provided by County Social Services);
- Encourage infill and intensification, accessory dwellings, cost-effective densities and increased densities in policy decisions;
- Ensure a minimum 10-year supply of residential land and 3-year supply of draft approved or registered lands; and
- Monitor population projections and establish development targets.

The policy does not provide minimum thresholds of affordable housing development on a per-application basis. While Policy 6.21.1 encourages the Town to "strive to meet a target of 25% of all new housing to be affordable housing by enabling a full range of housing types and densities", the ambiguity of the provision leaves the implementation during application review difficult to enforce. The definition of Affordable Housing within the Official Plan is housing which is valued at 10% below the average re-sale price of

housing in the regional market area which is inconsistent with the definition provided in the PPS and County Official Plan.

Staff have considered the housing needs of the Town by consulting the County of Lanark's "Municipal Tools to Support Affordable Housing". The report found that the size and type of households most in need for future growth within Carleton Place were those designed for couples without children with a strong trend towards an aged population. However, the report also noted that Carleton Place also had the highest proportion of households with children within the County.

The report also recommended an emphasis on the provision of more rental housing generally, and more specifically, for 2-bedroom units where both demand and rental prices have increased significantly over the past 5-years.

The proponent has noted that two (2) of the units within the development will be provided as affordable. These units will be provided within the 70-unit apartment dwelling and are proposed to be "studio units". **In order to implement the delivery of these units, a condition of draft approval respecting the execution of Affordable Housing Agreements has been included in the Town's recommended conditions.**

*In considering the merits of the Subdivision application, staff conclude that the proposal is consistent with and has regard for the Town of Carleton Place Official Plan.*

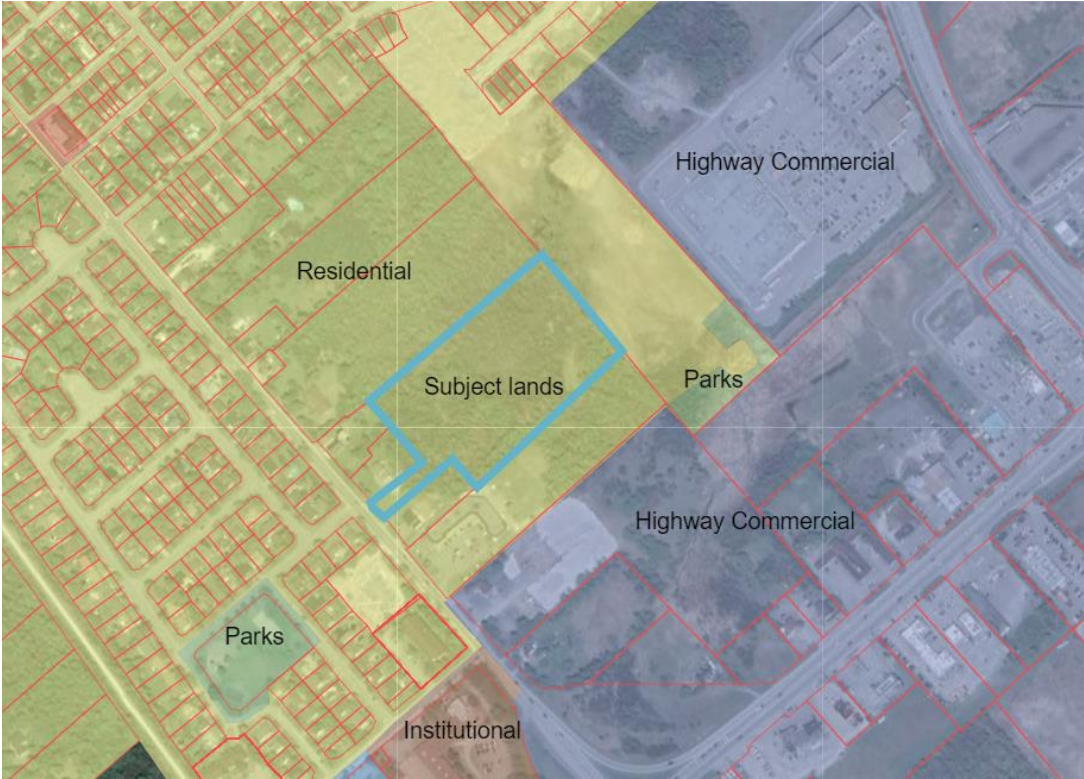
#### **Development Permit By-law (2015):**

The property was subject to a Development Permit Amendment application in 2021 and the lands were recognized as "*Institutional-Special Policy 1 (Holding)*" in the Development Permit By-law. The purpose of the designation is to permit medical clinics, seniors residential apartment dwellings, local commercial uses, and townhomes in addition to those uses already recognized in the "Institutional" zone. The amendment also approved performance standards unique to the property including: waiving the requirement for a maximum front yard setback, reducing the rear yard depth to 7.5m and establishing new definitions for the "front lot line" and "front yard" to better suit the proposed campus.

A holding provision was also applied to each of the four (4) phases of the development which must be satisfied and lifted prior to the issuance of a building permit. The holding provisions each specify that the owner must provide all agreements / easements / registered plans of subdivision for access and servicing on adjacent lands to the satisfaction of the Town, and that a Class 2 Development Permit is issued.



Figure 17 – Development Permit By-law Land Use Schedule



The proponent has conceptualized the development of the site to meet the prescribed performance standards and uses as prescribed in the “Institutional – Special Policy 1” designation.

At the time of filing the Development Permit application, staff will review the proposal’s consistency and conformity with the Development Permit By-law and Design Standards in effect at that time for continued alignment.

**Financial Considerations**

The subject property is identified as a contributing party to the Cost Sharing By-law 61-2021. The By-law provides for the collection of funds for several major core service projects which were installed to facilitate development in the area of Highway 7. The subject property is identified in the By-law as “Parcels 8, 9 and 11”. The parcels benefit from Projects 7, 10 and 26<sup>4</sup>. At the time of the adoption of the By-law, the total value of contributions owed by the developer was \$291,421.07. Amounts are due at time of execution of the Subdivision Agreement and are increased by the Consumer Price Index to the most recent financial quarter at time of execution of the agreement.

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<sup>4</sup> Project 7 – Detains Design of Pumping Station/Forcemain; Project 10 – Pumping Station and Forcemain Construction; Project 26 – Upgrade Sewer North of 7

The developer has been made aware that the contributions associated with the completion of Project 26 are not finalized as the project has not been constructed. Following the construction of the Project, the Cost Sharing By-law will be amended to distribute the true cost of the work across the benefiting parties.

At the time of writing this report, the Town has not committed to a schedule for the completion of the Project 26. **As a condition of Draft Approval, the owner may make arrangements with the Town through a Front Ending Agreement to undertake the installation of the project with a payback subject to terms and conditions to be negotiated.**

### ***Comments Received***

The application being considered by Committee has been circulated in accordance with the requirements for public notice of the Planning Act, RSO 1990. Comments have been provided to the approval authority (the County of Lanark) and the Town for consideration during the review.

In November 2022, the Province of Ontario adopted Bill 23 (More Homes More Choice Act), removing the requirement for Public Meetings to be held respecting subdivision applications. As a result, no public meeting was held regarding the Carleton Lifestyles Subdivision.

Comments from the Mississippi Valley Conservation Authority were provided to the County of Lanark regarding conditions of draft approval. While initially MTO provided comments on the application, they have indicated they are presently satisfied with the proposal and do not require any additional special conditions. A comprehensive review of comments received will be undertaken at the time of the County's application review.

### ***Summary***

Having reviewed and assessed the proposed Subdivision application, staff are satisfied that the proposal complies with the provisions of the Provincial Policy Statement 2020, conforms to the policies of the County's Sustainable Official Plan, the Town's Official Plan and satisfies the applicable sections of Development Permit By-law 15-2015.

### ***Options for Decisions:***

The application before Committee requires a motion providing direction to staff. While not the ultimate decision-maker on applications of Subdivision Control, the Town has the opportunity to recommend a list of conditions which have to be satisfied prior to the registration of the plan of subdivision. A copy of the prepared draft conditions has been appended to this report and it is the recommendation (displayed in bold text) that Council accept the prepared conditions and direct staff to forward the conditions to the County of Lanark.

### ***Options:***

- 1. THAT Council accept the conditions of draft approval for the Carleton Lifestyles Subdivision as identified in the Director of Development Services Report dated October 22, 2024 and directs staff to forward the conditions of draft approval to the County of Lanark.**

2. THAT Council defer the decision to accept the draft conditions for the Carleton Lifestyles Subdivision until further information is provided by the applicant.
3. THAT Council direct staff to modify the draft approval conditions to reflect specific revisions determined by Committee of the Whole.

**STAFF RECOMMENDATION:**

THAT Council accept the conditions of draft approval for the Carleton Lifestyles Subdivision as identified in the Director of Development Services Report dated October 22, 2024 and directs staff to forward the conditions of draft approval to the County of Lanark.

**ATTACHMENTS**

1. Proposed Draft Conditions of Approval
2. Traffic Impact Statement
3. Servicing and Stormwater Report
4. JL Richards Memo – Project 26 Capacity