

COMMUNICATION 135007

Received From: Niki Dwyer, MCIP RPP, Director of Development Services
Addressed To: Committee of the Whole
Date: February 20, 2024
Topic: Comrie Hills Subdivision (Formerly Sunnyhill Subdivision)
Inverness Homes Inc. (09-T-23004)

BACKGROUND

The proponent, Inverness Homes Inc, has applied to the County of Lanark for a subdivision approval for a single-phase residential development in the area of Carleton and Lanark Streets, north of Townline Road East. Initial circulations referenced the subdivision as the “Sunnyhill Subdivision”, a name historically associated with previous development proposals for the site. The applicant has more recently confirmed that the subdivision will be marketed as “Comrie Hills Subdivision”. Comrie is the Scottish village which is a “sister city” to the Town of Carleton Place.

The purpose of this report is to evaluate and analyse 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 is proposed to include 26 semi-detached dwellings, 42 three-unit townhomes, 20 four-unit townhomes, and 168 stacked townhomes, for a **total of 256 residential units**. The proposal also includes the dedication of a parkland block, two (2) walkway blocks, five (5) road widening blocks, two (2) new municipal streets, a stormwater management pond and a utilities block. The subdivision will result in the construction of both new and existing Carleton Street and Lanark Street road allowances complete with sidewalks, water, sanitary and storm services.

Figure 2 – Draft M-Plan:

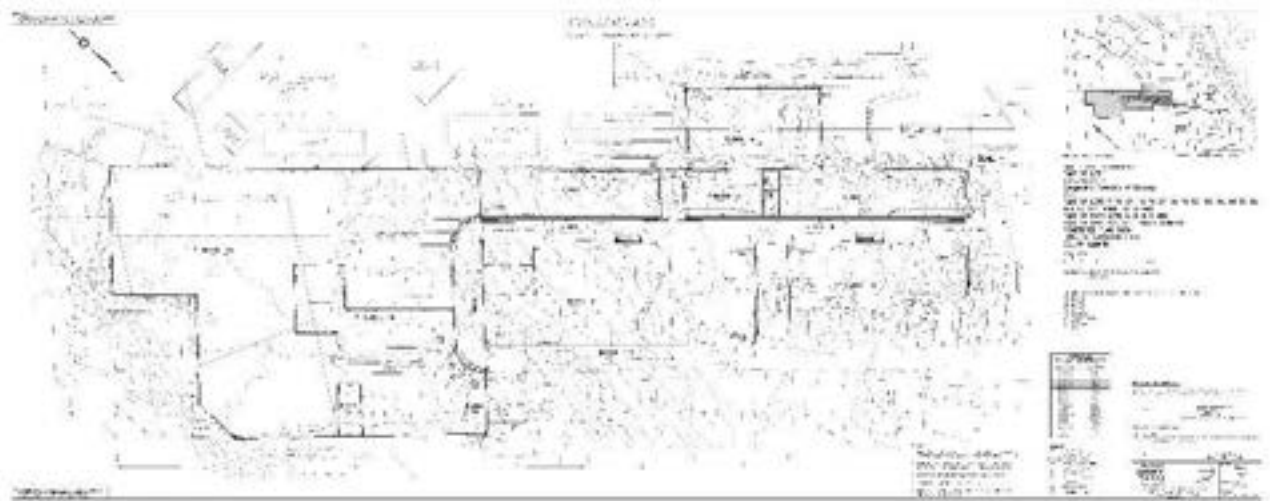


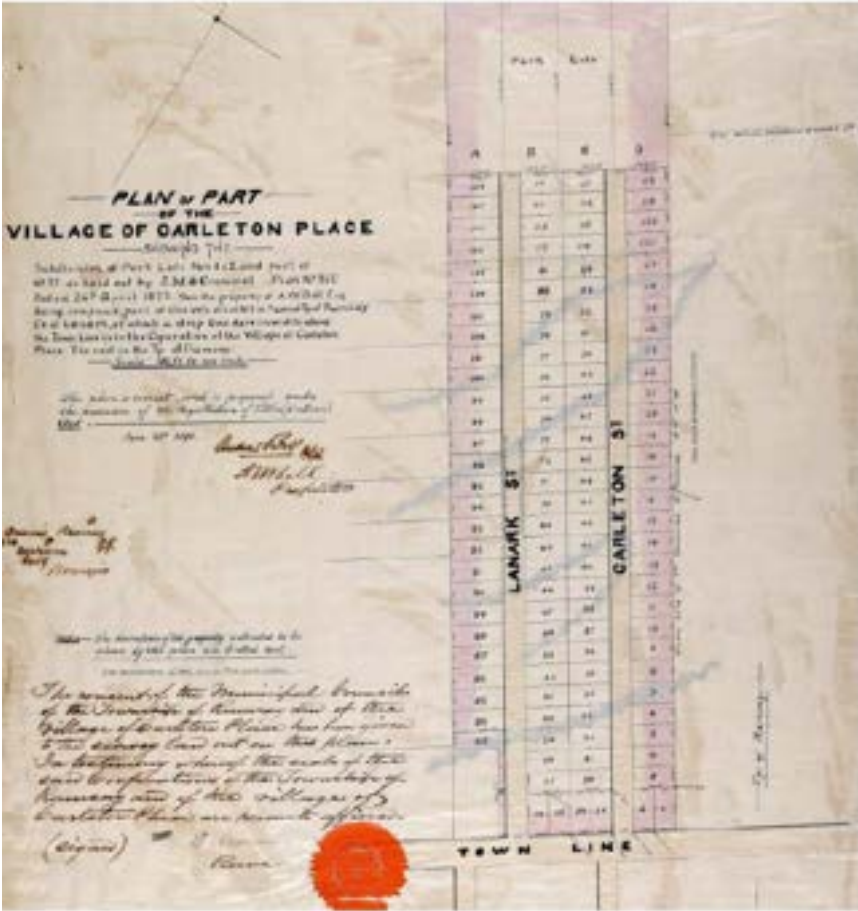
Figure 3 – Blocking Description:

Block Number	Proposed Use	Block Number	Proposed Use
1	Residential	10	Residential
2	Residential	11	Residential
3	Residential	12	Road Widening
4	Stormwater Pond	13	Residential
5	Utilities Block	14	Parkland
6	Road Widening	15	Walkway
7	Road Widening	16	Walkway
8	Road Widening	Road 1	Local Street
9	Road Widening	Road 2	Local Street

Description of the Subject Lands

The subject lands are represented by a collection of lots and road allowances (Lanark and Carleton) which were originally surveyed and subdivided by Plan 3469 in June 1888. Both water and sanitary services have been installed within the first 50m north of Townline Road along Lanark Street and Carleton Street. The first 300m of Lanark Street and 90m of Carleton Street are constructed with asphalt road surfaces and depressed curbing. The remaining road allowances have not been constructed and are not deemed to be “open streets” at this time.

Figure 4 – Plan 3469



The subject lands are contiguous with the exception of three (3) lots held by private parties (Lots 18, 51 and 52 of Plan 3469). Lots 46 and 73 (shown in green on Figure 5) are presently owned by the Town of Carleton Place. Through previous discussions with Committee of the Whole, staff was directed negotiate a “land swap” of the Town lands with equal portions of the developer’s lands in order to facilitate the contiguous construction of an east-west thorough street between the site and the development lands to the west of the subject property.

Figure 5 – Lands Subject to Road Realignment



The development site represents a **total area of approximately 6.16 ha (15.22 acres) of land**, inclusive of the storm pond block and Town road allowances still not constructed.

The site is bordered to the east by the Town's Industrial Park, north and west by the Town's Public Works yard, east by undeveloped residential lands, and south by existing low-density residential dwellings.

The subject lands are proposed to be serviced by water and wastewater infrastructure extended via the existing Lanark and Carleton Street connections. Upgrades to the Town's existing sanitary pumping station on Industrial Avenue are required prior to development occurring¹. Stormwater is proposed to be managed by way of a wet pond accessed from Industrial Avenue (on lands owned by the developer). Upgrades to existing pipes in Carleton Street were undertaken in 2023 through an adjacent development approval for townhomes on Carleton Street.

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 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 site in question is located adjacent to the Town's Employment Lands

¹ The pumping station upgrade is being funded by development associated revenues. A comprehensive analysis of the financing proposal for the upgrade is provided in the "Financial Analysis" Section of this report.

and is within walking distance to the Downtown core. While everyday shopping for groceries and pharmacy goods is not considered to be a walkable distance, residents will have access to existing and improved pedestrian infrastructure from the development site. These upgrades include an additional pedestrian cross-over on Townline Road and new sidewalks within the Lanark Street and Carleton Street road allowances. The site is also within walking distances to recreational spaces such as the Ottawa Valley Recreation Trail (OVRT) and the Carambeck Community Centre and will see the development of direct connections to the Edmond Street Dog park and recreation trails.

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

“New development in “designated growth areas”² should occur adjacent to existing built-up areas and should have a compact form, mix of uses 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” since the 1880’s for the purpose of residential development. The early subdivision and conveyance of these plots of land has led to the individual sale of lots, parcel consolidation by title merges and an overall haphazard ownership fabric. Notwithstanding the ownership distribution, the subdivision was blocked off with adequate road frontages and lot depths for the development of low-density built forms (singles, semis and row-towns). The Town has planned for the development of the subject land for residential purposes in the Official Plan and subsidiary Master Plans.

Unique to this site, the proximity of the development to the Town’s “Employment Lands” has necessitated the review of sensitive land uses and analysis of adverse impacts associated with the adjacency of residential and industrial/manufacturing uses (Policy 1.2.6). Where avoidance of adjacent uses is not possible, planners must consider the nature and extent of potential adverse impacts such as noise, odour, and other contaminants or risks to public health and safety in accordance with provincial guidelines before determining the appropriateness of a development. This analysis has been considered in more detail in the Official Plan analysis found below.

The proponent has indicated that it is their intent to provide freehold semi-detached dwellings and freehold townhome dwellings at market values and rental apartment dwelling units at market rates. The developer has indicated that there is no proposal to provide dwellings which meet the PPS definition of “affordable housing” (Policy 1.4.3).

It has been the direction by staff that the proponent satisfies the conditions of Policy 1.5.1 to plan public streets and spaces which facilitate active transportation and community connectivity. To this end, the proponent is providing road widening blocks on Carleton and Lanark Streets to allow for the installation of continuous sidewalks providing safe pedestrian connectivity throughout the site and connecting to the existing sidewalks on

2 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)

Townline Road. The County has also requested the applicant install a pedestrian cross-over on Townline Road at Lanark Street.

The plan emulates a green infrastructure framework in accordance with the Town's Official Plan which will be explored in greater detail in the coming sections. 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 watermain looping) and results in the rehabilitation and upgrade of the existing sanitary infrastructure (pumping station) 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 a permanent pool stormwater management pond which has been designed with a "treatment train" approach to ensure its output reaches an enhanced level of quality control for runoff. This approach includes a combination of Low Impact Design (LID) measures including roadside vegetated ditches for infiltration, an Oil Grit Separator (OGS) to remove concentrated pollutants prior to entry into the pond, and a long-flow detention pond designed to hold and slow the release of water prior to discharge off-site allowing for greater opportunities for evaporation and continued suspended solid settlement.

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, promotion of active transportation infrastructure and the design and orientation of units to maximize energy efficiency. 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 are 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 (Policy 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; incorporate pedestrian and cycling amenities into the development and public infrastructure and generally improve the pedestrian experience through site design and enhancement of the Town's street tree canopy (Policy 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.*

When considering the Comrie Hills Subdivision, the proposal seeks to buffer the existing low-density single detached dwellings from the proposed apartment blocks by positioning the "high-density" blocks on the northern end of the site. This location provides a visual terminus at the end of the Lanark Street and Carleton Street road allowances while providing a visual buffer between the residential uses and the Industrial Park. The low profiles of the townhomes and semi-detached dwellings are consistent with the one and two-story dwellings existing in the neighbourhood and will complement the future infill development in the adjacent Wintergreen Subdivision. The development also seeks to provide a hard delineation between the Industrial Park and Residential lands by turning the backs of the buildings to the non-residential lands. Notwithstanding the strong edging along the Industrial Park, the site also features several linkages (both vehicular and pedestrian) between the compatible land uses and existing municipal infrastructure. These connection points will be explored in more detail in the Transportation analysis below.

Furthermore, new subdivision designs shall strive to achieve development patterns that support a range of uses, provide transportation connections and maintain and enhance historic development patterns (Policy 2.3.8). Comrie Hills is based on the historic

development pattern as surveyed in the 1800's but enhances the lot and road pattern with more convenient east-west connections and road widenings to meet a modern street cross-section. The proposal also includes the development of a "central parkland block" in the heart of the development with additional pedestrian connections to adjacent greenspaces.

Architecturally, the character of the existing dwellings on Lanark and Carleton Streets ranges considerably, with most dwellings representing a 2-storey building envelope of various architectural styles (Dutch-colonial, vernacular log, post-modern split-level). An architectural analysis will be included in the Development Permit Review found later in the report.

As noted during the PPS policy review, the subdivision developer has taken efforts to achieve green infrastructure and energy conservation which is heavily outlined in the Official Plan. In addition to the community design policies in Policy 2.5 to provide for multi-modal active transportation, compact development and passive solar gain, the Official Plan provides a detailed list of best performance measures in Policy 4.0.

Land Use Policies – Residential:

The subject lands are predominantly 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, and community uses. In accordance with efforts by the Province of Ontario to provide flexibility in the creation of more housing units, the district also recognizes the potential for all single, semi, and townhome dwellings to permit accessory residential units (ARUs) within and accessory to the primary dwelling units.

Figure 6 – Official Plan Land Use Schedule A



The most northern portion of the subject lands appear on Figure 6 as "Industrial Campus", however the lands have been re-designated as "Residential" in Official Plan Amendment No. 08 which is anticipated to be approved by the County of Lanark prior to the final

decision of the subdivision application. As a result, staff have reviewed the proposal as if those lands are designated “Residential” and have not included an Official Plan Amendment as a proposed draft condition. The most easternly portion of the subject lands is identified as “Industrial Campus” and is intended to be used for the stormwater management pond, which is a permitted use of the lands.

Density

All development applications are evaluated against the density policies prescribed in Section 3.5.4 of the Official Plan. Development applications are intended to meet density targets 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 hectare³ (Policy 3.5.4.1). As the development application is a new subdivision and not located within an established neighbourhood of the Town, Policies 3.5.4.3 and 3.5.4.4 pertaining to infill and lot consolidation intensification do not apply.

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 7 – Density Classifications (Policy 3.5.4)

Classification	Density Ranges	Built Form	Locational Considerations (Policy 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

When considering the development proposal, the neighbourhood range density was calculated for the entire area surveyed by the original Plan 3469. This rational was used as the development site was not a contiguous parcel of land and included both vacant and developed lands owned by other parties. **Excluding the high-density lands which were calculated on a site-by-site basis, the net density for the site is 30.67 units per**

³ “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)

hectare (142 units over 4.63 ha). The high-density lands (Block 13), which are still subject to a Development Permit Application to confirm an appropriate density and built form, are conceptualized to provide a net density of 63 units per hectare. **If calculated to include the conceptualized unit count on the high-density lands within the neighbourhood density, the site reaches 43.5 units per net hectare (168 units over 2.5 ha).** In order to remain within the contemplated density range stated in the Official Plan, the high-density lands would be limited to no more than 110 units.

Figure 8 – Neighbourhood Density Range



As noted above, medium-density and high-density land uses are evaluated based on siting criteria detailed in Policy 3.5.4.5. The proposed subdivision includes both medium (townhomes) and high (stacked towns) density land uses within the site.

Medium-Density (townhomes)

With respect to the townhomes (also called duplex, tri-plex and quad-plexes), the proponent’s Urban Design Brief attested that the built form will include two-story dwellings with attached garages and a steep-mansard roof with front-facing “shed-like” dormers which minimize the visual impact of the dwelling and provide compatibility with the adjacent 1 and 2 story dwellings. Similarly, the submission demonstrates conformity with the performance standards (frontage, areas) of the Development Permit By-law and adequate off-street parking is provided for each dwelling. Road access is provided by a local municipal street and full municipal servicing (water, sewer, storm, fire, garbage) is available to the proposal. As such, staff conclude that the medium- density uses are in conformity with the siting criteria of Policy 3.5.4.5.

Figure 9 – Medium Density Building Facades (Mansfield Architects)



High-Density (Stacked Towns)

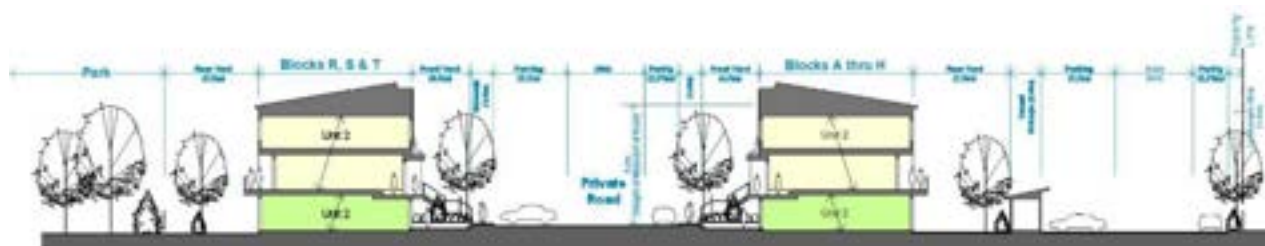
When considering the blocking for the high-density units, staff considered the impact of the “taller” and “larger” building massing relative to the rest of the neighbourhood as well as the impacts of movement in and out of the site. While typically high-density blocks are favoured to be located closer to arterial roads to minimize traffic impacts, in this case the proposed location on the northern portion of the site was seen as preferable as the dominant massing and shared parking/service facilities act to buffer the residential uses from the adjacent Industrial Campus. The location on the northern edge of the site was also advantageous as the profile would cast shadows towards the Industrial lands rather than the lower-density residential dwellings on the more southerly portion of the site.

Figure 10 – High Density Building Facades (Mansfield Architects)



As noted previously, the density of Block 13 is conceptualized to be 43.8 units per net hectare and includes 168 townhome units on the site. The Town’s Development Permit By-law defines townhome units as rows of dwellings not exceeding eight (8) units. The present proposal by the developer has noted rows of up to 12 townhome units, with each unit containing a basement accessory apartment for a total of 24 dwellings per building row. This proposed built form style (stacked towns) has not been contemplated within the Town’s Development By-law and as such a Development Permit Amendment is required to consider the specific number of units, setbacks, parking requirements and landscape requirements for this type of unit. **A condition of draft approval has been included to specify that the final unit count of Block 13 on the draft plan will be determined through a Development Permit Amendment.**

Figure 11 – Stacked townhomes site section (Mansfield Architects)



While the detailed design of the site is conceptual, the working concept of 168 units has been designed to be serviced by water and sewer and has adequate access to a local street. At this time, the “High-Density” block has satisfied the locational considerations applicable at this level of approval.

While the subdivision land is considered a “greenfield”, the site has not been identified as “Future Development District” in Schedule A of the Official Plan and thus Policy 3.6 does not apply.

Green Infrastructure Policies

The subject lands are not identified as “Natural Heritage” within Schedule B of the Official Plan, however in evaluating the existing conditions of the site, the submitted Environmental Impact Statement indicated that the site had largely been previously cleared of all vegetation and soil but that 41 trees with a DBH in excess of 20cm DBH remained as a windrow along the southern edge of the property. The EIS notes that all 41 trees will need to be removed from the site as a result of the re-grading of the property. **The 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.** Small pockets of the site where soil still exists were noted to have early cultivating vegetation. No vulnerable or species at risk were noted on the site. Due to the history of heavy disturbance, no environmental protective measures were recommended.

Figure 11 – Environmental Impact Statement (BCH Environmental Consulting)

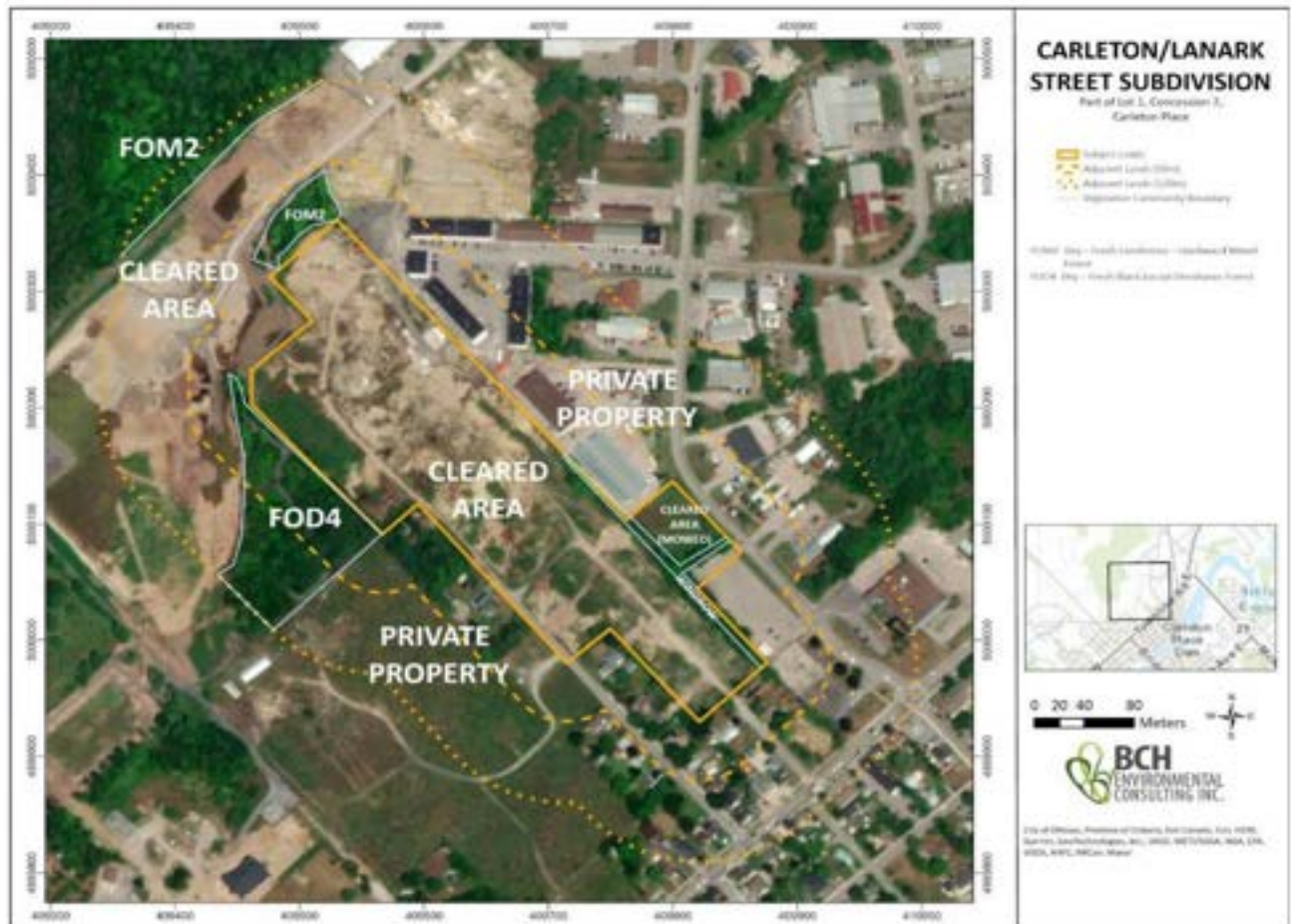


Figure 12 and 13 – Cleared Lands and Windrow (BCH Environmental Consulting)



Parkland and Open Space Policies

The development proposal includes the dedication of a parkland block (Block 14) of 0.33ha plus an additional 0.1 ha in “walkway blocks” (Blocks 15 and 16). In accordance with the Parkland Dedication By-law, the total parkland required for conveyance is 1 ha per 600 dwelling units. As 256 dwellings units are proposed (including the high-density block) the total parkland area to be conveyed is 0.42 ha.

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 spaces to the Comrie Hills Subdivision are the Carambeck Community Centre (800m) and the Sonnenburg Woods (1.2km). As a result, it was deemed to be advantageous to accept land dedications in the way of both parkland and trail dedications which would reduce the walking distances to both the Community Centre and the Sonnenburg Woods.

The location and shape of the block is entangled with the high-density block (Block 13) with frontage along the new proposed Street 1 maintained by the Parkland. The proponent has conceptualized how the parkland in the proposed configuration can be designed to be used for various purposes (play structure, gazebo, community mailbox, tennis court). The walkway blocks are positioned and designed to connect to the existing recreational trails around the Public Works yard as well as to make connections to the Carambeck Community Centre. The design has been shared with the Manager of Recreation and Culture and can be used to inform community consultations prior to construction. **While there is no direct connection between Blocks 14, 15 and 16, a condition of draft approval has been added to survey and dedicate easements across Block 13 to provide continuity between the spaces.**

Figure 12 – Parkland Dedication (Inverness)



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

Sanitary and Wastewater Collection System

- Wastewater flows will be collected and conveyed by a new municipal gravity sanitary sewer system with an outlet to the existing sanitary sewer system on Industrial Avenue.
- The existing sanitary pumping station on Industrial Avenue requires an upgrade to accommodate the flows and the work has been included in the 2024 Capital Budget.
- The detailed servicing designs have allocated flows from the future Tree Farm development to the west.

Water Supply System

- Water supply for domestic use and fire protection will be provided by a new 200 mm diameter municipal watermain distribution network via connections to the existing watermains on Carleton Street, Lanark Street and Industrial Avenue.

Stormwater Management

- Stormwater will be collected and conveyed by a new municipal gravity storm sewer system (minor) with an outlet to the existing ditch system on Industrial Avenue.
- Approximately 470 metres of re-ditching along Industrial Avenue will be required to accommodate the proposed storm outlet.

- A new stormwater detention facility will provide on-site storage for all storm events up to and including the 100-year design storm.
- Stormwater runoff will be controlled to pre-development levels for the 5-year and 100-year design events by utilizing outlet controls within the proposed detention facility.
- Erosion and sediment controls will be implemented prior to construction and maintained until vegetation has been re-established in disturbed areas.

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
- Certificate of clearance of the final grading plans from a Geotechnical Engineering
- Detailed grading and drainage plans for the subdivision
- Detailed sediment and erosion control plan
- Stormwater Management Site Plan

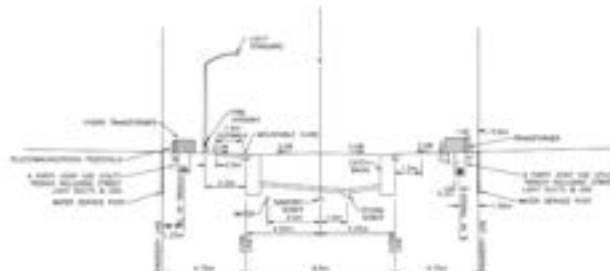
Roads

Local Streets and Design

The subdivision makes use of the existing surveyed and dedicated municipal roads known as Lanark and Carleton Streets. These streets were surveyed as 15.24m road allowances in the original 1880 subdivision plan. In order to accommodate the modern urban cross section identified in the Transportation Master Plan, the proponent is providing road widening blocks on Carleton and Lanark Streets to create an 18m right of way. While these road widenings cannot be taken from properties with existing dwellings on them, as these properties come up for re-development, there will be opportunities to continue to widen and align the road allowance. Where the new cross-section is constructed through the narrower portions of the street, the utilities and boulevards will be consolidated into the smaller shoulder, thus illuminating the need to reduce the paved width of the road.

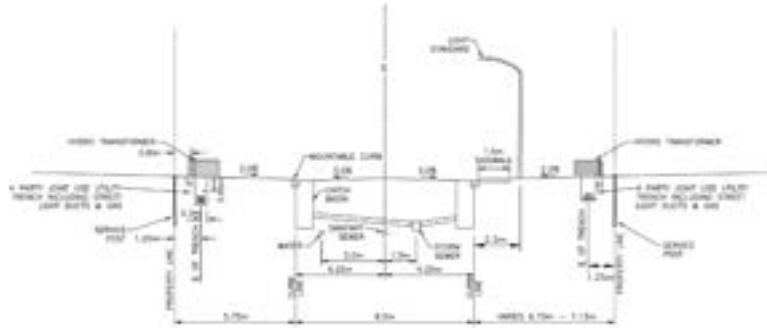
The existing cross-section of Carleton Streets is a narrow, paved road surface without curb, gutter or sidewalks. Lanark Street is presently constructed with a paved road, depressed gutter and a partial sidewalk on the east side of the street. Both streets will see the widening of the street and installation of sidewalks on one side.

Figure 13 – Lanark/Carleton Cross Sections



Additionally, two east-west connections are proposed to connect Lanark and Carleton Streets (Street 1 and Street 2). These connections have been surveyed as 20m cross sections and designed to meet the urban local street standards of the Transportation Master Plan. Both streets will have sidewalks on one side.

Figure 14 – Street 1 and 2 Cross Section

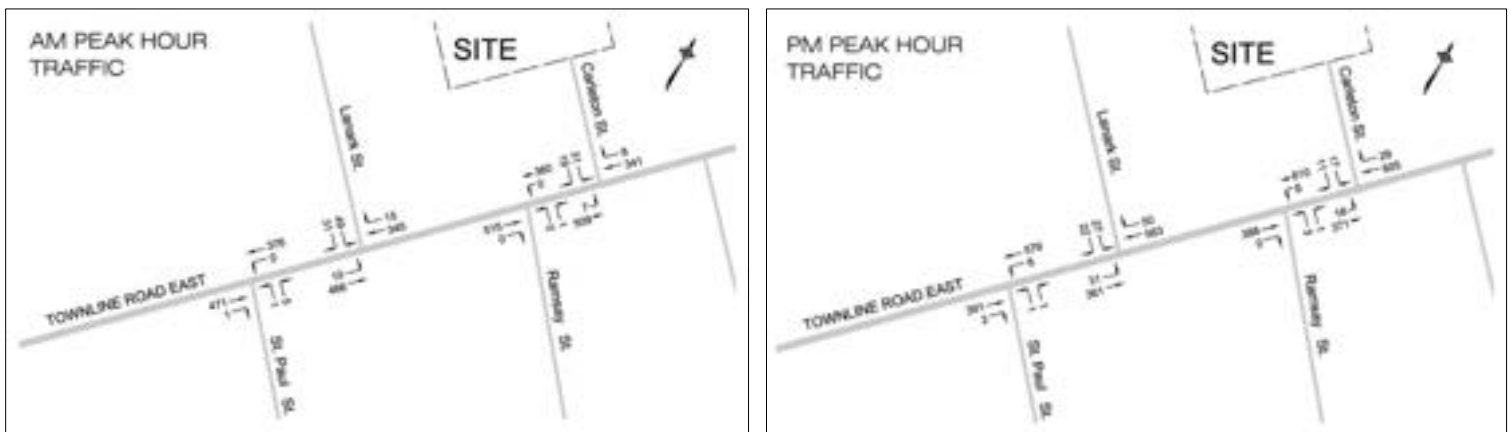


As was approved in the Mississippi Shores and McNeely Landing Subdivisions, **the draft conditions of approval will include conditions for the enactment of parking restrictions on one side of the street on any street where townhomes are located directly across the street from each other.**

Townline Road and Traffic Movement:

The proponent has provided a Traffic Impact Study (Halpenny and Associates) to consider the impact of the traffic generation of both the proponent’s development, as well as the eventual build-out of the adjacent Wintergreens Subdivision. Both subdivisions will direct 100% of vehicles onto Townline Road at the intersections of Lanark, Carleton or Edmond Streets. The analysis concluded that all intersections will maintain acceptable levels of service and no modifications to the lane geometry or traffic controls were warranted to support the developments.

Figure 15 – 2031 Peak AM and PM Traffic (Halpenny and Associates)



As Townline Road is a County Arterial Road, the review and management of the impact of traffic on the road is the responsibility of the Lanark County Public Works Department.

The County has commissioned the peer review of the Traffic Impact Studies of both subdivisions (Comrie Hills and Wintergreen) and has accepted the following conclusions:

- *The existing 3 lane cross-section on Townline Road East can suitably accommodate the vehicle traffic that would be generated by the proposed developments.*
- *The two proposed developments would include over 500 new dwelling units which will increase pedestrian and vehicle traffic. To accommodate the increased pedestrian demand crossing Townline Road consideration should be given to the provision of a pedestrian cross-over (PXO)*
- *The proposed site plans that have been provided should be revised to include the proposed road network for the adjacent development. This is needed to confirm that a suitable offset between intersections on Lanark Street will be provided.*

The County has advised the applicant that the installation of a Pedestrian Crossover at Lanark Street and Townline Road will be a condition of draft approval of the subdivision.

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 (see Parkland Dedication discussion);
- 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, or organic soils.

However, the site's proximity to the Industrial Campus results in a requirement to evaluate the impact of incompatible land uses in accordance with the Ministry of Environment and Climate Change's Guidelines for Land Use Compatibility for sensitive uses (Policy 5.6).

Ministry Guideline D-1-3 defines Land Use compatibility assessments for sensitive uses as being:

"A building, 'amenity area' or outdoor space where routine or normal activities occurring at reasonably expected times would experience 1 or more 'adverse effect(s)' from contaminant discharges generated by a nearby 'facility'. The 'sensitive land use' may be a part of the natural or built environment..."

The proposed residential dwellings constitute sensitive uses for the purpose of the review.

The Guidelines further provide three separate classes of Industrial facilities:

Class I Industrial Facility (70m Influence Area – 20m MSD⁴)

A place of business for a small scale, self-contained plant or building which produces/stores a product which is contained in a package and has low probability of fugitive emissions. Outputs are infrequent, and could be point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration. There are daytime operations only, with infrequent movement of products and/or heavy trucks and no outside storage...

Class II Industrial Facility (300m Influence Area – 70m MSD)

A place of business for medium scale processing and manufacturing with outdoor storage of wastes or materials (i.e. it has an open process) and/or there are periodic outputs of minor annoyance. There are occasional outputs of either point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration, and low probability of fugitive emissions. Shift operations are permitted and there is frequent movement of products and/or heavy trucks during daytime hours....

Class III Industrial Facility (1000m Influence Area – 300m MSD)

A place of business for large scale manufacturing or processing, characterized by: large physical size, outside storage of raw and finished products, large production volumes and continuous movement of products and employees during daily shift operations. It has frequent outputs of point source and fugitive emissions of significant impact and there is high probability of fugitive emissions....

⁴ Minimum Separation Distance (MSD) may be calculated based on ministry standards where property lines are shared or general adjacencies with intervening uses separating the sites.

The proponent's Planning Justification Report included a thorough inventory and analysis of the existing industrial operations in the Industrial Campus. The analysis found that Block 1 (medium-density) of the proposed subdivision was impacted by a 20m MSD for Class 1 Industrial Uses. While the report concluded that Block 13 (high-density) was not impacted as the setback only affected the proposed parking lot of the proposed site plan, staff would consider this block to be generally "impacted" by the setback as the Block will be subject to further Development Permit approvals which may impact the placement of the proposed dwellings.

Figure 16 – Separation Distances for Industrial Uses (ZanderPlan)



Parcels C and F identified in Figure 16 were found to be used as commercial self-storage lockers and contractors' establishments respectively. Impacts associated with these uses include:

- Outdoor storage of materials (pipes, pallets, portable water tanks etc.)
- Light dust and noise associated with the movement of vehicles and objects in the rear yard.

Existing on-site wall-pack lighting near building entrances were also noted to be present but are appropriately located and not designed to excessively spill onto adjacent lands.

The inventory also noted the presence of existing wooden fencing delineating the property lines and buffer the industrial yards from the adjacent property.

Figure 17 – Site Photos (ZanderPlan)



As a result, the report concluded that the impacts associated with the Class 1 Industrial Uses were minor and will not have a material impact on the sensitive land uses proposed. Notwithstanding this conclusion, the report recommends that the subdivision approval could benefit from vegetative plantings and additional fencing within the properties to provide further privacy between the uses. **A condition of draft approval has been included to implement the best practice.**

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 was that 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 the subdivision development will be composed of a mix of rental and free-hold units of various sizes. The stacked townhome conceptual plans show 1-bedroom ground floor units with a mix of 2 and 3-bedroom units above while the row townhomes are proposed to exhibit 3-bedrooms. The proponent has indicated that it is not their intent to provide units at less than market value rates. While not directly addressing the provision of affordable housing, the proposal does satisfy the provision of a mix of housing types that directly benefit the market needs of retiring couples and young families.

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 subject property is designated “Residential” in the Development Permit By-law. The purpose of the designation is to provide an array of residential uses ranging from single detached dwellings to four-storey apartment dwellings.

Figure 18 – Development Permit By-law Land Use Schedule



The proponent has conceptualized the fit of row townhomes which meet the minimum setback, frontage, area and parking requirements of the Development Permit By-law. At

time of specific site design, row townhomes will be evaluated specifically for their compliance with the performance standards and variations may be considered on a case-by-case basis.

As noted in the Density analysis above, the proposed “stacked townhomes” are not recognized as a permitted use in the Development Permit By-law. As a result, a Development Permit Amendment will be necessary to evaluate and adopt appropriate performance standards for such a use prior to the approval of a Development Permit and Building Permit. **The requirement for both a Development Permit Amendment and subsequent Development Permit (at a class to be determined) for Block 13 on the draft plan of subdivision have been included as a condition of draft approval.**

As has been the Town’s past practice, **a Development Permit Amendment will also be required to redesignate Blocks 14-16 as Open Space/Parks.**

As the subdivision has been specifically designed as a cohesive community constructed by a single proponent, **it is also recommended that the Amendment application seek to establish a neighbourhood specific Built Form Inventory (Section 13) based on the elevations and specifications submitted by Inverness Homes.**

Figure 19 – Examples of Street Townhomes (Peter Mansfield Architects)



Figure 20 – Examples of Stacked Townhome Dwellings (Peter Mansfield Architects)



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), removing the requirement for Public Meetings to be held respecting subdivision

applications. As a result, no public meeting was held regarding the Comrie Hills Subdivision.

Comments from the Mississippi Valley Conservation Authority were provided to the County of Lanark regarding conditions of draft approval. No other comments from the public or agencies have been noted in the Town's records. 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 Official Plan and Conceptual Design 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 Comrie Hills Subdivision as identified in the Director of Development Services Report dated January 30, 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 Comrie Hills 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 Comrie Hills Subdivision as identified in the Director of Development Services Report dated February 20, 2024 and directs staff to forward the conditions of draft approval to the County of Lanark.

ATTACHMENTS

1. Proposed Draft Conditions of Approval
2. Draft Plan of Subdivision
3. Planning Justification Report, ZanderPlan
4. Urban Design Brief, Peter Mansfield Architects