

Town of Carleton Place Neighbourhood Character Study Background Report



**Town of Carleton Place
Neighbourhood Character Study
Background Report**

Table of Contents

1.0 Introduction 1

 1.1 Defining the Issue 1

 1.2 Study Purpose..... 2

 1.3 Study Area 2

 1.4 Study Process 4

2.0 Defining Neighbourhood Character 5

3.0 How is Character Managed in Carleton Place 6

 3.1 The Planning Act..... 6

 3.2 The Provincial Policy Statement 6

 3.3 The Town of Carleton Place Official Plan 6

 3.4 The Town of Carleton Place Development Permit By-Law 6

4.0 Background Analysis 8

 4.1 Mississippi Residential Sector 11

 4.1.1 Design Criteria..... 11

 4.1.2 Defining Character Elements 11

 4.2 Residential District..... 13

 4.2.1 Design Criteria..... 13

 4.2.2 Defining Character Elements 13

 4.3 Recent Development Activity..... 14

 4.3.1 Building Permits..... 15

 4.3.2 Development Permits 15

5.0 Best Practices 16

6.0 Public Consultation..... 20

 6.1 Open House 20

 6.2 Online Survey..... 21

7.0 General Findings 22

 7.1 Policy Gaps..... 22

 7.2 Variations through Development Permit Applications 22

8.0 Considerations for Policy Direction 24

1.0 Introduction

In recent years, the Town of Carleton Place has undergone an unprecedented population growth. As an urban settlement in proximity to the City of Ottawa, the Town has experienced increased residential development. Plans of subdivision have been approved and registered over Greenfield lands and the existing built-up areas are seeing intensification by infill development and the conversion of older housing stock. While opportunities may exist to accommodate intensification within the built-up areas, concerns have been expressed from the public to Council regarding the recent flux of intensification resulting from lot consolidation in the Mississippi District. While a community may experience constant social and demographic growth and evolve to accommodate change, efforts can be made to preserve its built form and identity of existing neighbourhoods.

The Town of Carleton Place Official Plan describes its *“rich heritage and small town identity as crucial components of the Town’s future. It is of vital importance that on-going changes to the built form be undertaken through high quality developments that are integrated with the surrounding community”*. Specific objectives of the Official Plan include ensuring high quality design of the built form which reflects the Town’s heritage and character, and, to improve the esthetic appeal of gateways and thoroughfares leading into the Town core. Finally, the Official Plan seeks to provide general design principles for the municipality which can be implemented through the Town’s Development Permit By-law.

1.1 Defining the Issue

The Town’s rapid growth has resulted in increased pressure for residential intensification and significant interest on redevelopment and infill in its mature areas.

A commonly perceived problem tied to residential infill and redevelopment projects is the fact that they often look out of place and are not sympathetic to the existing built form of the established neighbourhoods.

Carleton Place residents, Staff and Council have voiced concern about the impacts on the character of neighbourhoods resulting from situations where old housing stock is demolished and replaced with larger and denser dwelling types. These developments, which may comply with the Development Permit By-Law, or which may receive approval through a Development Permit application, have been perceived as being unsuitable or inappropriate with the existing built form and certain people feel they are non-compatible with the character of the neighbourhood.

As a result, Council passed a motion to adopt an Interim Control By-law in May 2019 that would temporarily restrict the development of apartment buildings, stacked townhouses, triplexes and quadplexes exceeding a building height of 28 feet (8.5 metres) within defined areas.

The temporary freeze on these forms of development will allow the Town to investigate the appropriateness of its policies, by-laws, design criteria and development standards by means of a Neighbourhood Character Study.

J.L. Richards & Associates Limited (JLR) was retained by the Town of Carleton Place to conduct the Neighbourhood Character Study.

1.2 Study Purpose

The purpose of the Neighbourhood Character Study is to:

- Consider the existing character within the Study Area,
- Understand what elements which influence character are important to residents,
- Review the existing policies and guidelines in the context of the character analysis and feedback received, and
- Provide recommendations for improvements to policy, design direction, and possible changes to the Development Permit By-law.

1.3 Study Area

The Study Area includes the entirety of the lands described as the *Mississippi Residential Sector* in the Carleton Place *Development Permit By-Law* and some adjacent lands identified as *Residential District*.

These lands were selected to be included in the study as they were identified as residential areas with important elements of cultural heritage and small-town character.

1.4 Study Process

The study will be conducted throughout 5 major phases as describe in this section:

Phase 1 – Background Review

This Phase includes the review of:

- The Town’s existing planning policy framework and processes described in the Official Plan and Development Permit By-law;
- Best Practices in the Province of Ontario and other Canadian municipalities;
- Recent development applications and building activity in the Town.

The findings of the above listed preliminary work will contribute to the final Report.

Phase 2 – Public Consultation

The study process included opportunities for public consultation by means of an interactive online survey, an open house workshop, and an ongoing open dialogue with residents via email, phone calls and conversations.

The Neighbourhood Character Survey was launched on November 22nd, 2019 and an Open House workshop event was held on December 4th, 2019. Both the survey and open house were advertised in local newspapers, on the Town’s webpage and through social media platforms.

These avenues for public input were crucial to gauging the public’s opinion on the existing character of the study area and inform the direction of the recommendations of this study.

Phase 3 – Draft Study + Policy Recommendation

The Draft Neighbourhood Character Study will be prepared in this phase based on the background information and the public input generated by the public consultation avenues.

The draft report will include potential policy direction or by-law amendments that can achieve the desirable objectives identified.

Phase 4 – Final Study + Implementation

The final phase will consist of refining the draft Neighbourhood Character Study document and its presentation to Town Staff and Council.

2.0 Defining Neighbourhood Character

Neighbourhood character is important to the overall perception of a neighbourhood. Part of character refers to the look and feel of an area and the types of land uses which occur there. It is often defined to mean the collective qualities and characteristics that distinguish a particular area or neighbourhood.

For some, character is reflected in the broad attributes of an area, like proximity to parks and trails, shops, schools or community services. For others, it may be tied to the socioeconomics of an area, or qualities like the presence/absence of traffic. It can be subjective and mean different things to different people, or in different situations, making it difficult to define.

This study examines neighbourhood character through a planning lens, in order to identify outcomes that can be influenced through planning policy, design and other processes. Specifically, this study will consider the built form of residential properties including:

- Heights
- Yards
- Massing
- Roofing types
- Building materials
- Setbacks
- Street presence
- Parking and Driveways
- Architecture
- Landscaping

Every property, building, public place or piece of infrastructure contributes to the character of an area. It is the cumulative impact of all these contributions that establishes neighbourhood character.

3.0 How is Character Managed in Carleton Place

The *Planning Act* is the legislative tool in Ontario that sets out the ways in which municipalities can regulate their respective land use and planning processes. The Act describes how land use may be controlled, and what authorities control them.

This section of the report provides a summary of the provincial and local policy frameworks affecting residential land use planning.

3.1 The Planning Act

The *Planning Act* provides the basis for a municipality to prepare their own Official Plan and Development Permit System. The *Planning Act* also dictates how a municipality can use other planning tools, such as an Interim Control By-Law, to regulate planning and land use.

3.2 The Provincial Policy Statement

The Provincial Policy Statement is a policy document that sets out the provincial interests and direction in regards to land use planning decisions. Municipalities often refer to the PPS to develop their respective planning policies and by-laws such as Official Plans and Development Permit By-laws. All planning decisions are to be consistent with the interests stated in the PPS. Policies that promote a “sense of place” and well designed built-form, and protect cultural heritage that help define character are examples of the types of provincial interests included in the PPS.

3.3 The Town of Carleton Place Official Plan

The Town of Carleton Place Official Plan is the fundamental document listing out the Town’s policies in regards to growth and development for the future. It provides the framework that guides land use planning decisions with the intent to achieve an established vision for the Town while respecting various guiding principles.

In addition to the Town’s vision statement and guiding principles, the Official Plan defines land use designations and their respective policies for specific areas in Town. The Town has been divided into five distinct land use districts, each having their own set of policies. Of the five districts, some have been further subdivided into smaller sub-districts where there is a need to recognize specific conditions or where specific goals are sought.

3.4 The Town of Carleton Place Development Permit By-law

A Development Permit System is a unique planning tool that replaces zoning, site plan and minor variance approvals. A Development Permit System may also include regulations regarding Tree Cutting and Site Alteration.

The Town of Carleton Place Development Permit By-law clearly articulates and establishes development requirements, provisions and standards that need to be met before approval(s) can be issued. It provides a streamlined approach to development approvals and in addition allows for flexibility within a clearly articulated context. The objectives of the by-law include the preservation of the existing small-town character and the conservation of heritage and cultural resources.

The Development Permit By-law goes a step beyond a typical zoning or site plan control by-law in the way that it provides built form and design criteria for proposed development applications. The *Built Form Inventory* section of the by-law lists the predominant built form elements for specific areas in Town. The elements listed in the Built Form Inventory include: dwelling type,

exterior cladding, roof types and landscaping. Moreover, the Development Permit By-law's *Built Form Design Criteria* section includes guidelines and examples of the desirable external treatment of specific types of developments in defined land use designations.

4.0 Background Analysis

The Town of Carleton Place Development Permit By-law regulates land use within the Town boundary. Schedule 'A' of the Development Permit By-law indicates the designation of each property in Town.

The Development Permit By-law lists the permitted uses and development standards for each respective land use designation.

The Study Area is a unique amalgam of residential dwelling types. The specific residential designations within the Study Area include the *Mississippi Residential Sector* and the *Residential District* (as displayed on Figure 2).

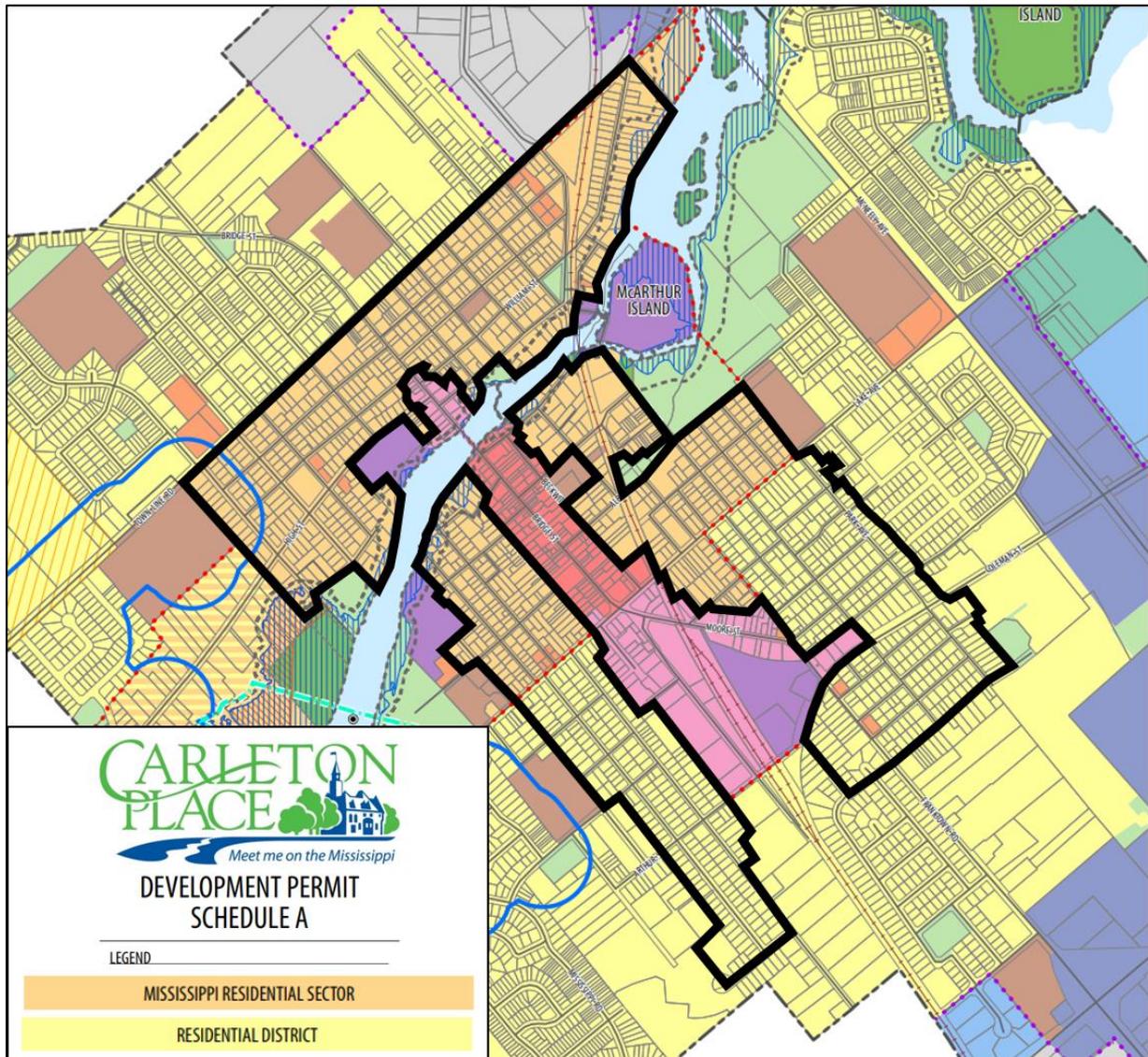


Figure 2: Study Area overlaid on Schedule 'A' of the Development Permit By-law

The Development Permit By-law intends to regulate the appropriate development and redevelopment of the policy area while considering existing neighbourhood character and architectural styles.

The permitted residential uses in the Mississippi Residential Sector and Residential District include:

- Single Detached Dwelling
- Duplex Dwelling
- Townhouse Dwelling
- Apartment Dwelling
- Semi-Detached Dwelling
- Triplex Dwelling
- Quadplex Dwelling
- Seniors' Residential Dwelling

The Development Permit By-law provides the development standards for each of the above-listed residential land uses as listed in Table 1 below. Table 1 does not include any of the site-specific additional provisions.

Table 1: Residential Development Standards

SITE PROVISION	DEVELOPMENT STANDARD PER DWELLING TYPE					
	Single Detached Dwelling	Semi-Detached Dwelling	Duplex Dwelling	Townhome Dwelling	Apartment Dwellings	Triplex and Quadplex Dwelling
Lot Area (min)	Nil	Nil	Nil	Nil	Nil	Nil
Lot Coverage (max)	60%	60%	60%	60%	60%	60%
Lot Frontage (min)	10.6 metres (35 feet)	7.5 metres (29.5 feet) / per unit	15 metres (49.2 feet) / per unit	5.5 metres (18.04 feet) / per unit	35 metres (114 feet)	15 metres (49.2 feet)
Front Yard Build Within Area	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)
Exterior Side Yard Build Within Area	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)	4.5 metres (14.7 feet), to 7.5 metres (24.6 feet)
Interior Side Yard (min)	1.2 metres (3.9 feet)	1.2 metres (3.9 feet)	1.2 metres (3.9 feet)	1.5 metres (4.9 feet)	3 metres (6.5 feet)	1.2 metres (3.9 feet)
Rear Yard Depth (min)	7.5 metres (24.5 feet)	7.5 metres (24.5 feet)	7.5 metres (24.5 feet)	6.5 metres (21.3 feet)	7.5 metres (24.6 feet)	9 metres (29.5 feet)
Usable Landscaped Open Space in the rear yard (min)	50 square metres (538 square feet)	40 square metres (430 square feet)	30 square metres (322 square feet) / per unit	30 square metres (322 square feet) / per unit	20% of the lot area	30 square metres (322 square feet) / per unit
Building height (max)	11 metres (36 feet)	14 metres (45.9 feet) or four storeys	14 metres (45.9 feet) or four storeys			
Dwelling Unit Area (min)	92.9 square metres (1,000 square feet)	92.9 square metres (1,000 square feet)	92.9 square metres (1,000 square feet)	83.1 square metres (900 square feet)		

4.1 Mississippi Residential Sector

4.1.1 Design Criteria

The Mississippi District Residential area is an established older residential area which is characterized by a range of housing types. The area's residential component consists predominately of single detached dwelling units but does include many semi-detached, duplex, row townhouses and small apartment dwellings. The range of dwellings varies from modest single detached dwellings to stately heritage homes. Other non-residential land uses within the Mississippi Residential Sector include parks, schools, churches, smaller-scale local commercial uses and municipal amenities.

The Development Permit By-law provides guidelines and a built form inventory to which development and redevelopment are to adhere. In the *Mississippi Residential Sector*, specifically, residential re-development will require consistency with the historical built form and provide architectural details that reflect the housing stock inventory.

The design guidelines included in the Development Permit By-law include:

- Long monotonous façade shall be avoided;
- Excessive ornamentation shall be avoided;
- Buildings will be oriented to the street;
- Buildings shall contribute to the esthetics and visual appeal of the community;
- Chimney construction will be masonry brick or stone;
- Balcony construction will be of wooden construction. Railings shall be wood or ornamental metal only. Colour shall match and maintain consistency with the primary structure or building;
- Fire escapes shall be constructed as required by the Building Code in black metal;
- Street trees shall be provided every 10.6 metres (35 feet) on average to create a canopy on residential streets.

4.1.2 Defining Character Elements

The Development Permit By-law includes an inventory of the residential built form of the Mississippi Residential Sector. The inventory tracks: housing type, exterior cladding, entrances, windows, roof types, garages, landscaping and other various built form features. The inventory also tracks the predominant architectural period of the housing stock.

			Architectural Period	
			1930	2000
Housing Type	Dwelling Unit	Single Family	X	
		Semi-Detached	X	
		Other	Condo	Condo/Apartment
	Other	# of Storeys	2	2
		Style		
Exterior Cladding	Front Façade	# of Material	1-2	1
		Type of Material	Wood, brick or stone	
	Colour	Neutral Tone	1	
		Colour Accent		
		Other	Red, white or beige brick	Yellow-beige
Main Entrance	Entry Door	Single Door	Wood	Aluminium
		Side Light		With or without
	Landing	Height above finished grade	15-45 cm	15-80 cm
	Other Features	Portico	Covered or uncovered	Unenclosed
		Porch	Typical	
		Material		Masonry
		Column		PVC
	Guardrail	X		
Windows	General	Type	Sash	Casement, sliding
		Elevation		Side
	Basement	At grade		X
		Window well	X	
Roof	Slopes	Varied	X	X
		Low		
		Roofline	Gable or Gambrel	
	Features	Decorative Gables	At windows and balcony	At windows
		Other	Cape Cod Cottage	
Garage & Addition	Garages	Type	Attached or detached	
		Location	Side	
		Setback from house		
		Flush with façade		
		At grade	X	
	Below grade			
	Additions	Typical	X	
Not typical				
Other Design Features	Lighting	Within soffits		X
		Surface mounted	X	X
	Chimney	Cladding	Brick	N/A
	Balcony	Part of landing at entrance		
		Consistency with architectural style	X	

4.2 Residential District

4.2.1 Design Criteria

The design criteria of the Development Permit By-law suggests that new residential development in existing neighbourhoods should be integrated with the housing units of the adjacent area. The design guidelines state “all new development will evaluate existing built form and provide for a complementary product”.

Structures shall demonstrate the general principles of good design including but not limited to those dealing with form, mass, scale, height, texture and colour. Specific consideration shall be given to compatibility with adjacent structures where such structures are substantially in compliance with the following design guidelines:

- Façade, side and rear elevations and roof lines shall be constructed to reflect existing built form;
- New development will match setback, footprint, size and massing patterns of the neighbourhood, particularly to the immediately adjacent dwellings;
- Long monotonous façades shall be avoided;
- Excessive ornamentation shall be avoided to prevent visual clutter;
- Buildings will be oriented to the street;
- Buildings shall contribute to the esthetics and visual appeal of the community;
- Street trees shall be provided every 10.6 metres (35 feet) on average to create a canopy on residential streets.

4.2.2 Defining Character Elements

The Development Permit By-law includes an inventory of the residential built form of the Residential District. The inventory tracks: housing type, exterior cladding, entrances, windows, roof types, garages, landscaping and other various built form features. The inventory also tracks the predominant architectural period of the housing stock.

			Architectural Period			
			1930	1950	1980	1990
Housing Type	Dwelling Unit	Single Family	X	X	X	X
		Semi-Detached	X			X
		Other			Townhome	
	Other	# of Storeys	2	1-2	1-2	2
		Style				
Exterior Cladding	Front Façade	# of Material	1-2	1	1-2	1
		Type of Material	Brick, wood, vinyl	Brick or vinyl	Brick, vinyl, stucco	Vinyl
	Colour	Neutral Tone		X	X	X
		Colour Accent	X	X	X	X
		Other	Red, brown beige brick		Red brick	
Main Entrance	Entry Door	Single Door	Aluminum, wood	Aluminum, wood	Aluminum, wood	Aluminum
		Side Light				With
	Landing	Height above finished grade	15-45 cm	15-80 cm	15-45 cm	15-45 cm
	Other Features	Portico		Unenclosed	Unenclosed	Enclosed or unenclosed
		Porch	Covered or uncovered	Covered		Covered
		Material		Masonry		Masonry
		Column		Wood or steel	X	Masonry
Guardrail		X	PVC or wood	PVC or wood		
Windows	General	Type	Sash	Casement, single hung mechanism, sliding	Casement, single hung mechanism, sliding	Casement
		Elevation		Side or rear	Front or side	Front or side
	Basement	At grade			X	
		Window well	X	X	X	X
Roof	Slopes	Varied	X	X	X	X
		Low				
		Roofline				
	Features	Decorative Gables	At garages and windows			
		Other				
Garage & Addition	Garages	Type	Detached	Detached	Attached	Attached
		Location			Front	Front
		Setback from house				X
		Flush with façade			X	X
		At grade			X	X
		Below grade				
	Additions	Typical	X			
	Not typical					
Other Design Features	Lighting	Within soffits				X
		Surface mounted	X	X	X	X
	Chimney	Cladding	Brick or no cladding	Brick	No Cladding	N/A
	Balcony	Part of landing at entrance				
		Consistency with architectural style	X			

4.3 Recent Development Activity

The Town of Carleton Place is experiencing unprecedented residential growth as of late. The recent plans of subdivision that are under ongoing construction contribute largely to the rising

number of residential units; however there has also been a relatively important number of building permits issued within the Study Area. The development and redevelopment trend within the Study Area can be identified through recently issued building permits and development permits.

4.3.1 Building Permits

Since 2017, 67 residential building permits have been issued within the boundaries of the Study Area (including new builds, renovations, and additions). Of the 67 total permits:

- 35.8% (n=24) of the permits were issued for the construction of a new building;
- 59.7% (n=40) of the permits were issued for renovation or repair;
- 4.5% (n=3) of the permits were issued for building additions.

4.3.2 Development Permits

There are 4 classes of development permits issued under the authority of the Town's Development Permit By-law. Permit classes include; Class 1, Class 1A, Class 2 and Class 3. The need and class of a development permit is determined at the pre-consultation meeting between Town staff and applicants.

A development permit can be required for a variety of reasons, notably:

- When a proposed development requests a variation to the development standards;
- When a proposed development may have impacts on adjacent properties; or
- When a proposed development will require securities, a performance deposit or will require technical studies.

Since 2017, 10.4% (n=7) of building permits issued for residential construction within the Study Area required development permits.

Development permits were required mainly:

- To reduce a rear yard setback for a very small infill lot;
- To reduce setback for new detached garage;
- To construct a four unit townhouse on an infill lot;
- To convert an old church to an apartment dwelling;
- To permit a garage to occupy 46% of the lot frontage; and
- To increase the front yard setback to a semi-detached dwelling.

5.0 Best Practices

As part of the study, a best practice review was conducted to investigate how various municipalities approach development and re-development within mature neighbourhoods of character. The examples listed in this report highlight the variety of ways in which neighbourhood character is managed. There is no true “one size fits all” solution for how to best regulate residential infill in mature neighbourhoods; character analysis works best at a site specific scale. The following strategies vary from one another as they were influenced by their respective municipal context.

Town of Carleton Place – High Street Residential District

The Town of Carleton Place has a designation in both its Official Plan and Development Permit By-law described as “High Street Residential Sector”. The “High Street Residential Sector” is exclusive from the “Mississippi Residential Sector” and “Residential District” and is outside of the boundary established by the parameters of the Interim Control By-law. Permitted residential uses within the “High Street Residential Sector” are limited to low density uses including: single detached, semi-detached and duplex dwellings.

The residential neighbourhood of High Street represents a distinct inventory of built form and fashion that shares particular design components with abutting properties although not exclusively representing a specific period. The design criteria for the High Street designation suggests that new construction should be of a particular style rather than a hybrid of styles. Consistency of design detail is required and structures are to demonstrate the general principles of good design including but not limited to those dealing with form, mass, scale, height, texture and colour.

Specific design guidelines that influence the built form within the designation include:

- The height of new residential buildings shall not be less than 80% or more than 120% of the average height of the residential buildings on the immediately adjacent properties;
- Match setback, footprint, size and massing patterns of the neighbourhood, particularly to the immediately adjacent neighbours. Emphasis will be placed on providing a consistent directional emphasis of roof pitch, gables, windows, height and width of the building to blend in with existing inventory. Side yard setbacks and the ratio of built form to open green space shall be consistent with adjacent properties;
- New construction shall respect the existing cladding material used on the street;
- Driveways and garages should be located to the side or the rear of the main building. Landscape screening and/or fencing should be provided to buffer the parking area from both the street and adjacent properties.

City of Ottawa – Mature Neighbourhood Overlay

Through a Zoning By-Law Amendment, the City of Ottawa adopted a strategy to regulate infill in its mature neighbourhoods. A “Mature Neighbourhood” overlay is placed over the City’s zoning schedules. Where the overlay identifies a property as part of a mature neighbourhood, the zoning provisions vary from the traditional well-defined provisions of a traditional zone.

Ottawa uses a “*street sets the rules*” whereas development applications in a mature neighbourhood are required to be supported by a “Streetscape Character Analysis”. The Character Analysis requires the review of 21 lots in proximity of the subject lot (either side of the street). The analysis takes into consideration built form development standards including front yard setbacks, location of driveways and walkways, the treatment and landscaping of front, corner

and side yards, the orientation of the principal entrance and the front wall of a dwelling. The result of the analysis is intended to generate an “average” requirement for each of the standards to be applied to the proposed development to ensure it reflects the existing built form of the area.

City of Edmonton – Mature Neighbourhood Overlay

The City of Edmonton has adopted a Mature Neighbourhood Overlay to its zoning schedules, similar to the City of Ottawa. A total of 24 regulations were created to be applied to residential development subject to the zoning overlay. Notably, the following regulations were adopted:

- Where the Site Width is less than 18.3 m, the Side Setback requirements of the underlying Residential Zone shall apply;
- Where the Site Width is 18.3 m or greater:
 - Side Setbacks shall total 20% of the Site Width but shall not be required to exceed 6.0 m in total;
 - The minimum interior Side Setback shall be 2.0 m; and
 - On a Corner Site, the Side Setback requirements on the flanking public roadway, other than a Lane, shall be in accordance with the requirements of the underlying Zone.
- The minimum Rear Setback shall be 40% of Site depth;
- The maximum width of a façade of Row Housing, Stacked Row Housing or Apartment Housing that faces a public roadway shall be 48.0 m;
- The Floor Area of the upper half storey of a 2.5 storey building shall not exceed 50% of the structure’s second Storey Floor Area.

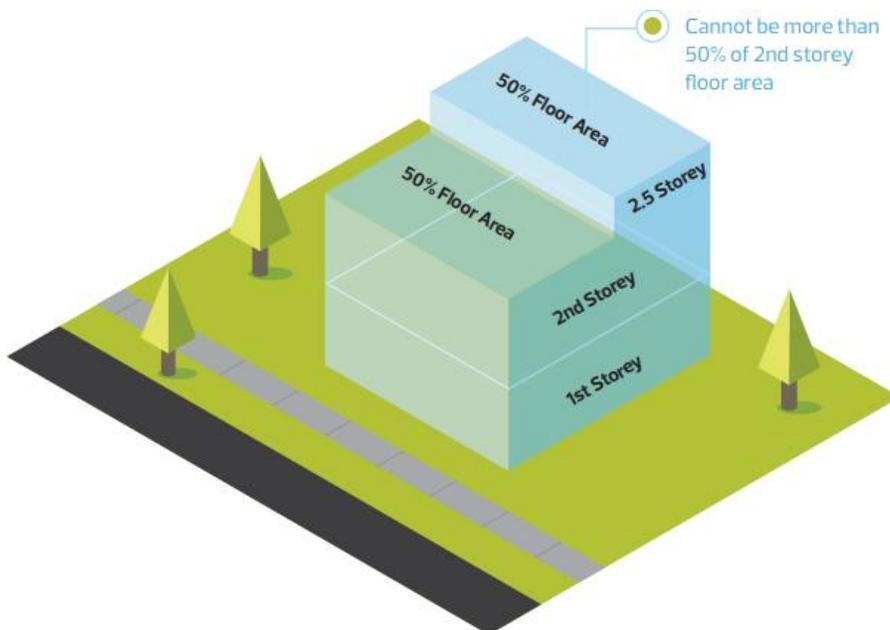


Figure 3: The purpose of reducing the upper floor’s area is to reduce the visual impact of a building’s massing (image via the City of Edmonton).

Town of Newmarket – Stable Residential Areas

The Town of Newmarket adopted an amendment to its Zoning By-Law to regulate infill development in the Town's two "Stable Residential" areas. The amendment imposed a zoning overlay to the lots within the target areas and would be subject to alternate zoning provisions.

The standards that were amended in the target areas included:

Maximum height (building height is measured from the front grade of the dwelling to the highest portion of the roof)	One Storey: 7.5 m
	One and Half Storey: 8.5 m
	Two Storey: 10.0 m
Maximum Lot Coverage	One Storey: 35%
	Two Storey: 25%
Minimum Front Yard Setback	Notwithstanding any other provision of this by-law, structure built between existing buildings shall be built with a setback, which is within the range of existing front yard setbacks for the abutting buildings, but this depth shall not be less than 3 metres from the front lot line.

The City of Peterborough – Residential Downtown District

The City of Peterborough Zoning By-law has established a specific zone for the City's "Residential Downtown District" zone. The zone is used to regulate development and redevelopment of dwellings of residential properties in and in proximity to the downtown area.

The permitted uses for the Residential Downtown District zone are limited to "a dwelling". The Zoning By-law defines dwelling as a "*building containing one or more dwelling units*". A dwelling unit is defined by the by-law as a "*connected space for residential purposes, within a building which includes one or more bedrooms, sanitary facilities, and cooking facilities, all of which are provided for the exclusive use of the occupants thereof, and has a private entrance from either the outside of the building or through a common area*". Briefly, the Residential Downtown District zone permits the full range of dwellings.

The regulations for the Residential Downtown District are as follows:

Minimum lot area per dwelling unit	160 square metres
Maximum side yard setback	The lesser of the existing building setback or 1.2 metres
Maximum rear yard setback	The lesser of the existing building setback or 7.5 metres
Maximum building coverage	40%
Maximum number of storeys	3
Minimum floor area	Bachelor dwelling unit: 33 square metres
	Other than a bachelor dwelling unit: 55 square metres plus 13.5 square metres for each habitable room in excess of four

The City of Toronto – Floor Space Index Provisions

The City of Toronto lists Floor Space Index as a standard provision in its development requirements, equal to building heights and setbacks to lot lines.

Floor space index (FSI) is the result of the gross floor area of a building divided by the area of the lot on which it is located. Municipalities can use the FSI of a building as a development standard to regulate density (a higher ratio indicates a denser development).

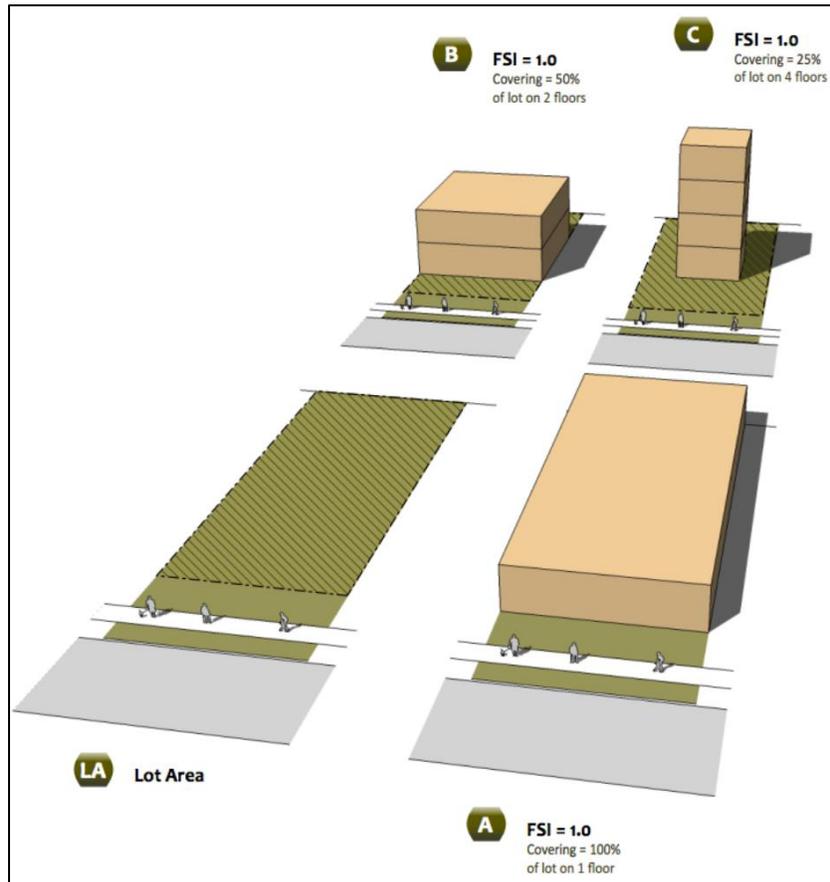


Figure 4: Each of these building blocks has the same floor space index (image via City of Toronto)

A one-storey building occupying the entire property, from lot line to lot line, would have a floor space index (FSI) of 1.0 - the same as a two-storey building occupying 50% of the property and a four-storey building occupying 25% of the property. This scenario is outlined in the figure above. Regulating FSI in the development standards of a Development Permit or Zoning By-law is a way to ensure a standardized building massing or building density in function of the lot on which it is constructed.

6.0 Public Consultation

The study process included opportunities for public consultation by means of an interactive online survey, an open house workshop, and an ongoing open dialogue between residents and the project team.

Both the survey and open house were advertised in local newspapers, on the Town's webpage and through social media platforms.

These avenues for public input were crucial to gauging the public opinion on the existing character of the Study Area and inform the direction of the policy recommendations.

The following provides a summary of the engagement opportunities held throughout the study process.

6.1 Open House

An open house workshop was held in the Town Hall Auditorium, on December 4th, 2019. The event was intended to introduce the study process and goals to residents and members of the public. More so, the open house provided an additional opportunity to receive public feedback in regards to the elements and qualities felt to be important contributors to the character of the Study Area.

Over 40 residents registered their attendance to the open house. Staff heard a range of comments in regards to the Neighbourhood Character Study and the recent development within the Town of Carleton Place. Hard copies of the Neighbourhood Character Survey were made available at the open house for those residents who were unable to access the online version of the survey.

Feedback in support and in protest of recent infill development was voiced to the project team. Some residents voiced concerns with the level of control to ensure that changes to the character of the Study Area were minimized. Several residents identified concern about the types of dwelling units permitted, mainly higher density dwelling types. Traffic concerns associated with intensification were a common theme of discussion.

Overall, residents were understanding that the established housing stock will inevitably turn over. The primary position voiced at the open house was that the Study Area needs "infill done properly" through appropriate development standards and permitted dwelling types.



Figure 5: Attendees of the Open House Workshop consulting presentation boards

6.2 Online Survey

The Neighbourhood Character Survey was launched on November 22nd, 2019 and was available to residents until January 3rd, 2020. The survey was crafted to illicit responses that evaluated the following themes:

- Perceived residential character;
- Built form features;
- Preservation of the historic “look”;
- Building height ranges;
- Regulation of external building materials;
- Dwelling types.

The survey also includes many visual examples of types of infill that ask respondents to make comment on their look and whether they are desirable or appropriate in the Study Area.

The survey was completed 131 times.

7.0 General Findings

7.1 Policy Gaps

The Town of Carleton Place Official Plan directs development and redevelopment to be sensitive and compatible with the existing character of their surroundings. The Study Area is comprised by the Mississippi Residential Sector and Residential District land use designation.

Specifically, the Official Plan indicates that, within the Mississippi Residential Sector:

“Uses in the Mississippi District Residential shall generally be restricted to residential uses (all density types).”

“The development of existing in-fill lots and existing undersized lots is encouraged.”

Further, the Official Plan states that within the Residential District:

“Where land is designated Residential District on Schedule A to this Plan, a range of residential dwelling types and densities shall be permitted, including single detached, semi-detached, duplex dwellings, triplex dwellings, townhouse dwellings and apartment dwellings.”

Although the Official Plan schedule depicts a specific Mississippi Residential Sector boundary, the Plan would appear to have policies that are contradictory to its objectives that describe its purpose and unique characteristics.

Although the designations are mutually exclusive, the established neighbourhoods of the Mississippi Residential Sector and the “newer” neighbourhoods within the Residential District are both subject to the same development standards as prescribed in the Development Permit By-law.

Although these areas have distinct vision statements and their existing neighbourhood character are significantly different, the Development Permit By-law provisions and standards are shared between the two designations. This gap in implementation does not properly translate the intent of the Official Plan. This current context requires additional policy and zoning direction to better manage the changes occurring in the Character Area. Otherwise, implementation is subject to interpretation and opinions.

7.2 Variations through Development Permit Applications

Although the Development Permit By-law does provide development standards, an applicant has the right to apply for variation(s) to the prescribed standards. Varying from the prescribed development standards could indirectly vary from the general intent of a specific designation.

Determining whether or not an application to vary from the prescribed development standards is desirable and appropriate is often a difficult task for staff. Planning Staff may ask for an Urban Design Brief to support an application, however the terms of reference for a design brief are not standardized in Carleton Place at the moment, and so, there is room for ranging interpretation of “character” from neighbourhood to neighbourhood.

The built form inventory and design criteria of the Development Permit By-law are also problematic at times. For instance, the design criteria for the Mississippi Residential Sector only provides guidelines for single and semi-detached dwellings whereas the Development Permit By-law permits the full range of single detached, semi-detached, duplex dwellings, triplex dwellings,

townhouse dwellings and apartment dwellings. As a result, it is difficult for Planning staff to provide architectural or urban design comments on those dwelling types not included in the by-law's design criteria. One could interpret that these housing forms are not or were not being contemplated, however, the policy lists them as permitted uses.

More so, the built form inventory recorded within the Study Area (as described in Sections 4.1 and 4.2 of this report) presents gaps of its own. For instance, the stock of inventory recorded in the Development Permit By-law presents a wide variety of built form and architectural features ranging from the 1930s to the 2000s. When evaluating a development application within the Mississippi Residential Sector, and measuring compatibility with the existing context of the area, reference to the Built Form Inventory section of the Development Permit By-law for guidance is challenging as the inventory ranges so drastically.

The gaps in design guidelines and vagueness of built form inventory – specifically in the Mississippi Residential Sector – perhaps leave too much room for interpretation error as they are currently prescribed in the Development Permit By-law.

8.0 Considerations for Policy Direction

When the public consultation phase is completed, the project team will prepare a summary of the public's input and prepare a list of policy recommendations and/or Development Permit System amendments for Council to consider in regards to the preservation of its character and built form in the form of a final Neighbourhood Character Study.

Staff and Council will receive the final report as information and make their decision on whether to implement amendments to their existing planning policy.

This report has been prepared for the exclusive use of the Town of Carleton Place for the stated purpose. Its discussions and conclusions are summary in nature and cannot be properly used, interpreted or extended to other purposes without a detailed understanding and discussions with the client as to its mandated purpose, scope and limitations. This report was prepared for the sole benefit and use of Town of Carleton Place and may not be used or relied on by any other party without the express written consent of J.L. Richards & Associates Limited.

This report is copyright protected and may not be reproduced or used, other than by the Town of Carleton Place for the stated purpose, without the express written consent of J.L. Richards & Associates Limited.

J.L. RICHARDS & ASSOCIATES LIMITED

Prepared by:



Tyler Duval, M. Pl.
Planner

Reviewed by:



Marc Rivet, MCIP, RPP
Associate
Senior Planner

www.jlrichards.ca

Ottawa

864 Lady Ellen Place
Ottawa ON Canada
K1Z 5M2
Tel: 613 728-3571

ottawa@jlrichards.ca

Kingston

203-863 Princess Street
Kingston ON Canada
K7L 5N4
Tel: 613 544-1424

kingston@jlrichards.ca

Sudbury

314 Countryside Drive
Sudbury ON Canada
P3E 6G2
Tel: 705 522-8174

sudbury@jlrichards.ca

Timmins

834 Mountjoy Street S
Timmins ON Canada
P4N 7C5
Tel: 705 360-1899

timmins@jlrichards.ca

North Bay

200-175 Progress Road
North Bay ON Canada
P1A 0B8
Tel: 705 495-7597

northbay@jlrichards.ca

Hawkesbury

326 Bertha Street
Hawkesbury ON Canada
K6A 2A8
Tel: 613 632-0287

hawkesbury@jlrichards.ca

Guelph

107-450 Speedvale Ave. West
Guelph ON Canada
N1H 7Y6
Tel: 519 763-0713

guelph@jlrichards.ca



Appendix 1

Neighbourhood Character Study

“As We Heard It” Report

Neighbourhood Character Study “As We Heard It” Report

Table of Contents

1.0	Background	1
2.0	Purpose.....	2
3.0	What We Heard.....	3
4.0	Next Steps.....	5

List of Appendices

Appendix A: Supporting Graphics.....	6
--------------------------------------	---

1.0 Background

The Town of Carleton Place initiated a Neighbourhood Character Study for the area currently affected by the Interim Control By-law, which was passed by Town Council in May 2019. The purpose of the Neighbourhood Character Study is to:

- Consider the existing character within the Study Area;
- Understand how residents value the elements that have the most influence on the existing character of the Study Area;
- Review the existing policies and guidelines in the context of the character analysis, as well as any feedback, and
- Provide recommendations for improving policy, directing design, and possibly changing the Development Permit By-law.

Landowners, residents and community groups were invited to take part in the study by attending an Open House workshop and/or by filling out a survey. Both the survey and open house were advertised in local newspapers, on the Town's webpage and through social media platforms.

Over forty participants attended the evening Open House on December 4th, 2019 at the Carleton Place Town Hall Auditorium. The event introduced the study's process and objectives to members of the public. The open house also provided an opportunity to receive invaluable input on the elements and qualities that members of the public felt to be the most important contributors to the character of the Study Area. The project team also invited the public to provide additional input via email.

The Neighbourhood Character Survey was made public on November 22nd, 2019 and ran until January 3rd, 2020. The survey was completed 131 times, and was developed to help us better understand public perceptions on the following themes:

- Perceived residential character;
- Built form features;
- Preservation of the historic "look";
- Building height ranges;
- Regulation of external building materials; and
- Dwelling types.

The survey asked respondents to comment on visual examples of infill development and to determine the suitability of each example as a potential use within the Study Area.

2.0 Purpose

The purpose of this 'As We Heard It' document is to provide a summary of the survey's results and to report any additional comments we received from landowners, residents and community groups during the Neighbourhood Character Study. The feedback we received will help to inform future decisions that relate to the Neighbourhood Character Study.

3.0 What We Heard

3.1 Survey Results

Results from the survey were organized using supporting graphics, such as pie graphs, which are further displayed in the Appendix of this report. Following the completion of the survey and our analysis of the findings, we found that:

- While 72% of respondents indicated that there is currently a defined neighbourhood character within the Study Area, 28% indicated that they felt as though there was no true consistency in regards to the built form within the Study Area.
 - Of those who perceived the existence of a well-defined neighbourhood character in the Study Area, respondents considered building height, architecture style, type of dwelling and building massing and volume as the most important built form features that contribute to the overall character of the study area.
 - The majority of survey respondents indicated architectural style as the most important contributor to the character of the Study Area (refer to Appendix, Figure 1).
- The majority of survey respondents perceive the preservation of the historic 'look' as an important contributor to the residential character of the Study Area. 34% of respondents said that it is very important to them, whereas 32% said it was only just important. Only a small percentage of respondents felt that the preservation of the historic 'look' was not as important (refer to Appendix, Figure 2).
- The majority of respondents (60%) believe in the importance of regulating the use of external building materials in the Study Area. Only 22% of respondents indicated that regulating the use of building materials within the Study Area was very important; while 38% said that it was only just important. At 24%, a substantial group of respondents were indifferent or neutral to the regulation of building materials. Only a small group of respondents did not find this quality to be important (refer to Appendix, Figure 3).
- Of the proposed roof types for the Study Area, pitched/hip, mansard and gambrel roofs were deemed to be the most appropriate roof types (95% 85% and 70%, respectively), whereas shed and flat roofs were deemed to be the most inappropriate (63% and 63%, respectively). For information on roof types please see Figure 4 in the Appendix of this report.
- Respondents were generally of the opinion that if residential intensification were to take place it would be most suitable within subzones 1 (40%), 5 (40%) and 6 (40%) of the Study Area (please see Figure 5 in the Appendix for information on subzones).
- 37% of all respondents believe residential intensification to be inappropriate within the Study Area.
- The most desirable types of infill development within the Study Area are 2 storey townhouses and 3 storey apartment buildings (refer to Figure 6 and Table 1 in the Appendix).
- The least desirable types of infill development with the Study Area include 3 storey townhouses and 4 storey apartment buildings (refer to Figure 6 and Table 1 in the Appendix).

3.2 Consultation Feedback

The following includes statements and comments we received from our Open House consultation:

- *“This area is characterized by it having primarily single family homes and this should continue.”*
- *“Townhouses should be limited to a maximum of 4 units.”*
- *“There is nothing but a mish mash of styles in the study area. Asking if elements of each building shown 'suit the character of the Study Area' implies that there is a character to the study area when there clearly is not.”*
- *“As long as there is sufficient parking, infill is OK.”*
- *“Boxy, modern buildings do not suit the architectural style of the area.”*
- *“We will need some apartment buildings in town.”*
- *“Parking for multi-residential buildings should be at the rear of buildings.”*
- *“Many modern design elements do not suit the study area; however beautiful they are.*
- *New, modern, and minimalistic styles and materials are beautiful but do not match the turn-of-the-century homes, or many of the 50's, 60's, 70's bungalows that have been built as “fillers” in this old area of town.”*
- *“The current streets and infrastructure can not accommodate high densities.”*
- *“Allowing a variety of architectural styles will add to the character of the area.”*

4.0 Next Steps

The project team will explore the ideas and the issues that were raised during the consultation phase of this study. The information collected to date will be used to inform and develop the final recommendations of the Neighbourhood Character Study.

Lastly, an Options and Recommendation Report will be prepared in conjunction with the Neighbourhood Character Study.

Individuals on the study's notification list will be notified once the report and its appendices are publicly available.

Appendix A: Supporting Graphics

Figure 1: Perceived Built Form Features of Importance

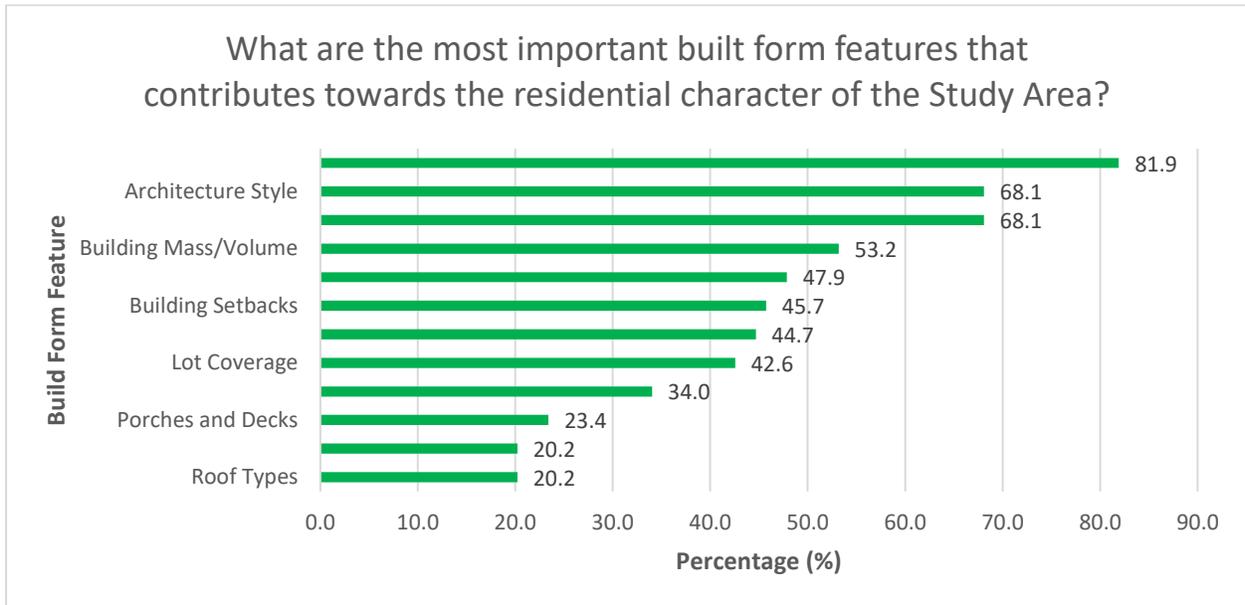


Figure 2: Perceived Importance of Preserving the "Look" of the Study Area

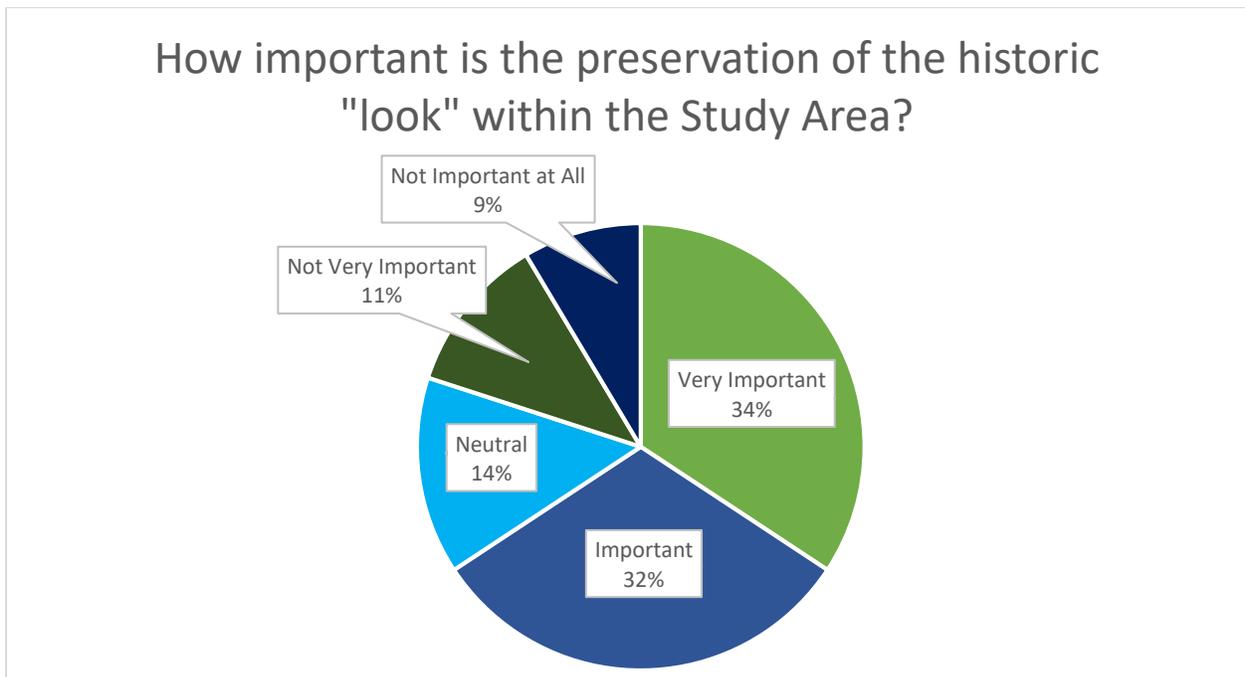


Figure 3: Perceived Importance of Building Materials Regulation

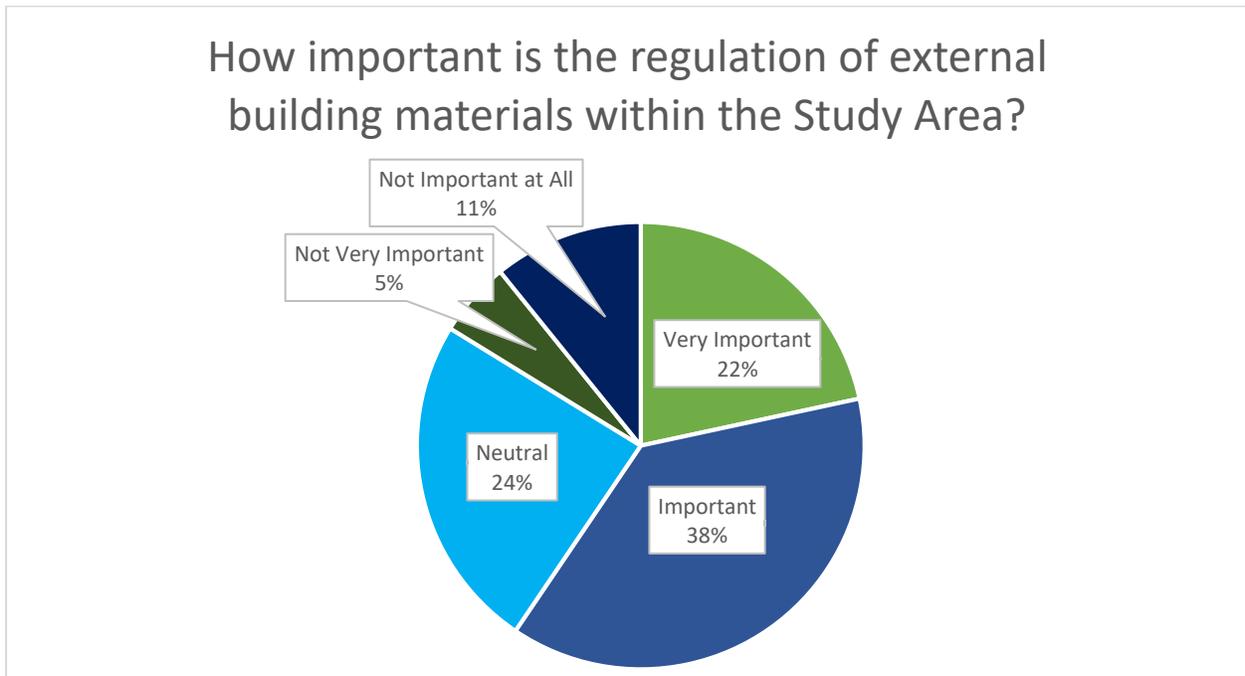


Figure 4: Roof Types

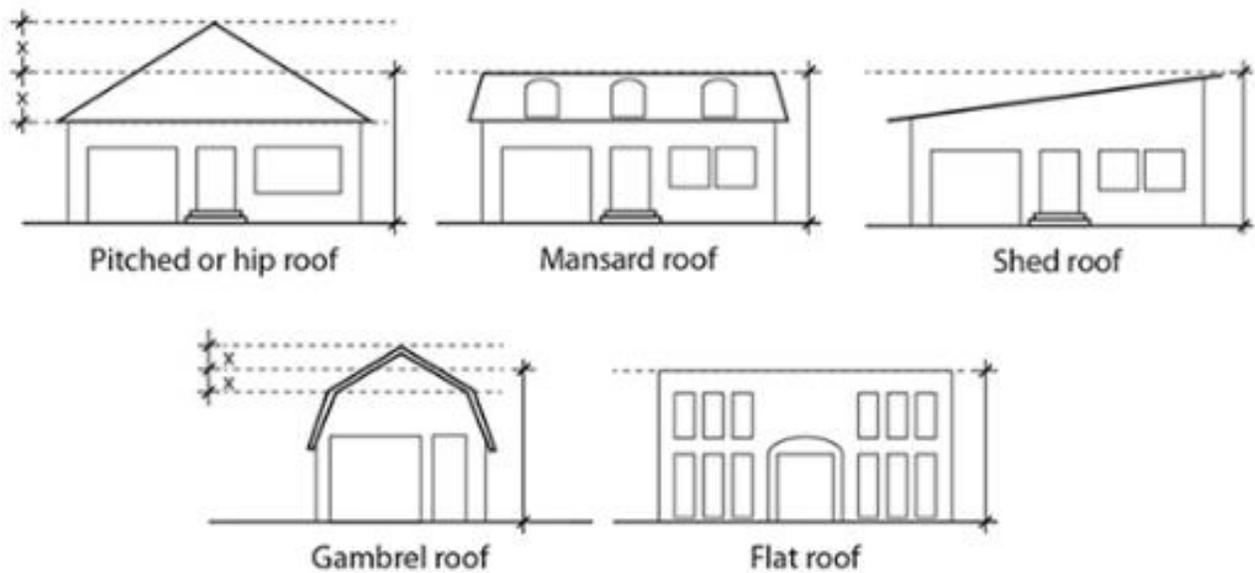
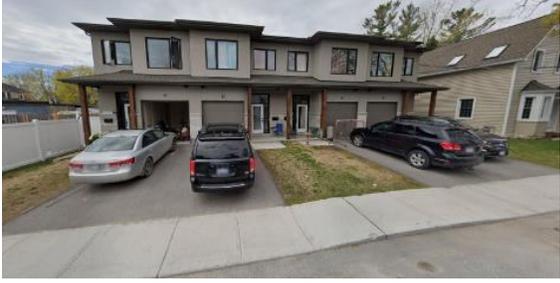


Table 1: Perceived Desirability and Appropriateness of Various Examples of Infill Development

Type of Dwelling	Desirable (% of respondents)	Undesirable (% of respondents)
<p><i>3 Storey Apartment Building</i></p> 	<p><i>44% of respondents deemed this infill type to be desirable</i></p>	<p><i>56% of respondents deemed this infill type to be undesirable</i></p>
<p><i>2 Storey Semi-Detached</i></p> 	<p><i>45% of respondents deemed this infill type to be desirable</i></p>	<p><i>55% of respondents deemed this infill type to be undesirable</i></p>
<p><i>3 Storey Apartment Building</i></p> 	<p><i>49% of respondents deemed this infill type to be desirable</i></p>	<p><i>51% of respondents deemed this infill type to be undesirable</i></p>
<p><i>3 Storey Townhouse</i></p> 	<p><i>26% of respondents deemed this infill type to be desirable</i></p>	<p><i>74% of respondents deemed this infill type to be undesirable</i></p>

Type of Dwelling	Desirable (% of respondents)	Undesirable (% of respondents)
<p><i>3 Storey Single Detached</i></p> 	<p><i>46% of respondents deemed this infill type to be desirable</i></p>	<p><i>54% of respondents deemed this infill type to be undesirable</i></p>
<p><i>3 Storey Apartment Building</i></p> 	<p><i>47% of respondents deemed this infill type to be desirable</i></p>	<p><i>53% of respondents deemed this infill type to be undesirable</i></p>
<p><i>2 Storey Townhouse</i></p> 	<p><i>64% of respondents deemed this infill type to be desirable</i></p>	<p><i>36% of respondents deemed this infill type to be undesirable</i></p>
<p><i>3 Storey Apartment Building</i></p> 	<p><i>59% of respondents deemed this infill type to be desirable</i></p>	<p><i>41% of respondents deemed this infill type to be undesirable</i></p>

Type of Dwelling	Desirable (% of respondents)	Undesirable (% of respondents)
<p data-bbox="204 247 526 281"><i>3 Storey Semi-Detached</i></p> 	<p data-bbox="911 422 1133 583"><i>38% of respondents deemed this infill type to be desirable</i></p>	<p data-bbox="1187 422 1409 583"><i>62% of respondents deemed this infill type to be undesirable</i></p>
<p data-bbox="204 720 570 753"><i>4 Storey Apartment Building</i></p> 	<p data-bbox="911 867 1133 1029"><i>24% of respondents deemed this infill type to be desirable</i></p>	<p data-bbox="1187 867 1409 1029"><i>76% of respondents deemed this infill type to be undesirable</i></p>
<p data-bbox="204 1241 477 1274"><i>3 Storey Townhouse</i></p> 	<p data-bbox="911 1476 1133 1638"><i>45% of respondents deemed this infill type to be desirable</i></p>	<p data-bbox="1187 1476 1409 1638"><i>55% of respondents deemed this infill type to be undesirable</i></p>

Type of Dwelling	Desirable (% of respondents)	Undesirable (% of respondents)
<p><i>3 Storey Single Detached</i></p> 	<p><i>32% of respondents deemed this infill type to be desirable</i></p>	<p><i>68% of respondents deemed this infill type to be undesirable</i></p>
<p><i>4 Storey Apartment Building</i></p> 	<p><i>32% of respondents deemed this infill type to be desirable</i></p>	<p><i>68% of respondents deemed this infill type to be undesirable</i></p>

This report has been prepared for the exclusive use of the Town of Carleton Place, for the stated purpose, for the named facility. Its discussions and conclusions are summary in nature and cannot be properly used, interpreted or extended to other purposes without a detailed understanding and discussions with the client as to its mandated purpose, scope and limitations. This report was prepared for the sole benefit and use of the Town of Carleton Place and may not be used or relied on by any other party without the express written consent of J.L. Richards & Associates Limited.

This report is copyright protected and may not be reproduced or used, other than by the Town of Carleton Place for the stated purpose, without the express written consent of J.L. Richards & Associates Limited.

J.L. RICHARDS & ASSOCIATES LIMITED

Prepared by:

Reviewed by:

Tyler Duval, M.Pl.
Planner

Marc Rivet, MCIP, RPP
Associate, Senior Planner



www.jlrichards.ca

Ottawa

864 Lady Ellen Place
Ottawa ON Canada
K1Z 5M2
Tel: 613 728-3571

ottawa@jlrichards.ca

Kingston

203-863 Princess Street
Kingston ON Canada
K7L 5N4
Tel: 613 544-1424

kingston@jlrichards.ca

Sudbury

314 Countryside Drive
Sudbury ON Canada
P3E 6G2
Tel: 705 522-8174

sudbury@jlrichards.ca

Timmins

834 Mountjoy Street S
Timmins ON Canada
P4N 7C5
Tel: 705 360-1899

timmins@jlrichards.ca

North Bay

200-175 Progress Road
North Bay ON Canada
P1A 0B8
Tel: 705 495-7597

northbay@jlrichards.ca

Hawkesbury

326 Bertha Street
Hawkesbury ON Canada
K6A 2A8
Tel: 613 632-0287

hawkesbury@jlrichards.ca

Guelph

107-450 Speedvale Ave. West
Guelph ON Canada
N1H 7Y6
Tel: 519 763-0713

guelph@jlrichards.ca



Appendix 2

Town of Carleton Place Neighbourhood Character Study

Options and Recommendation Report

**Town of Carleton Place
Neighbourhood Character Study
Options and Recommendation Report**

Table of Contents

1.0 Background 1
2.0 Options..... 2
 2.1 Status Quo 2
 2.2 Amending Provisions of the Mississippi Residential Sector 4
 2.3 Comprehensive Review of Official Plan and Development Permit By-law 4
3.0 Recommendation 6

List of Appendices

Appendix A: Recommended Amendment

1.0 Background

The Neighbourhood Character Study has examined development trends in the established neighbourhood of Carleton Place, as well as best practices in other Canadian municipalities. The study has also provided multiple avenues for public participation and input. As a result of the research and analysis phases of the study, implementation options were developed for the Town's consideration.

This Options and Recommendation Report concludes the Neighbourhood Character Study. The options to be considered and final recommendation are described in detail in the following sections.

2.0 Options

2.1 Status Quo

OPTION 1

The Town may elect not to amend their current planning and design regulations for residential development in the Study Area at this point in time. If this approach is chosen, all current approval processes will remain intact.

The current planning approval process in the Study Area is described as follows:

Development Permit Exception

- A Development Permit shall not be required for single dwelling units and semi-detached units provided that the proposed development is deemed to be in conformity with the requirements, standards, and provisions of its Development Permit designation as shown on Schedule “A” of the Development Permit By-law, and which is also in full conformity with all of the following standards:
 - Development is setback a minimum 30.0 metres (98.4 feet) from any natural watercourse.
 - No site alteration or vegetation removal is required or proposed within 30.0 metres (98.4 feet) of the Mississippi River.

Development proposals which meet the above-noted criteria, or which meet all of the criteria within the relevant designation where development is proposed may proceed to apply for a building permit.

Class 1 Development Permit

- A Class 1 Development Permit is required when a proposed residential development generally meets the requirements, standards and provisions of the Development Permit designation but requires relief from one or more of those requirements. Minor variations to the requirements on the by-law are permitted so long as it is demonstrated that there are very little or no impacts on adjacent properties (no mitigation measures required), the proposal is an appropriate land use that conforms to the Official Plan and consistent with the Provincial Policy Statement.
- A Class 1 Development Permit is required to formally recognize a legal non-conforming use or legal non-complying structure.
- A Class 1 Development Permit is required when the type, location and scale of a proposed residential development is such that there is no municipal requirement for a security/performance deposit to guarantee off-site works.
- A Class 1 Development Permit is required for the removal of trees having a caliper of 200 mm or more, for the purpose of facilitating new development.

A Class 1 Development Permit is reviewed and approved at the staff level. There is no required public consultation associated to a Class 1 Development Permit. A Class 1 Development Permit may be referred to the Committee of the Whole by the Director of Planning and Development or designate, or the applicant where the Director or the applicant is of the opinion that the application would benefit from a Committee review.

Class 1A Development Permit

- A Class 1A Development Permit is required for all non-residential development which meets the requirements, standards and provisions of the Development Permit designation and which will not generate any off site impacts related to traffic, noise, drainage, illumination or other similar impacts; and is a permitted land use within the designation, conforms to the Official Plan and is consistent with the Provincial Policy Statement.
- A Class 1A Development Permit is required where the type, location and scale of the proposed development is such that there is a municipal requirement for a security/performance deposit to guarantee on-site works.

A Class 1A Development Permit is reviewed and approved at the staff level. There is no required public consultation associated to a Class 1A Development Permit. A Class 1A Development Permit may be referred to the Committee of the Whole by the Director of Planning and Development or designate, or the applicant where the Director or the applicant is of the opinion that the application would benefit from a Committee review.

Class 2 Development Permit

- A Class 2 Development Permit is required when a proposed development generally meets the requirements, standards and provisions of the Development Permit designation but requires relief from one or more of those requirements. Minor variations to the requirements on the by-law are permitted so long as it is demonstrated that there is no impact on adjacent properties or where the proposed development would result in minor impact(s) on adjacent properties and such impacts can be mitigated through on-site works. The proposal must also be an appropriate land use that conforms to the Official Plan and consistent with the Provincial Policy Statement.
- A Class 2 Development Permit is required for a proposal where the Town will require a security/performance deposit to guarantee off-site works.
- A Class 2 Development Permit is required for a proposed development that is a discretionary or temporary use as defined in the Development Permit By-law.

A Class 2 Development Permit is reviewed and approved at the staff level. Notice of the application is posted on-site and there is an opportunity for public comment. A Class 2 Development Permit Application may be referred to the Committee of the Whole by means of written request to the Director of Planning and Development or designate.

Class 3 Development Permit

- A Class 3 Development Permit is required for a development proposal that generally does not meet the requirements, standards and provisions of the Development Permit designation and requires relief from one or more of those requirements. Approval of a Class 3 Development Permit can be issued provided that any impact on adjacent properties can be mitigated through on-site and/or off-site works and the proposed development conforms to the Official Plan and consistent with the Provincial Policy Statement.
- A Class 3 Development Permit is required when the Town determines that a development proposal be supported by technical studies or reports.

- A Class 3 Development Permit is required for a development proposal that will require off-site works or where the municipality has entered into a cost-sharing agreement with the applicant.

A Class 3 Development Permit is reviewed before the Committee of the Whole. Notice of the application is posted on-site and is circulated to neighbouring properties for an opportunity for public comment.

The currently adopted planning framework permits all types of multi-unit dwelling types so long as a proposed development meets the requirements, standards and provisions of the Development Permit designation.

As described in the Background Report of this Study, the current standards and provisions for development within the Mississippi Residential Sector are the same as those of the Residential District. The lands designated as Residential District are considerably different from the majority of those within the Study Area (mainly designated as Mississippi Residential Sector).

Option #1 will continue to permit all dwelling types within the Study Area. If a proposal does not require variation to the Development Permit, its approval would be considered a good planning decision.

2.2 Amending Provisions of the Mississippi Residential Sector

OPTION 2

As noted in the Background Report this Study and elsewhere in this report, there exists a gap between the policy of the Town Official Plan and its implementation by means of the Development Permit By-law.

The Development Permit By-law defines the established neighbourhoods of the Mississippi Residential Sector as an independent policy area, however, it directs development to adhere to the standards of the “newer” neighbourhoods of the Residential District. This gap in implementation does not properly translate the intent of the Official Plan.

Option #2 consists of amending Section 4.3 – Mississippi Residential Sector – of the Development Control By-law to create unique development standards for the designation rather than the current approach that falls back onto the standards of the Residential District. The purpose of establishing these standards is to ensure that future development is appropriate and desirable within the area, which will further help to inform the by-law’s built form inventory and design criteria sections.

2.3 Comprehensive Review of Official Plan and Development Permit By-law

OPTION 3

As noted previously, there exists a gap between the character policies of the Official Plan and their implementation through the Development Permit By-law, specifically in the established neighbourhoods in Carleton Place.

Currently, all the permitted residential uses in the Mississippi District (Mississippi Residential Sector, Mississippi Transitional Sector and Downtown District) are regulated by the development standards of the Residential District. The Residential District designation is located exclusively

outside of the Mississippi District and the established neighbourhoods defined by the Study Area of the Interim Control By-law. The intent and vision of the Official Plan, specifically in regards to the established neighbourhood's of the Mississippi District, are currently not optimally enforced by the Development Permit By-law.

Option #3 consists of a full review of the Town's planning policy, to better implement the intent and vision of the Official Plan. First, a comprehensive review of the Official Plan followed by a subsequent review of the Development Permit By-law. The comprehensive review would allow for a full update to the Official Plan and its policies to better reflect the current state of the Town and the recent growth it has seen. The review could go as far as to re-designate municipal lands, re-define density targets and revise the existing community design framework. Subsequently, a review of the Development Permit By-law would be in order to ensure that the policies, goals and vision established in the Official Plan are captured in the implementation by-law. The full review of the Development Permit By-law could also include the updating of the by-law's built form inventory and design criteria sections.

A comprehensive review as described herein would be a municipal undertaking. These types of reviews are typically a lengthy process and highly costly.

3.0 Recommendation

It is recommended that the Town enact Option #2 to repeal and replace Section 4.3 of the current Development Permit By-law. The proposed amendment is included herein as Appendix 1 of this Options and Recommendation Report.

The newly crafted requirements, standards and provisions for the Mississippi Residential Sector are recommended for the following reasons:

- The proposed amendment is consistent with the Town of Carleton Place Official Plan. The recommended amendment to the Development Permit By-law will not require an Official Plan Amendment. As per the current policies, all residential density types are continued to be permitted within the Development Permit designation area. The development of existing in-fill lots and existing undersized lots is continued to be encouraged while requiring consistency with the general design criteria that promote the character and consistency of development of the surrounding area.
- The proposed amendment can be adopted within the timeframe of the Interim Control By-law. The Town can post notice of the proposed amendment, hold all mandatory public meetings under the *Planning Act* and finally pass the amending by-law prior to May 15th, 2020 when the current Interim Control By-law is set to expire.
- The proposed amendment is drafted in a similar style as the rest of the by-law. As drafted, the language and formatting of the proposed amendment is consistent with the Development Permit By-law and is ready to be considered for adoption.
- The proposed amendment is logical. As describe throughout the Neighbourhood Character Study, there is an obvious gap between the policies of the Official Plan and the implementation requirements of the Development Permit By-law. Why the current by-law suggests that the older established residential area that is the Mississippi Residential Sector be subject to the same development standards of the Residential District may remain unknown, however, this is an opportunity to correct it.

This report has been prepared for the exclusive use of the Town of Carleton Place, for the stated purpose, for the named facility. Its discussions and conclusions are summary in nature and cannot be properly used, interpreted or extended to other purposes without a detailed understanding and discussions with the client as to its mandated purpose, scope and limitations. This report was prepared for the sole benefit and use of the Town of Carleton Place and may not be used or relied on by any other party without the express written consent of J.L. Richards & Associates Limited.

This report is copyright protected and may not be reproduced or used, other than by the Town of Carleton Place for the stated purpose, without the express written consent of J.L. Richards & Associates Limited.

J.L. RICHARDS & ASSOCIATES LIMITED

Prepared by:

Reviewed by:

Tyler Duval, M.Pl.
Planner

Marc Rivet, MCIP, RPP
Associate,
Senior Planner

Appendix A: Recommended Amendment

4.3 MISSISSIPPI RESIDENTIAL SECTOR

The Mississippi Residential Sector Policy Area is an established older residential area which is composed of a mix of neighbourhoods characterized by a range of housing types. The area, though dominated by single dwelling units, includes semi-detached, duplex, row townhouses and small apartment dwellings located on tree lined streets with several parks, schools, churches, local commercial uses and municipal amenities. The range of dwellings varies from modest single dwellings to stately heritage homes.

The purpose and intent of the following regulatory framework is to provide for the appropriate development and redevelopment of the area while recognizing the existing character and architectural styles of the neighborhood.

4.3.1 Permitted Uses

- Single Detached Dwelling
- Semi-Detached Dwelling
- Duplex Dwelling
- Existing Institutional Uses
- Existing Commercial and Industrial Uses
- Townhouse Dwelling
- Triplex Dwelling
- Seniors' Residential Dwelling
- Parks
- Recreation Facilities

4.3.2 Discretionary Uses

- Apartment Dwelling
- Daycare Facilities
- Quadplex Dwelling
- Bed and Breakfast Establishment
- Retirement Home

4.3.3 Development Standards

Development standards per use shall be in accordance with the following subsections and subject to all other applicable provisions of this By-law including consistency with the Community Design Framework in Sections 13 and 14.

4.3.3.1 Development Standards – Single Detached Dwellings

STANDARDS	REQUIREMENTS
Lot Area (minimum)	Nil
Lot Coverage (maximum)	60%
Lot Frontage (minimum)	10.6 metres (35 feet)
Front Yard (minimum)	The median setback of adjacent properties
Exterior Side Yard (minimum)	The median setback of adjacent properties
Interior Side Yard (minimum)	1.2 metres (3.9 feet)
Rear Yard Depth (minimum)	7.5 metres (24.5 feet)
Usable Landscaped Open Space in the Rear Yard (minimum)	50.0 square metres (538 square feet)
Building Height (maximum)	11.0 metres (36 feet)
Minimum Dwelling Unit Area	92.9 square metres (1,000 square feet)
No Encroachment Area from Front or Exterior Side Lot Line	2.5 metres (8.2 feet)

4.3.3.1.1 Additional Provisions – Single Detached Dwellings

1. The width of the garage shall not exceed 45% of the overall lot frontage. The main garage foundation shall be set back a minimum of 6.0 metres (19.6 feet) from the front or exterior side lot line.
2. Should the dwelling exceed two storeys in height, all subsequent storeys shall have their front wall set back from the front lot line an additional 4.75 metres (15.5 feet).

4.3.3.2 Development Standards – Semi-Detached Dwellings

STANDARDS	REQUIREMENTS
Lot Area (minimum)	Nil
Lot Coverage (maximum)	60%
Lot Frontage (minimum)	9 metres (29.5 feet)
Front Yard (minimum)	The median setback of adjacent properties
Exterior Side Yard (minimum)	The median setback of adjacent properties
Interior Side Yard (minimum)	1.2 metres (3.9 feet) No side yard shall be required along the common wall
Rear Yard Depth (minimum)	7.5 metres (24.5 feet)
Usable Landscaped Open Space in the Rear Yard (minimum)	40.0 square metres (430 square feet)
Building Height (maximum)	11.0 metres (36 feet)
Minimum Dwelling Unit Area	92.9 square metres (1,000 square feet)
No Encroachment Area from Front or Exterior Side Lot Line	2.5 metres (8.2 feet)

4.3.3.2.1 Additional Provisions – Semi-Detached Dwellings

1. The width of the garage shall not exceed 45% of the overall lot frontage. When considering the width of the garage calculation for semi-detached dwellings the overall percentage of coverage of any one block can be utilized. For the purposes of this calculation the overall garage width calculation can always be considered for the original block and will survive the severance process. The main garage foundation shall be set back a minimum of 6.0 metres (19.6 feet) from the front or exterior side lot line.
2. Should the dwelling exceed two storeys in height, all subsequent storeys shall have their front wall set back from the front lot line an additional 4.75 metres (15.5 feet).
3. The driveway must not extend further than the exterior wall of the garage.
4. 50% of the total frontage for semi-detached units must have soft/green landscape elements.

4.3.3.3 Development Standards – Duplex Dwellings

STANDARDS	REQUIREMENTS
Lot Area (minimum)	Nil
Lot Coverage (maximum)	60%
Lot Frontage (minimum)	9 metres (29.5 feet)
Front Yard (minimum)	The median setback of adjacent properties
Exterior Side Yard (minimum)	The median setback of adjacent properties
Interior Side Yard (minimum)	1.2 metres (3.9 feet)
Rear Yard Depth (minimum)	8.0 metres (26.2 feet)
Usable Landscaped Open Space in the Rear Yard (minimum)	40.0 square metres (430 square feet)
Building Height (maximum)	11.0 metres (36 feet)
Minimum Dwelling Unit Area	92.9 square metres (1,000 square feet)
No Encroachment Area from Front or Exterior Side Lot Line	2.5 metres (8.2 feet)

4.3.3.3.1 Additional Provisions – Duplex Dwellings

1. The width of the garage for duplex dwellings shall not exceed 60% of the overall lot frontage. The main garage foundation shall be set back a minimum of 6.0 metres (19.6 feet) from the front or exterior side lot line.
2. Should the dwelling exceed two storeys in height, all subsequent storeys shall have their front wall set back from the front lot line an additional 4.75 metres (15.5 feet).

4.3.3.4 Development Standards – Townhouse Dwellings

STANDARDS	REQUIREMENTS
Lot Area (minimum)	Nil
Lot Coverage (maximum)	60%
Lot Frontage (minimum)	5.5 metres (18.04 feet)
Front Yard (minimum)	The median setback of adjacent properties
Exterior Side Yard (minimum)	The median setback of adjacent properties
Interior Side Yard (minimum)	1.5 metres (4.9 feet) No side yard shall be required along the common property line of the common wall
Rear Yard Depth (minimum)	6.5 metres (21.3 feet)
Usable Landscaped Open Space in the Rear Yard (minimum)	30.0 square metres (322.9 square feet)
Building Height (maximum)	11.0 metres (36 feet)
Minimum Dwelling Unit Area	83.1 square metres (900 square feet)
No Encroachment Area from Front or Exterior Side Lot Line	2.5 metres (8.2 feet)

4.3.3.4.1 Additional Provisions – Townhouse Dwellings

1. The width of the garage shall not exceed 70% of the overall lot frontage. The main garage foundation shall be set back a minimum of 6.0 metres (19.6 feet) from the front or exterior side lot line.

2. Should the dwelling exceed two storeys in height, all subsequent storeys shall have their front wall set back from the front lot line an additional 4.75 metres (15.5 feet).

4.3.3.5 Development Standards – Triplex and Quadplex Dwellings

STANDARDS	REQUIREMENTS
Lot Area (minimum)	Nil
Lot Coverage (maximum)	60%
Lot Frontage (minimum)	15.0 metres (49.2 feet)
Front Yard (minimum)	The median setback of adjacent properties
Exterior Side Yard (minimum)	The median setback of adjacent properties
Interior Side Yard (minimum)	1.2 metres (3.9 feet)
Rear Yard Depth (minimum)	9.0 metres (29.5 feet)
Usable Landscaped Open Space in the Rear Yard (minimum)	25.0 square metres (269.1 square feet) per dwelling unit
Building Height (maximum)	12.2 metres (40 feet)
No Encroachment Area from Front or Exterior Side Lot Line	2.5 metres (8.2 feet)

4.3.3.5.1 Additional Provisions – Triplex and Quadplex Dwellings

1. No parking shall be allowed in either the front or exterior side yards.
2. All multi-unit residential dwellings shall be subject to a Class 2 Development Permit.
3. Should the dwelling exceed two storeys in height, all subsequent storeys shall have their front wall set back from the front lot line an additional 4.75 metres (15.5 feet).
4. Pedestrian walks shall be not less than 1.2 metres (4.0 feet) in width and shall be provided wherever normal pedestrian traffic will occur.
5. Garbage and refuse pickup and other utility areas shall be provided and shall be located so as not to detract from the aesthetic character of the development and shall be enclosed and shielded from view by fencing, walls or shrubbery of at least 1.5 metres (5.0 feet) in height around the perimeter.
6. Approaches to multi-unit dwelling structures and entrance areas shall be landscaped with trees and attractive shrubs. Areas not used for buildings, drives and parking spaces shall be seeded or landscaped and shall be kept in an attractive condition.

4.3.3.6 Development Standards – Apartment and Senior’s Residential Dwellings

STANDARDS	REQUIREMENTS
Lot Area (minimum)	Nil
Lot Coverage (maximum)	60%
Lot Frontage (minimum)	35 metres (114 feet)
Front Yard Build Within Area	Minimum: 4.5 metres (14.7 feet) Maximum: 7.5 metres (24.6 metres)
Exterior Side Yard Build Within Area	Minimum: 4.5 metres (14.7 feet) Maximum: 7.5 metres (24.6 metres)
Interior Side Yard (minimum)	3 metres (6.5 feet)
Rear Yard Depth (minimum)	7.5 metres (24.6 feet)

Usable Landscaped Open Space in the Rear Yard (minimum)	20%
Building Height (maximum)	12.2 metres (40 feet)
No Encroachment Area from Front or Exterior Side Lot Line	2.5 metres (8.2 feet)

4.3.3.6.1 Additional Provisions – Apartment and Senior’s Residential Dwellings

1. All proposals for Apartment Dwellings and Senior’s Residential Dwellings will be subject to a Class 3 Development Permit.
2. Should the dwelling exceed two storeys in height, all subsequent storeys shall have their front wall set back from the front lot line an additional 4.75 metres (15.5 feet).
3. All development shall be serviced by a public water supply and a public sanitary sewage system. Development applications which propose development on private water and sewage systems will not be approved.
4. Visitor parking spaces shall be delineated through signage.
5. A maximum of 40% of the lot area may be used for at grade parking.
6. All residential buildings containing more than four (4.0) dwelling units shall be required to be located on an arterial or collector roadway. Notwithstanding the foregoing, a residential building containing more than six (6.0) dwelling units may be permitted to be located on a local roadway but will be required to gain approval from Council of a Class 3 Development Permit.
7. Off street parking areas shall not open directly on to a public street, but shall be provided with access drives or other controlled access. Access drives shall not serve as part of a specified parking area and shall be kept clear of parked vehicles.
8. Pedestrian walks shall be not less than 1.2 metres (4.0 feet) in width and shall be provided wherever normal pedestrian traffic will occur.
9. Garbage and refuse pickup and other multi-unit utility areas shall be provided and shall be located so as not to detract from the aesthetic character of the development and shall be enclosed and shielded from view by fencing, walls or shrubbery of at least 1.5 metres (5.0 feet) in height around the perimeter.
10. All telephone and electric service utilities shall be underground in all multi-unit developments.
11. All developments shall be provided with a liberal and functional landscaping scheme. Interior roads, parking areas and pedestrian walks shall be provided with shade trees which are of an appropriate size and character. Open space adjacent to buildings and malls between buildings that are to be utilized by residents and border strips along the sides of pedestrian walks shall be graded and seeded.
12. Approaches to multi-unit dwelling structures and entrance areas shall be landscaped with trees and attractive shrubs. Areas not used for buildings, drives and parking spaces shall be seeded or landscaped and shall be kept in an attractive condition.
13. Interior development roads, parking areas, dwelling entranceways and pedestrian walks shall be provided with sufficient illumination to minimize hazards to pedestrians and vehicles utilizing the same and shall, where necessary, be shielded to avoid distributing glares to occupants of buildings. Lighting shall be so arranged as to reflect away from adjoining properties.

4.3.4 Development Standards – Non-Residential Uses

1. Bed and Breakfast Establishments may be permitted subject to the following provisions:
 - i. All proposals are subject to a Class IA Development Permit approval stream.
 - ii. A full drawing set will be required to be submitted for review and consideration prior to approval.
 - iii. Residential character of the neighbourhood will be maintained.
 - iv. Adequate parking is provided and screened year round.
 - v. The proposed development must meet the provisions, requirements and standards Section 4.3.3.1.
2. Retirement Homes are permitted subject to the development standards outlined in section 9.2 and the design requirements of Sections 13 and 14.
3. Daycare Facilities are permitted subject to the development standards outlined in section 5.2.3 and the design requirements of Sections 13 and 14.



www.jlrichards.ca

Ottawa

864 Lady Ellen Place
Ottawa ON Canada
K1Z 5M2
Tel: 613 728-3571

ottawa@jlrichards.ca

Kingston

203-863 Princess Street
Kingston ON Canada
K7L 5N4
Tel: 613 544-1424

kingston@jlrichards.ca

Sudbury

314 Countryside Drive
Sudbury ON Canada
P3E 6G2
Tel: 705 522-8174

sudbury@jlrichards.ca

Timmins

834 Mountjoy Street S
Timmins ON Canada
P4N 7C5
Tel: 705 360-1899

timmins@jlrichards.ca

North Bay

200-175 Progress Road
North Bay ON Canada
P1A 0B8
Tel: 705 495-7597

northbay@jlrichards.ca

Hawkesbury

326 Bertha Street
Hawkesbury ON Canada
K6A 2A8
Tel: 613 632-0287

hawkesbury@jlrichards.ca

Guelph

107-450 Speedvale Ave. West
Guelph ON Canada
N1H 7Y6
Tel: 519 763-0713

guelph@jlrichards.ca

