

November 23, 2023

Niki Dwyer, Director of Development Services  
Town of Carleton Place  
175 Bridge Street  
Carleton Place, ON  
K7C 2V8

**RE: Class 3 Development Permit Application for a Residential Apartment Building  
256 High Street  
Town of Carleton Place  
Owner: Inverness Homes**

Dear Ms. Dwyer,

Zanderplan Inc. has been retained by the property owner, Inverness Homes, to assist with an application for a Class 3 Development Permit for proposed residential redevelopment at 256 High Street in Carleton Place, Ontario. The property owner is seeking to redevelop an approximately 60-bed long term care home into 34 apartment units within the exact footprint of the current structure on-site. Additional paving is proposed on the site to provide sufficient parking to meet the needs of future tenants, however, the property owner intends to maintain tree and vegetative cover on the property where possible.

Pre-consultation with staff was completed by the property owners on May 11, 2023 to review the proposal and establish required studies and reports to support the Class 3 Development Permit Application; a planning rationale report was identified as a requirement to illustrate the proposed apartment development conforms to the relevant provisions in the Corporation of the Town of Carleton Place Development Permit By-Law 15-2015 and the general development objectives identified in the Provincial Policy Statement, Town of Carleton Place Official Plan, and the Lanark County Sustainable Communities Official Plan.

#### **SITE DESCRIPTION AND PROPOSED DEVELOPMENT**

The subject property is a vacant lot located at 256 High Street, described as Concession 12, Part Lot 13, 26RP-2377, Parts 2-4, Town of Carleton Place. The site measures approximately 0.49 hectares in size with 52 metres of frontage on High Street (See Figure 1). There is an existing two-storey structure on the property with existing municipal services. The building footprint is

approximately 1,395 square metres. The building is currently vacant but is the location of the former Stoneridge Manor Care Home, which has relocated to 29 Costello Drive, Carleton Place. The former care home was a 60-bed facility which included a variety of room types along with administrative and communal areas. There is significant on-site vegetation, with approximately 28 mature trees present. Site access is directly to High Street via an existing entrance, and future development is proposed to include a right-of-way through an easement on the adjacent northeastern property, which connects to High Street to the northwest.



**Figure 1 – Aerial View of the Subject Property**

The property owner is proposing to redevelop the unoccupied building into 34 apartment units within the existing building footprint, based on the Site Plan developed by Peter Mansfield Architect. This will include a mix of one-bedroom, two-bedroom, and bachelor units, including 6 accessible units. All but 6 of the proposed apartments will have exterior access. Additionally, 51 parking spaces and 8 bike parking spaces are proposed. The removal of 3 mature trees is proposed to allow for the development of sufficient parking area; 20 new trees will be planted to maintain the naturalized landscape on the site.

Surrounding property uses are primarily residential, consisting of mainly large, older, single-family homes, to the north, east, and west. Centennial Park, which fronts onto the Mississippi River, is present northeast of the site and St. Gregory Catholic School is present northwest of the site. Southeast of the property is primarily treed land through which the O Kee Lee Trails are present. High Street, a community use roadway with a sidewalk on the north side, is present immediately north of the site.

## **PROVINCIAL POLICY STATEMENT, 2020**

The Provincial Policy Statement (PPS) was issued under Section 3 of the *Planning Act* and came into effect May 1, 2020 replacing the Provincial Policy Statement issued April 30, 2014. The PPS provides policy direction on matters of provincial interest related to land use planning while providing for appropriate development that protects Provincial interest, public health and safety, and the quality of the natural and built environment.

**Section 1.0** of the PPS sets forth policies for Building Strong Healthy Communities with provisions for Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns found under **Section 1.1**. The proposed development will occur efficiently and in a manner that sustains the financial well-being of the municipality through development within the existing building footprint on a site with existing connections to municipal services (Sec. 1.1.1a). The proposed apartment will promote a healthy, liveable and safe community by providing a new mix of residential dwelling units that support the various commercial, recreation, and open spaces in surrounding areas (Sec. 1.1.1b) that will not result in development or land use patterns which may cause environmental or public health and safety concerns (Sec. 1.1.1c). Intensification on an underutilized, presently vacant, residential property will result in development that minimizes land consumptions and utilizes available servicing infrastructure (Sec. 1.1.1e). The development has been designed with six accessible units with ramps and access features designed to remove land use barriers for persons with disabilities (Sec. 1.1.1f). A new residential apartment development on the subject property would be supported by the policies of Section 1.1 of the PPS.

**Section 1.1.3** of the PPS sets forth Settlement Area policies applicable to the many cities, towns, villages, and hamlets within the province. The proposed apartment dwelling will efficiently use available land for development which is appropriate for the available infrastructure and public service facilities. Efficient use of land and resources will be promoted through redevelopment on the existing building footprint with connection to existing municipal services (Sec. 1.1.3.2a). Active transportation will be promoted by locating the development adjacent to a roadway with

existing sidewalks that connect to surrounding residential, community use, and commercial areas (Sec. 1.1.3.2e). The property represents a prime location for intensification and development of underutilized lands (Sec. 1.1.3.3). A settlement area expansion would not be required in accordance with the policies of the PPS to support the development. Overall, the proposed application is consistent with the settlement area policies of the PPS.

**Section 1.4** of the PPS sets forth Housing policies aimed at providing a range and mix of housing options and densities to meet current and projected needs. The proposed redevelopment will provide a mix of one-bedroom, two-bedroom, and bachelor apartments on lands designated and available for residential development (Sec. 1.4.1a). The future housing needs of the community will be supported through the permitting of the proposed residential intensification and redevelopment (Sec. 1.4.3.b.2). This will allow housing development in locations where infrastructure and facilities can support those uses (Sec. 1.4.3.c) at densities which efficiently use land and resources available (Sec. 1.4.3.d). In 2019, the Town of Carleton Place passed the Interim Control By-Law 51-2019, which prohibits the development of intensified residential uses in specific areas within the Town. The subject property is not within an area prohibited by By-Law 51-2019, as per Schedule A of the By-Law. In effect, the property has been identified as suitable and appropriate for intensified residential uses and would support the proposal for a 34-unit apartment building in accordance with the policies of the PPS.

**Section 1.6.6** of the PPS sets forth policies for Sewage, Water, and Stormwater. The proposed development would utilize the existing municipal servicing to provide water and sewage to the site (Sec. 1.6.6.2). Pre-consultation identified the potential need for a stormwater management study to determine potential on-site storm management options or sufficient management through municipal services at street level. The design of the stormwater management features on the property would comply with the policies of Section 1.6.6.7 of the PPS.

**Section 1.8** of the PPS sets forth policies for Energy Conservation, Air Quality, and Climate Change. The proposed development would maximize vegetation within settlement areas through maintaining 25 of 28 existing mature trees, planting 20 new trees, and allowing for 33% soft landscaping cover on the site (Sec. 1.8.1g).

No natural heritage features, water resources, agricultural areas, minerals, petroleum or aggregate resources have been identified that would require the Wise Use and Management of Resources policies of Section 2.0 to be addressed. There are no natural or man-made hazards identified for the property that could potentially impact public health and safety in accordance with Section 3.0 of the PPS.

Overall, the proposed residential redevelopment is consistent with the policies of the 2020 Provincial Policy Statement.

### **LANARK COUNTY SUSTAINABLE COMMUNITIES OFFICIAL PLAN, 2012**

The Lanark County Sustainable Communities Official Plan provides planning goals, objectives, and policies for development within the County. The subject property is within the Settlement Area; hence Settlement Area polices must be consulted in addition to the general policies within the Official Plan that apply to all areas of the County.

**Section 2.0** of the Official Plan provides policies for Settlement Areas in the County to support diversified mixed-use Settlement Areas that align with local needs and characteristics. The proposed 34 apartment unit redevelopment will address the need for more residential housing in an intensified manner on an existing built-up area with existing services (Sec. 2.3.1.4).

**Section 5.0** of the Official Plan speaks to natural heritage policies in the County. No significant natural heritage features have been identified on the site. The proposed apartments will be developed within the existing building footprints, with the limited additional paving on the property occurring for parking purposes; this will support the preservation of the natural environment on the site (Sec. 5.1). Of the 28 existing mature trees on the site, 25 will remain with the proposed development, with an additional 20 being planted. Additionally, 33% of the property will be maintained as soft landscaping.

### **TOWN OF CARLETON PLACE OFFICIAL PLAN, 2013**

The subject property is designated as part of the Mississippi Residential Sector on the Town of Carleton Place Official Plan, Schedule A. The lot fronts onto a portion of High Street, where collector sidewalks connecting to local trails are present, as illustrated on Schedule B of the Official Plan. Schedule B also shows a natural environmental district area and the local O Kee Lee Trails to the southeast of the site.

**Section 2.0** of the Official Plan provides policies for Community Design Framework to ensure new development presents a built form suitable to the heritage character of the Town. Given that surrounding land uses are primarily residential, the proposed development will be consistent with surroundings land uses while also providing mixed housing variety in an area with primarily single-family homes (Sec. 2.3.1). Additionally, the character of the area will be preserved through the maintenance of the majority of current vegetation and tree cover on the site, with the addition of 20 new trees. The proposed 34-unit apartment will be developed within the footprint

of the existing building on the site, hence, views and vistas of the Mississippi River, located southeast of the site, will not be obstructed in any new manner by the proposed development (Sec. 2.3.2). The barrier-free design of the building would not impact any architectural, historical or aesthetic buildings or resources within the area (Sec. 2.3.5). A new residential apartment dwelling would support a range of unit sizes, bringing new density within walking and / or cycling distance of the surrounding residential, commercial, and recreational areas in the Town (Sec. 2.3.7). Given the proposed residential units will be developed on the existing building footprint, which will be maintained as a two-storey structure, the development is already suitable for the area's existing development patterns in regard to massing, building height, architectural proportion, position relative to the road, volumes of defined space, lot size, and building area to size area ratios (Sec. 2.3.8). Overall, the proposed redevelopment would be suitable and appropriate for the site and supported by the policies of Section 2.0 of the Official Plan.

**Section 3.0** of the Official Plan sets forth Land Use Policies for the various districts identified on Schedule A to the Official Plan. The subject property is identified as part of the Mississippi Residential Sector within the Mississippi District on Schedule A to the Official Plan. **Section 3.1** of the Official Plan sets forth policies for lands in the Mississippi District, a designation meant to provide for medium and high-density residential uses to help stimulate downtown core commercial and recreation activities (Sec. 3.1.1.2) and encourage the rehabilitation and/ or conversion of vacant buildings while protecting the heritage character of the district (Sec. 3.1.1.3). Permitted uses in the Mississippi District include low, medium, and high-density residential uses (Sec. 3.1.2). The subject property does not front onto Mississippi District Thoroughfares, as identified in Schedule A of the Official Plan.

**Section 3.2.2** of the Official Plan provides land use policies specific to the Mississippi Residential Sector. This Sector is described as “an established older residential area which is comprised of a mix of neighbourhoods characterized by a range of housing types.” The proposed redevelopment will conform with permitted uses in this Sector, which includes residential uses of all densities (Sec. 3.2.2.2). As is subsequently discussed, the proposed redevelopment aligns with the policies and provisions under the Development Permit By-Law, which ensures the character and established neighbourhood appeal will be maintained while also providing for intensification opportunities (Sec. 3.2.2.5). The proposed development of a 34-unit apartment would meet the policies of Section 3.2.2.

**Section 4.0** of the Official Plan sets forth Municipal Amenities and Green Infrastructure policies for any natural heritage areas or for other features like parks, trails, and recreational facilities. No natural heritage areas or features were identified on the site. The proposed development will

have no significant negative impact to the local ecosystem; 25 of the 28 existing mature trees on site will be maintained and 20 new trees will be planted as part of the proposed redevelopment. Additionally, green space will be maintained on the site, with 33% of the site being maintained as soft landscaping.

The subject property does not have any identified flooding hazards, contaminated lands, organic soils or noise and vibration concerns that would require the policies of Section 5.0 of the Official Plan to be addressed. Overall, the proposed redevelopment would be permitted and supported by the policies of the Official Plan.

### **TOWN OF CARLETON PLACE DEVELOPMENT PERMIT BY-LAW 15-2015, 2015**

The subject property falls in the High Street Residential Sector, within the Mississippi District, on the Town of Carleton Place Development Permit (DP) By-Law, Schedule A. Adjacent lands also fall within the High Street Residential Sector. Lands southeast of the subject property, approximately 30 to 50 metres from the property boundary, are part of the Mississippi Residential Sector and the Natural Environment District.

The DP By-Law designation of High Street Residential Sector permits single detached dwellings, duplex dwellings, and semi-detached dwellings with bed and breakfast establishments and converted dwellings permitted as discretionary uses. The current DP By-Law designation of High Street Residential Sector does not include apartment units as a permitted use. As part of this DP Class 3 application, the property owner is seeking to allow an apartment development in this Sector. Given the former multi-unit care home present on the site, the proposed multi-unit apartment use is considered an appropriate use for the area. Based on pre-consultation, the proposed development must demonstrate conformity with the provisions under Section 6.3.9 (Development Standards for Apartment Dwellings in the Residential District) in order for the Class 3 permit to be provided.

**Section 3.15** speaks to Exterior Design. This Section indicates that all proposed multi-residential developments within the Mississippi District must demonstrate compatibility with existing built form through an Urban Design Brief. An Urban Design Brief was completed by Peter Mansfield Architect, dated November 14, 2023, which indicated the proposed building design is compatible with the existing surrounding development.

**Section 3.16** speaks to Frontage on a Public Road. Access to the site is via a right-of-way through an easement on the adjacent property to the northeast. This Section permits development/

redevelopment on privately maintained access roads subject to legal and binding agreements which address maintenance and ownership.

**Section 3.29** speaks to Parking and Storage of Vehicles. Fifty-one parking spaces are proposed at the site. In accordance with Section 3.29.2, a minimum of 1 parking space must be reserved for physically disabled persons; a total of 5 spaces are reserved for this purpose in the proposed development. The DP By-law has a minimum size for a parking space of 2.75 m x 6 metres for a standard parking space, and 3.7 m x 6 m for a barrier free space. The site plan is proposing a number of parking spaces for small cars, in an effort to retain as much vegetation onsite as possible, and respect the existing easements which constrain the site. The City of Ottawa has introduced policies for small cars which can be considered here, as they support small car spaces similar to what is proposed here. On the site, a total of 12 of the spaces are proposed with dimensions of 2.75 m x 6m, 12 of the spaces are proposed with dimensions of 2.6 m x 5.2 m and 22 of the regular parking spaces are proposed to have dimensions of 2.6 m x 6 metres. With regard to the accessible spaces, four barrier free spaces with dimensions of 2.4 m x 5.2 m (Type B), with a 1.5 m shared aisle, are proposed, along with one additional barrier free space measuring 3.4 m x 5.2 m (Type A). An exception is required to the DP By-law to allow for small car spaces to be accommodated on the site.

**Section 3.29.3** speaks to the Number of Spaces required. For apartment dwellings, the minimum parking requirements are 1.25 spaces per dwelling units with visitor parking provided at 0.25 spaces per dwelling unit, resulting in a minimum of 50 spaces being required for the proposed 34-unit apartment. Fifty-one parking spaces are proposed on the site, as shown on the enclosed site pla.

**Section 3.31** speaks to Parking of Bicycles. The minimum number of required spaces for apartment buildings are 0.5 spaces per dwelling unit plus 6 spaces for any development with 20 or more dwelling units, resulting in a minimum of 23 spaces being required for the proposed development. Eight bicycle parking spaces are proposed on-site which will be provided through a securely anchored rack. Twenty-three bicycle parking spots for 34 units is quite high considering some of the rooms are designed for barrier-free access for tenants who likely won't have bicycles. Additionally, given the size and layout of the site, with the goal of developing on the existing building footprint and maintaining open landscaped area where possible, there are few suitable locations to add additional bike parking on the site. As part of the DP Class 3 application, the developer is seeking to reduce the required bicycle parking from 23 spaces to 8 spaces.



**Section 3.32.4** speaks to Balconies. The proposed development will include seventeen 2<sup>nd</sup> storey balconies. Proposed balconies meet the minimum required setbacks for the main building from the lot lines. The policies of Section 3.33 speak to structures like canopies, awnings, ramps and walkways but not specifically to balconies. The only relevant policy is that for unenclosed porches or decks which are not permitted to encroach into the no encroachment area (2.5m from the front or exterior side lot lines). None of the balconies proposed on-site would fall in a no encroachment area and would comply with the current DP By-Law.

**Section 3.44** speaks to Vegetation Removal or Site Alteration. This Section indicates that where new development will result in the loss of trees, having a caliber of 200mm or more, trees will be replaced at a 1-3 ratio (1 new tree for every 3 removed). Twenty-eight mature trees have been identified on the site, three of which will require removal for the development of the proposed parking area. The developer proposes to plant 20 new trees on the site, which exceeds the required tree replacement under this Section. The property owner is seeking tree thinning approval as part of the DP Class 3 permit.

**Section 4.4** of the DP By-Law sets forth provisions for the High Street Residential Sector. These provisions speak to the permitted uses under this Section, which does not include apartments. Based on pre-consultation with the staff, the proposed apartment must demonstrate conformity with **Section 6.3** of the DP By-Law, which sets forth Development Standards for uses in the Residential District with standards for apartments found under **Section 6.3.9**. Table A below provides the required development standards for apartments along with the standards proposed for the new apartment building.

Table A – Proposed Development Standards		
Site Provisions	Requirement	Proposed
Lot Area (min)	Nil	4,989m <sup>2</sup>
Lot Coverage (max)	60%	26.2%
Lot Frontage (min)	35m	52m
Front Yard Build Within Area	4.5m, minimum 7.5m, maximum	16 m existing
Exterior Side Yard Build Within Area	4.5m, minimum 7.5m, maximum	N/A
Interior Side Yard (min)	3.0m	<b>&lt;3m at north corner and southeast entrance of proposed development</b> >3m around remainder of building
Rear Yard (min)	7.5m	1.55 m existing

Usable Landscaped Open Space in the Rear Yard (min)	20% of Lot Area	33%*
Height (max)	14.0m	7.5m maximum
No Encroachment from the Front or Exterior Side	2.5m	n/a
Parking Spaces	50 (1.25 spaces / unit + 0.25 visitor spaces / unit)	51

\*Thirty-three percent of the total lot area will be maintained as useable landscaped open space.

Pursuant to **Section 3.12.3**, under the General Provisions Section of the DP By-Law, established building lines can determine where a building may be permitted on a lot in a built-up area. This Section permits setbacks for development to be established based on existing building development, despite the yard setback provisions otherwise identified in the DP By-Law. The proposed apartment building is to be developed on the existing building footprint, hence the established building lines would be maintained as per this Section. Therefore, the proposed development need not comply with the required setbacks outlined in Table A and under Section 6.3.9.

**Section 6.3.10** sets forth Additional Provisions for Apartment Style Dwellings requiring all development of this kind to be serviced by public water and sewer. The building and site are currently, and will continue to be, serviced by municipal services.

Additional parking for visitors at a rate of 0.25 spaces per unit has been provided for on the site plan (Sec. 6.3.10.1). At-grade parking will comprise less than 40% of the site, totalling approximately 31.9% (Sec. 6.3.10.2). Parking will not be open to the street and will be accessed internal driveways (Sec. 6.3.10.4). The garbage and refuse areas will be enclosed and shielded from view by fencing, walls or shrubbery (Sec. 6.3.10.7).

The following exceptions and approvals are being sought as part of the application:

1. Sec. 3.31 – exception to reduce the required bicycle parking from 23 spaces to 8;
2. Sec. 3.44 – tree thinning approval to remove 3 mature trees from the site;
3. Sec. 4.4 – exception to permit the development of an apartment building on the site per Section 6.3.9 provisions.
4. Sec 2.29 – exception to permit some small car spaces measuring 2.6 m x 5.2 m and 2.6 m x 6.0 m, and some small car accessible spaces measuring 2.4 m x 5.2 m and 3.4 m x 5.2 m.

**SUMMARY**

The property owner is seeking a Class 3 Development Permit to redevelop a former care home at 256 High Street in Carleton Place into a 34-unit apartment building. Some exceptions and approvals are requested as part of the Permit application, including a reduction in the bicycle parking requirements, tree thinning approval, an exception to permit the development of an apartment building on the site and an exception to permit some small car parking spaces. The proposed development on a whole will meet the general intent of the Official Plan and Development Permit By-Law of the Town through providing in-demand, intensified housing on an existing developed property and in a manner which maintains the character of the area.

Overall, the use is appropriate for the site given that it will help meet local housing demands, it will provide a greater mix of housing types to the area, and it will help support the businesses and uses in the nearby downtown and transitional areas. A Site Plan / Landscape Plan has been prepared in support of the development and an Urban Design Brief has confirmed the proposed development design is compatible with surrounding property uses. Building renderings and servicing information are also included in this submission.

Should you have any questions or require additional information please do not hesitate to contact the undersigned.

Sincerely,



Tracy Zander, M.Pl, MCIP, RPP