



Class III Development Permit Application

320 Coleman Street, Carleton Place

Planning Justification Report



Prepared for Paul Marques Architect Inc. on behalf of Myathan
by IBI Group
November 9, 2022

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1 Introduction

IBI Group Professional Services (Canada) Inc. ("IBI Group") was retained by Paul Marques Architect Inc. on behalf of Myathan Project Management Group Inc. to prepare a Planning Justification Report in support of a Class III Development Permit application for a retail commercial building at 320 Coleman Street (the "site" or "subject site") in the Town of Carleton Place.

An initial application was made to the Town of Carleton Place on July 22, 2022. Following technical circulation, municipal staff noted a parking deficiency, at which point a revised submission was made on August 18, 2022. On September 8, 2022, the submission was deemed incomplete by the Town of Carleton Place. For the application to be considered complete, a Planning Justification Report and Urban Design Brief were requested.

This Planning Justification Report describes the proposed development, provides an overview of the purpose and effect of the development application, and establishes a professional planning rationale for the application by demonstrating how the proposed development conforms to applicable planning policy.

2 Subject Site and Surrounding Context

2.1 Subject Site

The development permit application is for a portion of the lands municipally known as 320 Coleman Street, and legally described as BLOCK 108 on PLAN 27M41 within THE TOWN OF CARLETON PLACE in the COUNTY OF LANARK. The subject site is an existing commercial plaza. Current uses include a gas station, convenience store, salon, animal hospital, dentist, and department store. The site currently accommodates 235 parking spaces across the site's surface parking lots. A landscaped buffer surrounds the perimeter of the site, and landscape strips line drive aisles throughout the parking lot. The topography of the site is relatively flat; however, shallow drainage ditches can be found along Coleman Street and McNeely Avenue. Street frontage is present on McNeely Avenue (County Road Number 29), Coleman Street and McGregor Street. The commercial plaza can be accessed from all three frontages.

Figure 1: Subject Site.



2.2 Surrounding Context

The subject site is located near the eastern limits of the Town of Carleton Place. Residential areas, undeveloped land, and the McNeely Avenue highway district are found in the immediate surroundings. Further to the north is the Mississippi River; to the east are agricultural lands; to the south is Highway 7; and to the west is the downtown district.

NORTH

Immediately north of the site is a residential neighborhood consisting of a mix of low-rise residential uses and commercial uses including a car dealership, hotel, pharmacy, and some personal service uses. McNeely Avenue acts as the commercial corridor of this area where several large format retail and commercial uses have frontage with residential areas existing on the periphery.

Figure 2: View looking north from the McGregor Street and Miguel Street intersection.



Figure 3: View looking north from the northeastern limit of the subject site.



EAST

Immediately east of the site is the McNeely Avenue and Cavanagh Road intersection. The lands north of Cavanagh Road include equipment rental and automotive related commercial establishments. Further east along Cavanagh Road is undeveloped lands and agricultural uses.

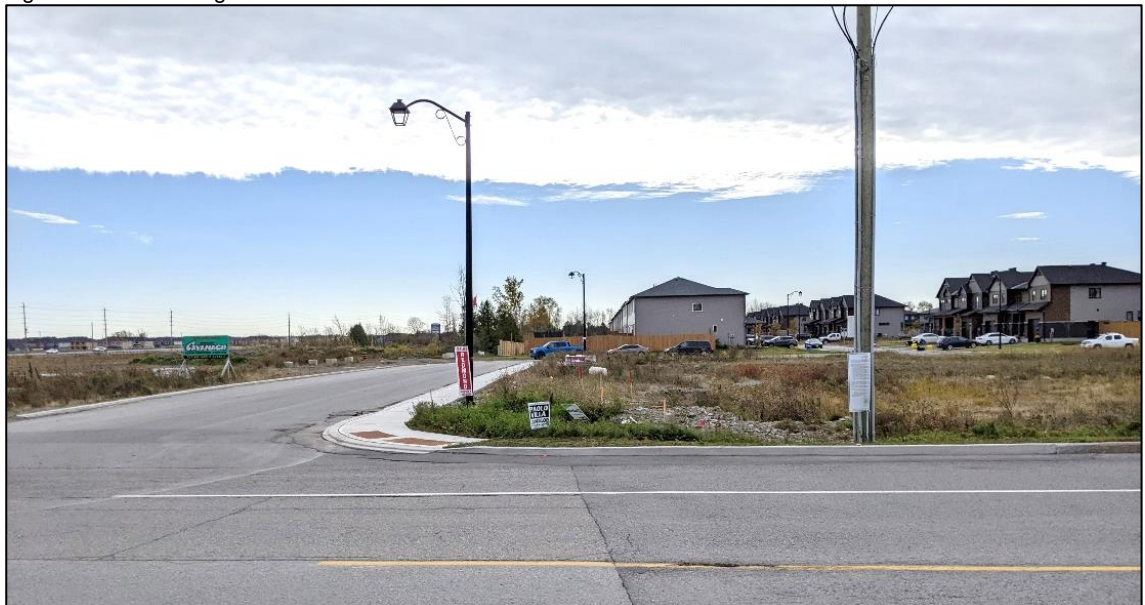
Figure 4: View looking east of the Coleman Street and McNeely Avenue intersection.



SOUTH

The lands immediately to the south of Coleman Street are currently under development. Future development will accommodate residential uses and commercial retail facilities. The lands south of Cavanagh Road along McNeely Avenue are undeveloped; however further east are residential uses.

Figure 5: View looking south at the Coleman Street and McPail Road intersection.



WEST

A four-storey residential apartment complex is located opposite the site across McGregor Street in addition to a small park and surface parking dedicated to the residents of the complex. A low-rise residential neighbourhood is located further west.

Figure 6: View looking west towards the residential apartment complex on McGregor Street.



3 Development Proposal

The proposal is for a 1-storey commercial building with approximately 738 square metres of gross floor area (GFA) to be added to the southeastern corner of the site. A total of six commercial units are provided including a restaurant with a drive-through, three restaurants without a drive through, and two commercial retail units. The proposed building location is currently a parking lot and a small, graveled area and the proposed building is oriented towards the surface parking lot internal to the site. A landscape buffer is proposed along McGregor Street and Coleman Street.

Figure 7: Conceptual Site Plan.

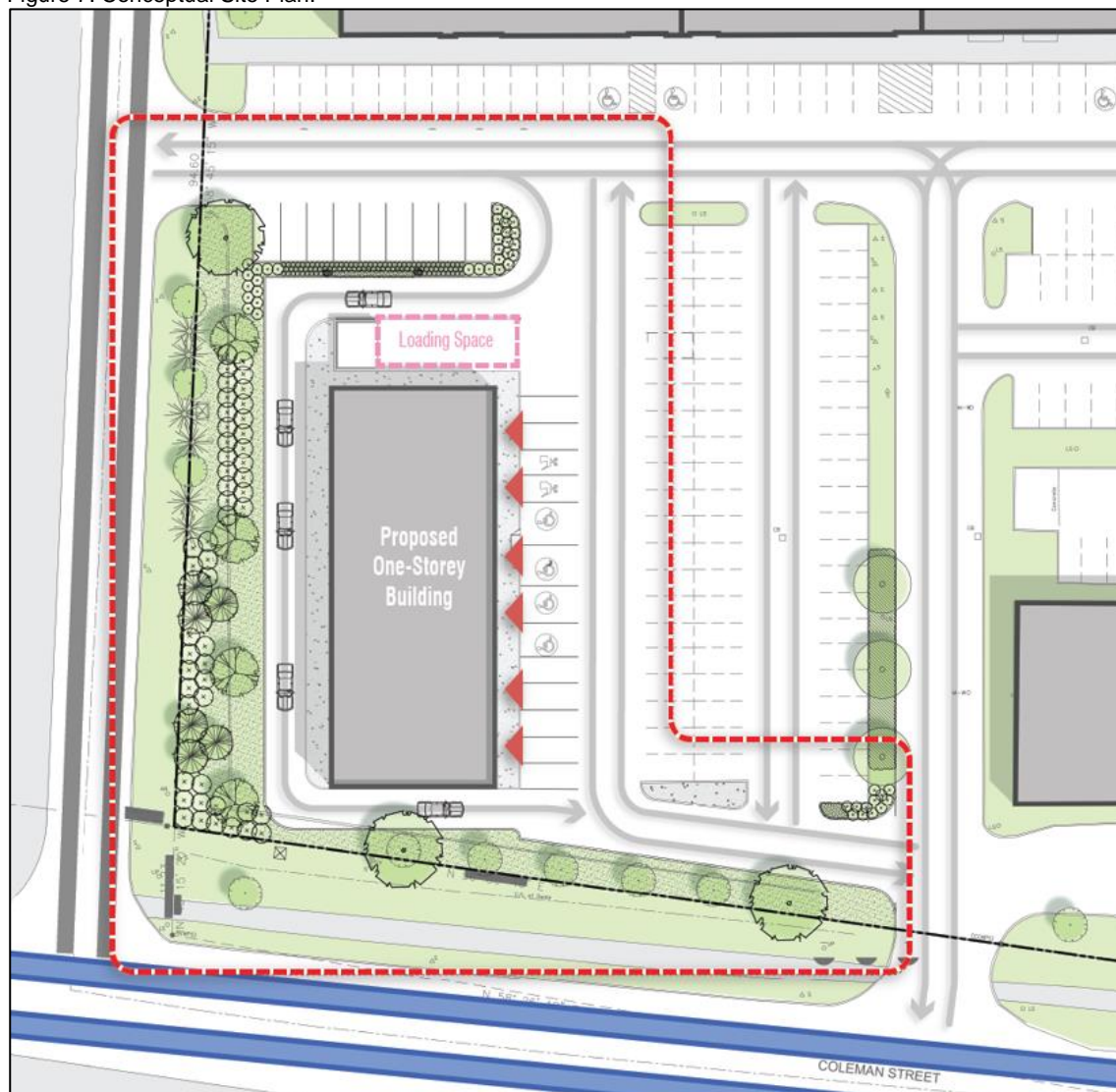
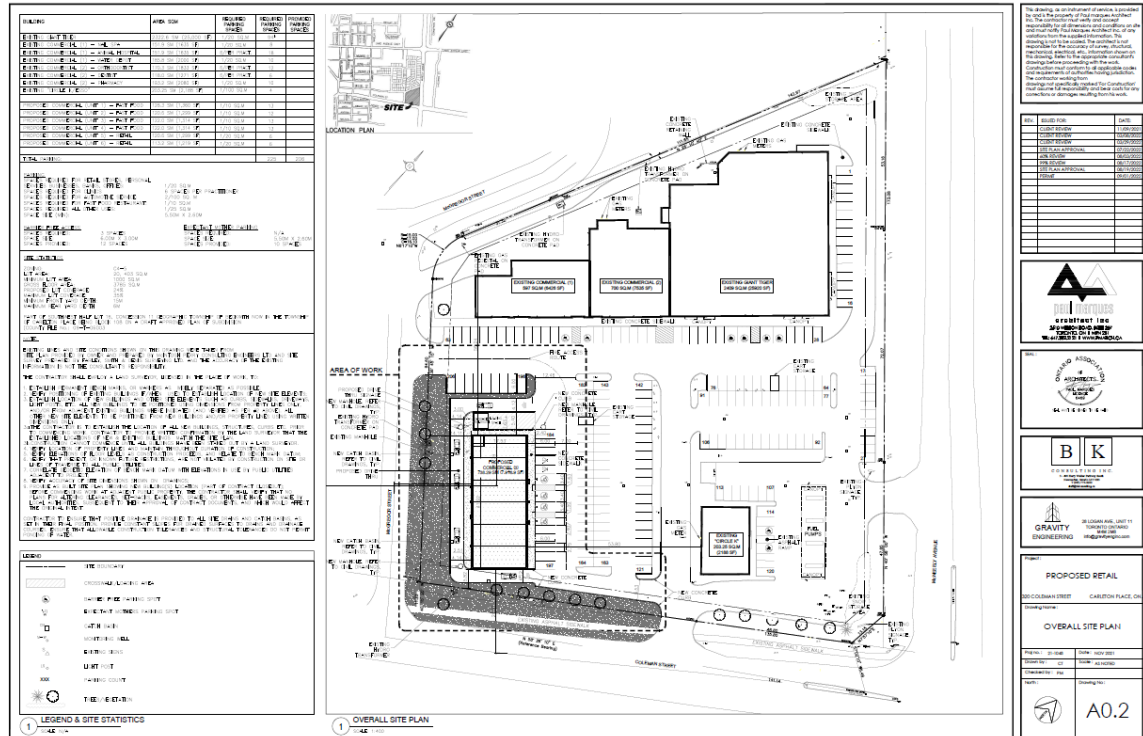


Figure 8: Site Plan



The site can be accessed from McNeely Avenue, Coleman Street and McGregor Street. No new accesses are proposed. Reconfiguration of the surface parking lot means a total of 206 parking spaces will be provided for the entire site, whereas 225 parking spaces are required. IBI Group conducted a parking utilization survey as part of a Transportation Impact Study (TIS) to determine if the reduced parking supply is compatible with the anticipated demand. The results of the TIS indicate that there is sufficient parking capacity remaining during peak periods and that the 206 parking spaces is appropriate, despite not meeting the by-law requirements. A more detailed summary of the TIS can be found in Section 4.5.1 of this report.

A drive through, which will service a fast-food restaurant, is accessed from the north side of the building. Landscaping separates the drive through from the adjacent public roads and parking spaces. A garbage enclosure and loading space are provided on the northern limit of the building.

3.1 Building Design

The building is designed to complement the surrounding commercial uses. As such, the massing, orientation and setbacks consider the surrounding built form and their intended uses. Sitting at 7.31 meters in height, the proposed building does not impose on the 4-storey apartment building across McGregor Street. The building is designed to have a flat roof with a parapet to add architectural interest within the centre of the façade. The façade features a continuous glazing and double doors provide entry into each unit. A canopy overhangs each entryway to protect the pedestrian realm. Glazing wraps around the building along the southern façade providing visual interest along Coleman Street.

The materials selected conform with the provisions outlined in the Development Permit By-Law. A combination of masonry, aluminum, stucco and clear glazing are proposed. The colour palette chosen for the development complements the colour palette of the apartment building to the west and the light tan and red brick colour palettes of the commercial buildings to the north and east.

An Urban Design Brief detailing the plans conformity with the design expectations established in the Official Plan and Development Permit By-Law, was prepared in support of this application.

Figure 9: Exterior Elevations

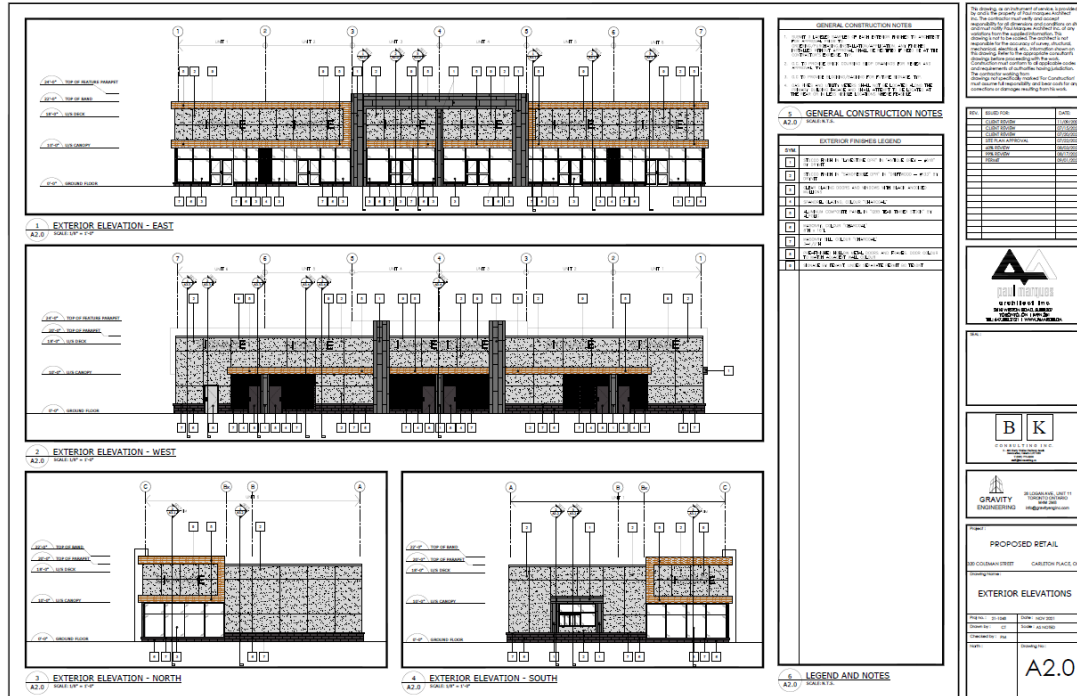
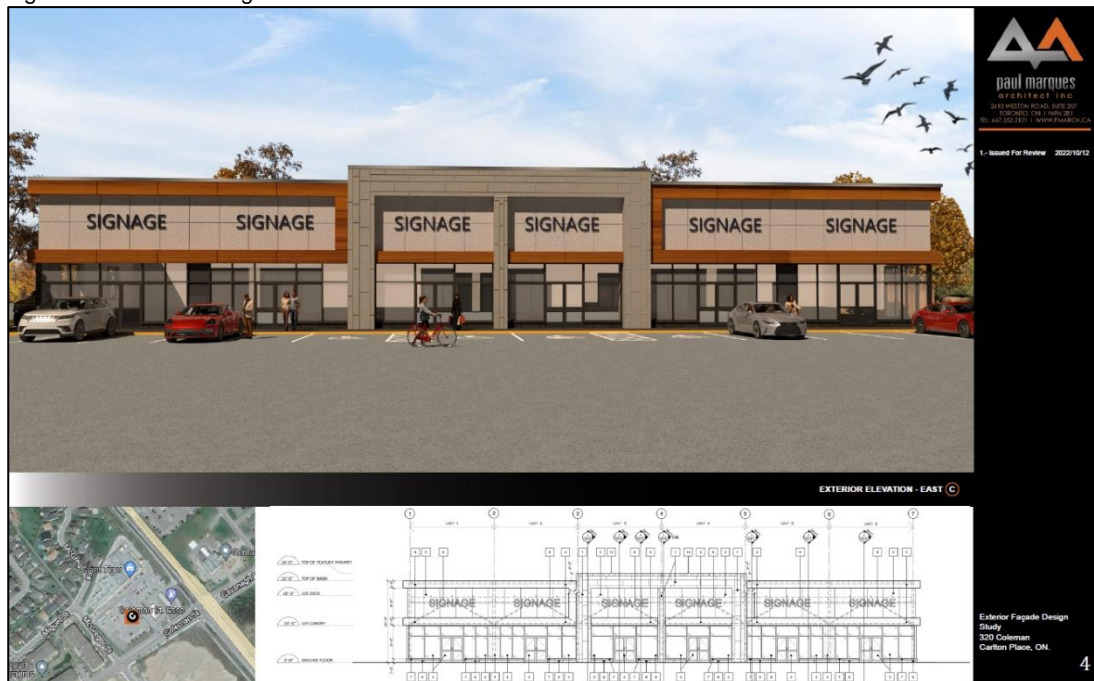


Figure 10: 3D Rendering



4 Planning Policy and Regulatory Framework

4.1 Provincial Policy Statement (2020)

The 2020 Provincial Policy Statement (PPS) provides policy direction on land use planning matters of provincial interest. Below is a summary of the policy direction provided within the PPS applicable to this application.

Section 1.1.1 promotes healthy, liveable and safe communities by:

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term*
- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs*
- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs*

Section 1.1.3.2 supports land use patterns that:

- a) *efficiently use land and resources*
- b) *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion*
- e) *support active transportation*

Section 1.3.1 maintains that planning authorities shall promote economic development and competitiveness by:

- a) *providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs*
- b) *encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities*

The proposed development is situated on an underutilized commercial property. Due to its location on an existing commercial plaza, the proposal promotes intensification and efficient land use in keeping with the above noted PPS policies. The additional commercial units will contribute to growing employment opportunities. Further, the proposed development supports active transit due to its proximity to residential uses and existing transportation networks.

4.2 Lanark County Sustainable Communities Official Plan (2012)

Adopted in 2012, the Lanark County Sustainable Communities Official Plan (SCOP) promotes the integration of sustainable practices into land use planning across Lanark County. Provisions for settlement patterns, rural areas, infrastructure, natural heritage features, resources, public health and safety are included in the SCOP.

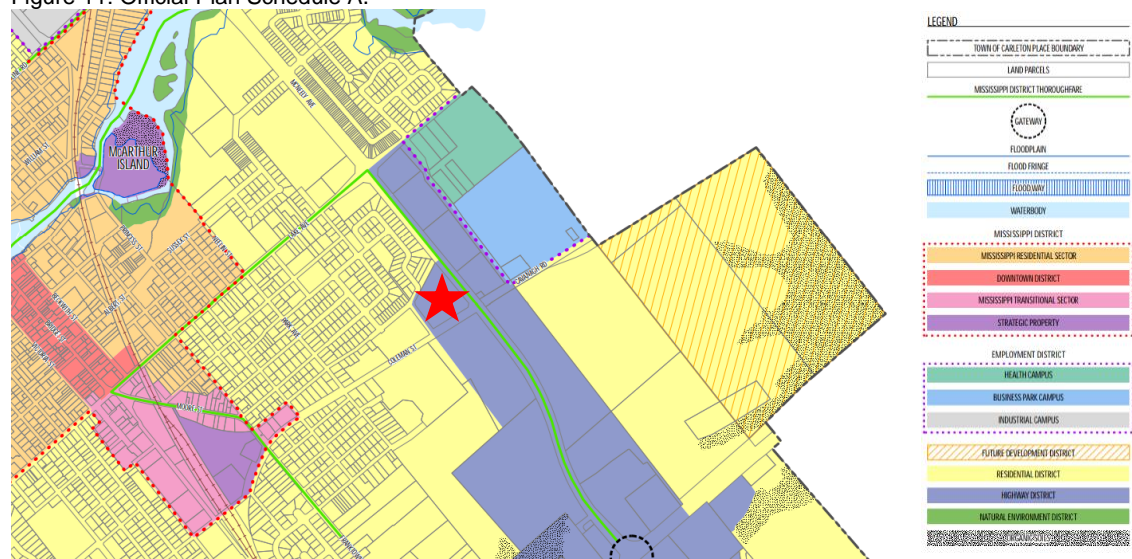
Notably, per Section 2.3 of the SCOP, efficient development patterns are encouraged in settlement areas to optimize the use of land, resources, infrastructure, and public service facilities. As per Section 2.6 of the SCOP, a mix of uses are encouraged.

The proposed development will be situated on an existing underutilized site. The proposed commercial development is adjacent to other commercial and residential uses, contributing to a greater diversity of land uses.

4.3 Town of Carleton Place Official Plan (2013)

The Official Plan (2013) provides the policy framework that will guide land use decisions within the Town's boundaries for the next 20 years. As such, future development must conform with the policy direction communicated in the Official Plan. The subject site is designated *Highway District* on Schedule A of the Town of Carleton Place Official Plan (OP).

Figure 11: Official Plan Schedule A.



As per Section 3.3 of the OP, the *Highway District* designation encourages and enhances commercial development, thereby providing employment opportunities, goods and services to residents, visitors and other businesses and broadens the Town's tax base.

The objectives of the *Highway District*, as stated in Section 3.3.1 of the OP are described below:

- *Support a diverse range of commercial uses that meet the existing and future needs of the community and reduces the need for residents to shop elsewhere;*
- *To promote a high aesthetic quality in all commercial areas that reflects the local character;*
- *To address the needs of local commercial uses to attract visitors and tourists; and*
- *To minimize the impacts of commercial uses on adjacent sensitive land uses.*

Permitted uses in the *Highway District* are intended for vehicle oriented single-purpose shopping trips; accessed by arterials or provincial highways to serve their market areas; and include a full range of retail commercial uses, including anchor stores such as supermarkets, department stores, apparel, home furnishings and building materials, automotive uses, drug and cosmetic, retail and service commercial uses directed to the traveling public, movie theatres and other entertainment type uses as well as hotels and motels.

Section 2 of the OP provides a community design framework for new development. The Town of Carleton Place seeks to maintain its identity by encouraging high-quality development that integrates with the surrounding community.

Section 4.1.6 of the OP speaks to street trees and maintains that street trees and the preservation of tree canopies shall be protected to the greatest extent possible.

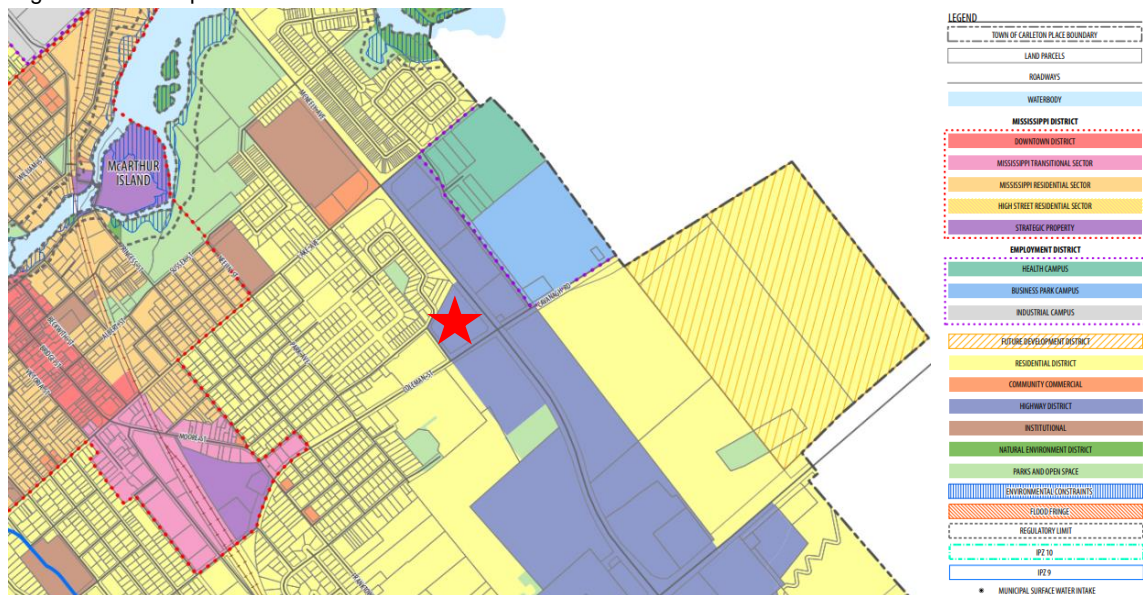
Section 4.3.5 of the OP maintains that development shall occur in areas where water and wastewater services can be reasonably extended, and that stormwater management will be required for all new development.

The Urban Design Brief provided in support of the application reviews the proposed development against the policies in Section 2 of the OP. The landscape plan submitted with the development permit application for the subject site demonstrates where existing trees will be preserved and the location and type of proposed trees. Finally, a Stormwater Management Report and Servicing Options Report were prepared in support of the application and no major undue impacts were identified in either study.

4.4 Development Permit By-law (No.15-2015)

The Town of Carleton Place Development Permit By-Law establishes requirements, provisions and standards that need to be met before development approvals can be issued. The Town is divided into distinct areas that identify specific land use designations. The subject site is designated "Highway District" on Schedule A of the Town of Carleton Place Development Permit By-law.

Figure 12: Development Permit Schedule A.



The proposed development is seeking to introduce restaurants and retail stores, both of which are permitted uses in the *Highway District*. Below is a full list of permitted uses on lands designated *Highway District* as per Section 8.1 of the Development Permit By-law:

- Animal Care
- Gas Bar
- Automotive Body Shop
- Laundromat

- Automotive Rental Establishment
- Hotel / Motel
- Automotive Repair Garage
- Night Club / Bar / Pub
- Automotive Sales and Service
- Office
- Automotive Service Station
- Personal Service Business
- Automotive Washing Establishment
- Propane and/or Natural Gas Transfer Facility
- Bank
- Propane Refilling Outlet
- Building Supply Store
- School, Private
- Commercial Sports and Recreational Establishment
- Restaurant
- Commercial Storage
- Retail Store
- Dry Cleaning or Laundry Outlet
- Service or Repair Establishment
- Equipment Rental Establishment
- Theatre, Cinema

Section 8.3 of the Development Permit By-law provides development standards for *Highway District* lands. The table below summarizes the required development standards against the proposed development.

Table 1: Highway District Development Standards

PROVISIONS	REQUIRED	PROPOSED
Lot Area (minimum)	Nil	20,403 m ²
Lot Coverage (maximum)	60%	24%
Lot Frontage (minimum)	15.0 metres (49.2 feet)	94.6 m
Front Yard	6.0 metres (19.6 feet)	14.1 m
Exterior Side Yard	6.0 metres (19.6 feet)	6.3 m
Interior Side Yard (minimum)	3.0 metres (6.5 feet) where lot abuts residential use 1.2 metre (3.9 feet) where lot abuts any other designation	61.8 m
Rear Yard Depth (minimum)	6.0 metres (29.5 feet)	110.8 m
Building Height (maximum)	11.0 metres (36 feet)	7.31 m
Landscape Strip	3.0 metres (9.8 feet)	5.43 m
Landscape Strip Along Arterial and Collector Roadways	5.0 metres	1.5 m*

*Represents non-compliance.

As noted in the landscape buffer requirement above, 5 metres of landscaped open space is to be provided along all arterial and collector roadways. Since Coleman Street is a collector, a 5 metre

landscape strip is required. As demonstrated on the site plan, the narrowest point of the landscape area along Coleman Street is 1.5 metres, therefore, relief from this provision will be required.

Provisions for drive through operations are described in Section 3.11. A Traffic Impact Study is required and has been provided before approval of a drive through to support the proposed development. In keeping with the policies, the drive through facility provides approximately 20 off street queuing positions.

As per the By-law, all drive through facilities must provide screening from any public right of way to minimize any visual impacts of the use. Trees and shrubs are proposed to provide screening from the roadway, as shown on the landscape plan.

Table 2: Parking Provisions

PROVISION	REQUIRED	PROPOSED
ENTIRE SITE		
Parking (Section 3.30)	225	206*
PROPOSED DEVELOPMENT		
Loading Space (Section 3.25)	1	1
Barrier Free Parking (Section 3.29.2)	1	4
Bicycle Parking (Section 3.31)	4	0*

*Represents non-compliance.

4.4.1 Relief Required

The development permit application would seek relief from the following provisions of the Development Permit By-law:

Landscape Strip: The proposed landscape strip along Coleman Street does not meet the 5-metre landscape strip requirement. At its narrowest point, the proposed landscape strip measures 1.5 metres.

IBI Group is of the opinion that the landscape buffer along Coleman Street is appropriate given the irregular shaped lot and existing landscape area within the municipal boulevard at the 1.5 metre pinch point. The hydro transformer and Enbridge gas line within the municipal boulevard results in the irregular shaped property line as these infrastructure elements could not be within the boundary of private property. The result is an oversized landscape strip in the municipal boulevard nearest the proposed development.

Parking: The proposed development will result in a parking deficit of 19 spaces according to the Development Permit By-law.

IBI Group completed a Parking Utilization Study to evaluate the proposed parking supply within the commercial plaza. Parking utilization data collected over peak 12-hour periods on a Thursday and Saturday and overlaid with estimates of site generated parking demand resulted in an estimated total peak parking demand of 128 spaces (62% utilization) on a weekday and 110 spaces (53% utilization) on a Saturday. Findings of the study affirm that the reduced parking supply for the commercial plaza will continue to satisfy parking demand now and into the future.

Bicycle Parking: The proposed development will result in a bicycle parking deficit of 4 spaces according to the Development Permit By-law.

The Client is seeking relief from the bicycle parking requirement given that the *Highway District* designation is intended for automobile-oriented trips as described in the Town of Carleton Place Official Plan. Sidewalks and pathways along the public roads support pedestrians as a means of active transportation in the area and connection to the site.

4.5 Summary of Technical Studies

4.5.1 Transportation Impact Study

IBI Group prepared a Transportation Impact Study and Parking Utilization Survey in support of the proposed development. The proposed development is expected to generate up to 127 new two-way vehicular trips and up to 150 pass-by trips during the weekday and Saturday peak hours. The overall downstream impacts on the adjacent road network, including the Coleman & McNeely intersection, are anticipated to be marginal.

As demonstrated in the TIS, all study area intersections are expected to operate at an acceptable Level of Service (LOS 'D' or better) beyond the 2029 study horizon year with the exception of the southbound approach of Coleman & Coleman access which may approach its theoretical capacity (i.e. LOS 'E') by the 2029 study horizon year during the weekday afternoon peak hour. Further, it was found that the Coleman & Coleman access intersection can accommodate site generated traffic under Future (2023) Total Traffic conditions. Any potential future traffic operational issues would result from regional traffic growth on the major road and not as a direct consequence of the proposed development.

Findings of the auxiliary left- and right-turn lane analyses indicate that no modifications to any of the lane configurations are required at the study area intersections.

IBI Group also reviewed the proposed parking supply within the commercial plaza, as there will be a parking deficit of 19 spaces according to the Development Permit By-law. Parking utilization data collected over peak 12-hour periods on a Thursday and Saturday and overlaid with estimates of site generated parking demand, total peak parking demand was anticipated to be in the order of just 128 spaces (62% utilization) on a weekday and 110 spaces (53% utilization) on a Saturday.

The conclusion of the Transportation Impact Study and Parking Utilization Study is that traffic generated by the proposed development can be safely accommodated on the adjacent road network and that the reduced parking supply for the commercial plaza will continue to satisfy parking demand with the inclusion of site-generated demand.

4.5.2 Stormwater Management Report

Husson Engineering and Management prepared a Stormwater Management Report in support of the proposed development. The stormwater management plan for the site has been designed in accordance with the Town of Carleton Place's requirements for quantity and quality controls.

Stormwater currently flows towards the roadside ditch on McNeely Avenue. Additionally, a network of storm sewers exists within the site and outlets north of the McNeely Avenue entrance.

The proposed building footprint is located on a network of storm pipes and a catch basin. Both will be relocated to better serve the new development. The proposed design will follow the existing drainage patterns with minor changes to the storm sewer network to avoid conflict with the proposed building. Peak flows from the site will be reduced post-development due to the implementation of controlled flow roof drainage. Servicing connections will be made to existing services within the property. As such, no new service connections to the municipal roads will be required.

In terms of quality control, the proposed development will replace an existing asphalt parking areas with a building and landscape areas which will result in a net decrease in the runoff coefficient. A net improvement in water quality is anticipated given rooftop and landscape areas generally provide clean runoff.

5 Conclusion

As demonstrated in this report, the proposed development is appropriate considering applicable land use and urban design policies set out in the Provincial Policy Statement, Lanark County Sustainable Communities Official Plan, and Town of Carleton Place Official Plan. The development complies with the provisions of the Town of Carleton Place's Development Permit By-law except for an under dedication in vehicular and bicycle parking and a deficient landscape area along Coleman Street, for which relief is sought. The variances are supported by technical plans and studies submitted as part of this application.

IBI Group is of the opinion that this Class III Development Permit Application to construct the proposed commercial building on the subject site is an appropriate use for the site, is consistent with the policy direction of the Official Plan and represents good land use planning. IBI Group supports this application and recommends that the application be approved accordingly.



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