

THE CORPORATION OF THE MUNICIPALITY OF MISSISSIPPI MILLS

BACKGROUND REPORT

DATE: December 15th, 2020

TO: Council

FROM: Marc Rivet, MCIP, RPP, Consultant Planner

**SUBJECT: BACKGROUND REPORT – OFFICIAL PLAN AND ZONING BY-LAW
AMENDMENT OPA 27 and Z-18-20
Part of the East 1/2, Lot 14 on Concession 10 Plan
Almonte Ward, Municipality of Mississippi Mills**

KNOWN AS: Orchard View by the Mississippi Seniors Complex – Phase 2 (PIN: Part of 05090-0308)

OWNER: Houchaimi Holdings Inc. (Agent: McIntosh Perry)

PURPOSE AND EFFECT

The purpose and effect of this memorandum is to provide background on the proposed development and required amendments to permit the “Orchard View by the Mississippi Seniors Complex - Phase 2”. Figures 4 and 5 displayed in this report show the proposed Amendments however no recommendations are made at this time.

The subject property is located on the southeast corner of the Settlement Area for Almonte Ward (See **Figure 1**) adjacent the “Orchard View by the Mississippi Seniors Complex – Phase 1”.

The purpose and effect of the Community Official Plan (COP) Amendment is a site-specific amendment to change the land use designation of the subject property from “Industrial” to “Residential – Community Facility” in order for an aging-in-place complex consisting of a retirement home, freestanding adult bungalow townhouses and semi-detached units to be permitted on approximately 3.41 hectares (ha) of land.

The purpose and effect of the Zoning By-law Amendment application is to change the zoning of the (proposed) subject property from “Development” (D) Zone to “Community Facility Subzone Exception X” (I-X) Zone to require a minimum 10.0 m side yard abutting the employment and future industrial zones; to permit “semi-detached” and “townhouse” dwellings; a minimum separation of 3.0 m between dwellings; that the private road over the unopened ROW be considered as a public road for zoning purposes; and, that Section 8.13 of the Zoning By-Law shall not apply.



Figure 1: Subject Property

DESCRIPTION OF SUBJECT PROPERTY

The subject property represents an area of approximately 3.41 ha, with frontage on Industrial Drive (via a private driveway extension). The lands are adjacent employment lands as well as “Orchard View by the Mississippi Seniors Complex - Phase 1”. Most of the abutting lands are owned by Houchaimi Holdings Inc.

The land uses surrounding the Subject Property include (project north):

- To the north: Business Park (light industrial uses);
- To the south: rural / agricultural lands under same ownership (vacant);
- To the east: Vacant development lands (future industrial under same ownership); and,
- To the west: “Orchard View by the Mississippi Seniors Complex - Phase 1”

KEY PLAN

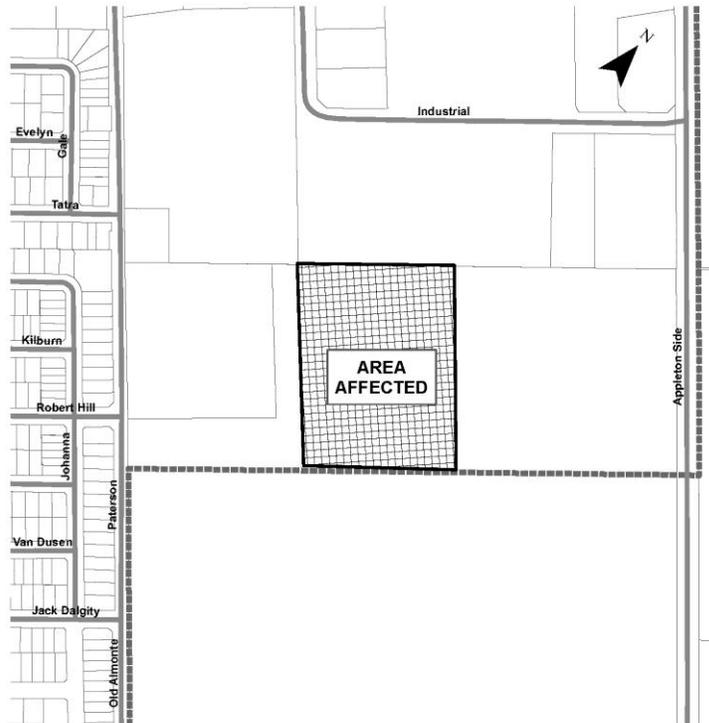


Figure 2: Area Affected

DESCRIPTION OF PROPOSED DEVELOPMENT

The development consists of an aging-in-place complex consisting of a retirement home and freestanding adult bungalow townhouse units on approximately 3.41 hectares (ha) of land.

In support of the proposed development, the applicant has submitted:

- Cover Letter, Application Forms, Planning Rationale
- Plan of Survey
- Traffic Study
- Geotechnical Report
- Servicing Brief
- Stormwater Management Report
- Site Plan
- Retirement Home Market Demand Study

Proposed Site Plan and Elevations have been included in Appendix.

The Market Demand Study concluded the proposed development will provide a much-needed aging-in-place complex. The concept includes a four-storey retirement home with approximately 48 units for seniors with associated amenity spaces and approximately 48 freestanding adult bungalow townhouse units that will ring the Subject Property along a new private roadway, like the successful layout of Phase 1. Vehicular access will be from a private driveway via Industrial Drive over an unopened right of way. This private driveway will be subject to an agreement with the municipality at time of Site Plan Control.

Phase 1 of the Orchard View Complex is currently designated “Residential – Community Facility” as per Schedule ‘A’ of the COP. The applicant is therefore intending to seek the same land use designation for Phase 2 lands.

Per the Ministry of Environment (MOE) D-6 Guidelines, appropriate separation distances and buffers will be incorporated into the Site-Specific Zoning By-law Amendment and Site Plan Control Agreement to ensure the proposed uses would not adversely affect the overall viability of the adjacent employment area or be in conflict with these. The D-6 guidelines recommend minimum separation distances from Class I, Class II industrial uses. With the proposed development’s 10 metre side yard setbacks and a future setback on adjacent lands, the recommended minimum separation distance of 20 metres from Class I Industrial Uses in the area will be achieved. Additional mitigation measures will be required at time of Site Plan Control review for abutting uses (note the

SERVICING & INFRASTRUCTURE

The development is to be fully serviced by municipal water and sanitary services as part of the build out of Phase 2. A site servicing study has been submitted to demonstrate that existing or planned infrastructure and public service facilities are available to accommodate the proposed use.

The municipal servicing and infrastructure demands are not anticipated to change as a result of the application and demand needs have been evaluated through a Servicing Report.

PROPOSED AMENDMENTS

The applicant requires the Site-Specific Official Plan Amendment in order to permit the development of an aging-in-place complex consisting of a retirement home, semi-detached dwellings and freestanding adult bungalow townhouse units on approximately 3.41 hectares (ha) of land.

The applicant further requires a Zoning By-Law Amendment to rezone the subject lands from “Development (D) Zone” to “Community Facility Subzone Exception (I-X)” and permit the following:

- a minimum 10.0 m side yard abutting the employment and future industrial zones;

- to permit “semi-detached” and “townhouse” dwellings;
- a minimum separation of 3.0 m between dwellings
- that the private road over the unopened ROW be considered as a public road for zoning purposes and that Section 8.13 of the Zoning By-Law shall not apply.

This Site-Specific Official Plan Amendment No. 27 and Zoning By-Law Amendment (Z-18-20) are being reviewed concurrently with applications for Site Plan Control and consent to create easement(s) and a new lot. The applicant has submitted all materials for review.

PROVINCIAL POLICY STATEMENT (PPS) 2020

The PPS 2020 is issued under the authority of Section 3 of the Planning Act. According to the PPS, the vision for Ontario’s land use planning system is to carefully manage land to ensure appropriate development to satisfy current and future needs.

In reviewing the proposed development, Staff have considered PPS policies that relate to providing an affordable and market based range of housing, including types, for older persons and long-term care homes (Policy 1.1.1b); providing an appropriate mix of employment uses that are compatible with each other and that integrate well with a mix of other uses in order to meet housing policies (Policy 1.3.1); and preserving employment areas, including considerations for land use compatibility, appropriate transitions between areas, and long-term employment objectives (Policy 1.3.2). Development of Phase 2 of the Orchard View by the Mississippi Complex in conjunction with the existing Phase 1 portion is consistent with the Provincial Policy Statement 2020 (PPS) and can be considered an employment generator for the settlement area. The transition of Mississippi Mills’ aging population from their house through the rental townhouses and retirement home.

LANARK COUNTY SUSTAINABLE COMMUNITIES OFFICIAL PLAN (COUNTY SCOP)

As per Schedule ‘A’ of the County SCOP, the Subject Property is designated in the Settlement Area designation. In the Settlement Areas, mixed-use development is encouraged as an efficient development pattern that optimizes the use of existing resources, public service facilities and infrastructure (Policy 2.3.1.5).

As per Policy 2.6.1.5 of the County SCOP s, the primary objective for the Settlement Area is *“to provide for mixed use communities with appropriate commercial, institutional and employment.”*

As per the Lanark County Sustainable Communities Official Plan, the Subject Property is designated in the Settlement Area of Mississippi Mills which is intended to encourage mixed-use developments. The proposal makes efficient use of land, resources, infrastructure and public service facilities.

As per *Planning Act* requirements, the upper tier municipality is the approval authority for local Official Plan Amendments. If approved by the Council of the Municipality of

Mississippi Mills, the proposed Official Plan Amendment No. 27 will be reviewed and decided upon by Lanark County.

MUNICIPALITY OF MISSISSIPPI MILLS’ COMMUNITY OFFICIAL PLAN (COP)

As per Schedule ‘A’ of the COP the subject lands are currently designated “Industrial” (employment) and are proposed to be designated “Residential – Community Facility” (See **Figure 4**).

As previously mentioned, Phase 1 of the Orchard View Complex is currently designated “Residential – Community Facility” as per Schedule ‘A’ of the COP. The applicant is therefore intending to seek the same land use designation for Phase 2 lands.

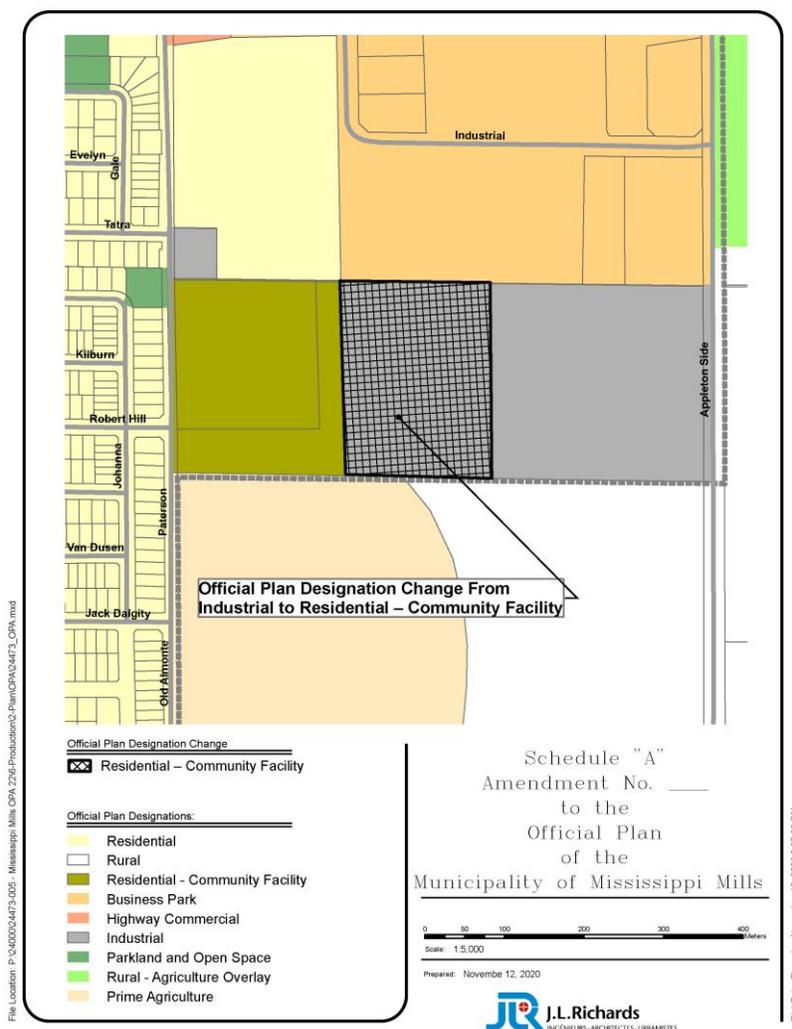


Figure 3: Proposed Change in Land Use Designation

The lands are currently designated “Industrial”. Although Policy 3.7.5 of the COP identifies industrial development as an important component of the Municipality’s economic base, Staff find that the proposal to change the designation to “Residential –

Community Facility” would still meet the Municipality’s long-term economic and employment goals and objectives (Policy 4.4.1.2). The adjacent lands (Phase 1) are currently designated “Residential – Community Facility” which we also find to be appropriate for the Phase 2 lands.

The proposed long-term care facility would meet the objectives to generate employment (Policy 4.4.1.2) in the area at the same time as promoting better housing options for seniors. In other words, the proposed development would result in minimal loss of employment opportunities.

Considering the proposed change in Land Use Designation, the policies that apply to the “Residential – Community Facility” designation were closely considered:

Policy 3.6.2:

On lands designated “Residential – Community Facility” the permitted uses shall be limited to identified uses in Section 4.7, Community Facilities of this Plan.

Policy 4.7:

The wide range of community facilities located in Mississippi Mills help define the community's role as a regional service centre. Not only do these facilities draw people into the Town because of their various functions, they also provide a large number and wide range of employment opportunities. Within Mississippi Mills, community facilities are generally concentrated in the Almonte Ward, the village of Pakenham and the villages of Clayton and Appleton.

The community facilities shall include uses associated with health, welfare and education purposes, such as hospitals, schools, public libraries, places of worship, youth centres, daycare facilities, association halls, art exhibits and cultural facilities and other similar places of assembly, funeral homes, arenas and similar public recreational facilities, government offices, police or fire stations, public utilities and related uses and activities. These uses shall be permitted within the Residential, Commercial and Industrial designations. Such uses should be located in Almonte, the village of Pakenham and the villages of Clayton, Appleton and Blakeney. Such uses should generally not be located on rural lands.

Policy 4.7.1:

1. The Town shall encourage community facilities to be designed and located so as to allow for the shared/multiple use of the facility.

2. New community facilities shall satisfy the following:

- (i) the proposal is of a scale and design which is compatible with surrounding uses and able to function as a focal point for the neighbourhood or community;*
- (ii) the anticipated level of vehicular and pedestrian traffic does not have significant negative impacts;*

(iii) the site area is adequate to accommodate buildings, future expansions, off-street parking, amenity areas and landscaping;
(iv) the proposed site is located within close proximity to necessary support facilities; and,
(v) the proposed site is strategically located in order to minimize travel time for the existing and anticipated service area population.

3. Adequate buffer space, planting or fencing shall be established between community facility land uses and adjacent land uses when required.

4. Adequate off-street parking facilities shall be provided and generally located to the rear and side of the principal building. Developers proposing parking in the front yard must demonstrate that no other feasible option exists for accommodating the needed parking.

A comprehensive review had been completed in 2017 as part of the Five-Year Review of the Mississippi Mills Community Official Plan in support of OPA 21. The analysis concluded that there was approximately a 7 hectare over supply of employment lands. Although not considered employment lands, the conversion of this 3.41-hectare area for the proposed Orchard View complex will generate employment.

The proposed development is a logical extension to the “Orchard View by the Mississippi Seniors Complex - Phase 1” and will provide a much-needed aging-in-place complex. Matters of compatibility can be addressed through the site-specific zoning exception and site plan control. Furthermore, existing or planned infrastructure and public service facilities are available to accommodate the proposed use.

The proposed development appears to conform to the general intent of the COP, including the policies specific to the “Residential – Community Facility”.

MUNICIPALITY OF MISSISSIPPI MILLS’ ZONING BY-LAW #11-83

The lands are currently zoned as Development (D). The current zoning would not allow for the proposed development.

As such, the Zoning By-Law Amendment proposes to rezone the lands shown on **Figure 5** to “Community Facility, Subzone X (I-X)”. The Phase 1 lands are currently zoned I-3 and I-4.

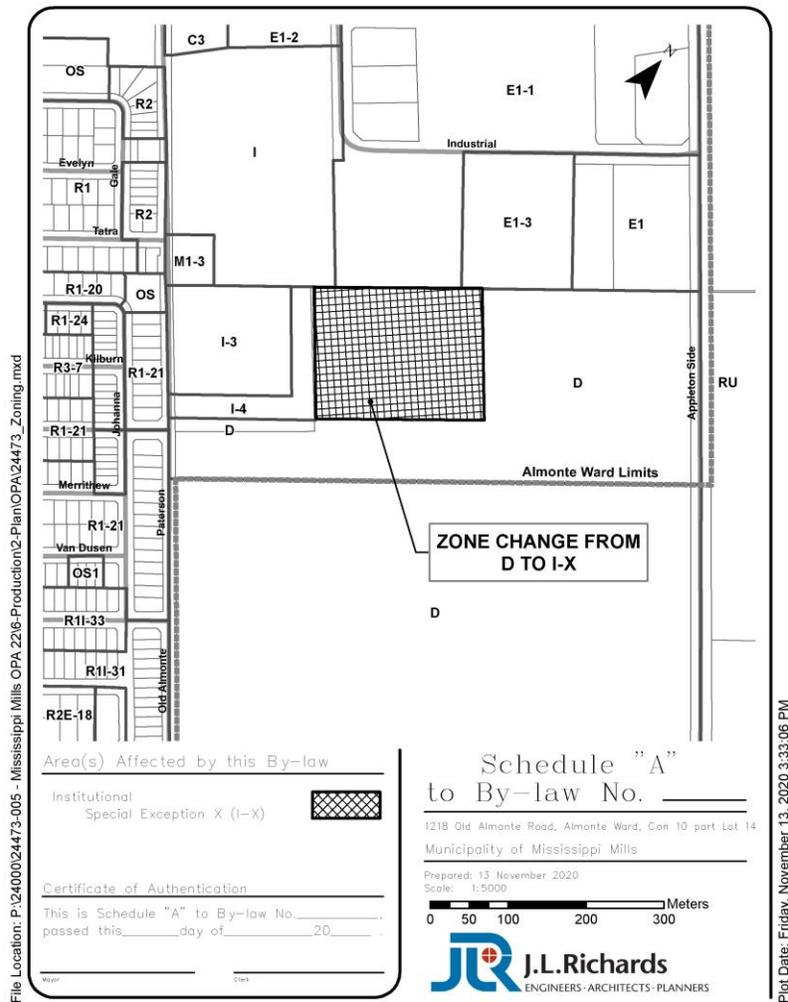


Figure 4: Proposed zoning amendment

As per Section 32 of the Zoning By-Law, the purpose of the Community Facility (I) Zone is to:

- (1) permit a range of community uses, institutional accommodation and emergency service uses to locate in areas designated as Residential, Commercial and Industrial in the Community Official Plan;
- (2) community facilities should be located in the Town of Almonte, the Village of Pakenham and the Villages of Clayton, Appleton and Blakeney; and
- (3) minimize the impact of these institutional uses located in close proximity to residential uses by ensuring that such uses are of a scale and intensity that is compatible with neighbourhood character.

Section 32.1 permits the following uses subject to the following:

- (a) the provisions of subsection 32.2 (1)
- (b) a maximum of 10 residents is permitted in a group home; and
- (c) a maximum of 3 ancillary rooming units are permitted within a place of worship.

- | | |
|--|---|
| <ul style="list-style-type: none"> - community centre - day nursery - emergency service - funeral establishment - group home - hospital - library - municipal service centre - museum - one dwelling unit ancillary to a permitted use - park | <ul style="list-style-type: none"> - place of assembly - place of worship and ancillary rooming units - post office - recreational and athletic facility - residential care facility - retirement home - retirement home, converted - rooming house - rooming house, converted - school - sports arena - training centre limited to job instruction / training with a school |
|--|---|

The uses proposed within Phase 2 include a retirement home and freestanding adult bungalow townhouse units. Aside from the proposed retirement home, the semi-detached and townhouse units are not permitted by the zone. Although semi-detached units are not currently contemplated, the Owner has requested this use to permit flexibility in the site layout. These will need to be permitted by way of the proposed zoning exception. **Figure 5** shows the zone provisions of the 'I' Zone.

Table 1 – Zone Provisions of the Community Facility (I) Zone (Section 32.2)

Provisions	Zoning Requirement (Municipal Water and Sewer)
Lot Area, Minimum (m ²)	Nil
Lot Frontage, Minimum (m)	Nil
Front Yard, Minimum (m)	6
Rear Yard, Minimum (m)	7.5
Side Yard, Minimum (m)	5
Exterior Side Yard, Minimum (m)	6
Landscaped Open Space	10% (a)
Building Height, Maximum	14

(a) The minimum required Landscaped Open Space shall include a solid fence a minimum of 1.5 m (4.9 ft) in height constructed of wood, metal or equivalent material along any lot line that abuts a lot in a Residential or Open Space Zone.

The applicant's development proposal conforms to all the provisions of Section 32.2 of the Zoning By-Law. A 10 metre side yard setback will be implemented in accordance with MOE D-6 guidelines as explained earlier in this background report.

The applicant is also seeking exemption from Section 8.13(1) (One Dwelling Per Lot) of the zoning, which prescribes a "one dwelling per lot" provision as follows:

Except where specifically permitted by this By-law, not more than one dwelling shall be located on a lot. Notwithstanding, apartment dwellings are permitted to have more than one building granted all other provisions of this by-law are met [By-law #18-77].

The property will be accessed from a private driveway over an unopened road allowance. An agreement will need to be entered into with the municipality to permit this. As the lot will not front on an open public road, an exception is also proposed for this.

Therefore, a Zoning By-Law Amendment is required to rezone the subject lands from "Development (D) Zone" to "Community Facility Subzone Exception (1-X)" and permit the following:

- a minimum 10.0 m side yard abutting the employment and future industrial zones;
- to permit "semi-detached" and "townhouse" dwellings;
- a minimum separation of 3.0 m between dwellings
- that the private road over the unopened ROW be considered as a public road for zoning purposes and that Section 8.13 of the Zoning By-Law shall not apply.

PUBLIC COMMENTS RECEIVED:

Staff circulated the application in accordance with the provisions of the Planning Act. The Planning Act prescribes that notice be placed on site and mailed to all property owners within 120m of the subject lands. Appendix C contains the public comments received as of December 7, 2020. Comments received after that time are noted and read at the public meeting.

CIRCULATION COMMENTS:

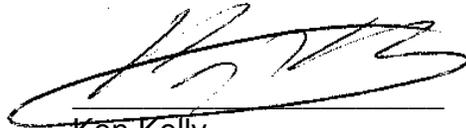
The applications are also being circulated to municipal staff and the list of prescribed bodies and persons in accordance with the Planning Act.

A staff report analyzing the merits of the application will be prepared following the public meeting in order to fully consider all public comments received.

All of which is respectfully submitted,



Marc Rivet, MCIP, RPP
Planning Consultant



Ken Kelly
Chief Administrative Officer

Attachments:

Appendix A – Proposed Site Plan

Appendix B1-B2 – Proposed Elevations

Appendix C – Public Comments Received

Appendix B1 – Proposed Elevations (Retirement Home)

