

April 6, 2023

Planning Department
Municipality of Mississippi Mills
3131 Old Perth Rd, Box 400
Almonte ON, K0A 1A0

Attention: Melanie Knight, Senior Planner

**Reference: 430 Ottawa Street – Almonte Mall Redevelopment
Planning Rationale for Site Plan Approval
Municipality of Mississippi Mills
Our File No.: 119190**

This Planning Rationale letter has been prepared by Novatech on behalf of Elm Developments in relation to a Site Plan Control application for the redevelopment of the Almonte Mall property, known locally as 430 Ottawa Street in the Municipality of Mississippi Mills.

This Letter provides a description of the overall concept for redevelopment of the property and includes details for the approval of the Phase 1 works. This letter also provides a brief analysis of the applicable planning regulations with the intention of demonstrating consistency and compliance with the Municipality of Mississippi Mills Official Plan, as amended, as well as the Mississippi Mills Zoning By-law No. 11-83, as amended.

Background

The property is presently developed with an approximately 5,128 m² (55,200 sq. ft.) commercial shopping centre, known locally as the Almonte Mall. The commercial centre is presently occupied by two commercial businesses, including Rexall and Pet Value, totalling approximately 1,505 m² of the total 5,128m² gross floor area available for commercial purposes. The commercial units within the mall are accessed via an internal corridor along the front facing wall of the building.

The Almonte Mall was purchased in 2007 by 2241497 Ontario Limited, which is managed by Elm Developments Corp. who has over 30 years of experience in the development industry in both the commercial and residential sectors. Aside from the two commercial tenants, the vast majority of the commercial shopping centre remains vacant. This has been the case for a number of years which has resulted in yearly revenue loss and onerous property maintenance fees for the property owner. The property owner has also made efforts in recent years to attract new tenants to the mall to occupy the vacant retail spaces without any success. Due to continuous years of commercial vacancies, large portions of the building are presently closed off in order to restrict access.

The property is rectangular in shape, has a total lot area of approximately 2.74 ha and approximately 170 m of frontage on Ottawa Street. The current building is constructed into an 'L-shaped' design that faces both onto Ottawa Street towards the south while also facing internally west towards the parking area. The building is generously set back from Ottawa Street to provide a large parking area at the front of the building. The parking area is developed with approximately 200 asphalt parking

spaces and loading spaces are provided at the rear of the building. There is one main driveway entrance providing access to the property from Ottawa Street and vehicle access connections are provided on both the east and west property boundaries to access adjacent properties.

In 2020, site-specific Official Plan and Zoning By-law amendment applications were approved on the strength of a detailed concept plan for redevelopment of the property. The present site plan application is being advanced as the first phase of redevelopment on a basis that is consistent with the overall Concept Plan.

Project Description

Redevelopment of the property will occur in phases. Phase 1 would see the development of Building A, which has been designed to accommodate the leasable space requirements for the relocation of the existing Rexall Pharmacy and Pet Value tenants. Subsequent phases would include the approvals for Building B and the 124-unit apartment building.

Overall Concept

The Concept Plan that was submitted in support of the Official Plan and Zoning amendment applications has been refined to reflect specific tenant needs and the current understanding of longer-term market requirements. The concept is generally consistent with the original concept and is meant to be illustrative of the project build-out, subject to further refinement as project details are refined for future phases.

The project involves the entire redevelopment of the site which would include retail and service commercial uses comprising approximately 2,300 m² of floor area provided in two separate buildings positioned closer to Ottawa Street and a 4-storey residential apartment building placed towards the rear. Required and dedicated commercial parking would be accommodated in front of the commercial buildings adjacent to Ottawa Street. In contrast to the concept that accompanied the Official Plan amendment and Zoning amendment approvals, the parking for the apartment building has largely been placed below grade, freeing up considerable area on the surface for landscaping and other functional site requirements.

Access to the property is proposed via two entrances from Ottawa Street, including the existing primary access and by a proposed future separate access located near the east end of the property. The location of the existing entrance is intended as the primary entrance for the commercial uses and is included in Phase 1. The easterly entrance will also serve the commercial uses but is primarily intended to provide access for the residential use planned for subsequent phases. The existing driveway connections to the Home Hardware site to the east and the Tim Hortons site to the west will remain. On the basis of discussions with Tim Hortons headquarters, the potential for a third entrance via Sadler Drive, which would be located at the northwest corner of the site, has been agreed to in principle. This entrance would provide convenient egress and ingress to the underground parking.

The proposed Concept Plan demonstrates that the site can efficiently accommodate a mixed-use development consisting of a 124-unit, 4-storey apartment building with generous amounts of amenity space. The layout of the site brings the commercial uses closer to the street and incorporates features that are intended to provide landscaped amenity space and visual separation between the two uses, including pedestrian connectivity and vehicular access. The concept also provides for

pedestrian connections throughout the property, and to the Mill Run development via an existing pathway block in the northeast corner of the site.

The concept has been designed such that it would allow construction phasing. Phasing would allow the redevelopment of the commercial space so as to not significantly disrupt the continuity of business for the two existing tenants in the mall. The exact break down of the leasable space and numbers of bedrooms per dwelling unit in the apartment building will be determined at the site plan control stage for subsequent phases.

Phase 1 Site Plan

Phase 1 represents an area of approximately 6,020 m² located at the southwest corner of the site and consists of Building A and associated parking areas. Since it is intended that existing Mall tenants will maintain business operations at their current locations until such time the construction of Building A is complete, the location and extent of Phase 1 has been determined on the basis of the immediate needs to accommodate the relocation of Rexall Pharmacy and Pet Value into a new building.

Phase 1 consists of a 1,165 m² single-storey commercial building designed for two tenants, supported by 11 parking spaces in front of the building, and an additional 41 temporary spaces located east of the building that will eventually be eliminated to accommodate Phase 2. The parking requirements for Phase 1 have been determined on the basis of required parking for retail use (2.5 spaces per 100 m² of gross floor area). A loading space and garbage collection area, in accordance with zoning requirements, has been provided at the rear of the building, which would be accessed via the drive aisle across the front of the building.

The parking lot serving the existing mall has approximately 200 asphalt parking spaces, mostly located at the front of the building, with some spaces available on the west side of the building. As such, a considerable number of customer parking spaces would remain available during the construction of Building A. Since the currently occupied leasable gross floor area in the mall is approximately 1,505 m², approximately 38 parking spaces are required to meet parking requirements for the two existing tenants. It is considered that the 28 existing spaces immediately adjacent to the front of the existing mall and some 20 parking spaces available at the west side parking lot would meet and exceed parking requirements for the two existing tenants during the period of construction. During construction, continued access to both parking areas would be provided via the existing access from the Tim Hortons site and via the existing entrance from the Home Hardware site.

Planning Justification

The subject property is designated *Highway Commercial* on Schedule B of the Municipality of Mississippi Mills Community Official Plan and is zoned *Shopping Centre Commercial (C4-4-h)* in Comprehensive Zoning By-law No. 11-83, as amended. The site-specific Official Plan and Zoning By-law amendment approvals in 2020 created site-specific policy and related zone standards to accommodate the proposed mixed-use development.

The site-specific Official Plan amendment (OPA No. 26) created a site-specific policy for the Highway Commercial designation. Section 3.7.3.5 introduced by OPA 26 is intended to allow medium to high density residential development in addition to highway commercial use but does not modify the policies relating to the development of commercial uses.

Similarly, By-law No. 20-113, being the site-specific amendment to accommodate future mixed use, provides zone standards for residential uses by establishing standards for the placement of residential buildings and residential density on the site, but does not provide special standards associated with commercial uses. Instead, the performance standards of the C4 zone continue to apply to commercial uses. Accordingly, the Phase 1 site plan has been prepared on the basis of the use and performance standards for C4 zone.

Ottawa Street is described as a highway commercial gateway corridor to the Town of Almonte. The corridor is characterized by large building setbacks from Ottawa Street and customer parking in front of the buildings. Commercial uses along the corridor include retail, financial services, restaurants and gas stations, as examples of commercial uses. Directly north of the subject property is the Mill Run subdivision which is comprised of a mix of residential dwellings including one and two-storey single detached, semi-detached, townhouse dwellings and three-storey apartment buildings.

The Municipality's Plan encourages the intensification and best use of existing highway commercial lands to limit the linear expansion of the designation. While the proposed concept plan would see a reduction in the amount of commercial space on the property, the concept will allow for an adequate supply of commercial uses closer towards Ottawa Street, resulting in additional lands to intensify the property to provide for compatible medium to high density residential development. The concept plan also demonstrates appropriate separation between the commercial and residential uses, and illustrates how the site will accommodate parking, vehicle movement, loading facilities and amenity space to support development. The redevelopment of the site supports the commercial gateway policies by bringing commercial uses closer towards Ottawa Street and by creating a compact mixed use development that is well designed with quality design and amenity space to enhance the Ottawa Street commercial gateway corridor.

On the basis of a carefully designed concept plan that balances lot area, local context, and community needs, the proposed redevelopment of the site would result in a reduction in the amount of commercial floor space. The concept plan provides for approximately 2,300m² of commercial space in two separate buildings set closer to the street. Despite an approximately 50% reduction in commercial space, the proposed site design will ensure that the *Highway Commercial* designation will remain intact and provide a marketable supply of commercial space in Almonte. The *Highway Commercial* designation will continue to permit a variety of commercial and economic development-focussed uses, in accordance with the intent of the highway commercial and commercial gateway corridor policies.

It is noted that pursuant to By-law No. 20-113, the 'holding' provision shall prohibit development until such time that Site Plan approval has been obtained from Council. It is our understanding that since site plan approval has been delegated to Staff, site plan approval for Phase 1 would occur immediately after the removal of the holding. An application to lift the holding provision from Phase 1 will be submitted in the coming weeks.

Supporting Material

The proposed site plan application is supported by the following plans and studies, as listed below:

- Site Plan package, prepared by Vandenberg & Wildeboer Architects, dated March 24, 2023
 - Phase 1 Site Plan (A001), Rev 8

- Overall Concept Plan (A001), Rev 10
- Building A Floor Plan, Rev 3
- Building A Elevations, Rev 4
- Landscape Plan package, prepared by Nak Design Strategies, dated March 23, 2023
 - Overall Landscape Plan & Tree Inventory (L1.0), Rev 3
 - Landscape Plan, Phase 1 (L2.0), Rev 3
 - Details (D1), Rev 3
- Civil design submission, prepared by WSP, dated March 27, 2023
 - Functional Servicing and Stormwater Management Report
 - Overall Site Grading Plan (C01)
 - Overall Site Servicing Plan (C02)
 - Phase 1 Lot Grading Plan (C03)
 - Phase 1 Lot Servicing Plan (C04)
 - Erosion and Sediment Control Plan (C05)
- Lighting Plan package, prepared by WSP, dated March 24, 2023
 - Site Lighting Layout
 - Site Lighting Details
 - Site Lighting Calculation
 - Lighting Specifications
- Traffic Impact Study – Addendum letter, prepared by Novatech, dated March 28, 2023
- Geotechnical Report, prepared by Toronto Inspection Ltd, dated November 9, 2022;
- Plan of Survey, dated February 2, 2023, prepared by Callon Dietz
- Source Protection Screening Checklist
- Completed application form and cheque in the amount of \$2,812 payable to the Municipality of Mississippi Mills

In addition to the forgoing, the following documents were prepared in support of the Official Plan and Zoning By-law amendment applications and are included in this submission, as requested:

- Planning Rationale, prepared by Novatech, dated April 2020 together with the Planning Rationale Addendum letter dated June 2, 2020
- Traffic Impact Study, prepared by Novatech, dated April 15, 2020
- Phase 1 Environmental Site Assessment, prepared by Toronto Inspection Ltd., dated March 24, 2021
- Shadow Analysis, prepared by Vandenberg and Wildeboar

In summary, this Planning Rationale Letter has been prepared in relation to a Site Plan Control application to support the proposed redevelopment on the property known locally as 430 Ottawa Street. The proposed site plan for Phase 1 incorporates suitable phasing to accommodate the needs of existing tenants while making provision to redevelop the property on a basis that is generally consistent with the Concept Plan upon which the Official Plan amendment and Zoning By-law amendments were approved in 2020.

It is our assessment that the proposed development furthers the policies of the Community Official Plan, as amended, and conforms to all applicable provisions of the Municipality of Mississippi Mills Comprehensive Zoning By-law #11-83, as amended.

Please let me know if you have any questions.

Yours truly,

NOVATECH



Steve Pentz, MCIP, RPP
Senior Project Manager

cc: Shan Goel, Elm Developments
Ralph Vandenberg, Vandenberg & Wildeboer Architects Inc

PLANNING RATIONALE

In support of an Official Plan & Zoning By-law Amendment Application

430 Ottawa Street, Almonte ON

Prepared For:

2241497 Ontario Limited
1931 Highway 7
Concord, Ontario
L4K 1V5

Prepared By:

NOVATECH
Suite 200, 240 Michael Cowpland Drive
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April, 2020

Novatech File: 119190
Ref: R-2020-049

April 15, 2020

Municipality of Mississippi Mills
Planning Department
3131 Old Perth Road
P.O. Box 400
Almonte, ON K0A 1A0

Attention: Nicole Dwyer, RPP, MCIP Director of Planning

Dear Ms. Dwyer:

**Reference: 430 Ottawa Street, Town of Almonte
Application for Official Plan and Zoning By-law Amendments
Our File No.: 119190**

Novatech has prepared this Planning Rationale in relation to applications for amendments to the Municipality of Mississippi Mills Community Official Plan and to Comprehensive Zoning By-law No. 11-83 for lands at the above-noted location. On the strength of the concept plan developed for the property, the purpose of the amendments is to establish the principle of development of mixed use on the subject lands. This Planning Rationale demonstrates the suitability of the subject lands for accommodating medium to high density residential uses in combination with shopping centre commercial development.

Please do not hesitate to contact the undersigned should you require additional information or clarification with respect to what has been provided in the enclosed Planning Rationale.

Regards,

NOVATECH



Jordan Jackson, RPP, MCIP
Planner

cc: David Osypowich, Elm Developments Corp

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1 Introduction

1.1 Purpose

Novatech has prepared this Planning Rationale in relation to proposed Official Plan and Zoning By-law amendment applications for an approximately 2.74 ha commercial parcel of land located at 430 Ottawa Street, in the Town of Almonte. The subject property has frontage on Ottawa Street just east of Sadler Drive and is located within the Urban Settlement Boundary for the Town of Almonte.

The purpose of the amendments is to request site-specific Official Plan policies and zoning to support the future redevelopment of the existing commercial centre, known as the Almonte Mall. The proposed redevelopment concept consists of providing highway commercial uses along the front of the property, closer to towards Ottawa Street and providing medium to high density residential uses towards the rear of the property. The nature of the applications is to establish the principle of development on the subject lands to accommodate future development opportunities to meet changing market demands for both commercial and residential uses.

This Planning Rationale provides details of the proposed Official Plan and Zoning By-law Amendments and demonstrates that the proposed development concept to establish the principle of development represents good land use planning and is an appropriate land use for the subject lands. The Rationale further demonstrates the proposed concept meets the Municipality's goals and objectives identified in the Community Official Plan for growth and development in the Town of Almonte. The Planning Rationale also demonstrates how the proposed redevelopment of the subject lands is consistent with policies provided in the Provincial Policy Statement, 2020 (PPS) as well as the Lanark County Sustainable Communities Official Plan.

1.2 Site Location, Description and Community Context

The subject lands include 430 Ottawa Street which is legally described as Part Lot 16, Concession 10, geographic Township of Ramsay in the Municipality of Mississippi Mills. The subject lands are rectangular in shape and have a total lot area of approximately 2.74 ha with approximately 170 m of frontage on Ottawa Street (Figure 1).

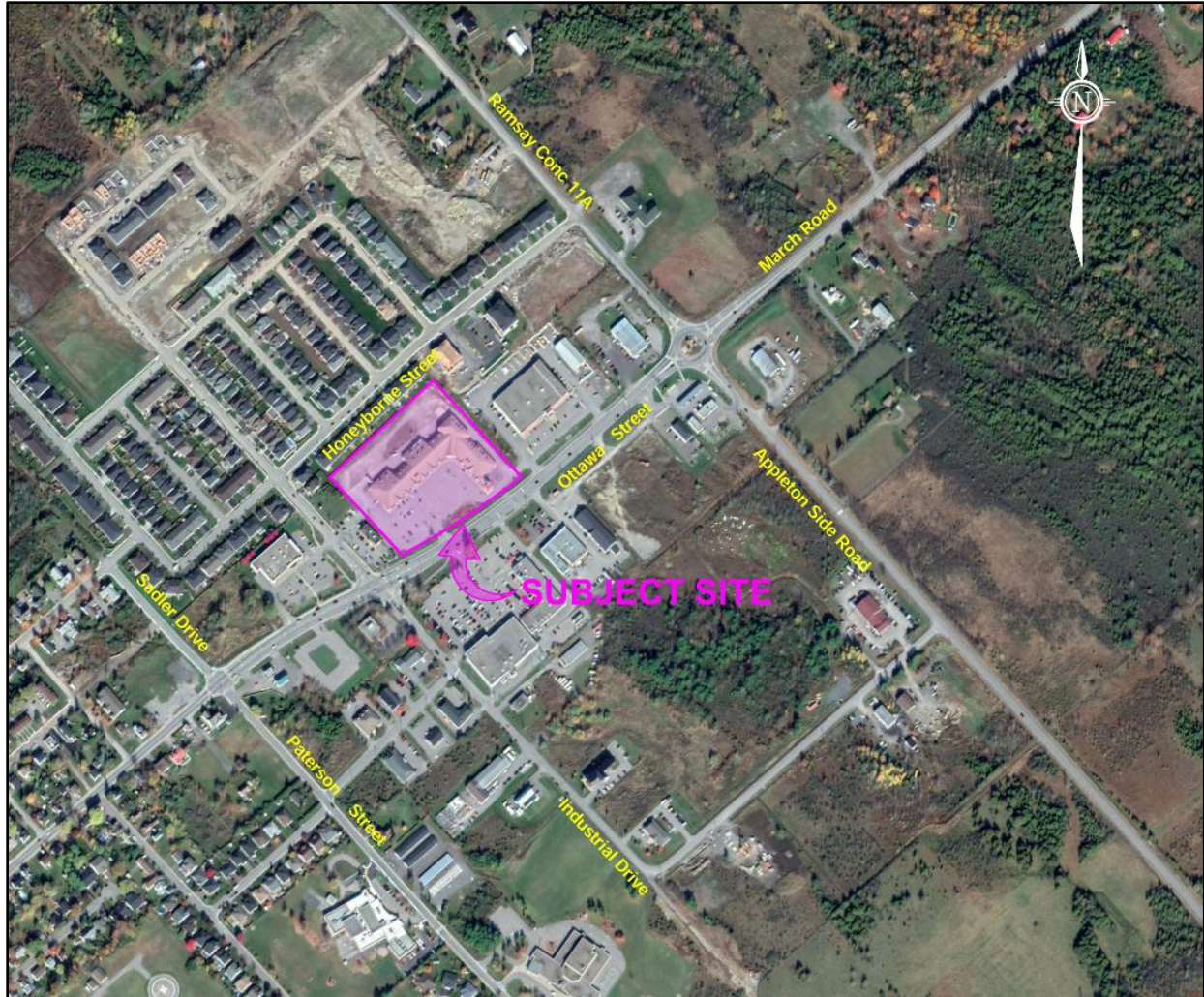


Figure 1: Location of Subject Property

The property is presently developed with an approximately 5,128 m² (55,200 sq. ft.) commercial shopping centre, known locally as the Almonte Mall which was constructed in approximately 2007. The commercial centre is presently occupied by two commercial businesses, including Rexall and Pet Value, totalling approximately 1,505 m² of the total 5,128m² gross floor area available for commercial purposes. The commercial units within the Mall are accessed via an internal corridor along the front facing wall of the building.

The building is constructed into an 'L-shaped' design that faces both onto Ottawa Street towards the South while also facing internally west towards the parking area (Figure 2). The building is generously setback from Ottawa Street to provide a parking area at the front of the building. The parking area is developed with approximately 200 asphalt parking spaces and loading spaces are provided at the rear of the building. There is one main entrance providing access to the property from Ottawa Street and vehicle access connections are provided on both the east and west property boundaries to access adjacent properties. Of the total lot area of approximately 2.74 ha, approximately 0.5 ha of land at the rear of the building is currently vacant and gravel surfaced.



Figure 2: Ottawa Street – View of Property Facing North

The property is located along Ottawa Street, a highway commercial gateway corridor to the Town of Almonte (Figure 3). Along Ottawa Street, between Ramsay Concession 11A Road to the east and Paterson Street to the west, there are a number of commercial uses including retail, financial services, restaurants and gas stations. These commercial uses are characterized by their increased building setbacks from Ottawa Street and customer parking in front of the building. Directly south of the property is another commercial centre, known locally as the Stoneridge Mall. Further south of the property is the Almonte Business Park which is accessed by Industrial Drive, opposite Sadler Drive.



Figure 3: Ottawa Street Commercial Corridor – Facing East

Directly north of the subject property are bungalow townhouse dwellings that have frontage on Honeyborne Street which form part of the Mill Run subdivision. The Mill Run subdivision is comprised of a mix of residential dwellings including one and two-storey single detached, semi-detached, townhouse dwellings and three-storey apartment buildings (Figure 4).



Figure 4: Sadler Street – Mill Run Subdivision Facing North

The subject property and surrounding areas are designated *Settlement Area* on Schedule A of the Lanark County Sustainable Community Official Plan. The subject property is also located within the Urban Settlement Boundary of the Town of Almonte and is designated as *Highway Commercial* on Schedule B of the Municipality of Mississippi Mills Community Official Plan, as approved by the Minister of Municipal Affairs on August 6, 2006. The property remains designated as *Highway Commercial* under the Municipality's most recent Council-adopted (June 26, 2018) Community Official Plan Amendment No. 21. The property is zoned *Shopping Centre Commercial (C4-4)* on Schedule C (Almonte Ward) of the Municipality's Comprehensive Zoning By-law No. 11-83.

2 Application Proposal

2.1 Project Description

The Almonte Mall was purchased in 2007 by 2241497 Ontario Limited, which is managed by Elm Developments Corp. who has over 30 years of experience in the development industry in both the commercial and residential sectors. Currently, the Almonte Mall is occupied by two commercial tenants, leaving the vast majority of the commercial shopping centre vacant. This has been the case for a number of years which has resulted in yearly revenue loss and onerous property maintenance fees for the property owner. The property owner has also made efforts in recent years to attract new tenants to the Mall to occupy the vacant retail spaces without any success. Due to continuous years of commercial vacancies, portions of the building are presently closed off in order to restrict access.

The proposed Official Plan and Zoning By-law amendments are being requested to permit medium to high density residential development on the subject lands, in addition to the highway commercial uses that are currently permitted. The proposed amendments have been structured around a proposed Concept Plan (Appendix A) that illustrates the principle of development on the subject lands. The concept would see a phased approach to redeveloping the existing commercial centre to a mixed-use development consisting of new highway commercial uses along the front of the site and residential apartment building uses towards the rear of the property. It is noted that the amendments are based on the Concept Plan included with this report, and that a complete site plan control application will be filed at a future date. Elm Developments Corp. would continue to manage and complete the construction of a future redevelopment plan for the property.

Accordingly, the purpose of the proposed Official Plan and Zoning By-law amendment applications is to establish the policy framework and zoning on the property that would allow for a mix of highway commercial and medium to high density residential uses on the subject lands. The proposed amendments would allow the lands to be redeveloped over time to address changing market demands for higher density housing and new commercial uses or new commercial building form.

The Concept Plan demonstrates a future vision for the site in support of the proposed amendments. The Concept Plan proposes an entire redevelopment of the site which would include one-storey retail and service commercial uses of approximately 2,500 m² of floor area towards the front of the property and 4-storey residential apartment buildings towards the rear. Required and dedicated commercial parking would be accommodated in front of the commercial buildings adjacent to Ottawa Street. This concept will reduce the amount of commercial floor area currently on the site and bring the commercial buildings closer to Ottawa Street which will provide an increase in available lands towards the rear of the property to be developed for medium to high density residential uses. Surface parking for the apartment buildings is provided around the perimeter of the site. A landscaped island near the centre of the site provides visual amenity and nearby visitor parking associated with the apartment building. This landscaped area also provides a delineation and spatial separation between the commercial and residential uses on the property.

Access to the property is proposed by two entrances from Ottawa Street including the existing primary access and by a proposed new separate access intended to provide access to the residential uses towards the rear of the property. The existing driveway connections to the Home Hardware site to the east and the Tim Hortons site to the west will remain, though it may be desirable under a modified site plan to modify these connections at the time of site redevelopment.

The proposed Concept Plan demonstrates that the site can efficiently accommodate a mixed-use development consisting of a 124-unit, 4-storey apartment building with surface-level parking and amenity space, in addition to commercial space along the Ottawa Street frontage. The design of the site incorporates features that are intended to provide landscaped amenity space and visual separation between the two uses, yet still provide pedestrian connectivity and vehicular access between the two. The concept also provides for pedestrian connections to the Mill Run development via an existing pathway block in the northeast corner of the site.

The concept has been designed such that it would allow construction phasing. Phasing would allow the redevelopment of the commercial space so as to not significantly disrupt the continuity of business for existing tenants in the Mall. The site concept would also allow phasing of the apartment buildings such that the two apartment buildings could be constructed as individual buildings as market needs dictate. The exact break down of the number of bedrooms per dwelling unit and residential dwelling type will be determined at the site plan control stage. At present, it is intended that apartment units would be rented at market rates.

3 Proposed Amendment Details

3.1 Municipality of Mississippi Mills Official Plan

3.1.1 Purpose and Basis of Amendment

The Municipality of Mississippi Mills Official Plan provides policy with regards to growth and development within its jurisdiction and designates the majority of the subject lands as *Highway Commercial* on Schedule B (Figure 5). The *Highway Commercial* designation is applied to lands in Almonte that are located along Ottawa Street between Paterson Street and County Road 17 and along County Road 29. This designation is intended to generally permit commercial uses that are automobile oriented and are dependent on high volumes of traffic including retail stores, restaurants, lodging facilities such as hotels, automotive-related uses and service-related industries. The *Highway Commercial* designation supports the Ottawa Street corridor as an important gateway to the urban centre of Almonte (Section 3.7.3.3).

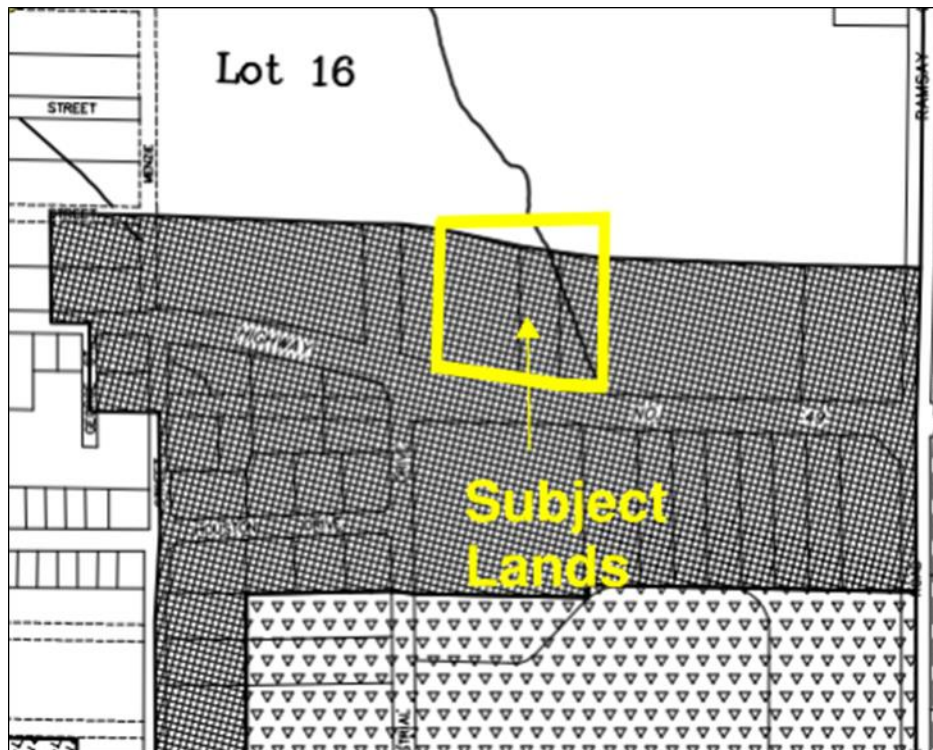


Figure 5: Schedule B of Mississippi Mills Community Official Plan (2006)

In addition to the *Highway Commercial* designation, Section 3.7.3.4 identifies that there are two shopping centre commercial developments along the Ottawa Street corridor. The Shopping Centre Commercial Development policies in Section 3.7.3.4 define a shopping centre commercial development as, “a group of retail, service commercial or other similar uses under separate ownerships which function as a unit within an enclosed building, with common parking and loading facilities and egress and ingress under one ownership” and further indicates that freestanding buildings are permitted provided traffic is not adversely affected. Section 3.7.3.4 goes on to provide for specific policies geared to shopping centres that appear to focus on managing the scale and impacts associated with expanding shopping centre commercial developments in the corridor.

Although the site is well-suited for shopping centre commercial development given its parcel size and favourable access to a four-lane arterial gateway corridor, the Mall has struggled to fully lease and occupy the building over the last 10 years. As of January 2019, to the present time, roughly 30% of the Mall is occupied by two retail uses which brings the property to its highest vacancy rate since construction. In addition, approximately 0.5 ha (1.2 acres) of the property currently remains undeveloped and underutilized, with limited potential for infill given the positioning of the existing building near the centre of the property.

Accordingly, in 2019, Elm Developments Corp, who manages the site, retained the services of Shore-Tanner & Associates Real Estate Appraisers and Consultants to prepare a Retail and Residential Market Demand Study for the subject property as a means of determining alternative development options for the property. On the basis of the report findings, Elm Developments Corp is seeking to redevelop the subject lands with an alternative form of development that would provide for a mix of both residential and highway commercial uses as supported by this Market Demand Study.

Given that the *Highway Commercial* designation does not contemplate any residential uses, the proposed amendment would add a site-specific policy to the Highway Commercial policies in Section 3.7.3 which would include policies that permit residential uses on the property. Given that the Residential policies of the Official Plan limit medium residential density to 35 units per net hectare and a maximum building height of 3 storeys, the site-specific policies would also introduce residential standards on the basis of the proposed concept. Accordingly, a maximum density of 46 units per net hectare and a maximum of height of 4 storeys for residential apartment buildings is proposed. The proposed maximum density of 46 units per net hectare would limit the total number of residential units to 124 as shown on the proposed Concept Plan yet provide some flexibility in the type of housing forms that could be constructed on the property under a modified development concept. It is noteworthy that the proposed amendment would accommodate considerably less units than the recommended total of 300 rental apartment units determined by the 2019 Shore-Tanner study.

The proposed amendments would allow the lands to be redeveloped to meet changing market demands in the Town of Almonte as the amendments will allow for various forms of medium to high density residential development to be constructed. The amendments will also maintain the intent of the *Highway Commercial* designation by permitting the existing range of commercial uses along the front of the property adjacent to Ottawa Street. As majority of the existing commercial centre is vacant, the redevelopment of the site will allow for commercial uses to be developed in accordance with market and tenant needs. This would assist in attracting future business to the site and make full and more efficient use of the subject lands.

3.1.2 Proposed Official Plan Amendment

As indicated above, the Official Plan amendment proposes to add a site-specific policy in relation to the subject property while maintaining the *Highway Commercial* designation on the lands. For consideration, the proposed amendment would add a new subsection to Section 3.7.3 (Highway Commercial) as follows:

“3.7.3.5 Special Site-Specific Policy for Highway Commercial (430 Ottawa Street)

On the lands described as Part Lot 16, Concession 10, geographic Township of Ramsay (430 Ottawa Street) the following provisions shall apply:

1. Medium to high density residential development shall be permitted as additional uses and shall be developed in accordance with the following:
 1. A maximum residential density of 46 units per net hectare is permitted. For the purpose of this policy, residential density shall be interpreted to apply to the entirety of the property.
 2. Residential development may include multi-unit housing forms such as planned unit developments, stacked dwellings, townhouse dwellings and apartment buildings. Residential uses may also be permitted in the upper storeys of non-residential use buildings.
 3. Standalone residential buildings shall be located to the rear of commercial buildings facing Ottawa Street.
 4. Residential building height shall be limited to a maximum of 4 storeys for apartment buildings.

3.2 Municipality of Mississippi Mills Zoning By-law Amendment Details

3.2.1 Purpose and Effect of Zoning By-law Amendment

The subject property is zoned Shopping Centre Commercial (C4-4) on Schedule C of the Municipality of Mississippi Mills Comprehensive Zoning By-law 11-83 (Figure 6). The purpose of the C4 zone, as described in the Zoning By-law, is to allow shopping centre commercial development in the *Highway Commercial* designation of the Community Official Plan and to impose development standards that will ensure the uses are compatible and complement surrounding land uses.

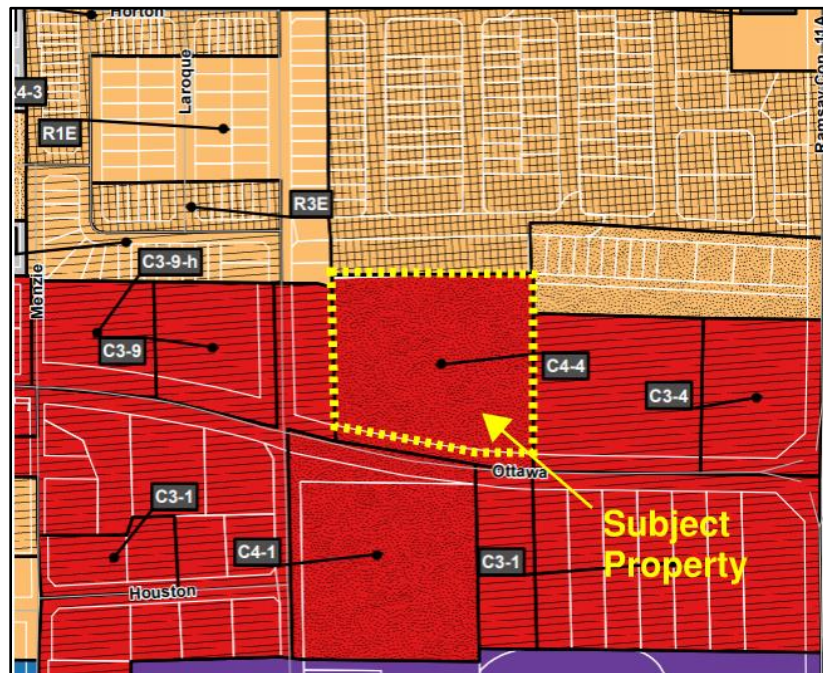


Figure 6: Zoning of Subject Property – Schedule C of By-law No. 11-83

The C4-4 zone standard was applied to the subject lands through By-law #12-48 which is specially tailored to the development of the Almonte Mall. The C4-4 zone establishes a maximum gross floor area of the shopping centre, limits the size of individual commercial units and establishes specific development setbacks. Further, the C4-4 zone does not include residential uses as a permitted use. Therefore, the purpose of the zoning by-law amendment is to permit medium and high-density residential uses in addition to the highway commercial uses permitted by the C4 zone.

The Zoning By-law amendment proposes to replace the current C4-4 zone with new zone provisions that would allow residential uses through various multi-unit housing forms including apartment buildings (or apartment units above commercial units), planned unit developments, stacked dwellings and townhouse dwellings. A variety of housing forms are proposed in order to provide a reasonable degree of flexibility in how the site is redeveloped in response to meeting evolving market demands and developer interest.

The proposed Zoning By-law amendment would also include site-specific provisions required to accommodate the proposed concept. Finally, in order to ensure that the intent of the Highway Commercial zone is retained, the proposed amendment would also include a provision to ensure that residential uses are directed to the rear of the property.

3.2.2 Proposed Zoning By-law Amendment

The proposed zoning amendment seeks to replace the existing C4-4 zone with a new mixed-use zone. The proposed mixed-use zone would allow the C4 Highway Commercial zone uses in accordance with the C4 zone provisions, select R3 and R4 uses in accordance with the performance standards for their respective zones, as well as establish site-specific standards for the zone. Given that the amendment is based on a concept plan, it is requested that the foregoing approach be implemented to provide a reasonable level of flexibility to accommodate alternative concepts for the site.

For consideration, the proposed amendment would amend the Comprehensive Zoning By-law by replacing Section 22.3.4 with the following:

“Notwithstanding the ‘C4’ zoning, on the lands delineated as ‘C4-4’ the following additional provisions shall apply:

1) The following residential uses are permitted as additional uses:

- apartment building-mid rise, in accordance with the R4 zone
- dwelling unit or units in the form of apartments in the upper storeys of a non-residential building
- planned unit development, in accordance with the R3 zone for townhouse, dwelling unit
- stacked dwelling, in accordance with the R3 zone for townhouse, dwelling unit
- townhouse dwelling, in accordance with the R3 zone

2) The following provisions shall apply to residential uses:

- | | |
|---|--------------------------|
| a) Maximum Height (m) | 15m |
| b) Maximum Density | 46 units per net hectare |
| c) Minimum Setback from Ottawa Street (m) | 60m |

Notwithstanding the provisions of subsection 2(c) above, the minimum required setback from Ottawa Street shall not apply to a dwelling unit located in the upper storeys of a non-residential building.

Notwithstanding the provisions of subsection 16.2, the minimum required rear yard associated with an apartment building shall be 26m.

For the purposes of this subsection, a stacked dwelling shall mean a residential use building containing four or more dwelling units where the units are divided horizontally and vertically, and each dwelling unit has an independent entrance to the interior of the building.”

4 Planning Policy Analysis

The development proposal has been reviewed against the Provincial Policy Statement, 2020 for consistency with provincial interests and has also been reviewed against the Lanark County Sustainable Communities Official Plan and the Municipality of Mississippi Mill Community Official Plan for conformity to policies of these Plans.

4.1 Provincial Policy Statement 2020

The Provincial Policy Statement, 2020 (PPS) will come into effect on May 1, 2020. In accordance with the *Planning Act*, all planning matters and decisions are required to be consistent with the Provincial Policy Statements that are in effect on the date of the decision. The proposed applications have been reviewed against policies of the 2020 PPS.

The 2020 PPS provides policy direction on matters of provincial interest, including policies that provide for appropriate development that builds strong, sustainable communities, protects and manages provincial resources and protects the public health and safety of residents and the environment. The PPS encourages community development that is based on efficient land use, as well as communities that are economically strong, environmentally sound, and that foster social and economic well-being.

Section 1 of the PPS provides policy with regards to building strong and healthy communities. With regards to settlement areas, it is a policy of the PPS to focus growth and development to these areas and to use land and resources wisely. It is also a policy for settlement areas to promote efficient development patterns and accommodate an appropriate range and mix of residential and employment uses, including affordable housing and commercial uses. Land use patterns within settlements areas are to be based on densities and a mix of land uses which can efficiently use infrastructure and public services that are readily available. Land use patterns shall also be based on a range of uses and opportunities for intensification and redevelopment. Appropriate development standards should also be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating appropriate levels of public health and safety.

It is also a policy of the PPS for local municipalities to provide an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing requirements of current and future residents of the regional market area. This is encouraged by

permitting and facilitating all housing options to meet the social, health, economic and well-being requirements of current and future residents and to also permit all types of residential intensification and redevelopment. Furthermore, various forms of intensification and redevelopment within settlement areas on existing municipal services should also be promoted, wherever feasible. It is also a policy to promote densities for new housing which efficiently use land, resources and public infrastructure.

Regarding employment, the Section 1.3 of the PPS provides policy for planning authorities to promote economic development and competitiveness by providing an appropriate mix and range of employment uses and employment sites to meet long-term needs. The PPS also encourages compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities. The PPS further states that the long-term economic prosperity should be supported by encouraging residential uses to respond to dynamic market-based needs and to provide necessary housing supply and a range of housing options for a diversified workforce.

The proposed amendments to permit a mix of medium to high density residential and commercial uses on the subject lands is consistent with the Provincial Policy Statement as the PPS encourages a mix of land uses. The proposed development is consistent with providing an opportunity to redevelop and intensify a key land parcel within the Town of Almonte. The redevelopment of the existing commercial centre will allow the site to be fully utilized to meet current and future needs of the community while also providing compact building form. Future redevelopment of the site will allow for residential and commercial development that is compatible to meet market demands of the community.

The proposed redevelopment of the entire site to accommodate a mix of residential uses where the lands were previously undeveloped presents an opportunity to maximize the use of an underdeveloped parcel and intensify lands within the Municipality's urban settlement area. The proposed residential development component of the amendments will further contribute to providing a range of housing options and tenure to meet market demands.

Section 2 of the PPS sets out policies for the protection of natural heritage, water, agriculture, minerals and petroleum, mineral aggregates, and cultural resources, all for their economic, environmental and social benefits. These resource interests have been evaluated for the site, and due to the urban and developed nature of the property these policies are found largely not applicable as there are no natural features or known cultural heritage features on the property. The servicing and stormwater design of the redevelopment of the property will be provided in further detail during the site plan control process which will include approaches to protecting and managing surface water resources, in accordance with provincial criteria for stormwater management. Through discussions with the Municipality, it is understood that the proposed development could be supported by existing municipal services available at the property.

Section 3 of the PPS addresses the protection of public health and safety through policies that relate to natural hazards and human-made hazards. These interests of the PPS have been reviewed in the context of the site location, and it has been determined that the proposed development does not conflict with policies in Section 3 of the PPS as there are no known hazards on the site.

Based on the foregoing, the proposed amendments are consistent with relevant policies of the 2020 Provincial Policy Statement.

4.2 Lanark County Sustainable Communities Official Plan

The Lanark County Sustainable Communities Official Plan was adopted by Council on June 27, 2012. The subject lands are designated as *Settlement Area* on Schedule A of the County's Official Plan. Section 2.3 of the Official Plan provides policy direction with regards to Settlement Areas where it is a policy of the Plan to encourage efficient development patterns within Settlement Areas to maximize the use of land, resources, infrastructure and public service facilities. One of the objectives of the County respecting development in Settlement Areas is to ensure there is an adequate supply of residential lands and to provide for a range and mix of low, medium and high-density housing types. It is also an objective of the County Plan to provide for mixed-use communities with appropriate commercial, institutional and employment uses.

Section 8.2.9 of the County's Plan provides policy with regards to affordable housing and states that the County and local Councils will provide for affordable housing by enabling a full range of housing types and densities to meet projected demographic and market requirements. The Plan encourages infill and housing intensification, particularly within urban core areas which may include redevelopment at higher densities and infill on vacant lands as a means of providing affordable housing (Section 8.2.9.2). The proposed amendments to the Municipality's Official Plan meet the intent of the County Plan as the amendments will support the redevelopment of the site at a higher density and will provide for an increase in housing types within the Town of Almonte, particularly for medium to high density residential development.

4.3 Municipality of Mississippi Mills Official Plan 2006

The Municipality of Mississippi Mills Official Plan was adopted by Municipal Council on December 15, 2005 and approved by the Minister of Municipal Affairs and Housing on August 29, 2006. The subject lands are designated as *Highway Commercial* on Schedule B of the Official Plan and are located within the Urban Settlement Boundary. There are no natural features or constraints identified on the subject property.

On June 26, 2018 Council adopted Official Plan Amendment No. 21. This amendment is currently under appeal; however, a review of the amendment finds that the subject lands remain designated *Highway Commercial* and relevant Official Plan policies are unchanged. Accordingly, a review of the 2006 Official Plan policies follows, and demonstrates that the proposed amendments are in conformity with the guiding principles for development in the Municipality, and to provide further planning justification for the amendments.

4.3.1 Growth and Settlement Policies

Section 2.5 of the Municipality's Official Plan provides policy with regards to growth and settlement area structure. It is a goal of the Plan to, "*Promote managed, co-ordinated and fiscally responsible growth, which represents an efficient use of lands and is environmentally sustainable. Direct the majority of new growth to areas where municipal services are available and where capacity exists to support new development.*". The following objectives have been established to implement this goal:

- "*Establish an urban density which promotes a sustainable and efficient use of the land;*
and
- "*Encourage a mix of residential, commercial and industrial uses which meet the needs of the community and increases local employment (Section 2.5.1).*"

The Municipality's Official Plan has also embraced the concept of "smart growth" which means directing urban development towards existing communities with the majority of development being

located on fully-serviced, compact, efficient urban community with a broad mix of land uses. To implement these growth management strategies it is a policy of the Plan that urban residential development strive for a residential density of 15 to 35 residential units per gross hectare, that the Plan designates sufficient lands to accommodate the projected growth and mix of land uses, and that infill and the efficient use of land within Almonte be promoted.

Although the proposed amendments would permit a residential density in excess of the 35 units per gross hectare, the amendments remain consistent with policies related to growth management. Since the subject lands are located within the Urban Settlement Boundary on a large underutilized lot that has access to a full range of municipal services, the site can easily accommodate the proposed increase in density. The proposed amendments would also permit a mix of uses on the subject lands through compact redevelopment, meeting the intent of the Municipality's goals towards "smart growth".

4.3.2 Residential Policies

The Municipality's goals, objectives and policies of the *Residential* designation direct the development industry to provide a range of housing options through both the types of housing available and tenure in terms of providing rental opportunities. Although the subject lands are not designated *Residential*, the philosophy for residential development in Almonte has been considered in assessing whether the proposed development concept would be compatible with the Municipality's overall vision for residential development.

The Municipality has regard to the following residential objectives to implement a goal of promoting a balanced supply of housing to meet current and future needs of the community (Section 3.6.1):

- "Promote and support development which provides for affordable, rental and/or increased density of housing types.
- Direct the majority of new residential development to areas where municipal sewer and water services are/will be available, and which can support new development.
- Ensure that residential intensification, infilling and redevelopment within existing neighbourhoods is compatible with surrounding uses in terms of design"

The Municipality has also established a housing mix target of 70% low density and 30% medium density and a housing tenure target of 30% rental housing. Medium residential density development includes fourplexes, townhouses, 3-storey apartments, converted dwellings and other similar multi-unit forms of housings that has a maximum net density of 35 units per net hectare. With regards to affordable housing, the Official Plan includes policy for the Town to encourage an adequate supply of affordable housing and a target of 25% of new residential construction to be affordable. The Council-adopted Community Official Plan Amendment No. 21 further states that Council will provide for affordable housing by enabling a full range of housing types and densities to meet projected demographic and market requirements of current and future residents by encouraging infill and housing intensification particularly within urban core areas (Section 3.6.3).

As the proposed amendments are based on a Concept Plan to establish the principle of development, the exact form of housing will be determined at the site plan control stage. The proposed amendments provide flexibility in the type of residential housing that would be permitted on the site which could include townhouse dwellings, stacked dwelling units, planned unit development and mid-rise apartments which could provide for various housing tenure including

condominium ownership or rental units. As stated in the 2018 Lanark County Housing Study, there has been a decline in the production of rental housing (Section 3.5.2) and the proposed amendments would provide the appropriate policy framework to achieve an increase in rental housing forms. It is anticipated that housing tenure will be provided at market rates. In any event, the proposed amendments contribute to providing affordable housing by increasing the available housing supply and choice of medium to high density residential uses.

In assessing residential development proposals, it is a policy of the Plan that medium density residential development proposals shall address specific criteria (Section 3.6.5.5). An analysis of how the proposed development concept responds to this criterion for medium density residential development is provided below in **Table 1**.

Table 1: OP Section 3.6.5.5 Medium Density Residential Development Criteria

Medium Density Criteria	Development Concept Response
(i) Proximity to shopping, parkland, health care, education and other community amenities	<p>The subject property is located on Ottawa Street which is a gateway commercial corridor that provides a variety of retail and other shopping experiences to the Site. By moving the commercial uses closer to the street, the proposed concept maintains the commercial use of the site and creates opportunity for additional land uses at the rear of the property to be developed.</p> <p>From a neighbourhood perspective, the proximity to retail and service commercial uses within the site and along Ottawa Street are important locational advantages that will benefit future residents at this location. The rear portion of the site is well suited to accommodate residential uses. There are two schools located approximately 500 metres south of the property including the Holy Name of Mary Catholic School and the R Tait McKenzie Public School located on Paterson Street.</p> <p>Given that apartments also abut the Mill Run development, pedestrian connectivity and integration with the Mill Run subdivision is possible via the existing pathway developed as part of Mill Run. The Mill Run community municipal park is located less than 500 metres from the subject property.</p>
(ii) Compatibility with existing land uses in the immediate area and the historical character of existing buildings	<p>The subject property is located within an area of the Municipality that is characterized by relatively new development, both in terms of residential and commercial form. There are no known historical buildings on the property or within the immediate area that would be affected by the proposed redevelopment concept.</p> <p>The proposed residential component of the development concept is compatible with the immediate surrounding area in that it would permit residential development adjacent to existing residential uses. By proposing commercial uses at the front of the property on Ottawa Street, the character of highway commercial buildings fronting onto this major corridor will not be impacted.</p>

Medium Density Criteria	Development Concept Response
	<p>Internal to the design of the concept, provision has been made to provide separation of use through appropriate spatial buffering and landscape treatment. These features are designed to ensure compatibility between the uses on the subject lands.</p>
<p>(iii) designed with a maximum of three (3) stories and where possible, a building profile conforms visually with the surrounding residential structures</p>	<p>While the proposed amendments request an exception to allow 4 storeys, the concept plan provides for considerable building setbacks from property lines. The proposed zoning by-law amendment provisions would implement a 26m rear yard setback that would provide an appropriate buffer between a 4-storey residential building and the neighbouring residential uses in the Mill Run subdivision.</p> <p>A shadow study has also been included with this application to demonstrate that an overall height of 4 storeys will not result in shadow impacts to adjacent residential uses. The orientation of the property as it relates surrounding developments and the movement of the sun assists in reducing any associated shadow impacts related to the height. A copy of the shadow study is included in Appendix C.</p> <p>An increase in one storey is relatively minor given the size of the property and sizeable yards that are being proposed. A sketch comparing building heights of existing residential development and a proposed 4-storey apartment building is included in Appendix B. This sketch indicates that the proposed building height of 4 storeys is consistent with surrounding building heights due to grade raises north of the property.</p> <p>Furthermore, the proposed building height of 15m for an apartment building is generally consistent with the as-of-right maximum 14m building height as permitted in the C4 zone.</p>
<p>(iv) availability of adequate off-street parking and appropriate access and circulation for vehicle traffic, including emergency vehicles</p>	<p>The subject property is approximately 2.74 ha and nearly 1 ha of the site is proposed to be redeveloped for residential uses. The overall proposed 46 units per net hectare allows for building forms that can accommodate off-street parking through either surface parking, below grade parking or a combination. As demonstrated on the proposed Concept Plan, there is sufficient lot area to accommodate surface parking for both commercial and residential uses.</p> <p>The subject property benefits from having sufficient frontage on Ottawa Street to accommodate more than one access to the site. Ottawa Street is also a four-lane arterial corridor that can support the traffic generated by the proposed mixed-use development concept. The proposed concept is supported by the Traffic Impact Statement.</p> <p>During the site plan control stage, further details regarding access, parking and emergency vehicle movements will be reviewed. Amenity</p>

Medium Density Criteria	Development Concept Response
	space areas for residential uses will also be provided in greater detail during the site plan control stage.
(v) necessary buffering from abutting uses	<p>The proposed Official Plan and Zoning By-law amendments would establish site-specific setback provisions for residential uses. A setback of 26m from the rear property line is proposed for apartment buildings to provide an appropriate separation buffer from the abutting residential uses. The concept plan also demonstrates minimum landscaping provisions requirements along the property lines which can assist in providing visual buffering between adjacent uses.</p> <p>A minimum front yard setback of 60m is also proposed for permitted residential uses to ensure that residential uses are developed towards the rear of the property and that an appropriate separation distance from commercial uses towards the front of property can be achieved. The minimum setback of 60m for residential uses also ensures that commercial uses are provided along Ottawa Street to maintain the intent of the <i>Highway Commercial</i> designation.</p>
(vi) suitable landscaping, lot grading, drainage and on-site amenities	The proposed amendments are based on the strength of a carefully designed concept plan. Many of the details related to landscaping, lot drainage, and on-site amenities will be addressed during the site plan control stage for the redevelopment of the subject lands. The proposed development concept plan demonstrates minimum compliance with the Municipality’s Zoning By-law with respect to landscaping provisions.
(vii) the availability of full municipal services to accommodate the proposed density of development	<p>The subject property is currently serviced by municipal infrastructure in Ottawa Street (i.e. a 200mm diameter sanitary sewer, a 750mm diameter storm sewer and a 250mm diameter watermain). Although a comprehensive site servicing brief is not included with the Official Plan and Zoning by-law amendment submission, it has been determined based on recent discussions with the Municipality of Mississippi Mills, the municipal infrastructure should have adequate capacity to service the proposed mixed-use development.</p> <p>It is anticipated that a portion of the existing on-site services will have to be removed to accommodate the proposed redevelopment. Maintaining the service connection within Ottawa Street will significantly reduce disruptions during construction and redevelopment of the site. A detailed servicing and stormwater management (SWM) analysis will be required at the detailed design stage for site plan control approval. The on-site SWM approach will need to be meet the requirements of the Municipality and the Mississippi Valley Conservation Authority (MVCA).</p>

4.3.3 Highway Commercial Designation Policies

The proposed amendment as described in Section 3.1 is based on the findings of the Retail and Residential Market Study prepared by Shore-Tanner & Associates (2019). While the Shopping Centre Commercial Development policies of the Plan only require a market retail study to support shopping centre commercial developments that exceed 3,500 m² of gross floor area (Section 3.7.3.4.2.), the retail market study was completed to determine the scope of market demand for retail and service business, as well as residential housing opportunities in Almonte.

The Retail and Residential Market Study reports there is an over-supply of commercial retail space in Almonte, and that a combination of retail, office, and residential use is the highest and best use of the property. Accordingly, the overall findings of the study have been generally relied upon in developing the concept for redevelopment of the site.

On the basis of a carefully designed concept plan that balances lot area, local/ community context, and site access considerations, the proposed redevelopment of the site would result in a reduction in the amount of commercial floor space. The concept plan provides for approximately 2,500m² of commercial space in two separate buildings set closer to the street. Despite an approximately 50% reduction in commercial space, the proposed site design will ensure that the *Highway Commercial* designation will remain intact and provide a balanced supply of commercial space in Almonte. The *Highway Commercial* designation will continue to permit a variety of commercial and economic development-focussed uses.

The Municipality's Plan encourages the intensification and best use of existing highway commercial lands to limit the linear expansion of the designation. While the proposed concept plan would see a reduction in the commercial space on the property, the concept will allow for an adequate supply of commercial uses closer towards Ottawa Street, resulting in additional lands to intensify the property to provide for compatible medium to high density residential development. The concept plan also demonstrates appropriate separation distances between the commercial and residential development proposed on the property. As previously described, the subject lands are also of an adequate size to accommodate mixed-use developments and provide the appropriate amount of off-street parking and loading facilities. The redevelopment of the site also creates an opportunity to provide increased landscaping on the property to further establish the Municipality's goal towards commercial gateway corridors and enhancement of the Ottawa Street streetscape.

4.3.4 Urban Design Policies

The Municipality's Official Plan recognizes that good urban design and built form create lively and enjoyable places for people to live and work. The Plan states that, "*the Zoning By-law will establish heights, distances from property lines and street setbacks which can begin to form the interface with the public realm*". Site-specific zone provisions as they apply to maintaining highway commercial uses towards the front of the property and residential uses at the rear have been proposed to establish appropriate built-form on the property.

Although many aspects of the built form and site design will be determined at the site plan control stage, the proposed development concept to permit a mix of residential and commercial uses on the property meets the following general design policies of Section 4.2.3 of the Plan:

- The subject lands are approximately 2.74 ha which is large enough to accommodate the scale and intensity of the proposed uses;
- There will be no impact to natural or cultural heritage features as there are no known

- features located on the subject property or surrounding lands;
- Development setbacks, as proposed in the Zoning By-law amendment, will contribute to meeting the development patterns established on surrounding properties and will minimize shadowing effects on surrounding land uses;
 - By proposing commercial uses further towards the front of the property, this will reduce substantial areas of surface parking in the front yard thus contributing to more a visually pleasant and pedestrian friendly streetscape along the commercial gateway corridor on Ottawa Street; and
 - There is the ability through detailed design to plan for pedestrian linkages throughout the site to adjacent access easements and sidewalks on Ottawa Street.

4.3.5 Amending Official Plan Policies

The Municipality's Official Plan recognizes there may be circumstances that arise where an amendment to the Official Plan may be necessary in order to permit a development plan. Section 5.1.2 of the Plan identifies a series of questions that must be addressed when submitting an amendment to the Official Plan. Responses to these questions are provided below:

1. *Does the Amendment comply with the Vision for the Town of Mississippi Mills?*

The proposed amendment meets the Vision for the Municipality as the development concept achieves an efficient use of land that utilizes existing services available at the site. The project will contribute towards providing housing options to meet market demands for current and future residents of the community. Finally, the proposed amendments will also allow commercial redevelopment of the site that would provide for an appropriate mix of retail commercial uses to provide for the needs of the community.

2. *Does the Amendment further the Goals and Objectives of the Plan?*

The proposed amendment to the Official Plan meets the Goals and Objectives of the Official Plan as it will allow for the redevelopment of the property to support a mix of commercial and residential uses. Goals and objectives related to providing an adequate supply and range of housing types and goals towards providing medium density housing will be met through the proposed amendments.

The amendments also propose to maintain the Highway Commercial goals of the Plan by providing commercial uses along Ottawa Street which is a commercial gateway for the Town of Almonte.

A further description of how the amendment meets the Goals and Objectives of the Plan is provided in Section 4.3 of this Planning Rationale.

3. *If the Amendment does not further to the Goals and Objectives, have circumstances changed to make the Goals and Objectives invalid in relation to the proposed development?*

The proposed amendments meet the Goals and Objectives of the Municipality's Official Plan.

4. *Is the proposed amendment in keeping with new legislation established by a senior level of government?*

The Provincial Policy Statement encourages redevelopment and intensification developments where appropriate. The proposed amendments meet the intent of the PPS through providing an opportunity to redevelop the site at a higher density and efficient use of land than currently exists using a full range of municipal services.

The proposed amendment also meets the interests of senior levels of government, including Lanark County, by proposing an increase in housing options and choice to meet current market demands and the needs of the community while also maintaining commercial and economic development opportunities.

5. *Is there a demonstrated need for the proposed development?*

A Retail and Residential Market Demand Study Market has been submitted in support of the proposed amendments. The study supports the need to redevelop the site to accommodate market demands for residential and commercial uses. This is further demonstrated in the existing commercial shopping centre's vacancy rates.

6. *Can the lands affected be adequately serviced to accommodate the proposed development? What improvements shall be required to properly service the lands?*

The subject property is currently serviced by municipal water and sanitary services and adequate services are available to support the proposed development concept of a mix of commercial and residential uses.

The subject property is also located adjacent to a four-lane arterial road (Ottawa Street) that can accommodate the volumes of traffic anticipated by the proposed development. Refer to the enclosed Traffic Statement.

7. *What impacts will the proposed development have on surrounding land uses, traffic movements, servicing, built heritage and natural environment? And how will these impacts be eliminated or minimized?*

The proposed amendments would permit medium to high density residential development of up to 4 storeys. A concern associated with taller buildings is the potential impacts to surrounding sensitive lands uses in receiving natural light. A shadow study has been prepared to demonstrate resulting shadow impacts associated with 4- and 5-storeys. The figures demonstrate the proposed development concept will not impact surrounding uses. To ensure future development does not impact surrounding uses, the proposed Zoning By-law amendment application requests a special exception provision to provide an increased rear yard setback of 26 m for a 4-storey residential apartment building.

The completed Traffic Impact Study concludes that the proposed development concept is not anticipated to have any major impacts on the local road network or overall operations of nearby intersections on Ottawa Street.

There are no known built heritage features on the subject property or surrounding uses that would be impacted by the proposed amendments. Furthermore, there are no natural heritage features on the subject property that would be affected.

5 Supporting Materials

The proposed amendments are supported by the following studies as summarized below:

5.1 Retail and Residential Market Demand Study

A Retail and Residential Market Demand Study has been prepared by Shore Tanner & Associates for the purposes of determining the scope of market demand for retail and service business and housing in Almonte as it relates to identifying the highest and best use of the Almonte Mall. The report examines retail and housing trends within the Village of Almonte, Municipality of Mississippi Mills and the County of Lanark. The report concludes that there is an approximately 14% vacant retail floor area space within Almonte and the current population growth does not support the existing available retail spaces of Almonte Mall indicating there is an over supply. The report further recommends a combination of 300 residential apartment units and retail uses of approximately 15,000 sq. ft as the highest and best use of the lands. The proposed amendments consider the recommendations of the retail market analysis while also considering land use planning principles to achieve a balanced approach to redeveloping the lands.

5.2 Traffic Impact Statement

A Transportation Impact Statement (TIS), prepared by Novatech, provides an estimate of the projected site traffic during weekday AM and PM peak hours, and a review of the existing and proposed accesses to the site as shown on the proposed Concept Plan. The TIS also includes an analysis of the impacts the proposed development concept would have on nearby intersections. The TIS concludes that the proposed mixed-use development concept of commercial and residential uses will not significantly increase traffic on local roads and is not expected to have major impacts to the overall operations of intersections located on Ottawa Street. The TIS further acknowledges that traffic patterns and vehicles movements, including pedestrian traffic, within and off the site, will require further review at the site plan stage.

5.3 Shadow Study

A shadow study prepared by Vandenberg & Wildeboer Architects Inc., includes an analysis of shadow impacts that may occur on adjacent properties in relation to the 4 and 5-storey apartment building as proposed on the Concept Plan (Appendix C). The analysis includes three peak times of the year (summer solstice, summer equinox, winter solstice) at various times of the day to demonstrate that both a 4 or 5-storey apartment building would not impact surrounding sensitive lands uses including private outdoor amenity areas and window openings. As illustrated, the 4-storey or 5-storey building as shown on the concept plan will not limit surrounding residential uses exposure to natural light.

6 Conclusion

This report has been prepared in relation to Official Plan and Zoning By-law amendment applications to establish the principle of development for the future redevelopment of the lands

located at 430 Ottawa Street. The subject property is presently developed with the Almonte Mall which has over the last 10 years struggled to fill vacancies and fully occupy the commercial shopping centre. This has resulted in the lands not being utilized for their full potential to achieve compact urban form that meets the market demands of the community. The vacancy rates of the building have also resulted in yearly revenue loss and high property maintenance fees. The proposed amendments would allow the lands to be redeveloped to meet evolving commercial and residential markets as it would permit medium to high residential development towards the rear of the property while also providing an appropriate amount of commercial space to meet population growth.

The proposed amendments are consistent with the relevant policies of the Provincial Policy Statement regarding development within settlement areas, particularly with regards to redevelopment and the intensification of existing sites on municipal services and providing housing options. The proposed development concept would bring commercial uses closer towards Ottawa Street thus increasing the amount of lands to be redeveloped for residential purposes, creating compact urban form on lands that are serviced by municipal services. The amendments will also introduce policy to permit various housing forms along a commercial gateway corridor to increase the supply of residential housing while also maintaining the intent of the Highway Commercial designation.

In conclusion, the proposed amendments are consistent with the policy direction set out in the Provincial Policy Statement and policies of the Lanark County Sustainable Communities Official Plan and the Municipality of Mississippi Mills Official Plan. It is our opinion that the proposed applications to establish a mix of medium to high residential density and commercial uses on the subject lands represents good land use planning.

Prepared By:



Jordan Jackson, RPP, MCIP
Planner



Steve Pentz, MCIP, RPP
Senior Project Manager

**APPENDIX A:
Conceptual Site Plan**

BUILDING AREAS:

RESIDENTIAL: 124 UNITS
 COMMERCIAL: 1105m² + 1344m² = 2449m² (26351ft²)

PARKING REQUIRED:

RESIDENTIAL: 124 @ 1.4 SPACES/UNIT:
 124 X 1.4 = 174 SPACES
 COMMERCIAL: 2449m² @ 2.5 SPACES/100m²:
 2449 x 2.5/100 = 62 SPACES

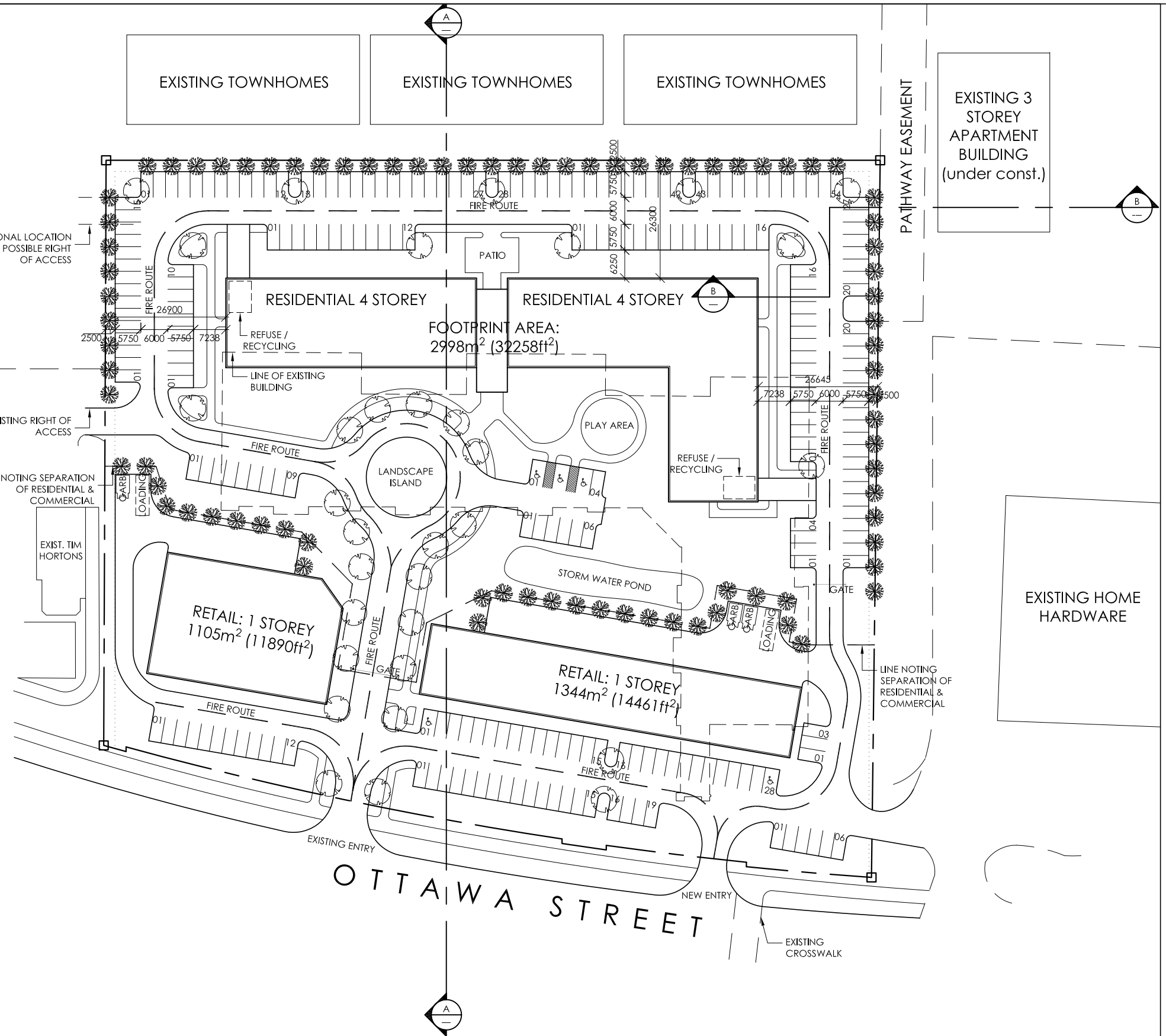
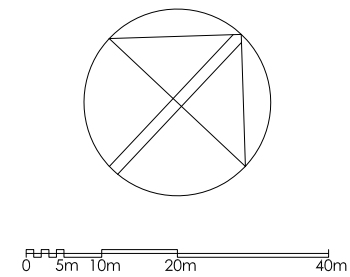
PARKING SHOWN:

RESIDENTIAL: 174 SPACES (ALL NORTH OF RETAIL)
 COMMERCIAL: 68 SPACES

LANDSCAPE AREAS:

RESIDENTIAL:
 BUILDING FOOTPRINT: 2998m²
 PARKING, DRIVEWAYS: 6103m²
 LANDSCAPE: 7378m²
 TOTAL: 16479m²
 LANDSCAPE: 44%

COMMERCIAL:
 BUILDING FOOTPRINT: 2449m²
 PARKING, DRIVEWAYS: 3842m²
 LANDSCAPE: 2664m²
 TOTAL: 8955m²
 LANDSCAPE: 29%



ALMONTE MIXED USE

SITE PLAN
 APRIL 2, 2020

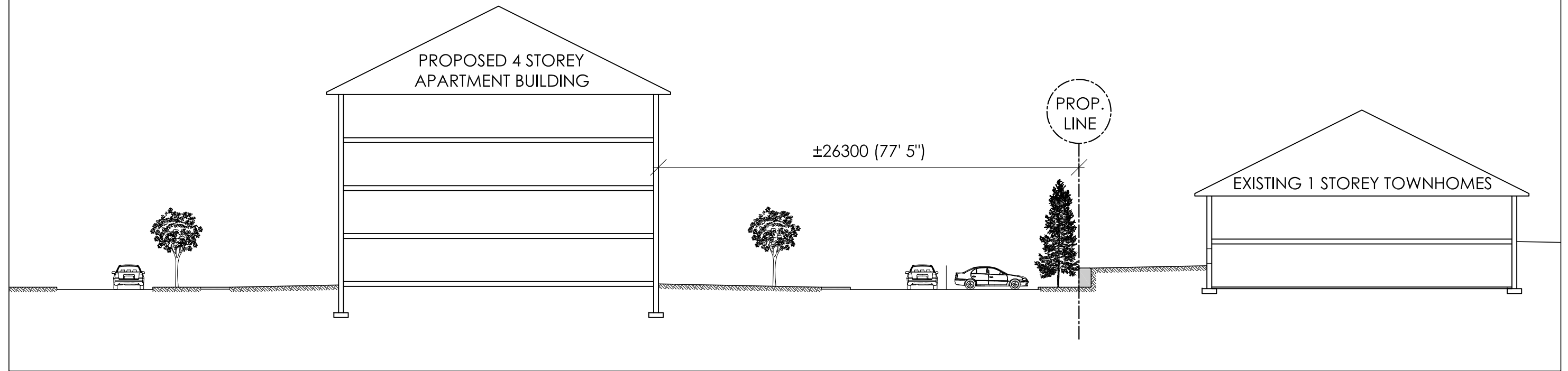
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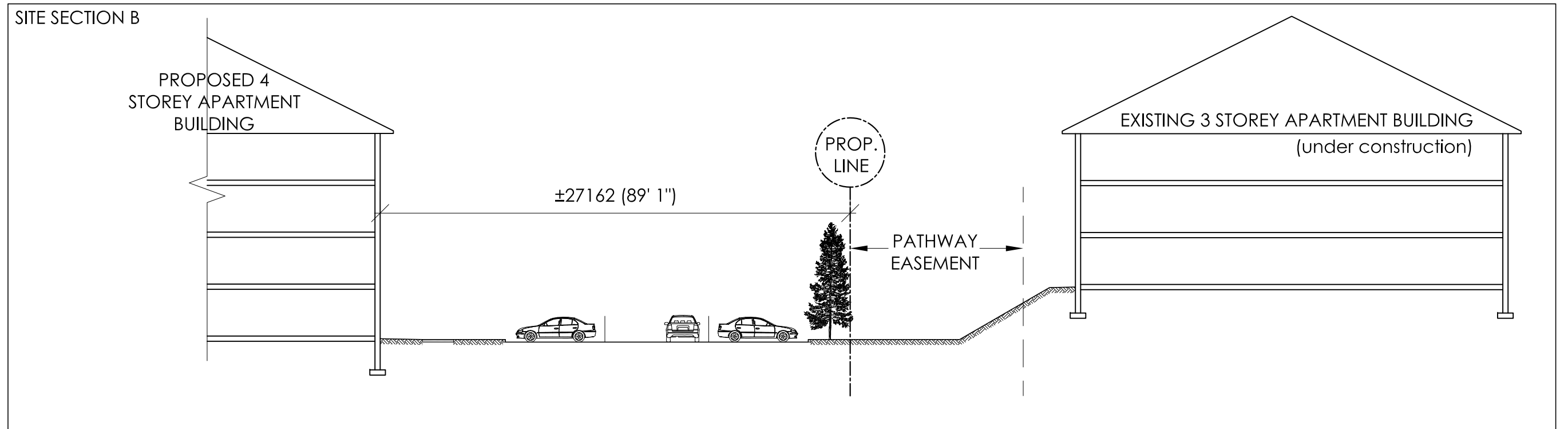
Vandenberg & Wildeboer
 A · R · C · H · I · T · E · C · T · S

**APPENDIX B:
Building Cross Section**

SITE SECTION A



SITE SECTION B



ALMONTE MIXED USE

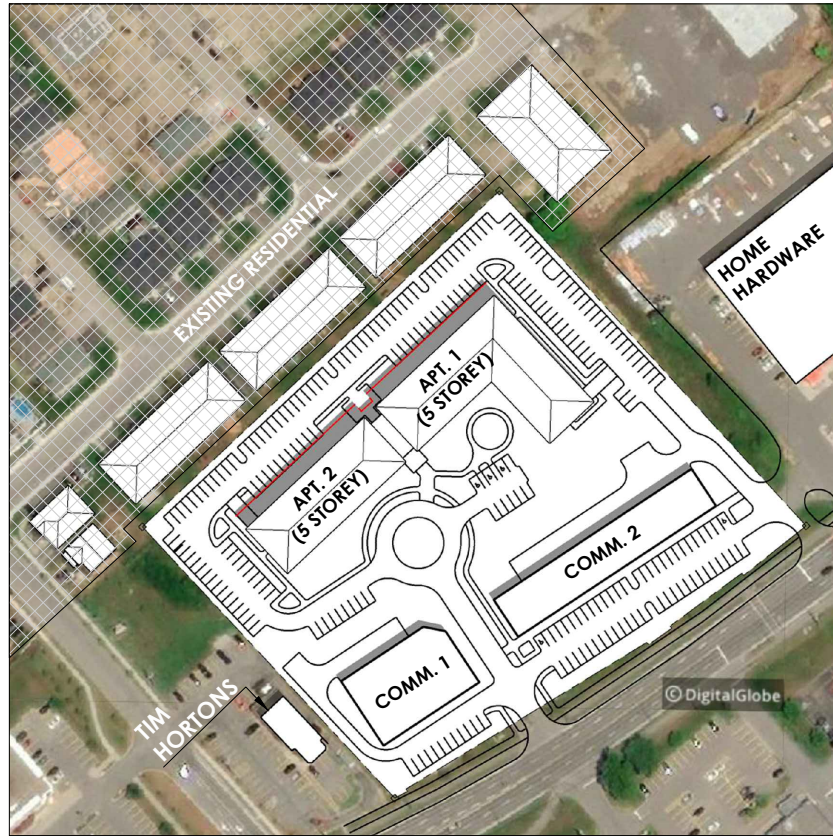
SITE SECTIONS
JANUARY 22, 2020

SCALE: 1:250 (WHEN PRINTED ON 11x17)

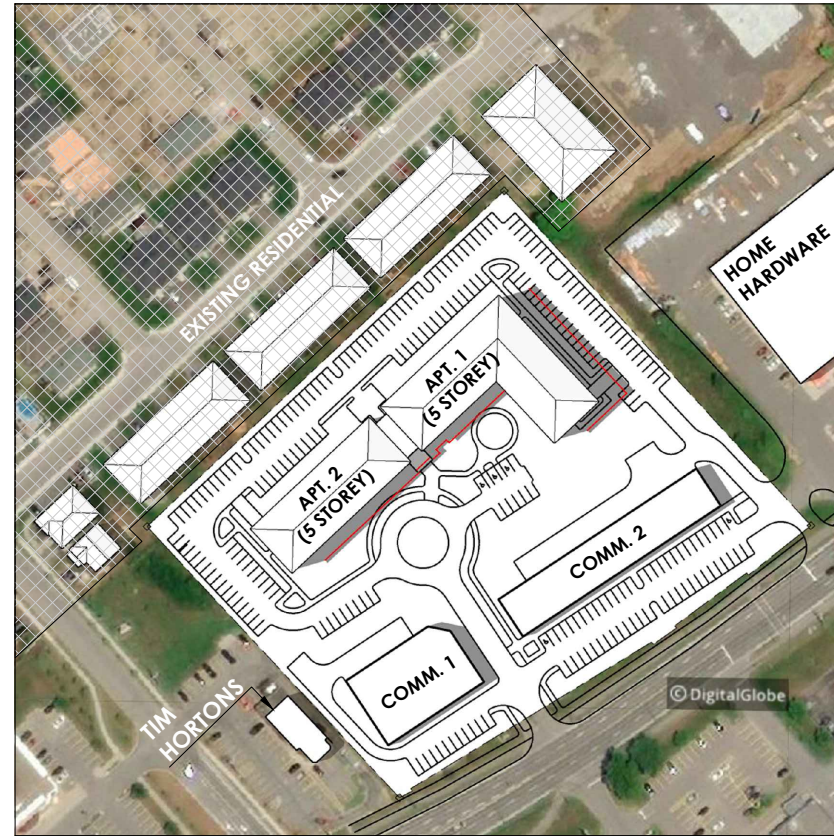


Vandenberg & Wildeboer
A · R · C · H · I · T · E · C · T · S

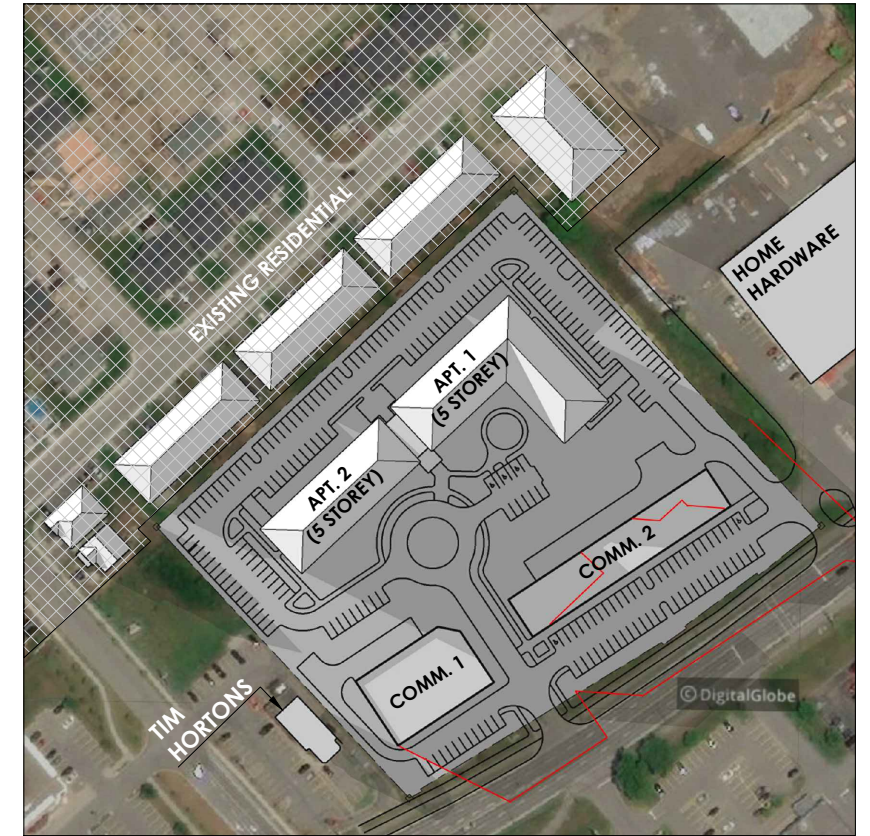
**APPENDIX C:
430 Ottawa Street – Solar Study**



JUNE 21 - 12PM



JUNE 21 - 4PM

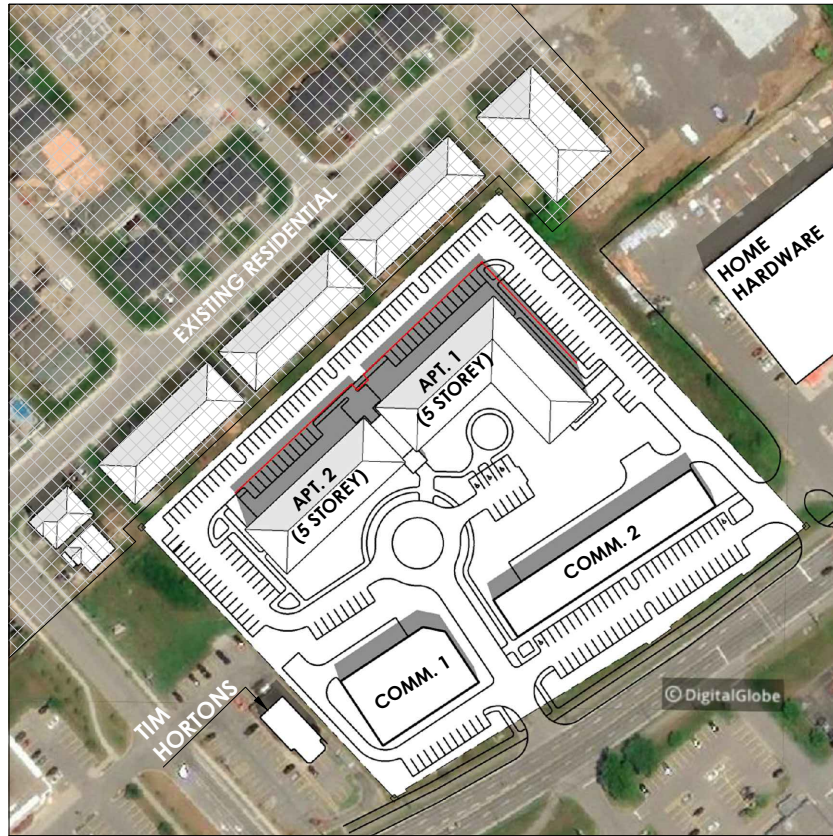


JUNE 21 - 8PM

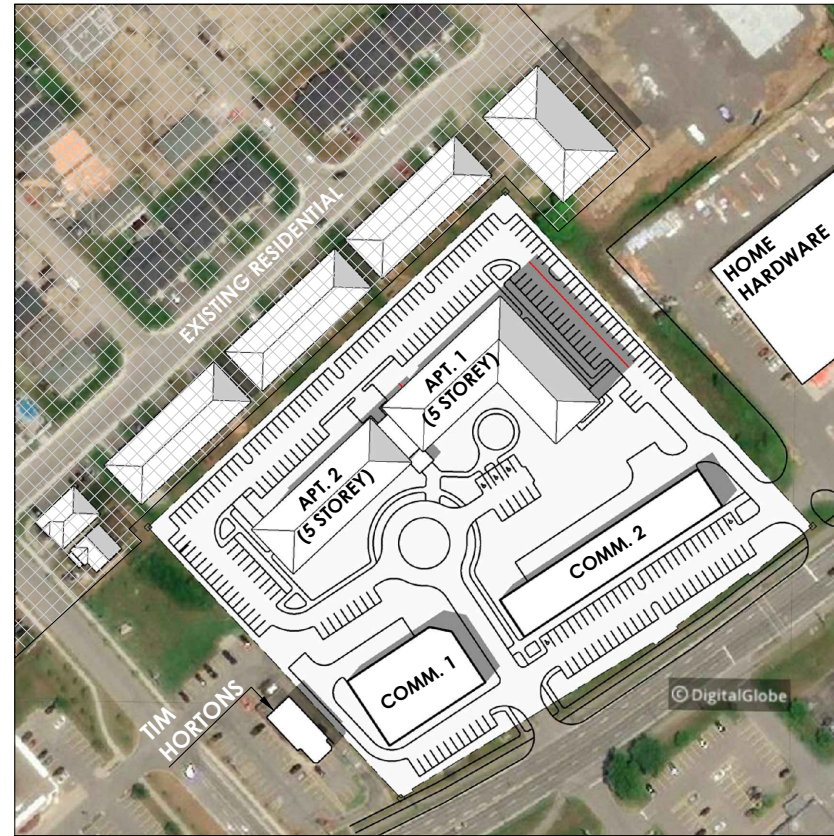


RED LINE INDICATES EXTENT OF 4-STOREY SHADOW

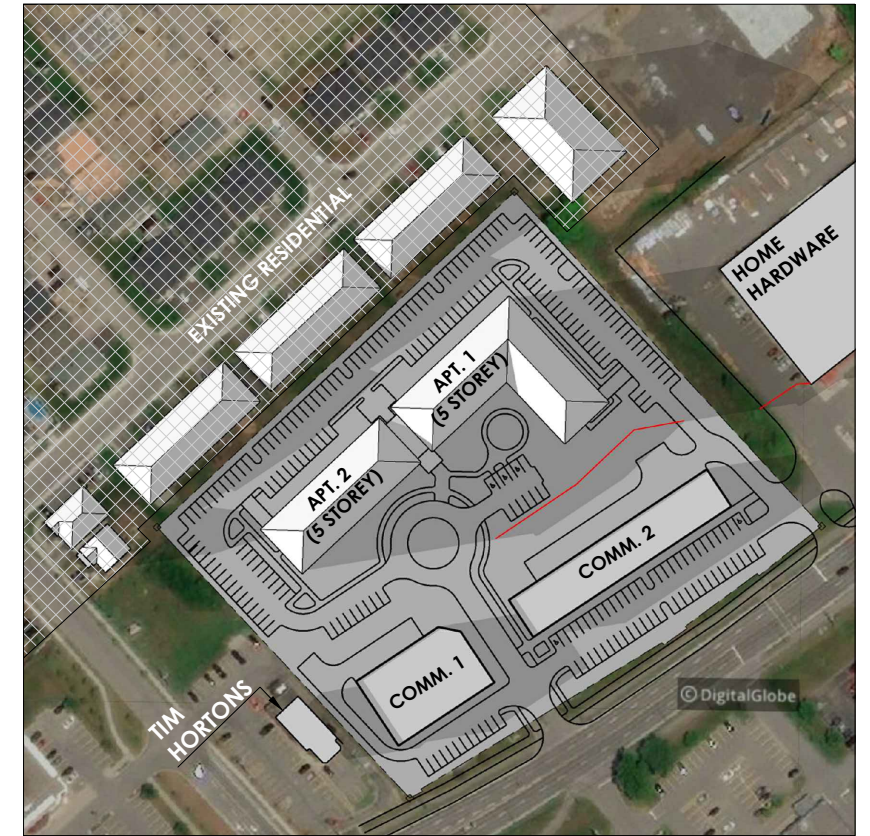




SEPTEMBER 21 - 12PM



SEPTEMBER 21 - 3PM

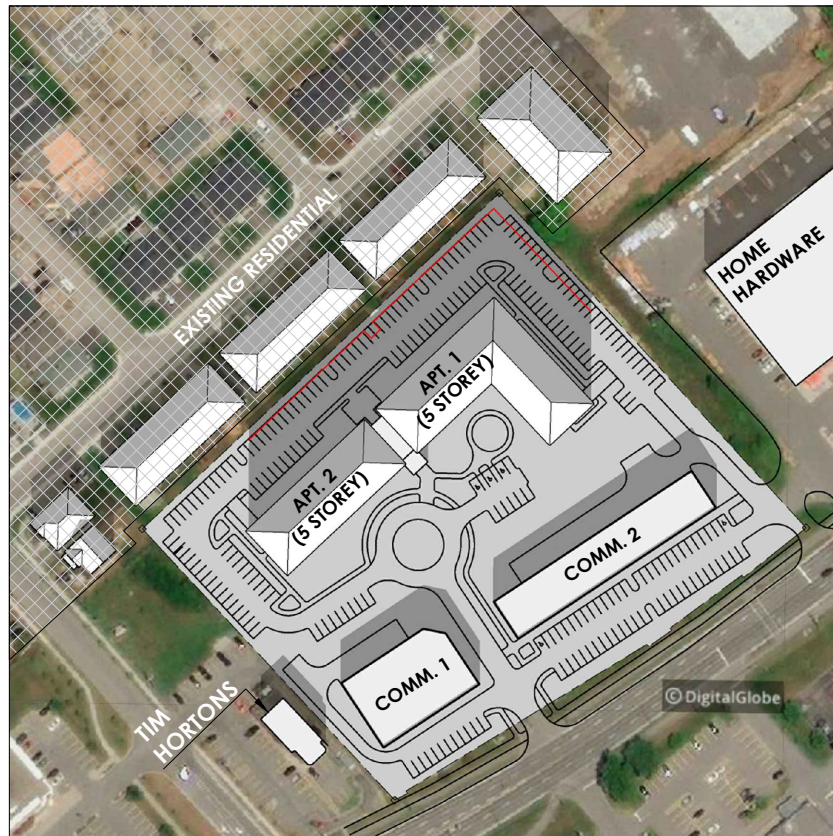


SEPTEMBER 21 - 6PM

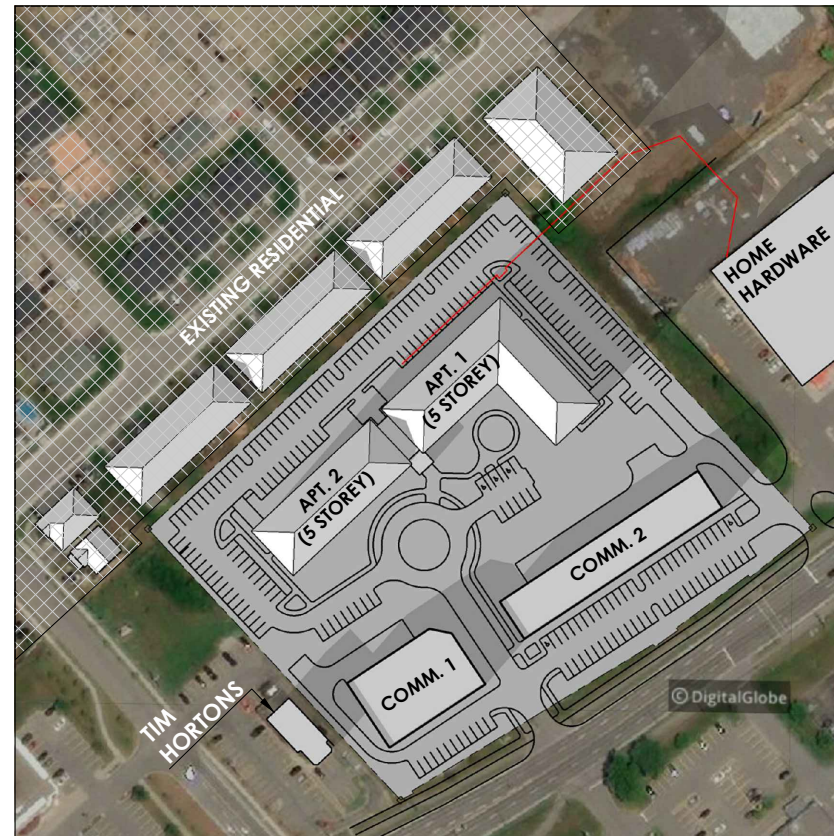


RED LINE INDICATES EXTENT OF 4-STOREY SHADOW





DECEMBER 21 - 12PM



DECEMBER 21 - 3PM



RED LINE INDICATES EXTENT OF 4-STOREY SHADOW



June 2, 2020

Municipality of Mississippi Mills
Planning Department
3131 Old Perth Road
P.O. Box 400
Almonte, ON K0A1A0

Attention: Nicole Dwyer, RPP, MCIP Director of Planning

Dear Ms. Dwyer:

**Reference: 430 Ottawa Street, Town of Almonte
Revised Application for Official Plan and Zoning By-law Amendments
Addendum to Planning Rationale
Our File No.: 119190**

On May 8, 2020, Novatech, on behalf of 2241497 Ontario Limited, submitted applications to amend the Municipality's Official Plan and Zoning By-law for a property known locally as 430 Ottawa Street. As further described in the applications, the purpose of the amendments are to establish the principle of development on the subject property by permitting both a mix of commercial and medium to high density residential development. Through discussions with the property owner and the Municipality, this addendum has been prepared to revise the requested permitted residential uses and to further clarify the anticipated phasing for the proposed redevelopment of the property.

A Planning Rationale, prepared by Novatech, was submitted in supported of the Official Plan and Zoning By-law amendment applications. The Planning Rationale provides a detailed description of the proposed development concept, proposed amendments and an analysis of applicable planning policy. The details of the amendments were to allow for both medium and high-density residential uses on the property through housing forms such as townhouse dwellings, stacked dwellings, planned unit developments and apartments dwellings. This proposal was to allow for flexibility in the type of residential uses permitted on the subject property. As supported by the development concept plan, this letter proposes to revise the applications to limit the permitted residential uses to high density housing forms including apartment buildings and residential uses in the upper storeys of permitted commercial uses.

Official Plan Amendment Revision

Section 3.1.2 of the submitted Planning Rationale included details of the proposed Official Plan amendment. For consideration, the revised amendment would add a new subsection to Section 3.7.3 (Highway Commercial) of the Municipality's Official Plan as follows:

"3.7.3.5 Special Site-Specific Policy for Highway Commercial (430 Ottawa Street)

On the lands described as Part Lot 16, Concession 10, geographic Township of Ramsay (430 Ottawa Street) the following provisions shall apply:

1. Medium to high density residential development shall be permitted as an additional use and shall be developed in accordance with the following:
 1. A maximum residential density of 46 units per net hectare is permitted. For the purpose of this policy, residential density shall be interpreted to apply to the entirety of the property.
 2. Residential development may include apartment buildings and residential uses in the upper storeys of non-residential use buildings.
 3. Standalone residential buildings shall be located to the rear of commercial buildings facing Ottawa Street.
 4. Residential building height shall be limited to a maximum of 4 storeys for apartment buildings”

Zoning By-law Amendment Revision

Section 3.2.2 of the submitted Planning Rationale further provides a detailed description of the zoning and zone provisions requested to support the implementation of the proposed residential uses on the subject property. The application still seeks to replace the existing C4-4 zoning to allow a mix of residential and commercial uses based on the details of the submitted concept plan. The amendment would allow for commercial uses in accordance with the standard C4 zone provisions and would also limit the type of residential uses to an apartment building and dwelling units within the upper storeys of a non-residential building. For consideration, the revised amendment proposes to amend Section 22.3.4 of the Municipality’s Comprehensive Zoning By-law with the following:

“Notwithstanding the ‘C4’ zoning, on the lands delineated as ‘C4-4’ the following additional provisions shall apply:

- 1) The following residential uses are permitted as additional uses:
 - apartment building-mid rise, in accordance with the R4 zone
 - dwelling unit or units in the form of apartments in the upper storeys of a non-residential building
- 2) The following provisions shall apply to residential uses:

a) Maximum Height (m)	15m
b) Maximum Density	46 units per net hectare
c) Minimum Setback from Ottawa Street (m)	60m

Notwithstanding the provisions of subsection 2(c) above, the minimum required setback from Ottawa Street shall not apply to a dwelling unit located in the upper storeys of a non-residential building.

Notwithstanding the provisions of subsection 16.2, the minimum required rear yard associated with an apartment building shall be 26m.”

Development Phasing

As described in the Planning Rationale, the concept plan has been designed to allow for appropriate construction phasing. It is anticipated the construction of both the commercial redevelopment at the front of the property and new residential uses towards the rear will occur at the same time. However, this may not be likely as the demolition and redevelopment of the commercial uses could impact the operations of tenants currently occupied within the Almonte Mall. To accommodate the needs of existing tenants the commercial redevelopment may occur prior to any residential construction. The exact phasing of the proposed redevelopment will be further determined at the site plan control stage.

Please do not hesitate to contact the undersigned should you require any additional information or clarification with respect to the proposed application revisions.

Regards,

NOVATECH



Jordan Jackson, RPP, MCIP
Planner

cc: David Osypowich, Elm Developments Corp