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Draft Plan of Subdivision and Zoning By-law Amendment Applications

Mill Run Extension, Ramsay Concession 11A,
Municipality of Mississippi Mills

Prepared for: Menzie Almonte 2 Inc.

Draft Plan of Subdivision and Zoning By-law Amendment Applications
Mill Run Extension, Ramsay Concession 11A, Municipality of
Mississippi Mills

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Novatech File: 121125
Ref: R-2022-199

December 15, 2023

Lanark County
Planning Department
99 Christie Lake Road
Perth, ON K7H 3C6

Attention: Koren Lam, Senior Planner

**Reference: Draft Plan of Subdivision and Zoning By-law Applications
Mill Run Extension, Ramsay Concession 11A, Municipality of Mississippi
Mills
Our File No.: 121125**

Please note this is a revised version of the Planning Rationale submitted with the application on February 13, 2023. The Concept Plan at Figure 1 and the Draft Plan at Figure 2 are revised. Sections 4.3 and 4.5 have also been revised to reflect first review comments.

Novatech has prepared this Planning Rationale on behalf of Menzie Almonte 2 Inc. (managed by Regional Group) to support Draft Plan of Subdivision and Zoning By-law Amendment applications on a parcel of land north of the Mill Run subdivision in the northeastern part of the town of Almonte in the Municipality of Mississippi Mills. The 7.1 hectare parcel (the Subject Site) was created by a severance approved on July 5, 2022 (Lanark County File No.: B22/049). The Subject Site is part of an addition to the urban area of Almonte that was completed through Lanark County OPA No.11 (approved October 13, 2021) and Mississippi Mills OPA No.22 (approved May 4, 2021).

Menzie Almonte 2 Inc. proposes a residential subdivision that will extend the Mill Run subdivision north via Sadler Drive. It will comprise a mix of detached, semi-detached and townhouse dwellings and an extension to the existing stormwater management pond. The Subject Site is currently zoned Rural (RU) which reflects its previous Rural designation in the Lanark County Community Official Plan and the Mississippi Mills Official Plan. A Zoning By-law Amendment to rezone the Subject Site to a Residential Third Density exception zone forms part of this application.

Should you have any questions or comments, please do not hesitate to contact me.

Sincerely,

NOVATECH



James Ireland, MCIP, RPP
Project Manager

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1.0 INTRODUCTION

Novatech has prepared this Planning Rationale on behalf of Menzie Almonte 2 Inc. (managed by the Regional Group) to support Draft Plan of Subdivision and Zoning By-law Amendment applications on a parcel of land north of the Mill Run subdivision in the northeastern part of the town of Almonte in the Municipality of Mississippi Mills. The 7.1 hectare parcel (the Subject Site) was created by a severance approved on July 5, 2022 (File No.: B22/049). The Subject Site is part of an addition to the urban area of Almonte that was completed through Lanark County OPA No.11 (approved October 13, 2021) and Mississippi Mills OPA No.22 (approved May 4, 2021).

2.0 DEVELOPMENT PROPOSAL

A residential subdivision for a total of 125 dwellings is proposed, arranged on an extended Sadler Drive and three other new streets. It is proposed to develop 47 detached dwellings, 18 semi-detached dwellings and 60 two storey townhouses in blocks of four to six.

Sadler Drive will be extended north to connect the Subject Site to the existing built up area of Almonte. The 20m right of way (ROW) will match the existing to the south and will also provide a potential future connection to the north. Streets 1 and 2 extend east from Sadler Drive as 18m ROWs and provide potential future connections to 1825 Ramsay Concession 11A if these lands to the east of the Subject Site are developed in the future. Until such time as 1825 Ramsay Concession 11A is developed, a 14m wide Servicing Block will be used as a temporary road connection to link Streets 1 and 2. If and when this connection is no longer required, the road would be removed and the block would be converted to servicing and pathway block only. A second 10m wide servicing block will connect to the servicing block in the Mill Run subdivision to the south. Street 3 is a cul de sac in an 18m ROW that extends west of Sadler Drive and provides access to both the extension to the stormwater management pond (SWM) pond on the land to south (the combined SWM pond will serve both the subdivision to the south and the Subject Site).

The required setbacks, as identified in the Environmental Impact Statement (EIS) by Gemtec dated February 10, 2023, from the wetland to the north and from Spring Creek to the west are accommodated in conservation blocks. The northern conservation block is larger than required, and includes some minor habitat swaps that result in a larger than required conservation along with more regular house lots adjacent to it. The table below details the blocks and streets that make up the Draft Plan:

Block / Lot No/s.	Proposed Land Use	Area	Net Density
1 – 16 & 26 –56	Detached dwellings	2.24 ha	21 units / ha
17 - 25	Semi-detached dwellings	0.53 ha	34 units / ha
57 – 59	Townhouse dwellings	1.49 ha	40 units / ha
60	Northern Open Space Block	0.33 ha	NA
61	Western Open Space Block	0.16 ha	NA
62	Stormwater Management	0.75	NA
63	Servicing Block	0.03 ha	NA
64	Servicing / Temporary Road Connection	0.08 ha	NA
Streets	Streets 1, 2, 3 and Sadler Drive	-	NA

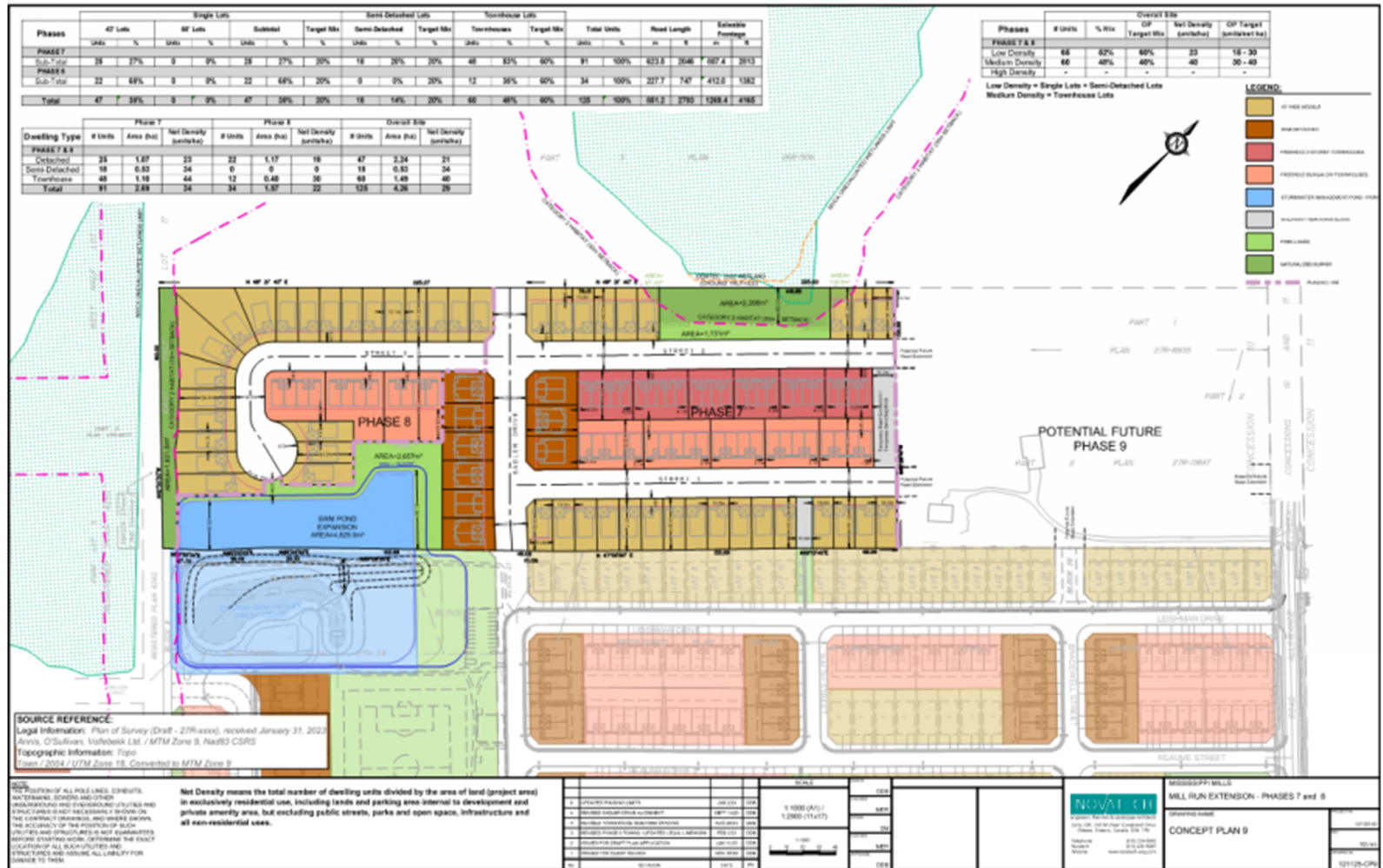


Figure 1: Concept Plan by Novatech

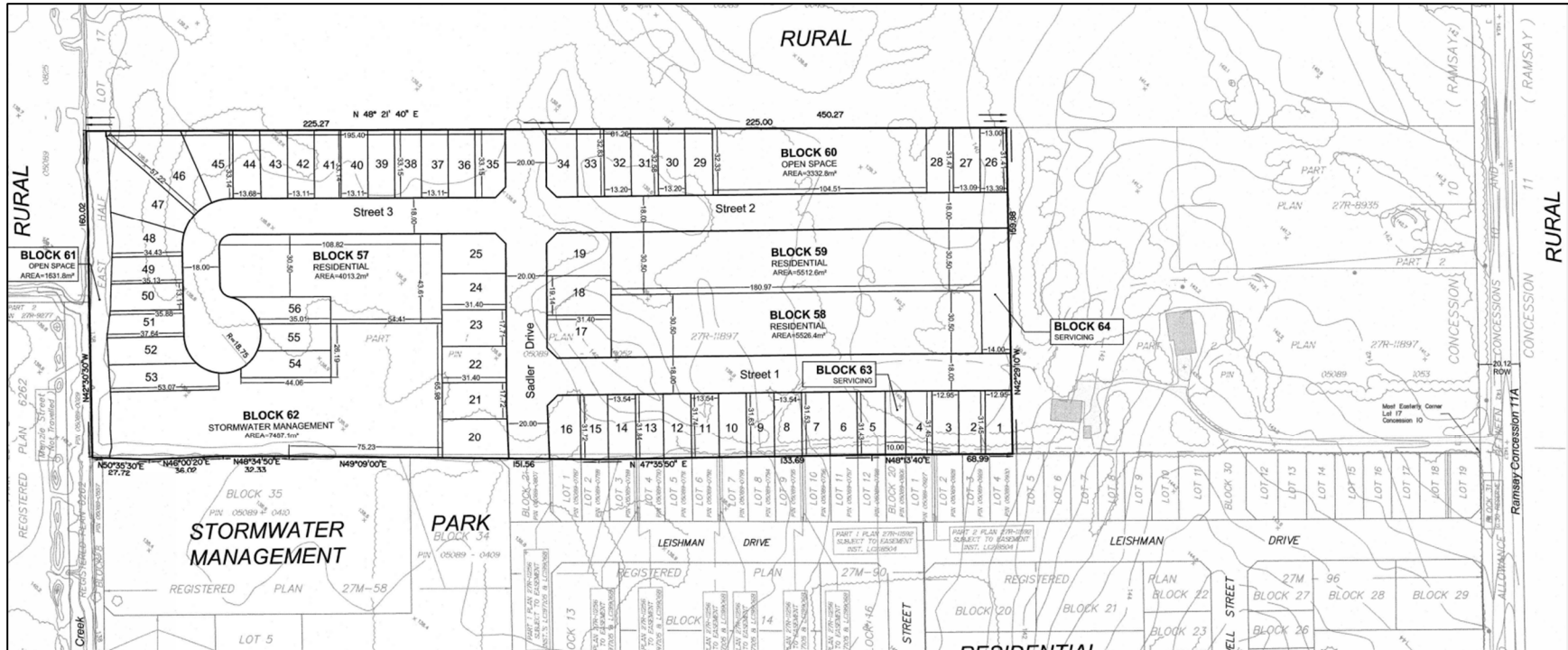


Figure 2: Excerpt of Draft Plan by Novatech / AOV dated October 5, 2023

3.0 SITE DESCRIPTION AND SURROUNDING USES

The Subject Site is a 7.1 ha parcel with access from Sadler Drive. This access is via Block 21 on Plan 27M90 which is a 657m² parcel that was transferred to the Municipality in 2019 and dedicated as part of the municipal road network by Mississippi Mills Council on June 7, 2022 (By-Law No. 22-037). This connects the existing Sadler Drive to the property line shared with the Subject Site and enables Sadler Drive to continue north.

The existing grade of the Subject Site falls slightly to the east and west from a high point in its western half. It is vacant of development with some regenerating vegetation. Although there are no retained wetlands on the Subject Site, the 30m setback from a wetland on the parcel to the north projects slightly into the Subject Site. Spring Creeks runs along the western boundary of the Subject Site and the required setback from it projects slightly into the western end of the Subject Site.

The Subject Site's legal description is:

PART LOT 17 CON 10; BEING PART 1 ON PLAN 27R11897, TOGETHER WITH AN EASEMENT OVER PART 2 ON 27R8935 AS IN LC50765; MUNICIPALITY OF MISSISSIPPI MILLS

Surrounding land uses are:

To the **north** of the Subject Site is 5596 Martin Street North, a 10.1 ha vacant property. It is designated Rural and has an MVCA unevaluated wetland on part of it.

To the **east** is 1825 Ramsay Concession 11A, a 2.5 ha parcel that is the retained lands from the recent severance that created the Subject Site. It is occupied by a detached dwelling.

To the **south** is the Mill Run subdivision. The rear yards of dwellings on Leishman Drive abut the Subject Site, along with Mill Run Park and a stormwater management (SWM) pond that will be extended onto the Subject Site.

To the **southwest** is Spring Creek and a 9,350m² parcel owned by the Municipality that is the unconstructed extension of the Menzie Street right of way. Further southwest is 278 Florence Street, a 3.9 ha vacant parcel designated Residential.

To the **west** is a 37.4 ha vacant parcel designated Rural.



Figure 3: Subject Site and Surrounding Area (Source: Municipality of Mississippi Mills Community Map)

4.0 PLANNING ASSESSMENT

4.1 Provincial Policy Statement 2020

Section 3 of the *Planning Act* requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. This includes the Provincial Policy Statement (PPS). The PPS is organized into three main policy sections: (1) Building Strong Healthy Communities, (2) Wise Use and Management of Resources, and (3) Protecting Public Health and Safety. The following sub-sections explain how the proposed development is consistent with the applicable PPS policies.

Building Strong Healthy Communities

Section 1.1 of the PPS is focused on managing and directing land use to achieve efficient and resilient development and land use patterns. The relevant policies are addressed below:

Policy 1.1.1 Healthy, liveable and safe communities are sustained by:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term*
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*
- h) promoting development and land use patterns that conserve biodiversity; and*
- i) preparing for the regional and local impacts of a changing climate.*

Policy 1.1.3.1 states that settlement areas shall be the focus of growth and development.

Policy 1.1.3.2 requires that land use patterns within settlement areas be based on densities and a mix of land uses which:

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

Policy 1.1.3.6 states that new development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Section 1.4 of the PPS provides policies on housing.

Policy 1.4.3 requires that:

Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

- b) permitting and facilitating:*
 - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*

Section 1.5 of the PPS speaks to public spaces, recreation, parks, trails and open space.

Policy 1.5.1 states that:

Healthy, active communities should be promoted by:

- a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;*
- b) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;*

Subsection 1.6 of the PPS speaks to infrastructure and public service facilities.

Policy 1.6.1 states that:

Infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs.

- **The proposed development represents an efficient use of land within the urban area of Almonte as designated in the Lanark County Sustainable Communities Official Plan and the Mississippi Mills Official Plan and is adjacent to the existing developed area of Almonte.**
- **The revised Servicing and Stormwater Management Report by Novatech dated December 15, 2023 concludes that there is adequate infrastructure to support the proposed subdivision:**
 - “The Mill Run Extension Phase 7 & 8 reflected in this Servicing Report and Stormwater Management Report can be adequately serviced by extending existing Mill Run Subdivision water and sanitary infrastructure. Stormwater will be conveyed to the existing Mill Run Stormwater Management (SWM) Pond.”*
- **The proposed street layout creates a modified grid network of roads connecting within the development and to the adjacent lands.**
- **The proposal provides a mix of detached, semi-detached and townhouse dwellings.**

Section 2.0 – Wise Use and Management of Resources speaks to protecting natural heritage, water, agriculture, mineral aggregate, petroleum, cultural heritage and archaeological resources.

- **Schedules in the Mississippi Mills Official Plan do not identify source water protection, mineral aggregate, petroleum, cultural heritage or archaeological resources on the Subject Site.**
- **In relation to natural heritage, the revised Environmental Impact Statement (EIS) by Gemtec dated December 14, 2023 concluded that: “Based on the results of the impact analysis, impacts to the existing natural environment are anticipated to be minimal. Provided that mitigation and compensation measures recommended in Section 7 are implemented as proposed, no significant residual impacts are anticipated from the proposed development.”** The relevant measures referred to are incorporated into the proposed Draft Plan. Refer to the EIS for further details.
- **In relation to water resources, the Hydrogeological Impact Statement (HIS) by Gemtec dated November 28, 2023 concluded that the servicing and stormwater design will “mitigate the risk of water quality concerns for the local wetland and receiving Spring Creek Municipal Drain” and will “...accommodate runoff increases associated with new development.”** Refer to the HIS for further details.
- **The Subject Site is not designated as Agricultural Land on Schedule A – Land Use Designations in the Lanark County Sustainable Communities Official Plan.**

Protecting Public Health and Safety

Section 3.1 of the PPS provides policies on Natural Hazards.

Policy 3.1.1 Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:

- a) *hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards;*
 - b) *hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and*
 - c) *hazardous sites.*
- **As shown in the Schedules in the Mississippi Mills Official Plan, the proposed development is not occurring within natural hazard lands or sites.**

Section 3.2 of the PPS provides policies on Human-Made Hazards.

Policy 3.2.1 Development on, abutting or adjacent to lands affected by mine hazards; oil, gas and salt hazards; or former mineral mining operations, mineral aggregate operations or petroleum resource operations may be permitted only if rehabilitation or other measures to address and mitigate known or suspected hazards are under way or have been completed.

Policy 3.2.2 Sites with contaminants in land or water shall be assessed and remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.

- **A Phase I Environmental Site Assessment by Paterson Group dated June 8, 2021 forms part of this application. Refer to the report for further details.**

4.2 Lanark County Sustainable Communities Official Plan

The Lanark County Sustainable Communities Official Plan (SCOP) was adopted on June 27, 2012.

Designations in the Official Plan

The Subject Site is designated Settlement Area on Schedule A – Land Use Designations (note that this change as result of OPA #22 has not yet been applied to the mapping). Note that the Subject Site is not identified on Schedule B – Source Water Protection. Settlement Area Land Use Policies are set out at Section 2.6:

2.6.1 Objectives The County of Lanark's objectives respecting development in Settlement Areas are as follows:

- 1. To ensure the provision of an adequate supply of residential land;*
- 2. To provide for a range and mix of low, medium and high density housing types in accordance with servicing capacities;*
- 3. To provide for neighbourhood facilities and amenities which are appropriate to a residential living environment;*
- 4. To ensure the provision of roads and other municipal services necessary to the development of functional neighbourhood areas;*

5. *To provide for mixed use communities with appropriate commercial, institutional and employment uses.*

Objective 1) has been addressed by the designation of the Subject Site in the Mississippi Mills Official Plan (OP) as Residential. In relation to objective 2), the proposal provides a range of low and medium density housing types (detached, semi-detached and townhouse dwellings) suitable for the context on the outer edge of Almonte. Roads and services are provided to the development, meeting 4). In relation to 5), the Mississippi Mills OP designates the Subject Site Residential, rather than Mixed Use.

Note that no Landform Specific Land Use Policies apply to the Subject Site (Section 5.5 of the SCOP) as none of the following are located on the Subject Site: Provincially Significant Wetlands, Endangered or Threatened Species Habitat, Areas of Natural and Scientific Interest (ANSI's), Significant Woodlands, Significant Valleylands or Fish Habitat. The Subject Site is also not subject to Surface and Ground Water Protection and Enhancement or Municipal Source Water Protection and Enhancement.

Section 7 Public Health and Safety is also not applicable as the Subject Site as Schedules in the Mississippi Mills Official Plan do not identify the listed hazards, being Floodplain, Hazardous Geological Formations, Closed Waste Disposal Sites, Other Contaminated Sites, Abandoned Pits and Quarries or Incompatible Land Uses. Noise and Vibration is not applicable as the use is not adjacent to stationary or road/rail sources where noise and vibration may be generated.

4.3 Mississippi Mills Community Official Plan

The Mississippi Mills Community Official Plan (COP) was first approved on August 29, 2006.

Designations in the Official Plan

The Subject Site is designated Residential on Schedule B – Almonte Land Use (note that this change as result of OPA #11 has not yet been applied to the mapping).

Schedules D1 and D2 – Almonte Source Water Protection Areas and Appendix A1 – Natural Features does not identify the Subject Site. Schedule A2 constraints identifies the Subject Site as being within a 1km radius of an Abandoned Mine.

Residential policy is set out at Section 3.6 of the COP. The goal and objectives of the plan are:

Promote a balanced supply of housing to meet the present and future social and economic needs of all segments of the community. The following objectives are designed to implement the goal:

1. *Promote and support development which provides for affordable, rental and/or increased density of housing types.*
2. *Designate a sufficient supply of land to meet the residential goals of the Plan.*
3. *Ensure that land use policies and zoning do not establish barriers to a more balanced supply of housing.*
4. *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.*

5. *Ensure that residential intensification, infilling and redevelopment within existing neighbourhoods is compatible with surrounding uses in terms of design.*
6. *Permit a range of activities in residential areas including home-based businesses, bed and breakfasts, group homes, churches, schools, community facilities and open space.*
7. *Work in conjunction with other levels of government and non-government organizations to establish necessary social housing.*

In relation to 1), the proposed semi-detached dwellings and townhouses are generally more affordable and are at an increased density than detached dwellings typically are. Objective 2) has been addressed by the designation of the Subject Site as Residential through OPA #22. Objective 3) relates to zoning, see discussion below. Municipal services are provided to the development, meeting 4). Objectives 5-7 are not applicable to this proposal.

Section 3.6.2 *Residential Permitted Uses* is relevant to the rezoning of the lands. It provides:

Lands designated "Residential" shall be predominately used for low and medium density residential uses and associated accessory uses.

A Residential Third Density (R3) exception zone similar to that used on the Mill Run subdivision to the south is suggested. The zone permits low and medium density residential uses. Refer to Section 4.5 below for further details.

Section 3.6.3 *Affordable Housing* is addressed through this proposal as it provides: *"a full range of housing types and densities to meet projected demographic and market requirements of current and future residents of the municipality..."*

Section 3.6.5 *Range of Housing Types* is also applicable. Relevant policies as amended by OPA #22, are:

1. *The Municipality shall support a wide range of housing types, zoning standards and subdivision design standards.*
2. *The Municipality has established the following housing mix targets: i. Low Density 60%
ii. Medium Density 40% (OPA #22)*
3. *Low density residential development shall include single detached, semidetached, duplex, converted dwellings, and triplex housing. Low density residential areas will generally be developed in the range of 15 to 30 units per net hectare. Generally, density will be based on a net density approach. However, in certain instances, a gross density approach may be used where the site includes significant environmental features and/or constraints in an effort to protect these. In these situations, it is proposed to apply a 10.5 to 21 units per gross hectare for low density areas (OPA #22).*
4. *Medium density residential development shall include four-plex housing, townhouses, 3 storey apartments, converted dwellings of three or more units and similar multi-unit forms of housing. Medium density residential areas will generally be developed in the range of 30 to 40 units per net hectare. Generally, density will be based on a net density approach. However, in certain instances, a gross density approach may be used where the site includes significant environmental features and/or constraints in an effort to protect these. In these situations, it is proposed to apply a 21 to 28 units per gross hectare for medium density areas (OPA #22).*

5. All medium density residential development proposals shall address the following criteria:

- i. Proximity to shopping, parkland, health care, education and other community amenities;
- ii. compatibility with existing land uses in the immediate area and the historical character of existing buildings;
- iii. designed with a maximum of three (3) stories and where possible, a building profile which conforms visually with the surrounding residential structures;
- iv. designed with a maximum of four (4) stories where the site abuts an arterial or collector road
- v. availability of adequate off-street parking and appropriate access and circulation for vehicular traffic, including emergency vehicles
- vi. necessary buffering from abutting uses;
- vii. suitable landscaping, lot grading, drainage and on-site amenities; and,
- viii. the availability of full municipal services to accommodate the proposed density of development.

6. Medium density residential development shall be placed in separate zones in the Zoning By-law and shall be subject to Site Plan Control.

7. The Municipality shall strive to maintain the existing mix of housing tenure. To this end, the Municipality establishes the following housing tenure targets: i. Ownership 70% ii. Rental 30%

REVISED SECTION:

In relation to the density split described at 2) and using the definitions at 3) and 4), the proposal includes **65** low density (detached **and semi-detached**) dwellings and **60** medium density (~~semi-detached~~ and townhouse) dwellings. This is a **52/48 split, which is slightly** more medium density oriented than the policy. It is submitted that the contemporary unit mix is appropriate in the context. It is noted that the existing Mill Run subdivision to the south has a split of 48/52 between low and medium density.

In relation to density, the low density units are at a net density of **23** units per hectare, consistent with 3). The medium density units are at a net density of **40** units per hectare, consistent with 4).

END REVISED SECTION

In relation to 5), all the criteria are able to be met on the individual lots. It is not necessary for these units to be in a separate base zone as a site specific exception to R3 can accommodate the entire development (as was the case with the Mill Run subdivision to the south). They are not subject to Site Plan Control. In relation to 7), the units will be sold and future owners may rent them out.

4.4 Mississippi Mills Comprehensive Zoning By-law 11-83

The Subject Site is currently zoned Rural (RU) which reflects its previous Rural designation in the Mississippi Mills Official Plan. A Zoning By-law Amendment to rezone the Subject Site is required.

4.5 Proposed Zoning By-law Amendment

REVISED SECTION:

It is proposed to rezone the Subject Site to the R1I subzone for detached dwellings and a Residential Third Density (R3) exception zone for the semi-detached and townhouse dwellings. The R3 exception zone would be based on the R3E subzone with semi-detached dwellings added as a permitted use. The R3E zone provisions suit both dwelling types. This allows for flexibility in the layout of the semi-detached and townhouse dwellings.

The SWM blocks will be rezoned to the Parkland and Open Space (OS) Zone and the conservation blocks will be rezoned to Environmental Protection (EP) Zone. This is consistent with the approach taken elsewhere in the Town.

The table below outlines the proposal’s compliance with the zones referenced above:

Subzone and Dwelling Type	R1I Detached Dwellings		R3E exception Semi-Detached and Townhouse Dwellings		
	Required	Provided	Required	Provided for Townhouses	Provided for Semi-Detached
Lot frontage (min)	12 m	13.05 m	5.6 m	7.5 m	8.5 m
Lot area (min)	360 m ²	408 m ²	165 m ²	244 m ²	270 m ²
Height (max)	9.5 m	<9.5m	11 m	<11m	<11m
Front yard setback (min)	Min. 3 m, Max. 5 m	5.0 m	3 m	6.0 m	6.0 m
Exterior side yard setback (min)	3 m	3.3 m	3 m	5.0 m	3.5 m
Rear yard setback (min)	6 m	7.5 m	6 m	7.0 m	7.5 m
Interior side yard setback (min)	1.8 m min. total interior (on corner lots, interior side yard = 0.6 m)	1.0 m	0.3 m	1.2 m	2.25 m

END REVISED SECTION

5.0 CONCLUSION

It is our assessment that the proposed development is consistent with the Provincial Policy Statement and conforms to both the Lanark County Sustainable Communities Official Plan and the Mississippi Mills Official Plan.

The Zoning By-law Amendment is able to be approved as it applies existing residential subzones to the Subject Site to suit the different dwelling types proposed. The unit mix provides additional housing choices in Almonte.

This Planning Rationale supports the proposed development as it represents good planning. It functions well within the surrounding context and is an appropriate and desirable addition to the neighbourhood.

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