

Subject: Zoning By-law Amendment – 147 Langstaff Drive, anomaly lands

File Number: ACS2023-PRE-PS-0105

Report to Agriculture and Rural Affairs Committee on 7 September 2023

and Council on 13 September 2023

**Submitted on August 25, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: West Carleton-March (5)

**Objet: Modification du Règlement de zonage – 147, promenade Langstaff,
terrain avec anomalie**

Dossier : ACS2023-PRE-PS-0105

Rapport au Comité de l'agriculture et des affaires rurales

le 7 septembre 2023

et au Conseil le 13 septembre 2023

**Soumis le 25 août 2023 par Derrick Moodie, Directeur, Services de la planification,
Direction générale de la planification, des biens immobiliers et du développement
économique**

**Personne-ressource : Sarah McCormick, Urbaniste II, Examen des demandes
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Quartier : West Carleton-March (5)

REPORT RECOMMENDATIONS

1. That Agriculture and Rural Affairs Committee recommend Council approve an amendment to Zoning By-law 2008-250 for part of 147 Langstaff Drive, as shown in Document 1, to permit a portion of a residential subdivision, as detailed in Document 2.
2. That Agriculture and Rural Affairs Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of September 13, 2023,” subject to submissions received between the publication of this report and the time of Council’s decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l’agriculture et des affaires rurales recommande au Conseil d’approuver une modification au Règlement de zonage 2008-250 visant une partie du 147, promenade Langstaff, un bien-fonds illustré dans le document 1, en vue de permettre l’aménagement d’une partie d’un lotissement résidentiel, comme l’expose en détail le document 2.
2. Que le Comité de l’agriculture et des affaires rurales donne son approbation afin que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux “exigences d’explication” aux termes de la Loi sur l’aménagement du territoire, à la réunion du Conseil municipal prévue le 13 septembre 2023 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

147 Langstaff Drive (part of)

Owner

Inverness Homes

Applicant

The Stirling Group

Description of site and surroundings

The subject property is located at 147 Langstaff Drive, in the Village of Carp. The property is located north of Donald B. Munro Drive and bound between Carp Road to the west and Langstaff Drive to the east; vehicular access is provided by means of Langstaff Drive. Lands impacted by this amendment are limited to those which formed part of a lot line adjustment from the curling club lands to 147 Langstaff Drive.

Summary of proposed development

The complete development lands have an area of approximately 8.5 hectares and will accommodate 75 residential, townhouse lots, four low-rise apartment blocks (approximately 128 dwelling units), a park and stormwater management facilities within the ravine which bisects the property.

The Huntley Curling Club is located to the west of the site, with medical uses and the Huntley Centennial Public School located to the south/east. Village residential uses are located to the north of Langstaff Drive, and the Carp Village Core located to the south.

The development was subject to a draft plan of subdivision (D07-16-19-0034) application which revised and re-circulated to add additional lands to the draft plan of subdivision. The draft plan of subdivision application was approved on March 28, 2023, and an initial zoning by-law amendment for the remainder of the development lands was approved by Council on July 12, 2023. The remnant portion of the property is subject to this zoning amendment, as the City Omnibus Official Plan Amendment 1 report was required for this portion of the zoning to proceed.

Summary of requested Zoning By-law amendment

The current Zoning By-law Amendment re-zones the remainder of the development lands which were removed from the initial application due to a delay in the Omnibus Official Plan Amendment 1 report. The amendment would modify the zoning of the property from a rural institutional zone (RI4), which was associated with the adjacent

curling club, to Village Residential, Third Density zone, with special rural exceptions V3B(929r) and V3B-(930r).

DISCUSSION

Public consultation

Public consultation and notification were undertaken in accordance with the Public Notification and Public Consultation Policy approved by Council for Zoning By-law amendments. No public meetings were held in the community in relation to the proposed Zoning By-law amendment application.

A total of 114 comments were received during the concurrent public circulation process for both the draft plan of subdivision and zoning by-law amendment application.

A public meeting was held on October 27, 2020, via Zoom in relation to the draft plan of Subdivision application.

The statutory public meeting for the zoning of the remainder of the development lands was held at ARAC on July 6, 2023.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation(s)

The subject property located within the Rural Transect and is identified as Village on Schedule B9 of the Official Plan. The Rural Transect area policies identify that development within Villages will be guided by secondary plans which will evolve Villages to become 15-minute neighbourhoods with vibrant core areas. The Rural Transect also establishes the allowance for higher densities within serviced Villages, for uses that integrate well with the natural environment, and encourages mobility and street connectivity and the connection of rural neighbourhoods with pathways and trails.

The Village designation also identifies that villages should be considered rural neighbourhoods that should evolve into 15-minute neighbourhoods. Distribution of land uses are dependent on the ability to support development on rural private services or on municipal services, where available. Permitted uses include, but are not limited to, residential uses, small-scale office, retail and commercial uses, parks, and institutional uses.

Other applicable policies and guidelines

The subject land is designated Village Park in the Village of Carp Secondary Plan and previously formed part of the Huntley Curling Club lands.

Prior to the adoption of the new Official Plan, a lot line adjustment was approved by the Committee of Adjustment (D08-01-22/B-00157) to add a portion of the curling club lands to 147 Langstaff Drive. While the Official Plan did not reflect this change with the adoption of the Village of Carp Secondary Plan, a modification to the designation is proposed through the Omnibus Official Plan Amendment 1 report being presented to the Agricultural and Rural Affairs Committee on September 7, 2023. With a modification to the designation from Village Park to Village Residential 3, the zoning recommendation to permit townhouse dwellings will meet the intent of the Secondary Plan.

Planning rationale

The proposed zoning by-law amendment application implements zoning to accommodate the development of a previously approved draft plan of subdivision, and to accompany the zoning of the remainder of the property which was approved by Council on July 12, 2023.

Residential zoning is proposed for this portion of the development lands. The affected blocks are proposed as Village Residential Third Density, subzone B (V3B), with the inclusion of rural exception 929r for Area A, and rural exception 930r for Area B; as identified in Document 1. Both rural exceptions contain the same zoning provisions related to lot area, minimum front, interior, corner and rear yard requirements, maximum lot coverage and minimum landscaped areas. Rural exception 930r includes a provision that identifies a 5 metre “no touch” area along the rear of the properties. This implements the recommendations of the approved Environmental Impact Statement associated with the draft plan of subdivision, which identified a 5-metre tree conservation area at this location. The additional provision identifies that no buildings, structures, or site alteration is permitted within this area.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

The proposed Zoning By-law Amendment implements a draft approved plan of subdivision that will provide a range of housing options within the municipally serviced Village of Carp.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

ADVISORY COMMITTEE(S) COMMENTS

There are no accessibility impacts associated with the report.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations of this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications. In the event the applications are refused and appealed, it would be necessary to retain an external planner. This expense would be funded from within the Planning Services operating budget.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

City staff have undertaken a review of the municipal services (water and sanitary sewer) for the Village of Carp, and a plan is in place for short-term and long-term upgrades to the services to accommodate residential growth in the Village. A holding provision is being put in place in the zoning, where necessary, to ensure development only proceeds when servicing capacity is available.

Assets acquired through development of these lands will add to City's inventory for operations and maintenance, as well as lifecycle renewal and replacement in the long term. The additional inventory will include a park and the ravine lands to be used for stormwater management.

ACCESSIBILITY IMPACTS

Design considerations with respect to accessibility are generally addressed through the Draft Plan of Subdivision review process and are not a key consideration related to a Zoning By-law amendment. New construction will be required to meet the accessibility requirements within the Ontario Building Code.

ENVIRONMENTAL IMPLICATIONS

An Environmental Impact Statement was submitted in support of the concurrent draft plan of subdivision and zoning by-law amendment applications. Recommendations of this report are implemented through the proposed zoning, by including a required 5 metre tree protection area along the rear of a number of townhouse blocks along the southern border of this plan (Rural Exception V3B[930r]).

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- A city that has affordable housing and is more liveable for all.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-19-0143) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of the issues associated with the development and the requirement for Omnibus Official Plan Amendment 1 report to be before Committee and Council.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

CONCLUSION

The Planning, Real Estate and Economic Development Department recommends the approval of this Zoning By-law amendment as it meets the intent of the City's Official Plan, is consistent with the Zoning By-law as well as the previously approved Plan of Subdivision and represents good planning.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

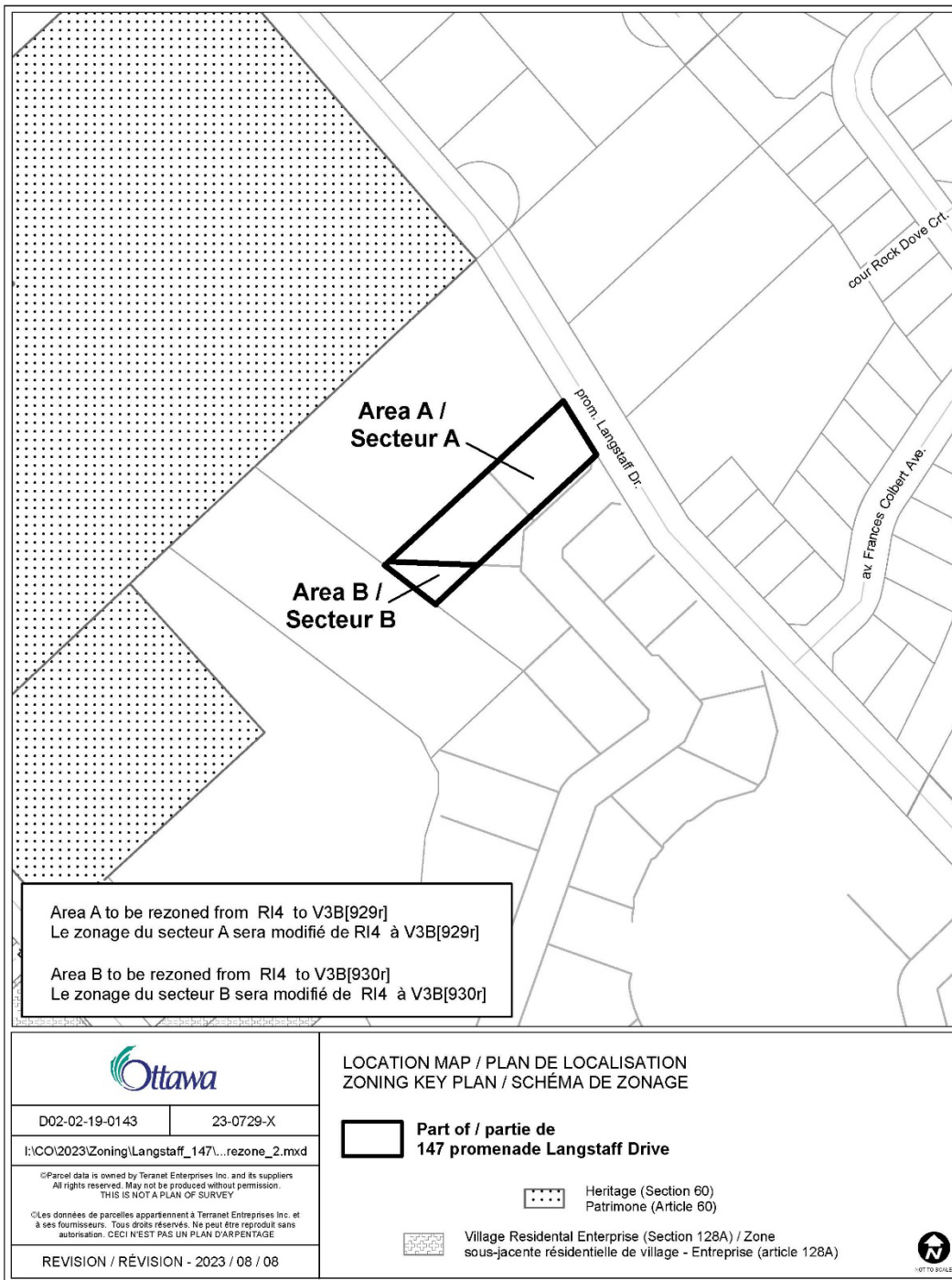
Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.com)

A zoning Schedule illustrating the areas to be rezoned as detailed in the body of the report.



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for part of 147 Langstaff Drive:

1. Rezone the lands identified as Area A, as shown in Document 1, from RI4 to V3B[929r].
2. Rezone the lands identified as Area B, as shown in Document 1, from RI4 to V3B[930r].

Document 3 – Consultation Details

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments.

One (1) public meeting was virtually held with the community in association with the Plan of Subdivision application. The public meeting, in relation to the draft plan of subdivision application, was held on October 27, 2020; via Zoom. The public comments below reflect the comments received through the concurrent circulation of the draft plan of subdivision and Zoning By-law amendment applications.

A statutory public meeting was held at the Agricultural and Rural Affairs Committee on July 6, 2023, for the zoning associated with remainder of the development lands.

A total of 114 residents provided comments on the application; a summary and response to public comments is found below. Staff note that a number of non-planning related comments were also received, but not included in the discussion below.

1. There is not enough greenspace, and the park size is not large enough.
and
2. It is understood that cash is proposed instead of a dedicated park space, why make this exception? Parkland for this development should exceed normal requirements.

While reviewing the subdivision application, parkland dedication is reviewed and provided for based on the City's Parkland dedication By-law. Parkland provided in the subdivision meets the requirement of the City's Parkland Dedication By-law. Staff note that due to Provincial changes related to parkland dedication, the draft plan of subdivision was revised in January 2023 to reduce the parkland size, meeting updated parkland requirement rates. The full amount of parkland is being dedicated by means of land conveyance, and cash-in-lieu of parkland is not being provided.

3. The apartment buildings will have a dominating impact, visually and structurally, and will detract from Carp's village character. Apartments should not be approved as part of the plan.

The property is designated Residential – Multi-Unit in the Carp Community Design Plan. Uses permitted in this designation include low-rise apartment buildings that shall not exceed three-storeys. Site Plan Control applications will

be required for all apartment blocks, where the site-specific design of the sites will be reviewed.

4. Does Carp really need 193 rental units, and does it need rentals all in the same location?

Staff have no authority to control whether units are rental or freehold.

5. Density is too high, should provide more of a mix, of singles, semis, towns. The density does not meet the character of the village, especially the inclusion of apartment buildings.

The property is designated Residential – Multi-Unit in the Carp Community Design Plan. This designation permits a range of uses including low-rise apartment buildings, senior's accommodations, stacked townhouses and ground-oriented multi-unit dwellings such as duplexes and townhouses. This designation is meant to provide residential units that are higher in density, with the intent to provide a range of housing opportunities within the Village which are characteristically more affordable.

6. The development will generate too much traffic for Langstaff Drive to accommodate. This will result in major traffic impacts on the surrounding area.

As per the Transportation Impact Assessment Study, Langstaff operates at an acceptable level of service with the addition of the site-generated trips. The development-generated trips will have little impact on the local network intersections studied.

7. Increase in traffic a concern on Langstaff as it is a highly used by pedestrians, especially children.

and

8. What cross walks and off-road paths, integrated with this new development are being considered to make Carp pedestrian friendly?

The proposed development looks to enhance the walkability of the area. The proposal includes the construction of a sidewalk on the south side of Langstaff Drive, along the frontage of the subject property, as well as a pedestrian walkway adjacent to the central ravine. This pedestrian walkway will connect to the pathway system to the north of the Langstaff Drive by the inclusion of a pedestrian crossing. This crossing will provide a safer access point for residents crossing Langstaff Drive. Further, a residential connection is provided in the south end of the proposed development to John Street, ultimately providing

access to the core of the village at the intersection of Carp Road and Donald B Munro Drive.

9. Langstaff should not be considered a collector road as identified in the CDP.

Various factors such as connections to other local roads, school (institutional) on as well as the multi-unit land use classifies Langstaff a collector road. The classification has been established to reflect the anticipated operational needs.

10. The increase in traffic will result in negative impacts on the school, medical centre, sports fields.

As per the TIA, the study area network including Langstaff is anticipated to continue operating at acceptable level of service.

11. Traffic study was conducted during COVID when the buses and schools weren't running at full capacity. What thought has been put towards this?

Volume was collected in Fall of 2019 when the school was running. Please note that as per the TIA, a significant volume of school buses was observed leaving the study area prior to peak period. Additionally, 1 per cent growth rate has been applied to the volumes which still results in acceptable level of service of Langstaff.

12. No access should be provided to Langstaff as the development 'backs' onto the street. Vehicular and pedestrian access should only be from John Street.

The majority of the property's frontage is along Langstaff Drive; access to this street is required to service the development. Staff considered alternative accesses to the property, through John Street, however the connection to the Carp Road and Donald B Munro Drive intersection, creating a five-way intersection was deemed an un-safe connection point.

Through the detailed design of the subdivision, landscaping along the Langstaff Drive frontage will be required.

13. A secondary access from Carp Road should be considered so not all traffic is being directed to Langstaff Drive.

Staff reviewed the potential of providing a secondary access to the subdivision that connects to the intersection of Carp Road and Donald B Munro Drive. It was determined that adding a fifth leg to the intersection was too hazardous. Alternative solutions, by means of a turning circle, would require an increase to the existing intersection, and expropriation of adjacent properties would be

required. Public comment that a smaller turning circle could be provided, is not a feasible option. Sizing of a turning circle is based on the number of accesses required at the intersection, as well as the required vehicular capacity of the intersection.

14. Will upgrades to the intersection of Langstaff and Donald B Munro be required? Will a traffic light be installed due to the increase in vehicular traffic?

The future anticipated volume does not meet the warrants for a traffic signal. The intersection operates at a level of service of A indicating no capacity concerns.

15. Are traffic calming measures such as speed cameras and 40km/hr signage being considered for Langstaff?

Vertical centreline treatments are presently installed as a traffic calming measure in order to reduce speeds on the road in the vicinity of the school on Langstaff.

16. Can construction traffic access the site from Carp Road rather than through Donald B Munro?

A construction management plan is required as part of the detailed design of the subdivision plan. Transportation staff will consider this as part of the review of this plan.

17. What are the parking considerations for the development? Minimal zoning requirements are not sufficient.

The proposed development must provide the minimum required parking spaces as identified in the Zoning By-law. While staff can recommend that additional parking be provided, they cannot require an increase in required parking.

Parking related to the apartment blocks will be formally reviewed during the Site Plan Control review process. The Site Plan applications will need to demonstrate that each apartment block meets the minimum parking requirements of the Zoning By-law. The review of the Site Plan Control application(s) will also review the location and layout of the proposed parking areas.

18. The plan should maintain passive green space along the natural ravine.

Passive green space is being maintained along the natural ravine. A pedestrian walkway is also proposed along the ravine lands.

19. Is there sufficient infrastructure to accommodate the additional residential units. There is an existing water pressure strain – any improvements should be borne by the applicant.

Separately to this application the City has become aware that there are capacity concerns in the Village of Carp and it has been reviewing increasing capacity for water treatment. The City permits developers to front-end (pay first and be re-imbursed later) changes to infrastructure to fast-track it, however, in this case, the City will be paying for the expansion/modifications; not to assist this specific developer/development, but that are needed for the Village.

20. The CDP states that there is a shortfall in long term sewer capacity for the village. What is the status of the current Carp sewage capacity, has additional infrastructure been added, to accommodate additional development?

Separately to this application the City has become aware that there are capacity concerns in the Village of Carp and it has been reviewing increasing capacity for sanitary conveyance. The City permits developers to front-end (pay first and be re-imbursed later) changes to infrastructure to fast-track it, however, in this case, the City will be paying for the expansion/modifications not to assist this specific developer/development, but that are needed for the Village.

21. There has been a lack of community consultation. The developer should have consulted with the community prior to filing an application.

The statutory public meeting for this application was held on October 27, 2020; via Zoom. All documents submitted to the City in support of the application were provided on the City's Development Applications website for public access around that time.

22. Concerns regarding wildlife, including blanding turtles. Was a study even prepared?

An Environmental Impact Statement (EIS) was prepared and reviewed by City staff as part of the subdivision application. The applicant was also required to consult the Ministry of Natural Resources and Forestry (MNR) given the public comment that a Blandings Turtles was found adjacent to the site. The EIS was updated to include areas of Blandings Turtle habitat and provides recommendations related to the preservation of the habitat.

23. Rear yards backing onto Langstaff will result in fencing requirements the whole length of the development. This will close off the development from the existing houses and segregate the development rather than integrate with the community.

A fence or noise wall would create quite a change in scenery for the residents on the north side of Langstaff.

The Noise Study did provide recommendations of a noise wall along Langstaff Drive. The details related to this wall will be determined through the detailed design phase. Landscaping will be required along the Langstaff frontage of the property, this will soften the visual impacts of the noise wall.

24. When was the existing zoning of the property implemented (V1/V3)?

While staff do not have a specific date of implementation of the existing zoning of the property, it is staff's understanding that the current zoning was in place prior to amalgamation.

25. The CDP does not reflect a desire for V3 zoning; and it is clear the community does not want this density either.

Schedule A of the Carp Community Design Plan designates the property Potential Fairground Expansion Area and Residential – Multi-Unit. Policies relating to the Fairground expansion area clearly states that should the City and the community decide not to purchase the lands, or a portion thereof, that the land may be developed in accordance with the provisions of the Residential – Multi-Unit land use category in the plan.

The permitted uses identified in the Residential – Multi-Unit designation includes the townhouse and low-rise apartment building uses proposed in this application.

26. When the CDP was first adopted there were discussions of an Agricultural Museum as a possible use of the land. This is a better option for this site.

A portion of the property is identified as Potential Fairground Expansion Area in the Community Design Plan. There had been an attempt by the residents and former Councillor El-Chantiry, to raise sufficient funds to purchase the lands. Due to the market value of the property, this initiative was unsuccessful, and the lands were purchased by a developer. As per the policies of the Potential Fairground Expansion Area, as the lands were not purchased for public use, the lands can now be developed in accordance with the policies of the Residential – Multi-Unit designation. Staff must review the application in accordance with the policies that are in force and effect for the property.