

# FOTENN

## 3930 & 3960 RIVERSIDE DRIVE



St. Mary's Development April 6, 2018  
Corporation

Planning Rationale

Zoning By-law  
Amendment and Plan of  
Condominium (Vacant  
Land) Applications



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April 6, 2018

Fotenn Consultants Inc. has been retained by St. Mary's Development Corporation ("St. Mary's") to prepare and submit of Zoning By-law Amendment and Vacant Land Plan of Condominium applications for their lands located at the northwest corner of Riverside Drive and Hunt Club Road. The lands are known municipally as 3930 and 3960 Riverside Drive in the City of Ottawa. St. Mary's is proposing to redevelop the lands with a mix of uses centred on a private internal street.

## 1.1 Application History

The subject lands were the subject of a Zoning By-law Amendment application in 2008 (File No. D02-02-08-0116) that was ultimately approved in March 2010 by By-law 2010-19. The purpose of the previous Zoning By-law Amendment was to allow retirement facilities (i.e. retirement home and residential care facilities) as permitted uses in the General Mixed-Use, subzone 1 (GM1) zone and to address the appropriate delineation of the Environmental Protection (EP) zone along the Rideau River.

Since the approval of the previous Zoning By-law Amendment no development on the land has moved ahead. The current development proposal would develop the lands with a mix of uses, as described below.

## 1.2 Purpose of the Applications

Zoning By-law Amendment and Plan of Condominium (Vacant Land) applications are being submitted to facilitate the development of the subject lands.

### 1.2.1 Zoning By-law Amendment

The lands are currently zoned "General Mixed-Use, Subzone 1, Exception 1719, subject to Schedule 251, Maximum height 137 above sea level (GM1[1719] S251 H(137 A.S.L.))" in the City's comprehensive Zoning By-law. The maximum height permission would allow for a 14 to 18 storey building on the subject property, depending on the location. Exception 1719 was introduced through the previous Zoning By-law Amendment (By-law 2010-19) and contains site-specific provisions relating to the development of the lands.

The proposed Zoning By-law Amendment seeks to add "school", "automobile dealership", "apartment dwelling, mid-rise", "apartment dwelling, high rise", and "dwelling unit" as additional permitted uses within exception 1719 as it applies to the subject property. The proposed additional uses would facilitate the redevelopment of the subject lands in conformity with the Official Plan.

### 1.2.2 Plan of Condominium (Vacant Land)

The proposed development of the subject lands is proposed as a Plan of Condominium. The purpose of the Plan of Condominium application is to establish development parcels along a private internal street that can be developed individually. In essence, the application will act as a plan of subdivision for the lands, where the streets and common areas will be maintained and owned jointly by all members of the condominium corporation.

The draft Plan of Condominium proposes the creation of three (3) units (development parcels) as well as a common element block which includes the private street and other common lands abutting Riverside Drive. Remnant lands at the north edge of the block will not form part of the Condominium and will have an easement for access across the condominium lands.

## 2.0 SITE CONTEXT AND SURROUNDING AREA

### 2.1 Subject Property

The subject property, known municipally as 3930 and 3860 Riverside Drive, is located at the northwest corner of Hunt Club Road and Riverside Drive (Figure 1). The site is situated immediately east of the Rideau River and immediately northwest of the Ottawa Macdonald-Cartier International Airport. The subject property is legally described as being Part of Lot 5, Concession 2 (Rideau Front), Geographic Township of Gloucester, City of Ottawa.



Figure 1: Subject Property

The subject property is irregular in shape and is approximately 11.5 hectares in area, with approximately 285 metres of frontage along Riverside Drive and 90 meters of frontage along Hunt Club Road. The site was formerly an aggregate resource area, and has remained vacant since being depleted in the 1970's. Due to this, the site has a significant grade change from Riverside Drive down to the River.

### 2.2 Surrounding Area

The following identifies the land uses around the site:

- / **North:** North of the subject property is “Uplands Riverside Park”, a municipal park containing a play structure, soccer field and basketball court. Further north is a low-rise residential neighbourhood with Environmental Protection lands along the Rideau River. A Stormwater Management Pond is located further north, adjacent to the River.

- / **East:** Immediately east of the subject property is Riverside Drive. On the east side of Riverside Drive is the Ottawa Hunt & Golf Club golf course. Lands north and east of the golf club are existing low-rise residential neighbourhoods. Along Riverside Drive are non-residential uses including office and retail buildings.
- / **South:** On the south side of Hunt Club Road are a range of retail uses and a gas station. Further south is the Ottawa Macdonald-Cartier International Airport and airport and related facilities, light industrial uses, truck transport terminals, warehouses, and parking. South-east of the airport is the Canadian Forces Base Uplands Fields, a military housing community.
- / **West:** Immediately west of the subject property is the Rideau River. Across the River is Prince of Wales Drive, a major arterial providing north-south access along the west side of the Rideau River. Prince of Wales Drive north of Hunt Club is characterized by a range of large residential homes abutting the Rideau River, and office/light industrial uses within the Hunt Club West Business Park and Merivale Industrial Park. Southwest of Hunt Club Road is the Pineglen low-rise residential neighbourhood.

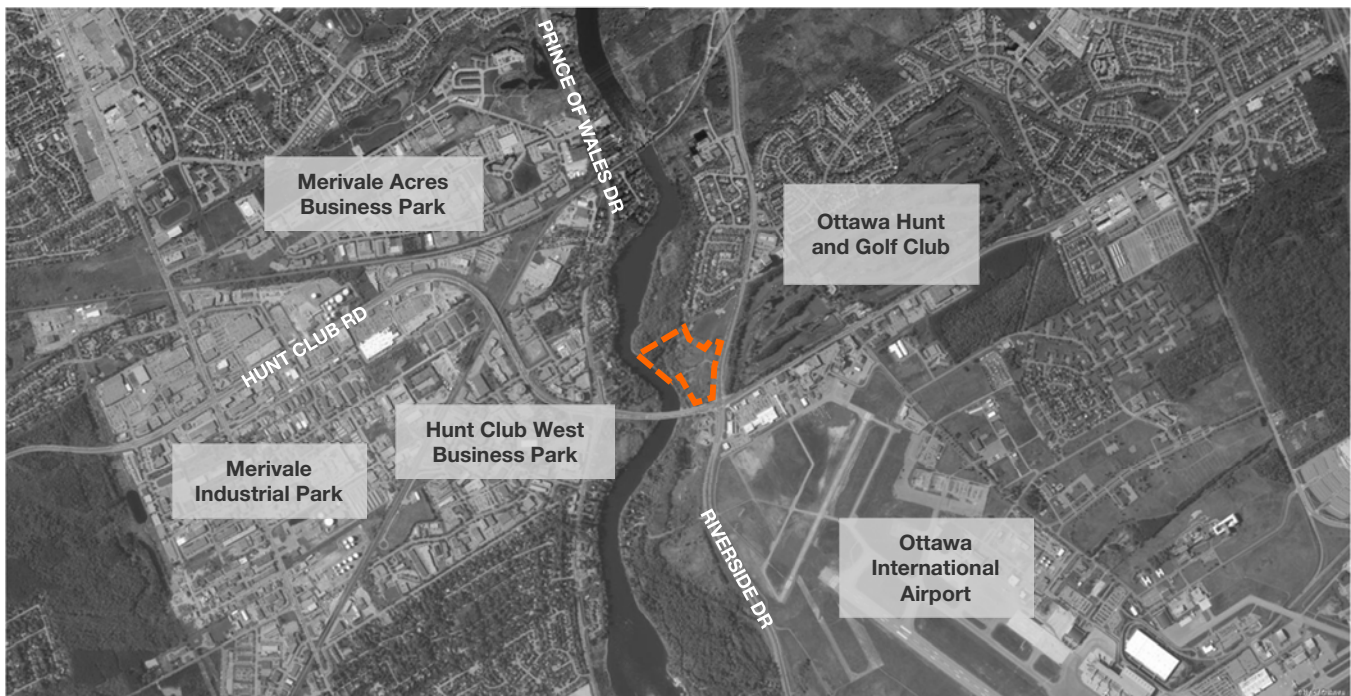


Figure 2: Site Context

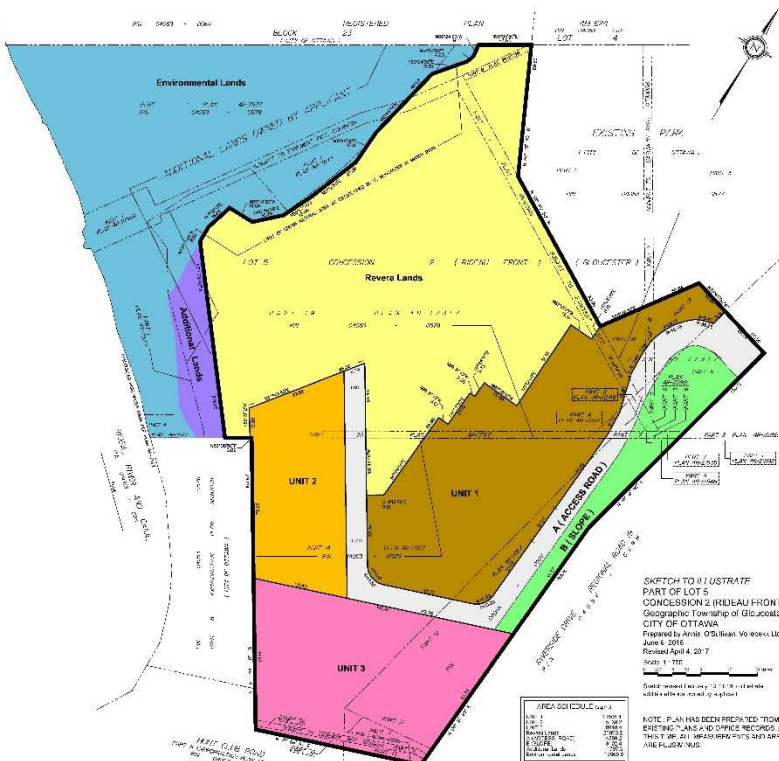
# 3.0 PROPOSED DEVELOPMENT

As depicted on the Concept Plan and draft Plan of Condominium, the subject property is proposed to be developed with a range of uses including a private school, retail plaza, auto dealerships, hotel, and retirement home/residential care facility. The Plan of Condominium creates development units along a private street that provides access to the entire site from Riverside Drive accounting for the significant grade change on the subject property.

The proposed Vacant Land Plan of Condominium will create three units (development parcels) along a common element private street. The private street has a minimum width of 11 metres to accommodate traffic movements on the site and provides access through the site from a new signalized, full-movement intersection at the north end of the site from Riverside Drive. The private street alignment has been arranged to as to permit the street to safely navigate the steep grade change sloping down to the Rideau River. The area and uses proposed for the three units are as follows:

	Area	Proposed Use
<b>Unit 1</b>	11,806.4 square metres	School and Retail Plaza
<b>Unit 2</b>	5,168.2 square metres	Hotel
<b>Unit 3</b>	8,910.4 square metres	Auto dealerships
<b>Common Element</b>	8,001.6 square metres	Private street and sloped lands abutting Riverside Drive

The balance of the subject property will be split between environmental protection lands along the Rideau River, and the lands to be developed as a retirement home and residential care facility (the “Revera Lands”). The environmental protection lands will be transferred to the City of Ottawa (who already owns the lands to the north and the south).



The Vacant Land condominium will divide the lands and define the development parcels. An engineering Design Brief provides a detailed servicing scheme to support development of the subject property and a Transportation Impact Assessment assesses the impact of the proposed development on the adjacent transportation network. Future Site Plan Control applications for each individual block would deal with specific design, layout, and technical aspects for each proposed development.

Unit 1 is proposed to be developed with a private school, retail plaza and associated surface parking areas. Unit 2 is proposed to be developed with a hotel. Finally, Unit 3 is proposed with two (2) automobile dealerships. The remnant lands on the north end of the site are anticipated as a retirement home and residential care facility.

Figure 3: Proposed Division of Lands

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The Zoning By-law Amendment to add permitted uses would facilitate the development of the lands with auto dealerships and the private school. Residential uses, including mid and high rise apartment dwellings and dwelling units, are also requested to increase opportunities for development on the lands.

The proposed auto dealerships are seen as an ideal use for the lands abutting the corner of Hunt Club and Riverside where the grade change is significant. The proposed two (2) storey auto dealerships would allow the ground floor, located below the grade of the road, to be hidden (containing the service areas) and the showrooms to abut street-level, offering a high ratio of glazing adjacent to the public realm.

## POLICY AND REGULATORY FRAMEWORK

### 4.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) came into effect April 30, 2014. The PPS provides policy direction on matters of provincial interest related to land use planning and development. While local land use planning authorities are permitted and encouraged to compliment these provincial policies within their local Official Plans, local planning decisions “shall be consistent with” the policies of the PPS.

The PPS directs development to locate itself within built-up areas to efficiently use land with existing infrastructure and where services and infrastructure are readily available in order to avoid the need for unjustified and uneconomical expansions. In order to meet this policy objective, planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3]. The proposal meets the following policies, among others:

- / Promotes efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term [Policy 1.1.1.a];
- / Accommodates an appropriate range and mix of residential, employment, institutional, and commercial uses to meet long-term needs [Policy 1.1.1.b];
- / Promotes cost-effective development patterns and standards to minimize land consumption and servicing costs [Policy 1.1.1.e];
- / Promotes a land use pattern, density and mix of uses that efficiently uses land and resources, that are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, that supports active transportation and that are transit-supportive in an area where transit services are planned [Policy 1.1.3.2.a];
- / Intensifies a property at an appropriate location for intensification and redevelopment [Policy 1.1.3.3];
- / Implements appropriate development standards to promote intensification and compact form [Policy 1.1.3.4];
- / Supports the City of Ottawa’s targets for intensification, as set out in the Official Plan [Policy 1.1.3.5];
- / Develops lands adjacent to the existing built-up area with a compact form, a mix of uses, and densities that allow for the efficient use of the land, infrastructure, and public service facilities [Policy 1.1.3.6];
- / Contributes to the provision of an appropriate range and mix of housing types and densities to meet the projected requirements of current and future residents [Policy 1.4.3];
- / Promotes a land use pattern, density and mix of uses that minimizes the length and number of vehicle trips and supports current and future use of transit and active transportation [Policy 1.6.7.4];
- / Proposes infilling of residential uses within the 30 NEF/NEP by demonstrating no negative impacts on the long-term functionality of the airport [Policy 1.6.9.2.b];
- / Conserves and protects the Rideau Canal (River) significant cultural heritage landscapes [Policy 2.6.1]; and,
- / Ensures that the heritage attributes of the Rideau Canal (River) heritage landscape will be conserved [Policy 2.6.3].

**The proposed development of the subject property promotes the intensification and infill of lands within the existing built-up area, in proximity to existing public service facilities and planned transit service, and making use of existing infrastructure. The mix of uses also contributes to the liveability of the surrounding community and will contribute to the range of housing options in the area.**

**The proposed development is located outside of the 30 NEF/NEP contour and, as demonstrated in the Transportation Noise Feasibility Assessment prepared by Gradient Wind Engineering Inc., the noise impacts on residential uses can be attenuated with upgraded building components, central air conditioning, and warning clauses.**

**Finally, the proposed development is adjacent to the Rideau River which, together with the Rideau Canal is an identified cultural heritage resource. Given the adjacency of the proposed development to the heritage landscape, a Cultural Heritage Impact Statement has been prepared by Contentworks Inc. which**

**concludes that the heritage attributes of the protected heritage property will be conserved, per the requirements of the PPS.**

## **4.2 City of Ottawa Official Plan**

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

Ottawa's population is projected to grow by up to 30 percent by 2031. At the same time, it is anticipated that the number of people per household will decline, resulting in the need for approximately 145,000 new homes in Ottawa by 2031. One third of housing growth is anticipated to occur within the Greenbelt with much of the demand for new housing being in the form of smaller units such as apartments or condominiums. The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments.

### **4.2.1 Managing Growth**

The City anticipates that approximately 90 percent of the growth in population, jobs and housing will be accommodated within the urban area. Concentrating growth within the urban area makes efficient use of existing services and infrastructure and allows for a pattern and density of development that supports transit, cycling, and walking as viable and attractive alternatives to private automobiles.

Section 2.2.2 deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure.

Residential intensification is broadly defined in Section 2.2.2, Policy 1 as the intensification of a property, building or area that results in a net increase in residential units or accommodation and can include:

- / Redevelopment (creation of new units, uses or lots on previously developed land in existing communities);
- / The development of vacant or under-utilized lots within previously developed areas;
- / Infill development; and,
- / The conversion or expansion of existing commercial buildings for residential uses.

**The proposed development and addition of mid and high rise residential and dwelling units as a permitted use on the subject property would constitute residential intensification, as defined by the Official Plan.**

Policy 14 of Section 2.2.2 states that the City will support intensification throughout the urban area, including within areas that are designated General Urban Area. Specifically, the City will promote opportunities for intensification in the following cases, provided that all other policies of the Official Plan are met:

- / Lands within 600 metres of future or existing rapid-transit stations with potential to develop as compact, mixed-use and pedestrian-friendly cores;
- / Lands that are no longer viable for the purpose for which they were intended, such as older industrial areas, exhausted quarries, or abandoned transportation corridors that are not planned for open space or designated as Recreational Pathways;
- / Lands where the present use is maintained but the addition of residential uses or other uses can be accomplished in a complementary manner, such as on under-utilized shopping centre sites;
- / Lands currently or formerly used as parking lots or other extensive storage purposes;
- / Lands where records indicate existing contamination due to previous commercial or industrial use, but which can be made suitable for development if cleaned up.

Policy 15 states that the City will support intensification in the General Urban Area where it will enhance and complement its desirable characteristics and long-term renewal.

**The subject property is a previous sand and gravel pit which has been abandoned now for several years. The proposed addition of residential uses to the lands will support intensification on the lands without compromising the low-rise character of the adjacent low-rise community to the north, or the other surrounding industrial retail, and golf course uses.**

**4.2.2 Land Use Designation**

The subject property is located within the “General Urban Area” designation on Schedule B, Urban Policy Plan, of the City of Ottawa Official Plan. The parcel running along the Rideau River is designated as an “Urban Natural Feature” on Schedule B.

The General Urban Area designation permits all types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses. The intent of this designation is to accommodate the housing and lifestyle needs of all ages, incomes, and life circumstances in order to create complete, sustainable communities.

The Urban Natural Features designation specifies areas that provide a valuable contribution to biodiversity and wildlife habitat in the urban area. These areas are natural landscapes and may include woodlands, wetlands, watercourses, and ravines. The purpose of this designation is to preserve these natural features for conservation or passive leisure uses.

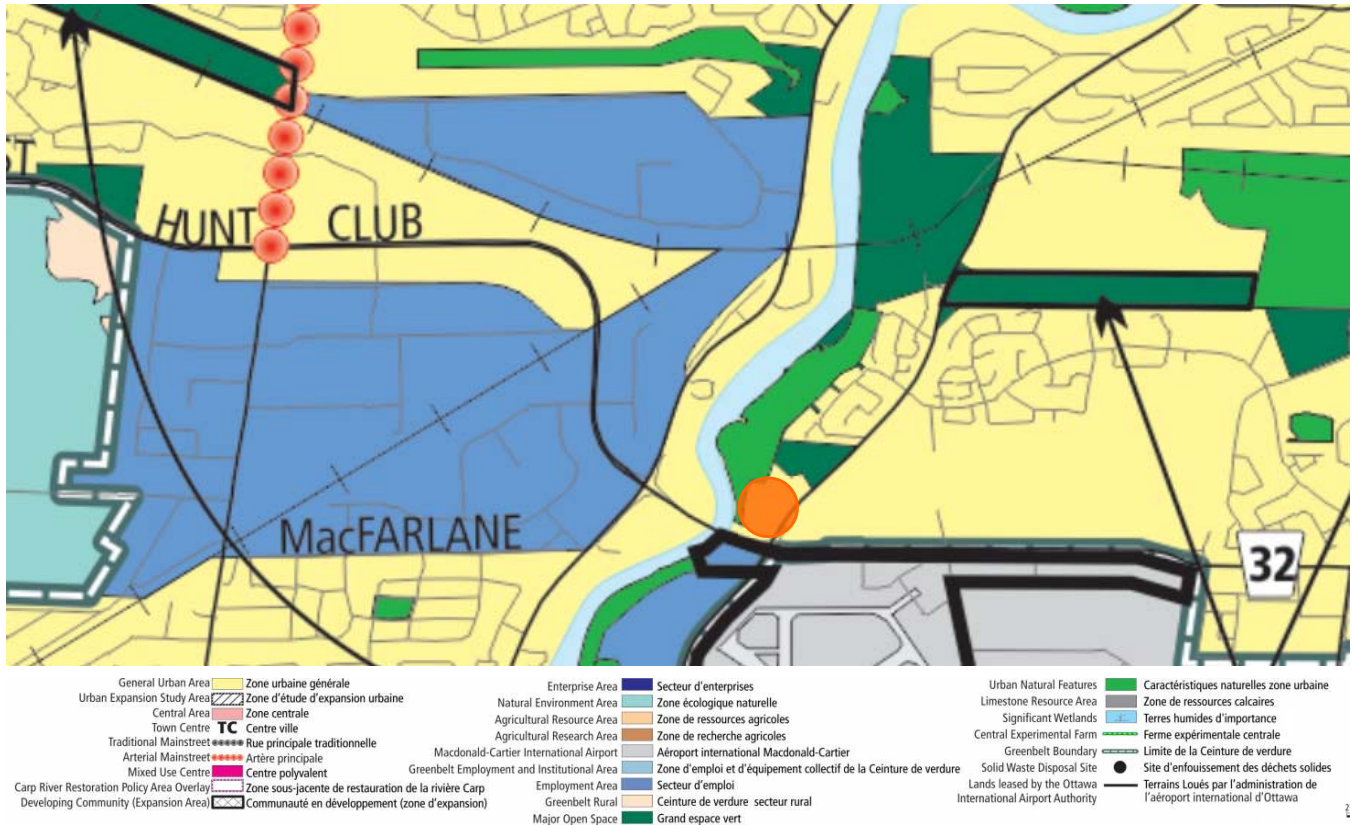


Figure 4: Schedule B of the City of Ottawa Official Plan (Subject Property identified by orange circle)

**The proposed additional land uses (“school”, “auto dealership”, “apartment dwelling, mid rise”, “apartment dwelling, high rise”, and “dwelling unit”) conform to the policies of the General Urban Area. The proposed mixed-use development of the lands would also conform to the intent of the land use designation to create complete and sustainable communities that accommodates the lifestyle and housing needs of all ages and incomes.**

**The proposed Plan of Condominium also recognizes and protects the Urban Natural Feature along the Rideau River and proposes to convey it to the City of Ottawa to protect this corridor for conservation.**

Policy 2 of the General Urban Area states that the evaluation of development applications, studies other plans and public works undertaken by the City in the General Urban Area are to be in accordance with the Urban Design and Compatibility Sections (Sections 2.5.1 and 4.11) of the Official Plan. These sections are discussed below.

Policy 3 states that when considering a proposal for residential intensification in the General Urban Area, the City will:

- / Recognize the importance of new development relating to existing community character so that it enhances and builds upon desirable established patterns and built form;
- / Apply the policies of Section 2.5.1 and Section 4.11;
- / Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area; and,
- / Assess ground-oriented multiple housing forms, such as duplex, triplex and four plex, as one means of intensifying within established low-rise residential communities.

**The subject property is ideally located for residential intensification as it is away from adjacent residential communities. Currently, the request to add mid and high-rise housing and dwelling units in a mixed-use building as permitted uses on the subject property is intended to provide maximum flexibility for the long-term redevelopment of the lands. The request for high-rise residential recognizes the existing building height permissions on the subject property.**

Policy 5 states that the General Urban Area permits uses that may generate traffic, noise, or other impacts that have the potential to create conflicts with the surrounding residential community. These uses are often large and tend to draw from broader areas. The policy states that appropriate locations for these uses is along arterials and on at suitable locations on the perimeter of or isolated from established residential neighbourhoods.

Policy 7 states that uses requiring large land areas for outdoor storage, sale, or service of goods are generally discouraged within the General Urban Areas. Development applications to permit these uses will be considered where the proposal meets the following criteria:

- / The proposed use is compatible with and complements surrounding land uses, and will be in accordance with Section 2.5.1 and Section 4.11;
- / Direct access is provided to an arterial road with sufficient capacity to accommodate the proposed use which can provide a safe and efficient circulation;
- / Main buildings are situated so as to occupy the site’s street frontage;
- / The visual impact of outdoor storage or parking on adjacent uses and from the street will be minimized through appropriate means;
- / Motor vehicle sales or leasing establishments will not place their goods for sale or display in the municipal right-of-way.

**The proposed policies contemplate the auto dealership use in this policy. The proposed auto dealership use on the subject property would satisfy the criteria set out in policy 7.**

### 4.2.3 Compatibility and Community Design

The Official Plan encourages development on vacant and underutilized properties in a way that is compatible with existing built-up areas. Compatible development is development that is not necessarily the same as or similar to existing buildings, but that enhances and coexists with existing development without undue adverse impacts on surrounding properties. It is development that fits well and works well with its surroundings.

Broad design objectives are outlined in Section 2.5.1 of the Official Plan which the City hopes will influence the built environment as the city evolves. The design objectives are broadly applicable to plans and development in all land use designations.

#### The proposed development contributes to the City's design objectives in the following ways:

<b>Enhancing the sense of community by creating and maintaining places with their own distinct identity</b>	The proposed development responds to the suburban context of the neighbourhood and focuses on contributing to the existing community and strengthening its identity. The proposed development will create a distinct identity for the subject property through a mixed-use development featuring housing, a school, retail, and other commercial uses.
<b>Defining quality public and private spaces through development</b>	The proposed development addresses the significant grade change on the subject property to ensure connectivity from Riverside Drive into the subject property. The environmental lands preserved along the Rideau River offer opportunities for recreation in the future and the development provides a connection to the existing municipal park to the north – currently accessible only from Riverside Drive.
<b>Creating places that are safe, accessible and are easy to get to, and move through</b>	Careful attention has been paid to ensure accessible and direct connections through the subject property from Riverside Drive. The proposed private street includes a sidewalk on one side that will provide access to all the buildings within the proposed development. Given the existing grades and existing context, opportunities for additional connections can be reviewed during future Site Plan Control applications.
<b>Ensuring that new development respects the character of existing areas.</b>	The proposed Zoning By-law Amendment does not propose any changes to the existing building heights or setbacks. The compatibility of development on specific blocks will be evaluated through future detailed Site Plan Control applications for individual units (development parcels) within the Plan of Condominium.
<b>Considers the adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.</b>	The proposed Plan of Condominium establishes a framework that will create blocks that can develop and evolve over time to reflect changes in community needs or market conditions. The intent of the Zoning By-law Amendment is to add additional permitted uses to contribute to the opportunities for redevelopment of the specific units (parcels) over time.
<b>The proposed development respects natural processes and features in development design.</b>	The proposed development integrates well with the adjacent Rideau River and other natural areas to the north. Lands adjacent to the River are proposed for transfer to the City to add to the existing greenspace to the north and south.

#### 4.2.4 Urban Design and Compatibility

Section 4.11 of the Official Plan provides direction of urban design and compatibility. Policy 2 of the section identified the following areas in which new development must be compatible with the surrounding community. Many of the criteria refer to specific development attributes that cannot be evaluated until Site Plan Control applications are submitted for individual developments in the future. For the purposes of the Zoning By-law Amendment and Plan of Condominium applications, the following criteria apply:

Criteria	Evaluation
<b>Traffic</b>	The proposed development is limited in opportunities for site access. A proposed full movement intersection at the far north edge of the site, as far as possible from the Riverside and Hunt Club intersection will provide access to the subject property. Other roadway modifications are also proposed along Riverside Drive to mitigate impacts of the development.
<b>Vehicular Access</b>	One access is proposed to the site from Riverside Drive. The location of this access is driven by the grade change on the site. The access has been designed in a way to mitigate any undue adverse impacts to Riverside Drive and to the intersection of Riverside Drive and Hunt Club Road.
<b>Noise and Air Quality</b>	A Transportation Noise Feasibility Assessment has been prepared and submitted in support of the current applications. Specifically, the assessment looks at the noise impacts on the proposed school and residential uses. Given the proximity of the subject property to the Airport, significant attention has been paid to the impacts of the airport on the proposed noise sensitive land uses. The assessment makes recommendations that will mitigate the noise levels to acceptable levels.

**The proposed development conforms to the design and compatibility criteria put forth in Sections 2.5.1 and 4.11 of the Official Plan.**

#### 4.2.5 Cultural Heritage Resources

As noted in Section 4.1, the Rideau River and Canal is a World Heritage Site and a National Historic Site, and a Canadian Heritage River. Policy 1 of Section 4.6.3 of the Official Plan states that the City will conserve the natural environment, cultural heritage, scenic qualities, and recreational potential of the Ottawa River, Rideau River and Rideau Canal by:

- / Reviewing development applications adjacent to these rivers and canal to ensure that the visual quality of the waterway and view from the waterway, as well as natural and cultural features, are evaluated. In this respect, a cultural heritage impact statement, as described in Section 4.6.1, will be required for any development application adjacent to the Rideau River and Canal;
- / Prohibiting pits and quarries along the Ottawa and Rideau Rivers; and,
- / Prohibiting land uses that require outside storage or large paved areas or that produce noise, fumes and dust.

Policy 4 states that public access to shorelines will be pursued through various means to secure access along the shoreline by requiring that land be dedicated for public purposes.

**The proposed development intends to dedicate the lands along the Rideau River to the City for public purposes to connect the lands to the north and south that are already owned by the City. The impact of the proposed development on the River has been evaluated through a Cultural Heritage Impact Statement prepared by Contentworks Inc. which concludes that the proposed development is appropriate for the subject property.**

#### 4.2.6 Land Use Constraints Due to Airport and Aircraft Operations

Schedule K of the Official Plan identifies Environmental Constraints and identifies the subject property as being located within the “Airport Vicinity Development Zone (AVDZ)”. The boundary of the AVDZ is based on the most restrictive of either the 25 NEF and NEP contours (the 25 noise composite line) as well as the ‘Outer Limitation’ and ‘Bird Hazard Zone’ boundaries as defined by the Ottawa Airport Zoning Regulations.

Per Section 4.8.6 of the Official Plan, noise-sensitive uses (e.g. schools, mid and high rise residential) are permitted between the 25 NEF/NEP noise composite line and the boundary of the Ottawa Airport Operating Influence Zone provided the noise is attenuated. Where residential and noise sensitive uses are proposed these are subject to the preparation of a Noise Control Detailed Study and implementation of the noise study recommendations that result.

The proposed development is located within the AVDZ and therefore the proposed noise sensitive land uses (school and residential) are permitted, provided the noise is attenuated. Gradient Wind Engineering has prepared a Transportation Noise Feasibility Assessment for the Zoning By-law Application submission which concludes that upgraded building components, central air conditioning and warning clauses will appropriately attenuate the noise to appropriate levels. These recommendations can be implemented through the current Plan of Condominium application and through future Site Plan Control applications to ensure that they are implemented in the future buildings.

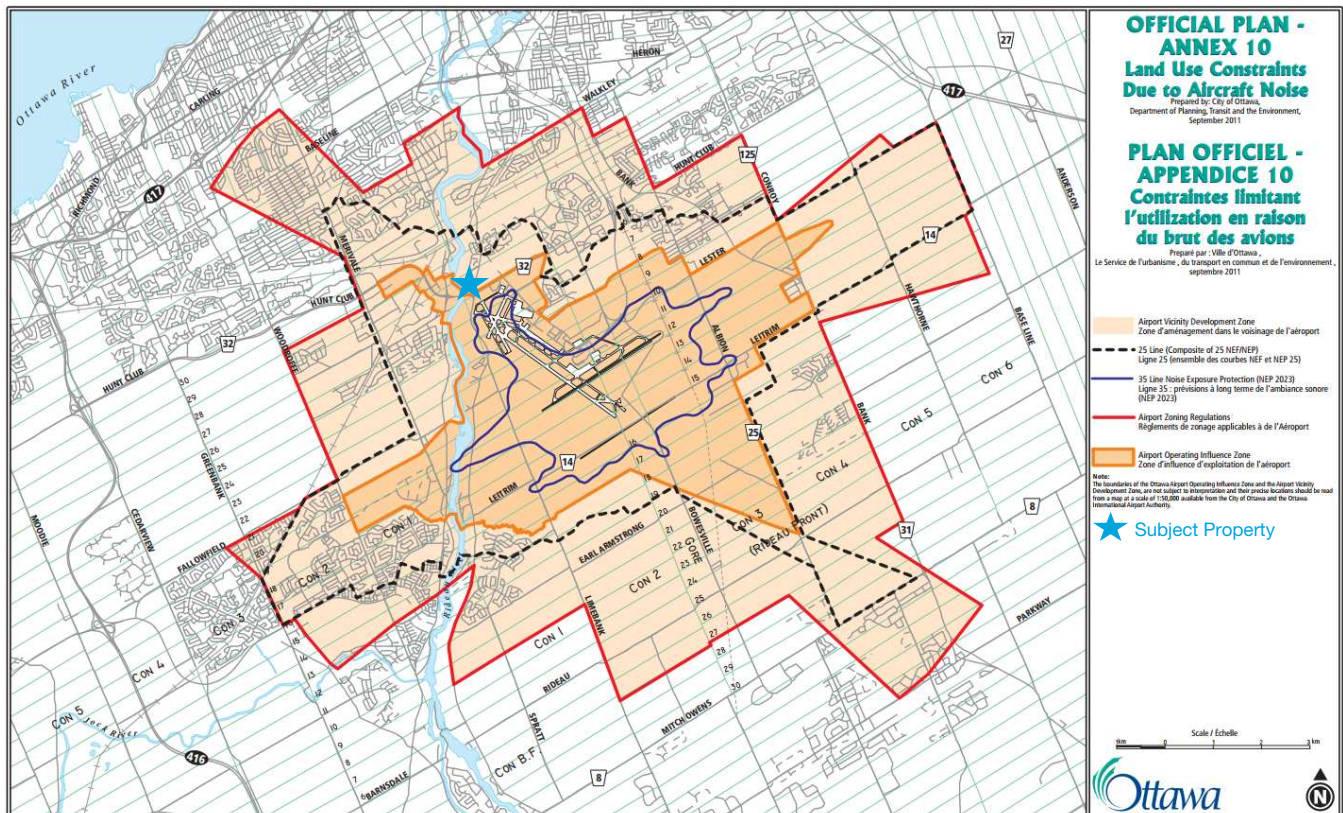


Figure 5: Annex 10 of the Official Plan - Land Use Constraints due to Aircraft Noise

Policy 8 of Section 4.8.6 of the Official Plan states that within the AVDZ, noise sensitive uses will be permitted between the 25 NEF/NEP contour lines, provided appropriate noise attenuation measures are in place.

Subdivision, part lot control, site plan control, and consent applications (and presumably also the proposed Plan of Condominium application) for residential and noise-sensitive uses require either:

- / A detailed noise study consistent with the Environmental Noise Control Guidelines that includes recommendations for noise control measures to meet Provincial criteria and provide an appropriate warning clause; or,
- / Application of the Technical Standard Prescribed Measures to Address Airport Noise (applicable only to residential housing).

**The proposed development is located within the AVDZ and within the 25 NEF/NEP line. A detailed noise study consistent with the Environmental Noise Control Guidelines has been prepared by Gradient Wind Engineering Inc. to evaluate the impact of the proposed uses and development. Recommendations made in that report will be implemented through the Plan of Condominium application and future Site Plan Control applications.**

Policy 9 states that proposed development in the vicinity of the Ottawa Airport must comply with the Ottawa Airport Zoning Regulations which are comprised of four (4) categories of restrictive clauses relating to building heights, interference with communication, natural growth, and bird hazard.

**The proposed Zoning By-law Amendment proposes only to add permitted uses to the subject property and does not contemplate changes to the previously approved building heights. The previous Zoning By-law Amendment approval in 2010 established the appropriate heights for the subject property given the airport operations, permitting building heights up to 137 metres above sea level (approximately 14 to 18 storeys, dependent on the location within the subject property).**

#### 4.2.7 Transportation Network

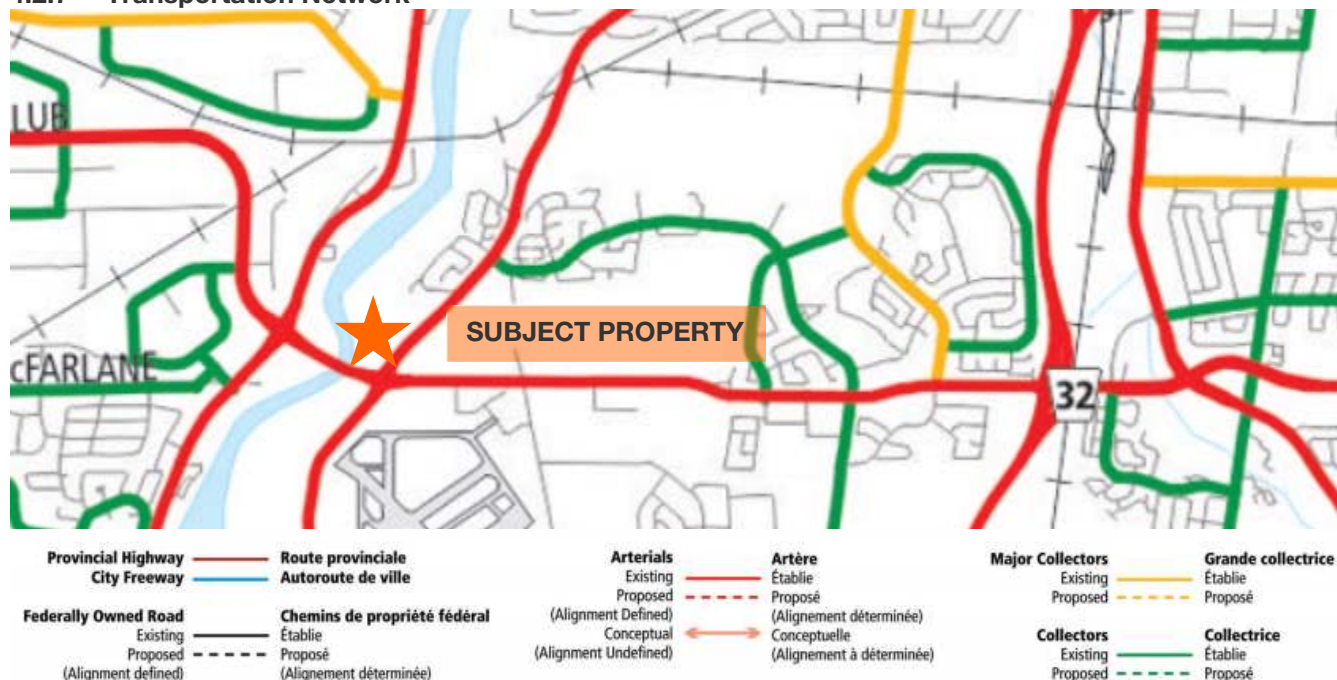


Figure 6: Schedule E - Urban Road Network

The subject property is adjacent to two major arterial roads within the City as identified on Schedule E of the Official Plan. Arterial roads are the major roads of the City that carry large volumes of traffic over the longest

distances. Both Hunt Club Road and Riverside Drive facilitate east-west and north-south routes across the city. On the west side of the Rideau River, Prince of Wales Drive provides another north-south route.

#### 4.2.8 Rapid Transit Network

As per Schedule D: Rapid Transit Network of the Official Plan, the subject property is located at the intersection of two rapid transit corridors along Riverside Drive and Hunt Club Road. The nearest rapid transit station is located east along Hunt Club Road, at the intersection with Bank Street. The Greenboro station is the current terminus of the north-south Trillium Line of the O-Train system. In the planned Stage 2 LRT expansion, the Trillium Line will be extended south to Bowesville Road.

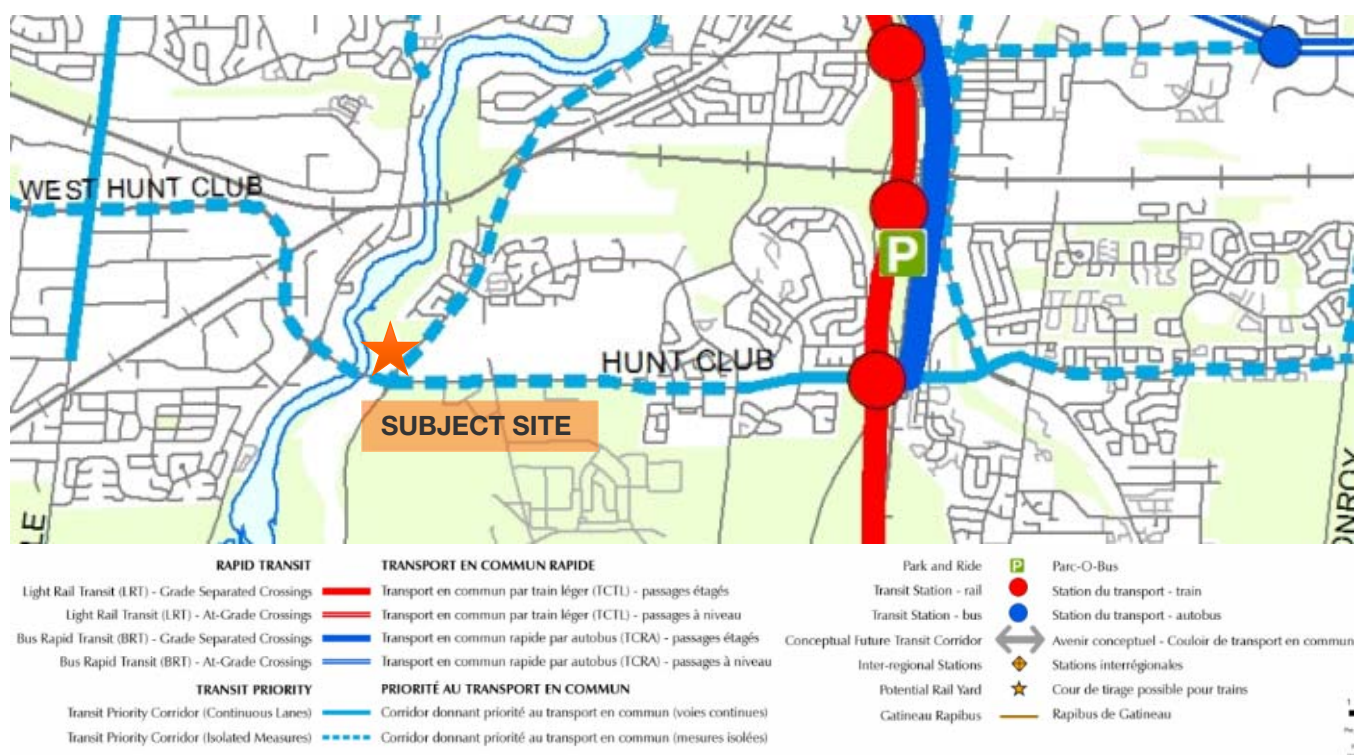


Figure 7: Schedule D - Rapid Transit and Transit Priority Network

#### 4.2.9 Scenic Entry Routes

Schedule I of the Official Plan designates both Hunt Club Road and Riverside Drive as Scenic-Entry Routes to the City. Scenic-Entry Routes include a range of road types, such as highways, parkways, arterial roads and local streets which can be traveled by vehicle, bus, bicycle and/or by foot. They form a network that links major tourist, recreation, heritage and natural environment destinations in and around Ottawa and create a first impression on those visiting the City for personal or business purposes. The OP notes that the Riverside Drive route is unique in that it contributes to the continuity of the Green space Network through its corridor design.

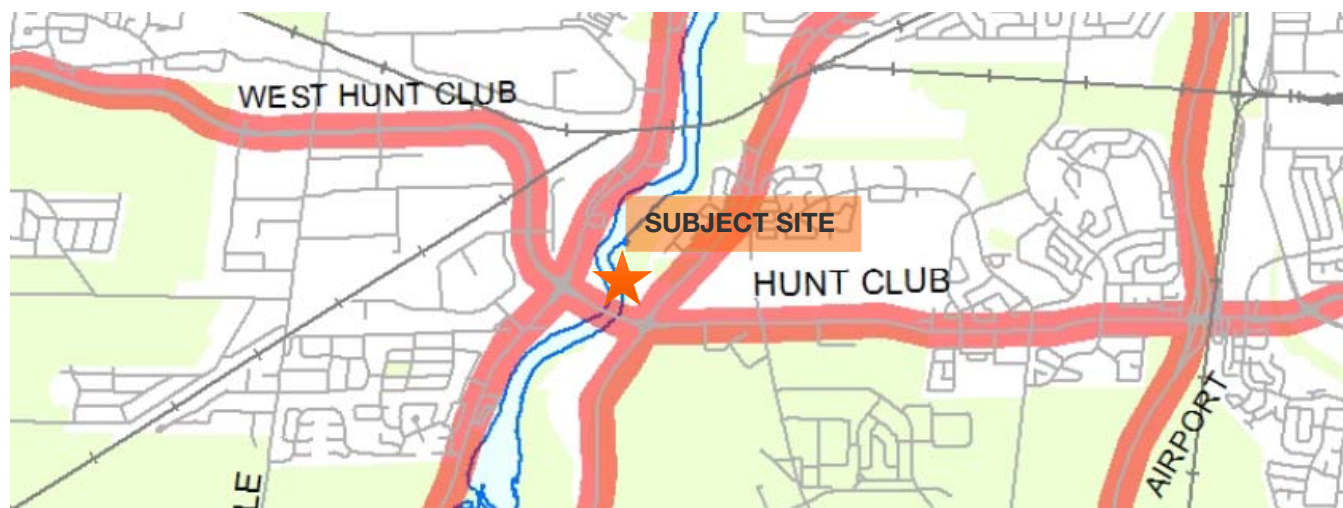


Figure 8: Schedule I - Scenic Entry Routes

### 4.3 City of Ottawa Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and land use designations. Ottawa Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013 and it was subsequently approved by the Ministry of Municipal Affairs and Housing (MMAH).

A pre-hearing held in early 2018 resolved some of the outstanding appeals. The changes resulting from this hearing have been incorporated into the discussion on the Official Plan in Section 4.2 of this report. A review of the outstanding appeals revealed no further changes that might affect the discussion of Section 4.2.

The policies of the General Urban Area designation have been revised by OPA 150 to restrict building height to four (4) storeys, unless existing zoning permits greater heights. OPA 150 also places extra importance on the proximity of sites to the Transit Priority Corridors, specifically within 400 metres walking distance.

**The subject property is already zoned for heights up to 137 metres Above Sea Level which permits a 14 to 18 storey building on the subject property. The proposed Zoning By-law Amendment and Plan of Condominium do not propose to alter the existing building height permissions. The subject property is also located adjacent to two (2) Transit Priority Corridors identified in OPA 150 (Hunt Club Road and Riverside Drive) which provide connections to the nearest rapid transit station east along Hunt Club Road. The proposed development conforms to the policy revisions proposed through OPA 150.**

### 4.4 City of Ottawa Zoning By-law (2008-250)

The majority of the subject property is currently zoned “General Mixed Use, Subzone 1, Urban Exception 1719, Schedule 251, Maximum Height of 137 metres above sea level (GM1[1719] S251 H(137 A.S.L))”. The balance of the lands are zoned “Environmental Protection Zone (EP)”.

The General Mixed Use zone permits a range of uses including residential, commercial, institutional, and mixed-uses in areas designated General Urban Area in the City’s Official Plan. These uses are typically large and serve or draw from broader areas than the surrounding community, often resulting in traffic, noise, or other impacts which require mitigation.

The Environmental Protection zone recognizes lands which are designated in the Official Plan as Significant wetlands, Natural Environment Areas and Urban Natural Features that contain important environmental

resources which must be protected for ecological, educational and recreational reason. This zone has limited permitted land uses as to protect the urban natural features.

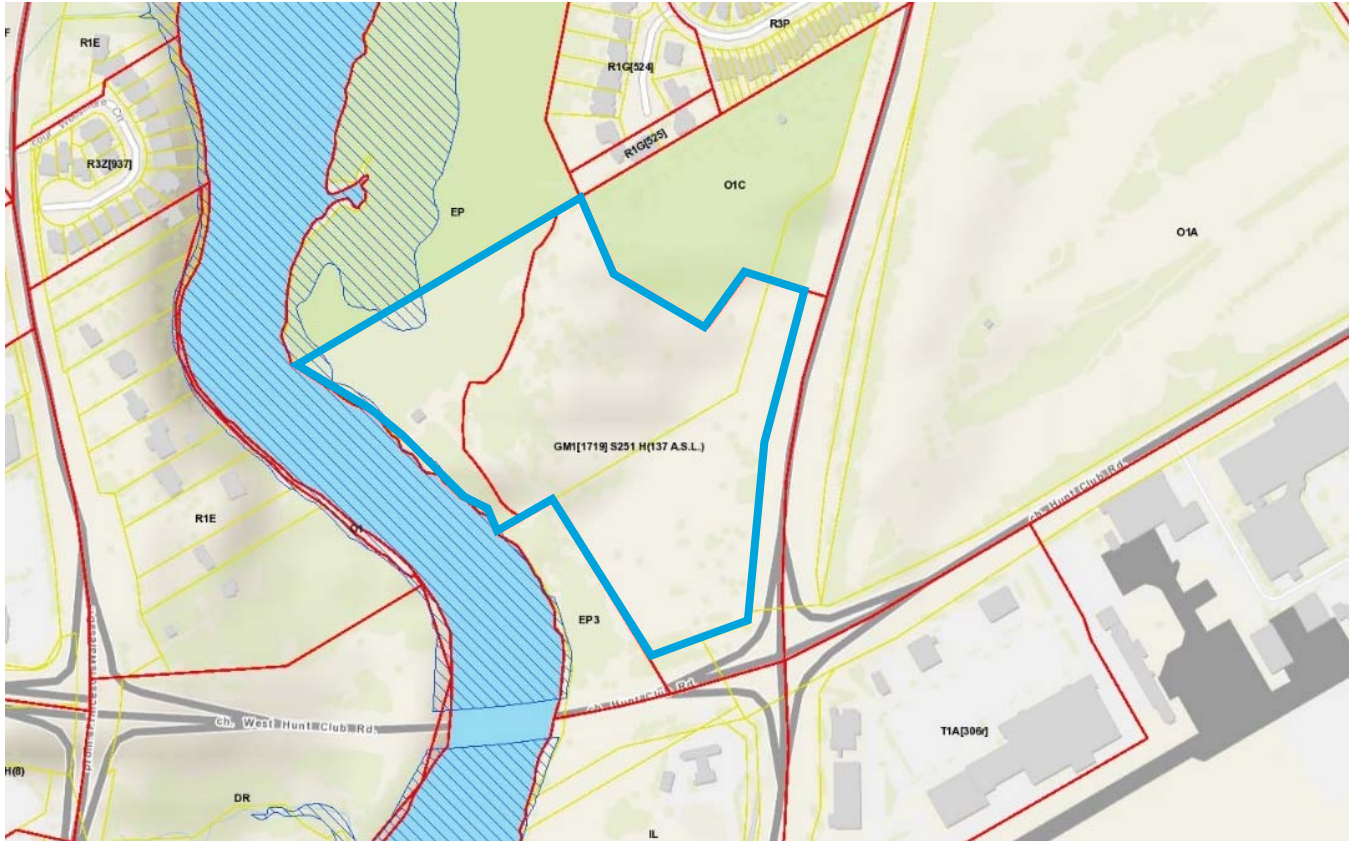


Figure 9: City of Ottawa Zoning By-law

The GM zone permits a range of residential and non-residential uses, including low and mid-rise apartments, retirement homes, residential care facilities, townhomes, retail uses, restaurants, places of assembly, hotel, service and repair shops, drive-through facilities, hotels, and office uses, amongst several others.

Subzone 1 states that no more than 50% of the permitted floor space index may be used for certain specific uses.

Exception 1719 specifically prohibits all residential uses except for retirement homes and residential care facilities. The exception also:

- / Limits commercial uses to 60,385 square metres of gross floor area;
- / Permits an amusement centre, bar, cinema, place of assembly limited to a club, nightclub and theatre as conditional uses when they are located in the same building or on the same lot as a broadcasting station, hotel, medical facility, office, production studio, research and development centre or training centre, and provided that the total cumulative gross floor area occupied by these uses does not exceed an equivalent amount of total cumulative gross floor area of the other uses in the building, or on the lot;
- / Specifies a parking rate of 1.8 spaces per 100 square metres of floor area required for office uses greater than 2,500 square metres in gross floor area;
- / Restricts the number of dwelling units within a retirement home to 40% of the total units;

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- / Prohibits retirement home and residential care facilities within Area A on Schedule 251 maximum of 40% of the units in a retirement home can be dwelling units; and,
  - / Permits a parking lot for a park on an adjacent property.

Area A of Schedule 251 is the southwest corner of the subject property. The purpose of the schedule is to restrict residential uses within this area on the schedule.

Section 70 of the Zoning By-law contains zoning provisions relating to the protection of airport operations. Schedule 6 of the Zoning By-law defines the Airport Vicinity Development Zone, consistent with the Official Plan policies. The subject property is within the Vicinity Zone per Schedule 6. The Zoning By-law refers to the policies of the Official Plan discussed in Section 4.2 of this report.

**The proposed Plan of Condominium application complies with the provisions of the existing zoning for the lands. The proposed hotel, retirement home/residential care facility, and retail block are all permitted uses presently. The appropriateness of the proposed additional land uses are discussed below.**

#### **4.4.1 Auto Dealership**

The character of Hunt Club Road is characterized by a number of existing auto dealerships, gas bars, and retail centres, all also located within the General Urban Area and the GM zone. The dealerships are currently anticipated for Unit 3 of the Plan of Condominium however the request is to permit the use anywhere on the subject property.

The proposed auto dealership use would permit a two (2) storey building along Hunt Club, addressing the grade change with service bays conceptually located on the first floor, below the grade of Hunt Club and Riverside and the showroom on the floor above. The showroom could feature significant glazing which will serve to animate and the street, appropriately addressing the context of Hunt Club Road as a major six (6) lane arterial.

**The Official Plan policies of the General Urban Area designation permit uses that may generate traffic, noise or other impacts and uses that are often large and draw from broader areas. The Official Plan directs these uses to major arterials and to locations “on the perimeter of, or isolated from, established residential neighbourhoods”. The subject property is located on the perimeter of the community, with significant separation to the residential community to the north.**

**As demonstrated in the Concept Plan, the proposed auto dealerships satisfy the criteria set out in Section 3.3, policy 7 for uses requiring land area for outdoor storage, sale, or service of goods. Firstly, the proposed use, as discussed in Section 4.2 above, conforms to the policy direction of Section 2.5.1 and 4.11 of the Official Plan. As future detailed Site Plan Control applications are submitted to permit the development of individual blocks, these policies will be discussed in greater detail.**

**The site has direct access to Riverside Drive, an arterial road within the City. The proposed access is a full-movement access that will allow for the safe and efficient circulation of vehicles accessing the site.**

**The conceptual location of the auto dealerships adjacent to Hunt Club Road allows them to, as described above, address the street and the grade differential so as to animate the wide Hunt Club Road arterial. The conceptual buildings address the corners of the site and occupy the majority of the frontage on Hunt Club Road. The grade change also mitigates the views of any stored vehicles on the property behind the buildings as they will be lower than street level and out of view of most drivers and pedestrians. Future Site Plan Control applications will provide the opportunity and mechanism to prescribe the exterior materials and treatment of the buildings.**

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Finally, the proposed auto dealership use does not propose to store any vehicles within the municipal right-of-way.

The proposed auto dealership use conforms to the policies of the General Urban Area designation in the Official Plan and is an appropriate use for the subject property.

#### 4.4.2 School

The request to permit a school is to accommodate a private school. Conceptually, the school is located on Unit 1 in the Plan of Condominium, adjacent to the municipal park. As a private school, the area required is significantly less than that of a public school and the concept plan has been developed in coordination with the potential school user.

The proposed school use within the General Urban Area designation is common throughout the City. However, schools are typically zoned “Institutional” and therefore are not as common within the General Mixed-Use Zone. Subzone 24 of the GM zone does permit a school. This zone applies to major shopping centres including Bayshore and Carlingwood Shopping Centres.

Further, schools are permitted in other mixed-use zones including the Arterial Mainstreet zone, Mixed-Use Centre zone, Mixed-Use Downtown zone, Transit Oriented Development zone and Traditional Mainstreet zone. The purpose of the GM zone stated in Section 187 of the Zoning By-law is to allow residential, commercial, and institutional uses in the General Urban Area. The zone is also intended to accommodate uses that draw from a broad area and which may generate traffic or noise.

As discussed above, a school is considered a noise sensitive land use and therefore a detailed noise study was completed by Gradient Wind Engineering to support the Zoning By-law Amendment request. The study concludes that upgraded building components, central air conditioning, and warning clauses will appropriately address the potential noise impacts caused by the arterial roads and by aircraft.

In our opinion, the request to add a school to the permitted uses on the subject property is both reasonable and appropriate.

#### 4.4.3 Mid and High Rise Residential Apartment Dwellings and Dwelling Units

The final use request is to permit mid and high rise residential uses on the subject property. The proposed uses are not shown on the Concept Plan but would likely be located on Unit 2 within the Plan of Condominium. As discussed above, the current zoning prohibits all residential uses except for retirement homes and/or residential care facilities.

The current request is to permit dwelling units and apartment dwellings in a mid-rise (5 to 9 storeys) or high-rise (10+ storeys) form. The GM parent zone permits mid-rise residential on other properties however does not permit high-rise. The request for high-rise is not a request to increase the permitted building height, but rather to recognize the existing height permission on the property of 137 metres above sea level. Given the grades of the property, the maximum height would permit buildings along the River of approximately 18 storeys. Closer to the intersection of Hunt Club and Riverside, the permitted height would be closer to 14 storeys.

The General Urban Area designation in the Official Plan permits residential uses. The 2010 Zoning By-law Amendment permitted retirement homes and residential care facilities on the subject lands. At the time, it was recognized that the request was consistent with the intent of the Official Plan and that the amendment would allow residential in proximity to existing and developing supportive services.

Similarly, the request to add residential uses conforms to the intent of the OP and utilizes existing infrastructure and public service facilities to intensify a vacant property within the built up area of the

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**City.** The mixed-use development would provide a range of services on site, adding to the existing services on the surrounding area.

As noted in the 2010 staff report, the existing prohibition of residential uses on the site comes from the NEF and NEP lines, consistent with Section 4.8.7 of the Official Plan, that were in effect when the provisions were established. In 2005, the Official Plan was amended and Schedule K revised to reflect a reduction in the area of the Airport Operating Influence Zone (AOIZ), which removed the subject property from the influence zone. As noted above, the subject property is still within the Airport Vicinity Development Zone (AVDZ).

With the removal of the subject property from the AOIZ, the restriction on residential development was also removed. The new precise contour lines were implemented through Schedule 251 of the Zoning By-law, restricting residential uses in the southwest corner of the subject property. The staff report states “Therefore, it is recommended that the prohibition on residential uses only remain in effect on a small portion of the southwest part of the property”. Despite this, the restriction on residential uses remains in place, except for retirement homes and residential care facilities.

While the policies of the Official Plan are no longer as restrictive as they previously were, there is still a requirement to complete a detailed noise study to evaluate the noise impacts of the proximity to the airport and to recommend appropriate warning clauses. This study was completed and concluded that upgraded building components, central air conditioning, and warning clauses will appropriately address the potential noise impacts caused by aircraft.

Given the subject property’s location outside of the AOIZ, and the previous zoning schedule introduced to prohibit residential uses on a small portion of the site that lies within the 30 NEF/NEP contours, and the conclusions of the noise study, it is our opinion that the request to add mid and high rise apartment dwellings, as well as dwelling units, as permitted uses on the subject property is appropriate.

The request to add high rise apartment dwelling to the list of permitted uses is appropriate given the existing building height permissions on the subject property. The current zoning would permit an 18 storey office building which would have a greater impact than an 18 storey residential building which would typically feature small floorplates and generally less mass.

The request to permit “dwelling unit” is intended to allow mixed-use buildings on the subject property whereas the mid and high rise apartment dwelling use would be for stand-alone residential buildings only.

In considering the proposed development and the applicable policy framework, it is our professional opinion that the proposed development represents good planning and is in the public interest for the following reasons:

### **Consistent with the Provincial Policy Statement**

The development is consistent with the Provincial Policy Statement in that it seeks to develop an area within the City of Ottawa's Urban Area that contributes to the range of housing types and services within the community. The proposed development will utilize existing infrastructure and public service facilities, while also recognizing the adjacent cultural heritage resource in the Rideau River.

### **Conforms to the Official Plan**

The proposal conforms to the goals, policies and objectives of the Official Plan and the General Urban Area designation. The proposed uses are appropriate for the General Urban Area and the specific criteria for certain uses (i.e. auto dealerships) have been satisfied by the proposed development. The proposed development is generally compatible with the surrounding context and character of the adjacent areas. This will also be evaluated further through future detailed Site Plan Control applications.

### **Has Regard for Official Plan Amendment No. 150**

The proposal conforms to the policies of Official Plan Amendment No. 150 and the revised policies of the General Urban Area. The existing zoning of the subject property permits heights greater than those proposed by OPA 150 within the General Urban Area, however no change to the permitted heights is proposed through these applications.

### **Maintains the Intent of the Zoning By-law**


The proposed Zoning By-law Amendment would allow "auto dealerships", "school", "apartment dwelling, mid rise", "apartment dwelling, high rise", and "dwelling unit" as permitted uses on the subject property. The GM zone is intended to permit a range of uses, including residential, commercial, and institutional uses, often which draw on a broader area and generate traffic or noise. The proposed uses conform to the policies of the Official Plan and are appropriate for the context of the site.

### **Plan of Condominium Facilitates the Orderly Development of the Lands**

The proposed Vacant Land Plan of Condominium is appropriate for the scale and context in which it is planned. The Plan will establish a framework for the development of the subject property that will facilitate future Site Plan Control applications and development approvals.

### **Represents Good Planning**

Based on the above discussion, it is our professional opinion that the proposed development is compatible with the existing and planned land uses in the surrounding area, conforms to the policies, goals, and objectives of the Official Plan, complies to the intent of the Zoning By-law that the proposed Zoning By-law Amendment is appropriate for the future development of the site.



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