

**Report to  
Rapport au:**

**Planning Committee / Comité de l'urbanisme  
July 11, 2017 / 11 juillet 2017**

**and Council / et au Conseil  
August 23, 2017 / 23 août 2017**

**Submitted on June 20, 2017  
Soumis le 20 juin 2017**

**Submitted by  
Soumis par:**

**Lee Ann Snedden,  
Director / Directrice,**

**Planning Services / Service de la planification**

**Planning, Infrastructure and Economic Development Department / Direction  
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**Ward: CUMBERLAND (19)**

**File Number: ACS2017-PIE-PS-0096**

**SUBJECT: Zoning By-law Amendment – 2025 Mer Bleue Road and 4200 Innes  
Road**

**OBJET: Zonage du Règlement – 2025, chemin Mer Bleue et 4200, chemin  
Innes**

#### **REPORT RECOMMENDATIONS**

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 2025 Mer Bleue Road and 4200 Innes Road to permit a mixed-use development, as detailed in Document 2.**

2. That Planning 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 City Clerk and Solicitor’s Office and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to Bill 73 ‘Explanation Requirements’ at the City Council Meeting of 23 August 2017” 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’urbanisme recommande au Conseil d’approuver une modification au Règlement de zonage 2008-250 visant le 2025, chemin Mer Bleue et le 4200, chemin Innes, afin de permettre un aménagement polyvalent, comme l’expose en détail le document 2.
2. Que le Comité de l’urbanisme donne son approbation à ce 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 de l’avocat général 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 du projet de loi 73 », à la réunion du Conseil municipal prévue le 23 août 2017, à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

## 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

2025 Mer Bleue Road and 4200 Innes Road

### Owner

Mer Bleue Orleans Co-Tenancy

## **Applicant**

Lloyd Phillips & Associates Ltd.

## **Description of site and surroundings**

The site is located southeast of the Mer Bleue Road and Innes Road intersection within the Orleans Community. The site is approximately 20.8 hectares in size with a frontage of 405.7 metres on Innes Road and 211.7 metres on Mer Bleue Road. The surrounding properties contain a mix of uses including low density residential housing north of Innes Road and large format commercial developments to the east and west of the site.

South east of the site there are three automobile dealerships and the rest of the land to the south is vacant industrial land.

## **Summary of requested Zoning By-law amendment proposal**

All of 2025 Mer Bleue Road and a portion of 4200 Innes Road are currently zoned Arterial Mainstreet, exception 1607, Height 21 metres, -holding symbol, while the remaining portion of 4200 Innes Road is zoned General Industrial, exception 1608, Height 21 metres, -holding symbol. The exception and holding symbol limit the amount of Gross Leasable Floor Area (GLFA) of retail space on the site until a minimum amount of office space is constructed, that a Traffic Study has been provided and that sanitary sewer are constructed and connected with the Tenth Line Road sanitary pumping station. The Traffic Study and sanitary sewers have been completed.

The applicant is requesting to amend the zoning to allow for the removal of the office space requirements, due to the lack of demand for office space on Innes Road. They have also asked to increase the permitted height to permit 12 storey buildings. They have since revised the request to increase the height to only the AM zone portion of 4200 Innes Road as a result of public comments from the residents located north of Innes. Finally, the owner has requested that a Long-term Care Facility use be added to those permitted uses on the IG zoned portion of 4200 Innes Road. Council approved a motion to Official Plan Amendment (OPA) 180 permitting a Long-term Care Facility on this site. Zoning permission will be granted once OPA 180 comes into full force and effect.

## **Brief history of proposal**

The present zoning on the properties was approved by Council December 2007. The zoning reflects the development concerns at the time, mainly that there was sufficient services and roads for the amount of development that could be accommodated on this

site. Further, these properties were part of the Employment area as well as being designated as Arterial Mainstreet in the Official plan. So there was consideration for requiring office space on the site to provide employment.

Over the years, the owner has invested in the sanitary sewer and has severed some property fronting on Mer Bleue Road to three automobile dealerships. The owner is now in the final stages of planning the first phase of their retail development at the Innes and Mer Bleue intersection. This phase will result in the construction of the maximum amount of retail GLFA before constructing new office space is required under the existing hold provisions. Over the years the owner has been unsuccessful in marketing the office space and is now considering a mixed retail and residential development over the AM lands and a Long-term Care Facility in the IG lands.

The subject property is a large site and will not be developed as a single block. A subdivision application will be submitted to create public streets and smaller development sites. The streets will provide access through the site from Innes Road to the future extension of Vanguard Drive to the south. Street alignment will be determined in the future.

## **DISCUSSION**

### **Public consultation**

The application to rezone the property was circulated as per the City's notification and consultation policy. Staff received seven comments from local residents and two area businesses. No public meetings were held in the community. The responses to their comments are attached in Document 3.

### **Official Plan designations**

The site is designated as Arterial Mainstreet along Innes Road and Employment Lands on Schedule B of the Official Plan. The Official Plan does not set a limit to the depth of the Mainstreet designated. This resulted in the present AM zoning extending beyond 200 metres from Innes Road, which will be the maximum extent of the Mainstreet designation after OPA 150 is implemented. The Arterial Mainstreet Street policies promote intensification through compact forms which will achieve a mixed-use and pedestrian-orientation development. New developing areas provide an opportunity to achieve these goals from the outset for the development of a new Mainstreet. The Official Plan supports building heights of up to nine storeys on Arterial Mainstreets and may consider greater heights subject to the following: when the property is within 600 metres of Transit Station identified on Schedule D; and where a community design plan

identifies a suitable location. The southern half of 4200 Innes Road lies within 600 metres of the future transit station on Mer Bleue Road, and this property is within the community design plan now being undertaken.

The eastern half of 4200 Innes Road is designated as Employment Area. These lands provide for a wide range of economic activities from advanced technology to traditional jobs. The intent is to maintain a sufficient supply of land for this range of activities for the long-term economic health of the community.

As a result of appeals made to OPA 150 a review of the Employment Lands was undertaken, which reduced the size of the South Orleans Industrial Park. The eastern half of 4200 Innes Road remained in the Employment Lands designation. However, a motion was approved in OPA 180 that would allow for a Long-term Care Facility on this property. OPA 150 is still under appeal and OPA180 is expected to be accepted by the Ministry.

### **Urban Design Review Panel**

The proposed Zoning By-law Amendment was exempted from the Urban Design Review Panel (UDRP) process. Generally, planning applications on an Arterial Mainstreets are within the Design Priority Area, however, when considering applications on large deep lots, the Panel co-ordinator has discretion for proposals that have impacts located more than 40 metres from the Right-of-way. The intent is to focus the Panel's efforts on the lands closest to the public realm.

This application to change the holding provisions and allow the Long-term Care Facility will have no impact on the streetscape of Mer Bleue or Innes Roads. The original amendment requested to increased the building height from 21 metres to 40 metres over the entire area zoned AM, including lands within 40 metres of the Right-of-way. The applicant amended their request by scaling back the area where the increased height will be permitted, thereby removing any impacts to the public realm along the Arterial Mainstreets.

However, through the site plan control process, applications located on this site will be reviewed by the UDRP in the future.

### **Planning Rationale**

The proposed zoning amendments are consistent with the policies of the Official Plan to have a mix of uses and a variety of built forms along the Arterial Mainstreets.

The focus of the existing hold provisions needs to change from setting limits on development to emphasising orderly development. The office space requirements have proven to be unachievable and place undue restrictions on the development of these lands, which are restrictions not found on other properties fronting Innes Road.

A portion of the site lies within 600 metres of the future transit station on Mer Bleue Road allowing for taller buildings to be considered. Taller buildings will not be permitted along Innes Road minimizing the impact on existing low-rise houses. The zoning will permit non-residential uses on the ground floors of these buildings to create an urban enclave.

Adding the Long-term Care Facility to the permitted uses on the south eastern portion of the property is consistent with the motion approved by Council to OPA 180. The proposed zoning will further require that this use be located adjacent to the AM zoned portion of this property to ensure that the facility is not isolated from other residential uses.

As the concept plan has not been finalized, holding symbols will remain on both zones until an application for a subdivision is draft approved. The subdivision will delineate the location of public streets and park(s) that are required to serve future residences and set the framework for development of the site.

### **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor Blais is aware of the report and its recommendations.

“I am very concerned that Smart Reit and RioCan cannot find it within themselves to agree to have common access across their site, improving connectivity and delivering a better overall experience for clients of both malls. The failure to achieve this connection will only force more traffic onto Innes Road during the busiest times – when Innes Road is already beyond congested.

As a result this project, which is full of potential, will do little to improve the quality of life for Orléans residents.”

### **LEGAL IMPLICATIONS**

There are no legal impediments to adopting the recommendations in this report.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

### **ACCESSIBILITY IMPACTS**

The proposed Zoning By-law amendment will have no impact on the accessibility of the site. Future subdivision and site plan control applications will address personal accessibility.

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

EP2 – Support growth of local economy.

HC1 – Advance equity and inclusion for the city’s diverse population.

HC3 – Create new and affordable housing options.

### **APPLICATION PROCESS TIMELINE STATUS**

This application was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

### **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

**CONCLUSION**

The department is recommending approval of the Zoning By-law amendment as it conforms to the policies of the Official Plan. The department is also recommending that a holding symbol remain in place on the site until a draft plan of subdivision is approved containing conditions related to the orderly development of the site, public streets, a park and suitable lot fabric.

**DISPOSITION**

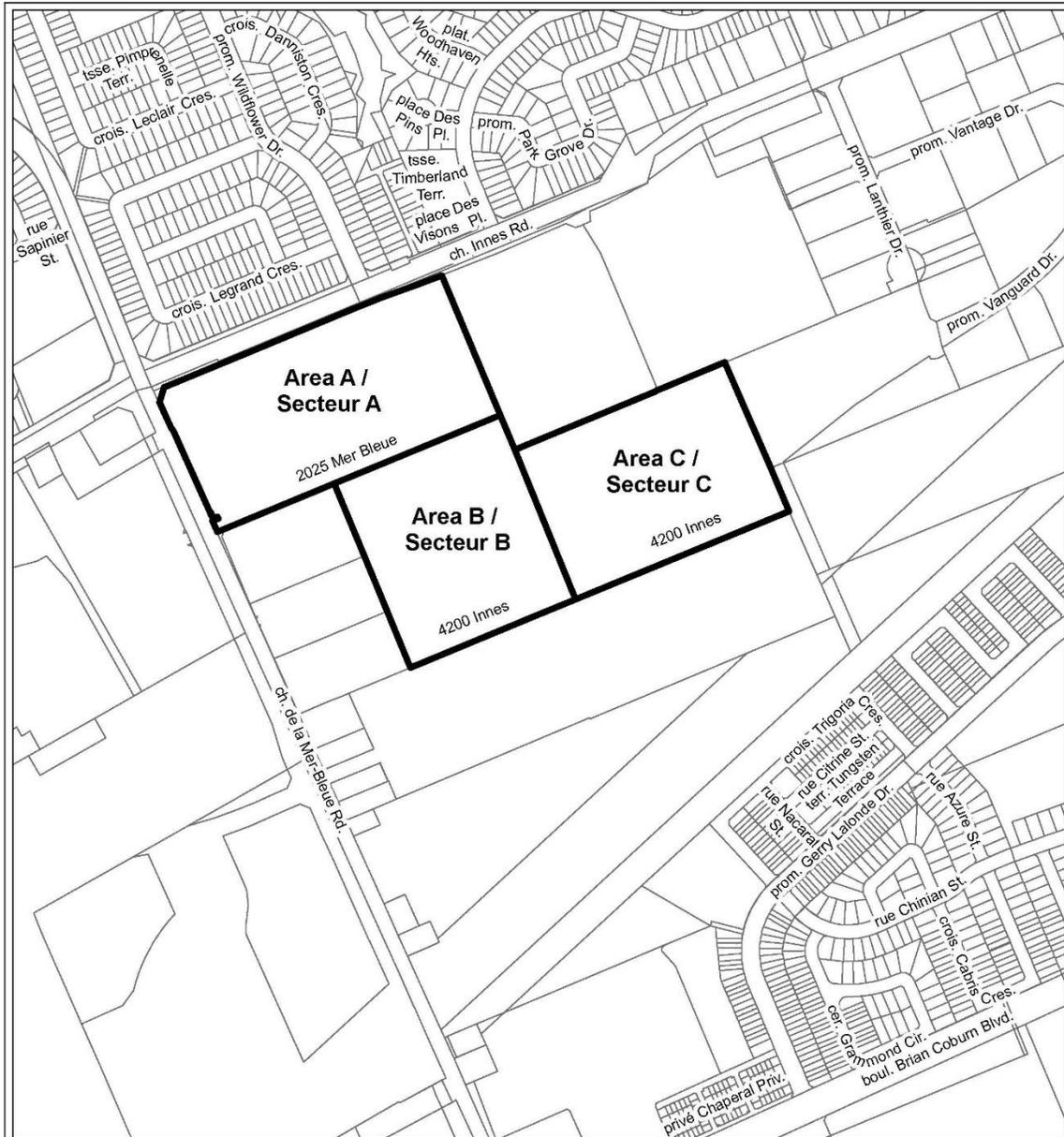
Legislative Services, Office of the City Clerk and Solicitor to notify the owner; applicant; Ottawa Scene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

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, Office of the City Clerk and Solicitor to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-17-0006	17-0904-X	<b>2025 chemin Mer-Bleue Road</b> <b>4200 chemin Innes Road</b>	
I:\CO\2017\Zoning\Merbleue\2025_Innes_4200_rezone		 Area A to be rezoned from AM[1607] H(21)-h to AM[xxx1] H(21) Le zonage du secteur A sera modifié de AM[1607] H(21)-h à AM[xxx1] H(21)	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers                  All rights reserved. May not be produced without permission                  THIS IS NOT A PLAN OF SURVEY</small>		Area B to be rezoned from AM[1607] H(21)-h to AM[xxx2] H(40)-h Le zonage du secteur B sera modifié de AM[1607] H(21)-h à AM[xxx2] H(40)-h	
<small>©Les données de parcelles appartiennent à Teranet Entreprises Inc.                  et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit                  sans autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE</small>		Area C - no change Le zonage du secteur C - ne change pas	
REVISION / RÉVISION - 2017 / 06 / 26			

## Document 2 – Details of Recommended Zoning

The proposed changes to the City of Ottawa Zoning By-law No. 2008-250 for 2025 Mer Bleue Road and 4200 Innes Road are as follows:

1. Rezone the lands as shown in Document 1 as follows:
  - a. Area A from AM [1607] H(21)-h to AM [xxx1] H(21); and,
  - b. Area B from AM [1607] H(21)-h to AM [xxx2] H(40)-h
2. Amend Section 239 – Urban Exceptions, with provisions similar in intent to the following:
  - a. Create a new Exception, [xxx1], with provisions similar in intent to the following:
    - i. In Column II, add the text, “AM[xxx1] H(21)”;
    - ii. In Column IV, add the following text:
      - “- amusement park
      - automobile dealership
      - automobile service station
      - gas bar”; and,
    - iii. In Column V, add the following text:
      - “- a carwash is only permitted when located within an accessory parking garage associated with another principal use
      - an automobile rental establishment may not display or store vehicles outdoors”.
  - b. Create a new Exception, [xxx2], with provisions similar in intent to the following:
    - i. In Column II, add the text, “AM [xxx2] H(40)-h”;
    - ii. In Column IV, add the following text:
      - “- all uses until such time as the holding symbol is removed;

- amusement park;
  - automobile dealership;
  - automobile service station;
  - gas bar;”;and
- iii. In Column V, add the following text:
- “- A carwash is only permitted when located within an accessory parking garage associated with another principal use;
  - An automobile rental establishment may not display or store vehicles outdoors;
  - For the purpose of this exception, a tower is that portion of a building over 6 storeys;
  - Towers are subject to the following provisions:
    - The minimum required lot area is 2,000 square metres
    - The minimum front and corner side yard setback for a tower is 4.5 metres
    - The minimum interior side and rear yard setback for a tower is 11.5 metres
    - The minimum separation distance between towers on the same lot is 23 metres
    - no projections are permitted to be located in the minimum required setbacks or in the minimum separation distance.
  - The holding symbol may not be removed until such time as there is a draft approved subdivision over the subject property, which addresses the following:
    - Proposes a public street network to the satisfaction of the General Manager of Planning Infrastructure and Economic Development, including a public street traveling south from Wildflower Drive to the southern property line within the AM [xxx2] H(40) zone;

Provides sufficient parkland on site, to the satisfaction of the General Manager of Planning Infrastructure and Economic Development”.

- c. Amend urban exception 1608 as follows:
- i. In Column III, add the text, “-residential care facility”;
  - ii. In Column IV, add the text, “-all uses until such time as the holding symbol is removed”, before the text, “all uses except:...”;
  - iii. Column IV is further amended by adding “catering establishment”; and, immediately following the text, “bank machine”; and,
  - iv. In column V, replace all of the text with the following:
    - “- A residential care facility must be located within 120 metres of the AM[xxx2] H(40) zone
    - Maximum lot coverage: 40%
    - The holding symbol may not be removed until such time as there is a draft approved subdivision over the subject property, which addresses the following”.

## Document 3 – Consultation Details

### Notification and Consultation Process

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. No public meetings were held in the community.

### Public Comments and Responses

1. Traffic on Innes Road will only get busier with the development of this site.

Traffic to and from this site makes up only a small part of the volume of vehicles using Innes Road. The construction of Brian Coburn Boulevard will help with the east/west volumes in the future.

2. Vehicles going to this site will choose to drive on Wildflower Drive to avoid traffic on Innes.

The traffic report does indicate that there will be around 20 more vehicles taking Wildflower Drive in the morning and evening peak hours. This is well below the design capacity of Wildflower Drive and will have a minimal impact on the residents.

3. Multi-storey buildings should not be allowed in the area identified as Phases 1, 2, or 3.

The request for taller buildings up to 40 metres (12-storeys) has been revised to only allow these buildings on 4200 Innes Road which is more than 200 metres south. Building Heights in Phase 1, 2, and 3 will not change.

4. The development on this property, including drive-through facilities, will increase the noise experience by those backing onto Innes Road. The existing City-owned fence is too low to mitigate the noise.

Noise sources will be evaluated through the site plan control process as applications are made on this site. This application is not making any changes to permit uses with a large noise signature. Drive-through facilities and outdoor patios are already permitted and need to be constructed and operated in accordance with the Noise By-law.