

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
10 April 2018 / 10 avril 2018**

**and Council
et au Conseil
25 April 2018 / 25 avril 2018**

**Submitted on 29 March 2018
Soumis le 29 mars 2018**

**Submitted by
Soumis par:**

**Lee Ann Snedden
Director / Directrice**

**Planning Services / Services de la planification
Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

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Ward: RIDEAU-ROCKCLIFFE (13)

File Number: ACS2018-PIE-PS-0045

**SUBJECT: Zoning By-law Amendment – 245 Squadron Crescent, 1400 Hemlock
Road and 775 Mikinak Road**

**OBJET: Modification au Règlement de zonage – 245, croissant Squadron,
1400, chemin Hemlock et 775, chemin Mikinak**

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve an amendment to
Zoning By-law 2008-250 for 245 Squadron Crescent, 1400 Hemlock Road,**

and 775 Mikinak Road to permit 301 townhouses and stacked townhouses within Wateridge Village, 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 25 April 2018," 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 n° 2008-250 pour le 245, croissant Squadron, le 1400, chemin Hemlock et le 775, chemin Mikinak afin de permettre l'aménagement de 301 maisons en rangée et maisons en rangée superposées dans le Village Wateridge, comme il est expliqué en détail dans 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 25 avril 2018, 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

245 Squadron Crescent, 1400 Hemlock Road, and 775 Mikinak Road

Owner and Applicant

Mattamy (Rockcliffe) Inc.

Architect

Q4A Architects

Description of site and surroundings

The site is located on the site of the former Canadian Forces Base (CFB) Rockcliffe, now known as Wateridge Village.

The 40,258.34 square metre site consists of three blocks in the Wateridge Village Phase 1B development. The downtown core is located approximately 6.5 kilometres west of the site. The National Research Council is located to the east of the site, and the Montfort Hospital is located approximately 600 metres to the south. The immediate surrounding property consist of vacant lands under development as part of Wateridge Village.

Summary of requested Zoning By-law amendment proposal

The Zoning By-law amendment has been submitted to modify associated performance standards with the proposed development, such as yard setbacks and visitor parking provisions. Block 15 includes a total of 125 townhouses. Blocks 22 and 24 include a total of 51 and 125 townhouses and stacked townhouses respectfully. Vehicular access is provided through a series of rear laneways. Pedestrian access through the blocks will be provided through easements as part of the Site Plan Control process. Centrally located mews run mid-block through Blocks 15 and 25 and accommodate pedestrian pathways, bioswales, landscaping and central gathering spaces adjacent to private yards.

Brief history of proposal

Original zoning for the overall Wateridge Village was approved by Council on December 9, 2015 and was based on the Former CFB Rockcliffe Secondary Plan and a submitted plan of subdivision. At the time when zoning was approved, detailed plans had not yet been submitted for each individual block within the Plan of Subdivision.

DISCUSSION

Public consultation

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. Two residents submitted comments, and three others requested to be notified.

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

Official Plan designation

According to Schedule B of the Official Plan, the property is designated as General Urban Area, which permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. Section 2.2.2 – Managing Intensification within the Urban Area references that intensification may occur in a variety of built forms from low-rise to high-rise, provided urban design and compatibility objectives are met.

The Official Plan includes strategic objectives related to parking including consideration of how to reduce the amount of land used for parking, through such measures as reductions in parking standards and consideration for waiving minimum parking requirements along with maximizing opportunities for on-street parking.

Other applicable policies and guidelines

The former CFB Rockcliffe Secondary Plan includes specific policies for residential land uses. Residential lands will permit the development of a wide range of housing types in order to accommodate the needs for diversity of future residents and households.

The former CFB Rockcliffe Community Design Plan (CDP) outlines how future development in this area should occur. The vision within the CDP is of a contemporary mixed-use community that is walkable, cycling supportive, transit-oriented and built at a human scale. The CDP accommodates up to three elementary schools, a range of residential building types as well as neighbourhood and community serving uses. The CDP includes a range of building heights and densities in order to create a vibrant and dynamic urban community.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law amendment application and/or Site Plan Control application was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting, which was open to the public.

The formal review meeting for the Zoning By-law amendment and Site Plan Control applications was held on October 5, 2017.

The panel's recommendations from the formal review of the Zoning By-law amendment application and/or Site Plan Control application are:

General Comments

- The Panel is excited by this rare opportunity for the development of a new urban community within relatively close proximity to the downtown core. Overall, the Panel looks favourably on the comprehensive landscape approach to the larger development proposal, and the extensive considerations for the implementation of robust sustainability measures, including utilizing low impact design techniques. The introduction of a meandering bio-swale reflective of the site's natural heritage, in addition to place-making considerations, which connect the development to both the rich Algonquin and military heritage of the site, are recognized by the Panel as particularly innovative elements.
- Addressing issues relating to the winter maintenance of the buildings and the public and private street network will be necessary in order for the project to succeed.
- Implementation of the Panel's recommendations regarding wayfinding, circulation, landscaping and architectural detailing, will ensure a high quality development that will help to auspiciously weave the former Rockcliffe Air Force Base into the existing urban landscape.

Wayfinding and Circulation

- The Panel recommends that through block connectivity, particularly with the goal of linking residents to parks, can be improved. This is of particular importance as the parkland is a major amenity within the emerging community.
- Where mews and streets cross, the Panel suggests that it is essential that there are clear delineations in order to provide driver awareness and pedestrian safety.

This could be achieved through strategically located planters, bollards, appropriate lighting schemes, and by extended sidewalks whereby requiring drivers to continue over the sidewalk to access the lane.

- Further enhancement of pedestrian and cycling safety can be achieved by ensuring that the streets are as narrow as possible, and speeds are kept low through speed bumps and pedestrian friendly paving treatment.
- The Panel suggests the laneway width not exceed 7.5 metres, in order to ensure cars do not park along these routes.
- The Panel suggests developing a plan, which clearly identifies the hierarchy of streets, the wayfinding initiatives, and the neighbourhood pedestrian and cycling connections.
- To further enhance wayfinding, the Panel supports the introduction of public art elements throughout the development.

Landscaping and Maintenance

- The Panel advises careful consideration of the potential to create microclimates due to shadowing through an unsustainable ratio between building heights and mews width. Prolonged shadowing could hinder the ability of planted areas to survive and thrive along the proposed mews. An appropriate ratio for a width of 17 metres, building face to face, is about 13 to 14 metres in building height. Particular study of shadow impacts would be beneficial.
- Snow clearing will pose a problem, and a revised landscape plan that accommodates for heavy snowfall customary in Ottawa is necessary. The Panel is of the opinion that off-site snow removal may be required given the existing lane configurations.

Architectural Expression

- The Panel is generally pleased with the variety of modern styles, corner windows, colour, and the use of planters. However, less complexity in the material palette is advised, and the Panel strongly discourages the use of stucco, given the inability of this material to withstand the city's harsh climate. Consider using metal panels in its place.

- It is the opinion of the Panel that the core area of the development would benefit from a consistent architectural theme, while the diversity of architectural expressions could be introduced going outward from the core, as to help ensure that the individuality of the architecture is not lost by the variety.
- The Panel suggests that façades be simplified and that materials and architectural elements which are currently articulated for two or three storeys, be continued all the way up the buildings.
- It is advised that the freeze-thaw cycle is considered and that material usage and horizontal ledges are carefully thought out as to avoid water and ice accumulation.
- The Panel is appreciative of attempts to accommodate for changes and urban evolution, by allowing for some customization of private spaces, particularly with respect to balconies and rooftops facing the rear lanes.

The panel was successful in aiding in the implementation of the following:

- Simplification of the elevation styles.
- Wayfinding elements including a variety of paver materials.
- Improved circulation between the site, local parks and the surrounding community.
- The rear lanes have been kept as narrow as possible, while still meeting requirements for waste and snow removal and emergency vehicle access.
- Snow storage areas have been identified and off-site snow removal will be reflected in conditions as part of the Site Plan Control process.
- Building heights have been reduced to comply with the existing zoning restrictions.

Planning rationale

The proposed development satisfies the relevant policies and direction of the Official Plan, and the recently approved Community Design Plan and Secondary Plan applicable to the site.

Proposed zoning will permit a range of permitted residential land uses and a range of built forms to meet the needs of all ages, incomes and life circumstances. Wateridge

Village has been designed to prioritize cyclists, pedestrians and public transit customers over that of drivers, along with conveniently located commercial and public amenities, and will maximize opportunities for sustainable transportation modes.

Supportive neighbourhood services include a variety of commercial and retail establishments including two major grocery stores within 2 kilometres of the site on Montreal Road. Eight existing parks, four elementary and one high school are located within 2 kilometres of the site. The St. Laurent Community Centre and Complex and the Richelieu-Vanier Community Centre are both located approximately 1.2 kilometres from the site. The blocks are within walking distance of three potential new Elementary Schools, 10 City parks, and a mixed-use development centre within Wateridge Village as it continues to evolve.

Blocks 15, 22, 24 and 19 have been purchased by Mattamy and together will meet the density targets included as part of the Secondary Plan. Blocks 15, 22, and 24 are subject to this associated Amendment, while the Site Plan for Block 19 is anticipated in the near future.

Changes to performance standards as part of the Amendment are a result of site specific arrangement of townhouse blocks within each overall subdivision block.

A total of 28 visitor parking spaces are required across the three blocks of land associated with the Zoning By-law amendment. Three visitor parking spaces have been included as part of Block 24 and so a total reduction of 25 visitor parking spaces is requested. As the model for rear lane towns internal to the blocks ensures minimal curb cuts for driveways from the public street, the surrounding public streets are anticipated to include more than 80 on-street parking spaces. Bus stops are within 200 to 300 metres from all proposed development (a three to five minute walk). All public streets will include sidewalks on both sides and dedicated cycle tracks will be provided along Hemlock and Mikinak Roads. The form of development allowing for significant opportunities for on-street parking, and the focus of alternative modes of transportation has resulted in the Departmental support for the proposed reduction to associated visitor parking spaces.

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 Nussbaum is aware of the application related to this report.

LEGAL IMPLICATIONS

There is no legal impediment to implementing the recommendations contained within this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations of this report.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

ACCESSIBILITY IMPACTS

The proposed layout of the new community is designed to provide safe and attractive alternatives to travel in private vehicles. A connected network of sidewalks, cycle-tracks and multi-use pathways, as well as a street pattern that supports transit service, are all aimed at creating the framework of an accessible community.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

EP2 – Support growth of the local economy.

TM2 – Provide and promote infrastructure to support safe mobility choices.

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 Process

Document 4 Site Plans

CONCLUSION

The department supports this application, which includes implementing zoning to enable the appropriate continued development of a contemporary mixed-use community consistent with the existing policy context.

DISPOSITION

Legislative Services, Office of the City Clerk and Solicitor to notify the owner; applicant; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

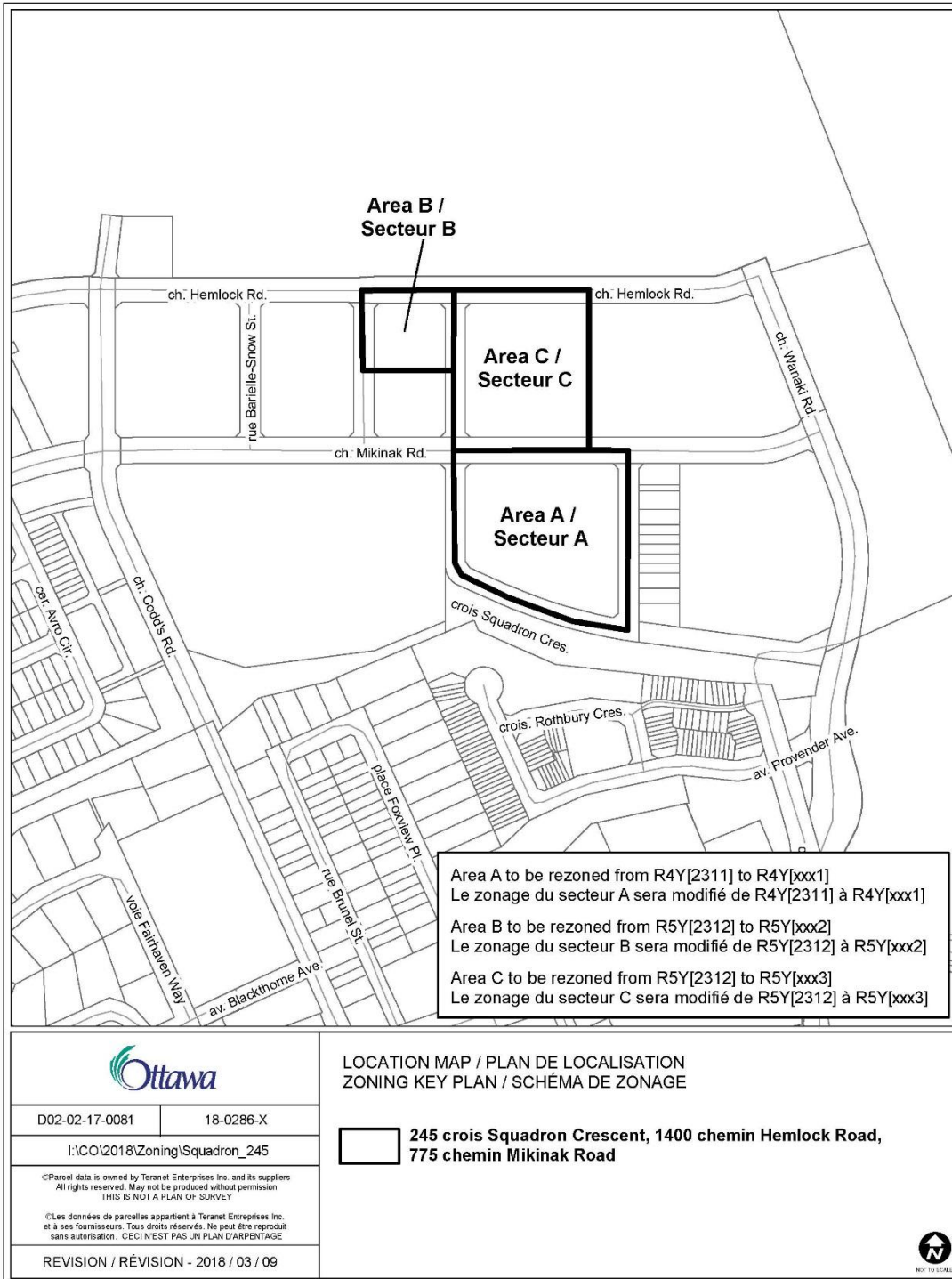
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

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

For an interactive Zoning map of Ottawa visit geoOttawa.



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REVISION / RÉVISION - 2018 / 03 / 09	

LOCATION MAP / PLAN DE LOCALISATION
ZONING KEY PLAN / SCHÉMA DE ZONAGE

**245 crois Squadron Crescent, 1400 chemin Hemlock Road,
775 chemin Mikinak Road**

NOT TO SCALE

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law 2008-250 for 245 Squadron Crescent, 1400 Hemlock Road, and 775 Mikinak Road:

1. Rezone the lands as shown in Document 1.
2. Add a new exception, R4Y [XXX1] to Section 239, Urban Exceptions with provisions similar in effect to the following:
 - a. In Column II, add the text, “R4Y [XXX1]”; and
 - b. In Column V, add the text:
 - No visitor parking is required;
 - The minimum setback to a corner side yard for a covered or uncovered balcony, porch, deck, platform and verandah, with a maximum of two enclosed sides, excluding those covered by canopies and awnings is 0.5 metres;
 - The minimum setback for any wall of a residential use building to a private way is 0.2 metres;
 - The minimum setback for any garage entrance to a private way is 1 metre;
3. Add a new exception, R5Y [XXX2] to Section 239, Urban Exceptions with provisions similar in effect to the following:

In Column II, add the text, “R5Y [XXX2]”; and

- b. In Column V, add the text:
 - No visitor parking is required;
 - The minimum setback for any wall of a residential use building to a private way is 1 metre;
 - The minimum setback for any garage entrance to a private way is 1 metre;
 - The minimum width of an aisle or a driveway providing access to parking in a parking lot is 6.0 metres;

- The minimum required setback for a utility installation from any lot line is 0.6 metres.
4. Add a new exception, R5Y [XXX3] to Section 239, Urban Exceptions with provisions similar in effect to the following:

In Column II, add the text, “R5Y [XXX3]”; and

b. In Column V, add the text:

- The minimum setback to a corner side yard for a covered or uncovered balcony, porch, deck, platform and verandah, with a maximum of two enclosed sides, excluding those covered by canopies and awnings is 0.5 metres;
- Three visitor parking spaces are required for a Planned Unit Development;
- The minimum setback for any wall of a residential use building to a private way is 0.2metres;
- The minimum setback for any garage entrance to a private way is 0.2 metres;
- The minimum required setback from an interior lot line for a retaining wall is 0.3 metres;
- The minimum width of an aisle or a driveway providing access to parking in a parking lot is 6.0 metres;
- A fire escape, open stairways, stoop, landing, steps and ramps may project up to 0.2 metres from any lot line.

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. Two residents submitted comments, and three others requested to be notified.

Public Comments and Responses

Comment:

Currently there is heavy traffic on Hemlock/Beechwood. Traffic is speeding and has a high volume of illegal trucks. Concern about adding traffic to existing problems.

Response:

The approved Community Design Plan and Secondary Plan include minimum density targets of 5,200 residential units that must be achieved. Redevelopment will add cars to existing roads. The approved CDP and the Community Transportation Study (CTS) include plans for enhanced public transit and active transportation opportunities to mitigate future automobile traffic impacts. Conditions associated with the Plan of Subdivision process include traffic monitoring and effect of traffic from the subject site on the neighbouring local street network following the completion of each Phase.

Comment:

What impact, if any does these new amendments have on the building heights as previously agreed upon by the city.

Response:

The initial submission for Zoning By-law amendment included an amendment for height. That has since been revised and so no amendment to existing zoning heights is being sought.

Comment:

I believe 1b was initially to have retail on main level and residential above. If so why is this change being proposed.

Response:

These particular blocks within Phase 1b are designated and zoned for residential development, so no changes are being proposed. Other blocks in the phase do permit mixed-use buildings.

Comment:

Is retail still being proposed on main level of Phase 2?

Response:

Every block within Wateridge has varying zoning. Some do permit mixed-use buildings.

Comment:

I was last told that public consultation would occur for the large (Main) park bounding Cods. Do you have a date for this?

Response:

Consultation related to public parks in Wateridge is ongoing as part of the Parks Process.

Community Organization Comments and Responses

The application was circulated to the Wateridge Advisory Group and the Fairhaven Co-operative Community Incorporated. The following comments were submitted by the Wateridge Advisory Group:

1. A zoning amendment is mentioned but the site plan seem to lack specific information and justification for the proposed change. Is it possible to get detailed clarification on the changes?

Response: Requested amendments to the zoning are detailed in Document 2.

2. The Planning Rationale document states that all public and private streets will be lined with street trees, yet there is no ROW planting plans for this site plan showing where the street trees are to be located. The TCR also mentions seven trees designated for protection but it is unclear if they will be “potentially” protected or “actually” protected and where they are located in relation to the Mattamy blocks. The plans related to trees are quite haphazard in their detail. For phase 1A, only four of nine trees initially identified for protection are still standing. The tree

protection by-law was woefully ignored during Phase 1A. Tree preservation expectations are not being met and hopefully this can be highlighted in the annual tree permit report to planning committee by the city forester. It is very difficult to see how the natural environment will be enhanced as mentioned in the Planning Rationale Report for Phase 1B. It is also not clear where the 240 trees mentioned in the supporting documents will be located in the Mattamy site plan final design. It is also assumed that all the trees and plants will be native and non-invasive as discussed with Mark Richardson related to Phase 1A. We trust this has been addressed for Phase 1B as the TCR indicates that no existing trees will remain on Mattamy blocks and only new trees are to be planted.

Response: The landscaping for public streets has been previously approved through the plan of subdivision process. The applicant has clarified that due to the location of the existing trees within the block, it is not possible to retain the develop around them. Forestry services reviews landscaping as part of the Site Plan Control process including proposed tree species.

3. The newly planted trees and plants for the site plan landscape design do not appear to be able to receive any runoff groundwater. The LID plan should address this issue with bio-swales, and water retention areas, but the whole area seems to have an impermeable surface. Some plan views are provided, but the stormwater plans do not clearly show how water will enter the ground to ensure the proposed vegetation internal to the site plan will survive. There is also no indication in the geotechnical report how the water table will be affected by construction therefore affecting the root systems of any preserved trees or street trees.

Response: The applicant has advised that the landscape and civil engineering plans include Low Impact Development initiatives such as bioswales, rain gardens, underground LID structures such as infiltration tanks and stormwater harvesting tanks.

4. The density plan indicates units/hectare but it doesn't indicate the projected average population/hectare. This information will be important to adjacent residents due to the traffic impacts. We would also like to confirm that the proposed access/egress to/from Phase 1B of the development will be provided via Codd's Road and Wanaki Road only, and that no site access will be proposed via Hemlock Road for Phase 1B, including construction vehicles.

Response: There are minimum density requirements that have to be met for the project in accordance with the Secondary Plan. The Transportation Overview submitted as part of this subject development has concluded that site generated traffic was included in

overall traffic estimates as part of the original Transportation Studies for the entire Wateridge development.

5. There is also the issue of maximum automobile parking density which has not been addressed including requirements for visitor parking. There is the possibility of street parking in winter interfering with snow ploughing and emergency vehicles. This issue has not been addressed in the plans. This could have a negative impact on the development. Some people store trailers, recreational vehicles, boats, etc. in their driveways requiring them to permanently park their one or two cars on the narrow streets and lanes. Are there bylaws or parking signs to address this situation so that emergency vehicles and snow clearing vehicles will not be impeded? There was mention of off-site parking but there was no indication where it was located.

Response: see the body of the report for rationale associated with visitor parking reduction. On-street parking is part of public roads, which were approved through the plan of subdivision process. There will not be room for trailers, recreational vehicles, or boats in the driveways of rear lane townhouses, so this is not an option. Parking will not be permitted on private lanes. Conditions associated with the parking situation including notices on title advising potential purchasers of parking restrictions will form part of the Site Plan Control process.

6. The pedestrian/bicycle pathways have not been identified between Squadron Crescent and Montreal Road that would maximize pedestrian transit connections.

Response: This is outside of the scope of this subject development.

7. The maximum zoning height requirements, including superstructure for elevators or potential antennas, are not clearly identified in any of the plans. Building heights are a concern and they need to be clearly addressed in term of mean sea level (MSL) or above ground level (AGL) given that there is an airport nearby.

Response: Proposed building heights comply with the existing zoning provisions.

8. The proposal does not describe the location of "conveniently located retail areas" for this development which should be within walking distance. Can this be clarified?

Response: See the body of the report for description of nearby facilities and services.

9. There is no indication of any roof top gardens, solar collector considerations or other mechanisms that show progressive design considerations for the future. How are "innovative" or "green design" guidelines given consideration during this review? Are there any new building design or energy saving concepts being used by this builder that can be highlighted for the public?

Response: See the description of Low Impact Development features above.

Document 4 – Site Plans

