

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
14 May 2020 / 14 mai 2020**

**and Council
et au Conseil
27 May 2020 / 27 mai 2020**

**Submitted on 10 March 2020
Soumis le 10 mars 2020**

**Submitted by
Soumis par:
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Ward: INNES (2)

File Number: ACS2020-PIE-PS-0006

SUBJECT: Zoning By-law Amendment – 3484 and 3490 Innes Road

OBJET: Modification du *Règlement de Zonage* – 3484 et 3490, Chemin Innes

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council refuse an amendment to Zoning By-law 2008-250 for 3484 and 3490 Innes Road to permit multiple mid- to high-rise apartment buildings of nine, 12 and 16 storeys, as detailed in Documents 5 and 6.**
- 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 Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* ‘Explanation Requirements’ at the City Council Meeting of May 27, 2020”, 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 de refuser une modification du *Règlement de zonage* (n° 2008-250) qui vise à autoriser la construction, aux 3484 et 3490, chemin Innes, de plusieurs immeubles d’appartements de moyenne et grande hauteur comptant 9, 12 et 16 étages, comme l’indiquent les documents 5 et 6; et,**
- 2. Que le Comité de l’urbanisme consente 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 soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux ‘exigences d’explication’ aux termes de la *Loi sur l’aménagement du territoire*, à la réunion du Conseil municipal prévue le 27 mai 2020 », 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**

EXECUTIVE SUMMARY

Staff Recommendation

Planning staff recommend refusal of the Zoning By-law amendment for 3484 and 3490 Innes Road to permit multiple mid- to high-rise apartment buildings of nine, 12 and 16 storeys in height.

Summary of requested Zoning By-law amendment proposal

The applicant has requested to rezone the subject 5.2-hectare parcel of land adjacent to Innes Road to “Arterial Mainstreet” (AM), with site-specific exceptions, to permit a planned mixed-use development comprised of five, nine-storey and three high-rise residential apartment buildings containing a total of 1320 dwelling units. The high-rise buildings range from 12 to 16 storeys. Approximately 2,700 square metres of ground-oriented, small-scale retail and service commercial uses are also proposed.

Approximately 1,490 parking spaces to accommodate all residential and non-residential uses are proposed.

The applicant proposes site specific exceptions to the AM standard provisions, including: (a) increased building heights greater than 25 metres to accommodate nine, 12 and 16 storeys (31.5, 41.0 and 54.6 metres, respectively) limited to specific areas of the site; (b) an increase in the Floor Space Index (FSI) from 2.0 to 3.5; (c) a decrease in the residential and visitor parking rates from 1.2 to 1.0 and 0.2 to 0.1 spaces per dwelling unit, respectively; (d) a new general parking rate for commercial uses of 1.0 space per 250 square metres of non-residential gross floor area, whereas the current provisions require higher rates depending on specific non-residential uses; and (e) a provision that the entire site be considered as one lot for zoning purposes.

The proposal does not conform with the applicable Official Plan policies in effect for development along Innes Road in the Orléans South area. The Official Plan designates the site as “Arterial Mainstreet”.

Applicable Policy

The proposed Zoning By-law amendment does not conform with the following Official Plan policies: Policies 3 and 12 of Section 3.6.3 - Mainstreets; Design Objective 4 of Section 2.5.1 – Designing Ottawa; and Policies 5, 10, 12 and 13 of Section 4.11 – Urban Design and Compatibility. The proposal also does not follow the direction provided in both the Urban Design Guidelines for Development along Arterial Mainstreets and the Urban Design Guidelines for High-rise Buildings.

Policy 12 of Section 3.6.3 states that on Arterial Mainstreets, building heights up to nine storeys may be permitted as-of-right but high-rise buildings may only be permitted subject to a Zoning By-law amendment and where the building will be located at one or more of the following nodes: (a) within 400 metres walking distance of a designated rapid transit station; (b) directly abutting an intersection of the Mainstreet with another Mainstreet or a designated transit priority corridor; or (c) directly abutting a Major Urban Facility; and where the development provides a community amenity and adequate transition is provided to adjacent low-rise buildings. The policy also states that the Zoning By-law may establish as-of-right building heights lower than nine storeys where site conditions, existing character, and compatibility with adjacent development dictate that a lower building form is appropriate.

The site does not meet any of the three locational criteria in Policy 12 outlined above necessary for it to be deemed a node where high-rise buildings could be considered. In addition, the conceptual site development does not provide adequate transition in building height to the adjacent low-rise residential development.

Policy 3 of Section 3.6.3 states that the Arterial Mainstreet designation generally applies to the whole of those properties fronting on the road; however, for very deep lots, the designation will generally be limited to a depth of 400 metres from the Arterial Mainstreet, and may also include properties on abutting site streets that exist in the same corridor.

It is staff's opinion that the proposal also does not conform with the intent of Policy 3. The site is comprised of three conveyable properties, the two larger of which addressed 3490 Innes Road being blocks of land on a registered Plan of Subdivision. However, the Arterial Mainstreet designation would extend only to the depth of the one large conveyable block (200 metres) having frontage directly along Innes Road. Therefore, the southernmost block having frontage only along Lamarche Avenue would be designated "General Urban Area" on the Official Plan's Schedule B – Urban Policy Plan, which land use policies restrict development to low-rise buildings limited to four storeys.

Design Objective 4 of Section 2.5.1 states that new development should respect the character of existing areas. In this regard, it is staff's opinion that the proposal does not fit well with the character of the surrounding predominantly residential context.

Policies 5 and 10 of Section 4.11 address compatibility of new building design, height, massing and scale with the surrounding buildings and how it fits with the existing desirable character and planned function of the surrounding context. Policies 12 and 13 focus on the effective transition or integration of buildings that have greater height or massing than their surrounding context through incremental changes in building height, variation in building form and building setbacks.

It is staff's opinion that the heights, massing and scale of the proposed buildings fail to meet the intent of the above policies of Section 4.11. The overall development proposal does not fit well with the existing character, function and prevailing pattern of the surrounding predominantly residential context, and it fails to effectively transition or integrate the mid- and high-rise buildings and their massing with the surrounding low-rise residential context. There is a general lack of variation in building form as well as inadequate incremental change in building height and setbacks along the perimeter of the site.

The Urban Design Guidelines for Development along Arterial Mainstreets provide guidance respecting the desired compatibility of a proposed design with the general physical character of adjacent neighbourhoods, the design of internal circulation patterns with direct connections to the surrounding street patterns, and the appropriate transition in the scale and density of a proposed built form to adjacent lower-density residential neighbourhoods. Similarly, the Urban Design Guidelines for High-rise

Buildings provide guidance on understanding of the existing and planned context, achieving desirable built form, and enhancing the pedestrian realm. They also address such matters as appropriate building height transition in the suburban context and to adjacent low-rise residential areas.

In staff's opinion, the proposal does not follow the directions of both Urban Design Guideline documents. The proposed mid- and high-rise apartment buildings arranged along the perimeter of the large site, which is comparable in area to three to four typical central area blocks, is simply incompatible with any existing surrounding built context, and it does not adequately contribute to creating a vibrant, active streetscape along Innes Road. It is essentially one large superblock that does not integrate well with the surrounding pattern of development and precludes interaction with the adjacent residential neighbourhood. Furthermore, the required transition in building height from the proposed high- and mid-rise buildings to the existing low-rise development is insufficient.

Other Matters

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law amendment application was subject to the Urban Design Review Panel (UDRP) process. The applicant and consultants presented their proposal to the UDRP at a formal review meeting held on December 6, 2019. The Panel's recommendations issued following the formal review meeting are attached as Document 8 to the report.

The Panel members expressed that the proposed development will represent an important model for future development and will be precedent setting for this area of Innes Road. It is the opinion of the Panel that the current proposal reflects an outdated urban design approach that requires significant revisions. They expressed concern with the superblock approach and the lack of porosity through the site, the design of the public realm and private spaces, vehicular and pedestrian circulation, and transitioning to the adjacent uses. They further emphasized the need to imagine this site in the context of an emerging, transforming part of the city. A better master planning approach is needed that finds ways to relate the development to its adjacent existing and future context. The Panel does not support the project as proposed and recommends the applicant return to the UDRP for a focused design review session.

The department accepts and supports the comments and concerns raised by the UDRP.

Matter Appealed to Local Planning Appeal Tribunal

On October 2, 2019, the applicant appealed the Zoning By-law amendment application to the Local Planning Appeal Tribunal (LPAT) because of the municipality's failure to make a decision on it within 90 days of the City's receipt of the application, as is provided for by the *Ontario Planning Act*.

Public Consultation/Input

A formal City-organized public information session was not held prior to the Zoning By-law amendment application being appealed by the applicant to the LPAT. City staff received over 200 written public comments in response to the notice of the Zoning By-law amendment application, the vast majority of which opposing it with traffic impacts and compatibility of the proposed development being the leading concerns expressed. A petition bearing 694 signatures in opposition to the proposed Zoning By-law amendment was filed with the City Clerk in August 2019. Detailed public comments and staff responses are provided in Documents 7 and 9.

RÉSUMÉ

Recommandation du personnel

Le personnel chargé de la planification recommande le refus de la demande de modification au Règlement de zonage visant les 3484 et 3490, chemin Innes, qui vise à permettre la construction de plusieurs immeubles résidentiels de hauteur moyenne à élever et comptant neuf, 12 et 16 étages.

Résumé de la demande de modification au Règlement de zonage

Le requérant a demandé d'attribuer à la parcelle de 5,2 hectares visée, adjacente au chemin Innes, la désignation de « Zone d'artère principale » (AM), assortie d'exceptions propres à l'emplacement, afin de permettre un aménagement polyvalent constitué de cinq immeubles résidentiels de neuf étages et de trois tours d'habitation comprenant au total 1 320 logements. Les tours auront une hauteur variant de 12 à 16 étages. La création en rez-de-chaussée d'espaces de services commerciaux et de vente au détail de petite échelle (environ 2 700 m²) est proposée. L'aménagement de quelque 1 490 places de stationnement serait également réalisé pour l'ensemble des utilisations résidentielles et non résidentielles.

Le requérant propose les exceptions suivantes (propres à l'emplacement) aux dispositions habituelles du zonage AM : (a) augmentation à plus de 25 mètres des hauteurs de bâtiment afin de permettre la construction d'immeubles de neuf, 12 et 16 étages (31,5, 41,0 et 54,6 mètres, respectivement) à certains endroits de

l'emplacement; (b) augmentation du rapport plancher-sol (RPS), qui passerait de 2,0 à 3,5; (c) diminution des taux de places de stationnement pour résidents et pour visiteurs, qui passeraient de 1,2 à 1,0 et de 0,2 à 0,1 place par logement, respectivement; (d) nouveau taux général de places de stationnement pour les utilisations commerciales correspondant à une place par tranche de 250 m² de surface de plancher non résidentiel hors œuvre brut, alors que les dispositions actuelles exigent des taux supérieurs en fonction d'utilisations non résidentielles précises; et (e) disposition précisant que l'intégralité de l'emplacement visé est réputée ne constituer qu'un seul lot aux fins de zonage.

Le projet n'est pas conforme aux politiques du Plan officiel s'appliquant aux aménagements réalisés le long du chemin Innes dans le secteur Orléans-Sud. L'emplacement est désigné « Artère principale » dans le Plan officiel.

Politique applicable

La modification proposée au Règlement de zonage n'est pas conforme aux politiques suivantes du Plan officiel : politiques 3 et 12 de la section 3.6.3 – Rue principale; objectif de conception 4 de la section 2.5.1 – Concevoir Ottawa; et politiques 5, 10, 12 et 13 de la section 4.11 – Conception urbaine et compatibilité. Cette proposition ne respecte pas non plus les orientations figurant dans les Lignes directrices d'esthétique urbaine pour l'aménagement des grandes artères et dans les Lignes directrices d'esthétique urbaine pour les habitations de grande hauteur.

La politique 12 de la section 3.6.3 stipule qu'il est possible d'autoriser de plein droit des immeubles dont la hauteur peut atteindre neuf étages; toutefois, les immeubles de grande hauteur ne peuvent être autorisés que sous réserve d'une modification du zonage et dans les cas où ils sont aménagés dans un ou plusieurs des nœuds urbains suivants : (a) à moins de 400 mètres d'une station de transport en commun rapide; (b) directement à côté d'une intersection de la rue principale avec une autre rue principale ou un couloir prioritaire de transport en commun; ou (c) directement à côté d'une grande installation urbaine; et à condition que les travaux d'aménagement prévoient une commodité communautaire et une transition adéquate avec des immeubles de faible hauteur voisins. Cette politique indique en outre que le Règlement de zonage peut établir de plein droit des immeubles dont la hauteur est inférieure à neuf étages dans les cas où l'état et le caractère existants du site et sa compatibilité avec les travaux d'aménagement voisins dictent une forme bâtie de moindre hauteur.

L'emplacement ne respecte aucun des trois critères de localisation de la politique 12 décrits plus haut, nécessaires pour qu'il soit considéré comme un nœud urbain où la construction d'immeubles de grande hauteur pourrait être envisagée. De plus, la

conception de son aménagement ne prévoit pas une transition de hauteur adéquate par rapport aux petits immeubles résidentiels adjacents.

La politique 3 de la section 3.6.3 stipule que la désignation d'artère principale s'applique en général à l'ensemble des propriétés donnant sur la voie mais que, dans le cas des terrains très profonds, ces désignations seront généralement limitées à une profondeur de 400 mètres depuis une artère principale; ces désignations peuvent également s'appliquer aux propriétés situées sur les rues latérales attenantes qui se trouvent dans le même corridor.

Le personnel estime que la proposition n'est pas non plus conforme à l'esprit de la politique 3. L'emplacement est constitué de trois propriétés transférables, dont les deux plus vastes, situées au 3490, chemin Innes, sont des îlots figurant sur un plan de lotissement enregistré. Toutefois, la désignation d'artère principale ne s'appliquerait qu'à la profondeur du vaste îlot transférable (200 mètres) dont la façade donne directement sur le chemin Innes. Par conséquent, l'îlot situé le plus au sud et donnant sur l'avenue Lamarche serait désigné « Secteur urbain général » à l'annexe B – Plan des politiques en milieu rural – du Plan officiel, dont les politiques d'utilisation du sol limitent les aménagements aux immeubles de quatre étages au maximum.

L'objectif de conception 4 de la section 2.5.1 stipule que les nouveaux aménagements doivent respecter le caractère des secteurs existants. À cet égard, le personnel est d'avis que la proposition est peu compatible avec le caractère environnant, essentiellement résidentiel.

Les politiques 5 et 10 de la section 4.11 portent sur la compatibilité de la conception, de la hauteur, de la volumétrie et de l'échelle des nouveaux bâtiments avec les bâtiments environnants, et sur leur respect de l'aspect souhaité et de la fonction prévue du secteur environnant. Les politiques 12 et 13 concernent la transition ou l'intégration efficace des bâtiments dont la hauteur ou la volumétrie est supérieure à celle des bâtiments environnants, grâce à des changements graduels dans la hauteur des immeubles, à la variation des formes bâties et aux retraits des bâtiments.

Le personnel est d'avis que la hauteur, la volumétrie et l'échelle des immeubles proposés ne correspondent pas à l'esprit des politiques de la section 4.11 décrites plus haut. Dans son ensemble, ce projet d'aménagement est peu compatible avec le caractère, la fonction et le modèle d'aménagement du quartier environnant, essentiellement résidentiel, et ne permet pas une transition ou une intégration efficace de la hauteur (moyenne et élevée) et de la volumétrie des immeubles par rapport au quartier résidentiel de faible hauteur environnant. On observe globalement un manque

de variété dans la forme bâtie et un changement graduel inadéquat dans la hauteur et le retrait des bâtiments sur le périmètre de l'emplacement.

Les Lignes directrices d'esthétique urbaine pour l'aménagement des grandes artères fournissent des orientations concernant la compatibilité souhaitée d'une conception proposée au regard du caractère physique général des quartiers avoisinants, des configurations de circulation interne permettant des liens directs vers les réseaux de rues environnants, et de la transition appropriée de l'échelle et de la densité d'une forme bâtie proposée avec les quartiers résidentiels de plus faible densité des environs. De la même manière, les Lignes directrices d'esthétique urbaine pour les habitations de grande hauteur proposent des directives permettant de mieux comprendre le contexte existant et prévu, de créer des formes bâties souhaitables et de mettre en valeur le domaine piétonnier. Elles abordent également des questions liées à la transition appropriée des hauteurs de bâtiment dans le contexte suburbain et par rapport aux quartiers résidentiels de faible hauteur environnants.

De l'avis du personnel, la proposition ne respecte pas les orientations de ces deux documents d'esthétique urbaine. La construction d'immeubles résidentiels de hauteur moyenne et élevée sur le périmètre du grand emplacement, dont la superficie est comparable à celle de trois ou quatre îlots typiques du secteur central, est tout simplement incompatible avec le contexte bâti environnant et ne contribue pas adéquatement à la création d'un paysage de rue dynamique et actif le long du chemin Innes. Il s'agit essentiellement d'un vaste super-îlot qui ne s'intègre pas convenablement dans le modèle d'aménagement du quartier environnant et qui empêche toute interaction avec le quartier résidentiel adjacent. En outre, la transition requise entre la hauteur (moyenne et élevée) des immeubles proposés et le quartier de faible hauteur existant est insuffisante.

Autres questions

Comité d'examen du design urbain

La propriété visée se trouve dans un secteur prioritaire de conception et la demande de modification du Règlement de zonage est assujettie au processus d'examen du Comité d'examen du design urbain (CEDU). Le requérant et les consultants ont donc présenté leur demande à ce dernier, lors d'une réunion d'examen officielle tenue le 6 décembre 2019. Les recommandations émises par le CEDU au terme de cette réunion d'examen officielle sont jointes au rapport (document 8).

Les membres du CEDU ont indiqué que l'aménagement proposé constituera un important modèle d'aménagement futur et qu'il s'agira d'un précédent pour ce secteur du chemin Innes. Le CEDU est d'avis que la proposition actuelle reflète une approche

d'urbanisme démodée, à laquelle il faut apporter d'importantes révisions. Les préoccupations du CEDU ont trait à l'approche d'un super-îlot et au manque de porosité de part et d'autre de l'emplacement, à la conception du domaine public et des espaces privés, à la circulation automobile et piétonnière et à la transition avec les utilisations voisines. Les membres du CEDU ont insisté sur la nécessité d'imaginer cet îlot dans le contexte d'une partie émergente et en transformation de la ville. Il faut adopter une meilleure approche de plan directeur afin d'arriver à établir des liens entre ce projet d'aménagement et le contexte existant et futur des environs. Le CEDU n'est pas favorable à ce projet dans l'état où il est proposé et recommande au requérant de s'adresser à nouveau au CEDU pour une séance d'examen approfondi de la conception.

La Direction générale accepte et appuie les commentaires et les préoccupations émis par le CEDU.

Question ayant fait l'objet d'un appel devant le Tribunal d'appel de l'aménagement local

Le 2 octobre 2019, le requérant a porté devant le Tribunal d'appel de l'aménagement local (TAAL) sa demande de modification au Règlement de zonage, car la municipalité n'avait pas pris de décision à ce sujet dans les 90 jours ayant suivi la réception de la demande par la Ville, comme le prévoit la *Loi sur l'aménagement du territoire* de l'Ontario.

Consultation publique et commentaires

Aucune réunion d'information publique officielle n'a été organisée par la Ville avant que la demande de modification au Règlement de zonage ne soit portée devant le TAAL par le requérant. Le personnel de la Ville a reçu plus de 200 commentaires écrits des membres du public en réaction à l'avis de demande de modification au Règlement de zonage. Ces commentaires étaient en très grande majorité opposés à cette demande, les répercussions sur la circulation et la compatibilité de l'aménagement proposé figurant en tête des préoccupations exprimées. Une pétition d'opposition à la modification proposée au Règlement de zonage et comptant 694 signatures a été présentée au greffier municipal en août 2019. Les commentaires détaillés des membres du public et les réponses du personnel sont joints en tant que documents 7 et 9.

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

3484 and 3490 Innes Road

Owner

Gibson Patterson, c/o Don Schultz, Canadian Rental Development Services (Groupe Lépine)

Applicant

Fotenn Consultants Inc., c/o Miguel Tremblay, Partner

Description of site and surroundings

The site is located on the south side of Innes Road and the west side of Lamarche Avenue within Orléans. The two addressed properties have a combined lot width of approximately 141 metres along Innes Road, a lot depth of approximately 325 metres along Lamarche Avenue and a total lot area of 5.2 hectares. The site was until 2017 occupied by the former Innes Road Golf Land driving range. It now comprises two of the four planned mixed-use blocks within the recently registered and developing Orléans Village subdivision. A few of the buildings related to the previous land uses remain, including the commercial office at 3484 Innes Road.

The surrounding properties consist primarily of low-density residential uses; a few converted residential to commercial office uses and a small retail plaza characterize the north and south sides of Innes Road in the immediate vicinity of the site. Immediately west of and abutting the site are several two-storey single detached dwellings, 2.5-storey stacked townhouse blocks and the four-storey Chapel Hill Retirement Residence, all which front onto Pagé Road. Immediately south of and abutting the site is the developing Orléans Village residential subdivision consisting exclusively of two-storey townhouses and single detached dwellings. East of and opposite Lamarche Avenue are the other two of the four large vacant future planned mixed-use blocks of land; a school bus depot still occupies a portion of the northern-most block.

Document 1 is a Location Map that identifies the site.

Summary of requested Zoning By-law amendment proposal

Most of the site is currently zoned “Development Reserve” (DR) in City Zoning By-law 2008-250. The DR zone recognizes lands intended for future urban development but limits the range of permitted uses to those which currently exist on site or will not preclude future development options until the lands are appropriately rezoned. The property addressed 3484 Innes Road is zoned “Light Industrial” [IL2 H(14)-h], which is a remnant of the zoning that was in effect over the entire lands until late 2017.

The applicant proposes to rezone the subject parcels of land to “Arterial Mainstreet” (AM), with site-specific exceptions, to permit a planned mixed-use development comprised of eight residential apartment buildings arranged around the perimeter of the site and featuring an internal greenspace or courtyard atop a one-storey podium. The proposed development is presented in Documents 2 to 4. Five, nine-storey buildings and three high-rise buildings, ranging from 12 to 16 storeys, contain 1,320 apartment dwellings in total. The plan includes three levels of covered and underground parking to accommodate approximately 1,490 spaces. In addition, approximately 2,700 square metres of publicly accessible ground-oriented commercial space is proposed in the form of small-scale retail and service commercial uses fronting onto a central pedestrian plaza framed by two 12-storey apartment buildings along Lamarche Avenue.

The standard “AM” zone applicable to the segment of Innes Road along which the site fronts permits medium to high density residential uses, such as low- and mid-rise apartment dwellings, stacked dwellings and townhouse dwellings, as well as a broad range of non-residential uses including retail, service commercial, office and institutional uses supported by standard zone provisions that both implement Council’s policies for designated Arterial Mainstreets and respect adjacent low-rise residential development. The maximum building height is 25 metres. More restrictive graduated maximum building heights of 20 and 11 metres within less than 30 and 20 metres, respectively, of abutting low-rise residential zones apply to provide appropriate transition in building height to abutting low-density residential zones.

The details of the applicant’s proposed Zoning By-law amendment are outlined in Documents 5 and 6. The applicant proposes exceptions to the AM standard provisions, including: (a) increased building heights greater than 25 metres to accommodate nine, 12 and 16 storeys (31.5, 41.0 and 54.6 metres, respectively) limited to specific areas of the site outlined on the proposed Schedule of building heights attached as Document 6; (b) an increase in the Floor Space Index (FSI) from 2.0 to 3.5; (c) a decrease in the residential and visitor parking rates from 1.2 to 1.0 and 0.2 to 0.1 spaces per dwelling unit, respectively; (d) a new general parking rate for commercial uses of 1.0 space per 250 square metres of non-residential gross floor area, whereas the current provisions

require higher rates depending on specific non-residential uses; and (e) a provision that the entire site be considered as one lot for zoning purposes.

On October 2, 2019, the applicant appealed the Zoning By-law amendment application to the Local Planning Appeal Tribunal (LPAT) because of the municipality's failure to make a decision on it within 90 days of the City's receipt of the application, as is provided for by the *Ontario Planning Act*.

DISCUSSION

Public consultation

A formal City-organized public information session was not held prior to the Zoning By-law amendment application being appealed by the applicant to the LPAT.

City staff received over 200 written public comments in response to the City's initial notice of the Zoning By-law amendment application and request for comment, the vast majority of which opposing it. Also, a petition bearing 694 signatures in opposition to the proposed Zoning By-law amendment was filed with the City Clerk in August 2019.

For this proposal's consultation details, see Document 7 of this report.

Official Plan designations

The site is designated Arterial Mainstreet on Schedule B of the Official Plan. The applicable policies are set out in Section 3.6.3 of the Plan. Designated Mainstreets offer significant opportunities for intensification through medium-density and mixed-use development along either transit priority corridors or streets that are well-served by transit. Arterial Mainstreets have the potential to evolve over time into more compact, pedestrian-oriented and transit friendly places and are planned to provide a mix of uses, including retail and service commercial uses, offices, residential and institutional uses.

Policy 3 of Section 3.6.3 states that the Arterial Mainstreet designation generally applies to the whole of those properties fronting on the road; however, for very deep lots, the designation will generally be limited to a depth of 400 metres from the Arterial Mainstreet, and may also include properties on abutting side streets that exist in the corridor.

Policy 12 of Section 3.6.3 is of relevance in this matter. It states that on Arterial Mainstreets, unless a secondary plan states otherwise, building heights up to nine storeys may be permitted as-of-right but high-rise buildings may only be permitted subject to a Zoning By-law amendment and where the building will be located at one or more of the following nodes: (a) within 400 metres walking distance of a designated rapid transit station; (b) directly abutting an intersection of the Mainstreet with another

Mainstreet or a designated transit priority corridor; or (c) directly abutting a Major Urban Facility; and where the development provides a community amenity and adequate transition is provided to adjacent low-rise buildings. The policy also states that the Zoning By-law may establish as-of-right building heights lower than nine storeys where site conditions, existing character and compatibility with adjacent development dictate that a lower building form is appropriate.

Development applications are also evaluated in accordance with the Urban Design and Compatibility Policies found in Section 2.5.1 and Section 4.11 of the Official Plan. To be considered compatible, the proposed development must demonstrate how it enhances and coexists with existing development without causing undue adverse impact on surrounding properties. It should 'fit well' within its physical context and 'work well' among those functions that surround it.

Policies 5 and 10 of Section 4.11 address compatibility of new building design, height, massing and scale with the surrounding buildings and how it fits with the existing desirable character and planned function of the surrounding context. Similarly, policies 12 and 13 focus on the effective transition or integration of buildings that have greater height or massing than their surrounding context through incremental changes in building height, variation in building form and building setbacks.

Other applicable policies and guidelines

Development proposals along designated arterial mainstreets are also evaluated using the Urban Design Guidelines for Development along Arterial Mainstreets, approved by City Council on 24 May 2006. Among other elements of site design, this document provides urban design guidance on built form of a proposed development in relation to the physical character of the surrounding context. In this regard, the Guidelines encourage the compatibility of a proposed design with the general physical character of adjacent neighbourhoods, the design of internal circulation patterns with direct connections to the surrounding street patterns, and the appropriate transition in the scale and density of a proposed built form to adjacent lower-density residential neighbourhoods.

In cases where high-rise development is proposed, buildings are evaluated using the [Urban Design Guidelines for High-rise Buildings](#), approved by Council on 23 May 2018. This document provides guidance on three key design principles: understanding of the existing and planned context; achieving desirable built form; and enhancing the pedestrian realm. Among other elements of site design, these Guidelines also address such matters as appropriate building height transition in the suburban context and to adjacent low-rise residential areas.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law amendment application was subject to the Urban Design Review Panel (UDRP) process. The applicant and consultants 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 application was held on December 6, 2019. The Panel's recommendations issued following the formal review meeting are attached as Document 8.

The Department accepts and supports the comments and concerns raised by the Panel. However, given that the Zoning By-law amendment application is currently under appeal and rests with the LPAT, the Panel's comments have not been addressed to date by Planning Services staff and the applicant.

Planning rationale

Planning staff are of the opinion that the proposed Zoning By-law amendment and supporting conceptual site development do not conform with the Official Plan policies and design guidelines applicable to the site and form of development.

First, the proposal does not conform with the applicable mainstreet policies of Section 3.6.3 of the Official Plan. Specifically, the site does not meet any of the three locational criteria in Policy 12 outlined above necessary for it to be deemed a node where high-rise buildings could be considered. The site is more than 1,200 metres walking distance of the nearest planned transit station along the future Cumberland bus rapid transit corridor designated on Schedule D of the Official Plan, and the site is not located at the intersection with another Mainstreet or a designated transit priority corridor, nor is there a nearby major urban facility along Innes Road. In addition, the conceptual site development does not provide adequate transition in building height to the adjacent low-rise residential development.

Secondly, the site is comprised of three conveyable properties, the two larger of which addressed 3490 Innes Road being blocks of land on a Registered Plan of Subdivision. In accordance with Policy 3 of Section 3.6.3 of the Official Plan, the Arterial Mainstreet designation would extend only to the depth of the one large conveyable block (200 metres) having frontage directly along Innes Road. The southernmost block having frontage only along Lamarche Avenue by default would be deemed "General Urban Area" on the Official Plan's Schedule B – Urban Policy Plan, which land use policies restrict development to low-rise buildings limited to four storeys. It is staff's opinion,

therefore, that the proposal also does not conform with the policy direction in this regard.

Thirdly, staff evaluated the proposal against the applicable urban design and compatibility policies in Sections 2.5.1 and 4.11 of the Official Plan. Design Objective 4 of Section 2.5.1 requires that new development respect the character of existing areas. Policies 5, 10, 12 and 13 of Section 4.11 support and expand upon this design objective, as outlined above. It is staff's opinion that the heights, massing and scale of the proposed buildings fail in this regard and the overall development proposal does not fit well with the existing character, function and prevailing pattern of the surrounding predominantly residential context. The proposal fails to effectively transition or integrate the mid- and high-rise buildings and their massing with the surrounding low-rise residential context. There is a general lack of variation in building form as well as inadequate incremental change in building height and setbacks along the perimeter of the site.

The Council-approved Urban Design Guidelines for Development along Arterial Mainstreets and Urban Design Guidelines for High-rise Buildings were also used in the assessment of the proposal. The Guidelines generally encourage that new development be compatible with the general physical character of adjacent neighbourhoods and contribute to a vibrant streetscape. In this regard, the proposed eight, nine- to 16-storey apartment buildings atop a one-storey podium and arranged along the perimeter of the large site, which is comparable in area to three to four typical central area blocks, is simply incompatible with any existing built context in the vicinity, and it does not adequately contribute to creating a vibrant, active streetscape along Innes Road. The Guidelines also encourage internal street and block patterns that allow for logical vehicular and pedestrian movement through a site and, if possible, provide direct connections to the surrounding streets. The proposed conceptual site development is essentially one large superblock that does not integrate well with the surrounding pattern of development and precludes interaction with the adjacent residential neighbourhood. As discussed above, the Guidelines also encourage a transition in the scale and density of the built form on a site when located next to lower density neighbourhoods in order to mitigate any potential impacts on adjacent residents' enjoyment of their properties. While the proposed arrangement of nine-storey buildings is setback approximately 20 metres from the adjacent low-rise residential built form, it is staff's opinion that the transition in building height is insufficient.

Lastly, it is staff's opinion that the proposed zoning provisions as detailed in Documents 5 and 6 cannot be supported. The proposed schedule of maximum building heights does not appropriately implement the intent of the relevant policies of the Official Plan nor the Guidelines. Building heights higher than nine storeys do not conform with the

Arterial Mainstreet policies of the Official Plan. Furthermore, a graduated or angular plane of appropriate maximum building heights from the site's west and south lot lines abutting the low-density residential zones is necessary in this circumstance. With respect to the parking standards, a proposed reduction of 50 per cent of the minimum required visitor parking spaces based on 1320 proposed dwelling units (in actual numbers from 264 to 132 spaces), and a proposed reduction in the non-residential parking rate of 0.4 spaces per 100 square metres of gross floor area from the Zoning By-law requirement of 3.4 to 3.6 spaces per 100 square metres of gross floor area, both appear to be significant. City staff are not prepared to accept such reduced parking standards without compelling empirical evidence demonstrating that they are appropriate.

Impact on Area Traffic

Planning staff note that the numerous public comments received in response to the proposed Zoning By-law amendment and summarized in Document 7 raise significant concerns with the negative impact the proposed development would have on traffic volumes and the level of service along Innes Road and throughout the southwest of Orléans in general during peak periods. Staff acknowledge that the level of service of Innes Road during peak periods is already of concern, particularly at the intersection of Orléans Boulevard.

It is recognized that any future development proposals for sites along or near Innes Road, including the proposed development, would require adjustments in travel behavior, spreading of peak hour demand to off peak hour and use of alternative modes of travel. Transportation demand management measures will need to be incorporated to mitigate the projected impacts on the level of service of Innes Road. In this regard, the estimated transit trips generated by the proposed development could be accommodated by high frequency Bus Route 25 (former Route 94) during the morning and afternoon peak hour periods. Moreover, the Transportation Master Plan's affordable network contemplates expansion and improvements to public transit within the Orléans South area, including transit priority measures along Innes Road and the rapid transit corridor along Brian Coburn Boulevard, which is expected to introduce sufficient capacity to accommodate anticipated development transit demand.

Provincial Policy Statement

Staff have reviewed the 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 Dudas provided the following comments:

“I held numerous packed-house public consultations, with upwards of 200 plus residents, all of whom were dead set against the development as proposed.

These attendees came from all over the surrounding communities, including the established adjacent older communities, as well as the new builds abutting the proposed development site.

The community’s concerns completely mirror my own, which was then further reinforced by the findings of both the Urban Design Review Panel and City Planning staff.

The development as proposed would call for 8 residential buildings between 9 and 16 storeys, in an area that currently has no buildings beyond four storeys anywhere remotely near the site.

All existing and future development proposals are a blend of two- to three-storey semi-detached, detached or townhouse, which further highlights the inappropriateness of this proposal and its inability to conform with the existing community in terms of character, layout or design.

The proposed development would create a “super block” of buildings, lacking any porosity with the existing community, and would have extremely negative repercussions on the vehicular and pedestrian flow in the area.

As an example, it would dump upwards of 1,500 vehicles onto a single side street (Lamarche) that was never meant for this kind of volume and would severely impact the only access road for an entire existing community.

I share the UDRP’s concerns that the super block would be an eyesore on Innes Road as there is a one-storey amenity deck which causes a grade separation from the street. Further highlighting the poor fit with the streetscape, as it permanently eliminates the possibility of ever having soft landscaping along the sidewalk and street.

The super block layout offers zero transition to the existing community and would see 50-year-old homes and one-year old homes, all of which are two storeys, abutted against a series of 9- to 16-storey towers.

This development would permanently prevent a Mainstreet layout from ever coming to Innes Road, as the proposal establishes a daunting street wall lining Innes Road for the entirety of the large lot.

Further, this would then set the precedence for the development of bordering three lots, which would exponentially compound the negatives on the surrounding communities and traffic.

I am not opposed to development on this site, and if this proposal was adjacent to transit or further north in my ward, it would be an excellent fit. As currently proposed in this location, you would be hard pressed to find a worse possible design.”

LEGAL IMPLICATIONS

An issue in the hearing is anticipated to be which Official Plan policies apply to this application.

Generally, it is the Official Plan policies in force at the time the application is made that apply. This principle is however that of Local Planning Appeal Tribunal policy rather than statutory or regulatory law. In the present case, modifications, to which the proposed development does not conform, to Official Plan Amendment 150 were agreed to by the Greater Ottawa Home Builders Association and endorsed by Council on April 24, 2019. It is the opinion of Legal Services that the circumstances of these provisions warrant an exception to the principle that an application is governed by the policies in place at the time the application is filed.

As noted in the report, this application has been appealed to the Tribunal as a decision was not made within 90 days. Should the recommendations be carried, a hearing will be scheduled with it being anticipated that it can be conducted within staff resources.

Should Council be in support of the application, a Zoning By-law will be submitted to Council for adoption. In the event of an appeal of the by-law, an external planner would need to be retained.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

Potential financial implications are within the above Legal Implications. In the event that an external planner is retained, the expense would be absorbed from within Planning, Infrastructure and Economic Development's operating budget.

ACCESSIBILITY IMPACTS

Design considerations with respect to accessibility are not a key consideration of this Zoning By-law amendment application. If the application is approved, accessibility impacts will be assessed in detail through the Site Plan Control approval process.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priority:

- Thriving Communities

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-19-0060) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of the issues associated with the application, and due to the applicant appealing the proposed amendment to the LPAT.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Proposed Conceptual Site Plan

Document 3 Rendering of Proposed Development (From West Looking East)

Document 4 Rendering of Proposed Development (View from Innes Road)

Document 5 Details of Applicant's Requested Zoning

Document 6 Building Height Schedule of Applicant's Requested Zoning

Document 7 Consultation Details

Document 8 Urban Design Review Panel Comments

Document 9 Chapel Hill South Community Association Comments

CONCLUSION

The department recommends refusal of the proposed Zoning By-law amendment. The conceptual site development and requested supporting zone provisions do not conform with the relevant policies of the Official Plan nor respond well to the direction provided in both the Urban Design Guidelines for Development along Arterial Mainstreets and the Urban Design Guidelines for High-rise Buildings. The proposed high-rise apartment use and the conceptual site development are of a scale and built form that does not respect the character of the adjacent low-rise residential neighbourhood nor fit well within the site's surrounding context. The department concludes that the proposed Zoning By-law amendment does not represent good planning.

DISPOSITION

Legislative Services, Office of the City Clerk to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing and Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

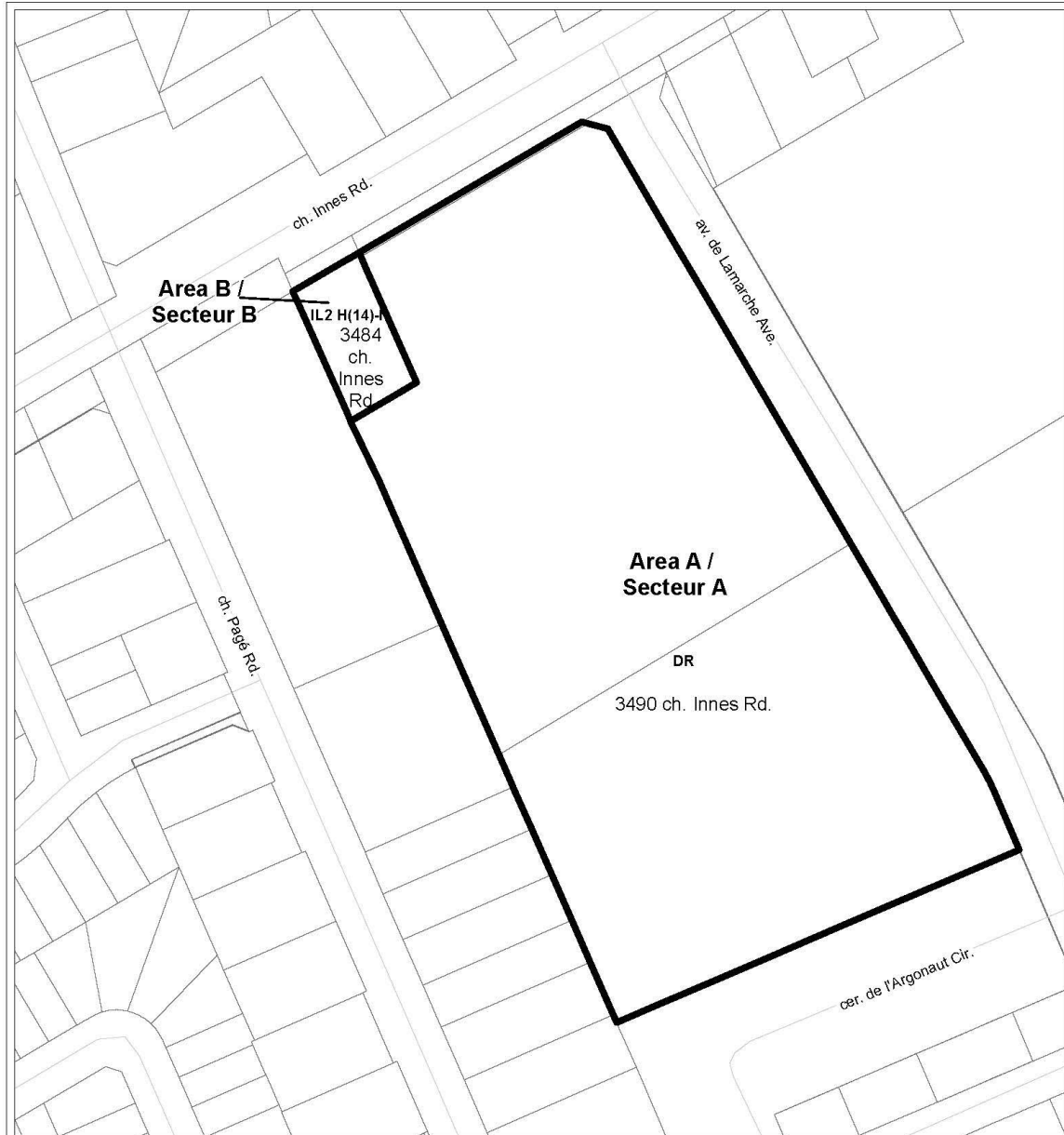
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law if approved and forward to Legal Services.



Legal Services, Innovative Client Services Department to forward the implementing by-law if approved 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.



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-19-0060	20-0156-D	 3484 , 3490 chemin Innes Road Blocks / îlot 149, 150 Plan 4M-1629	
I:\CO\2020\Zoning\Innes_3484_3490			
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Document 2 – Proposed Conceptual Site Plan

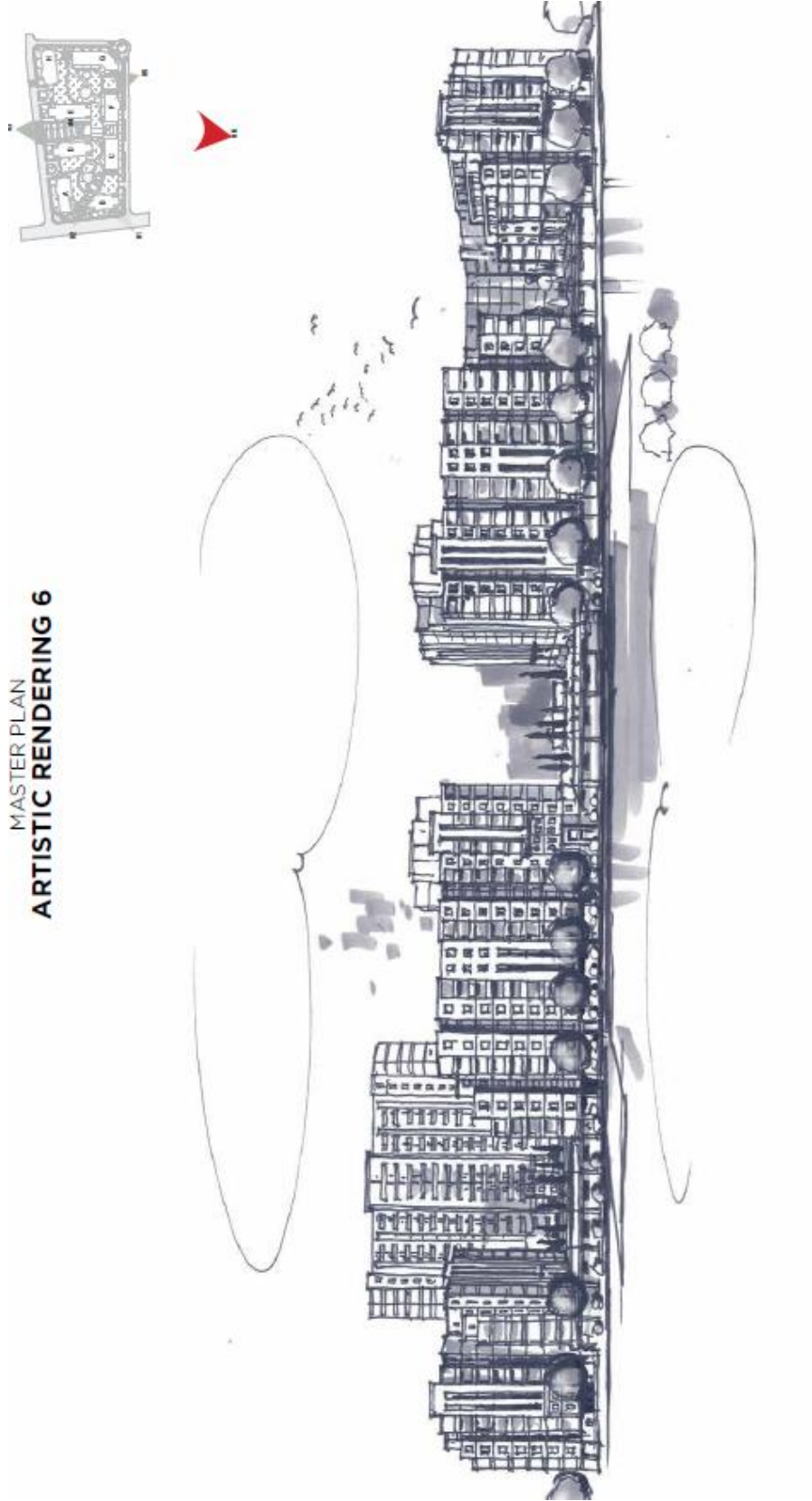
CONTEXT
SITE PLAN (1:10000)



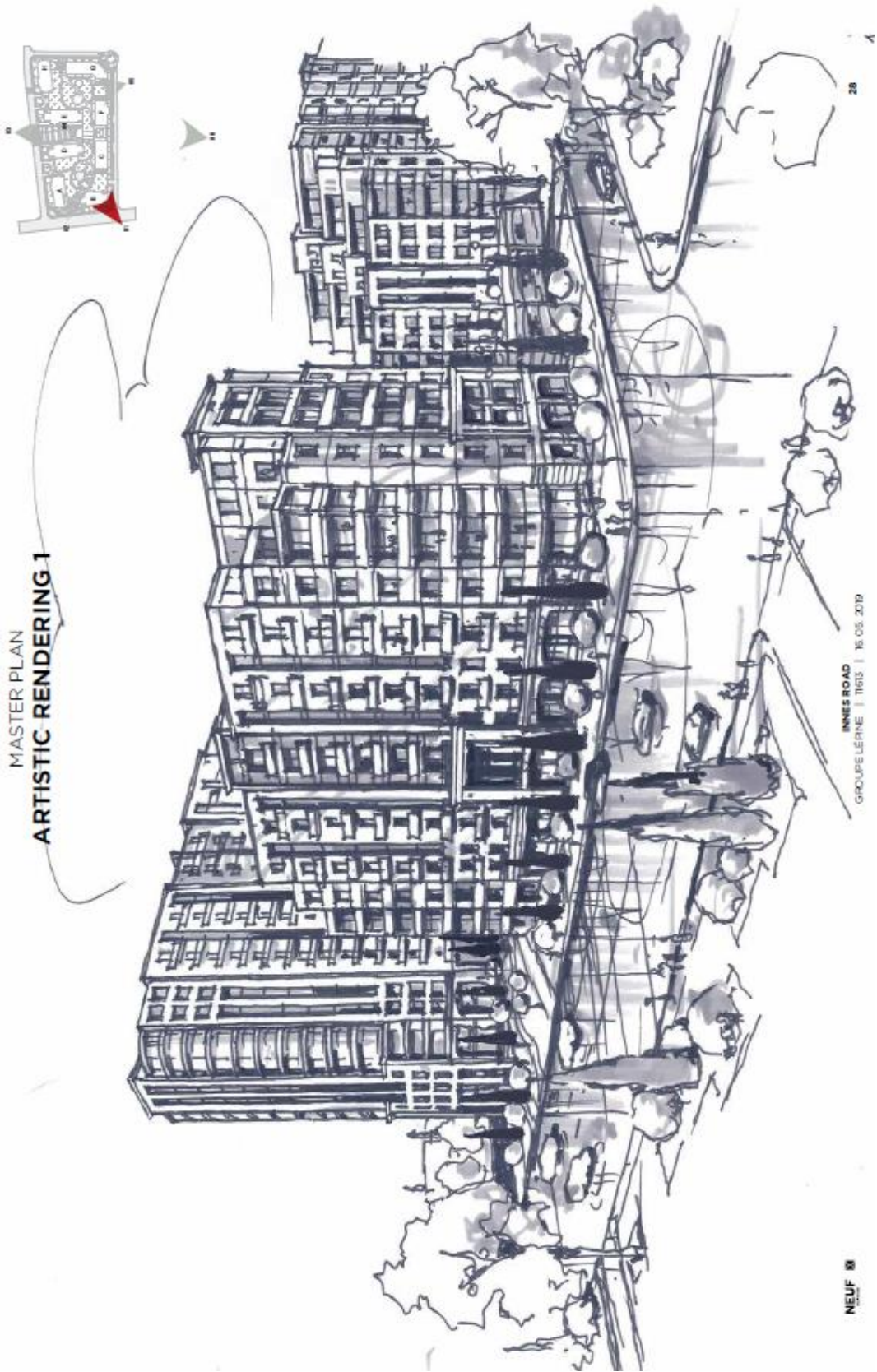
INNES ROAD
GROUPELERNE | 11613 | 15.05.2019

NEUF B

Document 3 – Rendering of Proposed Development (From West Looking East)



Document 4 – Rendering of Proposed Development (View from Innes Road)



Document 5 – Details of Applicant’s Requested Zoning

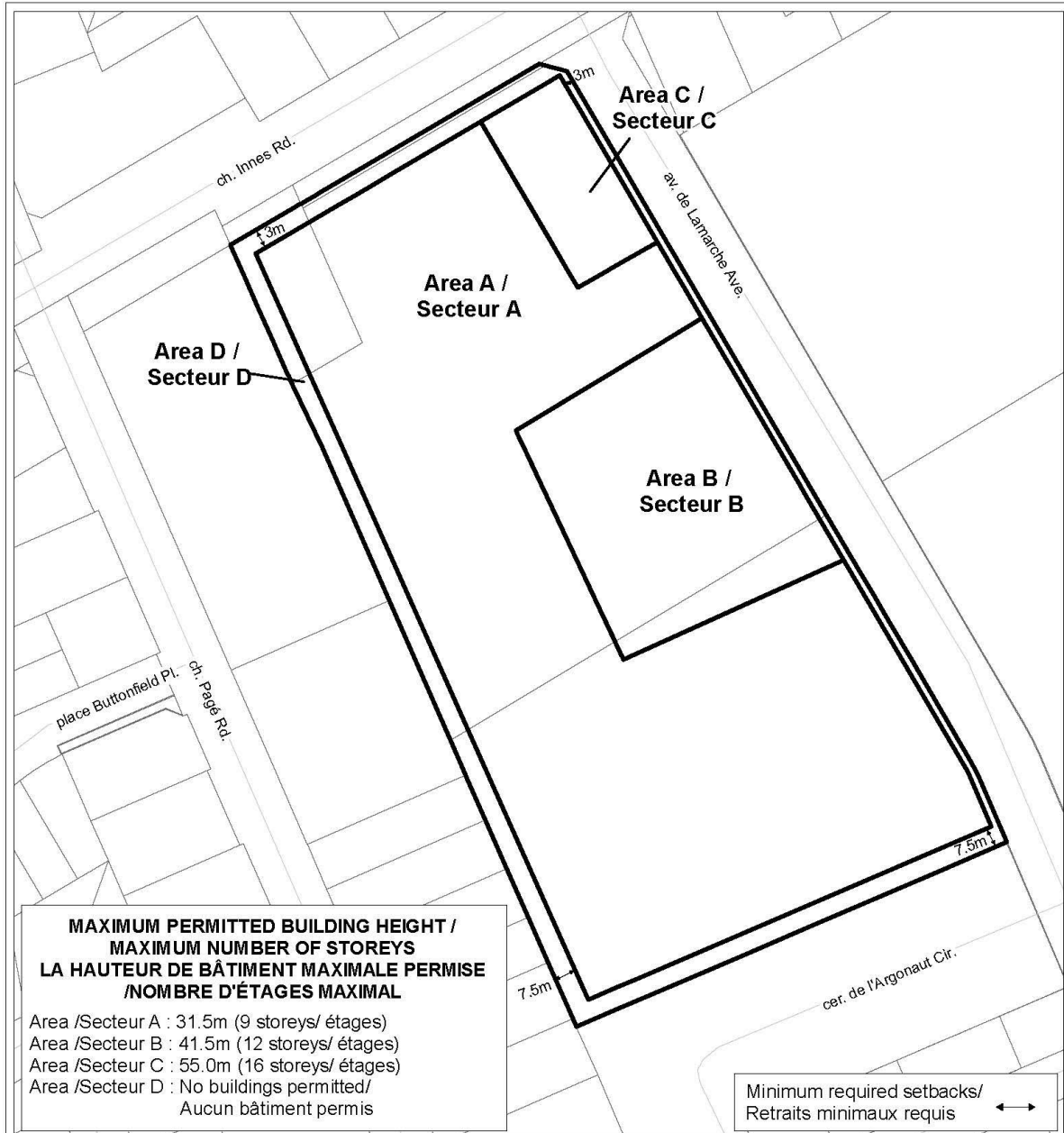
The applicant proposes the following change to the City of Ottawa Zoning By-law No. 2008-250 for 3484 and 3490 Innes Road:

1. Rezone the lands shown in Document 1 as follows:
 - a. Area A from DR to AM[xxxx] F(3.5) Sxxx
 - b. Area B from IL2 H(14)-h to AM[xxxx] F(3.5) Sxxx
2. Amend Part 17 – Schedules, by adding a new schedule of building heights, Schedule xxx, as shown on Document 6.
3. Add a new exception, AM[xxxx] F(3.5) Sxxx to Section 239 – Urban Exceptions with provisions similar in effect to the following:


In Column V, add the following text:

- Despite Table 101, the minimum parking space rate for a dwelling, mid-high-rise apartment is 1.0 per dwelling unit;
- Despite Table 101, the minimum parking space rate for a convenience store, personal service business, restaurant, retail food store and retail store-use, is 1.0 per 250 m² of gross floor area;
- Despite Table 102, the minimum visitor parking space rate for a dwelling, mid-high-rise apartment is 0.1 per dwelling unit; and
- The lands zoned AM[xxxx] F(3.5) Sxxx are considered one lot for zoning purposes.

Document 6 – Building Height Schedule of Applicant’s Requested Zoning



MAXIMUM PERMITTED BUILDING HEIGHT / MAXIMUM NUMBER OF STOREYS LA HAUTEUR DE BÂTIMENT MAXIMALE PERMISE /NOMBRE D'ÉTAGES MAXIMAL
Area /Secteur A : 31.5m (9 storeys/ étages)
Area /Secteur B : 41.5m (12 storeys/ étages)
Area /Secteur C : 55.0m (16 storeys/ étages)
Area /Secteur D : No buildings permitted/ Aucun bâtiment permis




D02-02-19-0060	20-0156-D
I:\CO\2019\ZKP\Innes_3484_3490...Schedule	

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CECI N'EST PAS UN PLAN D'ARPENTAGE

**This is Schedule XXX to Zoning By-law No. 2008-250
Annexe XXX au Règlement de zonage n° 2008-250**

This is Attachment X to By-law Number 2020-XXX, passed January XX, 2020
Pièce jointe n° X du Règlement municipal n° 2020-XXX, adopté le XX janvier, 2020



Document 7 – Consultation Details

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. No formal City staff-initiated public meetings were held in the community prior to or after the Zoning By-law amendment application being appealed by the applicant to the LPAT.

Public Comments and Responses

City staff received over 200 written public comments in response to the notice of the Zoning By-law amendment application. The vast majority of comments oppose it. A petition bearing 694 signatures in opposition to the proposed Zoning By-law amendment was filed with the City Clerk in August 2019. Staff also received comments from the Chapel Hill South Community Association, attached as Document 9.

The following table summarizes the public comments organized by common themes.

Question/Comment	Staff Response
Transportation/Traffic	
Innes Road cannot support any more traffic in its current configuration. The timing of the traffic signals contributes to the slowing down of traffic flow from Orléans Blvd. to Hwy. 417 during the peak period commutes. Another traffic signal is proposed at the intersection of Lamarche Avenue. The current design of Lamarche Road will not be able to support all the traffic from the abutting Orléans Village subdivision and the proposed high-density development.	As noted in the planning rationale section of this report, staff recognize that any future development proposals for sites along or near Innes Road, including the proposed development, would require adjustments in travel behavior, spreading of peak hour demand to off peak hours and use of alternative modes of travel. Transportation demand management measures would need to be incorporated to mitigate the projected impacts on the level of service of Innes Road.
The reduction in the number of parking spaces per dwelling unit, including visitor spaces, will mean an increase in on-street parking on nearby local streets, which will significantly increase traffic on those streets and, during	Staff are not prepared to accept such proposed reduced parking standards without compelling empirical evidence demonstrating that they are appropriate.

Question/Comment	Staff Response
winter when traveled road widths are significantly reduced, impede the flow of traffic.	On-street parking on nearby local streets is permitted at specified times and durations.
The LRT does not and will not service this area. The development is too far from the future planned stations along the future Transit Priority Network. The proposed high-density development would generate more traffic and the quality of bus service is already inadequate. A development of this size and ambition proposed would be better served near a dedicated transitway such as BRT or LRT.	The development site is indeed more than 1,000 metres from the nearest planned transit station along the future Cumberland BRT corridor adjacent to Brian Coburn Boulevard. However, Innes Road is a designated transit priority corridor in the City's Official Plan. The estimated transit trips generated by the proposed development could be accommodated by the high frequency Route 25 during the morning and afternoon peak hour periods. The Transportation Master Plan's (TMP) affordable network also contemplates expansion and improvements to public transit within the Orléans South area, which is expected to introduce sufficient capacity to accommodate anticipated development transit demand.
While residential subdivision growth has substantially increased along the Innes Road corridor (South Orléans), there has not been matching growth in arterial roadways and alternate routes to support such growth.	As noted above, the TMP's affordable network contemplates expansion and improvements to public transit within the Orléans South area.
Entering/exiting Lamarche Avenue to/from Innes Road would become very difficult. It was not intended for high traffic, but rather designed for local traffic serving the Orléans Village subdivision.	Lamarche Avenue is designed as a collector road to accommodate the traffic generated by the entire Orléans Village subdivision, including the future mixed-use blocks along Innes Road. The intersection of Innes Road and Lamarche Avenue will be signalized.

Question/Comment	Staff Response
The increase in traffic congestion within the neighborhood would impact the ability for emergency vehicles to gain access to the community.	Lamarche Avenue is designed to accommodate emergency service traffic.
A traffic data collection should be completed in order to capture a true representative work week for downtown commutes. Vehicle traffic should be measured at the corner of Innes and Pagé Roads with the installation of traffic counting devices.	The traffic impact study submitted in support of the proposed Zoning By-law amendment accounted for the vehicle counts and movements at the intersection of Innes Road and Pagé Road.
The proposed rezoning and development will tremendously increase traffic-generated noise, thereby disturbing the tranquility of the neighbourhood.	The impact of noise caused by the proposed development on the surrounding properties would be addressed in detail during the review and evaluation of a future application for Site Plan Control approval.
Compatibility/Context/Density	
Buildings of 9 to 16 storeys are completely out of place for the surrounding low-rise character of the area. The density and height of the development is too great for and unprecedented in the community. There are no buildings taller than four storeys anywhere in sight. The proposed development would significantly change the character and feel of the neighborhood.	Staff agree. This matter is discussed in the planning rationale of this report.
The area is predominantly zoned residential. Allowing this type of high density/high-rise zoning would not match the character of neighbourhood Orléans residents want.	The Arterial Mainstreet designation in the Official Plan allows high density, mixed use development along Innes Road. Mid-rise apartment buildings (max. 9 storeys) are permitted, subject to relevant urban design and compatibility policies.

Question/Comment	Staff Response
<p>Privacy of residents in the surrounding low-rise neighbourhood will be infringed upon.</p>	<p>The impacts caused by the proposed development on the abutting residents' enjoyment of their properties would be evaluated and addressed in detail during the review and evaluation of a future application for Site Plan Control approval.</p>
<p>Fewer low-rise buildings would be much more suited for the neighborhood.</p>	<p>Staff agree in general. This matter is discussed in the planning rationale of this report.</p>
Housing	
<p>Orléans has been overlooked with respect to the availability of rental units. The proposed development could alleviate this housing need. However, the proposed units should also be affordable and inclusive, as Orléans has a plethora of overpriced housing. The proposed development seems to only provide housing for the upper middle-income earners.</p>	<p>The Affordable Housing staff within the City's Housing Services are aware of the Zoning By-law amendment proposal.</p>
<p>The proposed development would be attractive to retired persons who would be able to down-size and stay in Orléans.</p>	<p>Agreed.</p>
Land Use/Urban Design	
<p>The proposed development will cause disruption to surrounding homes and neighbourhoods through the shadows created by the large number of high-rise buildings.</p>	<p>Staff reviewed the sun-shadow study submitted in support of the development proposal. Staff will evaluate the shadow impacts of any future revised or new development application for the site.</p>
<p>There is a need for employment opportunities in Orléans to attract younger generations and families. The</p>	<p>The Arterial Mainstreet (AM) zone, which is appropriate for the future mixed-use blocks along Innes Road, permits office uses. It is</p>

Question/Comment	Staff Response
proposed development should include office uses alongside residential units.	the local commercial office market that would dictate whether office uses are appropriate on the site.
The community was under the impression that the site would be for mixed-use commercial uses. The proposed massive number of residential rental apartment buildings is unprecedented and unwanted by the surrounding community.	The Arterial Mainstreet (AM) zone, which is appropriate for the future mixed-use blocks along Innes Road, permits low-rise and mid-rise apartment dwelling uses as-of-right as well as commercial/retail and institutional uses.
The proposed Town Square will not provide enough functional parkland for the expected increase in residents within the area. The private “outdoor areas” are not replacements for parkland, appearing potentially problematic and not user-friendly.	The Subdivision Agreement registered on title of all four future mixed-use blocks identifies the future requirement for a 1.0-hectare municipal park on these lands. Such parkland will be acquired when the two mixed-use blocks along the east side of Lamarche Avenue are developed.
The proposal describes itself as a “first of its kind” Orléans landmark. As such, the plan should represent the highest quality design and innovation, which it currently lacks in this regard.	Noted.
If approved, the rezoning would likely result in other similar development proposals, which would have a huge impact on the surrounding community that cannot sustain more traffic, growth and such level of intensification. A similar development likely would be proposed on the vacant land opposite the site.	Whenever a future application is received to rezone and develop the two remaining mixed-use blocks on the east side of Lamarche Avenue, staff will review and evaluate it on its merits. The public and Ward Councillor will be notified of such application and will be provided the opportunity to submit comments.
Architectural step backs between the base and middle sections of the buildings are either not incorporated	These details of building design would be considered in detail during the review and evaluation of a future application for Site

Question/Comment	Staff Response
<p>into the designs entirely or are too high to be effective, contributing to wind/weather micro-climates and an overall unpleasant design for pedestrian/cyclists, and doing nothing to ameliorate the massing effect of the buildings.</p>	<p>Plan Control approval. The Urban Design Review Panel's input would also be sought in this regard.</p>
<p>A cash payment in lieu of dedication of parkland on the site is proposed. It would be at the City's discretion to identify how such parkland contribution is used. Where would this municipal parkland contribution be put towards? There appears to be no adequately sized planned parkland within walking distance to meet the needs of the proposed 3,000 new residents.</p>	<p>As noted above, a 1.0-hectare municipal park will be acquired when the two mixed-use blocks along the opposite side of Lamarche Avenue are developed.</p>
<p>General</p>	
<p>The proposed development will depreciate the value of surrounding homes in Orléans.</p>	<p>Property value is not a consideration in the assessment of a Zoning By-law amendment application.</p>
<p>The proposed development will have a negative impact on the overall demographics in the area, local services, and infrastructure. Community quality of life will decrease as a result.</p>	<p>Staff are confident that the appropriate development of the mixed-use blocks would have a positive impact on the larger community's quality of life.</p>
<p>The proposed development may cause an increase in garbage, air pollution, and/or crime in neighborhood parks and streets.</p>	<p>These aspects of site design would be considered and appropriately mitigated through good planning and site design during the review and evaluation of a future application for Site Plan Control approval.</p>

Community Organization Comments and Responses

Comments were received from representatives of the Chapel Hill South Community Association. The Association's comment letter is attached as Document 9.

Response:

Most of the Association's comments are similar in nature to the public comments and responses outlined and addressed above. However, with respect to Comment 1 in the Association's letter, City staff are obligated to abide by the legislated timelines set out in the *Ontario Planning Act* for the processing of and the making of decisions regarding development applications filed with the City no matter the time of year. There is no discretion afforded City staff in this regard. Should the municipality fail to make a decision respecting the application within 90 days of the receipt of the application, then according to the *Act* the applicant has a right to appeal the application to the Local Planning Appeal Tribunal (LPAT). In this particular matter, the applicant chose to exercise the right to appeal the application.

Notwithstanding the timelines established by the *Act*, City Council has well established, and publicized public consultation policies designed to afford the public with every reasonable opportunity to participate in the planning application review process.

Document 8 – Urban Design Review Panel Comments

3484 and 3490 Innes Road | Formal Review | Zoning By-law amendment to permit eight residential buildings between nine and 16-storeys | Neuf Architectes; Groupe Lépine Corporation; Fotenn Planning and Design



Summary

- The Panel recognizes the importance of this site as a first in a series of denser developments within the area. The Panel believes this project will represent an important model for future development and will be precedent setting for this area of Innes Road. It is the opinion of the Panel that the current proposal reflects an outdated urban design approach that requires significant revisions.
- The Panel's concerns with the proposal relate to the superblock approach and the lack of porosity through the site, the design of the public realm and private spaces, vehicular and pedestrian circulation, and transitioning to the adjacent uses.
- The Panel emphasizes the need to imagine this block in the context of an emerging, transforming part of the city. A master planning approach is needed that finds ways to relate this development to its adjacent existing and future context. The Panel does not support this project as proposed and recommends the applicant return to the UDRP for a focused design review session.

Public Realm and Site Porosity

- The proposed development represents the creation of a super block. The Panel strongly recommends that this block is broken down into smaller blocks that allow for porosity and greater permeability. Public streets and seamless access to public spaces must be key design pillars for this development to be successful.

- The Panel is concerned with the separation of the site from the street caused by the grade change associated with the raised one-storey amenity deck above the parking garage. The contribution to the larger public realm is compromised by the grade separated access to the greenspace, resulting in a privatized internalized amenity space due to the extent of the proposed elevation change. The elevated greenspace has no connection to the surrounding community and is out of context.
- The Panel recommends that underground parking is located below the existing grade and the extent of the garage is reduced to provide more areas for significant mature trees to grow that aren't compromised by the longevity of the garage roof waterproofing.
- The Panel recommends that the new streets associated with this development contribute to the public realm by ensuring that they are accessible by the public and provide connectivity not just around the site but also through the site.
- The Panel does not support internalizing the commercial uses and instead suggests that they are located along Innes Road. This will establish a more positive relationship between the new development and the adjacent area.

Circulation

- The Panel is concerned with the vehicular circulation and pedestrian flow in the proposed plaza. The Panel recommends that the pedestrian realm needs to dominate throughout the site and vehicular access to the plaza should be separate from the pedestrian realm.
- The Panel is concerned with the super block approach and recommends that a street, which divides the site, should run east-west at approximately the location of the plaza.
- The private road intentions are not clear. The Panel is concerned with the implications of the proposed private access road along the perimeter of the site and suggests that these roads should be public streets.

Transition & Site Organization

- The Panel advises a different approach to organizing the site. Denser uses along Innes Road is appropriate, with transitioning to lower density uses on the southern half of the site. This would improve the transition between this development and adjacent land uses.
- For the south half of the property, the Panel recommends considering implementing a tighter grid that establishes an urban fabric, where stacked townhouses could be introduced. This housing form is more reflective of the adjacent low-rise uses.

Consider 54- to 60-metre block widths that can accommodate a similar density while providing more amenity and creating a strong sense of place.

Architectural Expression

- The Panel suggests further study of the proposed mid-rise typology. The dispositioning of the site implies a collection of modest mid-rise buildings, but due to their height and massing they are reading like slab buildings.
- The Panel suggests less emphasis on the visibility of the east and west long façades from the public realm, and instead establishing a strong street wall on Innes Road, creating a Main Street feel with commercial uses at grade.
- The Panel recommends fewer taller buildings on the site as way of improving the overall composition.

Document 9 – Chapel Hill South Community Association Comments



**Chapel Hill South
COMMUNITY ASSOCIATION**

August 13, 2019

Mr. Michael Boughton

Planning Services

City of Ottawa

110 Laurier Avenue West

Ottawa, ON

K1P 1J1

RE: 3484 & 3490 Innes Road - Zoning By-law Amendment - D02-02-19-0060

Good afternoon Mr. Boughton,

The Chapel Hill South Community Association has a number of concerns regarding the rezoning from Development Reserve (3490 Innes) and Light Industrial (3484 Innes) to arterial Mainstreet for the property being developed by the Groupe Lépine to accommodate residential high-rises.

1. Applications submitted in the summer months are disingenuous as many residents are on holidays and not aware of the proposal. It certainly gives the impression that this rezoning application is being bulldozed through when the

application is submitted at the end of June, comments are due August 13th, followed by a community meeting in September, and then going to Planning Committee October 10th. This timeline is woefully inadequate for a project of this size.

2. We have great concerns with the lack of forethought about the major traffic implications given the lack of infrastructure in the area. It seems every new housing project adds more and more traffic onto Innes Road which is already over capacity. Hundreds of residences are being planned and built in addition to the 1,320 apartments at 3490 and 3488 Innes Road, with no new infrastructure in place. Roads such as Orleans Blvd, Forest Valley, Bearbrook, Navan Road and Renaud Road will also be significantly impacted as motorists try to find alternate routes to travel west and south.
3. The only access/egress to the proposed development is Lamarche Avenue. There are already safety concerns from the handful of new residents who have moved into the Caivan development. The proposed Groupe Lépine development of 1,320 units, in addition to Caivan's current development of 534 dwellings, will make traffic along Lamarche Avenue and Innes Road a nightmare. We are sure that none of these new neighbours were informed when they purchased their homes that the only access to their subdivision for the next 15 years would be through a major construction project.
4. We understand that “there will be two other future roads extending eastward from the Orléans Village subdivision through the adjacent Mer Bleue Mixed-Use Centre Community Design Plan (CDP) lands. Those roads will eventually connect to the Frank Bender Street/Fern Casey Street north/south collector road, which will intersect with Brian Coburn Boulevard, and to the future Vanguard Drive extension to Mer Bleue Road.” These extensions have not been built nor have we seen any plans for their construction.
5. We are told the target group of residents is “empty-nesters” and younger future homeowners. This does not necessarily mean retirees. Many/most of the residents will still be employed and need to commute to get to their employment. Rush hour traffic heading westbound in the morning and eastbound at the end of the day is already extremely congested. Adding hundreds more cars to the mix will make an already tenuous situation significantly worse. This is further exacerbated by all the other traffic coming from further east (Avalon, Fallingbrook, Cumberland) as most employment opportunities are either west (downtown, Kanata) or south of Ottawa.

6. The transportation study submitted with the application is based on the now defunct assumption that Navan Road will be expanded to a four-lane divide arterial road from the Brian Coburn roundabout to the Blackburn Bypass (see pages 6-7 of Parsons Transportation Report). This is misleading.
7. The Innes Ward Community Associations (Bradley Estates, Chapel Hill South, etc.) have been working extremely hard with City Staff in order to relieve some of the current major congestion on the Blackburn Bypass and Renaud Road by hopefully extending Brian Coburn from the roundabout to go through the hydro corridor to connect with the north end of the 'S' curve on Renaud Road. Should this proposal be successful, this extension would be at least ten to twelve years away. Until then, an already packed Blackburn Bypass will become even more congested. Add to this all the buses that will be heading down Navan Road to connect to the Blackburn Bypass coming from the new Park & Ride at Brian Coburn and Navan Road – Renaud Road and the Blackburn Bypass will become parking lots during rush hours (not very encouraging for riders trying to get to the LRT at Blair when their buses are stuck in traffic jams).
8. We are pleased to see that the applicant will be putting the residential parking underground. We also understand that parking for the commercial units on the ground floors of both of the 12-storey buildings will be made available. However, the formula of 1.1 parking spaces for 1,320 units (1,450 underground parking spaces) is, in our opinion, insufficient parking availability. Between the commercial and residential units, there will undoubtedly be a significant overflow effect onto residential streets in the vicinity. This is of serious concern to residents throughout the area.
9. There is no mention anywhere in the application for affordable housing. This needs to be included in all future developments throughout the city, particularly one of this magnitude. We look forward to discussing this matter and finding an appropriate resolution with city planners and Groupe Lépine at the public consultation meeting in September.
10. The height of the eight buildings (five 9-storey, two 12-storey and one 16-storey) will forever change the look of our community and the entire east end. Nowhere in Orléans can you find high density housing such as this. While we acknowledge that rental apartments are a welcome addition to Orléans, a development of this magnitude would be better suited adjacent to an LRT station (there are no LRT stations in Chapel Hill South!).

We are not the only voice of our community. Many Chapel Hill South residents have been going door-to-door and emailing neighbours who are on vacation to get them to sign a petition to stop this development. There is some talk of hiring lawyers to block this development. Residents are shocked and dismayed that such a proposal is being considered without proper community consultation. We understand that the developer is working with the Councillor's office to set up a public consultation meeting in September. It is imperative that the residents' voices be heard.

We look forward to meeting with City planners and representatives from the Groupe Lépine to further discuss this matter which will have such a significant and permanent impact on the future of our community.

Respectfully,

The Chapel Hill South Community Association

Paul Bolt, President

Rylee Batista, Vice-president

Michel Carrière, Secretary

Michael Francis, Treasurer

Tammy Lynch, Director of New Development

Donna Leith-Gudbranson, Director of Special Projects

Gisele Doyle, Member, New Development Sub-committee

Darlene Robertson, Member, New Development Sub-committee