

# **Commercial Development Proposal**

**2168 Tenth Line Road**

## **Planning Rationale Report**

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Prepared for

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## **1. Background**

This report is intended to provide the necessary planning background and rationale in connection with the proposed commercial development at 2168 Tenth Line Road also known as Part of Lot 12 Concession 11, Geographic Township of Cumberland now in the City of Ottawa hereinafter referred to as the subject property.

This report is also intended to serve as a scoped Design Brief (per the City's Design Brief Terms of Reference). The proposal will necessitate the approval of a zoning bylaw amendment as well as a severance application both which have been submitted along with this report.

## **2. Site Context and Existing Land Use**

The subject property, being 1.60 hectares (3.96 acres) in area, is currently vacant and is generally flat and featureless.

As shown on Figure 1, the subject property is located immediately north of Gerry Lalonde Drive and south of Vanguard Drive in the community of Avalon; more specifically, it is located on the west side of Tenth Line Road to the south of the hydro corridor which runs in an east west direction through this part of Orleans.

Existing land uses abutting the subject property are as follows:

- East: Tenth Line Road which is a 4 lane arterial road; further to the east is a vacant block of land held by Minto for future development;
- South: Gerry Lalonde Drive which is a 2 lane collector road; lands further to the south have recently been developed for multiple residential development in the form of 3.5 storey walk up condos.
- West: vacant land held by Minto for future development
- North: there is a vacant parcel (triangular in configuration) located to the immediate north of the subject property; this land is held for future development by the Taillefer family; land to the north of this parcel is occupied by the Hydro One transmission corridor mentioned above.

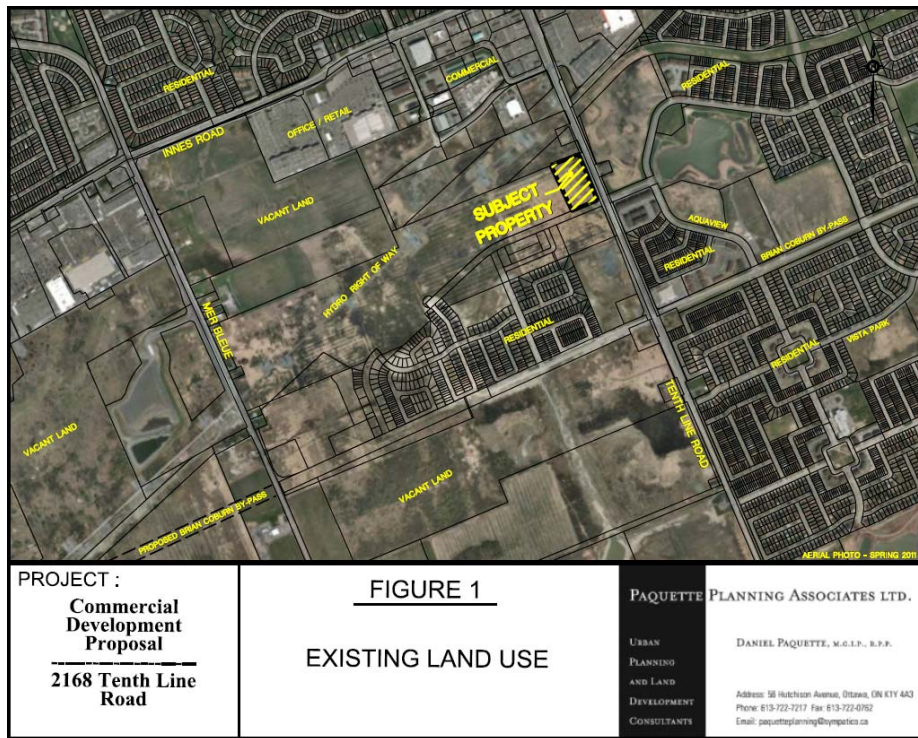
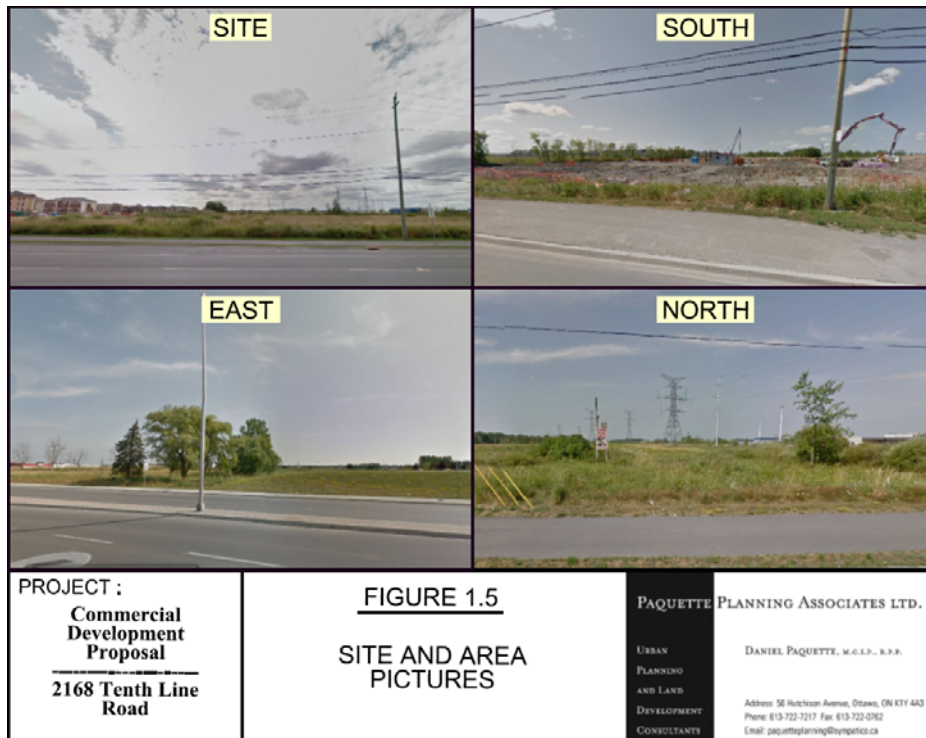


Figure 1.5 presents various pictures of the subject property and adjacent lands.



### **3. Planning Context**

#### **3.1 City of Ottawa Official Plan**

The subject property is designated 'General Urban Area' in accordance with Schedule B of the City of Ottawa Official Plan (2003) as well as Official Plan Amendment 150 (awaiting OMB approval). According to policy 3.6.1.1 of the Official Plan (2003) *'the General Urban Area designation permits all types and densities of housing, as well as employment, shopping, service, industrial, cultural, leisure, park and natural areas, entertainment and institutional uses'*.

The subject property is located to the south of a planned Bus Rapid Transit (BRT) corridor as indicated in Schedule D of the Official Plan. The said schedule also indicates that a transit station is intended to be located at its intersection with Tenth Line Road. It is understood that this transit corridor is not planned to be built until 2031 at the earliest.

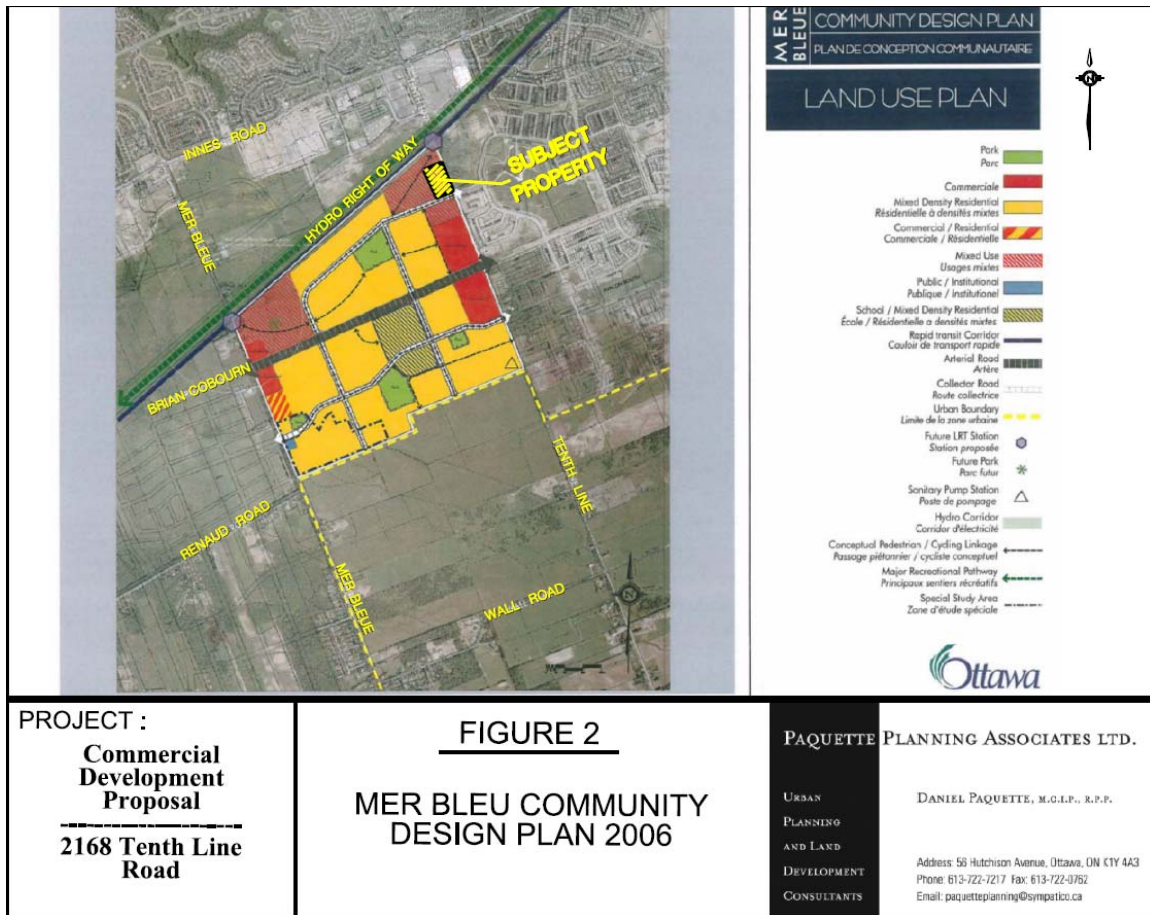
Section 4 of this report speaks to how the proposal conforms to the said Official Plan.

#### **3.2 Mer Bleue Community Design Plan 2006**

According to this Community Design Plan (CDP), the subject property is designated Mixed Use Area. See Figure 2. According to policy 5.1.2 of the CDP *'The intent of the Mixed Use Area designation is to accommodate a wide range of office, institutional, and convenience retail uses, with the objective of becoming a high-density employment-generating node for the area'*

The CDP provided further direction on the type of commercial space permitted within this designation; to this end, the CDP states... *'Permitted non-residential uses include a range of transit supportive institutional, commercial and service uses such as, professional and medical offices, retail stores, restaurants, service commercial, financial institutions, entertainment and recreational uses.'*

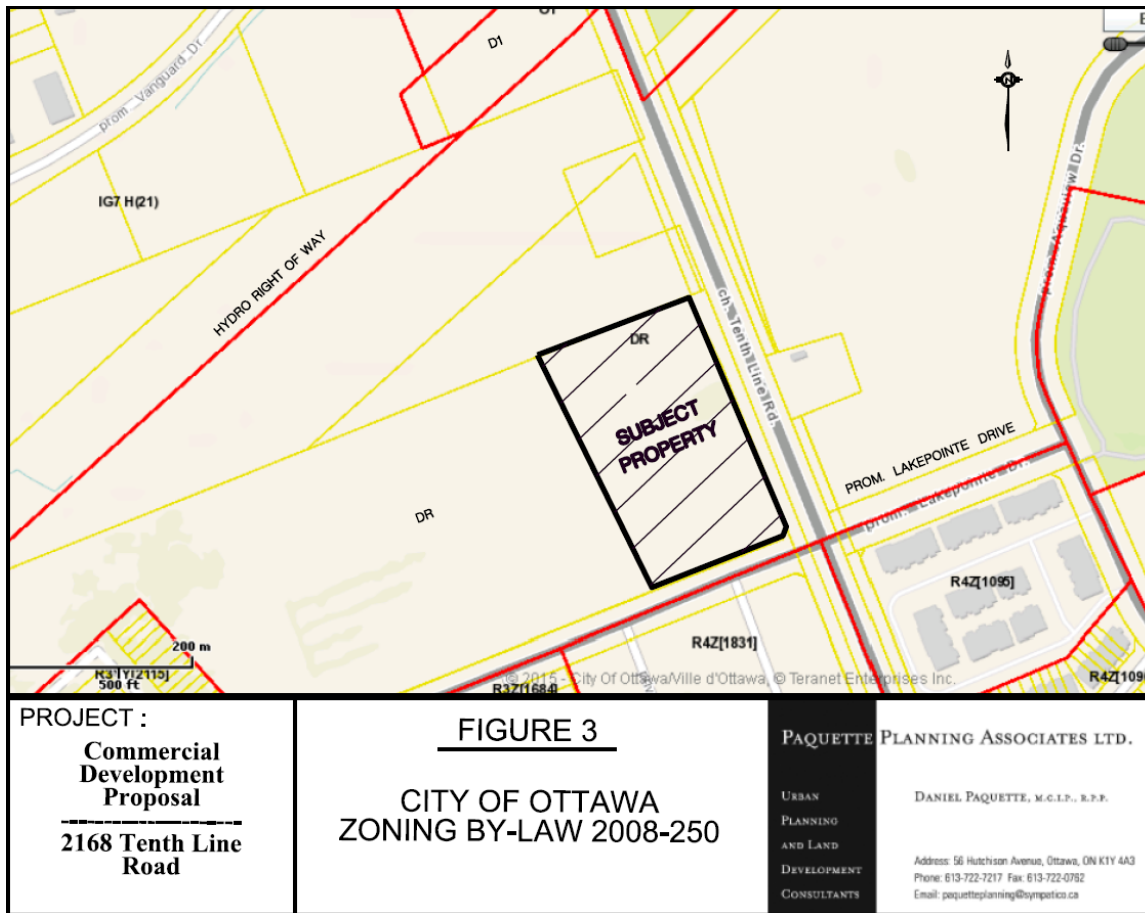
Section 4 of this report speaks to how the proposal conforms to the said Community Design Plan.



### 3.3 Zoning Bylaw 2008-250

According to City of Ottawa Zoning By-law 2008-250, the subject property is currently zoned Development Reserve (DR) which recognizes lands intended for future urban development. See Figure 3.

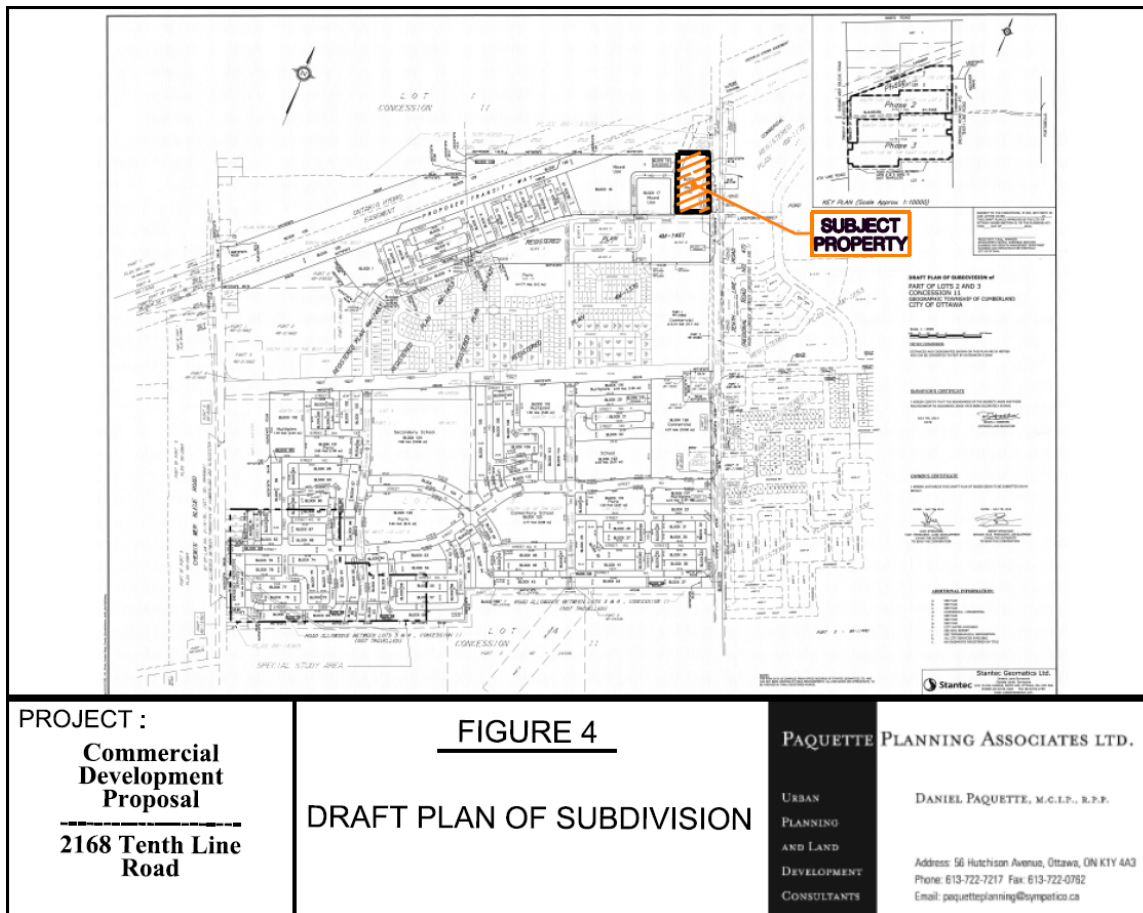
Lands adjacent to the subject property are zoned Residential Fourth Density Zone (R4Z) and Residential Third Density Zone (R3Z) to the south and Industrial General Industrial Zone (IG7) and General Mixed Use Zone (GM) to the north.



### 3.4 Plan of Subdivision

The subject property is identified as part of Block 18 on the draft plan of subdivision dated July 7, 2014 as shown on Figure 4.

Draft condition 17 from City File D07-16-09-0018 as approved on October 2 2014 states that *'The Owner agrees to provide vehicular access and servicing stubs to the property located north of Block 16 and Block 18 at the north east end of the subdivision just south of the transit corridor and a 30 cm Reserve will be placed adjacent to the lands to the north.'*



#### 4. Proposal

The proposal calls for the construction of a commercial facility being approximately 4600 square meters in gross floor area and providing surface parking for 230 cars. To this end, the proposal before you requires the approval of Zoning by-law Amendment and severance applications, both of which have been submitted along with this report. While site plan approval is not being sought as part of this submission, a proposed concept plan (see Figure 5) has been included for information purposes.

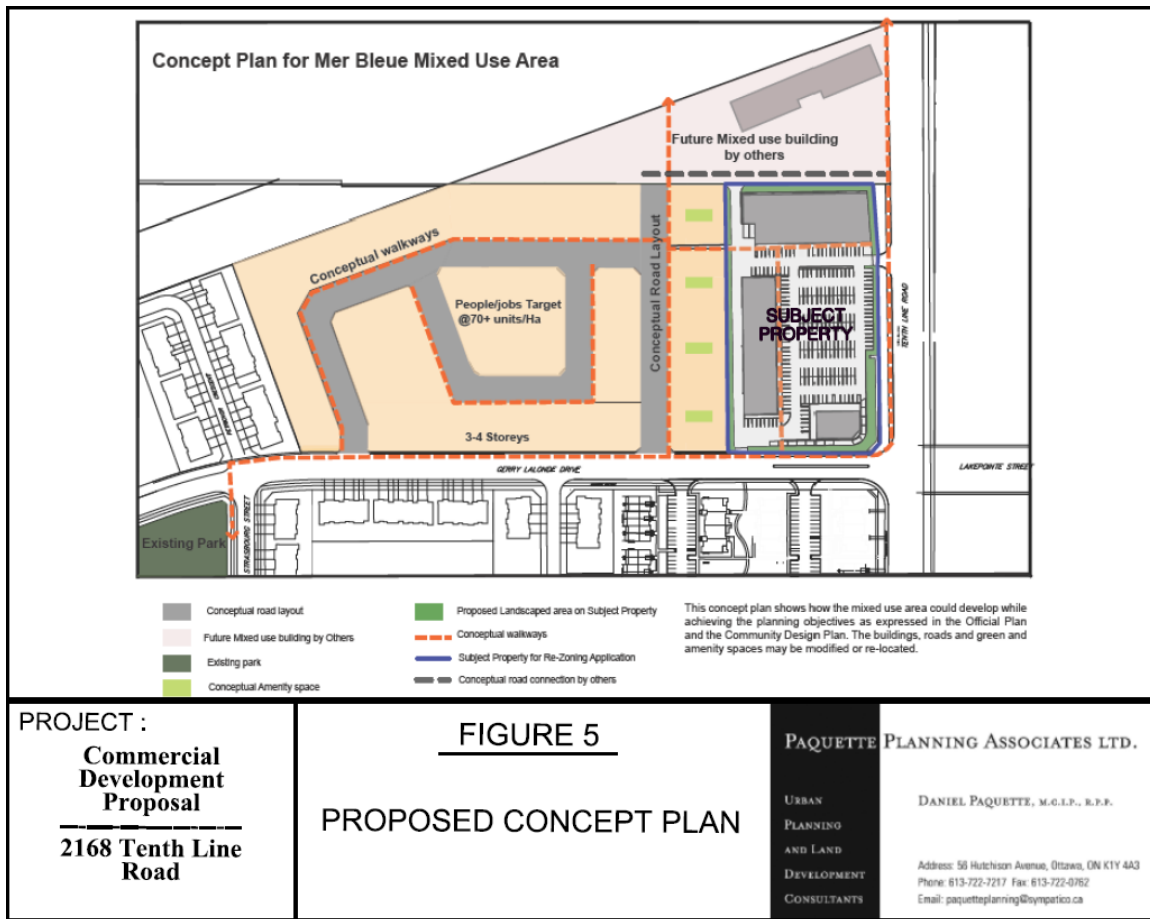
The keys features of the proposed concept plan are as follows:

- Three free standing buildings are proposed as part of this development. The two larger buildings are intended to accommodate multiple tenants while the smaller building proposed for the corner of Tenth Line Road and Gerry Lalonde Drive is intended to accommodate two tenants with drive thru facility;

- All three buildings are intended to present a façade onto Tenth Line Road ; two of the buildings are intended to be sited near Tenth Line Road in order to contribute to a more urban environment at this location;
- The proposed access points include a right in right out on Tenth Line Road and a full turn access point at Gerry Lalonde Drive;
- The plan provides for the possibility of extending access via the subject property to the Taillefer property, located to the immediate north, if desired by the owners of this property; if this access connection is provided, it is anticipated that a common access and maintenance agreement will be entered into between the 2 property owners. Notwithstanding the above, the intent is to also provide a public road access to the Taillefer property as illustrated conceptually in Figure 5 and as required in the draft plan of subdivision condition discussed in section 4 of this report. (Please note that the concept plan illustrated in Figure 5 shows how the mixed use area, including the Taillefer property, could develop while achieving the planning objectives as expressed in the Official Plan and the Community Design Plan. The buildings, roads and green and amenity spaces may be modified or re-located; the proposed Taillefer development was provided to the author of this report by the City of Ottawa Planning Department).
- The plan calls for the creation of a pedestrian connection between the subject property and the anticipated development to the west as well as between the subject property and the future Bus Rapid Transit station;
- As indicated in the servicing brief prepared by Atrel Engineering Ltd., the necessary water and sanitary services are in place to accommodate the proposed development; as far as storm water is concerned, the report identifies servicing options for the site.

The proposed Zoning By-law Amendment application calls for a change in zoning from Development Reserve Zone (DR) to General Mixed Use Zone (GM). The GM zone, in turn permits a variety of commercial uses as well as residential uses. The performance standards applicable to the GM zone have been verified against the proposed concept plan presented in Figure 4 and no variances to these standards are anticipated to be required at this time.

The proposed severance calls for the creation of the parcel for transfer in keeping with lot area requirements of the GM zone being sought.



## 5. Planning Rationale

### 5.1 Conformance to Official Plan

The City of Ottawa Official Plan provides a complete set of policies and guidelines to evaluate development proposals such as the one that is subject to this report. This section of the report assesses how the proposed development conforms to section 4 of the City of Ottawa Official Plan policies and guidelines.

- *Policy 4.1 (Site-Specific Policies and Secondary Policy Plans)*

Comment: The subject property is located within a Community Design Plan area as discussed in the previous section of this report;

- *Policy 4.2 (Adjacent to Land-Use Designations)*

Comment: The subject property is not adjacent to any significant land use feature identified in this policy;

• *Policy 4.3 (Walking, Cycling, Transit, Road and Parking Lots):*

Comment: The subject property is accessible via Gerry Lalonde Drive which is a collector with sidewalks on both sides and Tenth Line Road which is a 4 lane major arterial with cycling lanes and sidewalks (planned) on both sides. Existing transit service within the study area is currently provided by OC Transpo. Additional transit services will be available in the future when the planned Bus Rapid Transit corridor is built along the hydro corridor just north of the subject property.

*Policy 4.4 (Water and Wastewater Servicing):*

Comment: The subject property is adjacent municipal water and wastewater facilities. The existing services are understood to be adequate in order to accommodate the proposed development. See section 4 for more details.

• *Policy 4.5 (Housing):*

Comment: Not applicable

• *Policy 4.6 (Cultural Heritage Resources),*

Comment: Not applicable

• *Policy 4.7 (Environmental Protection),*

Comment: There are no natural features on the property or adjacent to the subject property that require the application of this policy

• *Policy 4.8 (Protection of Health and Safety):*

Comment: Not applicable.

• *Policy 4.9 (Energy Conservation Through Design):*

Comment: The proposed development will encourage energy conservation through application of state of the art building practices.

• *Policy 4.10 (Greenspace Requirements),*

Comment: The proposal does not trigger a need for additional green space other than the landscaping requirements of the zoning bylaw.

*Section 4.11.2 of the Official Plan as follows:*

*a) Traffic: Roads should adequately serve the development, with sufficient capacity to accommodate the anticipated traffic generated:*

Comment: The proposed development fronts onto Tenth Line Road which is an arterial road and Gerry Lalonde Drive which is a collector road; both of these roads have the ability to accommodate the traffic to be generated by users of the site. A Transportation Brief, prepared by Castleglenn Consultants, concludes that the roads serving the subject property have sufficient capacity to accommodate the proposed development.

*b) Vehicular Access: The location and orientation of vehicle access and egress should address matters such as the impact of noise, headlight glare and loss of privacy on development adjacent or immediately opposite.*

Comment: No concerns anticipated; to be confirmed at site plan stage.

*c) Parking Requirements: The development should have adequate on-site parking to minimize the potential for spillover parking on adjacent areas.*

Comment: The proposal is intended to adhere to the parking requirements of City Zoning Bylaw 2008-250.

*d) Building Height and Massing: New buildings should have regard to the area context- the massing and height of adjacent buildings, and planned function for the area.*

*e) Pattern of the Surrounding Community: Where the height, building mass, proportion, street setback and distance between buildings for the proposed development varies from the pattern for the area, the proposed design may compensate for this variation through its treatment of other characteristics common to the surrounding community.*

*f) Outdoor Amenity Areas: The development should respect the privacy of outdoor amenity areas of adjacent residential units and minimize any undesirable impacts through the siting and design of the buildings and the use of screening, lighting, landscaping or other mitigative design measures.*

*g) Loading Areas, Service Areas, and Outdoor Storage: The operational characteristics and visual appearance of loading facilities, service areas (including garbage), parking and areas for the outdoor storage of goods or materials should be mitigated, using a variety of methods (e.g., location, containment, screening, berms, and/or landscaping).*

*h) Lighting: The potential for light spill over or glare from any lighting source onto adjacent light-sensitive areas should be avoided or mitigated.*

*i) Noise and Air Quality: The development should be located and designed to minimize*

*the potential for significant adverse effects on adjacent sensitive uses related to noise, odours, and other emissions.*

*j) Sunlight: The development should minimize shadowing on adjacent properties, to the extent practicable, particularly on outdoor amenity areas, through the siting of buildings or other design measures.*

*k) Microclimate: The development should be designed to minimize adverse effects related to wind, snow drifting, and temperature on adjacent properties.*

*l) Supporting Neighbourhood Services: The development should contribute to or be adequately served by existing or proposed services and amenities such as health facilities, schools, parks and leisure areas.*

Comment: No concerns anticipated; to be confirmed at site plan stage

## **5.2 Conformance to Mer Bleue Community Design Plan**

The Mer Bleue Community Design Plan provides a complete set of policies/guidelines to evaluate development proposals such as the one that is subject to this report. This section of the report assesses how the proposed development conforms to these policies/guidelines.

**Walkability:** Section 5.1.2 Community Design Plan states that ‘ *Development within the Mixed Use area should focus on integrating and directing built form to the proposed transit stations at Mer Bleue and Tenth Line to increase walkability and access to transit*’.

Comment: The concept plan illustrated in Figure 5 demonstrates the potential for pedestrian connections between the proposed commercial development and adjacent lands including the future transitway station planned along Tenth Line Road just north of the subject property.

**Housing and Employment Target:** Table 2 of the Community Design Plan establishes employment and housing targets for the Mixed Use areas given their locations near proposed transitway stations at Tenth Line and Mer Bleu respectively. To this end, section 5.1.2 of the Community Design Plan states that ‘ *the areas of the plan designated Mixed Use are intended to generate at least 300 high density residential units and over 3,000 jobs*’.

Comment: We note that there are 2 areas designated Mixed Use ...the first area includes the subject property and abutting lands near Tenth Line Road and the second area being the lands at Mer Bleue north of Brian Coburn Drive. The CDP does not specify how many jobs are to be provided in each of the two areas. The Mer Bleue Mixed Use Area is currently subject to a City study entitled ‘East Urban Community Mixed Use Centre Community Design Plan’ which in turn will likely identify the number of jobs

contemplated for this area which is to accommodate a medical facility operated by Montfort Hospital. The number of jobs to be created within the Mixed Use Area along Tenth Line Road cannot be confirmed at this time given that the specific development plans for this area have not been completed. That said, the proposal before you is expected to generate approximately 300 part/full time jobs. In addition, it is anticipated that the concept plan for the adjacent lands presented in Figure 5 will generate employment with this objective in mind.

With respect to the housing objective identified, the concept plan presented in Figure 5 has the potential of achieving the number of housing units desired.

***Residential Density:*** Section 5.1.2 of the Community Design Plan states that ‘*Only low and mid-rise apartments are permitted in the Mixed Use designation, lower density-housing forms are more appropriately located in the ‘Mixed Density Residential’ designation*’

Comment: The proposal before you calls for a rezoning from DR to GM. The intent is to develop the property in line with the permitted commercial uses permitted in the GM zone. The GM zone, however, does permit a variety of residential uses which would enable the future re-development or intensification of the site for mixed use purposes. We note that a ‘town house dwelling unit’ is a permitted GM use; in response to the policy position stated above, however, it is recommended that this specific use be deleted from the zoning bylaw for this property.

***Height Objective:*** Section 5.1.2 of the Community Design Plan states that ‘*In order to achieve the plan’s employment target, proposed uses should generally support job creation at a rate of one employee for every 30 square metres of floor area. Therefore, uses, which are land intensive and auto oriented, such as gas stations and warehouses, are not permitted. In addition, buildings in this area will have at least two storeys.*’

Comment: While the proposal calls for the construction of a single storey commercial development, the proposal should be viewed as a potential interim use given that anticipated transitway improvements to this area could trigger market demand for the more intensive use of land in the future. To this end, the proposal before you would not preclude the possible future re-development or intensification of the subject property to add a second ( or more) floors given that the proposed GM zoning will permit such additional development. Furthermore, given that the proposed front elevation is estimated to reach a height of 20-25 feet, the building will effectively appear like a 2 storey building given a normal floor height of 9 feet.

## **6. Conclusion**

The proposed rezoning and severance conforms to the General Urban Area policies of the Official Plan which permits such a use.

The proposed rezoning and severance conforms to the policies of the Mer Bleue Community Design Plan 2006.

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