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Residential

Commercial &
Institutional

Environmental
Restoration

2175 Prince of Wales Drive

Planning Rationale

in support of a Major Zoning By-law Amendment

Prepared for: Zena Investment Corporation



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Ottawa, Ontario

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Prepared For:

Zena Investment Corporation

Prepared By:

NOVATECH

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Novatech File: 117074

Ref: R-2024-027

July 30, 2024

City of Ottawa
Planning, Real Estate and Economic Development
110 Laurier Avenue West, 4th Floor
Ottawa, ON
K1P 1J1

Attention: Lily Xu, Manager – Development Review (South)

Dear Ms. Xu:

**Reference: Zoning By-law Amendment
2175 Prince of Wales Drive
City File No.: D02-02-08-0121
Our File No.: 117074**

The following Planning Rationale has been prepared in support of a Zoning By-law Amendment application (City File No. D02-02-08-0121) to zone the property at 2175 Prince of Wales Drive General Industrial (IG) with a site-specific list of permitted uses. The list of permitted uses will propose various commercial and employment uses that are compatible with the surrounding uses and appropriate for its location in proximity to the Ottawa Airport and major thoroughfares being Prince of Wales Drive and Hunt Club Road.

The Subject Property is designated Neighbourhood on Schedule B3 (Outer Urban Transect) of the City of Ottawa's Official Plan. The property is zoned Development Reserve (DR) in the City of Ottawa's Zoning By-law 2008-250.

This Planning Rationale examines the location and context of the Subject Property, outlines a conceptual development plan, reviews the planning policy and regulatory framework of the site, and makes recommendations on the proposed Zoning By-law Amendment application.

Should you have any questions regarding any aspect of this Planning Rationale, please do not hesitate to contact the undersigned.

Yours truly,
NOVATECH



Adam Thompson, MCIP RPP
Senior Project Manager | Planning & Development

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1.0 EXECUTIVE SUMMARY

Novatech has prepared this Planning Rationale in support of a Major Zoning By-law Amendment application to permit the future development of various commercial and employment uses (including automobile dealership) on the property municipally known as 2175 Prince of Wales Drive (the "Subject Property"). The purpose of the Zoning By-law Amendment application is to establish a list of appropriate commercial and employment uses for the property. Detailed development plans will be submitted to the City in conjunction with a Site Plan application in the near future. The Subject Property is currently undeveloped.

The Subject Property is designated 'Neighbourhood' on Schedule B3 (Outer Urban Transect) of the City of Ottawa's new Official Plan (OP). The property is zoned Development Reserve (DR) in the City of Ottawa's Zoning By-law 2008-250.

This Planning Rationale demonstrates that the proposed Major Zoning By-law Amendment application is:

- Consistent with the policies of the Provincial Policy Statement (2020);
- Conforms to the policies of the City of Ottawa Official Plan (2022);
- Establishes appropriate Zoning standards for the Subject Property; and
- Maintains compatibility with the surrounding uses and community context.

2.0 INTRODUCTION

2.1 Description of Subject Property

The Subject Property is located on the south-east corner of Prince of Wales Drive and West Hunt Club Road. The property also has frontage along Waterbend Lane. The Subject Property is located within the Knoxdale-Merivale Ward (Ward 9) of the City of Ottawa. The Subject Property is vacant and has never been developed. The Subject Property is the remaining parcel of land which was created as a result of an expropriation for the Michael Sheflin Bridge (West Hunt Club Road) (see Figure 1).

Figure 1. Aerial Photo of Subject Property



Topographically the Subject Property generally slopes from west to east, with the highest points adjacent to Prince of Wales Drive and the lowest points being located along the Rideau River waterfront along the east side of the property. The majority of the Subject Property has been used historically for agricultural purposes. In recent years, the lands have not been used for cultivation and has only been maintained through periodic grass cutting. The perimeter of the site contains tree cover, particularly along the slopes located along the north and east property limits.

2.2 Site Location and Community Context

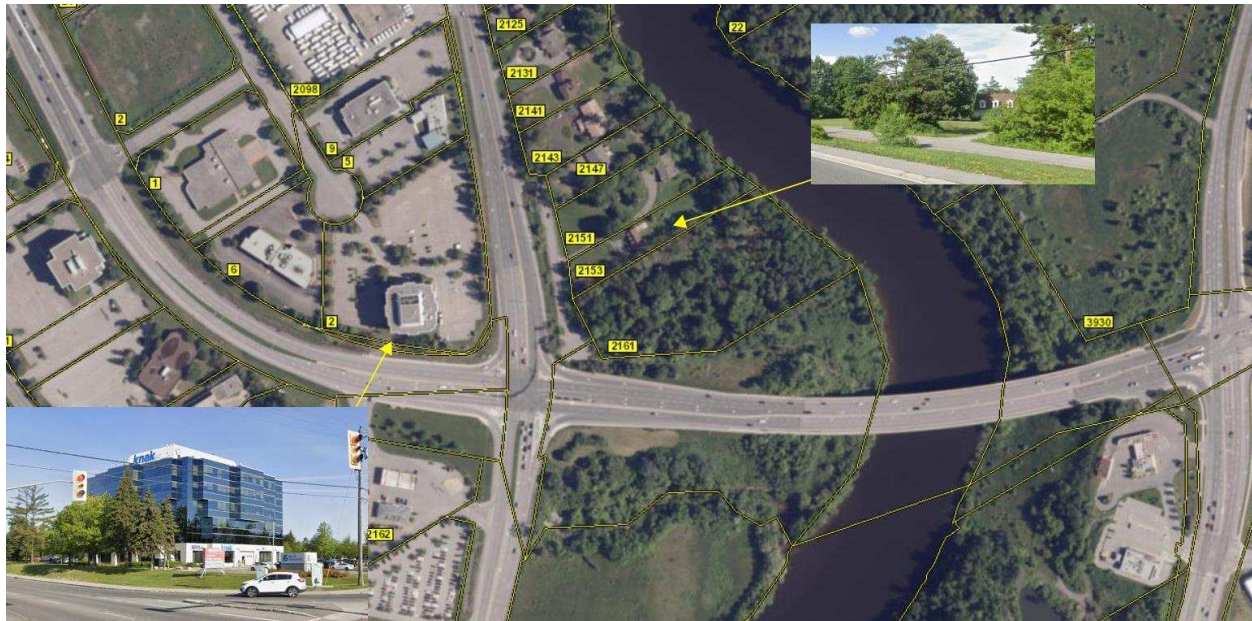
The Subject Property is located in an area that is primarily comprised of employment, commercial and institutional uses with some existing residential uses (see Figure 2). The use of the Subject Property and much of the surrounding area is restricted due to the constraints related to the Ottawa International Airport and the Airport Operating Influence Zone (AOIZ) requirements in the Official Plan which restricts sensitive land uses from being located within the north runway approach. These restrictions have resulted in the lands west of the Subject Property being developed primarily for employment, commercial and institutional uses.

Figure 2: Land Use Categories in Vicinity of Subject Property



North: Immediately north of the Subject Property is the Michael Sheflin Bridge (also known as West Hunt Club Road), which is separated from the Subject Property by a municipal stormwater outlet and valley. The land for the roadway and bridge structure were expropriated from the original land holding that included the Subject Property. North of the Michael Sheflin Bridge are a collection of large residential waterfront lots located between Prince of Wales Drive and the Rideau River. Northwest of the Subject Property is a six-storey office building and a group of smaller two-storey office buildings (see Figure 3).

Figure 3: Land uses to the north of the Subject Property



East: Immediately east of the Subject Property is the Rideau River. The Rideau River is a significant natural feature for the City of Ottawa and is part of the Rideau Canal waterway. On the opposite side of the Rideau River are commercial uses, including a gas bar, convenience store and a restaurant with a drive-through facility. South of the commercial uses are a series of large residential waterfront properties located between the Rideau River and Riverside Drive (see (Figure 4)).

Figure 4: Land uses to the east of the Subject Property



South: Immediately south of the Subject Property are a series of large lot residential waterfront properties. There are a total of five residences that front onto Waterbend Lane. Waterbend Lane is a short dead-end lane that is discontinued at the Rideau River. Further south are more large residential waterfront properties located between Prince of Wales Drive and the Rideau River (see Figure 5).

Figure 5: Land uses to the south of the Subject Property



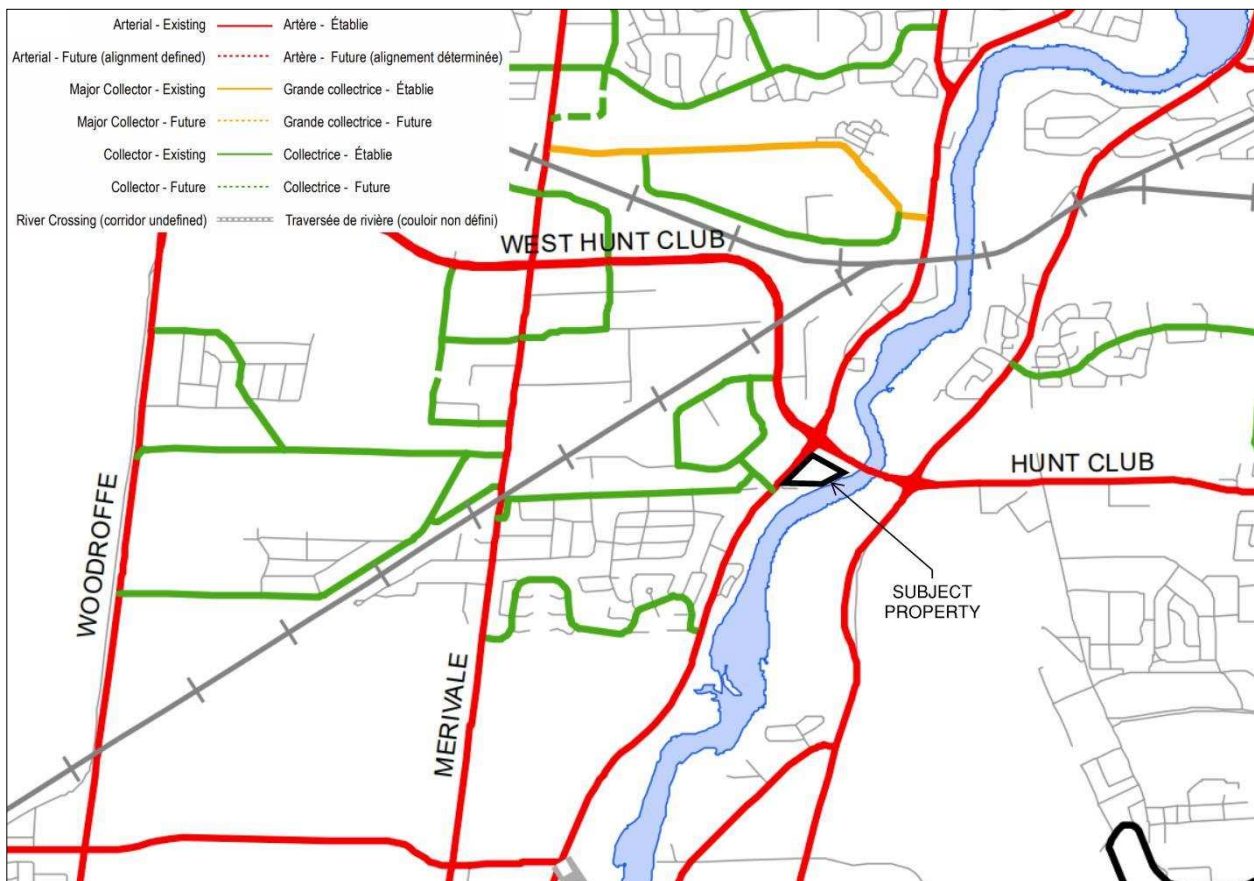
West: Immediately west of the Subject Property is the Metropolitan Bible Church (a large institutional use) and a gas bar with convenience store, drive-through facility and car wash. Further west is the Hunt Club-Antares Business Park which is a large area of various employment uses (see Figure 6).

Figure 6: Land uses to the west of the Subject Property



The Subject Property has approximately 180 metres of frontage on Prince of Wales Drive and approximately 90 metres of usable frontage on Waterbend Lane (the Waterbend Lane right-of-way extends to the Rideau River but the constructed road does not extend past the driveway for 12 Waterbend Lane). The Subject Property technically has frontage on West Hunt Club Road as the limits of the right-of-way extend to the centreline of the stormwater outlet and valley. The stormwater outlet prevents the site from physically accessing West Hunt Club Road. Both Prince of Wales Drive and Hunt Club Road are designated as Existing Arterial Roads on *Schedule C4 – Urban Road Network* (see Figure 7). It is also noted that Deakin Drive, which intersects with Prince of Wales Drive south of the Subject Property is designated as an Existing Collector Road.

Figure 7: Official Plan Schedule C4 Excerpt



3.0 PROPOSED ZONING BY-LAW AMENDMENT

Lands west of the Subject Property are zoned 'General Industrial, Subzone 5 (IG5), which provides an indication of an appropriate parent zone. As the requested zoning by-law amendment is expected to be site-specific, it is recommended that the zoning be based on the General Industrial Zone (IG).

The reason for selecting a General Industrial Zone over a modified Mixed-Use Zone is that Mixed-Use Zones generally permit residential uses, which are incompatible with the land use restrictions associated with being within the Airport Operating Influence Zone. The use of a General Industrial zone will avoid any potential misconception about the intended uses for the Subject Property.

The proposed zoning for the Subject Property is General Industrial (IG) with a site-specific list of permitted uses. The full list of uses requested are included in Table 1.

Table 1 – List of Proposed Permitted Uses

animal care establishment	light industrial uses
animal hospital	medical facility
automobile body shop	municipal service centre
automobile dealership	nightclub
automobile rental establishment	office
automobile service station	personal service business
bank	place of assembly
bank machine	place of worship
bar	post office
broadcasting studio	printing plant
car wash	production studio
catering establishment	recreational and athletic facility
cinema	research & development centre
convenience store	retail food store
drive-through facility	retail store
emergency service	service and repair shop
funeral home	small batch brewery
garden nursery	technology industry
heavy equipment and vehicle sales, rental and servicing	theatre
hotel	training centre
instructional facility	warehouse
kennel	
library	

The uses in Table 1 are considered appropriate for the Subject Property as they are uses that can be complimentary to the area surrounding of the Subject Property. Specific commentary on certain uses is provided as follows:

Light Industrial Uses

The light industrial uses being sought as part of the Zoning By-law Amendment are:

- catering establishment
- garden nursery
- kennel
- instructional facility
- light industrial uses
- printing plant
- production studio
- small batch brewery
- service and repair shop
- technology industry
- warehouse

The light industrial uses listed above are not noise-sensitive land uses in the Official Plan or in Transport Canada's TP1247E Guidelines. Noise generated from the Ottawa Airport and from adjacent arterial roads would not have a negative impact on these uses. Light industrial uses are permitted in the Neighbourhood designation provided they are compatible with surrounding uses. The uses listed above would be compatible with the residential uses on the south side of Waterbend Lane with appropriate mitigation measures such as landscaping. Any potential impacts can be identified and mitigated through the Site Plan Control process.

Office and Professional Uses

The office and professional uses being sought as part of the Zoning By-law Amendment are:

- broadcasting studio
- medical facility
- office
- post office
- research & development centre
- training centre

The office and professional office uses listed above have the potential to be noise-sensitive land uses based on the policies of the Official Plan or in Transport Canada's TP1247E Guidelines. Noise generated from the Ottawa Airport and from adjacent arterial roads has the potential to have a negative impact on these uses. Mitigation through building design may be considered to address any potential noise impacts.

Office/professional uses are generally permitted in the Neighbourhood designation. The uses listed above would be compatible with the residential uses on the south side of Waterbend Lane. Any potential impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Retail and Service Commercial Uses

The service commercial uses being sought as part of the Zoning By-law Amendment are:

- animal care establishment
- animal hospital
- bank
- bank machine
- convenience store
- drive-through facility
- personal service business
- recreational and athletic facility
- retail food store
- retail store

The service commercial uses listed above are not considered noise-sensitive land uses in the Official Plan or in Transport Canada's TP1247E Guidelines. It would also be unlikely that noise generated from the Ottawa Airport and from adjacent arterial roads would negatively impact these uses. Service Commercial uses are permitted in the Neighbourhood designation and are generally considered to be compatible land uses near residential uses.

Service Commercial uses are generally permitted in the Neighbourhood designation. The uses listed above would be compatible with the residential uses on the south side of Waterbend Lane. Any potential impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Automobile-related Uses

The automobile-related uses being sought as part of the Zoning By-law Amendment are:

- automobile body shop
- automobile dealership
- automobile rental establishment
- automobile service station
- car wash

The automobile-related uses listed above are not considered noise-sensitive land uses in the Official Plan or in Transport Canada's TP1247E Guidelines. It is unlikely that noise generated from adjacent arterial roads would negatively impact these uses. Automobile uses are common along the Hunt Club Road / West Hunt Club Road corridor. Between Merivale Road and Conroy Road there are eight gas bars, 16 automobile dealerships and three automobile service stations and/or body shops.

Automobile-related uses are generally permitted in the Neighbourhood designation. The uses listed above would be compatible with the residential uses on the south side of Waterbend Lane and are consistent with the gas station west of the Subject Property and the gas station on the east of the Rideau River. Any potential impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Entertainment Uses

The entertainment uses being requested as part of the Zoning By-law Amendment are:

- bar
- cinema
- nightclub
- place of assembly
- restaurant
- theatre

Bars and Nightclubs are not considered noise-sensitive land uses in the Official Plan or in Transport Canada's TP1247E Guidelines. It would also be unlikely that noise generated from the Ottawa Airport and from adjacent arterial roads would negatively impact these uses. Bars and Nightclubs are not specifically listed in Transport Canada's TP1247E Guidelines, but are closely related to 'Restaurants', which are a permitted use where noise mitigation is provided.

Cinemas and Theatres are not considered noise-sensitive land uses in the Official Plan or in Transport Canada's TP1247E Guidelines. It would also be unlikely that noise generated from the Ottawa Airport and from adjacent arterial roads would negatively impact these uses. Cinemas and Theatres are considered acceptable uses in Transport Canada's TP1247E Guidelines, provided noise mitigation is designed into the building.

Entertainment uses are generally permitted in the Neighbourhood designation. The uses listed above would be compatible with the residential uses on the south side of Waterbend Lane. Any potential impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Hotel

With regards to Hotel uses, Transport Canada's TP1247E Guidelines state,

"Generally, these facilities should not be permitted in this zone. However, where it can be demonstrated that such a land use is highly desirable in a specific instance, construction may be permitted to proceed provided that a detailed noise analysis is conducted and the required noise insulation features are included in the building design."

Hotels are given special consideration in the Transport Canada Guidelines because of their economic connection to airports and the travelling public. There are three existing hotels located within the Airport Operating Influence Zone: Days Inn (366 Hunt Club Road), Hilton Garden Inn (2400 Alert Road) and Sandman Hotel (250 West Hunt Club Road). The Subject Property benefits the travelling public, both from the airport and those travelling by vehicle. The site is a prominent location and is highly visible, being on two arterial roads. It would also be unlikely that noise generated from the Ottawa Airport and from adjacent arterial roads would negatively impact a hotel use.

Hotels are permitted in the Neighbourhood designation. A hotel on the Subject Property would be compatible with the residential uses on the south side of Waterbend Lane. Any potential

impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Funeral Home

A Funeral Home is not a use considered by Transport Canada's TP1247E Guidelines. This use should not be considered a noise-sensitive use in relation to Official Plan policies and the Transport Canada's TP1247E Guidelines. It would also be unlikely that noise generated from the Ottawa Airport and from adjacent arterial roads would negatively impact these uses.

Funeral Homes are permitted in the Neighbourhood designation. A funeral home on the Subject Property would be compatible with the residential uses on the south side of Waterbend Lane. Any potential impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Institutional

The institutional uses being requested as part of the Zoning By-law Amendment are:

- Emergency service
- Library
- Municipal service centre

Emergency services, Libraries and Municipal Service Centres are similar in building requirements to offices. It would be unlikely that noise generated from the Ottawa Airport and from adjacent arterial roads would negatively impact these uses. Libraries are considered acceptable uses in Transport Canada's TP1247E Guidelines, provided noise mitigation is designed into the building. Municipal Service Centres, considered 'Office' in Transport Canada's TP1247E Guidelines, are also accepted provided noise mitigation is designed into the building. Being located at the intersection of two major arterial roads benefits the use and the patrons.

The institutional uses listed above are generally permitted in the Neighbourhood designation. Institutional uses would be compatible with the residential uses on the south side of Waterbend Lane. Any potential impacts resulting from these uses would be minimal and could be mitigated through the Site Plan Control process.

Building Height

As the Subject Property is located within the flight path of the north-south runway of the Ottawa Airport, permitted building heights are restricted by the Ottawa Macdonald-Cartier International Airport Zoning Regulations as enacted under the federal *Aeronautics Act*. The maximum building height calculation based on the Airport Zoning Regulations is as follows:

The restricted airspace above the Subject Property is based on a 1:60 angular plane calculated from the end of the runway 14-32 (the north-south runway) for the Ottawa Airport. The end of runway 14-32 is documented by Transport Canada as being 107.0 metres above sea level (ASL). The end of the north-south runway is located approximately 1,070 metres to the nearest property line for the Subject Property and approximately 1,250 metres to the furthest property line for the Subject Property.

According to preliminary topographic information sourced from the City of Ottawa 1:1000 Series topographic mapping, the elevation of the nearest limit of the buildable area of the Subject Property is approximately 85.9 metres ASL. The elevation of the furthest limit of the Subject Property from the end of runway 14-32 is approximately 86.6 metres.

Calculated at an angular plan of 1:60 the corresponding maximum permitted height as per the Airport Zoning Regulations is approximately 124.8 metres ASL at the nearest developable limit of the Subject Property and approximately 127.8 metres ASL at the furthest limit of the Subject Property.

The maximum permitted building height according to the Airport Zoning Regulations would range from 38.9 metres at the nearest developable limit to 41.2 metres at the further limit of the Subject Property from runway 14-32. As the Subject Property is located within a 'Neighbourhood' designation in the Official Plan (see Section 4.2.5 of this report), the building height is restricted to four storeys (generally between 12 and 16 metres). The proposed building heights will be in conformity with the Airport Zoning Regulations.

4.0 PLANNING POLICY AND REGULATORY FRAMEWORK

4.1 Provincial Policy Statement

The Provincial Policy Statement (2020) provides policy direction on land use planning and development matters of provincial interest. The PPS was issued under the authority of Section 3 of the Planning Act and came into effect on May 1, 2020. All decisions affecting planning matters “shall be consistent with” policies issued under Section 3 of the Planning Act.

Section 1.1 of the PPS provides policies to manage and direct land use to achieve efficient and resilient development. Policy 1.1.1 states:

“Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*
- h) promoting development and land use patterns that conserve biodiversity; and*
- i) preparing for the regional and local impacts of a changing climate”*

The Subject Property will promote efficient development by permitting development of a parcel of land that has been vacant for decades. The proposed development is also well located on an arterial roadway, which will support the various proposed employment uses. The Subject Property is adequate in size to support various forms of development and has access to the necessary municipal servicing infrastructure required to support development. The location of the Subject Property in relation to the Ottawa Airport restricts development to non-sensitive land uses, including those in the proposed Zoning By-law Amendment.

Section 1.1.3 of the PPS sets out policies for settlement areas. The Subject Property is considered part of a settlement area, as it is within the urban boundary of the City of Ottawa. Policy 1.1.3.1 states: “Settlement areas shall be the focus of growth and development.” Policy 1.1.3.2 states:

“Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;*
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) prepare for the impacts of a changing climate;*
- e) support active transportation;*
- f) are transit-supportive, where transit is planned, exists or may be developed; and*
- g) are freight-supportive.”*

The proposed development effectively uses the Subject Property by proposing various commercial and employment uses that will support employment opportunities on land that has been available for development for decades. Development of the Subject Property does not require the extension of municipal services as water and sanitary sewer services are available for connection.

Section 1.3 of the PPS sets out policies for employment. Policy 1.3.1 states:

“1.3.1 Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;”*

The Subject Property is underutilized and well located within the Outer Urban Transect of the City of Ottawa. The proposed Zoning By-law Amendment will promote the development of employment and commercial uses that provide for an increased variety of commercial and employment opportunities in the City.

Section 1.3.2 of the PPS sets out policies for employment areas. Policy 1.3.2.6 states:

“Planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.”

The Subject Property is located in proximity to major goods distribution corridors such as Prince of Wales Drive and Hunt Club Road, which are both classified as arterial roads on Schedule C4 – Urban Road Network of the Official Plan. These roads will provide local and regional connections

to the Subject Property. Proximity to major goods distribution corridors is important for any proposed employment or commercial use, as it will provide easy access to the Subject Property for suppliers, employees, and customers.

Section 1.7 of the PPS sets out policies for Long-Term Economic Prosperity. Policy 1.7.1 states:

- “1.7.1 Long-term economic prosperity should be supported by:*
- a) promoting opportunities for economic development and community investment-readiness;*
 - c) optimizing the long-term availability and use of land, resources, infrastructure, and public service facilities;”*

The proposed Zoning By-law Amendment will establish a list of permitted uses that will support a viable, long-term employment function and commercial use on the Subject Property and will provide economic development opportunities to the City. The proposed development will contribute to the local economy.

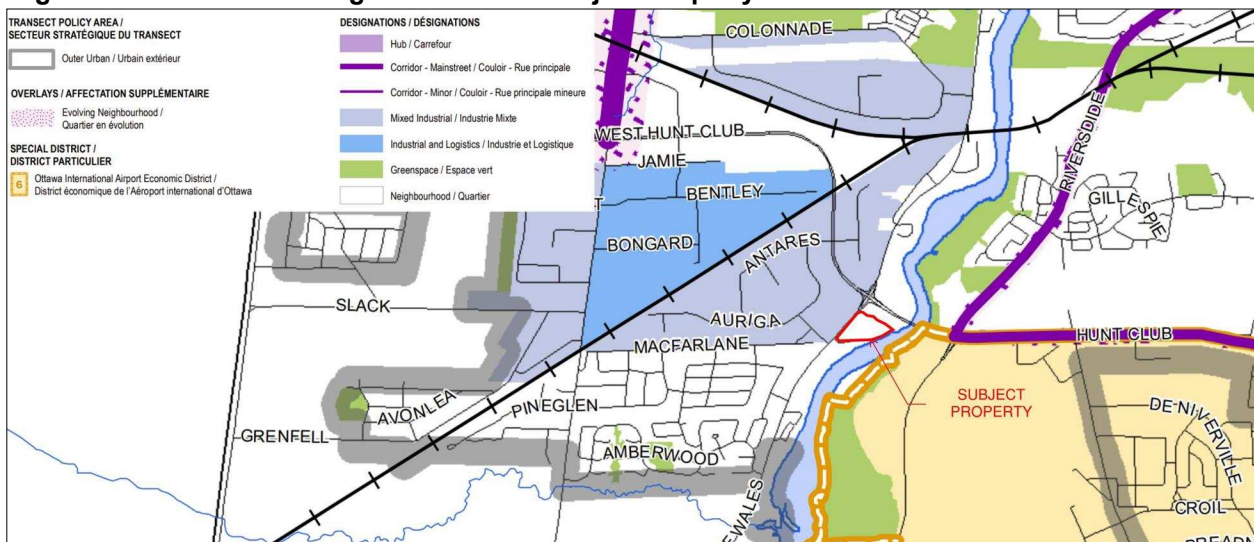
The Major Zoning By-law Amendment application is consistent with the policies of the Provincial Policy Statement.

4.2 City of Ottawa Official Plan (2022)

The City of Ottawa Official Plan (2022) was approved by the Minister of Municipal Affairs and Housing on November 4, 2022.

The Subject Property is designated Neighbourhood within the Outer Urban Transect on *Schedule B3 – Outer Urban Transect* of the Official Plan (see Figure 8).

Figure 8: Official Plan Designation for the Subject Property



4.2.1 Growth Management Framework

Section 3 of the Official Plan (2022) provides a Growth Management Framework for the City of Ottawa. Section 3.5, Policy 2 states:

“Employment uses within Neighbourhoods are service oriented and are limited in size or area. These uses tend to be office-based, institutional or in the retail sector.”

The Subject Property is designated Neighbourhood in the City’s Official Plan. The uses requested in the proposed Zoning By-law Amendment are generally of modest scale and intensity in order to be compatible with the existing residential dwellings in the vicinity of the site. The uses proposed will ultimately be limited in scale due to the size of the property and proximity to the Ottawa International Airport. The Subject Property’s isolated nature, being bounded by major arterials and the Rideau River, limits future expansion of uses and further intensification.

4.2.2 Urban Design

Section 4.6 of the Official Plan provides policy direction on urban design. Although there are no development plans associated with the Zoning By-law Amendment application, future development would be designed to conform with the following policies of Section 4.6.2:

- 4) *Development abutting Scenic Routes, as identified on Schedule C13, shall contribute to conserving or creating a desirable context by such means as:*
 - a) *Protecting the opportunity to view natural and cultural heritage features;*
 - b) *Preserving and restoring landscaping, including but not limited to distinctive trees and vegetation along the right of way;*
 - c) *Orienting buildings towards the Scenic Route and providing direct pedestrian access, where appropriate; and*
 - d) *Providing screening by way of opaque fencing or landscape buffers to hide surface parking lots or outside storage; and*
 - e) *Managing the intensity and spill-over of lighting on adjacent parcels.*

- 5) *Where Scenic Routes are also identified as Scenic Capital Entry Routes on Schedule C13, development and capital projects should also:*
 - a) *Enhance the opportunity for views and vistas towards national symbols, cultural landscapes and other features of the Capital; and*
 - b) *Contribute to the image of Ottawa as the Capital city by providing landscape and aesthetic improvements, including buildings that enhance the urban character, where possible.*

4.2.3 Rideau River

The Subject Property is located adjacent to the Rideau River and has roughly 85 metres of waterfront along the east side of the property. With respect to the Official Plan, there are two main policy directions: recognizing the historical significance of the Rideau River and Canal system and protection of water resources.

Regarding the historical significance of the Rideau River and Canal, the Official Plan recognizes the waterway's status as a UNESCO World Heritage Site. Section 4.5.2, Policy 4 of the Official Plan states,

“Ottawa is the site of the Rideau Canal World Heritage Site, many National Historic Sites, and both privately- and publicly-owned buildings designated by the Federal Heritage Buildings Review Office. Development including or adjacent to these sites shall have regard for their cultural heritage value, as defined in Federal designation documentation and the City may require demonstration that development does not adversely impact these resources.”

To demonstrate that the proposed uses have regard for the cultural value of the Rideau River and Canal, the proponent retained John Stewart Commonwealth Historic Resource Management to prepare a Cultural Heritage Impact Assessment (HIA). The HIA concludes that the Subject Property has no heritage significance and development in a built form consistent with the existing pattern of development would have no impact on the heritage function of the Rideau River in the vicinity of the Subject Property.

The Official Plan contains general policies with respect to watercourse setbacks where there is no established watershed plan. As this section of the Rideau River does not have an approved watershed plan, Section 4.9.3, Policy 2 applies for the Subject Property. Policy 2 states,

“Where a Council-approved watershed, subwatershed or environmental management plan does not exist, or provides incomplete recommendations, the minimum setback from surface water features shall be the greater of the following:

- a) Development limits as established by the conservation authority's hazard limit, which includes the regulatory flood line, geotechnical hazard limit and meander belt;*
- b) Development limits as established by the geotechnical hazard limit in keeping with Council-approved Slope Stability Guidelines for Development Applications;*
- c) 30 metres from the top of bank, or the maximum point to which water can rise within the channel before spilling across the adjacent land; and*
- d) 15 metres from the existing stable top of slope, where there is a defined valley slope or ravine.”*

To determine the most appropriate setback, Paterson Group has been retained by the proponent to analyze the slopes on the site and have established a setback that is greater than 30 metres along the whole of the waterfront. The results of the Slope Stability Analysis is that a variable setback, greater than 30 metres, is required along the whole of the Rideau River waterfront which will conform to subpolicy (b) above.

Regarding the lands contained within the geotechnical setback to the Rideau River, Section 4.9.3, Policy 3 states,

“Lands within the minimum setback shall remain in a naturally vegetated condition to protect the ecological function of surface water features from adjacent land-use impacts, subject to the exceptions in Policies 6) and 7). Any natural vegetation that is disturbed due to development or site alteration activities shall be restored and enhanced, to the greatest extent possible, with native species and shall avoid non-native invasive species. Burial or complete encasement of a permanent surface water feature shall not be allowed.”

The lands that will remain undeveloped between the geotechnical setback and the Rideau River, as well as the lands between the geotechnical setback and the stormwater outlet located north of the Subject Property, will be left in a natural state and enhanced where possible. It is anticipated that limited removal of vegetation will be required beyond the geotechnical setback.

4.2.4 Outer Urban Transect

The Subject Property is located within the Outer Urban Transect as identified on Schedule A of the Official Plan (2022). Section 5.3 of the Official Plan (2022) sets out general policies and guidance for proposed development within the Rural Transect.

Policy 1 of Section 5.3.1 states:

The Outer Urban Transects established pattern of built form and site design is suburban as described in Table 8, above and is predominantly reflective of the classic suburban model, and in some areas the conventional suburban model. Over the medium- to long-term, this area will evolve toward an urban (15-minute) model as outlined in Table 8. This Plan allows for this evolution to happen gradually.”

Table 8: Suburban Built Form and Land-use Characteristics:

Classic (Post-war to 1980)	Conventional (1980 to present)	15-Minute (Beyond 2020)
Soft landscaping are prominent, buildings are secondary	Buildings and infrastructure, including highly programmed parks dominate the built landscape	Nature, buildings and infrastructure are harmonized with a continued emphasis on park amenity as part of an integrated urban fabric
Detached houses are dominant residential typology	Detached houses are the majority typology with a significant amount of semi-detached, townhouses and some low-rise apartments added to the housing mix	Smaller proportion of detached housing. Replaced with higher-density ground-oriented housing, with some mid- and high-rise buildings within transit hubs
Separated residential and non-residential land uses and moderate street connectivity	Isolated commercial centres, civic and institutional uses and residential uses with low to moderate street connectivity	Highly integrated commercial, civic and institutional uses with residential areas creating highly connected 15-minute neighbourhoods
Auto-oriented land-use patterns and site designs with little consideration for active transportation users	Auto-oriented land-use pattern with some integration of local transit, cycling and pedestrian infrastructure	Land-use patterns that focus on transit and connectivity, and a built environment that prioritizes the safety and convenience of active transportation

The Subject Property is located in an area that was primarily developed after 1980, with significant growth following the completion of the Michael Sheflin Bridge in the mid-1980s. The existing development pattern reflects Conventional characteristics as listed above. Residential development in the vicinity of the Subject Property generally is older than 1980s and is predominantly large lot waterfront residential lots along the east side of Prince of Wales Drive.

4.2.5 Neighbourhood Designation

The Subject Property is designated Neighbourhood on Schedule B3 – Outer Urban Transect of the Official Plan (2022). Section 6.3 of the Official Plan provides policy direction for potential development in the Neighbourhood designation.

With respect to building heights, Section 6.3.1 of the Official Plan states:

- 2) *Permitted building heights in Neighbourhoods shall be Low-rise, except:*
 - a) *Where existing zoning or secondary plans allow for greater building heights;*
 - or
 - b) *In areas already characterized by taller buildings.*
- 3) *Development in the Neighbourhood designation which seeks additional height beyond 4 storeys:*

- a) *May be evaluated through a Zoning By-law amendment, without the need to amend this Plan, in cases that fall under the provisions of Subsection 6.3.1 Policy 2) but where the zoning does not provide corresponding permissions; and*
- b) *In all other cases, require an area-specific policy through an amendment to this Plan.*

The Subject Property is in a unique location where the majority of existing development in the vicinity is employment, commercial and institutional, all located mainly within a Mixed Industrial designation. Existing developments in the vicinity of the Subject Property include a six-storey office building on the north-west corner of Prince of Wales Drive and Hunt Club Road. A request for additional building height beyond four storeys is not requested as part of this application.

With respect to permitted uses in the Neighbourhood designation, Policy 4 of Section 6.3.1 states:

“The Zoning By-law and approvals under the Planning Act shall allow a range of residential and nonresidential built forms within the Neighbourhood designation, including:

- a) *Generally, a full range of Low-rise housing options sufficient to meet or exceed the goals of Table 2 and Table 3b;*
- b) *Housing options with the predominant new building form being missing middle housing, which meet the intent of Subsection 6.3.2, Policy 1);*
- c) *In appropriate locations including near rapid-transit stations, zoning may prohibit lower-density housing forms.*
- d) *To provide for a range of local services and promote the emergence or strengthening of 15-minute neighbourhoods, the Zoning By-law may permit compatible and complementary small-scale non-residential uses and services (including retail, service, cultural, leisure and entertainment uses) that primarily serve residents within walking distance and that:*
 - i) *Are compatible with, and do not reasonably pose a risk of nuisance to, nearby residential uses;*
 - ii) *Are contained within building forms and site design compatible with low-rise, predominantly residential neighbours;*
 - iii) *Are appropriately integrated with the neighbourhood street network, pedestrian network and public realm;*
 - iv) *May establish building and site design standards specific to such uses, in order to ensure functional requirements and context sensitive building form are met;*
 - v) *May restrict or prohibit motor vehicle parking in association with such uses; and*
 - vi) *Limits such uses to prevent undue diversion of housing stock to non-residential use.”*

The Subject Property is in a unique situation being in a Neighbourhood designation that does not permit residential uses due to the Airport Operating Influence Zone. The Subject Property cannot be utilized for the primary purpose of the Neighbourhood designation. The intent of the proposed Zoning By-law Amendment is to permit a list of non-residential uses that are generally compatible with the existing residential dwellings in the vicinity of the Subject Property.

As residential uses are not permitted, the determination of what uses would be considered appropriate falls to Subpolicy (d) above which permits “compatible and complementary small-scale non-residential uses”. It should also be noted that, while the establishment of uses that would support a 15-minute neighbourhood is encouraged, additional uses that can take advantage of the location along two major arterials should also be considered.

For uses that are generally not listed in Section 6.3.1 Policy 4, Section 6.3.3 Policy 4 states:

“Non-residential uses that are not explicitly mentioned as permitted in Subsection 6.3.1, Policy 4) shall be considered where the proposal meets all of the following criteria:

- a) The proposed use is compatible with and complements surrounding uses;*
- b) The property has frontage on an arterial, major collector or collector;*
- c) The main buildings are situated to occupy the majority of site’s frontage;*
- d) The visual impact of outdoor storage or parking on adjacent uses and from the street is minimized through appropriate site design methods in accordance with transect and overlay policies;*
- e) Large land areas for outdoor storage and sale or service of goods (other than uses that do not operate year-round and can be considered a common component of a permitted use, such as a seasonal garden centre in association with a retail use) are not provided; and*
- f) Goods for sale or display are not placed in the municipal right of way.”*

The list of proposed uses can be established on the Subject Property and maintain compatibility with the context of the surrounding area. The Subject Property has frontage on Prince of Wales Drive, which is a designated arterial road. Any proposed development will be expected to be designed according to the above policies, with buildings generally oriented to the street and mitigation measures implemented along Waterbend Lane (such as landscaping and fencing).

Section 6.3.3, Policy 6 addresses the establishment of industrial uses in the Neighbourhood designation:

“Further to Policies 1) and 2), industrial uses likely to cause nuisance to nearby residential uses due to matters such as noise, fumes, heavy equipment movement or external storage of large amounts of materials:

- a) Will be prohibited in the Neighbourhood designation;*
- b) Existing such uses in the Neighbourhood designation will become legally nonconforming under the Zoning By-law; and*
- c) New such uses shall be directed to the Industrial and Logistics designation.”*

The requested list of uses being sought for the Subject Property have been limited to those that would not likely be a nuisance to nearby residences. Large-scale industrial uses such as manufacturing and heavy industrial uses have not been included in the list of requested uses.

4.2.6 Protection of Health and Safety

Section 10 of the Official Plan contains a number of relevant policies that are applicable to the Subject Property. Factors such as proximity to the Rideau River, the Ottawa International Airport and adjacent arterial roads require that permitted uses and development of the Subject Property is appropriate.

The Subject Property is adjacent to the Rideau River and is partially (and minimally) impacted by a floodplain designation over the portions closest to the waterfront and along the municipal stormwater outlet and valley. Section 10.1.1, Policy 1 states, *“Development and site alteration shall not be permitted in the 1 in 100 year flood plain or in an erosion hazard area.”* The limits of the floodplain that impact the Subject Property will be respected for all development. The topography of the Subject Property is such that there are steep slopes up to the edge of the waterfront that will be protected from development because of geotechnical setbacks. Any proposed development on the Subject Property will be well outside of the floodplain limits on the property.

There are steep slopes along the Rideau River waterfront and along the north property line stormwater outlet and valley. Section 10.4.1, Policy 1 of the Official Plan states, *“Development shall generally be directed to areas outside of unstable soils or bedrock as defined as a Hazardous Site in the Provincial Policy Statement.”* In accordance with this policy, the proposed Zoning By-law Amendment is supported by a Slope Stability Report prepared by Paterson Group (dated April 20, 2010) and Addendum (dated June 1, 2017). The Slope Stability Report has established a buildable limit for the Subject Property that will be implemented through the Zoning By-law Amendment process.

Some of the proposed uses being requested for the Subject Property have the potential to become sources of stationary noise. In this respect, Section 10.2.1, Policy 8 of the Official Plan states,

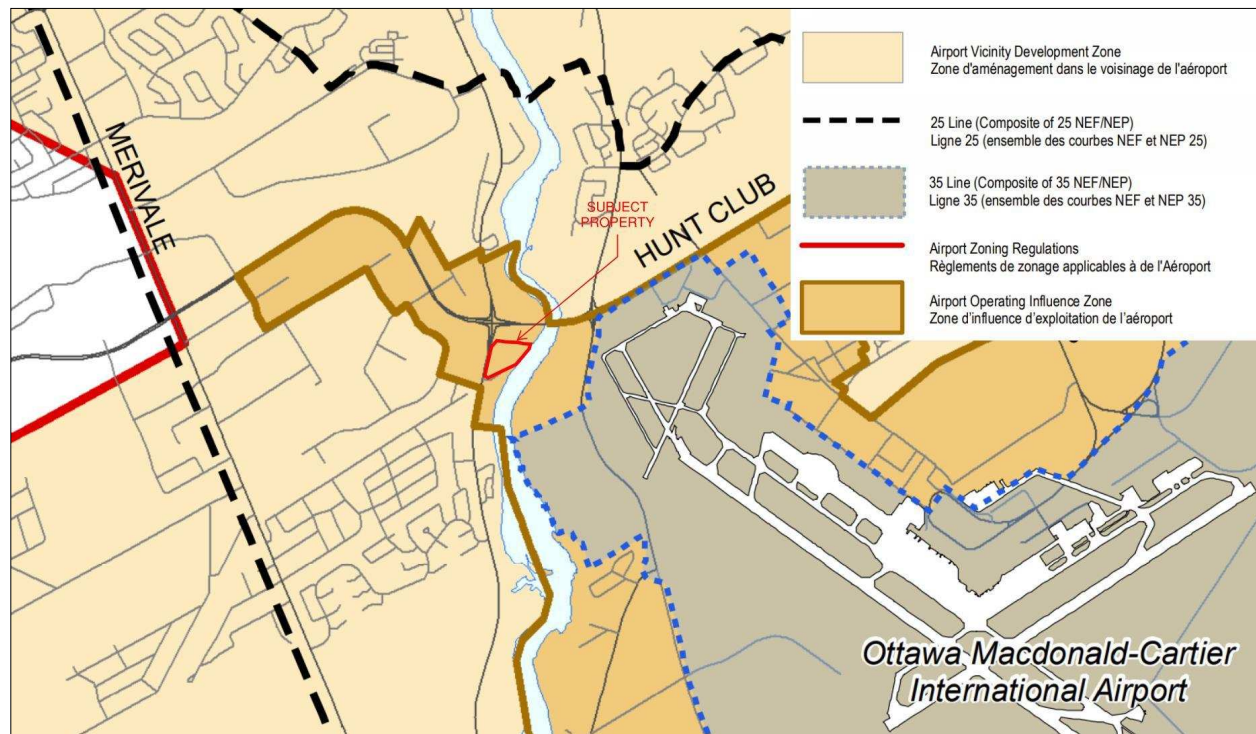
“Development proposals that introduce new sources of stationary noise in proximity to existing noise sensitive land uses shall require a noise feasibility study and/or noise control detailed study if within the following proximities of noise sensitive land uses:

- a) 100 metres for:
 - i) New stationary noise sources; and
 - ii) Lands to be zoned for a new industrial use”

To address this policy, a Noise Control Study has been prepared that demonstrates that proposed uses that have the potential to generate noise can be established on the Subject Property without impacting residential properties in the vicinity. The Stationary Noise Opinion, prepared by Gradient Wind, dated October 18, 2023, concludes that it will be feasible to mitigate any noise impacts on the residences to the south, which are the closest noise sensitive uses in the area.

The Subject Property is located within the Airport Operating Influence Zone (AOIZ) as demonstrated on Schedule C14 – Land Use Constraints Due to Aircraft Noise of the Official Plan (see Figure 10).

Figure 9: Excerpt of Schedule C14 – Land Use Constraints Due to Aircraft Noise



Section 10.2.2, Policy 1 of the Official Plan states,

“Development inside the Airport Vicinity Development Zone, as shown on Schedule C14, shall be consistent with applicable City, provincial and federal guidelines and regulations. In the event of a variation between City, provincial or federal guidelines, the most restrictive provisions shall be applied.”

In this regard, the list of permitted uses being sought have been reviewed in the context of the land use requirements of Transport Canada publication TP-1247E titled *“Aviation: Land Use in the Vicinity of Airports”*. Publication TP-1247E is referenced accordingly throughout this report where applicable. The list of permitted uses being requested conform to the applicable federal guidelines for land uses in the vicinity of airports.

Section 10.2.2, Policy 2 states,

“A noise control study consistent with the Council-approved Environmental Noise Control Guidelines is required as part of a complete application for any development proposal within the 25 Line (Composite of 25 NEF/NEP), as shown on Schedule C14.”

In regards with this policy, the uses being requested have been selected to be those that would be the least noise sensitive with respect to aircraft noise. It is anticipated that a full detailed noise control assessment will be undertaken through the Site Plan Control process upon which details

such as air conditioning, window glazing and other noise mitigation techniques can be demonstrated.

The proposed Major Zoning By-law Amendment application conforms to the policies of the City of Ottawa Official Plan.

5.0 CITY OF OTTAWA ZONING BY-LAW 2008-250

The Subject Property is currently zoned Development Reserve (DR) in the City of Ottawa Zoning By-law 2008-250 (see Figure 10). The DR Zone is not intended to permit substantial development without a Zoning By-law Amendment to an appropriate zoning category. Interim uses that are permitted are generally agricultural-related or other low-impact uses that can be replaced by future development.

Figure 10: Zoning for the Subject Property



Sections 237 and 238 of the Zoning By-law provide the zoning provisions for the DR zone.

The purpose of the DR - Development Reserve Zone is to:

- (1) recognize lands intended for future urban development in areas designated as General Urban Area and Developing Communities in the Official Plan, and future village development in areas designated as Village in the Official Plan;
- (2) limit the range of permitted uses to those which will not preclude future development options; and
- (3) impose regulations which ensure a low scale and intensity of development to reflect the characteristics of existing land uses.

The proposed Zoning By-law Amendment is required to permit development of the Subject Property.

6.0 CONCLUSION

This Planning Rationale has been prepared in support of a Major Zoning By-law Amendment application to facilitate the future development of the property known as 2175 Prince of Wales Drive. The purpose of the Zoning By-law Amendment application is to establish a list of appropriate commercial and employment uses for the property. Detailed development plans will be submitted to the City in conjunction with a Site Plan application in the near future. The Subject Property is currently undeveloped.

The Subject Property is designated Neighbourhood in the Outer Urban Transect of the City of Ottawa Official Plan (2022). The Subject Property is currently zoned Development Reserve (DR) and requires a Zoning By-law Amendment to facilitate the development of the Subject Property.

The proposed Zoning By-law Amendment is appropriate to facilitate the future development of the Subject Property and support the growth of the City of Ottawa. The proposed uses will provide new employment opportunities for the local population as well as serving the greater area as the Subject Property is at the intersection of two major arterial roads, Hunt Club Road and Prince of Wales Drive. The proposed Zoning By-law Amendment will have no negative impacts to natural heritage and features, natural resources, or cultural heritage resources. The requested Zoning By-law Amendment is consistent with the policies of the Provincial Policy Statement.

The Zoning By-law Amendment conforms with the policies of the City of Ottawa Official Plan (2022). The proposal conforms with the Neighbourhood designation of the Official Plan, while recognizing land use restrictions due to the proximity of the Ottawa International Airport. The proposed Zoning By-law Amendment is intended to facilitate development that will effectively use the Subject Property which has remained vacant for decades. The requested Zoning By-law Amendment establishes an appropriate zone for the Subject Property with respect to uses that would be compatible with both the Ottawa Airport and the existing residential properties in the vicinity.

The Zoning By-law Amendment application proposed for the Subject Property is appropriate for the development of the Subject Property and represents good land use planning.

Yours truly,
NOVATECH



Adam Thompson, MCIP RPP
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