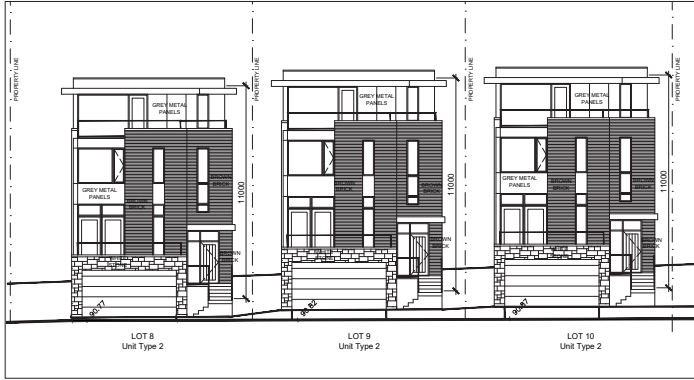


1 | UNIT TYPE 1 – STREETScape ALONG HIGHCROFT  
 SP-2 | 1 : 100



2 | UNIT TYPE 2 – ON PRIVATE DRIVE  
 SP-2 | 1 : 100



3 | UNIT TYPE 3 – ON PRIVATE DRIVE  
 SP-2 | 1 : 100



Planning Rationale

1164-1166 Highcroft Drive  
 Version 2.0

Prepared For: Nivo Holdings Inc.  
 Prepared By: Jack Stirling - The Stirling Group  
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 Submitted To: City of Ottawa  
 Date: September 22, 2020  
 File Number: D01-01-19-0016  
 D02-02-19-0108

## Explanatory Note

Version 2.0 revises the original rationale provided to the City of Ottawa on November 19, 2019. The updated rationale include commentary responding to feedback received from the City of Ottawa contained in a letter dated February 12, 2020.

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1. Introduction
2. Context
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## 1. Introduction

This document provides the supporting rationale for an amendment to the Manotick Secondary Plan and an amendment to the City of Ottawa Zoning By-law to support the original proposed development of 11 single family homes at 1164-1166 Highcroft Road in a planned unit development (PUD) configuration. This document is updated to support a revised 10-unit proposal. These properties are in the heart of Manotick abutting properties fronting on Manotick Main Street just east of the intersection with Bridge Street.

The properties have the following legal descriptions:

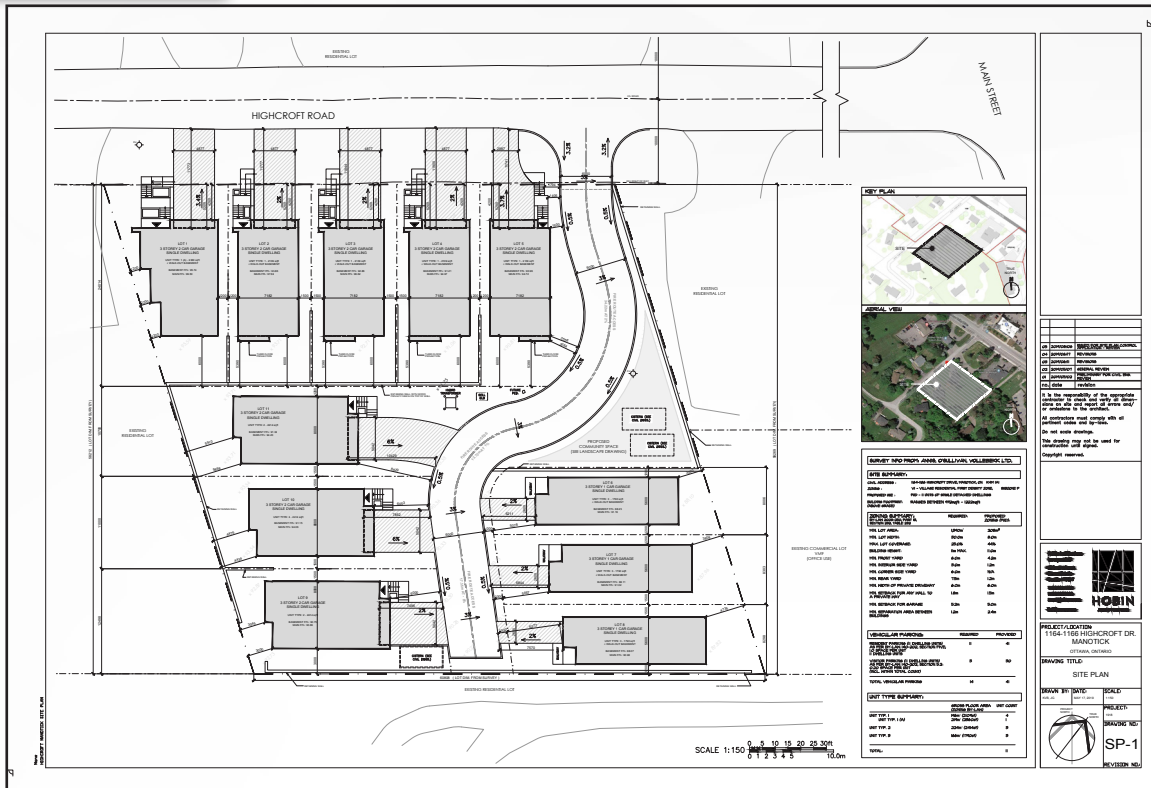
1164 Highcroft Road: PT LT 1 CON ABF N GOWER AS IN NG10696; RIDEAU

1166 Highcroft Road: PT LT 1 CON ABF N GOWER AS IN NS128897; RIDEAU

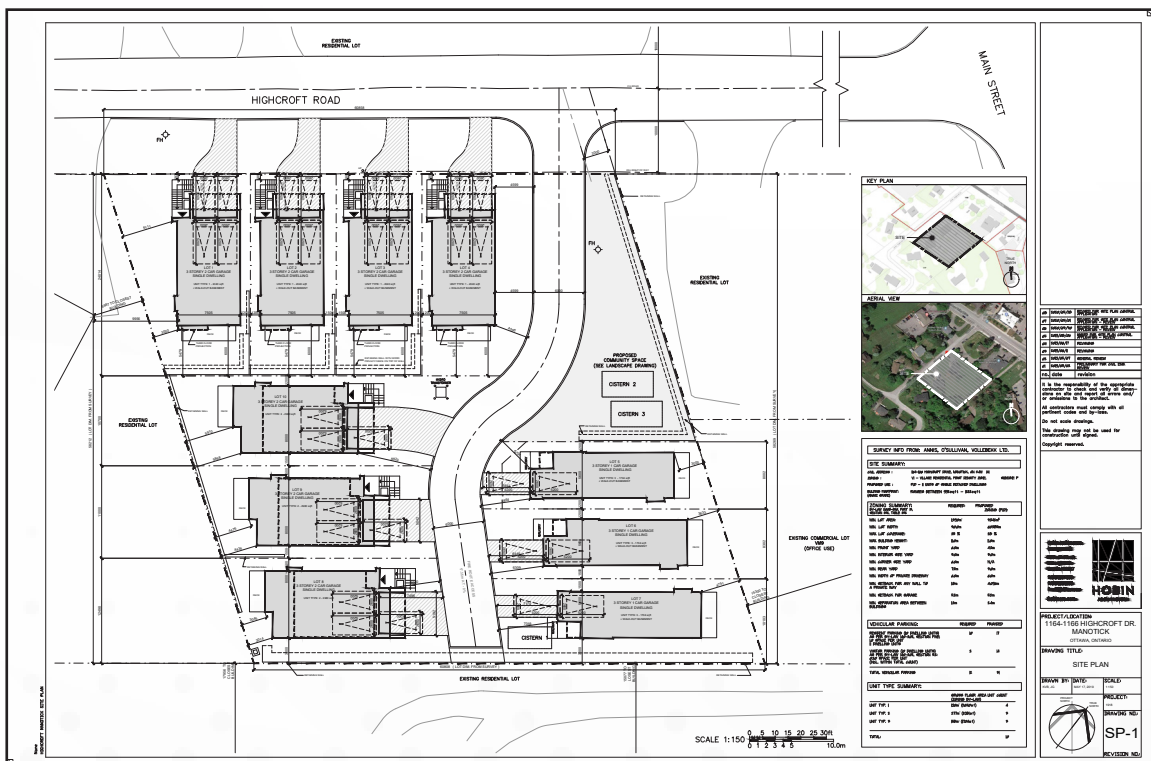
The original proposal was to construct 11 three storey single family dwellings. It has been revised and reduced to 10 single family dwellings. In the revised proposal four singles will front onto Highcroft Drive with the remaining 6 units fronting on a private road.

This configuration will be a Planned Unit Development therefore a major rezoning will be required to add a planned unit development (PUD) as a permitted use and adjust the associated performance standards. The development also requires a site plan control application. Ultimately, the ownership of the private road and some associated works will be regulated the Board of Directors of a Common Element Condominium.

# 1. Introduction



Original 11-unit site plan - November 2019



Revised 10-unit site plan - September 2020

## 2. Context

### **Site Context**

The location and the typography of this project shaped the design initiative. The two properties are located on Highcroft Drive off Manotick Main Street.

The adjacent properties are a combination of single-family residences as well as light commercial (office) use. The introduction of an intensified single-family home development in this neighbourhood are appropriate forms and respects the residential nature of the community.

The location is just steps away from the local transit service which takes you to Barrhaven and peak period connexions service which provides weekday peak period connection to the O train. The proposed development seeks to use the locational context to provide opportunity to move about the community on foot, by bike or using transit.

The Village Secondary Plan connectivity schedule illustrates (with an orange star) the location of the proposed development as being within walking distance of the heart of the Manotick community. This location is very walkable and is less than 200 metres walking distance from a transit stop for routes 176, 299, 305 and 300 metres from the Mews of Manotick which includes a grocery store and other Village Shops and restaurants.

## 2. Context



## 2. Context



Facing 1164-1166 Highcroft Drive

## 2. Context



Facing up Highcroft Drive (from Main Street)



Facing down Highcroft Drive (towards Main Street)

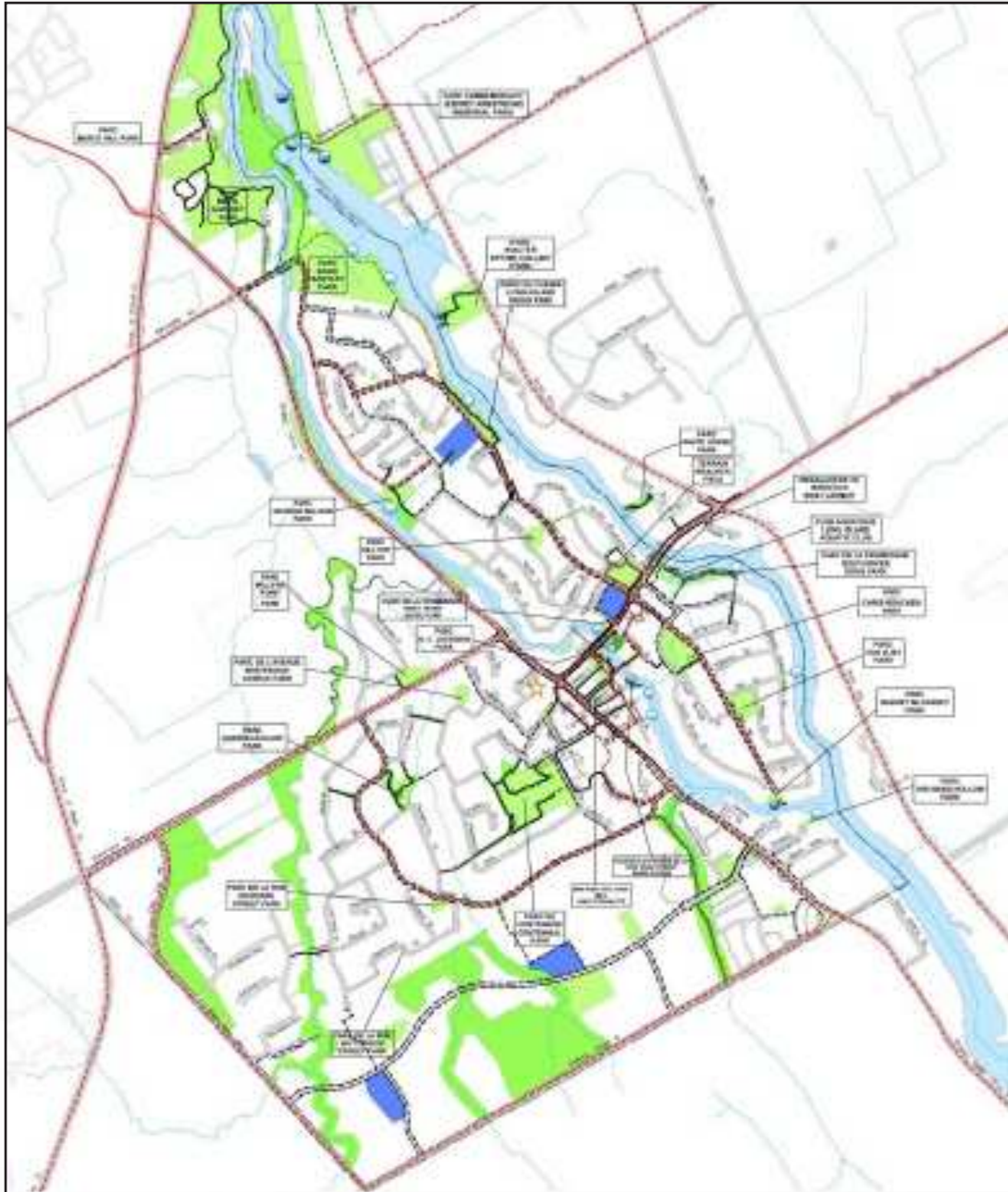


## 2. Context

### Local Transit



### Local Transit



### 3. Design Strategy & Policy Analysis

The proposal for new residential development takes place just outside the Village Core and immediately adjacent to lands that front onto Manotick Main Street and are subject to development proposals.

The introduction of new single-family homes allows for the efficient use of land, infrastructure, and public service facilities. The original proposal called for 11 units but that was revised to 10 units after consultation with Planning Staff

There are three distinct house designs ranging in gross floor area from 2400 sq. ft to 3000 sq. ft. distributed on three levels. The 4 freehold dwellings along Highcroft Drive will have individual landscaped rear yards accessed from walk out basements and/or above grade decks.

The current strategy for the exterior designs is to provide a variety of forms but incorporating common natural exterior materials such as stone, brick and wood.

The servicing and general maintenance of the common areas for snow removal, garbage collection and community space will be contracted by the Board of Directors for the Common Element Corporation. It is anticipated that the units on the private road would collaborate to bring garbage, green bin and recycling to the Highcroft street edge to be collected. In winter, snow clearing and snow removal would be utilized to manage winter operations. Snow would be stored on front lawns and other areas as appropriate and during heavy snow falls when snow storage is not available or appropriate snow would be removed from the site.

The February 12, 2020 letter asked that a number of setbacks be reviewed to ensure appropriate transition from Main Street and compatibility with the older residential community to the west of the site.

To address Planning Staff concerns the design team reviewed a number design elements including building heights, front yard setbacks, lot widths, lot coverage, impacts of grade changes on streetscape impressions, driveway widths and the ability to plant trees.

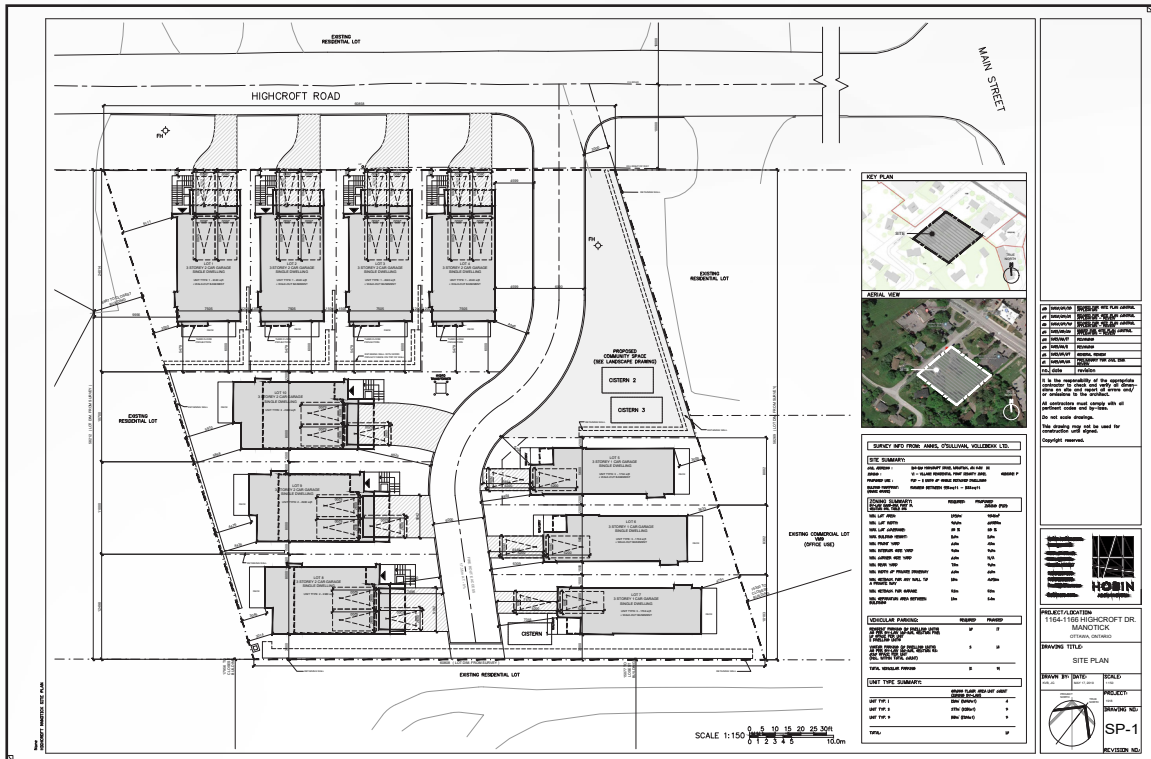
As a result of the design review a number of changes were made to the development proposal. The primary change being eliminating of a dwelling on Highcroft and respacing the remain 4 units to allow for more soft landscaping and smaller pavement footprint at the street edge. This also allows for more for a more traditional street edge and further reinforces the transition from Main Street to the residential fabric at the top of Highcroft to the west of the subject site.

### 3. Design Strategy & Policy Analysis

- Increased front yard setback to 5.0m (from 4.2m)
- Reduced Driveway width at street edge
- Introduction of street streets
- Increased side yard setback to 3.0m (from 1.2m)
- Increased side yard setback on the western most lot to 6.1 and 3m (from 1.2m)
- Individual lot widths (Highcroft frontage) have increased to a minimum of 10.782m (from 9.882m)
- Overall lot coverage has decreased to 27.4% (from 31.8%)
- Area of amenity space has increased to 292.8m (from 199.1m)



### 3. Design Strategy & Policy Analysis



The reduction also allowed the units to be respaced given more distance between the existing and new residential units, a better access to the private roadway and more open space.

Of real importance is that last unit before the existing residential is now 9.956 metres or 32.6 ft between residential units and the distance from the property and the front corner of the new residential unit is now 6.111 metres or 20 ft. which indicates a clear transition from new development and existing.

Planning Staff also asked the design team to review building height in the context of the surrounding community. This section of Highcroft Road has significant elevations as it rises from Main Street to the top of the Hill where the majority of the single family homes are located.

Highcroft, where it meets Main Street, starts at 87.92 metres above sea level. At the top Highcroft reaches 99.13 metres – a rise of 11.21 metres. As a result of the change in elevation the new 4 unit proposal will not dominate the existing development to the west. It will be perceived as different but will not overpower the homes at the top of the street.

While impacts of building height on a grade can be very hard to quantify the most westerly unit being 6 metres down slope from the first existing single family building should not overlook or overshadow the existing westerly dwelling. As a transition from Main Street the massing will not overshadow the existing development.

## 3. Design Strategy & Policy Analysis

### **General Policy**

#### **Provincial Policy Statement 2014**

At the time of initial submission the Provincial Interest was governed by The Provincial Policy Statement 2014 (PPS) which provided policy direction on Provincial interest related to land use planning. The PPS advocates the intensification of build up areas to take advantage of existing infrastructure services and facilities. This project meets this first principle of the PPS and does meet the following policy interests.

Section 1.3 speaks to Settlement Areas. Land use patterns within Settlement Areas shall be based on a density and mixed of land uses that are efficient and provide opportunities for intensification. The development proposed at 1164-1166 Highcroft Road represents a residential type that will add land use intensity in this area while maintaining the foundation character. There are other single dwellings in the area: this proposal will introduce a more intensive single unit development to this area of Manotick and add a density of dwellings that does not currently exist.

The development is considered an intensification of the current uses, is utilizing existing services efficiently, and thereby is consistent with the policies of the PPS.

#### **City of Ottawa Official Plan and the Manotick Village Secondary Plan**

The Manotick Secondary Plan designates the site as residential detached - low density. The site abuts 2 secondary plan character areas: Gaps at the rear and Main Street on the east.



## 4. Discussion

### **Land Use Plan**

The Secondary Plan policy for the subject site – residential detached – low density specifies the following land use policy:

The permitted use is limited to single detached dwelling built at a minimum density of 5 units per gross hectare to a maximum of 12 units per gross hectare. [Village Plan - 2.3.2 Residential Detached (Low Density)]

The Highcroft Proposal complies with Manotick Secondary Plan in all aspects except the density provisions which this proposal sets at 30.56 units per gross hectare. This large number may give pause however in an implementation context it is quite reasonable. The lot area of the proposed development is approximately 0.36 hectare which permits a density of 4.32 units which through this application would increase to 10 units. 4 of the proposed units will face Highcroft and the remaining units will be hidden in the interior of the lot.

As a result, from a street fabric perspective the 4 units is only a slight increase over the 4.32 units the policy contemplates.

### **Secondary Plan Vision**

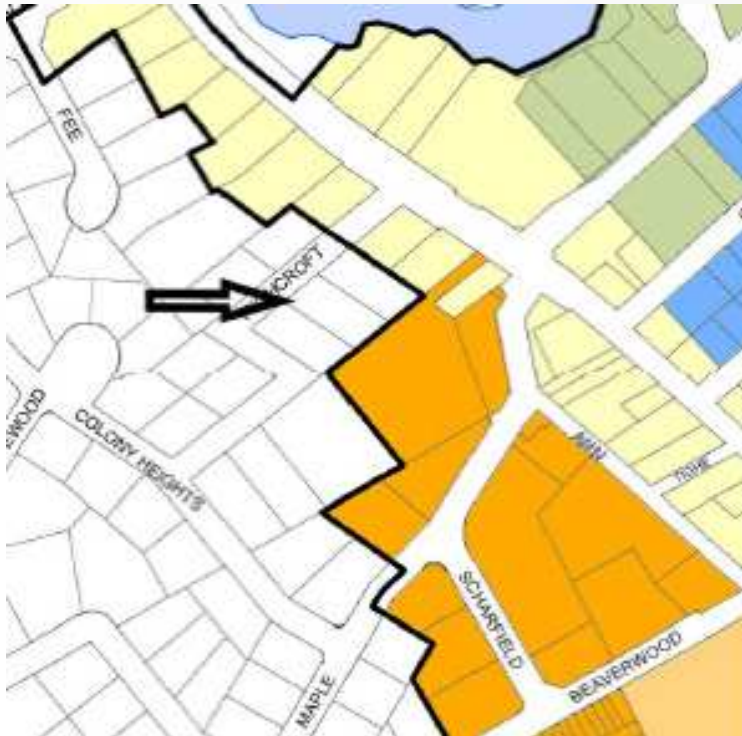
The vision for Manotick is to maintain and enhance the village nature while respecting the community history and ensuring that new development, while predominately single homes, supports a pedestrian-oriented commercial core. Residents should have easy walking and cycling access community sidewalks, bicycle routes and multi-use pathways to reach the village's amenities, natural areas, and parks.

The Secondary Plan envisions a vibrant walkable community that supports new development that will ensure sustainability not only for the village core but the community as a whole. Within that context development at different densities, as long as they are single dwellings, supports the general goals and objectives of the secondary plan and the additional residents that a variety of densities allows takes strong steps to make the commercial activities of Main Street sustainable.

The site abuts 2 different character areas in the secondary plan, and it is appropriate to review those character areas as the specific policies should compliment the proposed development and not restrict it.

## 4. Discussion

Character Area – Yellow Main Street – Orange – Gaps



The Gap area sees itself as a transition area that will support a variety of new uses: office, commercial, institutional, retail and residential apartments. The addition of the Highcroft proposal creates a true transition as the Gap area transitions from intensive uses to new Highcroft singles and then onto the more traditional residential area. The establishment of the single-family home at a higher density reinforces the principle of transition and provides an additional buffer for the lower density community from the non-residential uses proposed in the Gap character area.

The Secondary Plan views the Main Street character area as the commercial spine in the Village. As a result, areas immediately surrounding this area should be developed or redeveloped in a manner that will support and sustain the commercial activities of the village. To add additional strength to this direction the policy framework is specific in the desire to create a lively pedestrian-oriented street.

The secondary plan direction for low density single home development can be considered at odds with the desire to create sustainable, lively pedestrian oriented commercial core areas. Experience tells us that lively commercial cores require a critical mass of residents to be sustainable. A critical mass of residents requires a variety housing forms and densities in locations that don't undermine the historic nature of the village.



## 4. Discussion

### **Compatibility**

The Official Plan and the Manotick Secondary Plan establish guidelines to achieve compatible form and function when introducing new development into existing areas.

The Plan provides guidance on measures that will mitigate these differences and help achieve compatibility of form and function and acknowledges that allowing some flexibility and variation that complements the character of existing communities is central to successful intensification.

Compatible development means development, that although not necessarily the same as existing buildings in the vicinity nonetheless enhances the community and coexists with existing development without causing undue adverse impact on surrounding properties. "It 'fits well' within its physical context and 'works well' among those functions that surround it". In keeping with the design objectives and principles set out in Section 2.5.1, the proposed development will achieve the following:

- Provide flexibility for buildings and spaces to adapt to a variety of possible uses in response to changing social, economic and technological conditions;
- Create distinctive places and appreciate local identity in patterns of development, landscape and culture;
- Encourage a continuity of street frontages;
- complement and enliven the surrounding area;
- Achieve a more compact urban form over time; and
- Accommodate the needs of a range of people of different incomes and lifestyles at various

The City has also published 43 design guidelines for Rural Villages. These guidelines fall under 5 broad categories: Open Space, Built Form, Streetscape, Community Layout and Design and Heritage and Architecture.

The purpose of the design guidelines for Rural Villages guidelines is to guidance to assess, promote and achieve appropriate development in Villages and while not all guidelines apply in this location some are very appropriate to this development scenario.

## 4. Discussion

Guidelines for Community Layout and Design which apply to the revised 4-unit proposal are:

- Ensure new development respects the natural topography of land, and integrates existing landforms such as hills, terraces, cliffs, valleys, rocky outcrops and water-courses. Avoid altering natural terrain to accommodate development.
- Establish a variety of lot sizes in residential developments. Creating a mix of lot sizes promotes a range in dwelling types and, in turn, creates housing options for residents. Explore innovative servicing methods where lot sizes may be restricted by servicing capabilities.
- Develop a mix of housing designs along neighbourhood blocks to avoid a mass produced or “cookie cutter” appearance. Varied housing styles, colours and materials create a visually interesting streetscape and village atmosphere.
- Concentrate a mix of uses – commercial, residential, recreational and institutional – within the village core. Locating uses within walking distance of each other strengthens community interaction and viability.

As illustrated early the Highcroft proposal works with the natural topographic grade change (11.21 metres) to create a stepped approach which allows for healthy separation between old and new residential units and allows for a defined transition between the Main Street character area and the large lot residential community.

The proposal introduces a smaller lot size which is consistent with the design guidelines and supports the idea of transition in lot sizes and land use.

The unit elevations bring a modern housing design to the village. They remain single detached dwellings – the same typology as the surrounding residential but are modern recognizing the wants and needs of the modern village family.

Concentrating more residential development within walking distance of the village Main Street is consistent with the goal of concentrating uses. The introduction of new single-family homes in very close proximity to Main Street meets the goal of strengthening community interaction and viability.

## 4. Discussion

Guidelines for Built Form which apply to the revised 4-unit proposal are:

- Ensure new buildings are compatible with adjacent development by using a common scale, massing and height to complement the existing context. New buildings, including gas stations, should respond to the village context.
- Avoid developing buildings with blank facades along public rights-of-way. New buildings should follow the existing architectural pattern and rhythm established by adjacent development. Visually divide large facades into smaller sections using a human-scale, windows, bays and articulation to reduce the perception of massing.
- Orient buildings to frame the street. Primary façades should parallel the street and entries should be clearly visible and connect to the public sidewalk.

The significant grade change in the topography is of significant assistance in mitigating height as the new builds will not dominate the lower profile homes at the top of the street. The grade change from the upper corner of the new property to the top of the street is 2.85 metres which given the placement of the 4 new units will ensure that the new units although much different style are not higher than the existing dwellings.

Each new dwelling has a front facing terrace which will encourage strong interaction with street frontage and eliminate blank facades. Having the ability for homeowners to be interacting with the street activity improves the streetscape and encourages community interaction.

Testing the applicability of the of the design guidelines it is clear that the 4 new units, while different and new, will not adversely impact adjacent properties and are consistent with the OP policy direction contained in section 2.5.1.

The last design facet that warrants evaluation is the streetscape transition from the commercial Main Street to the residential community.

A perfectly designed village community would feature a tightly knit commercial shopping street – a High Street – with the option of residential above the storefront. Services would come from the back and streetscape would not be broken by vehicle access. In behind the High street would be where the higher density residential would start and the density would decline as you move away from the High Street.

## 4. Discussion

Unfortunately, most communities don't evolve perfectly and as times change so does the evolution of a village community. In the case of Highcroft can the introduction of smaller lot single homes provide an appropriate transition from the commercial nature of Main Street and within the residential community.

The proposed development at Highcroft while at a higher density is exceptionally well designed and in a location that supports the goals and objectives of the secondary plan without compromising the broader community street fabric. As a result, an amendment to the secondary plan to allow a higher density single home community is appropriate and desirable as it supports the goals and objectives of the secondary plan and aids in the sustainability of the village commercial areas.

## 4. Discussion

### Zoning Proposals

The proposed zoning bylaw amendment would amend the current Village Residential First Density Zone Subzone P (V1P) to add a Planned Unit Development and amend the V1P performance standards to allow the proposed development. Those standards requiring amendment are outlined in blue on the chart below.

Zoning Standards - V1P		
Standards	Required	Proposed
Min Lot Area	1390 square metres	3542 square metres
Min Lot Width	30m	60.585m
Min Lot Coverage	25%	28%
Min Building Height	11m	11m
Min Front Yard	6m	4.2m
Min Interior Side Yard	3m	3m
Min Corner Side Yard	6m	Not Applicable
Min Rear Yard	7.5m	3m
Min Width of Private Driveway	6m	6m
Min Setback From any Wall to a Private Way	18m	4.096m
Min Setback from Garage	5.2m	5.2m
Min Separation Area Between Buildings	1.2m	2.4m
Min Parking Required	10	17
Min Visitor Parking	2	14

## 4. Discussion

### **Manotick Secondary Plan Amendment**

This rationale proposes an amendment to the Manotick Secondary Plan by adding a 3rd policy to Section 2.3.2 Residential Detached (Low Density):

3. Notwithstanding Policy 1 above, development at 1164-1166 Highcroft Road will be allowed to develop single detached dwellings built at a density of 30.56 per gross hectare.

## 5. Public Consultation

Included as part of the approvals process is an overview of the public consultation process to ensure the development process is transparent and informative for residents in the community, and the larger public.

An initial Pre-Application Consultation Meeting took place on July 3rd, 2018 with the following City staff in attendance:

- Sarah McCormick, Planner II
- Harry Alvey, Project Manager

An update Pre-Application Consultation Meeting took place on May 22, 2019. City staff reviewed the revised documents and provided revised feedback and study notes.

City staff who provided comments:

- Sarah McCormick, Planner II
- Harry Alvey, Project Manager
- Matthew Hayley, Environmental Planner
- Amira Shehata, Transportation Engineer
- Eric Lalande, RVCA

Pre-consultation – follow up meeting – October 23, 2019

## 5. Public Consultation

A Pre-Consultation follow-up meeting took place on October 23, 2019 to review the approach taken to proposed amendments of the Manotick Secondary Plan, Plan of Condominium, Site Plan application and the Zoning By-laws. Final review of the studies and reports required will be submitted with the various applications.

The following consultation correspondence and meetings will take place prior to the formal filing of the applications:

- Initial meeting: Manotick task force: April 17, 2018
- Official special meeting with MVCA and BIA meeting: May 17, 2018 (Councillor in attendance)
- Supporting Letter from MVCA: May 23, 2018
- Supporting Letter from BIA: June 18, 2018

After the filing of the necessary development applications the following meeting is planned:

- A Public Open House prior to the end of the Technical and Public Consultation Period.

The Public Meeting will occur at Planning Committee when the application is heard and interested parties can provide their input on the merits of the proposed development. The Planning Committee's recommendations then would be considered by City Council.

## 6. Conclusion

Based on a thorough review and understanding of the proposed development and the applicable policy, it is our opinion that the development represents good planning and is in the public interest for the following reasons:

### CONSISTENT WITH THE PROVINCIAL POLICY STATEMENT

The proposed development is consistent with the Provincial Policy Statement (PPS) by providing intensification in an existing urban area. It introduces a new density that will ultimately contribute to a compact community that will make use of existing and planned public infrastructure services and community amenities. The proposed development is in proximity to existing transit lines as well as cycling and walking infrastructure.

### CONFORMS TO THE CITY OF OTTAWA OFFICIAL PLAN

The proposed development is designated as residential detached low density in the Manotick Secondary Plan Centre. The proposed single detached dwellings are permitted in the designation and encouraged to support the sustainability of the Village.

The proposed development achieves the overall vision of Secondary Plan: it proposes single detached dwellings and will not generate undue impacts on the neighbouring properties and fulfills the compatibility and design principles of the Official Plan.

### CONFORMS TO THE MANOTICK VILLAGE SECONDARY PLAN

The development adds to the diversity of the single-family home community abutting Manotick Main Street. The added density, in this specific location, adds to the sustainability of village and adds to the community in close proximity to transit, walking and cycling.

However, the density of the proposed development is higher than the currently permitted. Nonetheless, it maintains consistency with the surrounding community in that it maintains the single-family dwelling type surrounding the site.



## 6. Conclusion

### MEETS THE INTENT OF THE CITY OF OTTAWA ZONING BY-LAW

The current Zoning By-law amendments for the proposed development seek to rezone the V1P zone to accommodate the proposed uses and performance standards and add a planned unit development (PUD) as a permitted use. The proposed amendments, in turn, will support the City's Official Plan policies for intensification.

The proposed development advances policy objectives at both the Provincial and Municipal levels, which include intensification and encouraging growth within the village boundary and providing a range of density within proximity to public transportation.

In our opinion, the proposed development achieves the objectives of good planning principles and is in the public interest.

Sincerely,

*Jack Stirling*

Jack Stirling  
The Stirling Group

*Peter Hume*

Peter Hume  
H.P. Urban Inc.