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3493, 3497 & 3499 Innes Road Zoning By-law Amendment & Site Plan Control Planning Rationale



Prepared for: 6587712 CANADA INC.

**3493, 3497 & 3499 Innes Road Zoning By-law
Amendment and Site Plan Control
Ottawa, Ontario
Planning Rationale**

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December / 23 / 2022

Novatech File: 118204
Ref: R-2022-214

December 23, 2022

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Attention: Shoma Murshid, MCIP, RPP
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Reference: Major Zoning By-law Amendment & Standard Site Plan Control Applications
3493, 3497 & 3499 Innes Road
Our File No.: 118204

Novatech has prepared this Planning Rationale in relation to applications for a Major Zoning By-law Amendment and Standard Site Plan Control for the properties known as 3493, 3497 and 3499 Innes Road. The purpose of these applications is to facilitate the development of two commercial use buildings on the subject property.

The following planning rationale aims to demonstrate the suitability of the proposed development in the context of the land use policies and regulatory framework that relate to this site. Included in the report is a review of relevant provincial and municipal planning documents, including the Provincial Policy Statement (2020), City of Ottawa Official Plan (2022), and City of Ottawa Zoning By-law 2008-250. This report aims to demonstrate that the proposed development represents good land use planning and is appropriate for the lands in question.

Please do not hesitate to contact Kayla Blakely, Project Planner, or the undersigned should you require additional information or clarification with respect to that provided.

Yours truly,

NOVATECH



Kamal Chaouni, B.E.S. (PI)
Planner

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1.0 INTRODUCTION

1.1 Purpose

This Planning Rationale has been prepared by Novatech in relation to Major Zoning By-law Amendment and Standard Site Plan Control applications for the properties known as 3493, 3497 and 3499 Innes Road ("subject property"). The following report is intended to provide a detailed description of the proposal as well as an analysis of the relevant provincial and municipal planning documents to demonstrate the following:

- Consistency with the Provincial Policy Statement (2020);
- Conformance with the City of Ottawa Official Plan (2022);
- Compliance with the general intent of the City of Ottawa Zoning By-law 2008-250; and
- Considerations for good land use planning.

1.2 Site Location & Description

For the purpose of this report, Innes Road is considered to be oriented east-west. The site of the proposed commercial development is located in the Chapel Hill North neighbourhood of Orleans, within the Orleans West-Innes Ward (Ward 2), and fronts the north side of Innes Road, east of Pagé Road. The subject property is legally described as the following:

PT LT 5, CON 2OF, AS IN GL82516 & PTS 1, 2 & 3 ON 5R-8564; GLOUCESTER. PT LT 5, CON 2OF, BEING THAT PART OF GL47748, LYING S OF LOTS 184, 185 & 186, PL 4M-585, LYING E OF THE LANDS DESCRIBED IN GL82516 & PT 3, 5R8564, LYING W OF THE LANDS DESCRIBED IN CT153090 EXCEPT PTS 1 & 2, 5R3024, LYING N OF INNES RD AS WIDENED; GLOUCESTER. PT LT 5, CON 2OF, AS IN CT153090 EXCEPT PTS 1 & 2, 5R3024; GLOUCESTER.

The subject property is a flag shaped parcel, approximately 6,137 m² in size, that fronts Innes Road and a portion of which wraps around the rear end of the adjacent property to the west, known locally as 3469 Innes Road. The three contiguous properties have merged on title and now constitute a single parcel.

The site is bound by Innes Road to the south, a commercial use property to the west, a home-based personal service business use to the east, and residential properties to the north and northwest (Figure 1). Currently, the site has a single driveway as a means of access and was occupied until recently by an old one-storey detached garage and a separate one-storey building that was previously used as a homebuilding sales centre, both of which were vacant and in a derelict state (Figure 2). All existing building and structures have since been removed from the site. The balance of the lands were vacant and undeveloped, comprising mostly of open grassy areas and a handful of mature trees concentrated at the east, north and southwest ends of the site. The topography of the subject property is relatively flat, though some minor grade changes are noticeable towards the northwest end of the site where a minor increase in ground elevation occurs relative to the front portion of the site.



Figure 1: Location Map



Figure 2: Existing Conditions on the subject site (note: buildings have since been removed).

1.3 Surrounding Land Use and Community Context

Orleans originated as a small village community concentrated along St. Joseph Boulevard at the north end of what is now Ottawa's easternmost suburb. Orleans began experiencing substantial residential development in the mid-to-late 1900's in the form of new subdivisions, much of which extended southward towards Innes Road. Today, Orleans is largely made up of low-rise, ground-oriented residential uses, with the exception of the Innes Road corridor, which has evolved throughout the 2000's to become one of Orleans' busiest arterials, as well as a major employment and commercial corridor comprising of large and small retail uses, restaurants, personal business services, offices, light industrial uses and other non-residential uses. Much of the non-residential uses are concentrated on the south side of Innes Road where extensive undeveloped and underutilized land parcels have been available to accommodate large-scale development over the past two decades. Although the north side of Innes Road largely consists of long-established low-rise residential dwellings, it is notable that many do not front Innes Road and instead front local streets to the north. The limited amount of lots that front the north side of Innes Road largely consist of small-scale commercial uses, including restaurants, convenience stores and medical offices, and old residential dwellings which are increasingly being repurposed or redeveloped to accommodate commercial uses. Additionally, it is worth noting that the Innes Road corridor has increasingly seen construction and development proposals for medium and high density residential and mixed-use buildings over recent years.

The general area surrounding the subject property is made up of residential neighbourhoods comprising of a mix of low-rise dwellings, as well as some local commercial and light industrial uses concentrated along Innes Road, particularly to the east of the subject property. The area is anticipated to continue developing with commercial uses and a wider range and higher intensity of residential and mixed-use applications, especially on the south side of the road where large parcels of land are available for redevelopment. The immediate area surrounding the subject property consists of a small commercial strip mall and gas station to the west, single-detached dwellings to the east, north and northwest, and an arterial street (Innes Road) to the south. It is noted that the single-detached dwelling immediately east of the subject property appears to contain a home-based massage therapy business. Across Innes Road from the subject site is a four-storey retirement home located at the southeast corner of the Innes Road and Pagé Road intersection, as well as a single-detached dwelling and a former golf driving range.

It is noted that the existing single detached dwelling and former driving range lands on the south side of Innes Road, across from the subject property, are currently the subject of a phased development proposal to initially construct three mid-rise apartment buildings and a park at the south and west ends of the site, respectively, while the central and eastern portions of the site, according to conceptual options, could include more mid-rise residential buildings, mixed-use buildings, a long term care facility and/or a range of commercial uses in future phases of development. There is also a proposal to construct a 6-storey mixed-use (commercial and residential) building west of the subject property at the northwest corner of the Innes Road and Pagé Road intersection.

1.4 Transportation and Transit Network

The portion of Innes Road running along the subject property's frontage is a four-lane arterial, as shown in Figure 3, and includes a two-way center lane for left turning movements. The roadway cross section also includes sidewalks and dedicated bicycle lanes at the north and south ends of

the right-of-way for active transportation modes. The bicycle lanes continue in both directions along Innes Road from the subject property and connect to the City’s wider bicycle infrastructure network, which extends in all directions. The closest bus stops are situated on Innes Road approximately 100 m west of the subject property at the Pagé Road intersection where frequent eastbound and westbound public transit service is provided by OC Transpo’s route 25. It is noted that the section of Innes Road running through Orleans is identified as a Transit Priority Corridor on Schedule C2 of the Official Plan, suggesting that it will remain a focus of enhanced transit service going forward.



Figure 3: Schedule C4 extract showing the existing and future road network.

2.0 DEVELOPMENT PROPOSAL

2.1 Description of Proposed Development

Lapensée Mattresses is a family-run company specializing in the manufacturing and sale of sleeping mattresses and accessories in the Ottawa-Gatineau area where it has operated for well over a century. There are currently three Lapensée Mattresses stores across the region located in Gatineau, Kanata and Orleans. As the company continues to grow and expand its operations, it is now looking to relocate its Orleans store, which is currently located at 3732 Innes Road, approximately 750 m east of the subject site, into its own purpose-built building. As such, Lapensée is proposing to construct two new commercial use buildings on the subject site, one of which is intended to house the company’s Orleans store, while the other is intended to provide

additional leasable commercial space for other potential business establishments as demand for such space continues to grow throughout the Innes Road corridor and Orleans.

The two (2) proposed buildings are double-height single storey, measuring 6.5 m in height, and each have a gross floor area (GFA) of approximately 821 m². As proposed, Building A occupies the southwest portion of the site, while Building B occupies the southeast portion (see Figure 4). Each building is proposed to contain commercial uses, as well as a loading dock at the rear to facilitate shipping and receiving. More specifically, Building A is proposed to contain the Lapensée Mattresses retail store, including associated showroom, administration, storage, workshop, shipping and receiving areas, while Building B is currently proposed to house two (2) separate retail or similar commercial units with a shared shipping and receiving area. It should be noted that, as of the writing of this report, the prospective commercial tenants of Building B have yet to be confirmed. As such, it is possible there will be changes to proposed number and layout of units within Building B as tenant occupancy is determined. Despite the potential for such changes, the final interior configuration and uses in Building B will conform to all applicable building code and zoning requirements.

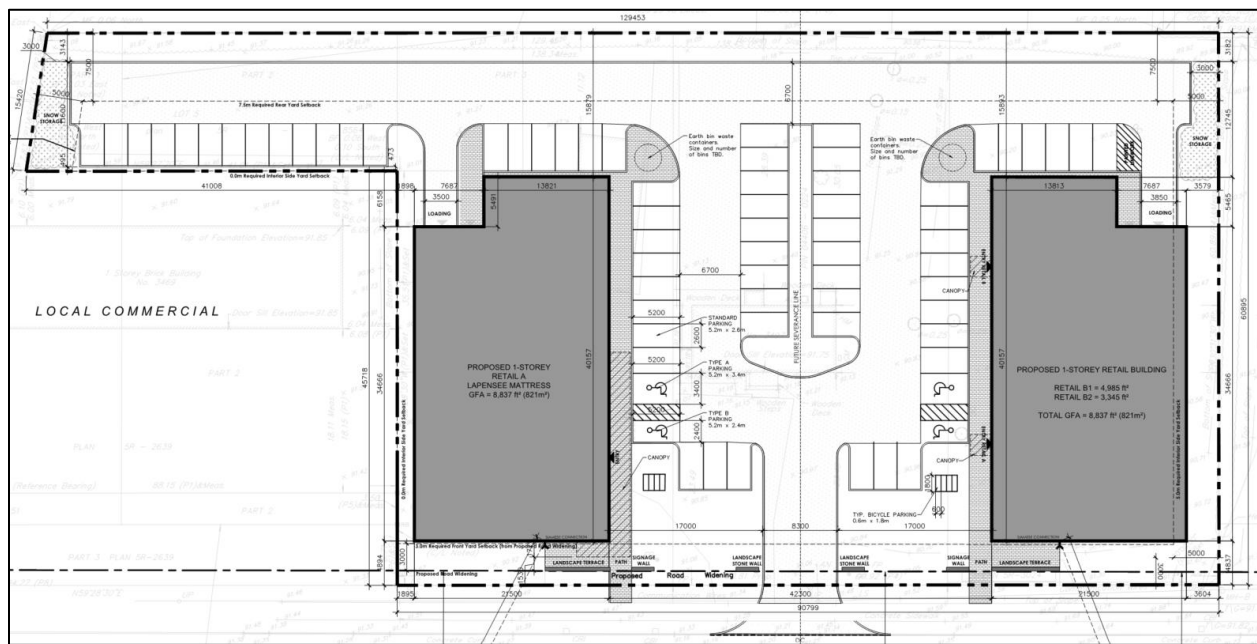


Figure 4: Extract of the Architectural Site Plan.

A full-movement vehicular access point from Innes Road is to be maintained at the south end of the subject site, which will serve as a shared entry and exit for all vehicles accessing the site. Inbound and outbound left turn movements between the subject site and the eastbound lanes on Innes Road will be enabled by the existing center turning lane on Innes Road. However, it is understood that conceptual plans for the section of Innes Road between Pagé Road and Lamarche Avenue include a raised center median to be in place once development of lands to the south proceeds, which would preclude inbound and outbound left turn movements to and from the subject site. It is anticipated that inbound and outbound site access from Innes Road's eastbound lanes can be appropriately accommodated via permitted U-turn movements at proximate intersections.

Parking is proposed to be provided in the form of surface parking, which will occupy the central portion of the site, between Buildings A and B, with appropriate set back from the street, and extend around the rear end of both buildings, as well as further into the northwestern quadrant of the property. A combined total of 69 parking spaces are provided for Buildings A and B. For pedestrian access and on-site circulation, sidewalks are proposed along the storefronts of both buildings, extending across the full length of Building A's eastern façade and Building B's western façade, and which connect to the public sidewalk on the north side of the Innes Road via paved pathways. Dedicated space for four (4) bicycle parking spaces is also proposed at the southwest and southeast corners of the parking lot, adjacent to the storefronts of each building, providing a total of eight (8) parking spaces on site.

As shown in Figure 5 and Figure 6, the façades of each building are designed with a series of parapets, roof overhangs, canopies, inset and protruding cladding elements, varied glazing patterns, as well as cladding patterns consisting of different colours and materials, such as wood and black tile panels, all of which are intended to break up the massing of the buildings and provide an aesthetically pleasing design that fits into the character of the surrounding area. Outdoor terraces with interlocking stone surfaces and patio furniture – and framed by landscaping elements like short stone walls and planting beds – have also been incorporated at the southeast and southwest corners of Buildings A and B, respectively, to beautify the interface between the buildings and streetscape, and to provide outdoor amenity areas for visitors and staff (see Figures 5 and 6).



Figure 5: Conceptual rendering of Building A, facing northwest from Innes Road.

Construction of the proposed development consists of a phased approach whereby Building A and the surrounding parking area on the west side of the site are anticipated to begin construction

in 2023 or 2024, while Building B and the parking area on the east side are anticipated for 2025 or later. Additionally, it should be noted that the site is designed to allow for severance to provide greater opportunity to lease or sell Building B in the future. A consent application is anticipated to be submitted under a separate cover in the future for the purpose of severing the eastern half of the subject property, including Building B and the adjacent parking area, from the subject lands. The proposed severance line bisects the subject property at the midway point between Buildings A and B, as indicated on the enclosed site plan, and divides the site's vehicular entranceway in two. Furthermore, both buildings of the proposed development are to have shared connections to municipal water, sanitary and storm services in Innes Road. As such, it is anticipated that mutual rights-of-way and a joint use and maintenance agreement for the shared vehicular entranceway and servicing connections will be established between the severed and retained properties through the severance process.

Furthermore, as the subject property's current R1WW (Residential First Density, subzone WW) zone does not permit commercial uses, including the proposed retail store uses, this development proposal includes a Zoning By-law Amendment application to rezone the subject lands to LC[xxxx] (Local Commercial, Exception Zone), which will allow the development to proceed as proposed. An exception provision is included as part of the proposed zoning to remove certain unsuitable land uses and modify performance standards, as required, as well as recognize the entire site as a single property for zoning purposes, notwithstanding any future severance. The latter will allow for the logical and efficient layout of the access and parking area. More details of the proposed zoning amendment are provided in Section 3 of this report. Lastly, please note that the Zoning By-law Amendment and Site Plan Control applications are being submitted concurrently.



Figure 6: Conceptual rendering of Building B, facing north from Innes Road.

3.0 PROPOSED ZONING BY-LAW AMENDMENT

3.1 Purpose and Details of Zoning By-law Amendment

The City's Zoning By-law No. 2008-250 zones the subject lands, as well as the residential properties to the east and north of the subject property, as Residential First Density, subzone WW (R1WW). The R1WW zone permits a limited amount of residential uses and restrict the building form to detached dwellings. The R1WW zone does not permit standalone commercial uses. As such, the proposed commercial development is not permitted in the current zone and a Zoning By-law Amendment is therefore being requested to rezone the subject property to allow the development to proceed as proposed. The zoning amendment being proposed seeks to rezone the property from "Residential First Density, subzone WW (R1WW)" to "Local Commercial, Exception Zone (LC[xxxx])". Details of the proposed amendment are further described below.

The proposed LC exception zone would permit a variety of small-scale commercial uses on the property, such as retail store, restaurant, office, personal service business and other general commercial uses, subject to meeting other zoning requirements. Such non-residential uses are common along Innes Road, including on the adjacent property to the west of the subject property, which contains a convenience store, restaurant, personal service businesses and other commercial uses, and which is notably zoned LC6. It is also worth noting that other nearby properties along Innes, specifically those at the corners of Innes Road and Pagé Road, are zoned LC or LC6, excluding applicable holding and exception zones. Further, approximately 190 m east of the subject property on the north side of Innes Road, adjacent to Boyer Road, are other properties containing small-scale commercial and non-residential uses, and which are zoned LC and LC6.

The LC zone is generally intended to allow for a range of small-scale commercial uses that are compatible with, and complementary to, nearby residential uses, as they provide important services and amenities to residents and don't generally generate nuisances that would adversely impact residential uses in the surrounding area. Uses permitted in the LC zone are particularly appropriate for lands fronting arterials, such as Innes Road, where both vehicular and non-vehicular traffic generated by the commercial use(s) can be appropriately accommodated by high-capacity road infrastructure, pedestrian and cycling facilities, and frequent public transit services which tend to be available along arterial corridors. Transportation considerations for the site have been covered in the enclosed Transportation Impact Assessment (TIA), the findings of which are discussed in greater detail in Section 5.3 of this report.

The LC zone generally limits leasable floor areas for non-residential uses to a total of 3,000 m², with each separate occupancy not to exceed 900 m² in gross leasable area, to ensure that the size and scale of development is appropriate. The maximum permitted building height is 12.5 m or approximately 4 storeys to achieve a low-rise profile consistent with that of the surrounding residential area. The proposed development has been designed in keeping with these zoning considerations.

4.0 PLANNING ANALYSIS

4.1 Provincial Policy Statement

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

Section 1.1 of the PPS sets out policies on directing land use to achieve efficient and resilient development patterns. Settlement areas are to be the focus of growth and development (Policy 1.1.3.1), and land use patterns shall be based on densities and a mix of uses which efficiently use land and resources, are appropriate for and efficiently use infrastructure and public service facilities, and are supportive of various modes of transportation (Policy 1.1.3.2). It is considered that the proposed development efficiently uses land and resources within the City by promoting commercial development on underutilized lands within a mainstreet corridor where there is sufficient infrastructure and public services available, including frequent transit service, to properly serve the proposed scale and type of development.

Section 1.3 of the PPS contains policies regarding employment with the purpose of promoting economic development and competitiveness throughout the province. It is the policy of the PPS that an appropriate mix and range of employment should be promoted to meet long-term needs, opportunities for a diversified economic base shall be provided, and the needs of existing and future businesses shall be accounted for (Policy 1.3.1). By virtue of the commercial use proposed for Buildings A and B that will provide future accommodations for additional commercial businesses, it is considered that the proposed development will help diversify and increase both employment and economic opportunities in the Orleans area and help meet the needs of existing and future businesses.

Section 2 of the PPS sets out policies for the protection of natural and cultural heritage resources for their economic, environmental and social benefits. The proposed amendment does not conflict with these provincial interests.

Section 3 of the PPS addresses the protection of public health and safety through policies that relate to natural hazards and human-made hazards. The site has been assessed to ensure there is no adverse effects on the proposed use as a result of potential contaminants in land or water. The proposed amendment does not conflict with these provincial interests.

On the basis of the above analysis and discussion, the proposed zoning amendment and development is consistent with the policies of the Provincial Policy Statement.

4.2 City of Ottawa Official Plan (2022)

The City of Ottawa Official Plan was adopted by City Council on November 24th, 2021 and approved by the Minister of Municipal Affairs and Housing (MMAH) with modifications on November 4th, 2022. The subject property is located within the Official Plan’s Suburban Transect

Policy Area, as identified on Schedule A (see Figure 7), as well as designated Corridor – Mainstreet, as indicated on Schedule B8 (see Figure 8).

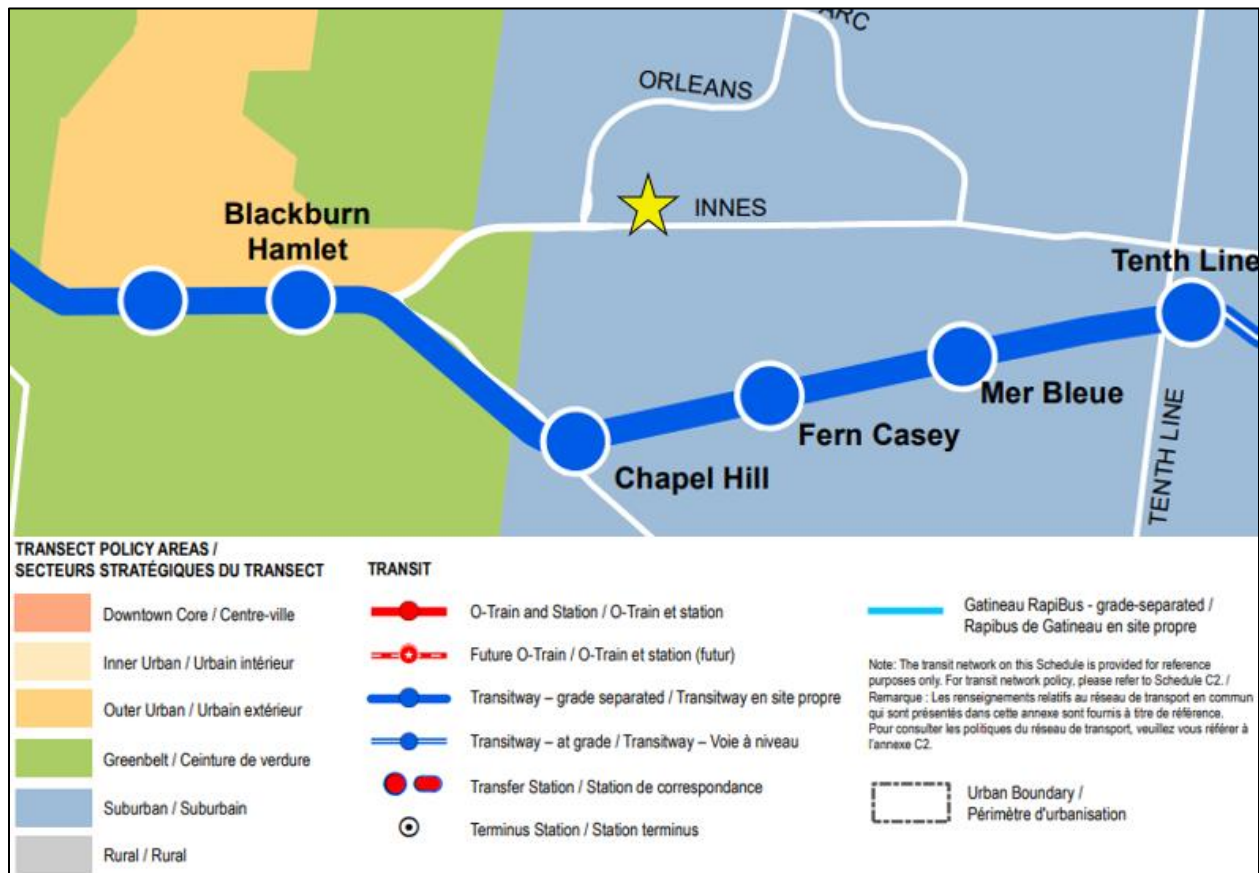


Figure 7: Schedule A extract of the 2022 Official Plan.

Section 3.2 of the Official Plan provides direction and requirements on intensification throughout the City’s urban area, including minimum density requirements for specified areas and designations, as well as general density targets for each of the City’s urban transects. The minimum density requirement for people and jobs per gross hectare within the Mainstreet designation is 120, per Table 3a. It should be noted that this density requirement applies to the designation’s entire area, including non-developable lands like roads and parks. As the proposed development will accommodate commercial establishments and their employees on the subject property, the proposal will therefore result in an increase to the number of jobs within the Mainstreet designation and simultaneously contribute to achieving the minimum requirement for people and jobs per gross hectare across the designation’s area.

Section 5.4 of the Official Plan sets out policies for the Suburban Transect which is characterized by low and mid-density development. Policy 5.4.3.3(a) envisions that development along Mainstreet Corridors in the transect area is generally required to be not less than two storeys and not more than nine storeys in height, subject to appropriate height transitions and stepbacks. Despite the proposed development being functionally one-storey, the 6.5 m height of both buildings and their 1 m parapets give the buildings the appearance of a conventional two-storey height, which is compatible with both the existing low-rise heights in the immediate surrounding

area as well as the intent of the Official Plan’s for low to mid-rise heights for the designated area, with taller heights directed to larger lots which can accommodate appropriate height transition.

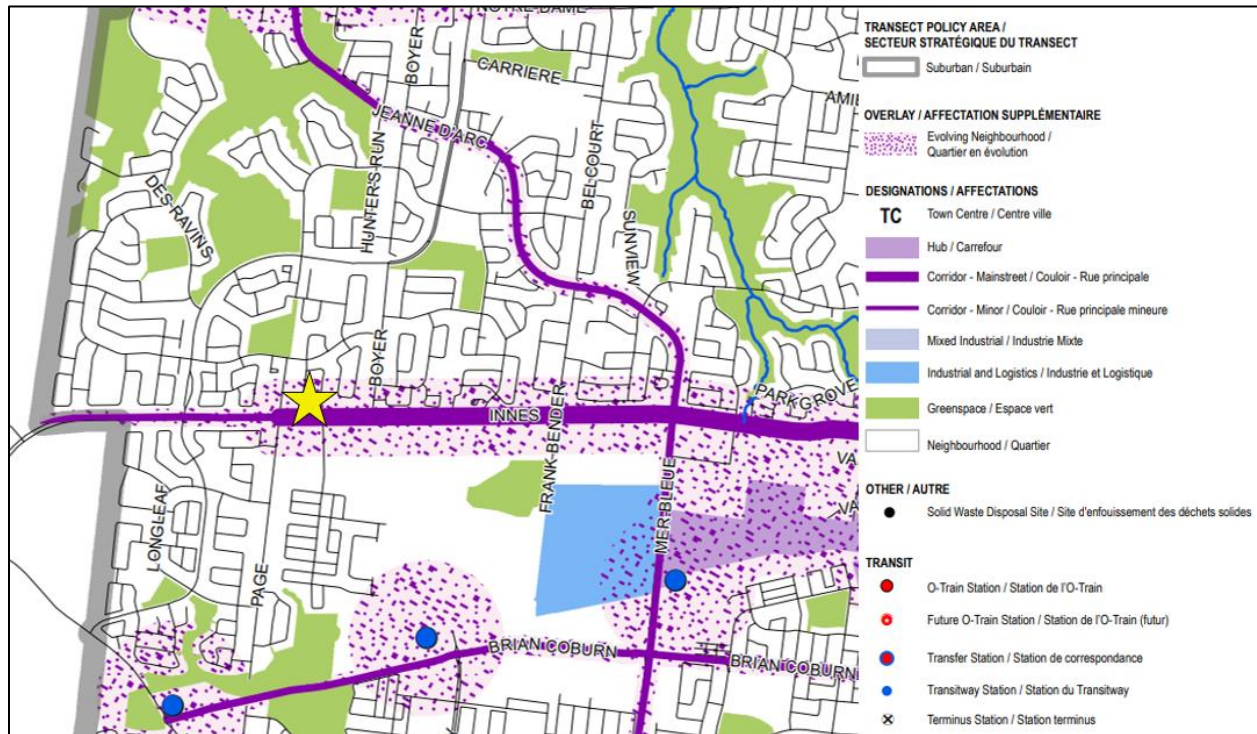


Figure 8: Schedule B8 extract of the 2022 Official Plan.

Section 6.2 of the Official Plan provides that development within the Corridor designation shall generally support residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment. The proposed zoning amendment and development will help establish commercial uses on the subject property that will support a growing number of residents in the surrounding area as it progressively intensifies, as well as support to a continuous active streetscape, all of which contributes to the progressive evolution of the Mainstreet Corridor area along Innes Road to a more urban and walkable form over time.

In consideration of the surrounding area’s predominant low-rise yet evolving suburban built form the proposed zoning amendment and development will help gently progress the transition of the north side of Innes Road to a more urban form by virtue of the development standards and permitted uses in the LC zone, while ensuring compatibility with adjacent uses.

4.2.1 Urban Design

Section 4.6 provides an urban design framework to guide and regulate the design of buildings, landscapes, pathways, parks and streets with the goal of creating healthier, more sustainable and accessible spaces for all. As identified on Schedule C7-A of the Official Plan, the subject property is situated within a Design Priority Area (DPA). A tiered system, as outlined in Table 5, organizes specified areas of the city into three separate DPAs, being Tier 1 – International, Tier 2 – National & Regional and Tier 3 – Local (Major). Tier 3 applies to areas designated Mainstreet Corridor outside of the Downtown Core, Village Cores and Kanata North Economic District, and therefore

applies to the subject property. It is recognized that Tier 3 areas include commercial streets with a suburban built form, such as Innes Road, that may transition over time into more walkable environments. Section 4.6.1 of the Official Plan sets out general overarching policies to apply to all DPAs with the goal of promoting design excellence in such areas. Policy 5 of Section 4.6.1 states:

“Development and capital projects within DPAs shall consider four season comfort, enjoyment, pedestrian amenities, beauty and interest through the appropriate use of the following elements:

- a) The provision of colour in building materials, coordinated street furniture, fixtures and surface treatments, greening and public art, and other enhanced pedestrian amenities to offset seasonal darkness, promote sustainability and provide visual interest;*
- b) Lighting that is context appropriate and in accordance with applicable standards and guidelines; and*
- c) Mitigating micro-climate impacts, including in the winter and during extreme heat conditions in the summer, on public and private amenity spaces through such measures as strategic tree planting, shade structures, setbacks, and providing south facing exposure where feasible.”*

As noted in Section 2.1 of this report, the façades of each building are designed with varied glazing and cladding patterns, consisting of wood and black tile panels that are broken up by a series of windows, which provide diversity in the colour of building materials to achieve a visually pleasing aesthetic that blends into the surrounding context. Appropriate lighting will be provided along the building façades and throughout the parking lot in accordance with applicable standards and guidelines. A series of short landscape stone walls, trees and planting beds along the frontage of the subject property will help frame and beautify the interface between the subject property and public right-of-way for visual interest. Moreover, the vegetation and trees throughout the site combined with shade structures, such as the proposed canopies across the storefronts, will help mitigate the effects of micro-climate impacts.

Section 4.6.5 sets out policies to ensure effective site planning that supports the objectives of Corridors. Policy 2 of Section 4.6.5 states:

“Development in Hubs and along Corridors shall respond to context, transect area and overlay policies. The development should generally be located to frame the adjacent street, park or greenspace, and should provide an appropriate setback within the street context, with clearly visible main entrances from public sidewalks. Visual impacts associated with above grade utilities should be mitigated.”

The applicable Corridors and Transect policies of the Official Plan are discussed and addressed above in Section 4.2 of this report. By virtue of the proposed 4.8 m front yard setbacks and orientation of the commercial use buildings, it is considered that the development is located such that it achieves an appropriate setback within the street context and frames the Innes Road streetscape. Furthermore, while the buildings' entrances face the interior of the site, clear sightlines from the public sidewalk on the north side of Innes Road allow for easily identifiable store entrances that are made conveniently accessible via paved pathways which are framed by

inviting landscape elements. All above grade utilities, such as transformers, will be sited such that they are hidden from view and/or strategically screened by vegetation.

Policy 3 of Section 4.6.5 states:

“Development shall minimize conflict between vehicles and pedestrians and improve the attractiveness of the public realm by internalizing all servicing, loading areas, mechanical equipment and utilities into the design of the building, and by accommodating space on the site for trees, where possible. Shared service areas, and accesses should be used to limit interruptions along sidewalks. Where underground parking is not viable, surface parking must be visually screened from the public realm.”

Although it is intended for the east side of the subject property and Building B to be severed from the remainder of the property following approval of the zoning amendment and site plan control applications, a single vehicular entrance is proposed which will keep sidewalk interruptions on the north side of Innes Road to a minimum. Pedestrian pathways to access the site are also physically separated from the vehicular entrance and parking lot to minimize potential for vehicle-pedestrian conflict. All servicing, loading areas, mechanical equipment and utilities are proposed to be sited such that they will be out of sight or screened from the public realm. Additionally, the frontage along Innes Road will contain various landscaping elements that are intended to screen the parking lot area from the public realm.

Policy 4 of Section 4.6.5 states:

“Development shall demonstrate universal accessibility, in accordance with the City’s Accessibility Design Standards. Designing universally accessible places ensures that the built environment addresses the needs of diverse users and provides a healthy, equitable and inclusive environment.”

All pedestrian facilities, as well as the Type A and B parking spaces, are designed to meet the City’s Accessibility Design Standards. The walkways, access aisles and accessible parking spaces are all dimensioned according to the standards therein, as are gradient changes.

Section 4.6.6 of the Official Plan sets out policies to enable the sensitive integration of new low-rise development to meet intensification targets while considering livability standards. Policy 6 of Section 4.6.6 states:

“Low-rise buildings shall be designed to respond to context, and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, where appropriate. Buildings shall integrate architecturally to complement the surrounding context.”

The applicable Corridors and Transect policies of the Official Plan are discussed and addressed above in Section 4.2 of this report. The main entrances of the proposed buildings are designed to be at-grade and soft landscaping is provided across the frontage of the property. Altogether, as discussed in Section 2.1 of this report, the proposed building façades contain various materials, colours and protruding and inset elements that provide an architecturally interesting and visually

appealing design that fits and compliments the surrounding area. Existing fencing and hedgerows along interior lot lines will be retained to serve as a buffer between adjacent residential uses.

Further details regarding the proposed buildings' designs can be found in the enclosed Design Brief.

Section 4.8 sets out policies related to the conservation, protection and enhancement of natural heritage, greenspace and the urban forest throughout the City with the goal of safeguarding the benefits they provide to the environment, City residents, and in mitigating the effects of climate change. In recognizing that trees, in particular, provide many benefits in that regard, the Official Plan contains policies to maintain and grow of the urban forest canopy. Policy 4.8.2.1 of the Official Plan states that the City's urban forest includes all trees and their growing environments on both public and private property, and Policy 4.8.2.2 further states that the City will pursue an urban forest canopy target of 40 percent. Accordingly, as per Policy 4.8.2.3(a) of the Official Plan, development is required to maintain the urban forest canopy by preserving and providing space for mature, healthy trees on private property, while Policy 4.8.2.3(b) further states that development on urban properties subject to site plan control shall create tree planting areas within the site and adjacent boulevard, as applicable.

As shown on the Landscape and Tree Conservation plans, the subject proposal will require the removal of trees throughout the property that are currently dead or in poor condition, as well as trees that are in direct conflict with the proposed development. A number of new trees are proposed to be replanted along the property frontage, peripheral areas, and on parking lot islands. For trees that cannot be accommodated on site as part of the proposal, compensation will be provided in accordance with the City Tree Protection By-law, as required.

Based on the foregoing, the proposed Major Zoning By-law Amendment and Site Plan Control applications conform to the direction of the Official Plan which supports a mix of uses, including commercial uses, along designated Corridor – Mainstreet provided they can integrate with a dense, mixed-use urban environment.

4.3 City of Ottawa Zoning By-law 2008-250

The subject property is zoned Residential First Density, subzone WW (R1WW). As the R1WW zone does not permit commercial uses as a principal use, it is proposed to rezone the property to Local Commercial, Exception Zone (LC[xxxx]) in order to allow the development to proceed as proposed.

The purpose of the LC zone is to:

- 1) *allow a variety of small, locally-oriented convenience and service uses as well as residential uses in the General Urban Areas and in the Residential Character Areas of the Central Area designations of the Official Plan;*
- 2) *restrict the non-residential uses to individual occupancies or in groupings as part of a small plaza that would meet the needs of the surrounding residential areas;*
- 3) *provide an opportunity to accommodate residential or mixed uses development;*
and

- 4) impose development standards that will ensure that the size and scale of development are consistent with that of the surrounding residential area.

It is proposed to develop the subject property with two one-storey commercial use buildings, each with gross floor areas of approximately 821 m² and one of which (Building A) will contain a retail sleeping mattress store and the other (Building B) which will contain two or more units of yet-to-be-determined commercial uses. Section 189(1) of the Zoning By-law lists a wide variety of non-residential uses permitted in the LC zone, which may occupy Building B, subject to meeting other requirements of the Zoning By-law. The proposed development is consistent with the purpose of the LC zone.

Table 1 below outlines the development standards for commercial use buildings in the LC zone and other applicable zoning provisions of the By-law, and also includes the corresponding proposed development standards under the “Provided” column. Proposed standards that do not meet zoning requirements are identified in red, and relief from those zoning provisions is requested through the proposed Major Zoning By-law Amendment.

Table 1: Zoning Summary

Comprehensive Zoning By-law 2008-250: LC[xxxx] – Local Commercial Exception Zone		
3493, 3497 & 3499 Innes Road – Proposed Commercial Development		
LC Zone Provisions (Section 189)	Required	Provided
Minimum Lot Width (m)	No Minimum	90.8
Minimum Lot Area (m ²)	No Minimum	6136
Maximum Building Height (m)	12.5	6.5
Minimum Front Yard Setback (m)	3	3
Minimum Interior Side Yard Setback – Abutting Residential Zone (m) [East Lot Line]	5	3.5
Minimum Interior Side Yard Setback - Other Cases (m) [West Lot Line]	No Minimum	1.8
Minimum Rear Yard Setback (m)	7.5	15.8
Minimum Width of Landscaped Area - Abutting Street (m)	3	4.8
Minimum Width of Landscaped Area - Abutting Residential (m)	3	3
Parking Provisions (Sections 101, 110, 111 & 113)	Required	Provided
Minimum Bicycle Parking Rate – Retail Store [1 per 250m ² of GFA]	7 (1642m ² GFA)	8
Minimum Vehicle Parking Rate – Retail Store (Row N79) [3.4 per 100m ² of GFA]	56 (1642m ² GFA)	69
Minimum Loading Space Rate – Retail Store [1000-1999m ² GFA]	0 (1642m ² GFA)	2
Minimum Width of Landscaped Area Around Parking Lot - Abutting a Street (m)	3	10
Minimum Width of Landscaped Area Around Parking Lot - Not Abutting a Street (m)	1.5	0.4

Three (3) exception provisions are being proposed as part of the zoning amendment, the first of which is a provision that would allow a non-residential use building to have a minimum interior side yard setback of 3.5 m for a yard abutting a residential zone, whereas the LC zone requires a minimum 5 m interior side yard setback under such conditions. This proposed setback requirement would specifically apply to the eastern interior side yard of the subject property, as the adjacent property to the east is zoned residential (R1WW). Relief from this provision is being requested because shifting the proposed buildings and parking lot westward to meet the 5 m setback from the east property line would result in the elimination of the western interior side yard, which would in turn pose access issues for maintenance activities on the west side of Building B and potentially impact mature trees on the adjacent property to the west. Although the LC zone allows for a 0 m interior side yard setback for a yard abutting a non-residential zone, as is the case for the western interior side yard, placing Building B close to the west property line is not considered practical or desirable. A 1.8 m setback from the western property line is proposed for the reasons outlined above.

The principal intent of the LC zone's interior side yard setback provision is to maintain a buffer area between non-residential uses permitted in the LC zone and adjacent residential uses, with the goal of mitigating potential adverse impacts on dwellings and their occupants, particularly with respect to potential visual impacts. While the proposed zoning will reduce this requirement by 1.5 m and allow Building B to be as close as 3.5 m to the east property line, it should be noted that the building is only proposed to be about half as tall (6.5 m) as the maximum permitted height of 12.5 m in the LC zone, thereby considerably reducing the visual impact potential of Building B. Moreover, the subject property's eastern side yard will be fully landscaped, and the east lot line currently contains a hedgerow that will provide considerable visual screening between both properties, and will thus mitigate any potential visual impacts posed by Building B. It is further noted that, as the Innes Road corridor continues to evolve with increasingly more non-residential and mixed-use developments, it is possible that the area immediately east of the subject property along Innes Road will be rezoned over time to accommodate additional non-residential and mixed-use developments.

A special provision is also being proposed that would allow the minimum width of the landscaped area around a parking lot which has more than 10 spaces but fewer than 100, and which does not abut a street, to be 0.4 m, whereas Table 110 of the zoning by-law requires a minimum width of 1.5 m. The proposed reduction of 1.1 m is to provide sufficient parking space depth and drive aisle width for vehicles to safely navigate the parking area at the northwest portion of the subject property where space is limited. It was decided to request relief from this provision specifically for the south end of the parking area in question, which abuts the rear end of the adjacent commercial use property to the west, to avoid encroachment on the required 3 m landscaped area on the north side of the property which abuts the rear yards of residential dwellings. This was considered the favourable option given the higher sensitivity of residential uses relative to commercial uses, and the desire to protect the existing hedge which provides a supplemental buffer along the north lot line. Moreover, adverse impacts are not anticipated on the neighbouring commercial use property, as the rear portion of the property that abuts the proposed parking area has a considerable rear yard area to serve as additional buffer space. No adverse impacts on the adjacent commercial use property are anticipated as a result of the reduced width of the landscaped buffer strip. The offset of the row of parking spaces by 0.4 m also ensures sufficient space for vehicle overhang. The minimum 3 m width of landscaped area abutting a residential zone as set out in the LC zone will ensure adequate buffer along the perimeter of the balance of the parking lot.

The third and final special provision being proposed is for the subject site to be considered one lot for zoning purposes. As discussed in Section 2.1 of this report, it is intended that a future consent application be submitted to sever the eastern half of the subject property, including Building B and the adjacent parking area, from the rest of the subject property. Section 93.1 of the zoning by-law allows for a group of occupancies located in the LC zone which are designed, developed and managed as a unit to be considered one lot for zoning purposes, which is intended to allow for a more efficient and orderly use of land and facilities. As such, it is proposed that a special provision be included in the zoning amendment to consider the subject site as one lot for zoning purposes for efficiencies in the use of land and shared facilities to be realized, as well as ensure clarity of such arrangements for future tenants and owners

Table 2: Proposed LC[xxxx] Zone Exceptions

Applicable Zones	Additional Land Uses Permitted	Land Uses Prohibited	Provisions
LC[xxxx]		<ul style="list-style-type: none"> - Drive-through facility 	<ul style="list-style-type: none"> - Minimum interior side yard setback for a non-residential use building or a mixed residential / non-residential use building, from that portion of a lot line abutting a residential zone: 3.5 m - Minimum width of landscaped buffer for a parking lot not abutting a street: 0.4 m - The lands zoned LC[xxxx] are to be considered one lot for zoning purposes

The proposed Major Zoning By-law Amendment and Site Plan Control applications are consistent with the purpose and intent of the Zoning By-law and represent appropriate use of the property.

5.0 SUPPORTING STUDIES

The following technical reports were prepared in support of the proposed development and associated Planning Act applications:

- Phase I & II Environmental Site Assessment, prepared by BluMetric Environmental (June & July 2020)
- Geotechnical Investigation, prepared by Paterson Group (April 2021)
- Transportation Impact Assessment, prepared by Novatech (December 2022)
- Development Servicing & Stormwater Management Report, prepared by Novatech (December 2022)
- Stationary Noise Feasibility Assessment, prepared by Gradient Wind (November 2022)

The following is a brief background of the studies and a summary of their findings.

5.1 Phase I & II Environmental Site Assessment

BluMetric Environmental was retained by 6587712 Canada Inc. in 2020 to conduct an environmental site assessment (ESA) of the subject property for purposes unrelated to the filing of a Record of Site Condition (RSC). The ESA was therefore not completed in accordance with the requirements of Ontario Regulation 153/04 (O. Reg. 153/04), as required by the Planning Act for Site Plan Control (SPC) and Zoning By-law Amendment (ZBA) applications. However, it should be noted that the Phase I and II ESA reports included in this submission are submitted for information purposes and are currently being updated to meet the requirements of O. Reg. 153/04. Once finalized, the updated ESA reports will be submitted to the City under a separate cover to meet the submission requirements of the SPC and ZBA applications. For the purpose of filing the applications and providing context regarding environmental site conditions of the subject property, the current Phase I and II ESA reports are being submitted up front, the findings of which are summarized below.

The initial Phase I ESA, completed in June of 2020, considered the presence of the Ultramar petroleum fuels service station located on the adjacent property to west of the subject property to constitute an Area of Potential Environmental Concern (APEC) at the western boundary of the subject site. As such, a Phase II ESA was recommended and subsequently completed in July of 2020, which did not identify any evidence of soil or groundwater quality impacts exceeding the applicable O. Reg. 153/04 Table 7 SCS. No further investigation was therefore deemed necessary.

5.2 Geotechnical Investigation

Paterson Group was retained by 6587712 Canada Inc. in 2021 to conduct a geotechnical investigation of the subject property in relation to the subject development proposal. On the basis of the findings, a material testing and observation program to be completed during the construction phase of development was recommended in Section 5 of the report to ensure works are conducted in general accordance with the design recommendations.

5.3 Transportation Impact Study

Novatech was retained by 6587712 Canada Inc. in 2022 to conduct a Transportation Impact Study (TIS) for the proposed development. On the basis of the existing conditions and forecasting, a set of recommendations are provided in the report. The report concludes that the proposed development is recommended from a transportation perspective, provided that the recommendations therein are implemented.

5.4 Development Servicing & Stormwater Management Report

Novatech was retained by 6587712 Canada Inc. in 2022 to conduct a Development Servicing Study and Stormwater Management Report for the proposed development. Designs based on the

anticipated requirements for site servicing and stormwater management are included therein, and are recommended for implementation.

5.5 Stationary Noise Feasibility Assessment

Gradient Wind was retained by 6587712 Canada Inc. in 2022 to conduct a Stationary Noise Feasibility Assessment for the proposed development. Based on assumptions for noise control and the study's findings, noise levels at nearby points of reception are anticipated to fall below the noise criteria of the City's Environmental Noise Control Guidelines (ENCG), provided recommendations for the placement of rooftop air handling equipment is followed. The report concludes that a review of the final equipment selections and locations by a qualified acoustical engineer will be required prior to installation.

6.0 CONCLUSION

This Planning Rationale has been prepared in support of a Major Zoning By-law Amendment application and a Standard Site Plan Control application to allow the development of two commercial use buildings at 3493, 3497 and 3499 Innes Road to proceed as proposed. A vehicular access point is proposed off Innes Road that provides access to surface parking lot containing a total of 69 spaces.

The proposed development is appropriate to support the growth and development of the Innes Road corridor in Ottawa's easternmost suburb of Orleans. The proposed commercial uses will bring additional employment and amenities that will serve the surrounding area and beyond. Altogether, the proposed Major Zoning By-law Amendment and development will have no negative impacts to existing character of the surrounding neighbourhoods and will permit uses and development standards on the subject property that are consistent with the Provincial Policy Statement (2020), and which conform City's Official Plan (2022). The requested Zoning By-law Amendment establishes appropriate zoning provisions for the proposed commercial use buildings, and permits development that is compatible with surrounding uses.

The Major Zoning By-law Amendment and Site Plan Control applications are appropriate for the development of the Subject Property and represent good land use planning.

NOVATECH

Prepared by:



Kamal Chaouni, B.E.S. (PI)
Planner

Reviewed by:



Kayla Blakely, B.E.S. (PI)
Project Manager

Appendix A

RESIDENTIAL

RESIDENTIAL

LOCAL COMMERCIAL

RESIDENTIAL

3493, 3497, 3499
INNES ROAD

CONCEPT PLAN

RETAIL A

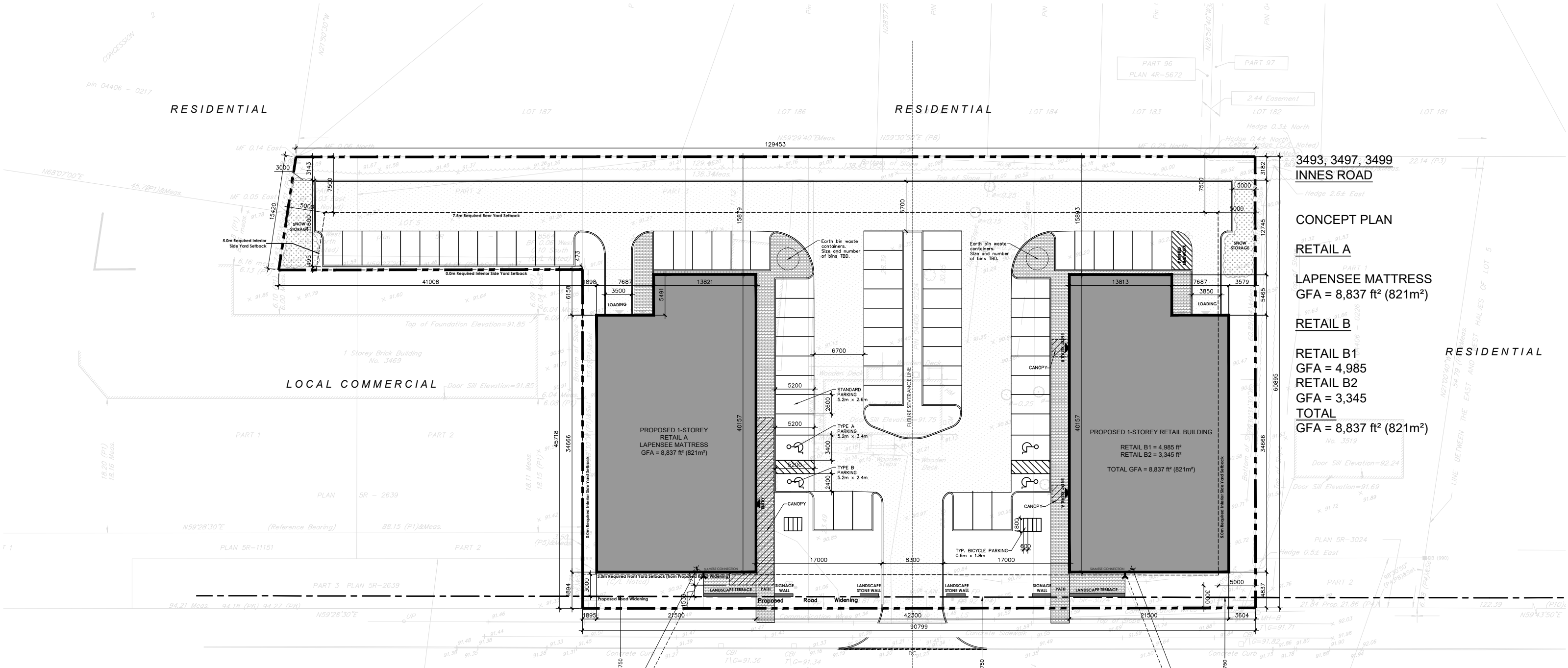
LAPENSEE MATTRESS
GFA = 8,837 ft² (821m²)

RETAIL B

RETAIL B1
GFA = 4,985

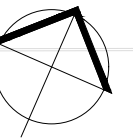
RETAIL B2
GFA = 3,345

TOTAL
GFA = 8,837 ft² (821m²)



Comprehensive Zoning By-law 2008-250		
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Minimum Lot Area (m ²)	No Minimum	6136
Maximum Building Height (m)	12.5	6.5
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Minimum Bicycle Parking Rate - Retail Store [1 per 250m ² of GFA]	7 (1642m ² GFA)	8
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Minimum Width of Landscaped Area Around Parking Lot - Not Abutting a Street (m)	1.5	0.4

INNES ROAD



D00-00-00-000

DWG 123456

SITE PLAN

SCALE 1:500
DEC 23, 2022

Lapensée Mattress

Appendix B

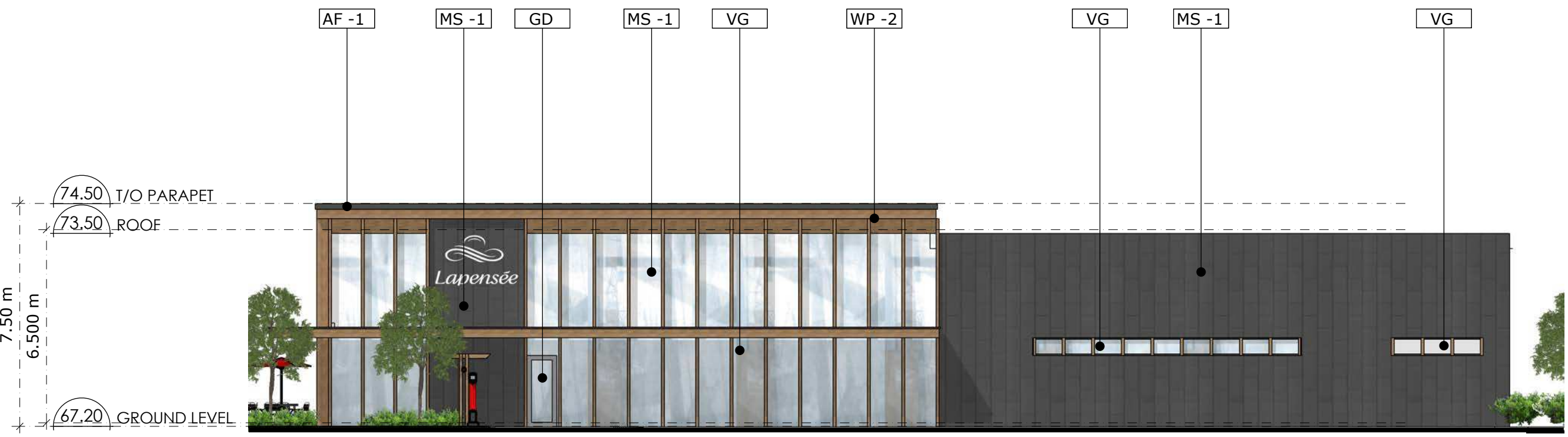
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- GD GLASS DOOR
- OHD OVERHEAD DOOR
- MD METAL DOOR
- MS -1 METAL SIDING 1
- VG VISION GLASS
- WP -1 WOOD PANEL 1
- WP -2 WOOD PANEL 2



Lapensée Matress

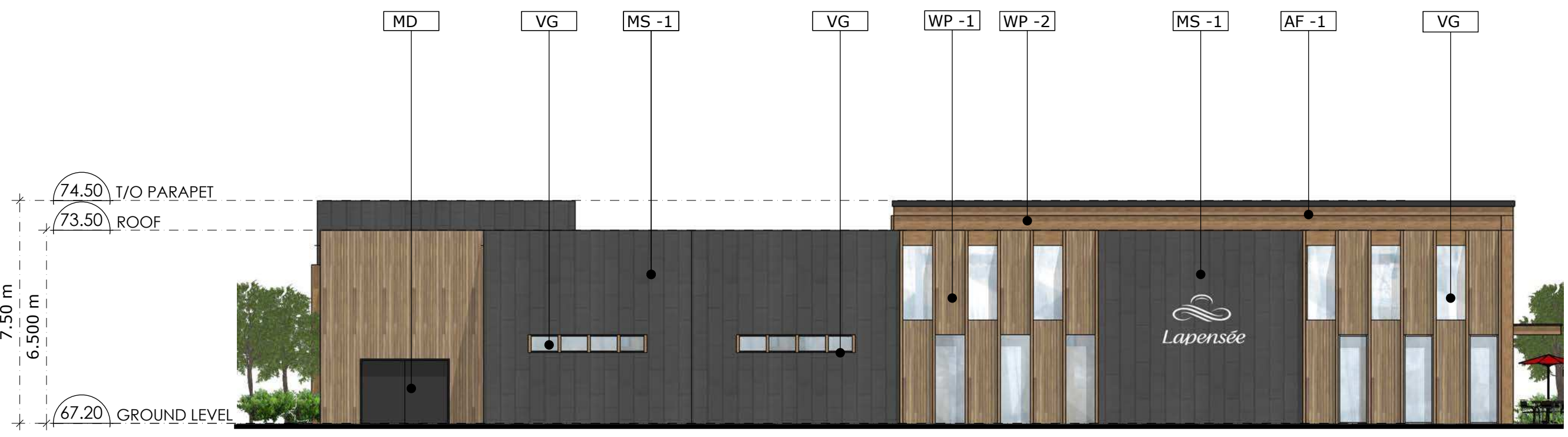
ELEVATIONS

SCALE 1:150
MAY 2022



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- GD GLASS DOOR
- OHD OVERHEAD DOOR
- MD METAL DOOR
- MS -1 METAL SIDING 1
- VG VISION GLASS
- WP -1 WOOD PANEL 1
- WP -2 WOOD PANEL 2

RETAIL A - EAST ELEVATION 1
A3.00



RETAIL A - WEST ELEVATION 2
A3.00



Lapensée Matress

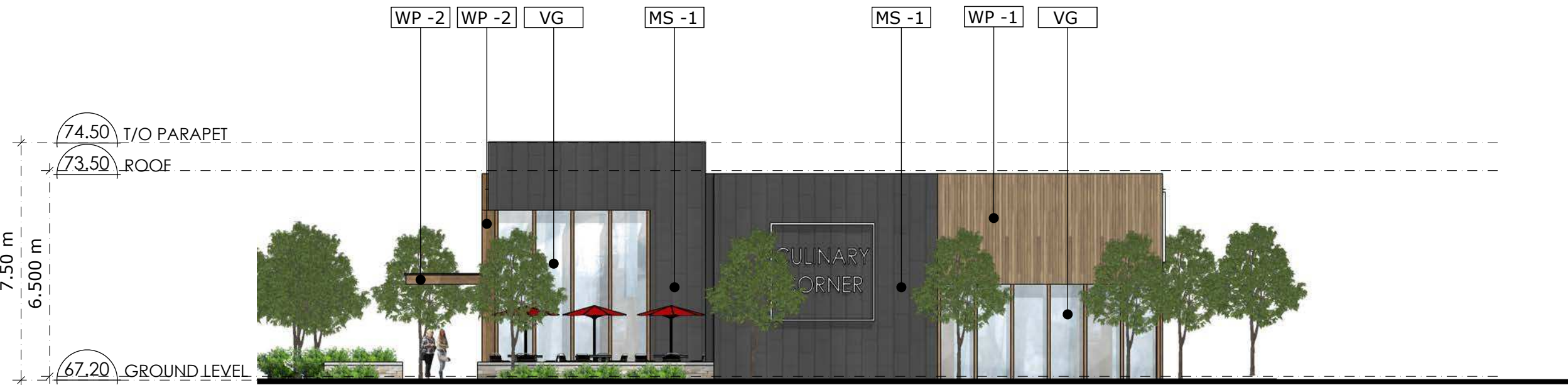
ELEVATIONS

SCALE 1:150
MAY 2022

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- OHD OVERHEAD DOOR
- MD METAL DOOR
- MS -1 METAL SIDING 1
- VG VISION GLASS
- WP -1 WOOD PANEL 1
- WP -2 WOOD PANEL 2



RETAIL B - NORTH ELEVATION 1
A3.00



RETAIL B - SOUTH ELEVATION 2
A3.00

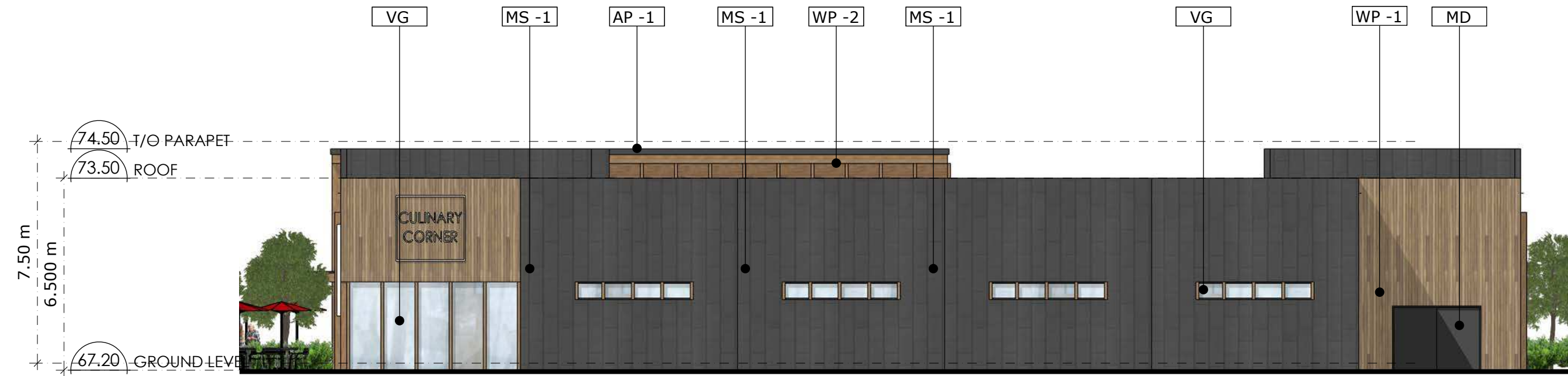


Lapensée Matress

ELEVATIONS

SCALE 1:150
MAY 2022

- AF -1 ALUMINUM FLASHING 1
- GD GLASS DOOR
- OHD OVERHEAD DOOR
- MD METAL DOOR
- MS -1 METAL SIDING 1
- VG VISION GLASS
- WP -1 WOOD PANEL 1
- WP -2 WOOD PANEL 2



RETAIL B - EAST ELEVATION 1
A3.00



RETAIL B - WEST ELEVATION 2
A3.00