



November 16, 2012

ACS2012-PAI-PGM-0158

## NOTICE OF PLANNING COMMITTEE MEETING

Dear Sir/Madam

**Re: Zoning – 2 The Parkway**

This is to advise you that the above-noted matter will be considered by the City of Ottawa Planning Committee on **Thursday, November 27, 2012**

The meeting will begin at 9:30 a.m. in the Champlain Room, City Hall, 110 Laurier Avenue West, Ottawa. You are welcome to attend the meeting and present your views.

Attached is a copy of the report outlining the Departmental recommendation.

The Committee will consider any written submissions in respect to this matter if provided to the Committee Co-ordinator of the Planning Committee at 110 Laurier Avenue West, Ottawa, K1P 1J1 or by fax at 613-580-9609 or by e-mail at [Christopher.Zwierzchowski@ottawa.ca](mailto:Christopher.Zwierzchowski@ottawa.ca).

If you wish to speak to the Committee or hear this item, please call Christopher Zwierzchowski at 613-580-2424, extension 21359 by 4:00 p.m. on the day before the meeting **to determine if a specific time has been set for this item to be considered.**

If a person or public body does not make oral submissions at the public meeting or make written submissions to the City of Ottawa before the proposed by-law is passed, the person or public body is not entitled to appeal the decision of the Council of the City of Ottawa to the Ontario Municipal Board.

If a person or public body does not make oral submissions at the public meeting, or make written submissions to the City of Ottawa before the proposed by-law is passed, the person or public body may not be added as a party to the hearing of an appeal before the Ontario Municipal Board unless, in the opinion of the Board, there are reasonable grounds to do so.

For information on the item itself, please call the undersigned at 613-580-2424, extension 27820 or by e-mail at [marc.magierowicz@ottawa.ca](mailto:marc.magierowicz@ottawa.ca).

Yours truly,

*Original signed by*

Marc Magierowicz  
Planner  
Planning and Growth Management Department

Attach.

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Le 16 novembre 2012

ACS2012-PAI-PGM-0158

## AVIS DE RÉUNION DU COMITÉ DE L'URBANISME

### Objet : Zonage – 2, The Parkway

Madame, Monsieur,

La présente vise à vous informer que le Comité de l'urbanisme de la Ville d'Ottawa étudiera l'article cité sous rubrique **le jeudi 27 novembre 2012**.

La réunion commencera à 9 h 30 dans la salle Champlain, hôtel de ville, 110, avenue Laurier Ouest, Ottawa. Nous vous invitons à assister à la réunion et à présenter votre point de vue.

Veillez trouver ci-joint une copie du rapport comprenant la recommandation du Service.

Le Comité étudiera les rapports écrits traitant de la question qui sont présentés à la coordinatrice du Comité de l'urbanisme, 110, avenue Laurier Ouest, Ottawa, K1P 1J1, par télécopieur au 613-580-9609 ou par courrier électronique à [Christopher.Zwierzchowski@ottawa.ca](mailto:Christopher.Zwierzchowski@ottawa.ca).

Quiconque souhaite faire une présentation au Comité ou entendre la question, est prié de communiquer avec Christopher Zwierzchowski au 613-580-2424, poste 21359, à 16 h au plus tard, le jour précédant la réunion afin de savoir **si l'étude de cet article a été fixée à une heure précise**.

Si une personne ou un organisme public ne présente pas d'exposé oral à la réunion publique ou ne présente pas d'exposé écrit à la Ville d'Ottawa avant l'adoption du règlement, la personne ou l'organisme public ne pourra pas interjeter appel de la décision du Conseil de la Ville d'Ottawa devant la Commission des affaires municipales de l'Ontario.

Si une personne ou un organisme public ne présente pas d'exposé oral à la réunion publique ou ne présente pas d'exposé écrit à la Ville d'Ottawa avant l'adoption du règlement, la personne ou l'organisme public ne pourra être joint en tant que partie à l'audition de l'appel devant la Commission des affaires municipales de l'Ontario à moins que, de l'avis de la Commission, il existe des motifs raisonnables de le faire.

Pour obtenir des renseignements sur l'article même, veuillez communiquer avec la personne soussignée, au 613-580-2424, poste 28318 ou par courriel à [kathy.rygus@ottawa.ca](mailto:kathy.rygus@ottawa.ca).

Veillez agréer, Madame, Monsieur, l'expression de mes sentiments les meilleurs.

*Original signé par*

Kathy Rygus  
Urbaniste  
Service de l'Urbanisme et Gestion de la croissance

p.j.

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ITEM N<sup>o</sup>  
NUMÉRO DE L'ARTICLE \_\_\_\_\_

**Request to speak form**  
**Fiche de demande d'intervention**

Please complete the 'Request to Speak' form and give to the Committee Coordinator at the beginning of the meeting or send it by Fax at 613-580-9609.

**Veillez remplir la fiche de 'Demande d'intervention' et la remettre à la coordonnatrice/au coordonnateur du Comité au début de la réunion ou l'envoyer par Facsimile au (613) 580-9609.**

Committee and Meeting Date  
Comité et date de la réunion \_\_\_\_\_

Subject/Objet \_\_\_\_\_

Please indicate your position with respect  
REPORT RECOMMENDATION:

- I agree  
 I oppose

Veillez donner votre opinion sur la to the  
RECOMMANDATION DU RAPPORT :

- Je suis d'accord  
 Je suis en désaccord

Name/Nom: \_\_\_\_\_

Company, Agency or Community Organization (if applicable)  
Société, agence ou organisme communautaire (s'il y a lieu): \_\_\_\_\_

Street and/or e-mail address, Postal Code and Telephone/Adresse municipale et/ou courriel, code postal  
et numéro de téléphone: \_\_\_\_\_

Personal Information contained on this form is collected pursuant to s.75 (4) of By-Law No. 2002-247, and will be used as a record of, and possible follow up to, participation in this meeting. Questions about this collection should be directed to the Manager, Council and Committee Services, 110 Laurier Avenue, Ottawa, Ontario K1P 1J1. Telephone (613) 580-2424, ext. 26836. / Les renseignements personnels contenus dans le présent formulaire sont recueillis en vertu du p.75(4) du Règlement municipal 2001-20, et seront utilisés à des fins de référence et de suivi éventuel à la participation à cette réunion. Toute question concernant cette collecte de renseignements doit être adressée au Gestionnaire des services au Conseil et aux Comités, 110, avenue Laurier Ouest, Ottawa (Ontario) K1P 1J1. Téléphone (613) 580-2424, poste 26836.

Report to/Rapport au :

Planning Committee  
Comité de l'urbanisme

and Council / et au Conseil

November 15, 2012  
15 novembre 2012

Submitted by/Soumis par : **Nancy Schepers, Deputy City Manager/Directrice municipale adjointe**, Planning and Infrastructure/Urbanisme et Infrastructure

Contact Person / Personne ressource: *Felice Petti, Manager/Gestionnaire intérimaire, Development Review-Suburban Services/Examen des projets d'aménagement-Services suburbains, Planning and Growth Management/Urbanisme et Gestion de la croissance*  
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Kanata North (4)

Ref N°: ACS2012-PAI-PGM-0158

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**SUBJECT: ZONING - 2 THE PARKWAY**

**OBJET : ZONAGE – 2, THE PARKWAY**

#### **REPORT RECOMMENDATIONS**

That the Planning Committee recommend Council refuse an amendment to Zoning By-law 2008-250 to change the zoning of 2 The Parkway from Minor Institutional (IA1) to Residential Fifth Density Subzone Exception (R5 [XXX]).

#### **RECOMMANDATIONS DU RAPPORT**

Que le Comité de l'urbanisme recommande au Conseil de refuser une modification proposée au Règlement de zonage n° 2008-250, modification qui aurait pour effet de changer le zonage du 2, The Parkway de Zone de petite institution (IA1) à Zone résidentielle de densité 5, exception (R5 [XXX]).

#### **EXECUTIVE SUMMARY**

The subject site is at the southwest corner of Teron Road and The Parkway. The site is occupied by the former Canada Post postal station. The application is to rezone the site from Minor Institutional to Residential Fifth Density permitting a nine-storey (32-metre),

120-unit, mid-rise residential building, with an exception to allow an amenity area on the roof (technically a 10-storey building). Reductions to the minimum yard, landscape buffer and parking requirements are also proposed.

The applicant has appealed the application to the Ontario Municipal Board (OMB) for a lack of decision within 120-days of the application. The appeal is based on the above noted proposal.

### Assumptions and Analysis

The site is in an established, low density, residential neighbourhood. Consequently, the application was reviewed and evaluated against the Official Plan (OP) policies pertaining to intensification outside of target areas and inside stable, low-rise neighbourhoods, compatibility and built form. The evaluation concluded the proposal does not satisfy all applicable policies in the Plan, particularly those dealing with intensification in existing, established low-rise neighbourhoods and compatibility. Therefore, staff recommend refusal of the requested application.

### Financial Implications

If the recommendation is carried, staff resources will be utilized to defend Council's position. In the event the recommendation is not carried and the application is approved, an external planner would need to be retained at an estimated cost of \$25,000. Funds are not available from within existing resources and the expense would impact Planning and Growth Management's operating status.

### Public Consultation

The initial application was circulated in November 2011 to residents within 120 metres of the site and technical agencies for a 30-day comment period. The proposal was presented at the Ward Councillor's local community meeting in November 2011 and three community information sessions held on December 2011, April 2012 and September 2012 to discuss the initial and subsequent revisions, respectively.

The Kanata Beaverbrook Community Association (KBCA) submitted comments opposing the respective proposals. In addition, over 300 individual comments were received from residents – the overwhelming majority in opposition. The Ward Councillor also opposes the amendment.

### RÉSUMÉ

Il s'agit d'un emplacement situé à l'angle sud-ouest de l'intersection du chemin Teron et du The Parkway. L'emplacement est occupé par une ancienne succursale de Postes Canada. La demande propose de modifier le zonage de l'emplacement de Zone de petite institution à Zone résidentielle de densité 5, ce qui permettrait un bâtiment résidentiel de hauteur moyenne, soit de neuf étages (32 mètres), abritant 120 unités, la zone serait assortie d'une exception permettant l'aménagement d'une aire d'agrément

sur la toiture (ce qui constituerait techniquement un bâtiment de 10 étages). Il est également proposé de réduire les exigences en matière de cours, de bande tampon paysagée et de stationnement.

La requérante a porté la demande en appel auprès de la Commission des affaires municipales de l'Ontario affirmant qu'aucune décision n'a été prise à l'égard de sa demande moins de 120 jours après sa présentation. L'appel est fondé sur la proposition esquissée plus haut.

### Hypothèses et analyse

L'emplacement en question est situé dans un quartier résidentiel établi de faible densité. Par conséquent, la demande a été examinée et évaluée en tenant compte des politiques du Plan officiel relatives à la densification à l'extérieur des secteurs ciblés pour une densification et à l'intérieur de quartiers stables à profil bas, ainsi que de la compatibilité et de la forme bâtie de l'aménagement proposé. L'évaluation a permis de conclure que la proposition n'est pas conforme à toutes les politiques applicables du Plan officiel, en particulier celles qui ont trait à la densification dans les quartiers établis à profil bas ainsi que celles qui ont trait à la compatibilité. Le personnel recommande donc que la demande soit refusée.

### Répercussions financières

Si la recommandation est adoptée, les ressources en personnel seront utilisées pour défendre la position du Conseil. Si la recommandation n'est pas adoptée et la demande approuvée, les services d'un urbaniste externe devront être retenus au coût estimé de 25 000 \$. Les ressources actuelles ne disposent pas des fonds nécessaires et la dépense aurait une incidence sur le statut opérationnel du Service de l'urbanisme et de la gestion de la croissance.

### Consultation publique

La demande originale a été diffusée en novembre 2011 aux résidents habitant dans un rayon de 120 mètres de l'emplacement et aux agences techniques, leur offrant un délai de 30 jours pour présenter leurs observations. La proposition a été discutée à une réunion communautaire organisée par le conseiller du quartier en novembre 2011, puis a fait l'objet de trois séances d'information de la communauté, respectivement en décembre 2011, avril 2012 et septembre 2012 où ont été discutées la révision initiale et les révisions subséquentes.

L'Association communautaire de Beaverbrook à Kanata a présenté des commentaires signalant son opposition aux propositions respectives. En outre, plus de 300 commentaires individuels de résidents ont été reçus – en grande majorité défavorables. Le conseiller du quartier s'oppose également à la modification proposée.

## BACKGROUND

The site is at the southwest corner of Teron Road and The Parkway, in the Beaverbrook Community of Kanata (see Document 1). Teron Road is a major collector road while The Parkway is a collector road. Teron Road intersects Campeau Drive, an urban arterial roadway, connecting the community to the Kanata Town Centre and March Road. March Road, an urban arterial roadway, frames the eastern border of the Beaverbrook Community.

The site is one lot approximately 0.49 hectares, with approximately 110 metres of frontage and access onto The Parkway and approximately 45 metres of frontage along Teron Road. Abutting the property is a Residential Fifth Density Exception Zone (R5A[1214]) with a high-rise apartment building consisting of towers of nine and 12-storeys with a height limit of 35 metres and a maximum density of 65 units per hectare. Across The Parkway to the north is a Residential Third Density Exception Zone (R3WW[1010]) occupied by an enclave of three-storey townhouses with a maximum building height of 10.4 metres and a maximum density of 53.5 units per hectare. The site is also located to the east of the Earl of March Secondary School and the John G. Mlacak Community Centre. The surrounding area is predominately low-rise dwellings on large suburban lots.

### Existing Zoning

The Minor Institutional Zone (I1A) permits a range of community, institutional and emergency services and is envisioned to minimize the impact of these minor institutional uses located close to residential uses by ensuring that they are of a scale and intensity that is compatible with the neighbourhood character. The uses include, amongst other minor institutional uses: community centre, group home, library, municipal service centre, day care, a retirement care facility, retirement home, residential care facility, school, shelter and training centre (limited to job instruction/training associated with a school). The IA1 zone permits a building height of 15 metres when abutting a zone other than an R1, R2, or R3, and a maximum lot coverage of 35 per cent when abutting a residential zone. An excerpt of the surrounding zoning is provided in Document 3.

### Proposed Zoning

The subject Zoning By-law amendment was received by the City on October 19, 2011 and deemed complete on October 31, 2011. The application was for a rezoning from a Minor Institutional Zone to a Residential Fifth Density Zone to permit:

- a 16-storey (49 metre), 125 unit, high-rise residential building (Document 5);
- a reduced interior side yard setback from 7.5 metres to 2.8 metres;
- a reduced landscaping buffer surrounding the parking from 1.5 metres to 1.169 metres; and
- a reduction in the required parking requirement from 1.2 spaces per unit to 1.0 spaces per unit.

In response to significant public comment and staff's review on the initial proposed Zoning By-law amendment, the applicant subsequently revised the submission and submitted it to the City on April 5, 2012. The revised application under consideration is to rezone the Minor Institutional Zone to a Residential Fifth Density Zone to permit:

- a nine-storey (32 metre), 120 unit, mid-rise residential building (Document 5);
- an exception to allow for an amenity area above the ninth storey – as a design consideration to pair symmetrically with the mechanical room on the roof;
- a reduced interior side yard setback from 7.5 metres to 3.0 metres;
- a reduced landscaping buffer surrounding the parking area from 1.5 metres to 1.169 metres;
- a reduction in the required parking requirement from 1.2 spaces per unit to 1.0 spaces per unit; and
- a reduction in the visitor parking requirement from 0.2 to 0.12 spaces per unit.

Again, based on public input and staff comments a subsequent revision was submitted. The revision was received on August 29, 2012 and updated on September 17, 2012. However, the applicant has appealed the above noted application. The September revision is summarized below:

- a Planned Unit Development (PUD) which contains a nine-storey (29 metre), 72 unit, mid-rise residential building and 10 two-storey (11 metre) multiple attached dwellings (Document 5);
- an exception to reduce the front yard setback from 6.0 metres to 3.5 metres for the parking garage;
- an exception to reduce the interior side yard setback from 7.5 metres to 4.5 metres for the apartment building, 2.0 metres for the parking garage and 4.0 metres for the multiple attached dwellings;
- an exception to reduce the corner side yard from 4.5 metres to 4.0 metres for the multiple attached dwellings;
- an exception to reduce the rear yard setback from 6.0 metres to 3.5 metres for the multiple attached dwellings;
- an exception to reduce the parking requirement from 1.2 spaces to 1.0 space per unit; and,
- an exception to reduce the visitor parking requirement from 0.2 to 0.1 spaces per unit for the apartment building and from 0.2 to 0.0 for the multiple attached dwellings.

The application has been appealed to the OMB for a lack of decision by the municipality within 120-days of the application. The following discussion is based upon the proposed Zoning By-law amendment for a nine-storey (32 metre) building with 120 units, as this is the version/revision identified in the appeal letter by the applicant.

## DISCUSSION

Section 2.2.2, of the Official Plan (OP), Managing Growth within the Urban Area, directs the focus of intensification to a series of nodes and corridors at strategic locations aligned with the rapid transit network. These nodes of dense development are identified as: the Central Area, Mixed-Use Centres, Employment Areas, Enterprise Areas, Developing Communities and Mainstreets (shown on Schedule B). The Central Area is the primary focus of intensification within these nodes, with the focus of high-density development being directed to the Mixed-Use and Town Centres, acting as mini downtowns supporting high transit ridership. Within 500 metres of the subject site is a Mixed-Use Centre - the Kanata Town Centre (KTC). This area has a planned density of 120 units per hectare by 2031. An excerpt of Schedule B is attached as Document 2 showing the relative location of the subject site to the KTC and Mixed-Use designations.

### Intensification Outside of Target Areas

Section 2.2.2 outlines that policies for the General Urban Area allow for intensification but at a much smaller scale than the nodes identified above. Generally, the policies provide broad direction respecting major intensification and that existing and established communities should not be subjected to substantial changes to the character or urban form. In this regard, specific OP policies ensure intensification is provided in an appropriate and contextual manner related to the individual communities where intensification will occur.

Three exclusive tests apply for high-density intensification under Subsection 13 of Section 2.2.2. Policy 13a supports high-density development within 600 metres of future or existing rapid-transit stations in the General Urban Area, provided that all other policies of the OP are met. Currently no transit station is identified in the OP or the Master Transportation Plan within 600 metres. However, the West-End Bus Rapid Transit Environmental Assessment (EA) ("Kanata North Transitway Highway 417/Eagleson to North of Maxwell Bridge Road EA Study") identifies a future transit route along March Road and a station within 600 metres of the site at the March Road and Corkstown Road intersection. The EA is to be completed/approved in early 2013. The EA findings will be reflected in the Transportation Master Plan and subsequently the OP schedules.

Policy 13b permits intensification, but only where lands are no longer viable for their intended use. The rationale provided has not addressed whether the subject property would be viable for future minor institutional uses.

Lastly, Policy 13c supports intensification, but only where the current use remains and additional residential uses are added in a complementary manner. This application does not maintain the institutional uses with the addition of complementary residential uses.

Considering policies of Subsection 13, recognizing that Policy 13a would permit high-density development with 600 metres of a future rapid transit-station, it is important to note the requirement of the policy that *all other policies within the OP need to be satisfied* in order to permit *high-density development*. As such, all other relevant policies

of the OP need to be reviewed in considering high-density development at the subject location.

Policy 14 of Section 2.2.2 provides a refined direction for determining the appropriate context and scale in considering intensification within established neighbourhoods. Specifically, it states that within low-rise residential neighbourhoods, intensification will continue to be characterised by low-rise buildings. Beaverbrook is a predominantly low-rise residential community with few high-rise developments. In fact, there are only two sites with buildings between eight and 11-storeys in the community.

The breakdown and mix of residential buildings within the community is about 80 per cent of Beaverbrook being comprised of single-detached, semi-detached and row/townhome units. As a low-rise residential neighbourhood, any development for high-density intensification needs to respect the existing patterns of development. The rationale provided does not carefully and clearly express how the proposal is compatible and/or how it meets with the established character of the neighbourhood.

### Compatibility

Section 2.5.1 of the OP further refines how to determine compatibility recognizing that the City's growth management plan calls for intensification over the next 20 years. It acknowledges that in existing communities a sensitive approach is required and needed respecting the established characteristics of existing communities. Development does not need to be identical or similar to the existing buildings but should fit well within the physical context and work well with the function surrounding it.

The existing physical context is described above in the Background. The site is immediately adjacent to a 11 and nine-storey high-rise building to the south, three-storey townhome buildings to the north, a one-storey commercial building to the east and low-rise (one to three-storey) dwellings throughout the community. In addition, all high-density development is set on large tracts of land – except the three-storey townhomes across the street. The density varies throughout the community, but the highest density in the community set-out in the zoning is 65 units per hectare, for the high-rise at Campeau Drive and Teron Road. As well, the townhome development north of the site is only 53.5 units per hectare.

Policy 4 of Section 2.5.1, outlines that development should respect the character of the existing area. Specifically, it states design should “complement the massing patterns, rhythm, character and context.” The proposal meets the two principles to integrate new development and allow the built form to evolve, but fails to adequately complement the massing patterns in the context of the Beaverbrook community. The revision provided in September 2012 partially meets with this policy, by providing townhomes with similar massing and scale of the existing built form. However, the point-block tower is a large building with many units on a relatively small parcel and is uncharacteristic in comparison with the surrounding area. The scale and massing of the townhomes is more appropriate with the surrounding patterns and context of Beaverbrook.

That being said, the currently appealed proposal for the nine-storey proposal on the comparatively small site does not match with the patterns of development within the Beaverbrook community. It relies on a few high-rise and high-density developments to support the height and massing proposed. Typically, larger buildings (eight to 11-storeys) and high-density developments in this community are on larger tracts of land, providing much greater open space. While the proposed open space meets with the R5A zoning, it does not reflect existing community pattern.

Policy 5 of Section 2.5.1 states that a more compact urban form should provide flexibility for a range of possible future uses and also accommodate a range of people at varying stages of life. This allows people to age within their communities and allows diverse peoples of all income levels to live together. The subject rezoning application would supply alternative units increasing the amount of smaller, more affordable units within the community. However, the planning rationale submitted does not address various incomes that the affordability policies of the OP promote. As such, the affordability policies have not been addressed by the applicant.

Compatibility is addressed by Policy 2.5.1 and measured by specific criteria in Section 4.11 of the OP. The Zoning By-law currently permits up to a five-storey medium-rise institutional use building. A five-storey mid-rise building provides a transition to the high-rise building at the southern border of the community. In addition, to control the building massing, a maximum lot coverage of 35 per cent is applied to the current zone, as density is not measured for Institutional zones. This zoning amendment proposes a minor increase in lot cover to approximately 42 per cent.

#### Intensification inside stable, low-rise neighbourhoods

Policy 14 of Section 4.11 builds upon the direction provided in Policy 14 of Section 2.2.2 of the OP. Both policies direct that low-rise neighbourhoods continue to be characterized as such. However, Policy 14 of Section 4.11 gives very specific criteria for evaluating the appropriateness of intensification. It outlines that where a Zoning By-law amendment is required which varies from the established area's patterns, the appropriateness of intensification is to be considered by the following:

1. *Building height, massing and scale permitted by the zoning of adjacent residential properties as well as the prevailing patterns established in the immediate area.* The development adjacent to the subject site is a 35-metre high, 11-storey building to the south and, to the north, three-storey townhomes. The townhomes across the street from the subject property have a greater site coverage than traditionally exists within the Beaverbrook community, but the scale is much lower in terms of height, transitioning to a two-storey church. To the east are a series of one and two-storey single-detached homes. While the massing of the nine and 11-storey building is much larger than the other residential uses adjacent to the subject site, the zoning requires much larger site area. The R5A zone for the adjacent nine and 11-storey building requires a minimum lot area of 3.2 hectares and a maximum density of 65 units per hectare. As the site is approximately 3.4 hectares, the site is limited to 221 units under

this zoning. In comparison, the density being proposed in this application is approximately 250 units per hectare, almost four times the density of the adjacent building site, as it is on one-sixth of the land size.

2. *Prevailing patterns of rear and side yard setbacks and landscaped open space permitted by the zoning of adjacent residential properties as well as the prevailing patterns established in the immediate area.* The adjacent residential developments are typically set well back from the street, save for the townhomes to the north, which have a setback of 3 metres for the front and corner side yards. The existing apartment building high-rise building to the south retains the required setbacks of 6.0 metres for the front yard, 4.5 metres for corner side yard, and 7.5 metres for rear and interior-side yards. The proposed development provides a greater setback along the front of the building by shifting the building back to the southern edge of the site and enlarging the yard along The Parkway (exterior side yard). It also achieves approximately 40 per cent landscaped area. While not completely consistent with the entire community, the proposed development concept provides more landscaping than the townhomes located to the north and exceeds the minimum 30 per cent requirement of an R5A zone for landscaped area.
3. *The need to provide a transition between areas of different development intensity and scale as set out in Policy 12 of Section 4.11.* This measure is addressed in greater detail below.

### Building Transitions

Policy 12 of Section 4.11 provides five aspects against which building transitions are to be evaluated, measured and achieved:

- Incremental changes in building height (e.g. angular planes or stepping building profile up or down);
- Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high profile development or incorporating podiums along a Mainstreet);
- Character (e.g. scale and rhythm, exterior treatment, use of colour and complementary building finishes);
- Architectural design (e.g. the use of angular planes, cornice lines); and
- Building setbacks.

As shown on Document 5, the proposed building provides incremental changes on its east and west sides, by stepping down from a 10-storey amenity area, to a nine-storey upper level, and eventually to an eight-storey building façade. This eight-storey façade is still a significant mass in consideration of the properties adjacent to the site. To a lesser degree, the two-storey ground oriented units, skirting the base of the building address the street, but have a minimalistic stepping of about 2 metres. There is no obvious transitioning toward the three-storey townhome units opposite the site. The majority of the width of the building is a sheer wall of nine-storeys, with slight stepping back from the two-storey ground oriented units.

With respect to massing, the proposed ground oriented townhome units provide a limited benefit as they are not directly adjacent to any existing residential units. The overall massing of the main nine-storey building is not lessened by the larger setback from the road as it does not reduce the impact to the street edge from the existing townhomes across The Parkway. The building is much larger than the existing townhomes to the north and surrounding residential buildings and patterns save for the apartment building to the south, which is surrounded by a large open space.

The architectural design of the building is of a high-quality and provides interest. The building maintains a high level of detail as identified in the conceptual renderings with stepping down at the edges to reduce the some impact of the development from Teron Road, the main collector road into the community. Also, the separation of the building's mass by a central atrium provides a slight separation of the structure to lessen what is otherwise a fairly substantial building on a small lot within an existing low-rise suburban neighbourhood.

The setbacks for the proposal are all subject to zoning performance modifications. The exterior side yard is intended to have a greater depth than the current zoning provisions require. The modifications to the setbacks are necessary design consideration to lessen the scale and mass of the main building. The increased corner side yard setback provides area to plant trees softening the edge of the street frontage. However, considering a human scale of development at 1:2 or 1:3 (the building height versus the façade to façade distance) the setback does not achieve the desired goal. A 1:2 ratio suggests a building height of about 23 metres (seven-storeys), or at 1:3 an approximate building height even lower of 15 metres (five-storeys). An example of this is shown in Document 6, which has been provided by the applicant based on the revision provided in September 2012. This document identifies that the main building does not provide a clear transition to provide a human scale in the existing context. Additionally, the plane/line begins from the stepped back façade of the adjacent townhomes, whereas it should be measured from the closest façade of the townhomes.

#### Additional Design Considerations

Policy 7 of Section 4.11 (also referenced in Policy 14, Section 2.2.2) defines a high-rise building as being 10-storeys and above. The zoning amendment proposal to permit a nine-storey building makes effort to avoid being characterised as a high-rise building under the strict definitions of the OP. The application seeks an exception to the Zoning By-law to permit an amenity area to be permitted as a 10<sup>th</sup> floor. Mechanical rooms are a permitted projection in the Zoning By-law. While the amenity area would a symmetrical appearance to the roof treatment of the building improving the aesthetics of the building form, it cannot be ignored that it exceeds beyond the limits established by the OP for intensification within an established neighbourhood. The exception effectively creates a 10-storey high-rise building based on the strict definition of the policies of the OP.

## Summary

The proposed density far exceeds any other site within Beaverbrook. Policy 13a of permits intensification, but only "...provided all other policies in the Plan are met". It is clear the proposal does not satisfy all of the policies in the OP – particularly those regarding intensification in existing, established low-rise neighbourhoods.

Also, of the 120 units proposed units 95 of those are two-bedrooms ranging from 886 to 1,910 square feet. In absence of a unit/density cap, may allow further reconfiguration of the building layout at site plan to increase the density beyond the current proposal. As the site density exceeds the density of the KTC, the proposal is not acceptable.

The proposal does not meet the applicable OP policies dealing with intensification, compatibility and building transitions. Therefore the Department recommends refusal of this the amendment for a 32-metre high residential building containing 120 units.

## RURAL IMPLICATIONS

There are no rural implications associated with this report.

## CONSULTATION

Considerable public consultation was undertaken. On October 31, 2011, a Community "Heads-Up" was provided to all community groups and associations registered in the City Public Notification System. Following this, the application and revisions were available on the City DevApps website. Also, the application was circulated to residents within 120 metres of the site and technical agencies for a 30-day comment period on November 4, 2011. This period was extended into January 2012 at the request of the KBCA and applicant.

The proposal was presented at the Councillor's local Community Ward meeting on November 24, 2011. Also, three Community Information Sessions were held for the initial application and subsequent revisions: December 12, 2011; April 30, 2012 and September 18, 2012.

A summary of the public comments received is provided in Document 4.

The Kanata Beaverbrook Community Association (KBCA) submission and addendum is noted in Documents 8 and 9.

## Transportation and Infrastructure

There were no significant issues brought forward that would affect the development of this site from an transportation and infrastructure perspective at this time.

### COMMENTS BY THE WARD COUNCILLOR

The following comments were received from the Ward Councillor concerning the latest revised proposed Zoning By-law amendment. Reference to the Guiding Principles for the Further Development of Kanata 1972, are made throughout. They are attached as Document 7 to this report.

“1. The guiding principles developed in 1972, particularly items 1, 2, 3 and 4 are still relevant and any new development should be evaluated with respect to those principles. One key aspect of these principles is that each cluster of homes or multiple developments have public parkland on at least one of the cluster borders. The design should fit in with the theme of the community which is based on the work of Frank Lloyd Wright – one of the best examples of this architectural style.

2. The City’s OP is clear about how an infill development should be considered when it is located within an existing community. In particular under Section 2.2.2 since Beaverbrook is not a targeted area for more intensive growth (that is located in the Kanata Town Centre) then the OP states that intensification occurs only in a manner which is compatible with the neighbourhood character. This is in conformity with statements made by the Mayor and Chair of the Planning Committee at the Planning Summit on April 26, 2012.

3. The neighbourhood character described in the guiding principles relates to all of Beaverbrook which was designed and built as a total integrated garden community that was the first of a number of communities to be built within Kanata. Beaverbrook included a mixture of single family, town homes and apartments centred around a community core. The key was to maintain the natural setting and integrate the community with the natural features found in the community. This was achieved for multiple housing clusters by placing rental town homes along a creek valley and apartments within large, landscaped spaces. Thus any proposal for another apartment must include extensive landscaping on the site - and that cannot include property owned by others.

4. The existing zoning on the site, including the building presently on it, was developed as part of extensive discussions with the community to ensure that it fits into the community principles, both architecturally and through retention of a natural rock outcrop and mature trees. Any new development on the site must ensure a similar retention of aspects of the natural environment and a design that fits in with the community.

5. An argument has been made that the property is within 600 metres of a future transitway stop. This is not correct. The EA for the March Road busway has not been

completed and stop locations not yet confirmed. It is not shown in the Official Plan, which is a requirement for consideration. It is also not a transitway as it will run on an existing road as a bus lane. The transitway to Kanata is situated parallel to Highway 417 with proposed stations from an EA completed in 1999, more than 600 metres from this site.

6. The existing zoning permits a building coverage of 35 per cent and a height limitation of four – five-storeys. The setbacks also provide for the building to be back from the abutting roads to minimize the impact on surrounding properties. Buildings along Teron Road have been set back from the road to provide the open space that reduces the impact of the road and supports the garden city concept. Any change in zoning must support the same characteristics. If a residential zone is approved, that zone can provide a level of intensification without having a negative impact on homes across the Parkway (Callaghan Court) and on Banting Crescent. The existing setbacks and coverage should be maintained. Reducing setbacks goes completely away from the community's guiding principles, would put trees on the City's land in jeopardy and overpower surrounding properties. The open space on the Atrium property cannot be used to justify more building coverage on this property.

7. Although there is no City of Ottawa Community Design Plan in the area, the principles mentioned in item 1 and the complete plan for Beaverbrook, which has been consistently followed with respect to any changes that have occurred over the 47 years since the construction started there, effectively form a Community Design Plan. Under Section 4.11 of the OP new buildings should have regard to the area context, including adjacent buildings. The Atriums (nine and 12 stories) are at the Campeau Drive edge, adjacent to the Town Centre area while the buildings by the site, in the interior of the community, are Callaghan Court (three stories), Banting Crescent (bungalows) and Salter Square (two and three stories). Hence a height limit consistent with the present height limit on the property (approximately five-storeys) would be the most appropriate for the site.

8. The developer has been informed that high rise buildings are permitted in the Kanata Town Centre lands where vacant parcels exist. There are already four buildings ranging from 10 to 15 stories in that area, all of which are rentals so a condominium apartment would be a suitable addition. Those lands are close to the transitway leading into Ottawa and to the Centrum where retail services are available. That is where high rise buildings can and should be developed.

9. The shadowing plans shown by the developer are incomplete and do not accurately reflect the impact on nearby homes.

10. The site does not have parkland adjacent to it so that it is critical that private open space be an integral part of any plan.

11. The site is not located on an arterial road. Teron Road is a two lane collector and the Parkway a two lane minor collector. These service the community and were protected by the Township of March in the 1970's when Highway 417 was extended to County Road 9 (now Eagleson Road and Teron Road). MTO planned an interchange connected to both sides of County Road 9 and indicated that they would widen Teron Road to four lanes, at their expense, as it would serve as the Trans Canada Highway for some years. The Council of the Township of March strongly recommended that the road go around the community rather than cutting it in half. MTO objected but finally agreed provided the Township obtained the land for the bypass at no cost to MTO and paid \$200,000 to cover the additional cost since the road would be longer. This was accomplished, much to MTO's surprise, and the March Road Bypass continues to this day and keeps traffic out of the community and particularly off Teron Road.

12. Since Beaverbrook was built following design standards as detailed above and since design approval was required for the original post office building, this site should be included as a location for design approval – such approval is already required in the Kanata Town Centre lands.

13. Summary - I believe that this property can be developed for either institutional or residential purposes without any change to the existing zoning standards with respect to building height, set-backs, building coverage, parking requirements or landscaping. If the owner prefers a residential use it can be built within such zoning which will provide a significant intensification without taking away from the quality of community existing at this time.”

### LEGAL IMPLICATIONS

As noted above, this matter has already been appealed to the Ontario Municipal Board. If the recommendation is adopted, Legal Services and Planning staff can put forward the position of Council. If Council were to support the application by the developer, then a zoning by-law amendment would be adopted by Council. In that instance, should the amendment be appealed to the Board, it would be necessary to retain an outside planner. The estimated cost of going do would be approximately \$25,000. In either case, it is anticipated that a one week hearing will result.

### RISK MANAGEMENT IMPLICATIONS

The applicant has appealed his application to the Ontario Municipal Board on the basis that Council has not made a decision respecting the application within 120 days from

the receipt of the application by the City Clerk. The application was filed on 19 October 2011 and deemed complete on 31 October 2011. The appeal was filed on October 22, 2012. They have identified in the appeal letter that they are pursuing the 32-metre 10-storey building (nine-storeys with an exception to permit a 10<sup>th</sup> storey amenity area), with 120 units, which was submitted on April 5, 2012.

Also, the Kanata Beaverbrook Community Association has indicated their intent to appeal the application to the Ontario Municipal Board should the application for a nine-storey, 120-unit, residential building be approved by Council.

### FINANCIAL IMPLICATIONS

If the recommendation is carried, staff resources will be utilized to defend Council's position. In the event the recommendation is not carried and the application is approved, an external planner would need to be retained at an estimated cost of \$25,000. Funds are not available from within existing resources and the expense would impact Planning and Growth Management's operating status.

### ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report

### TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

### TERM OF COUNCIL PRIORITIES

This recommendation meets with the Term of Council Priorities particularly relating to:

Governance, Planning and Decision-Making: Achieve measurable improvement in residents' level of trust in how the City is being governed and managed, ensure that decisions will result in sustainable measures over the long term and create a governance model that compares well to those used by best-in-class cities around the world.

### APPLICATION PROCESS TIMELINE STATUS

The application was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of the issues arising from the initial application massing, height density, subsequent revisions to the application, and the comprehensive public consultation process undertaken.

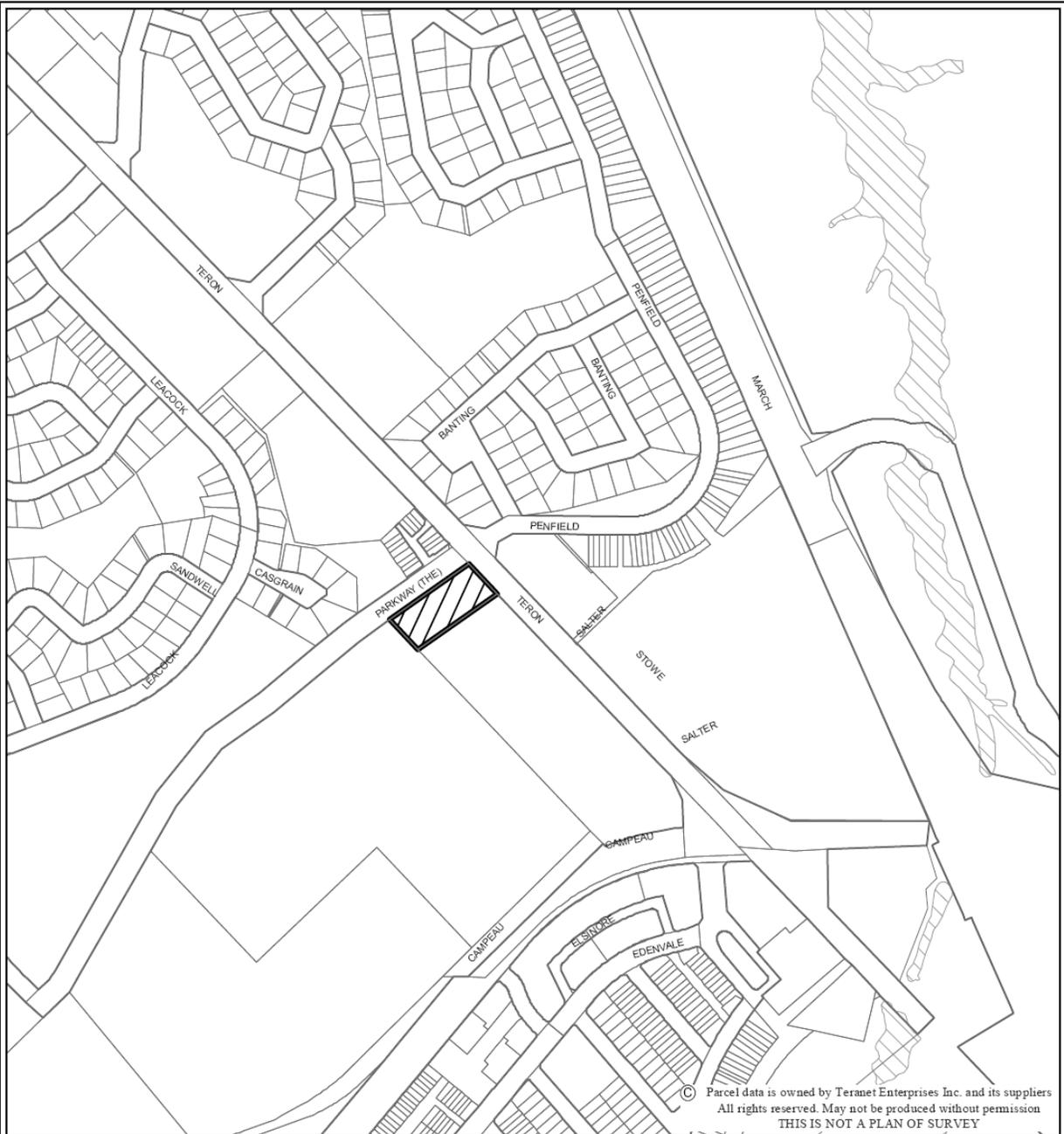
## SUPPORTING DOCUMENTATION

- Document 1 Location Map
- Document 2 Official Plan Excerpt of Schedule B
- Document 3 Surrounding Zoning
- Document 4 Consultation Details
- Document 5 Concepts of Proposed 16-storey, 10-storey Buildings and nine-storey Building with Townhomes
- Document 6 Human Scale Diagram
- Document 7 Guiding Principles for the Further Development of Kanata
- Document 8 Community Association Comments II (issued separately and held on file)
- Document 9 Community Association Comments – Addendum (issued separately and held on file)

## DISPOSITION

City Clerk and Solicitor Department, Legislative Services to notify the owner, applicant, OttawaScene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5, Ghislain Lamarche, Program Manager, Assessment, Financial Services Branch (Mail Code: 26-76) of City Council's decision.

Should the recommendation carry, Legal Services and Planning and Growth Management staff will put forth the position of Council before the Ontario Municipal Board.



**Ottawa**  
 Produced by Infrastructure Services  
 and Community Sustainability  
 Produit par Services d'infrastructure  
 et Viabilité des collectivités

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2011 / 10 / 31	
REVISION DATE	DE RÉVISION

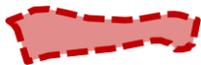
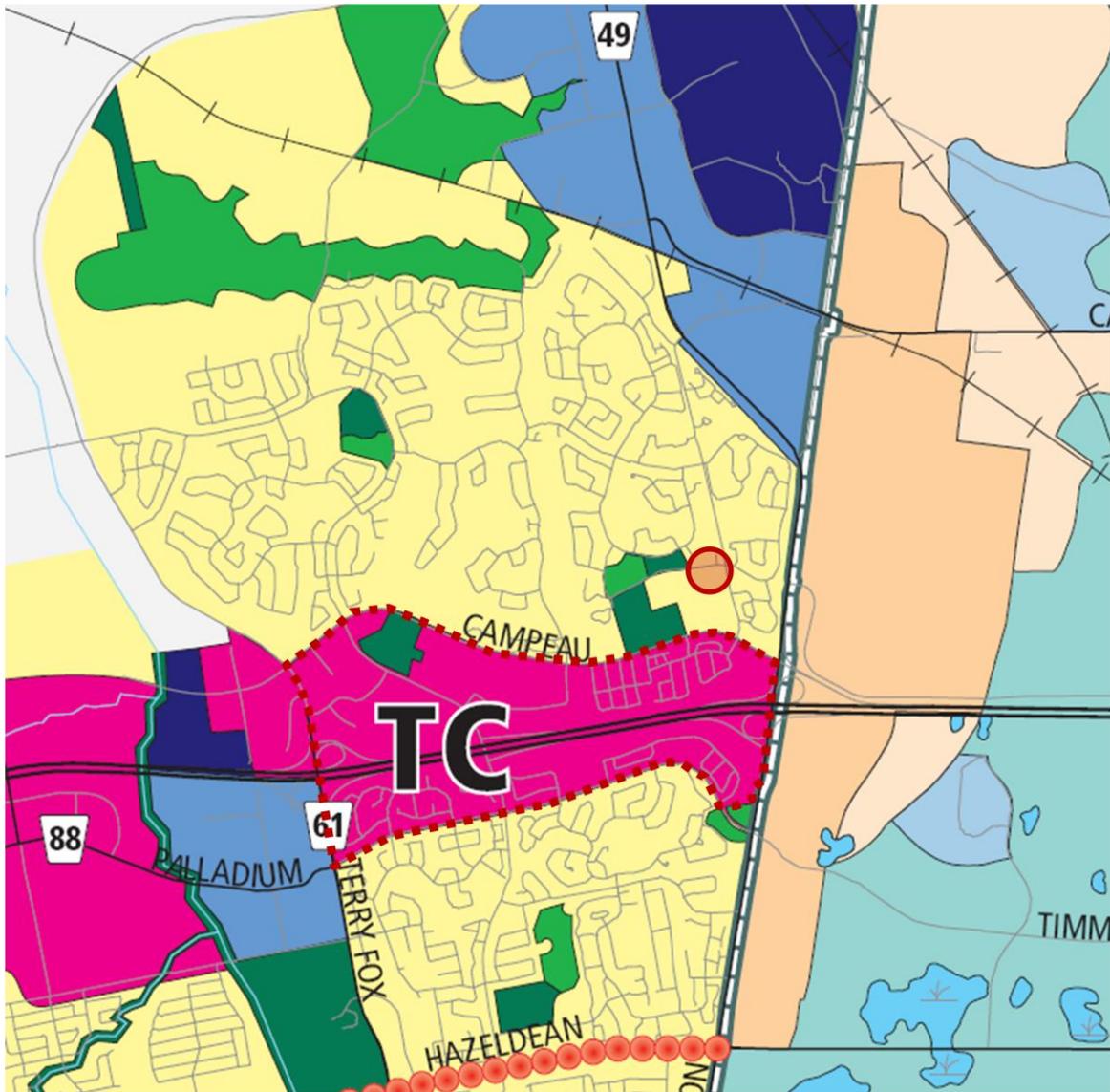
 **Location Map / Plan de révision  
 Zoning Key Plan / Schéma de zonage  
 2 The Parkway**

045130448 Denotes Teranet-Polaris Parcel Identification Number

Échelle  
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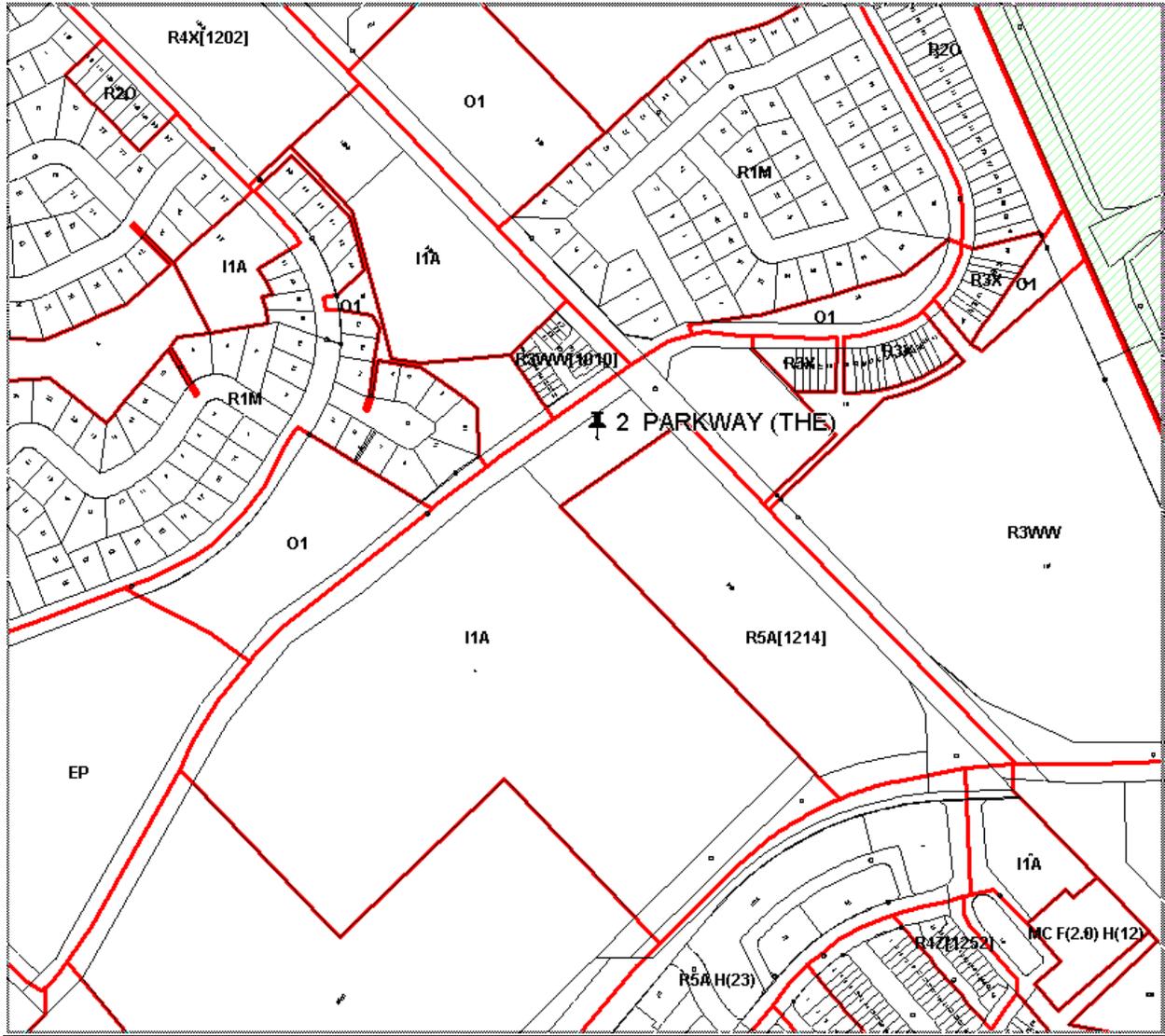
**Kanata Town Centre (Mixed-Use Centre)**



**Subject Site**

**SURROUNDING ZONING**

**DOCUMENT 3**



**CONSULTATION DETAILS**

DOCUMENT 4

## NOTIFICATION AND CONSULTATION PROCESS

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. Two Community Information Sessions were also held in the community.

## SUMMARY OF PUBLIC INPUT

The following tables summarize the public input for both the initial and revised proposal.

**Public Comment Summary: Initial 16-storey and Revised Nine-storey Concepts**

Summary of Public Comments						
List of Concerns	16-Storey Building		10-Storey Building		Nine-Storey Building w Towns	
Not Compatible/Out of Character with Beaverbrook neighbourhood	175	62.9%	30	50.00%	19	65.5%
Density/height/Setting precedent for high-rise	121	43.5%	37	61.70%	26	89.7%
Traffic	108	38.8%	18	30.00%	2	6.9%
Creating stress on infrastructure	45	16.2%	7	11.70%	0	0
Not appropriate location/ other more appropriate locations nearby	30	10.8%	21	35.00%	12	41.4%
Safety Concerns for seniors and students	29	10.4%	3	5.00%	0	0
Noise Disruptions/Blasting	26	9.4%	2	3.30%	3	10.3%
Inadequate services/ Facilities	25	9.0%	11	18.30%	1	3.4%
Insufficient Parking / On-street parking	22	7.9%	15	25.00%	0	0
Adjacent Forest Area/ Greenspace Removal	18	6.5%	14	23.30%	0	0
Decreasing property values	17	6.1%	4	6.70%		
Shadowing	17	6.1%	11	18.30%	0	0
Destroying views	15	5.4%	4	6.70%	0	0
No amenities in building	11	4.0%	4	6.70%	0	0
Disrupting Privacy	10	3.6%	6	10.00%	0	0
<b>General Opposition</b>	<b>259</b>	<b>93.2%</b>	<b>51</b>	<b>85.00%</b>	<b>27</b>	<b>93.1%</b>
<b>Support for Development</b>	<b>19</b>	<b>6.8%</b>	<b>9</b>	<b>15.00%</b>	<b>2</b>	<b>6.9%</b>
<b>Total</b>	<b>278</b>		<b>60</b>		<b>29</b>	

## COMMUNITY ORGANIZATION COMMENTS

The Kanata Beaverbrook Community Association (KBCA) submitted its Position Paper in opposition to both the initial and revised proposed Zoning By-law Amendment. The paper in its entirety is issued separately as Document 8 and 9. The matters raised in the Association's comments are addressed in the Discussion of this report.

**CONCEPT OF 16-STOREY BUILDING**

DOCUMENT 5



NORTHEAST

**CONCEPT OF NINE-STOREY BUILDING**

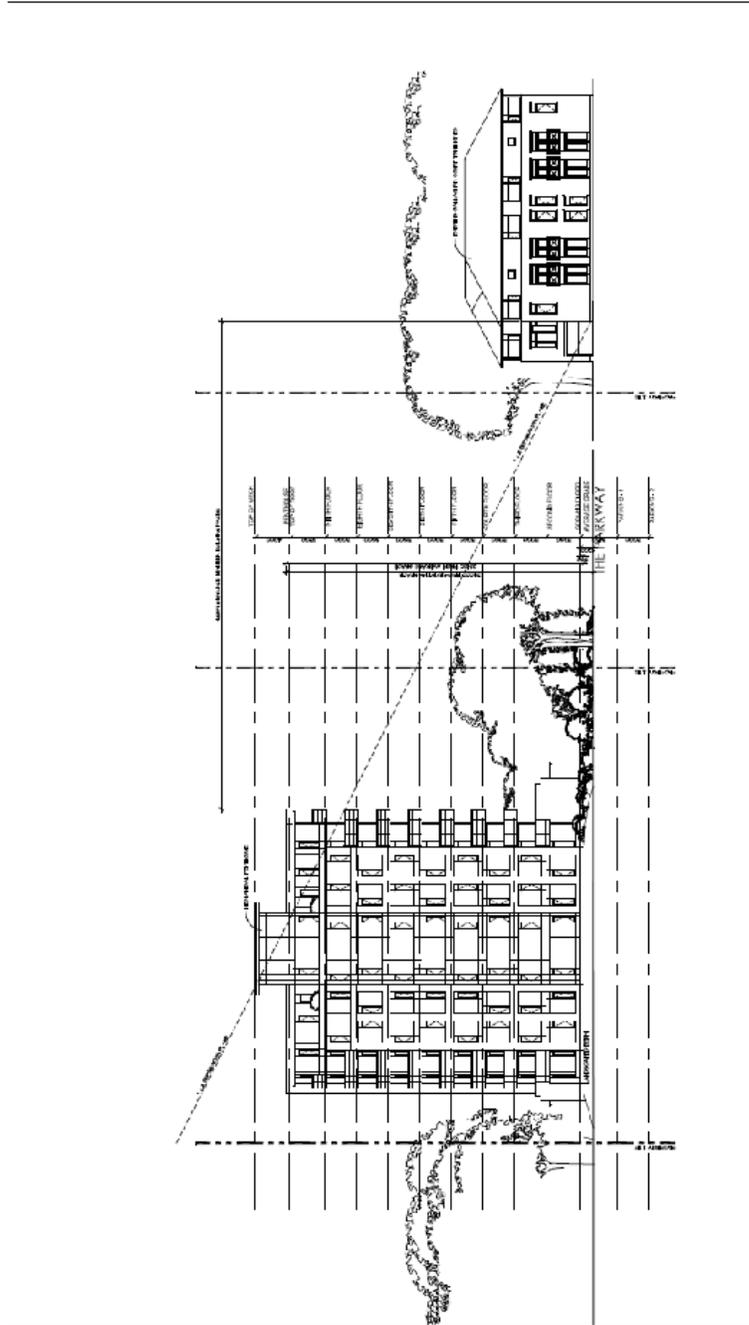


ABOVE NORTHEAST

**CONCEPT OF NINE-STOREY BUILDING WITH 10 TOWNHOMES**



**HUMAN SCALE DIAGRAM**



**MORLEY  
HOPPNER**  
2 THE PARKWAY  
EAST ELEVATION

1 : 300  
SEPTEMBER 17, 2012



**GUIDING PRINCIPLES FOR THE  
FURTHER DEVELOPMENT OF KANATA**

DOCUMENT 7

***Guiding Principles for the Further Development of Kanata***

In order to assess the merits of proposals for further development of Kanata, it is necessary to have a set of criteria against which such plans can be weighed. The object of this document is to develop these criteria which will consist of a set of principles.

The principles set forth here are those seen from the viewpoint of the present residents who live entirely in the area known as Kanata-Beaverbrook, which is classified as a COMMUNITY in the social entity hierarchy. Other classifications in ascending order of size are CLUSTERS, consisting of a contiguous group of homes identified by a common architectural theme; NEIGHBOURHOODS, which consist of CLUSTERS around a park and primary school; and COMMUNITIES.

***Guiding Principles***

1. SPACIOUSNESS is one of the important features of Kanata which shall be retained. It is noticeable at all levels from the size of the individual lots, through the parks to the peripheral areas. DENSITY of the built-up areas shall not be permitted to rise to the point where this spaciousness is destroyed.
2. The PARKLANDS of Kanata-Beaverbrook were designed as rivers of green rather than the more enclosed rectangles. Thus, it is possible to walk and cycle the length and breadth of the Community without using the road system. This feature shall be retained. The practice of assigning more than the legal minimum of the land to public parks shall continue.
3. Each social entity shall be surrounded by a BUFFER ZONE which insulates it from its neighbour. Starting with the individual yard through to the parks and peripheral areas, each has a part to play. The buffering of each community from its neighbor is considered an ESSENTIAL ELEMENT of the Kanata concept. In addition, the road system should be designed as much as possible to ensure that traffic shall not pass through one community to reach the next.
4. The hierarchy of social entities consisting of the individual HOME, the CLUSTER, the NEIGHBOURHOOD and the COMMUNITY have significantly assisted the social development of Kanata and there is much to commend their retention. New developments shall be arranged so that the new COMMUNITIES are built up from the same elements. In particular, each COMMUNITY shall be designed in a manner which causes it to develop its own identity.
5. New COMMUNITIES should adopt the construction priorities of Kanata-Beaverbrook wherein community centre and basic retail service outlets were built early in the development. In addition to facilitating the development of each new community's identity, this will ensure that the present Kanata-Beaverbrook facilities are not further overloaded. Further development of Kanata can cause inconvenience for the present residents if services and facilities are out-stripped and overloaded. No developments should be permitted which will be to the temporary or permanent inconvenience of the present residents.
6. The protection of Beaverbrook's western boundaries so that it retains its identity as a COMMUNITY can best be achieved by the retention of the Golf Course in its

present location serving as a buffer zone. Similarly, all other boundaries should be suitably buffered.

7. Facilities shared by more than one community are best located in the community buffer zone. The High School and Golf Course are ideal occupants of the buffer zones as the traffic they generate need not pass through any COMMUNITY.

It is considered that the above Guidelines lead to the creation of a Town of sufficient size to support the necessary services to residents while maintaining the physical and social identities of the Kanata concept.

### ***Kanata Definitions***

#### **Cluster –**

A contiguous group of approximately **fifty** homes sharing a common architectural theme. The cluster is physically separate from others and is bounded in part by open space. Each cluster has no through traffic with the exception of the abutting collector road within the neighbourhood.

#### **Neighbourhood –**

An area of approximately one quarter mile in radius, centered around a focal point consisting of an elementary school, park and recreation area, with population of approximately **two thousand**, Neighbourhood boundaries should be located on through streets or natural or man made physical features.

#### **Community –**

An area of approximately two to five neighbourhoods and a population of four to six thousand, delineated from other communities by distant buffer zones consisting of but not restricted to major thoroughfares, parkways, geographic features, parkland and golf courses. The community must include, at a central point, shopping, commercial and professional services as well as community recreational facilities such as a community centre and swimming pool. The central point should be within walking distance of the residents and accessible by extensive use of parks and walkways. Road systems shall be designed to ensure that traffic shall not pass through one community to reach the next.

#### **Town –**

An area consisting of from two to five communities with a population of ten to fifty thousand and served by two or more high schools. It is primarily a geographic concept for distributing such major facilities and services as may be publicly or commercially provided.

Transcribed from: KBCA recommendations to planning committee *Kanata Standard* 17  
April 1972