Subject: Zoning By-law Amendment – 1185 Beaverwood Road

File Number: ACS2023-PRE-PS-0022

Report to Agriculture and Rural Affairs Committee on 24 February 2023

and Council 8 March 2023

Submitted on January 26, 2023 by Derrick Moodie, Director, Planning Services, Planning, Real Estate and Economic Development

Contact Person: Erica Ogden-Fedak, Planner II, Development Review Rural

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Ward: Rideau-Jock (21)

Objet: Modification du Règlement de zonage – 1185, chemin Beaverwood

Dossier: ACS2023-PRE-PS-0022

Rapport au Comité de l'agriculture et des affaires rurales

le 24 février 2023

et au Conseil le 8 mars 2023

Soumis le 26 janvier 2023 par Derrick Moodie, Directeur, Services de la planification, Direction générale de la planification, des biens immobiliers et du développement économique

Personne-ressource : Erica Ogden-Fedak, Urbaniste II, Examen des demandes d'aménagement ruraux

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Quartier : Rideau-Jock (21)

REPORT RECOMMENDATIONS

- 1. That Agriculture and Rural Affairs Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1185 Beaverwood Road, as shown in Document 1, to rezone the property from Village First Density Residential Subzone P (V1P) to Village Third Density Residential, Subzone I with a rural exception (V3I [xxxr]) to permit a three-storey apartment building and modify the performance standards, as detailed in Document 2.
- 2. That Agriculture and Rural Affairs Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the Planning Act 'Explanation Requirements' at the City Council Meeting of March 8, 2023," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

- 1. Que le Comité de l'agriculture et des affaires rurales recommande au Conseil d'approuver la modification du Règlement de zonage (no 2008-250) concernant la propriété située au 1185, chemin Beaverwood, en vue de faire passer le zonage de zone résidentielle de village de densité 1, sous-zone P (V1P) à zone résidentielle de village de densité 3, sous-zone I, avec exception rurale (V3I[xxxr]) pour permettre l'aménagement d'un immeuble d'habitation de trois étages et la modification des normes de rendement, comme l'explique en détail le document 2.
- Que Comité de l'agriculture et des affaires rurales donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la Loi sur l'aménagement du territoire, à la réunion du Conseil municipal prévue le 8 mars 2023», sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about <u>link to Development Application process - Zoning Amendment</u>

For all the supporting documents related to this application visit the <u>link to</u> <u>Development Application Search Tool</u>.

Site location

1185 Beaverwood Road

Owner

NIVO Holdings Inc.

Applicant

NOVATECH Engineers, Planners & Landscape Architects

Architect

Project1 Studio Incorporated

Description of site and surroundings

The subject property, identified municipally as 1185 Beaverwood Road, is a corner lot located in the Village of Manotick, on the west side of Scharfield Road and the north side of Beaverwood Road. The lot is approximately 2,350 m² in size, with approximately 34.1 metres of frontage on Scharfield Road, and approximately 52.6 metres of frontage on Beaverwood Road. The lot currently contains a detached dwelling, garage, and a number of trees. The dwelling is listed on the City's Heritage Register. The surrounding properties contain a mix of uses, including low density residential to the north and west, a townhouse development to the south and commercial development to the east. The development is also subject to a Site Plan Control application D07-12-22-0114.

Summary of requested Zoning By-law amendment proposal

A Zoning By-law Amendment has been requested to rezone the property to Village Third Density Residential, Subzone I with a rural exception (V3I [xxxr]) and modify the performance standards, in order to permit a low-rise apartment dwelling. The proposed apartment dwelling will include 27 dwelling units, with vehicle access from Scharfield Road. A total of 34 parking spaces are proposed, 29 for residents and 5 for visitors. The V3I zone requires:

- a minimum lot area of 135 m² per dwelling unit, whereas 87 m² per dwelling unit is proposed
- a minimum front yard setback of 9 m, whereas 6 m is proposed
- a minimum corner yard setback of 9 m, whereas 6 m is proposed
- a minimum interior yard setback of 6 m, whereas 1.8 m is proposed

The property is currently zoned Village First Density Residential Subzone P (V1P), which permits a detached dwelling. The properties to the north and west are also zoned V1P. The V1P zone has a minimum lot area of 1390 m², a minimum front yard setback of 6 metres, a minimum corner side yard setback of 6 metres and a minimum interior side yard setback of 3 metres. The commercial development to the east is zone Village Mixed-Use, subzone three, rural exception 811, maximum height 11 metres (VM3[811r]H(11)). The townhouse development to the south is zoned Village Third Density Residential, subzone B, rural exception 564r (V3B[564r]).

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications. A community heads up e-mail was sent on September 19, 2022, and an on-site sign was posted on the property. A total of 26 individuals provided comments, both in support and opposition to, the application. The comments generally focused on parking, ownership model for the units, the scale of development and fit within the neighbourhood. A community information meeting was hosted by the Manotick Village & Community Association with the applicant and Councillor Brown on January 24, 2023, at 7:00pm via Zoom. A summary of all comments received is available in Document 3.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation(s)

In the Official Plan, the subject property is within the Rural Transect Policy Area on Schedule A and designated Village Core on Schedule B9. Section 3.1, policy 3) identifies the urban area and villages as the focus of growth and development, with section 3.4 focusing rural growth within villages. In particular, village growth is directed to where municipal services exist, which includes the Village of Manotick.

As outlined in section 9.4.2. policy 1) residential uses are generally permitted within villages, the form and scale of which shall be limited by the available servicing methods and subject to the policies related to water and wastewater servicing. The development is proposed to be on full municipal services and has demonstrated through the Development Servicing Study and Stormwater Management Report that adequate services are available, as required by section 4.7.1 policy 23). Additional information regarding the detailed design of the site servicing is being reviewed through the Site Plan Control process.

Other applicable policies and guidelines

The subject property is within the Village of Manotick Secondary Plan and a part of the Village Core and the Gaps Character Area. The Gaps Character Area is comprised of a mix of non-residential and residential uses intended to create a transition between the commercial spine along Manotick Main Street and the nearby established residential neighbourhood. The Secondary Plan permits a low-rise apartment building at 1185 Beaverwood Road in section 2.7 policy 33). Development in Manotick will be low-rise with building heights limited to three storeys, in order to reinforce the village character.

Heritage

The subject property is listed on the City of Ottawa Heritage Register under Section 27 of the *Ontario Heritage Act*. Considering the development proposes full demolition of a historic building, a Notice of Intention to Demolish and a Cultural Heritage Evaluation Report (CHER) were submitted to staff. The staff evaluation and the CHER concluded that the property is not a strong candidate for designation. Given the abundance of front gable cottages in the surrounding area, the historic village character of Manotick can be maintained despite the potential loss of the detached house at 1185 Beaverwood Road.

Although Heritage Planning staff do not recommend heritage designation, staff strongly encourage retention and salvage, including doors, windows, woodwork or fixtures. Deconstruction rather than demolition may allow for the reuse of construction materials.

A demolition permit application for the detached house at 1185 Beaverwood would be compliant with both the *Ontario Heritage Act* and the Council-approved *Procedures for Properties Listed on the Heritage Register*.

Planning rationale

A low-rise apartment building is consistent with the Village of Manotick Secondary Plan. The proposed development works with the existing grade on site which increases from

east to west across the property. As the Gaps Character Area of the Village Core is intended to be a transition from Manotick Main Street to the residential neighbourhood, the building appears tallest, at four storeys along Scharfield Road, towards the Core while transitioning with the on-site grades to a three-storey profile adjacent to the existing low-rise residential. The building will be three storeys with a partial basement exposed at ground level along Scharfield Road. Towards the rear of the property, the lower level will be entirely underground and contain the parking garage. The bottom floor of the building meets the Zoning By-law definition of a basement as greater than half of its floor to ceiling height is located below the average grade on-site. The overall building height of 10.85 metres will not exceed the 11-metre permitted building height of either the existing or proposed zoning. Therefore, the three-storey building height is consistent with the Secondary Plan maximum building height.

The neighbouring property to the north, where a reduced interior side yard from 6 metres to 1.8 metres is proposed, is also identified in the Village of Manotick Secondary Plan for a low-rise apartment building. To mitigate the impacts of the reduced interior side yard setback, a 1.8-metre-high fence has been proposed along the northern and western property lines. The proposed entrance to the underground parking garage will be located closest to the property line and only for a limited length of the yard before transitioning underground. The main building will be located greater than 10 metres from the interior side yard.

The proposed reduction in front yard and corner side yard setback from 9 metres to 6 metres is consistent with the zoning of the adjacent residential developments and other three storey buildings within the Village of Manotick. The Secondary Plan outlines that development in the Village Core will contribute to a lively pedestrian-oriented environment. By orienting the building towards the streets, adding new sidewalks along both Scharfield and Beaverwood Road, and providing ground floor units with direct access to the sidewalks, pedestrian connectivity is improved.

A reduced lot area of 87 m² per dwelling unit has been requested, whereas the by-law required 135 m² per dwelling unit. The subject property has a lot area of 2,359.5 m²; with a total of 27 dwelling units proposed, in order to meet the requirements of the by-law a lot area of 3,645 m² would be required. Section 3.4 policy 3) of the Official Plan (2022) states where significant intensification opportunities exist in villages with municipal services, the City may permit smaller lot frontages and areas than those of adjacent existing lots and shall consider the Urban Design section of the Plan to ensure appropriate integration of new development within established areas. The proposal includes a reduced lot area, while presenting an opportunity for intensification consistent

with the Official Plan policy and has incorporated design elements from the neighbouring developments to integrate into the area.

Staff have reviewed this proposal and have determined that it is conforms to the policies of the Official Plan.

Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policies for building strong and healthy communities. By proposing development within the boundaries of the Village of Manotick and within the Village Core, the development is consistent with policy guidance to sustain the financial well-being of the municipality and village. The proposal also meets the intensification policies of the PPS by directing development to a settlement area and is of a density which efficiently uses land and provides for a mix of residential uses and densities within the village.

The PPS encourages development within settlement areas to be serviced by municipal sewage and water services in order to support the protection of the environment and minimize potential risk to human health and safety. The proposal has demonstrated adequate municipal services are in place the service the proposed development.

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

The proposal would allow for higher density development within the Village of Manotick which will support the economic prosperity of the Village and provides for alternative housing forms within the Village of Manotick.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Brown had the following comments:

"Having engaged with the proponent and received community feedback, I am confident that the project at 1185 Beaverwood is appropriate for the community and conforms to the City of Ottawa's Official Plan and the Village of Manotick Secondary Plan.

That being said, I have ongoing concerns regarding parking around the building. Residents also expressed these concerns during the public meeting.

Though the proponent does provide sufficient parking to meet and somewhat exceed by-law standards, the introduction of this low-rise apartment building in Manotick will likely result in excessive street parking, particularly on Scharfield Road, due to many families in the neighbourhood having two vehicles and the increased vehicle use for visitors, especially around major holidays.

An increase of street parking in this area can create some risks. Notably, the slope of the street at Scharfield impacts visibility for residents entering and exiting the Giant Tiger parking lot or the veterinary clinic. Increased street parking may further impact driver safety for turning vehicles by impacting sightlines and limiting space for vehicles. In addition, some businesses expressed concern that vehicles will park in their lots due to surplus vehicles. This may create challenges and friction between local businesses and residents at the new building.

I would suggest that either the City explore options to limit street parking, particularly on the East side of Scharfield road, or that the proponent explore further options to introduce dedicated street parking space along the North side of Beaverwood road near the proposed development. While the proposed project is in many ways a good fit for the community, correcting this issue is vital to ensuring it is well tailored to the specific conditions of the neighbourhood."

ADVISORY COMMITTEE(S) COMMENTS

There are no Advisory Committee comments in relation to this application.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations of this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this application.

ASSET MANAGEMENT IMPLICATIONS

Water and sewer services front the property and have sufficient capacity to accommodate the demands associated with the proposed development.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

The proposed development includes accessible parking spaces and an elevator interior to the building. Due to the grade changes on-site the exterior access to the outdoor communal amenity space is not accessible but is accessible through the interior entrance from the building.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0075) was not processed by the "On Time Decision Date" established for the processing of Zoning Bylaw amendments due to the municipal election and complexity of issues.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning By-law Amendment

Document 3 Consultation Details

Document 4 Draft Site Plan

CONCLUSION

The Planning, Real Estate and Economic Development Department recommends the approval of this Zoning By-law Amendment as it meets the intent of the current and former Official Plans, the Secondary Plan for the Village of Manotick and the Provincial Policy Statement and represents good planning.

DISPOSITION

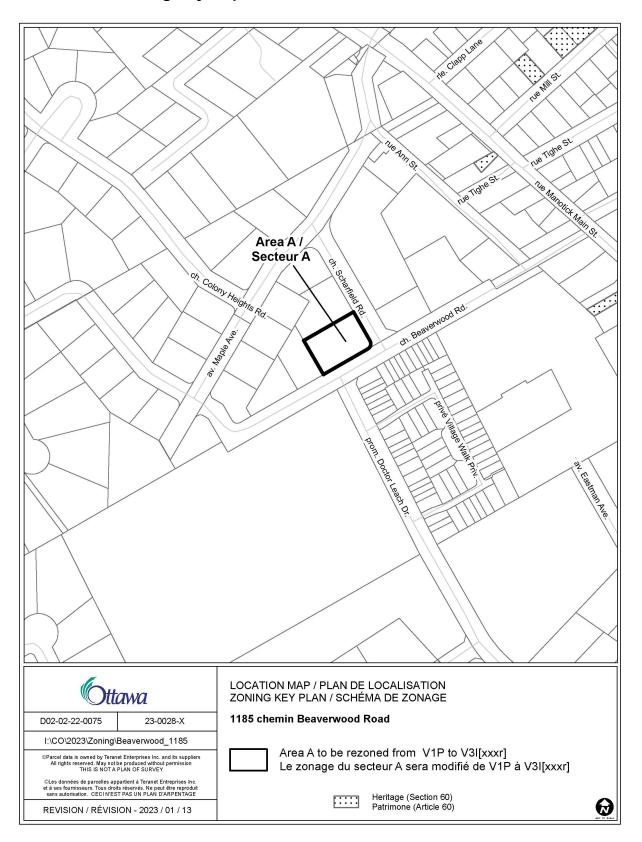
Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1185 Beaverwood Road:

Add a new exception with provisions similar in effect to the following:

- 1. Rezone the lands as shown in Document 1 from V1P to V3I[xxxr]
- 2. Add a new exception, V3I[xxxr], Section 240 Rural Exception with a provision similar in effect to the following:
 - a. In Column I, Exception Number, [xxxr]
 - b. In Column II, Applicable Zones, V3I[xxxr]
 - c. In Column V, Provisions:
 - i. Minimum Lot Area: 87m² per dwelling unit
 - ii. Minimum Front Yard Setback: 6 m
 - iii. Minimum Corner Side Yard Setback: 6 m
 - iv. Minimum Interior Side Yard Setback: 1.8 m

Document 3 – Consultation Details

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. A community heads up e-mail was sent on September 19, 2022, and an on-site sign was posted on the property. A total of 23 individuals provided comments on the applications.

A Community Information Meeting was hosted by the Manotick Village & Community Association with the applicant on January 24th, 2023 at 7:00pm via Zoom. Approximately 30 people were in attendance and were able to ask questions and provide comments on the proposed development.

Public Comments and Responses

Comment:

Concerns that the existing traffic issues associated with Centennial Park and the existing community facilities will be compounded by the proposed apartment building. Concerned that the number of parking spaces provided per unit will result in additional on-street parking occurring, which is identified as an issue in the neighbourhood. The lack of transit services to the Village may require additional parking spaces.

Response:

The development includes a total of 29 parking spaces, which exceeds the 27 parking spaces required by the Zoning By-law, in an underground parking garage. An additional 5 visitor parking spaces have been proposed at grade which meets the Zoning By-law requirement. The existing bus stop along Scharfield Road, which services Route 299 with commuter service to Hurdman Station and connections to Line 1 and Route 176 with commuter service to Barrhaven Centre, will be relocated through the proposed development to the intersection of Scharfield Road and Beaverwood Road.

Comment:

Concerned that the proposed reduction in the minimum front yard and corner side yard setbacks will set a precedent for future development in the Village.

Response:

The Village First Density Residential zone which currently applies to the subject property, and the neighbouring residential to the north and west requires a 6 metre setback for both the front and corner yards. The Village Third Density zone for the townhouse development to the south, also requires a 6 metre setback for the front and

corner yards. The proposed front yard setback along Scharfield Road is 6.1m to the property line. The functional setback to the sidewalk is 9.6m. The proposed corner side yard setback along Beaverwood Road is 6.0m to the property line. The functional setback to the proposed sidewalk extension along Beaverwood is 10.6m.

Comment:

Concerns with the scale of intensification related to the proposed reduction in the lot area requirement per unit and the total number of units proposed.

Response:

The proposed development of a three-storey apartment building on the Subject Property fully conforms with policies of the Official Plan and Village of Manotick Secondary Plan and aligns with provincial objectives to accommodate growth within the settlement area of the City of Ottawa. Requested relief from provisions of the zoning by-law for a reduction to the minimum required lot area per unit is contemplated in Official Plan (2022) section 3.4. policy 3) to accommodate intensification in those areas where municipal services are available, such as the Village of Manotick.

Comment:

The character of the building does not reflect the existing Village character and cultural heritage. The building design is too modern and inconsistent with the neighbourhood.

Response:

The building has been designed to integrate with the existing site conditions, by including street level access to the ground floor units to encourage pedestrian connectivity. Proposed building materials and landscaping have been selected to reflect the character of the townhouse development immediately to the south across Beaverwood Road and include red clay brick, white silicate brick, pressed wood siding and fibre cement panels. These materials are consistent with the Secondary Plan section 2.2. policy 10) which advises that buildings should be of their own time and reflect existing heritage and rural character by using design elements, colours and materials inspired by buildings in the village, such as clay brick, stone, wood or high-quality modern materials which complement existing elements in the area.

Comment:

The proposed development will result in a loss of tree cover on site.

Response:

A Tree Conservation Report has been completed for the proposal. The proposed Landscape Plan will retain existing trees to the greatest extent possible and will

maximize the amount of replacement trees and vegetation provided as part of the proposed development.

Comment:

The height of the building appears to be 4 storeys in the renderings provided and not 3 storeys as stated. Concerns with the scale of the building within the existing residential area.

Response:

The proposed development works with the existing grade on site which increases from east to west across the property. The building will be three storeys with a partial basement exposed at ground level along Scharfield Road. The bottom floor of the building meets the Zoning By-law definition of a basement as greater than half of its floor to ceiling height is located below the average grade on-site. Towards the rear of the property, the lower level will be entirely underground and contain the parking garage. The overall building height of 10.85 metres will not exceed the 11 metre permitted building height of either the existing Village First Density Residential Subzone P (V1P) or proposed Village Third Density Residential, Subzone I (V3I).

Comment:

Will there be impacts on the aquifer and neighbouring wells with the proposed underground parking?

Response:

In reference to subsection 4.2 of Groundwater Impact Assessment prepared by Paterson Report (PH4499-REP.01R) dated December 13, 2022, due to the vertical/horizontal separation of the wells from the excavation, the short-term nature of potential water takings during construction and the limited radius of influence expected to develop as a result of dewatering/excavation, negative impacts to well users accessing the bedrock aquifer in the area are not anticipated.

Comment:

Will the ownership of the units be rental or condominium?

Response:

The proposed development is anticipated as purposed built rental units.

Comment:

Concerned with the potential disruption that may occur during construction of the apartment, including noise and vibrations.

Response:

As per the City of Ottawa's Noise By-law (No. 2017-255); it is a violation for construction sites or heavy equipment to operate in any structure, highway or building:

- Monday to Saturday: before 7 am and after 10 pm
- Sunday and statutory holidays: before 9 am and after 10 pm

Limits are also placed on the demolition and construction of buildings in established residential neighbourhoods. Infill construction is not permitted:

- Monday to Saturday: before 7 am and after 8 pm
- Sunday and statutory holidays: before 9 am and after 10 pm

Note: The Director of By-law Services may grant an exemption for construction work.

Comment:

Loss of privacy to neighbouring dwelling, including lighting and noise impacts. A fence along shared property lines is desired.

Response:

This concern will be addressed through site plan approval. A 1.8m high wood privacy fencing is provided along the north and west property lines. A Stationary Noise Impact Study is required if there will be any exposed mechanical equipment due to the proximity to neighbouring noise sensitive land uses. The roof top mechanical is currently proposed to be enclosed. Detailed Mechanical Plans are reviewed at the Building Permit stage. The City's standards for Exterior Site Lighting are as follows, a Lighting Certificate will be required prior to site plan registration:

- Any exterior lighting proposed for the site requires certification by a qualified
 Professional Engineer confirming the design complies with the following criteria:
 - Lighting must be designed using only fixtures that meet the criteria for Full-Cut Off (Sharp cut-off) Classification, as recognized by the Illuminating Engineering Society of North America (IESNA or IES).
 - It must result in minimal light spillage onto adjacent properties. As a guide,
 0.5 foot-candle is normally the maximum allowable spillage.
 - The location of the fixtures, fixture types (make, model, and part number),
 and the mounting heights must be shown on one of the approved plans.

Comment:

Concerns with snow storage and garbage storage on site.

Response:

The proposed site plan shows that garbage will be stored within the building until collection and will not impact surrounding properties. A heated driveway and walkway will be provided, and snow storage will not be required.

Comment:

The property is listed on the Heritage Register.

Response:

The property is listed on the City's Heritage Register for its contributions to the historic village character of Manotick. A Cultural Heritage Evaluation Report was submitted with the application which concluded that the house is not of sufficient cultural heritage value or interest to be considered heritage for the purposes of applying Ontario Regulation 9/06 of the Ontario Heritage Act. Heritage Planning staff received the written notice of intent to demolish required by the Ontario Heritage Act.

Comment:

There is a lack of adequate infrastructure in the area including sidewalks, streetlights and servicing.

Response:

The proposed development will construct new sidewalks along both Scharfield Road and Beaverwood Road. The development will be supported by full municipal services.

Comment:

Not opposed to a multi-unit development for this site.

Response:

Acknowledged.

Document 4 - Draft Site Plan

