

Subject: Zoning By-law Amendment – 1770 Heatherington Road

File Number: ACS2024-PDB-PS-0038

Report to Planning and Housing Committee on 11 September 2024

and Council 18 September 2024

**Submitted on August 30, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

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Ward: Gloucester-Southgate (10)

Objet : Modification du Règlement de zonage – 1770, chemin Heatherington

Dossier : ACS2024-PDB-PS-0038

Rapport au Comité de la planification et du logement

le 11 septembre 2024

et au Conseil le 18 septembre 2024

**Soumis le 30 août 2024 par Derrick Moodie, Directeur, Services de la planification,
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REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1770 Heatherington Road, as shown in Document 1, from IG1[2663], General Industrial Subzone 1, Exception 2663 to R4M (Residential Fourth Density, Subzone M), O1 (Parks and Open Space), and I1 (Minor Institutional) zones with exceptions to enable the development of approximately 158 residential units, a new road, and public park, on the vacant portion of a parcel owned by the City of Ottawa, as detailed in Document 2.
2. That Planning and Housing 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 September 18, 2024" 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 la planification et du logement recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 visant le 1770, chemin Heatherington, un bien-fonds illustré dans le document 1, afin faire passer la désignation de l'emplacement de IG1[2663], Zone d'industrie générale, sous-zone 1, exception 2663 à R4M (Zone résidentielle de densité 4, sous-zone M), O1 (Zone de parcs et d'espaces verts) et I1 (Zone de petites institutions), des désignations assorties d'exceptions permettant l'aménagement d'environ 158 logements, d'une nouvelle voie publique et d'un parc public sur la partie vacante d'une parcelle appartenant à la Ville d'Ottawa, comme l'expose en détail le document 2.
2. Que le Comité de la planification et du logement approuve l'intégration de la section du présent rapport consacrée aux détails de la consultation dans la « brève explication » du 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 18 septembre 2024 », 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 [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

1770 Heatherington Rod

Owner

The City of Ottawa

Applicant

The City of Ottawa

Description of site and surroundings

The property is located on the west side of Heatherington Road, approximately 60 metres south of the intersection of Walkley Road and Heatherington Road. Commercial development is located to the north, while low density residential development is located to the east and south. The property abuts the rear portion of the Ministry of Transportation Driver Examination Centre located on Walkley Road. Heatherington Park is located to the southwest. The site is currently vacant behind the Boys and Girls Club of Ottawa clubhouse.

Summary of proposed development

The proposed development is approximately 158 residential units, a new road, and public park, on the vacant portion of a parcel owned by the City of Ottawa. The form of residential development will be two low-rise apartment buildings and ground-oriented units. The two low-rise apartment buildings will have frontage on Heatherington Road, while the ground-oriented dwellings will front on a new local public street which forms a crescent surrounding the existing Boys and Girls Club of Ottawa clubhouse and a proposed park. The proposed development would have approximately 95 parking spaces to serve residents and visitors.

A previous City-initiated Zoning By-law Amendment (D02-02-21-0006) added 'community centre' and 'urban agriculture' as permitted uses, as well as reducing the

required parking and removing the requirement for a loading space to accommodate the Boys and Girls Club clubhouse. This was followed shortly after by a Site Plan Control application and construction. The zoning report described developing the remainder of the lands in accordance with the concept plan in a separate phase. An application has also been submitted concurrently for Draft Plan of Subdivision (D07-16-24-0017), which will determine land division and associated conditions.

Summary of requested Zoning By-law amendment

The site is currently zoned IG1[2663], General Industrial Subzone 1, Exception 2663. This zone permits a wide variety of industrial uses, but also includes uses such as an office, instructional facility and recreation and athletic facility. The exception permits a recreation and athletic facility to be up to 1,700 square metres in gross floor area.

The proposed zoning is R4M (Residential Fourth Density, Subzone M), O1 (Parks and Open Space), and I1 (Minor Institutional) zones with exceptions to address proposed reductions to parking requirements and including current restrictions on the existing Boys and Girls clubhouse.

DISCUSSION

Public consultation

The Building Better Revitalized Neighbourhoods (BBRN) strategic initiative created a revitalization strategy in 2018. This was based on a two-stage consultation process in 2017 including residents, service providers, and businesses in the area. Over 800 responses were received through the process prioritizing youth-focused community space and affordable housing for the subject site.

Five comments on the subject application were received through circulation, three in opposition, one request for information, and one in support with suggestions for revised road design. For this proposal's consultation details, see Document 3 of this report.

Official Plan designations

The subject site is within the Outer Urban Area as show on Schedule A - Transect Policy Areas and designated as Neighborhood within the Evolving Overlay as per Schedule B3 - Outer Urban Transect City of Ottawa Official Plan. The Evolving Overlay is applied to areas in close proximity to Hubs and Corridors to signal a gradual evolution over time that will see a change in character to support intensification including new built forms, more diverse functions and low-rise construction up to four storeys. The Neighbourhood designation permits low-rise built forms and a range of housing in proximity to transit. Similarly, the Outer Urban Transect policies speak to predominantly

ground-oriented dwellings with low-rise multi-unit dwellings permitted near frequent transit routes.

Relevant Housing sections of the Official Plan in Section 4.2 speak to encouraging a range of flexible and context-sensitive housing, affordable housing unit targets, and assistance for non-profit housing providers through zoning by-law amendments.

Other applicable policies and guidelines

Applicable Urban Design Guidelines for Low-rise housing include:

- 1.2 - Reflect the desirable aspects of the established streetscape character.
- 1.3 Expand the network of public sidewalks, pathways and crosswalks to enhance pedestrian safety.
- 2.1 Landscape the front yard and right-of-way.
- 3.1.1 Ensure that new infill faces and animates the public streets.
- 4.1 Limit the area occupied by driveways and parking spaces.

Further review and application of Design Guidelines will continue as part of the Plan of Subdivision and future Site Plan processes.

Planning rationale

The proposed development contains affordable housing units, and is located close to a Hub area at Walkley Road, responding to Official Plan (OP) policies about healthy and inclusive communities with a mix of housing options and densities that will support local shops and services (Policy 2.2.4). Policy 3.2.10 and Table 3b encourage -large household dwellings, of which the low-rise built form permissions will facilitate.

Section 4.2 of the Official Plan speaks to prioritizing affordable housing, coordinating with goals of the City's Ten-Year Housing and Homelessness Plan, with a toolkit of incentives including alternative development standards and application processing priority. Section 4.2.1 of the Official Plan speaks to appropriately balancing the value to the public interest of development application requirements against the impact to housing affordability. Section 4.2.2 references targets within the City's Ten-Year Housing and Homelessness Plan, which this proposal assists the City in reaching.

In reference to Section 4.2, the Department has prioritized the review and timelines associated with this proposed development, and also reviewed the proposed amendments through the lens of considering some flexibility when applying development standards, including reduced parking requirements.

With regard to parking reductions sought, Section 4.1.4 of the Official Plan speaks to potential for minimum parking requirements to be reduced or eliminated where a site is within proximity to rapid transit to minimize asphalt and driveways. The site is easy walking distance to Walkley Road, a transit priority corridor in the OP. Five bus routes are in close proximity with access to Blair and Hurdman stations for the O-train line 1.

Section 5.1 references an urban built form with little or no parking provided, with priority on walking, cycling and transit. Section 6.3 speaks to neighbourhoods enabling a transition over time towards less automobile-dependent development and a distribution of densities so that those highest are close to rapid transit and major neighbourhood amenities such as the hub at Walkley and Heron Roads, and neighbouring schools. While the subject site has not been scored directly, the site directly south scores seven out of nine on provision of service and amenity access in close proximity for a 15-minute neighbourhood [15-minute neighbourhoods | The New Official Plan | Engage Ottawa](#).

The new proposed public road will permit approximately 40 on-street parking spaces, assisting with demands for deliveries and drop offs. Through subsequent development application review processes, buildings will be reviewed to ensure sufficient bicycle parking.

City staff within the Strategic Housing Projects Branch have also been provided parking data for individuals on the City's Centralized Waitlist, which demonstrates the request for parking spaces varying from 44% on the Rent Geared to Income waitlist and 57% on the Affordable Housing waitlist. Upon applying to be on a city approved waitlist, applicants share whether they require parking; we expect that all residents of the proposed development would be pulled from one of these approved waitlists. Therefore, staff are of the opinion the proposed parking reduction for each dwelling type is appropriate for the target population.

A number of Transportation Demand Management (TDM) measures are being proposed including displaying local area maps with walking/cycling access routes, relevant transit schedules and route maps and provision of multimodal travel option information package to new residents. The City has worked with housing providers to ensure that proposed minimum parking supply will meet operational requirements.

The proposed development represents intensification, new range of built forms up to four storeys and in close proximity to transit, amenities and services, all in accordance with Official Plan policies noted above.

The subject site blocks will be created through the plan of subdivision process with some flexibility in mix of housing units, in order to ensure context sensitive housing that

responds to City affordable housing unit targets and works with non-profit housing providers, as directed by policy.

Provincial Policy Statement

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

RURAL IMPLICATIONS

N/A

COMMENTS BY THE WARD COUNCILLOR

Councillor Jessica Bradley provided the following comments:

Given the current housing crisis, I am pleased to see this crucial project advancing. This development will include new affordable housing units, a new road, and a new public park. This project is in alignment with the City's Official Plan and the Building Better Revitalized Neighbourhoods (BBRN) strategic initiative, ensuring that we continue to meet our community's needs in a thoughtful and sustainable way.

ADVISORY COMMITTEE(S) COMMENTS

N/A

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations contained in the report.

ASSET MANAGEMENT IMPLICATIONS

The proposed development will add just under 3 L/s of peak sanitary flow, which is very small and almost negligible. On site SWM will need to be imposed to ensure that storm runoff is controlled to the lesser of C=0.5 or existing conditions.

This amendment on City-owned vacant land will permit the City to work with affordable housing providers to eventually construct units in the best interest of the City. There will be additional maintenance requirements related to the future public road and public park.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

This subject amendment is to the Zoning By-law. Accessibility will be further considered as part of the Plan of Subdivision and subsequent processes that detail the design of public roads and parks.

CLIMATE IMPLICATIONS

The City is committed to reducing greenhouse gas emissions and responding to the current and future effects of climate change. In January 2020, Council unanimously approved the [Climate Change Master Plan](#) (CCMP), which sets short, mid, and long-term targets to reduce community greenhouse gas (GHG) emissions by 100 per cent by 2050 and corporate emissions by 100 per cent by 2040.

Emissions from homes and buildings make up nearly 50 per cent of Ottawa's greenhouse gas emissions. To address climate and energy impacts of buildings, applying a climate lens to the Official Plan and its supporting documents was one of eight priority actions within the CCMP. As a result, Energy and Climate Change is one of five cross cutting issues identified in the Official Plan. This theme guided the creation of the policies in the Plan to ensure considerations for climate mitigation and adaptation are embedded throughout.

Given that the proposed Zoning By-law Amendment conforms with the Energy and Climate Change Strategic Directions set out in the Official Plan and given that the resulting development will be of a compact form that will add housing to an underutilized location already serviced through existing infrastructure networks and community amenities, the proposed Zoning By-law Amendment is appropriate. The subject site is ranked as 'moderate' for pedestrian safety and enjoyability by the City's 15-Minute Neighbourhood Index and is connected to transit and cycling infrastructure. Intensification of this site is expected to contribute to reduced emissions from transportation than an undeveloped site further away from transportation networks and amenities.

While the energy use and sustainability features of the future development will be determined through design choices made at a later stage, there are a few ways that high performance buildings should be promoted given that the proposed development is intended to be affordable units on City lands. Funding agreements, whether granted through the City or through CMHC, should provide the option to include requirements on building performance. Climate implications should be considered through these methods, if applicable, at later stages of development.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Has affordable housing and is more liveable for all

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for making a decision on this application under the *Planning Act* will expire on September 30th, 2024.

SUPPORTING DOCUMENTATION

Document 1 Location Map / Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

CONCLUSION

The proposed development is in keeping with the direction in the Official Plan and the Building Better Revitalized Neighbourhoods (BBRN) strategic initiative. The zoning will permit the advancement of provision of affordable housing units and a new City park. In consideration of the applicable Official Plan policies and compatibility of the use in the area, the Zoning Bylaw Amendment is recommended for approval.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; of City Council's decision.

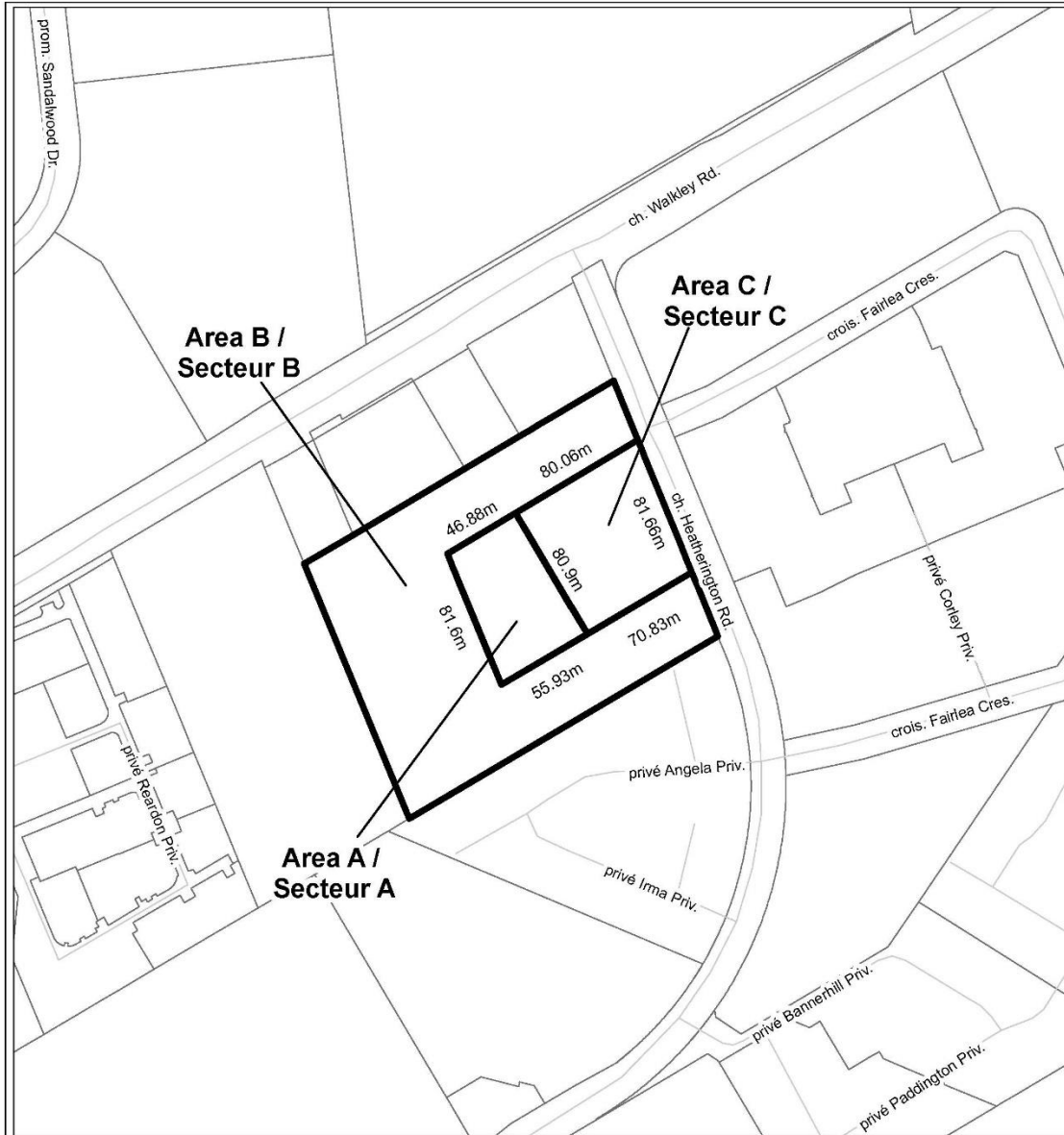
Planning, Development and Building Services will prepare an implementing by-law and forward it to Legal Services.




Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map / Zoning Key Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.ca)



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-24-0021	24-0745-X	1770 chemin Heatherington Road	
I:\CO\2024\Zoning\Heatherington_1770			Area A to be rezoned from IG1[2663] to O1 Le zonage du secteur A sera modifié de IG1[2663] à O1
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY.</small>			Area B to be rezoned from IG1[2663] to R4M[xxx1] Le zonage du secteur B sera modifié de IG1[2663] à R4M[xxx1]
<small>©Les données de parcelles appartient à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>			Area C to be rezoned from IG1[2663] to I1[XXX2] Le zonage du secteur C sera modifié de IG1[2663] à I1[XXX2]
REVISION / RÉVISION - 2024 / 08 / 21			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1770 Heatherington Road:

- 1) Rezone the lands as shown in Document 1
- 2) Add a new exception xxx1 to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - a) In Column I, Exception Number, add the text “xxx1”
 - b) In Column II, Applicable Zones add the text “R4M [xxx1]”
 - c) In Column V, Provisions, add the text:
 - Parking rate for apartment dwelling, low-rise: 0.25 spaces per unit
 - Parking rate for all other residential uses than apartment dwelling, -low-rise: comply with Area B standards in Section 101
- 3) Add a new exception xxx2 to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - d) In Column I, Exception Number, add the text “xxx2”
 - e) In Column II, Applicable Zones add the text “I1 [xxx2]”
 - f) In Column V, Provisions, add the text:
 - Maximum gross floor area of a recreation and athletic facility: 1700 square metres
 - Minimum required parking for a community centre: 30 spaces
 - Loading spaces are not required for a community centre

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.

The Building Better Revitalized Neighbourhoods (BBRN) strategic initiative created a revitalization strategy in 2018. This was based on a two-stage consultation process in 2017 including residents, service providers, and businesses in the area. Over 800 responses were received through the process prioritizing youth-focused community space and affordable housing for the subject site. Five comments on the subject application were received through circulation, three in opposition, one request for information, and one in support with suggestions for revised road design.

Public Comments and Responses

Comment:

Concern with existing traffic and potential additional units

Response:

The development is anticipated to generate 30 in/out car trips each hour in the morning peak period and 34 in/out car trips each hour in the afternoon peak period. That equates to roughly one vehicle either entering or exiting every two minutes, deemed to be minimal with little impact to the surrounding community. The proposed amendment to minimum parking requirements and work with affordable housing providers will ensure that alternative modes of transportation such as walking, cycling, and taking transit are prioritized for the site.

Comment:

The reduced parking exception that was applied to the Boys and Girls Club means sometimes for some events, on-street parking is filled.

Response:

On-street parking is public and accessible to all users. For occasions where the on-site parking lot is insufficient, approximately 40 new on-street spaces will be provided on the new public street. The City will not be encouraging on-site parking as it is expected spaces would remain vacant most of the time.

Comment:

Desire to see site as green space or as office buildings.

Response:

The provision of affordable housing is a priority of the City, and was identified as the future land use as part of the BBRN strategic initiative.

Comment:

Not enough schools and recreational facilities for youth in the area to service new residents

Response:

The subject site has a walk score of 80 out of 100. Fifteen schools are located within 1.5 kilometres including the closest as Prince of Peace School, Featherston Drive Public School, Queen of Angels Adult High School, Marie-Curie Public School, and St. Patrick's Intermediate School. Five food stores are located within 500 metres. Six parks are located within one kilometre, including Sandalwood Park, Farilea Park, and Heatherington Park. The newly constructed Boys and Girls Clubhouse is adjacent, the Heatherington Community Centre and the Deborah Anne Kirwan Pool are all within walking distance. The site will also include a new public park. The subject site is well situated for additional residents.

Comment:

Concern with impact on property values.

Response:

Impacts on property values are outside of the Department's review and do not form part of the PPS or Official Plan policies.

Comment:

Desire to see some market housing mixed with affordable housing units

Response:

The intent is to accommodate affordable housing on site, and Affordable Housing staff within the Strategic Initiatives department will determine levels of affordability and unit

mix. These considerations are not impacted by the requested Zoning By-law Amendment.

Comment:

Suggestion for revised road design to free up additional space.

Response:

The suggestions will be reviewed through the subdivision process.