

Report to/Rapport au :

Planning Committee
Comité de l'urbanisme

and Council / et au Conseil

September 6, 2012
6 septembre 2012

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

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Knowdale-Merivale (9)

Ref N°: ACS2012-PAI-PGM-0221

SUBJECT: ZONING - 300 GREENBANK ROAD

OBJET : ZONAGE – 300, CHEMIN GREENBANK

REPORT RECOMMENDATIONS

That the Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 to modify the existing exception of 300 Greenbank Road, being GM15[1672] H(8), General Commercial subzone 15, Exception 1672 , as detailed in Document 2.

RECOMMANDATIONS DU RAPPORT

Que le Comité de l'urbanisme recommande au Conseil municipal d'approuver une modification au Règlement de zonage 2008-50 visant à modifier l'exception actuelle du 300 chemin Greenbank étant GM15[1672] H(8), Zone d'utilisations polyvalentes/commerciales, sous-zone 15, exception 1672, comme l'explique en détail le document 2.

BACKGROUND

The subject property is located on the west side of Greenbank Road, north of the intersection of West Hunt Club Road and Greenbank Road as shown on Document 1. Greenbank Road in this area is an arterial road which is divided with a full concrete median. Existing access to the site is restricted to right-in and right-out movements only.

The subject property is a vacant parcel that was previously used as a gas station and car rental establishment. The property has a frontage of 49.2 metres along Greenbank Road and an area of 5 200 square metres. A hydro corridor runs along the northern edge of the site, abutting a lower-profile neighbourhood of multiple-attached dwellings. An indoor soccer facility is located across Greenbank Road to the east, while the lands to the west of the site are undeveloped. A large stand of trees to the immediate south and west of the site are to remain and are not included with the subject lands being considered for the change in zoning.

Purpose of Zoning Amendment

The application proposes a change in zoning to allow for the development of a four-storey self-storage building with retail space at grade and a drive-through loading area.

The new four-storey self storage building would have a gross floor area of 10 147 square metres and a maximum height of 17.3 metres and is shown on Document 3. Limited retail space would be provided along with drive-through loading and three exterior loading bays along the south side of the building. Five exterior parking spaces would be provided along with four spaces within the indoor loading area.

As per Zoning By-law 2008-250 a “self-storage facility” is included within the definition of a warehouse which is not permitted under the current zoning. An amendment to the existing zoning is required to establish site-specific zone provisions to permit a warehouse, to modify permitted heights, required yards, landscaping areas, parking requirements, and to increase the allowable floor space index (FSI).

Existing Zoning

The property is currently zoned GM15[1672] H(8), a General Mixed-Use subzone which allows a variety of residential, institutional and commercial uses such as a mid-high rise apartment dwelling, retirement home, place of assembly, restaurant, and convenience store. Exception 1672 permits additional non-residential uses such as a car wash, gas bar and automobile service station. The maximum building height permitted is eight metres, with a maximum floor space index (FSI) of 2.0. A warehouse which includes self storage is currently not permitted.

Proposed Zoning

To facilitate the development of the self-storage building; the application proposes to amend the existing exception [1672] by introducing the following site-specific performance standards:

- “warehouse (self-storage)” as an additional permitted use
- a maximum building height of 17.5 metres
- a reduced front-yard setback of 1.75 metres
- an increase in the floor space index to 2.15
- a 1.75 metre landscaped buffer abutting the street
- a minimum parking requirement of nine spaces for warehouse use

DISCUSSION

Provincial Policy Statement (PPS)

1.0 Building Strong Communities

The PPS speaks to Ontario’s long-term prosperity, environmental health and social well being dependant on managing change and promoting the efficient use of land that will support strong, liveable and healthy communities that protect the environment and public health and safety, and facilitate economic growth.

Section 1.1 of the PPS outlines that healthy, liveable and safe communities are sustained by promoting efficient development and land use patterns, accommodating a range and mix of uses. The PPS requires that land be available through intensification and redevelopment to accommodate an appropriate range and mix, with settlement areas being the focus of growth and their vitality and regeneration being promoted. Land use patterns within settlement areas shall be based on both densities and a mix of uses, and opportunities of intensification and redevelopment. The subject site is an underutilized parcel within a defined settlement area of the Official Plan that is encouraged to provide a range and mix of uses, consistent with the direction and policies of the PPS.

Official Plan

The subject property is designated as General Urban Area within the Official Plan (OP). Lands located within this designation are to contain a broad range of uses to facilitate the development of complete and sustainable communities. Uses will include a range of housing types, employment, retail, services, cultural, institutional etc. The policies that speak to non-residential uses are divided into two categories: commercial uses intended to provide for the everyday needs of the residents, such as locally-oriented retail and service uses, and uses that serve a broader area. Commercial uses which serve wider parts of the city will be located at the edge of a neighbourhood and along major roads. The intent of the policies is to protect the character of residential

neighbourhoods and to mitigate any possible impacts that non-residential uses may have on residential areas. The subject property is located on the edge of an established residential community that is accessed by Greenbank Road. The property is also separated from the abutting community by a utility corridor that runs along the northern edge of the site.

Urban Design and Compatibility

To assist in ensuring compatibility, the Official Plan in Section 2.5.1 sets out broad design objectives and principles to be applied when evaluating an application for intensification and infill development. The design objectives and principles speak to a number of considerations directed to achieving compatibility in form and function between new developments and an established area.

The proposal is consistent with the design objectives of defining and creating quality public and private spaces through development. The proposed building footprint will be placed square and close to the street frontage which will establish a continuous built form along Greenbank Road that is currently absent in this segment. At grade surface parking will be minimal and screened with landscaping, with required parking being accommodated within the self-storage building and at the rear of the site. New landscaping along the frontage of the site will also create an attractive streetscape which is currently lacking.

Section 4.11

In addition to Section 2.5.1, the Plan requires that applications for development be assessed relative to the criteria set out in Section 4.11. These deal with compatibility considerations while Section 2.5.1 is focused on design and contextual matters to ensuring compatibility. The criteria set out in Section 4.11 may not apply and/or may be evaluated and weighted on the basis of site circumstances. These criteria are more traditional planning considerations dealing with concerns such as parking, access and built form relationships.

Traffic: All proposed access points are from Greenbank Road with no direct connection into abutting communities through local roads. As the proposed use is considered a relatively low traffic generator, there are no anticipated traffic impacts from the proposed development. The existing network is able to accommodate the traffic generated from the site.

Vehicular Access: Access and egress to the site will be accommodated by two points from Greenbank Road. The northern most access will be a right-out only movement for all vehicles, with the southern point limited to a right-in only movement. As all vehicles will be entering the site at the southern limit, the building will mitigate any potential impacts such as noise, headlight glare and loss of privacy on the adjacent residential community. Internal loading and unloading areas and new privacy fencing and landscaping will also mitigate any potential impacts.

Parking Requirements: As part of the recommend By-law, a site-specific parking requirement for a warehouse use will require a minimum of nine parking spaces. All current parking standards for existing as-of-right uses will remain.

Outdoor Amenity Areas: There are no anticipated negative impacts on the outdoor amenity areas of nearby residential properties. Through the Site Plan Control process new landscaping and fencing will be incorporated along the northern boundary.

Loading Areas, Service Areas, and Outdoor Storage: The loading facilities of the building have been redesigned from the initial concept to now be located along the southern portion of the site where they are not visible from the abutting residences and are buffered by the building.

Lighting: There are no anticipated negative impacts from lighting generated on-site onto adjacent residential properties. Through the Site Plan Control process, the application will be required to demonstrate the site meets City standards with respect to light-spill over.

Sunlight: The applicant has prepared a sun/shadow study in support of the proposed development. Shadowing impacts are expected to be minimal as a result of the proposed development, thereby not creating an undue adverse impact on the existing condition.

Building Transitions

Integrating taller buildings within an area characterized by a lower built form is an important urban design consideration. Development proposals will address issues of compatibility and integration with surrounding land uses by ensuring that an effective transition in built form is provided between areas of different development profile. Transitions will link proposed developments with both planned, as well as existing uses, thereby acknowledging the planned function of an area. Transitions should be accomplished through measures such as building setbacks. The need to provide transitions in built form may be offset or reduced where natural buffers and features or changes in grade and topography exist, or through the orientation of buildings and the arrangement of land use patterns. In assessing how the proposed development program transitions to the existing neighbourhood, it is recognized that the building footprint has been placed 11.0 metres from the interior sideyard whereas the minimum requirement is 5.0. Within this interior sideyard setback a 3.0 metre landscape strip will be provided along with a new wood fence. With respect to the planned function of the abutting residential area to the north, there is an as of right height limit of 11 meters that would allow for a taller built form than currently exists. The increase in height to 17.5 metres coupled with the increase setback would allow for an appropriate transition to the lands to the north in both the short and long-term.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Notice of this application was carried out in accordance with the City's Public Notification and Consultation Policy. Approximately seven letters were received during the consultation process. A summary of the comments received and a staff response are found in Document 4.

COMMENTS BY THE WARD COUNCILLOR

Councillor Egli provided the following comments: "After consultation with the community association as well as the impacted condominium association I support this project. There has been much discussion between my office, the developer and the aforementioned organizations to iron out community concerns. Everyone's cooperation in resolving matters is greatly appreciated".

LEGAL IMPLICATIONS

Should the zoning be appealed to the Ontario Municipal Board, it is anticipated that a three day hearing would result. If the zoning is refused by Council, reasons must be provided. In the instance of a refusal, external consultants, in the areas of planning and traffic would need to be retained by the City at an estimated cost of \$30,000-\$40,000.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications.

FINANCIAL IMPLICATIONS

If the amendment is carried and an appeal is brought before the Ontario Municipal Board, staff resources would be utilized to defend Council's position. In the event the amendment is not carried and an appeal is launched, an external planner and traffic consultant would need to be retained at an estimated cost of \$30,000 to \$40,000. Funds are not available from within existing resources and the expense would impact Planning and Growth Management's 2013 operating status.

ACCESSIBILITY IMPACTS

Accessibility impacts will be reviewed and assessed through the completion of the Site Plan Control process. There are no anticipated impacts as a result of the application for change in zoning.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

TERM OF COUNCIL PRIORITIES

The application implements the Term of Council Priority of Governance, Planning and Decision Making by making sustainable choices.

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 additional time required to address technical issues.

SUPPORTING DOCUMENTATION

Document 1 Location Map
 Document 2 Details of Recommended Zoning
 Document 3 Conceptual Site Plan
 Document 4 Public Consultation

DISPOSITION

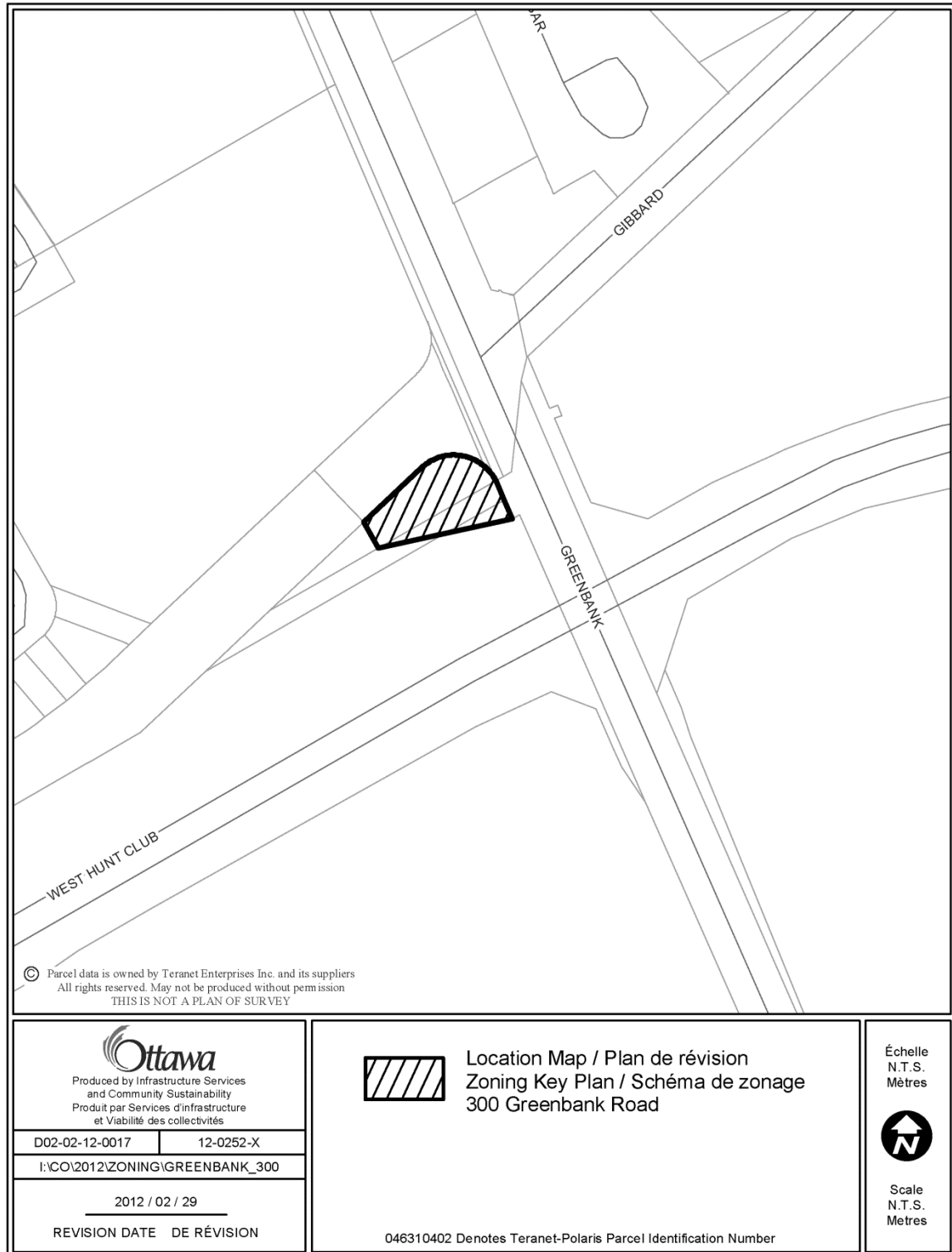
City Clerk and Solicitor Department, Legislative Services to notify the owner, applicant, OttawaScene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5, Ghislain Lamarche, Program Manager, Assessment, Financial Services Branch (Mail Code: 26-76) of City Council's decision.

Planning and Growth Management to prepare the implementing By-law, forward to Legal Services and undertake the statutory notification.

Legal Services to forward the implementing By-law to City Council.

LOCATION MAP

DOCUMENT 1



DETAILS OF RECOMMENDED ZONING**DOCUMENT 2**

Exception 1672 of Section 239 – Urban Exceptions be amended to include uses and provisions similar in intent to the following

- Add warehouse (limited to a self-storage facility) as an additional permitted use
- a maximum building height of 17.5 metres
- a reduced front-yard setback of 1.75 metres
- an increase in the floor space index to 2.15
- a 1.75 metre landscaped buffer abutting the street
- a minimum parking requirement of nine spaces for warehouse use

CONCEPTUAL SITE PLAN

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. A public meeting was also held in the community on March 1, 2012 that was attended by the Ward Councillor, staff and the applicant. Seven comments were received in opposition, as well as a letter of support from the Trend-Arlington Community Association and one from a private residence.

PUBLIC COMMENTS

1. Concerns were raised with respect to potential noise from the new building from the various loading bays and garage doors proposed.

Response:

The initial design concept proposed the loading facilities and drive-through entrance to be located along the northern edge of the site, closest to the existing residences. The revised concept as shown on Document 3 has flipped the programming of the building to now have these functions located on the southern side of the building where the structure itself will act as a buffer.

2. Concerns were raised with respect to the height of the proposed building and potential shadowing impacts.

Response:

In a response from comments received from the public, the height of the proposed building has been reduced slightly from the original concept from 18.0 metres to 17.3 metres. The recommended performance standard will allow for a maximum height of 17.5 metres to allow for some variance during construction.

3. Concerns were raised with respect to traffic movements from the site.

Response:

Traffic movements onto the site have been redesigned based on comments from staff to have all movements onto the site come from the southern limit. When exiting the site, vehicles will egress from the northern driveway where there is sufficient storage capacity and separation from the intersection to allow both passenger vehicles and tractor-trailers to move across lanes if required without blocking traffic. Through the Site Plan Control process appropriate curbing, signage and driveway approaches will be reviewed and approved to restrict the movements as noted above.

4. Concerns were raised with respect to light spill over from the new building onto abutting properties.

Response:

Through the Site Plan Control process, the applicant will be required to submit a site lighting certificate, prepared by a qualified person which confirms the proposed lighting scheme is in accordance with City requirements.

COMMUNITY ORGANIZATION COMMENTS

Trend Arlington Community Association, April 2, 2012

After reviewing Dymon Self-Storage's re-zoning application and site plan for 300 Greenbank Road and consulting with residents of our community, The Trend Arlington Community Association wishes to express its support for Dymon's proposal to build a self-storage facility at this location for the following reasons:

1. Community support

Dymon's application has general support within the Trend Arlington community, including that of the adjacent condominium Corporation at 21 Midland Crescent.

2. Low traffic impact

The proposed development would create minimal traffic volumes which are appropriate given the awkwardness of the property in question with access and egress limited to right-in, right-out onto Greenbank Road, southbound only. Other uses such as retail, fast food, or an apartment would have much higher traffic volumes and lead to difficult traffic issues.

3. Privacy & Noise

Being a non-residential mid-rise building, the proposed facility would pose fewer visual privacy concerns for adjacent residents. Further, since virtually all pickups and deliveries (estimated by Dymon at an average of 25 per day) would take place within the confines of the building, it is recognized that noise levels will be minimal. However, some residents are concerned that transport truck deliveries will occur after hours (11 PM to 7 AM) at the non-confined loading dock. Those residents would appreciate assurances from Dymon that this will not happen.

4. Building and site plan aesthetics

Dymon self-storage has a reputation for clean, well maintained and aesthetically-pleasing facilities. In discussions with the community, Dymon has made adjustments to their site plan in order to minimize the development's impact on local residents. For

example, Dymon has undertaken to add vegetation and fencing to enhance visual privacy for adjacent residences, to install vertical lighting on the building that will have very limited transmission beyond the building's perimeter, and has put forward acceptable plans for landscaping along Greenbank Road.

We should also note that Dymon's market surveys and our own soundings within the community suggest a strong demand locally for a self-storage facility.

5. Other considerations

With respect to 'usage', we consider Dymon's request for a zoning change to include 'warehouse' as a technical change required only to accommodate the fact that all storage facilities are currently designated as 'warehouse' for general zoning purposes. We have no issue with this zoning change request. We are also in agreement with Dymon's request for reduced set-backs facing Greenbank Road.

Caveat – Height reduction to 17.2 meters

The one change we would like to request to the re-zoning application is to reduce the maximum allowable height to 17.2 m rather than the proposed 18 m. This height would be sufficient to accommodate the 17.1069 m height of the proposed building. It would also reflect comments made by Planning Committee Chair Hume last Fall at the Trend Arlington Community Association's Annual General Meeting when he indicated the City considers zoning applications independently, based on their own merits, rather than relying on or creating precedents.