

**3. Official Plan Amendment - 2848, 2851, 2881, 2898 Baycrest Drive, 2820, 2831 Cedarwood Drive and 2816 Sandalwood Drive**

**Modification du Plan officiel - 2848, 2851, 2881 et 2898, promenade Baycrest, 2820 et 2831, promenade Cedarwood, et 2816, promenade Sandalwood**

**Committee recommendations**

- 1. That Council approve:**
  - a. an amendment to the Official Plan to create new Site Specific Policy in Volume 2b for the Heron Gate area as detailed in Document 2;**
  - b. the changes as shown in Document 2 be carried forward for consideration in the new Official Plan, to be considered by the Joint Committee of Agriculture and Rural Affairs and Planning Committee and Council later this year;**
  - c. that the implementing amendment to the Official Plan/new Official Plan shall not proceed to Council until such time as the Memorandum of Understanding is executed;**
- 2. That Council delegate authority to the General Manager, Planning, Infrastructure and Economic Development Department to enter into a Front-Ending Agreement for the works related to the Sandalwood Park improvement to be partially front-ended by Hazelview at an upset limit of \$350,000 (including applicable H.S.T.) with reimbursement through Development Charge credits to occur upon the time when net new units having paid the urban parks component of the overall rate.**

**Recommandations du Comité**

- 1. Que le Conseil approuve ce qui suit :**
  - a. une modification au Plan officiel pour créer de nouvelles Politiques sur un site particulier dans le Volume 2b**

relativement au secteur Heron Gate, comme l'explique en détail le document 2;

- b. que les changements présentés dans le document 2 soient soumis à l'étude, dans le cadre du nouveau Plan officiel, lors de la réunion conjointe du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales, puis présentés au Conseil plus tard dans l'année;
  - c. que la modification de mise en œuvre dans le Plan officiel actuel ou nouveau Plan officiel ne soit présentée au Conseil qu'après l'exécution du Protocole d'entente;
2. Que le Conseil délègue au directeur général de la Planification, de l'Infrastructure et du Développement économique le pouvoir de conclure une entente initiale pour les travaux liés à l'amélioration du parc Sandalwood, qui sera partiellement financée par Hazelview, pour un budget maximal de 350 000 \$ (avec la TVH applicable) avec un remboursement par crédits de redevances d'aménagement qui s'appliquera au moment où les logements nouveaux en chiffres nets auront payé la partie des parcs urbains du tarif global.

For the Information of Council

Planning Committee approved the following motion:

Motion N° PLC 2021-47/2

**...THEREFORE BE IT RESOLVED that prior to Council, the Director, Planning Services confirm in writing with Hazelview that Hazelview will execute the Memorandum of Understanding with the following revision:**

**Clause 4(2)**

Hazelview shall provide to the City within one week of a unit being designated pursuant to subclause (1) a written statement that the unit is being so designated. Such designation shall remain in place for a 15 year period from the date of the designation as identified in such written statement.

Pour la gouverne du Conseil municipal

Le Comité a approuvé la motion suivante:

Motion N° PLC 2021-47/2

**...PAR CONSÉQUENT, IL EST RÉSOLU QUE d'ici la réunion du Conseil, la directrice, Services de planification obtienne la confirmation écrite de Hazelview concernant la modification du passage suivant du protocole d'entente :**

**Paragraphe 4(2)**

Hazelview doit fournir à la Ville, dans la semaine suivant la désignation d'un logement conformément au paragraphe (1), une déclaration écrite confirmant la désignation. La désignation dont fait foi cette déclaration écrite doit rester en vigueur pendant 15 ans à partir de la date où le logement est désigné.

Documentation/Documentation

1. Report from the Director, Planning Services, Planning, Infrastructure and Economic Development Department, dated August 13, 2021 (ACS2021-PIE-PS-0081)  
  
Rapport de la Directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 13 août 2021 (ACS2021-PIE-PS-0081)
2. Extract of draft Minutes, Planning Committee, August 26, 2021  
  
Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 26 août 2021

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
26 August 2021 / 26 août 2021**

**and Council  
et au Conseil  
8 September 2021 / 8 septembre 2021**

**Submitted on 13 August 2021  
Soumis le 13 août 2021**

**Submitted by  
Soumis par:**

**Lee Ann Snedden  
Director / Directrice**

**Planning Services / Services de la planification,  
Planning, Infrastructure and Economic Development Department / Direction  
générale de la planification, de l'infrastructure et du développement économique**

**Contact Person**

**Personne ressource:**

**Mélanie Gervais, Planner II / urbaniste II, Development Review South / Examen  
des demandes d'aménagement sud**

**613-580-2424, 24025, [Melanie.Gervais@ottawa.ca](mailto:Melanie.Gervais@ottawa.ca)**

**Ward: ALTA VISTA (18)**

**File Number: ACS2021-PIE-PS-0081**

**SUBJECT: Official Plan Amendment - 2848, 2851, 2881, 2898 Baycrest Drive,  
2820, 2831 Cedarwood Drive and 2816 Sandalwood Drive**

**OBJET: Modification du Plan officiel - 2848, 2851, 2881 et 2898, promenade  
Baycrest, 2820 et 2831, promenade Cedarwood, et 2816, promenade  
Sandalwood**

## REPORT RECOMMENDATIONS

1. That the Planning Committee recommend Council approve:
  - a. An amendment to the Official Plan to create new Site Specific Policy in Volume 2b for the Heron Gate area as detailed in Document 2;
  - b. The changes as shown in Document 2 be carried forward for consideration in the new Official Plan, to be considered by the Joint Committee of Agriculture and Rural Affairs and Planning Committee and Council later this year;
  - c. That the implementing amendment to the Official Plan/new Official Plan shall not proceed to Council until such time as the Memorandum of Understanding is executed;
2. That Planning Committee recommend that Council delegate authority to the General Manager, Planning, Infrastructure and Economic Development Department to enter into a Front-Ending Agreement for the works related to the Sandalwood Park improvement to be partially front-ended by Hazelview at an upset limit of \$350,000 (including applicable H.S.T.) with reimbursement through Development Charge credits to occur upon the time when net new units having paid the urban parks component of the overall rate; and
3. That Planning 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 8, 2021," 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'urbanisme recommande au Conseil d'approuver ce qui suit :
  - a. Modification au Plan officiel pour créer de nouvelles Politiques sur un site particulier dans le Volume 2b relativement au secteur Heron Gate,

comme l'explique en détail le document 2;

- b. **Que les changements présentés dans le document 2 soient soumis à l'étude, dans le cadre du nouveau Plan officiel, lors de la réunion conjointe du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales, puis présentés au Conseil plus tard dans l'année;**
  - c. **Que la modification de mise en œuvre dans le Plan officiel actuel ou nouveau Plan officiel ne soit présentée au Conseil qu'après l'exécution du Protocole d'entente;**
2. **Que le Comité de l'urbanisme recommande au Conseil de déléguer au directeur général de la Planification, de l'Infrastructure et du Développement économique le pouvoir de conclure une entente initiale pour les travaux liés à l'amélioration du parc Sandalwood, qui sera partiellement financée par Hazelview, pour un budget maximal de 350 000 \$ (avec la TVH applicable) avec un remboursement par crédits de redevances d'aménagement qui s'appliquera au moment où les logements nouveaux en chiffres nets auront payé la partie des parcs urbains du tarif global;**
  3. **Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation, 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 septembre 2021 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.**

## **EXECUTIVE SUMMARY**

### **Staff Recommend Approval**

Planning staff recommend approval of the Official Plan Amendment for 2848, 2851, 2881, 2898 Baycrest Drive, 2820, 2831 Cedarwood Drive and 2816 Sandalwood Drive to create a site-specific policy within Volume 2b of the Official Plan, to permit the redevelopment of the site and future construction of apartment buildings of increased building heights of up to 25 storeys, the creation of a new City park, implementation of a

vision and guiding principles and implementation of various policies on land use, built form, public realm, transportation, circulation, sustainability, housing and community benefits. The total number of units at full build-out, including existing units that will remain (1,305 units) and new units to be constructed (5,122 units) over the next 20-25 years, is estimated to be 6,427. All units were planned to be rental with a potential to include a diversity of tenure types, including ownership.

The applicant has agreed on the provision of a total of 1,020 units at different levels of affordability within both the existing towers and new buildings to be constructed, for a time period of 10 to 20 years. The applicant further committed to ensuring that no future demolition of occupied units will take place unless affected tenants are given the option to relocate to newly constructed equivalent units at the same rent. Affected tenants will also be given the option to relocate to a newly renovated unit at the same rent, at an earlier date. The applicant further agreed to front-ending one third of the total costs of the Sandalwood Park improvement works, in the amount of \$350,000 to be reimbursed on the basis of the urban parks (inside the Greenbelt) residential component of the development charges. Details are provided later in this report and will be implemented through the site-specific policy and a Memorandum of Understanding (MOU).

### **Applicable policies**

The majority of the site is designated in the Official Plan (OP) as General Urban Area (Section 3.6.1) that permits residential intensification for sites that front on an Arterial Road and which are within 800 metres walking distance of a Rapid Transit Station or on a Transit Priority Corridor and sites that are in an area already characterized by taller buildings. The proposal is well located to encourage the use of sustainable transportation modes, is separated from low-rise neighbourhoods by Heron Road, Walkley Road, and Heron-Walkley linear park. The whole 21-hectare site is within 800 metres from a transit station for the future Bus Rapid Transit (BRT) on Heron Road and proposes multiple pedestrian connections to the transit station, thus meeting the objective of Policy 3.6.1.4.i.

The southern portion of the site where abutting Walkley Road is designated Arterial Mainstreet (Section 3.6.3) which is intended to offer significant opportunities for intensification through medium-density and mixed-use development along streets that are Transit Priority Corridors by encouraging more dense and mixed-use development that supports, and is supported by, increased walking, cycling and transit use. Policy 3.6.3.10 encourages redevelopment and infill on Traditional and Arterial Mainstreets. Policy 3.6.3.12 restricts building heights to nine storeys, unless a

secondary plan states otherwise, but high-rise buildings may be permitted subject to a zoning amendment if one or more of the following are met: within 400 metres walking distance of a Rapid Transit Station; or directly abutting an intersection of the Mainstreet with another Mainstreet or a Transit Priority Corridor; or directly abutting a Major Urban Facility and where the development provides a community amenity and adequate transition is provided to adjacent low-rise. Given that these conditions are not being met, an Official Plan Amendment is required. Although not meeting the exact locational requirements, the site is adjacent to the Arterial Mainstreet over a length of 500 metres, the proposed development will provide a 1.5-hectare City park and will provide adequate transition to the low-rise neighbourhoods by being separated by Walkley Road to the south and by the Heron-Walkley linear park to the west.

Official Plan Policy 2.2.2.17 states that to increase building heights the following criteria must be met: the impacts on the surrounding area have been assessed; that direction in policy 10 is met (taller buildings should be located in areas that support the Rapid Transit and Transit Priority networks); the requirements of the secondary planning process in Section 2.5.6 are met; and an identified community amenity is provided. The above noted criteria have been met: the impacts on the surrounding area have been assessed; Heron Road is identified as future BRT with an adjacent Transit Station and Walkley Road is identified as a Transit Priority Corridor; the requirements of the secondary planning process has been followed; and a new central City park will be provided.

Section 2.5.2 provides policies to improve the supply of affordable housing. The City encourages the creation of affordable housing in new residential development and redevelopment to meet an annual target of 25 per cent of all new rental housing is to be affordable to households up to the 30th income percentile. The City encourages and promotes the achievement of the target by providing planning incentives. Density bonusing is being utilized in the review of this application as an incentive to acquire affordable housing, which is reflected in the Site-Specific Policy and will be concluded as conditions of approval in future Site Plan Control applications. The density increase (density bonusing) for this area is approximately 1,439 units over the existing as-of-right (4,988 units) and is being achieved through increased height to ensure proper variations in height across the area. The proposed development is also reviewed according to policies in Sections 2.2.2, 2.5.1 and 4.11 of the Official Plan.

### **Public Consultation**

Prior to the formal application submission, seven community engagement sessions



were held by the applicant and the Councillor's office during the time period from January 23, 2018 to April 23, 2019. The applicant and their consultants, Councillor, and City staff were present at these sessions.

Notification and public consultation for this Official Plan Amendment application were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for Development Applications.

Additionally, a webpage at Ottawa.ca ([link](#)) was created for this application which included information in English, French, Arabic, Somali and Nepalese.

Councillor Cloutier held a Community Information and Comment Session in March 2021 to discuss the development with the community. This included information boards for public viewing available at the Heron Road Community Center from Monday, March 15, 2021 to Friday March 19, 2021. In person meetings available in Somali, Arabic and Nepalese were offered for Monday, March 22, 2021 at the Heron Road Community Centre. This was by appointment only in order to respect COVID-19 protocols and no registrations were received.

An online virtual meeting was held on March 25, 2021 through Zoom. During this meeting, City staff provided a presentation of the application process and next steps, the applicant's consultant team provided a presentation of the proposal and a moderated question and answer period concluded the evening. Approximately 60 individuals attended.

Approximately 180 comments were submitted during the application review process. There were a few comments submitted in support, with the majority in opposition based on height, density, traffic, affordability, sun shadowing and design.

## **RÉSUMÉ**

### **Approbation recommandée par le personnel**

Le personnel de l'équipe d'urbanisme recommande au Conseil d'approuver une modification au Plan officiel pour les 2848, 2851, 2881 et 2898, promenade Baycrest, les 2820 et 2831, promenade Cedarwood et le 2816, promenade Sandalwood dans le but de créer une politique propre à ces emplacements dans le volume 2b du Plan officiel pour, de permettre le réaménagement de l'emplacement et la future construction d'immeubles à logements plus élevés de jusqu'à 25 étages, l'aménagement d'un nouveau parc municipal, la mise en œuvre d'une vision et de principes directeurs et

l'adoption de diverses politiques sur l'utilisation du sol, la forme bâtie, le domaine public, le transport, la circulation, la durabilité, le logement et les avantages communautaires. Le nombre total d'unités une fois le site complètement aménagé, y compris les unités existantes qui demeureront en place (1305 unités) et les nouvelles unités qui doivent être construites (5122 unités) au cours des 20 à 25 prochaines années, est estimé à 6427. On prévoit que toutes les unités seront locatives avec la possibilité d'inclure une variété de modèles d'occupation, dont la possibilité de devenir propriétaire.

Le demandeur a accepté l'aménagement d'un total de 1020 unités à divers niveaux d'abordabilité dans les deux tours actuelles et les nouveaux immeubles qui seront construits, sur une période de 10 à 20 ans. Le demandeur s'est également engagé à s'assurer qu'aucune future démolition d'unités occupées n'aura lieu à moins que les locataires touchés aient reçu l'option d'emménager dans une unité nouvellement construite au même loyer. Les locataires touchés auront aussi le choix d'emménager plus tôt dans une unité nouvellement rénovée au même loyer. En outre, le demandeur a accepté de financer le tiers du total des coûts des travaux d'amélioration du parc Sandalwood, soit un montant de 350 000 \$ devant être remboursé en fonction du volet résidentiel des parcs urbains (à l'intérieur de la ceinture de verdure) des redevances d'aménagement. Plus de détails seront fournis plus loin dans le présent rapport et seront mis en œuvre dans le cadre de la politique propre à l'emplacement et d'un Protocole d'entente.

### **Politiques applicables**

La plus grande partie de l'emplacement est désignée dans le Plan officiel (PO) comme secteur urbain général (article 3.6.1) qui permet la densification résidentielle sur les emplacements qui donnent sur une artère et qui sont situés à moins de 800 mètres à pied d'une station de transport en commun rapide ou d'un couloir prioritaire de transport en commun et les emplacements situés dans un secteur déjà caractérisés par de grands immeubles. La proposition est bien située pour encourager l'usage du transport durable et est séparée des quartiers de faible hauteur par le chemin Heron, le chemin Walkley et le parc linéaire Heron-Walkley. Le site de 21 hectares est situé à moins de 800 mètres d'une station de transport en commun du futur transport en commun rapide par autobus (TCRA) sur le chemin Heron et propose plusieurs liens piétonniers vers la station de transport en commun, répondant ainsi à l'objectif de la politique 3.6.1.4.i.

La portion sud du site longeant le chemin Walkley est désignée comme artère principale (article 3.6.3) qui doit offrir d'importantes possibilités de densification par le biais d'aménagements polyvalents de densité moyenne, le long de couloirs prioritaires au

transport en commun en encourageant les aménagements plus denses et polyvalents, qui favorisent et que favorisent une plus grande utilisation de moyens de déplacement comme la marche, le vélo et le transport en commun. La politique 3.6.3.10 encourage le réaménagement et l'aménagement intercalaire sur les rues principales traditionnelles et les artères principales. La politique 3.6.3.12 limite les bâtiments à une hauteur de neuf étages, sauf indication contraire dans un plan secondaire, mais les immeubles de grande hauteur peuvent être autorisés sous réserve d'une modification du zonage si un ou plusieurs des critères suivants sont comblés : être situés à moins de 400 mètres à pied d'une station de transport en commun rapide; ou directement à côté d'une grande installation urbaine ainsi que dans les cas où les travaux d'aménagement prévoient une commodité communautaire et une transition adéquate avec des immeubles de faible hauteur voisins. Comme ces conditions ne sont pas respectées, une modification du Plan officiel est nécessaire. Bien qu'il ne réponde pas aux exigences précises en matière d'emplacement, le site longe l'artère principale sur une distance de 500 mètres et l'aménagement proposé comprendra un parc municipal de 1,5 hectare ainsi qu'une transition convenable aux quartiers de faible hauteur grâce à la séparation offerte par le chemin Walkley au sud et le parc linéaire Heron-Walkley à l'ouest.

Selon la politique 2.2.2.17 du Plan officiel, pour augmenter les hauteurs de bâtiment, les critères suivants doivent être respectés : les répercussions sur le secteur environnant ont été évaluées; l'orientation de la politique 10 est respectée (les plus grands immeubles devraient être situés à un endroit qui favorise les réseaux de transport en commun rapide et les réseaux prioritaires de transport en commun); les exigences du processus de planification secondaire de l'article 2.5.6 sont respectées; et une installation communautaire désignée comme telle est fournie. Les critères susmentionnés sont respectés : les répercussions sur le secteur environnant ont été évaluées; le chemin Heron accueillera le TCRA et une station de transport en commun adjacente et le chemin Walkley est considéré comme couloir prioritaire de transport en commun; les exigences du processus de planification secondaire ont été suivies; et un nouveau parc municipal central sera aménagé.

L'article 2.5.2 prévoit des politiques d'amélioration de l'offre de logements abordables. La Ville encourage l'aménagement de logements abordables au sein de nouveaux projets d'aménagement ou de réaménagement résidentiel de manière à obtenir que, chaque année, 25 % de tous les nouveaux logements locatifs soient abordables pour les ménages jusqu'au 30<sup>e</sup> centile de revenu. En outre, la Ville encourage et favorise l'atteinte de cette cible en offrant des mesures d'incitation à la planification. Des primes de densité sont utilisées dans le cadre de l'examen de la présente demande comme

mesure d'incitation pour créer du logement abordable, ce qui se reflète dans la politique propre à l'emplacement et qui sera conclu comme condition d'approbation dans de futures demandes de réglementation du plan d'implantation. La densification (prime de densité) de ce secteur représente environ 1439 unités sur l'emplacement actuel de plein droit (4988 unités) et est rendue possible grâce à l'augmentation de la hauteur pour assurer de bonnes variations de hauteurs sur tout le secteur. L'aménagement proposé est également examiné conformément aux politiques des articles 2.2.2, 2.5.1 et 4.11 du Plan officiel.

### **Consultation publique**

Avant la présentation officielle de la demande, le demandeur et le bureau du conseiller municipal ont tenu sept séances de consultation publique pendant la période du 23 janvier 2018 au 23 avril 2019. Le demandeur et ses experts-conseils et le conseiller municipal et son personnel étaient présents lors des séances.

Pour cette demande de modification du Plan officiel, un avis a été donné, et une consultation publique a eu lieu, conformément à la Politique d'avis et de consultation publique approuvée par le Conseil pour les demandes d'aménagement.

De plus, une page Web a été créée à Ottawa.ca ([lien](#)) pour cette demande, qui comprend de l'information en français, en anglais, en arabe, en somali et en népalais.

En mars 2021, le conseiller Cloutier a tenu une séance communautaire d'information et de commentaires pour discuter de l'aménagement avec la collectivité. Cet événement comprenait des tableaux d'information mis à la disposition du public au centre communautaire du chemin Heron du lundi 15 mars au vendredi 19 mars 2021. Des rencontres en présentiel en somali, en arabe et en népalais ont eu lieu le lundi 22 mars 2021 au centre communautaire du chemin Heron par rendez-vous seulement pour respecter les consignes de COVID-19; aucune inscription n'a été reçue.

Une rencontre virtuelle a eu lieu le 25 mars 2021 par Zoom, lors de laquelle le personnel municipal a présenté le processus de demande et les prochaines étapes et l'équipe d'experts-conseils du demandeur a présenté sa proposition et a modéré une période de questions à la fin de la soirée. Une soixantaine de personnes y ont assisté.

Environ 180 commentaires ont été soumis lors du processus d'examen de la demande. Quelques-uns d'entre eux appuyaient le projet, mais la majorité s'y opposaient en raison de la hauteur, la densité, la circulation, l'abordabilité, le blocage du soleil et la conception.

## **BACKGROUND**

### **Site Location**

2848, 2851, 2881, 2898 Baycrest Drive, 2820, 2831 Cedarwood Drive and 2816 Sandalwood Drive.

### **Owner**

Hazelview Investments

### **Applicant**

Jack Stirling, The Stirling Group

### **Architect/Planning Consultant**

Dialog

### **Description of site and surrounding**

The 21.41-hectare site is known as the Heron Gate Community, currently occupied by residential uses ranging from low-rise townhouses to apartment buildings with heights up to 19 storeys and the Heron Gate outdoor pool and community garden. Located in the northeast corner of the site is the initial phase of the re-development, titled "HG7 Vista Local" which contains three six-storey apartment buildings. To the northwest of the site is the Heron Road Community Center. To the north of the site, across Heron Road, is a low-rise residential neighbourhood known as Alta Vista and Guildwood Estates. This area is comprised primarily of low-rise single and semi-detached housing, with some limited row houses, as well as some institutional uses. To the east of the site are the Heron Gate Mall and Sandalwood Park. To the south of the site, across Walkley Road, residential areas are intermixed with limited commercial space along the street edge, with employment uses becoming predominant further east and south. To the west, the site abuts the Heron-Walkley Park, a slim linear green space stretching from Walkley Road to Heron Road. Beyond the park is a low-rise residential neighbourhood and schools.

The site currently contains 1,864 rental units, including 957 units in five apartment towers (ranging in heights from 8 stories to 19 stories), 348 units in the newly constructed HG7 Vista Local Block, 307 units in the townhouse (garden house) buildings and 252 units in the low-rise apartment buildings. A large number of the existing units are currently rented out at a rate that is below the Average Market Rent

(AMR). There are numerous families living in the community that are linguistically and racially diverse. In addition to the two City's official languages, English and French, other major languages spoken by residents in Heron Gate include Arabic, Somali, and Nepali.

### **Summary of the development**

The overall development plan is to redevelop the site through constructing multiple rental townhouses and apartment buildings ranging in heights of two to 25 storeys over the 21-hectare site during the next 20-25 years. Total units at full build-out, including existing units that will remain (1,305 units) and new units to be constructed (5,122 units), is estimated to be 6,427 units according to the applicant's demonstration plan (Annex A of the OPA in Document 2). 559 of the exiting units that are currently contained in the garden houses and low-rise apartment buildings are planned to be demolished throughout the redevelopment. The five existing apartment towers with 957 units will remain, as well as 348 units in the newly constructed HG7 Vista Local Block. Limited local commercial and service uses will be permitted on the ground floor of the new buildings fronting onto major roads. The proposal also includes the development of a new City park, three privately-owned public spaces, internal roads, pathways and linkages.

### **Summary of the requested Official Plan Amendment**

The Official Plan Amendment (OPA) application was received to permit the re-development of the subject site through the implementation of a new Site-Specific Policy for the area to be included in Volume 2b – Site Specific Policies of the Official Plan. The Site-Specific Policy will create a vision for the area, site specific land use policies, built form policies, public realm policies and applicable schedules. The OPA proposes to create four land uses designations, each with their own specific policies. The Heron Road Corridor proposes heights up to 18 storeys; the Heron Gate Neighbourhood proposes heights up to 25 storeys and the Walkley Road Corridor proposes heights up to 25 storeys. The fourth designation is for a future 1.5-hectare public park in the center of the site. The Site-Specific Policy will also implement a vision and guiding principles and implementation of various policies on land use, built-form, public realm, transportation, circulation, sustainability, housing and community benefits.

### **Brief history of the proposal**

The north-eastern most corner of this site, 2816 Sandalwood Drive, was subject to a Site Plan Control application and a Minor Variance application in 2016 and 2017. These

applications enabled the construction of three six-storey buildings, known as HG7 Vista Local, containing 348 residential units and one commercial unit. This development replaced the 80 townhouses that were demolished in 2016.

In 2018, 150 townhouses were demolished on a 6-hectare block known as 2851 Baycrest Drive. This area is currently vacant.

## **DISCUSSION**

### **Official Plan Designation**

The site is located within the General Urban Area designation and the Arterial Mainstreet designation as shown on Schedule B of the City's Official Plan (OP). Schedule D of the OP designates Heron Road as a Bus Rapid Transit (BRT) – At-Grade Crossings and Walkley Road as a Transit Priority Corridor (Isolated Measures). Schedule E of the OP designates Heron Road and Walkley Road as Arterial – Existing and Baycrest Drive as Collector – Existing.

#### **Section 2.1 – Patterns of Growth**

Growth in the existing designated urban areas will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities. Furthermore, designated Mainstreets will be compact, liveable, and pedestrian-oriented with a vibrant mix of residential uses, and social, cultural and economic activity.

#### **Section 2.2.2 – Managing Intensification Within the Urban Area**

Mainstreets are a target area for intensification and denser developments should be in areas that support the Rapid Transit and Transit Priority networks. Furthermore, intensification can be supported in the General Urban Area where it will enhance and complement its desirable characteristics and long-term renewal. Generally, new development, including redevelopment, proposed within the interior of established neighbourhoods will be designed to complement the area's desirable character reflected in the pattern of built form and open spaces. The character of a community may be expressed in its built environment and features such as building height and massing. The Official Plan will guide design and compatibility at the time of future planning applications.

### Section 2.5.1 – Designing Ottawa

Tools and design objectives in Section 2.5.1 provide guidance on measures that will mitigate differences between the existing and proposed development and help achieve compatibility of form and function. These design objectives include enhancing the sense of community; defining quality public and private spaces through development; creating spaces that are safe and accessible; ensuring that new development respects the character of existing areas; considering the adaptability and diversity of places that can adapt and evolve easily over time; and maximizing/promoting energy-efficiency and sustainable design.

### Section 2.5.2 – Affordable Housing

Affordable housing is defined in Section 2.5.2 as housing for which low or moderate income households pay no more than 30 per cent of its gross annual income. A target of 25 per cent of all new rental housing to be affordable to households up to the 30th income percentile is encouraged and promoted by the City. To encourage landlords into providing affordable housing, a variety of planning incentives are listed in subsection 3, including but not limited to, density bonusing, deferral or waiving of fees and charges; alternative development standards; land; and more flexible zoning.

### Section 2.5.6 – Collaborative Community Building and Secondary Planning Processes

Secondary planning processes are used to guide the development of large redevelopment sites to create a flexible framework for the future development of the planning area. The City intends that the highest density of development, including High-rise buildings, should be in proximity to rapid transit stations. High-rise buildings are also a built form that requires detailed attention to urban design and their impacts on the existing communities into which they are located for example: avoiding or mitigating negative shadow or microclimate impacts; building transition to minimize impacts on adjacent low-rise neighbourhoods; identifying required community amenities; and encouraging architectural excellence and sustainable design.

### Section 4.11 – Urban Design and Compatibility

Various considerations are used to assess the urban design and compatibility between new and existing developments. Good building design contributes to successful neighbourhood integration and compatibility by using appropriate setbacks, heights and transitions. Massing and scale of new developments can be established through a secondary planning process to ensure appropriate transition to established low-rise



developments ex. angular planes, step-backs of buildings. High rise buildings can address impacts by including a base that respects the scale, proportion and character of surrounding buildings, by including a tower that is appropriately stepped-back, separated from other towers and reduced floor plate to minimize wind and sun shadowing impacts, as well as to maintain privacy and preserve public views and sky views. That outdoor amenity areas (private and communal) are designed to accommodate a variety of leisure activities.

### **Other applicable policies and guidelines**

The Urban Design Guidelines for High-rise Buildings ([link](#)) apply to the site. The guidelines provide guidance on building mass, transition, floor-plate size, tower separation, human-scale and pedestrian realm.

The Transit-Oriented Development Guidelines ([link](#)) also apply to the majority of the site as approximate 90 per cent of the site is located within 600 metres of a transit station along the future Heron Road BRT. This document provides guidance to assess, promote and achieve appropriate Transit-Oriented Development by providing transit supportive land uses and densities that complement both transit users and the local community; ensure that the built form is designed and orientated to enable and encourage transit use; ensure the safe circulation of pedestrians, cyclists and vehicles; and create quality public spaces that provide direct, convenient, safe and barrier-free access to transit.

### **Existing Zoning**

The site is currently zoned Residential Fifth Density Subzone B with a maximum height of 18 metres (R5B H(18)) and Arterial Mainstreet Subzone 10 (AM10). The AM10 zone permits a variety of commercial uses and residential uses ranging from townhouses to mid-rise apartments with a maximum height of 30 metres. Mid-rise apartments are limited to nine storeys. The R5B H(18) zone permits a variety of residential uses ranging from detached dwellings to high rise apartments. The height limit symbol "H(18)" in the zoning restricts the height to 18 metres which corresponds to approximately six storeys.

The current zoning and permitted heights within this area represent a total as-of-right of approximately 4,988 units. The proposal represents a total of 6,427 units at full build-out. Therefore, the amendments requested through this application represents an additional 1,439 units over the as-of-right units.

### **Demolition Control By-law**

The site is located outside of the Area of Demolition Control as defined by Schedule 1 of the Demolition Control By-law 2012-377. Consequently, a section titled Housing Security and Diversity is included in Document 2 – Details of Recommended Official Plan Amendment XX to ensure existing tenants are offered the ability to transfer their leases and relocate within the community. Similar wording is also included in Section 5 of the MOU as shown in Document 5.

### **Section 37 of *Planning Act***

The term Section 37 refers to the section of the *Planning Act* which allows the City to ask for benefits to construct, fund or improve facilities when a development requires a Zoning By-law amendment. Given that this application is strictly for an OPA, Section 37 cannot be applied at this time. In the future, when the applicant submits a Zoning By-law amendment application, it will be reviewed to determine whether it falls within the Development Threshold of Section 37, or a similar program, as applicable.

### **Urban Design Review Panel**

The part of the property designated Arterial Mainstreet is considered a Design Priority Area. Both City staff and the applicant agreed it would be beneficial to present the whole application to the Urban Design Review Panel (UDRP). The applicant presented their proposal to the UDRP at a formal review meeting on March 4, 2021, which was open to the public.

The panel's recommendations from the formal review are provided in Document 4. These recommendations are elements to be refined at the Site Plan Control stage as the high level of this Site-Specific Policy was not conducive to these recommendations. The applicant has agreed to implement these recommendations through future Site Plan Control applications and has agreed to return to the UDRP for future planning applications containing high-rise building(s).

The key elements that the panel flagged for further consideration are incorporated into the recommendations contained within this report for the Official Plan Amendment.

### **Planning Rationale**

This application has been reviewed under the consolidated Official Plan (2003) and amendments in effect from Official Plan Amendment 150 (OPA 150).

## Land use and building height

The majority of the site is designated as General Urban Area (Section 3.6.1), which is intended to provide a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, leisure, entertainment and institutional uses. Consideration shall be given to a balance of housing types to provide a wide range of housing for a variety of demographic profiles throughout the General Urban Area. Residential intensification that builds upon the existing character of the area to enhance established patterns of built form and open space, while also achieving a balance of housing types and tenures. Building height in the General Urban Area is predominantly Low-Rise except for the subject site for which the zoning allows heights up to six storeys. Policy 3.6.1.4.a states that new taller buildings may be considered for sites that front on an Arterial Road and which are within 800 metres walking distance of a Rapid Transit Station or on a Transit Priority Corridor.

Both Heron Road and Walkley Road are Arterial roads. Heron Road is designated as BRT with At-Grade Crossings and the Transit Station located west of the Heron Road and Baycrest Drive intersection is within 800 metres walking distance for the whole site. Additionally, Walkley Road is also designated as a Transit Priority Corridor with Isolated Measures. Policy 4.b. of Section 3.6.1 states that new taller buildings may also be considered for sites that are in an area already characterized by taller buildings. There are currently four high-rise buildings and one mid-rise building on the site with respective heights of 19, 16, 15, 15 and eight storeys.

An OPA has been applied to capture that portion of the site that does not front onto Arterial Roads and that the proposed heights (up to 25 storeys) are slightly higher than the existing high rise buildings (up to 19 storeys) that characterize the site. Nevertheless, the proposal is well located to encourage the use of sustainable transportation modes, is separated from low-rise neighbourhoods by Heron Road and Heron-Walkley linear park. The whole 21-hectare site is within 800 metres from a transit station for the future BRT on Heron Road and proposes multiple pedestrian connections to the transit station, thus meeting the objective of Policy 3.6.1.4.(i).

Policy 3.6.1.8 encourages small, locally-oriented convenience and service uses that complement adjacent residential land uses and are of a size and scale consistent with the needs of nearby residents. The Site-Specific Policy will permit locally-oriented commercial and service uses which will be individually reviewed for compatibility through future development applications.

The southern portion of the site is designated Arterial Mainstreet (Section 3.6.3) which is intended to offer significant opportunities for intensification through medium-density and mixed-use development along streets that are Transit Priority Corridors by encouraging more dense and mixed-use development that supports, and is supported by, increased walking, cycling and transit use. Arterial Mainstreets have post-1945 characteristics and are to evolve into more transit-supportive, pedestrian-friendly Mainstreets that support the neighbouring community. Policy 3.6.3.10 encourages redevelopment and infill on Traditional and Arterial Mainstreets in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk.

Policy 3.6.3.12 restricts building heights to nine storeys, unless a secondary plan states otherwise, but High-rise buildings may be permitted subject to a zoning amendment if one or more of the following are met: within 400 metres walking distance of a Rapid Transit Station; or directly abutting an intersection of the Mainstreet with another Mainstreet or a Transit Priority Corridor; or directly abutting a Major Urban Facility and where the development provides a community amenity and adequate transition is provided to adjacent low-rise. Given that these are not being met, an Official Plan Amendment is required. Although not meeting the exact locational requirements, the site is adjacent to the Arterial Mainstreet, which is also a Transit Priority Corridor, over a length of 500 metres, the proposed development will provide a 1.5-hectare City park and will provide adequate transition to the low-rise neighbourhoods by being separated by Walkley Road to the south and by the Heron-Walkley linear park to the west.

Through policy 3.6.3.15 the City will demonstrate its commitment to development on Mainstreets and will consider them a priority location for using techniques such as increased height and density provisions.

Section 2.2.2, Managing Intensification Within the Urban Area, provides direction for intensification and indicates that denser developments should be in Mainstreet areas, in areas that support the Rapid Transit and Transit Priority networks. Generally, new development, including redevelopment, proposed within the interior of established neighbourhoods will be designed to complement the area's desirable character reflected in the pattern of built form (building height and massing) and open spaces. Walkley Road is designated as an Arterial Mainstreet, Heron Road is identified for a future BRT and the site is characterized by existing tall buildings up to 19 storeys.

Policy 2.2.2.17 states that to increase building heights the following criteria must be met: the impacts on the surrounding area have been assessed; that direction in policy

2.2.2.10 is met (taller buildings should be located in areas that support the Rapid Transit and Transit Priority networks); the requirements of the secondary planning process in Section 2.5.6 are met; and an identified community amenity is provided. The impacts on the surrounding area have been assessed, Heron Road is identified as future BRT with an adjacent Transit Station and Walkley Road is identified as a Transit Priority Corridor, the requirements of the secondary planning process has been followed and a new central City park will be provided.

Concerning Policy 2.2.2.17(d), referring to providing a community amenity, a new centrally located 1.5-hectare City park and three Privately-Owned Public Spaces (POPS) will be provided.

#### Affordable housing

Section 2.5.2 provides policies to improve the supply of affordable housing. The City encourages the creation of affordable housing in new residential development and redevelopment to meet an annual target of 25 per cent of all new rental housing is to be affordable to households up to the 30th income percentile. The City encourages and promotes the achievement of the target by providing planning incentives and direct supports, including but not limited to: density bonusing; density transfer; deferral or waiving of fees and charges; alternative development standards; land; and more flexible zoning. The intent of the policy was not to demand that developments from private sectors must provide 25 per cent of the development units as affordable units; rather, it is to set an annual target across the City for both public and private-initiated developments and to encourage the utilization of City initiatives to support the construction of affordable units.

Different definitions of “affordable housing” are being considered in the review of this application. According to Canada Mortgage and Housing Corporation (CMHC) housing is considered “affordable” if it costs less than 30 per cent of a household’s before-tax income.

The Provincial Policy Statement (PPS) 2020 defines affordable as: in the case of rental housing, the least expensive of: 1. a unit for which the rent does not exceed 30 per cent of gross annual household income for low and moderate income households; or two. a unit for which the rent is at or below the average market rent of a unit in the regional market area. Maximum monthly rents for the two scenarios are explained below in relation to the definitions by the City’s Official Plan and the Municipal Capital Facilities By-law.

The Official Plan defines affordable housing as: "Housing, either ownership or rental, for which a low- or moderate-income household pays no more than 30 per cent of its gross annual income." Based on this definition, the monthly rent in Ottawa in 2019 for an affordable unit is \$1,476. This is regardless of the type of the unit and number of bedrooms.

The City of Ottawa Municipal Capital Facilities By-law (MCFB) defines affordability as "a housing unit with a monthly occupancy cost at or below average monthly City-wide rents by unit type, for any calendar year, as determined in the annual survey of City-wide rents for the prior calendar year published by the Canada Mortgage and Housing Corporation." This threshold is also referenced as the rate at or below the Average Market Rent (AMR). The AMR in Ottawa in 2020 for different types according to CMHC is shown in Table 1. Different from the affordability threshold solely based on the 30th income percentile, the use of AMR considers various types of units including larger units that are oriented towards families.

In consultation with Housing Services, staff also suggest an alternative approach to determine the maximum rents by unit type by using the Average Income by Household Income Deciles for the City of Ottawa. Starting with the 2nd income decile to determine the maximum allowable rent for a bachelor unit, the 3rd income decile for a 1-bedroom unit, the 4th income decile for a 2-bedroom unit and 5th income decile for 3-bedroom unit. Table 1 represents maximum rents based on the 2019 Average Income by Household Income Deciles for the City of Ottawa. This alternative approach incorporates the CMHC definition for affordable housing and the consideration of various types of units.

**Table 1 - Average Market Rent and 30 per cent of Average Income by Household Income Deciles**

Unit type	CMHC Average Market Rent	Income Deciles	Average Household Incomes by Decile	30% of Average Income by Household Income Deciles
Bachelor	\$1,000	2 <sup>nd</sup> Income Decile	\$42,640	\$1,066
1 Bedroom	\$1,244	3 <sup>rd</sup> Income Decile	\$59,079	\$1,476
2 Bedroom	\$1,514	4 <sup>th</sup> Income Decile	\$75,444	\$1,886
3 Bedroom	\$1,850	5 <sup>th</sup> Income Decile	\$92,784	\$2,319

During the review and discussion of this Official Plan Amendment (OPA) application, the applicant has expressed commitment to provide housing at various affordable levels in Heron Gate that will include the following components:

- Upon Council approval of the OPA application, secure **255** units (four per cent of total units) in existing buildings that are to remain at a rent at or below the AMR, for 20 years;
- By August 2026 (five years from the OPA approval), secure an additional **255** (four per cent of total units) units in existing buildings that are to remain at a rent at or below the AMR, for 20 years;
- As the new construction progresses, secure a total of **510** units (eight per cent of total units) in new developments at a rent at or below 30 per cent of the Average Income by Household Income Decile, for 10 years. The City will work with the applicant to explore whether any Tax Deferral/Abatement or Development Charge Credits can be made available in respect of the redevelopment of the Heron Gate Area;
- The other 447 units (seven per cent of total units) in existing buildings that are

occupied (which are currently largely below the AMR) will remain subject to the Residential Tenancies Act (RTA).

- No future demolition of occupied units will take place unless affected tenants are given the option to relocate to newly constructed equivalent units at the same rent. Affected tenants will also be given the option to relocate to a newly renovated unit at the same rent, at an earlier date;

In total 1,020 units will be provided at various levels of affordability. 510 units will be provided as secured affordable units over the next 20 years in the existing buildings and an additional of 510 units in new buildings will be provided at a rent at or below 30 per cent of the Average Income by Household Income Deciles for the next 10 years. Altogether this is approximately 16 per cent of the total units at full build-out (6,427 units). The additional 510 units at or below 30 per cent of the Average Income by Household Income Deciles in new buildings count for approximately 10 per cent of the total new units (5,122 units) and 35 per cent of the density bonusing (1,439 units) that will be granted through this Official Plan Amendment.

The applicant further expressed willingness to provide a mix of housing types and sizes that will meet residents' needs and reflect the community's social fabric. This includes adding three and four- bedroom family-style units and making ground floor units accessible.

The provision of affordable housing as described above will be incorporated into the Site-Specific Policy (OPA) and will be listed as conditions of approval in future Site Plan Control applications. A Memorandum of Understanding will also capture the affordable housing, existing units demolition and displacement, and other social expectations of the applicant which will be executed by the City and the applicant.

The amounts in Table 1 above could be reduced in the future by further agreement with the proponent and the City through additional incentives should they become available.

#### Contribution to Sandalwood Park Improvements

Sandalwood Park is located outside of but immediately adjacent to the lands being redeveloped by Hazelview. Recreation, Culture and Facility Services staff have identified a need for the refurbishment of this park and the construction of additional growth-related park amenities, including a splashpad, new play equipment and a skateboard facility, subject to public consultation and design feasibility.



Discussions have taken place between City staff, Hazelview and the Ward Councillor to determine how the improvements at Sandalwood Park can be funded. A preliminary budget estimate for the cost of the capital works is approximately \$1,050,000 (including applicable H.S.T.). These discussions have led to a proposal that the works be funded through contributions of \$350,000 each from the following:

- 1) Ward 18 Cash-in-Lieu contribution of parkland account (# 830307)
- 2) City-wide Cash-in-Lieu contribution of recreation capital account (# 830015)
- 3) Front-ending contribution from Hazelview

In respect of the contribution from the Ward 18 cash-in-lieu account, upon adoption of this report by Council, Councillor Cloutier will provide the necessary concurrence for \$350,000 in the account for Ward 18 to be encumbered by the obligation to pay for park facilities within Sandalwood Park.

With respect to the contribution by Hazelview, this would be secured by a front-ending agreement between Hazelview and the City to be executed shortly following the approval of this report by Council. It is anticipated that the design and construction of the additional park amenities will take place in 2022. Hazelview would therefore be required in the agreement to pay to the City \$350,000 by March 31, 2022 for its share of the costs of the works.

Hazelview would be reimbursed for its contribution of \$350,000 on the basis of the urban parks (Inside the Greenbelt) residential component of development charges paid by them as the redevelopment of Herongate proceeds. The reimbursement in respect of such credits will be paid on a quarterly basis. As Hazelview will be entitled to development charge credits in full in respect of any demolished dwelling units, the credits towards the \$350,000 will only be applicable with respect to net new units having paid the urban parks component of the overall rate.

The outstanding amount of Hazelview's contribution to Sandalwood Park will be indexed in accordance with the Development Charges By-law.

#### Urban Design Review

Section 2.5.1 provides design objectives that range from providing quality public and private spaces, creating places that are safe and accessible, ensuring that the character of an existing area is respected, creating places that can adapt and evolve easily over time, respecting natural features and promoting sustainability. Built form policies within

the Site-Specific Policy incorporate design elements such as: mixture of setbacks and articulations along the facades to create visual interest and maintain the pedestrian scale; building height and massing that avoid or mitigate sun-shadow impacts and wind impacts. The area is already characterized by tall buildings and the redevelopment will build upon these characteristics while also creating spaces that are safe and accessible. Tower locations are not being approved through this OPA in order to ensure adaptability and flexibility as the site develops over the next 20 plus years. These objectives will be further reviewed through future Site Plan Control applications to ensure the design of the buildings and the public realm will not cause undue adverse impacts on surrounding properties.

As per 2.5.6 a site-specific policy will be included in Volume 2b of the Official Plan. Furthermore, elements of 2.5.6.15 were assessed while creating the site-specific policies. Section 4.11 of the OP refers to urban design and compatibility of new buildings and how it fits in with the existing character and planned function of the surrounding area through setbacks, heights, transitions, colours and materials, architectural elements, and incorporating elements and details of common characteristics of the area.

The buildings along Heron Road and Walkley Road will create an active frontage with doors towards the public streets while also including pedestrian walkway links to connect interior portions of the site to Heron Road and Walkley Road. High-rise building location will provide for a 25 metres separation distance and podium heights will be limited to six storeys as per the Urban Design Guidelines for High-Rise Buildings. Stepbacks above the fourth storey on public and private streets will ensure a more human-scale and pedestrian-oriented environment. Infill in between the retained high-rise buildings will improve the pedestrian environment by framing the streets and creating active frontages with doors to the street instead of the tower in the park situation where buildings are set back from the street and only include one pedestrian entrance to a lobby. The proposed setbacks and built form transition well to the north side of Heron Road as six-storey buildings will be directly fronting onto Heron Rd and taller buildings will be located away from Heron Rd. The six-storey buildings and the high-rise buildings will also be well below the 45 degree angular plane measured from the opposite side of Heron Road.

Tower design and separation is important to minimize wind and sun shadowing impacts as well as to maintain privacy and preserve public views and sky views. The policy requirements to ensure these are respected have been included in the site-specific

policy by addressing tower floor plate size, maximum podium height, tower separation and off-set. In addition, all high-rise buildings are also guided by the Urban Design Guidelines for High-Rise Buildings. Tower location and design will be reviewed in detail through future Site Plan Control applications to ensure compliance with the policies and consistency with the guidelines.

To ensure items such as building colours, materials, and pedestrian realm treatment are further defined and reviewed, the site-specific policy includes a provision that future planning applications including a building 10 storeys or higher be subject to a formal review to the Urban Design Review Panel.

#### Engineering Review

The Heron Gate area subject to this site-specific policy will be serviced by the existing local sanitary and storm sewers within Baycrest Drive, Sandalwood Drive and Cedarwood Drive.

The stormwater runoff from the existing development is conveyed to the existing local storm sewer network, which is currently designed with a level of service for a 2-year storm. The major system flows are conveyed via the street network to Walkley Road. The future development will utilize the existing storm sewer network and will control all stormwater runoff to an average release rate of 80 l/s/ha. All stormwater flows in excess of the minor system release rate will be stored on the private sites via roof top, surface and underground storage.

The existing local sanitary network is currently undersized to support full buildout. In order to support full buildout a new outlet to the South Ottawa Collector will be required. The new 375 millimetre diameter outlet is proposed to be constructed by the applicant through redevelopment from the intersection of Cedarwood Drive and Walkley Road to the intersection of Albion Road and Walkley Road, then southwards on Albion Road connecting to the existing sanitary maintenance hole at the intersection of Albion Road and Heatherington Road. In addition, the existing 300 millimetre diameter concrete sanitary sewers within Albion Road from the existing sanitary maintenance hole at the intersection of Albion Road and Heatherington Road to the 2700 millimetre diameter concrete South Ottawa Collector Trunk Sewer, will need to be upsized to a 375 millimetre diameter sewer.

The existing 200 millimetre diameter cast iron watermain within Baycrest Drive, Sandalwood Drive and Cedarwood Drive is sufficiently sized to support the expected consumption demand at full buildout. The standard submission requirements for future

planning applications will further investigate the need for the new developments to implement two-hour fire walls, sprinklers or increased fire separations to compartmentalize the fire areas and reduce the fire flow requirements such that the local watermain remains at a maximum nominal size of 200 millimetre diameter.

All upgrades will be completed and financed by the owner of the development.

As development proceeds in a phased manner, a Wastewater Servicing Capacity Analysis has been added to the list of required studies for future planning applications to confirm when upgrades to the existing sanitary sewers within Walkley Road and when a new outlet to the City's South Ottawa Collector sewer via Albion road will be required.

#### Transportation Review

A Transportation Impact Assessment (TIA) was submitted and reviewed by staff, who found the report to be satisfactory to support the proposed Official Plan Amendment. Transportation Demand Management (TDM) strategies will be implemented at each phase of development through the planning application process. The provision of transit passes for new residents, on-site public car-sharing facilities, enhanced transit information signage, enhanced transit stop facilities, bike share, posting of pedestrian and cycling wayfinding signage within the individual buildings and community, and secure covered bicycle parking are recommended Transportation Demand Management strategies to be advanced and have been noted in the Site-Specific Policies. A Parking Utilization Study has also been listed as a possible additional study required for future planning application to ensure parking rates established through future Zoning By-law Amendments are adequate.

Currently, the study area intersections operate satisfactorily during peak hours (level of service E or less) except for Heron Road/Alta Vista Drive, Bank Street/Heron Road and Bank Street/Walkley Road. While the development progresses to the full buildout in 20-25 years, it's crucial that transit capacity is increased to accommodate a higher transit mode share target of 60 per cent. This mode share can be achieved by implementing City projects as outlined in the ultimate transit network including completing the Bus Rapid Transit (BRT) on Heron Road and extending the Baseline BRT, as well as implementing transit priority measures on Walkley Road, all subject to funding availability and Council approval. Details will be examined throughout the review of subsequent development applications.

Other major City road projects in the area include the Bank Street renewal which is already underway. Also, Alta Vista Drive (Smyth Road to Bank Street) will eventually be

reconstructed with upgraded pedestrian and cycling infrastructure and protected signalized intersections along the corridor. Localized road modifications (auxiliary lanes, pedestrian crossovers, traffic calming, etc) will be reviewed and implemented, as appropriate, during each site plan application.

Roads internal to the site will be designed to include pedestrian, cycling and traffic calming infrastructure to increase the multimodal level of service and to reduce potential cut-through traffic.

### **Conclusion**

The department supports the proposed amendment to the City's Official Plan. The proposed residential development concentrates height and density on a site within walking distance of a future transit station along the future Heron Road BRT and also fronts onto Walkley Road which is designated as Transit Priority Corridor. Policies have been included in the Official Plan Amendment to ensure proper transition in built form will be considered through future applications. The character of the area with its existing high-rise buildings will be complemented with additional high-rise, mid-rise and low-rise buildings that will promote a public realm and pedestrian-oriented environment. New walkways will connect to existing pathways and sidewalks. New streets will create additional connections and reduce the size of the blocks. A new City park will provide additional amenities for the current and future residents. Affordable housing requirements will provide substantial benefit to the local community. The proposed amendment conforms to the general intent of the Official Plan policies.

### **Provincial Policy Statement**

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

### **RURAL IMPLICATIONS**

There are no rural implications associated with the recommendations in this report.

### **CONSULTATION**

Prior to the formal application submission, seven community engagement sessions were held by the applicant and the Councillor's office during the time period from January 23, 2018 to April 23, 2019. The applicant and their consultants, Councillor, and City staff were present at these sessions.

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for Development Applications.

Additionally, a webpage at Ottawa.ca ([link](#)) was created for this application which included information in English, French, Arabic, Somali and Nepalese.

Councillor Cloutier held a Community Information and Comment Session in March 2021 to discuss the development with the community. This included information boards for public viewing available at the Heron Road Community Center from Monday, March 15, 2021 to Friday March 19, 2021 between 9 a.m. and 5 p.m. In person meetings available in Somali, Arabic and Nepalese were offered for Monday, March 22, 2021 at the Heron Road Community Centre. This was by appointment only in order to respect COVID-19 protocols and no registrations were received. An online virtual meeting was held on March 25, 2021 through Zoom from 6 p.m. to 8 p.m. During this meeting, City staff provided a presentation of the application process and next steps, the consultant team provided a presentation of the proposal and a moderated question and answer period concluded the evening. Approximately 60 individuals attended.

Approximately 180 comments were submitted during the application review process. There were a few comments submitted in support, with the majority in opposition based on height, density, traffic, affordability, sun shadowing and design.

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

## **COMMENTS BY THE WARD COUNCILLOR**

### **Councillor Cloutier has provided the following comment:**

“The Heron Gate file is one of Ottawa’s largest planning applications with far reaching consequences for future planning files in Ottawa and especially for the current residents living at Heron Gate.

### **History**

In 2016, Timbercreek (now Hazelview) evicted and forced out residents and demolished 53 townhomes to develop the site known as HG7. There now are three, 6-7 story apartment buildings known as Vista Local.

In 2018, Timbercreek evicted and forced out residents and demolished 150 townhomes to prepare the site known as HG5 for development. This parcel current sits empty and is included as a portion of this Heron Gate OPA. I expect that we will be dealing with a

site plan application for this parcel in the near future.

The 2016 and 2018 demolitions stirred massive controversy and media attention in the context of the Heron Gate Community and with respect to its city-wide implications. Rather than allow the applicant to continue with a piecemeal demolition and gentrification of their property, I engaged with Timbercreek / Hazelview to secure an overall concept plan for the property so that:

- Current residents of Heron Gate would be kept informed and given the opportunity to comment on this complex process and that it was as transparent as possible.
- Future development at Heron Gate was fully visioned given the size and scope of the planned upcoming site plan applications.
- the housing security and protection of all Heron Gate residents, including a large proportion of low income, predominantly racialized and culturally diverse tenants was at the forefront of the planning process.

Pre consultations with the community, applicant and my office were held on

- April 23, 2019
- March 25 and 26, 2019
- February 11 and 12, 2019
- December 6, 2018
- April 7, 2018
- February 24, 2018
- January 23, 2018

## **Neighbourhood**

While Heron Gate does have a high level of unit turnover, a large portion of Heron Gate's diverse population is static, consisting of lower-income households and New Canadians with three major ethnicities: Arabic, Somali and Nepalese. In addition to being a strong, vibrant and thriving community, rents in Heron Gate are considerably more affordable than other rental developments in Ottawa South and the unit typology currently includes units large enough for families. People know their

neighbours and help each other. There's a high level of interdependence among residents. They speak the same language, both figuratively and literally. Many move to or live in Heron Gate because it keeps them close to their community. In Heron Gate, a sense of belonging, shared identity and community is paramount.

These communities are well served by groups and organizations who sit on the Heron Gate Steering Committee (established in 2015) which meets monthly and include:

- South East Ottawa Community Health Centre (SEOCHC)
- Centre for Resilience and Social Development (formerly known as the Canadian Friends of Somalia)
- Ottawa Public Library
- Catholic Centre for Immigrants (CCI)
- Ottawa Catholic Immigrants Services Organization (OCISO)
- Somali Centre for Family Services (SCFS)
- The Alta Vista Community Association (AVCA)
- Crime Prevention Ottawa (CPO)
- Ottawa Police Service (OPS)
- Boys and Girls Club of Ottawa (BGC)
- School Boards
- ACORN Ottawa
- Councilor's office

While the rest of Ottawa is trying to build more 15-minute neighbourhoods, Heron Gate's residents have already created one. Within walking distance for most residents is transit, groceries, employment opportunities, newcomer services, health services, a recreation centre, additional amenities and businesses which offer those living here a level of comfort, familiarity, and security.

Heron Gate falls within the catchment area of the Alta Vista Community Association (AVCA). It must be acknowledged that there is a distinct difference in culture, ethnic makeup, economic prosperity and home ownership levels between Heron Gate and the



surrounding communities such as Guildwood Estates to the North and other neighbourhoods in the area. In 2019, the AVCA gained its first board representative from the neighbourhood of Heron Gate.

I am pleased that Hazelview has committed to retaining and building upon diversity within Heron Gate and recognizing the established communities. It is my hope and objective that this continues throughout the development process.

### **Planning Application**

I am largely comfortable with the proposed height and density of Heron Gate given the complementing Social Contract attached to the file. While this application affects a large area of Alta Vista, the most important stakeholders are those currently living on-site.

External to the neighbourhood, the major concerns include traffic, parking, height, and density. I feel the planning application speaks fairly well to each of these and this conversation will continue throughout the site plan process. I recognize the majority of height will be set away from Heron Rd., a major concern of those living North of Heron Rd.

Of particular interest is the 'when and how' future implementation of the Heron Road Bus Rapid Transit (BRT) route. With such a high increase in population over the coming years at Heron Gate and adjacent properties, it would benefit many to expedite this project to ensure a robust transit connection along Heron road to the future Stage 2 LRT stations and offering better connectivity to the rest of Ottawa. Better transit connectivity will alleviate many concerns from residents in Alta Vista about cut-through traffic, particularly through use of Alta Vista Drive, and Briar Hill Dr. or Jefferson St. to Featherston.

Hazelview's plans commit to implementing active transportation infrastructure throughout the new neighbourhood and I encourage the city to consider the same, particularly along Heron Rd. towards the connection across Bank St. to the West, and in preparation to a larger need for connectivity across Heron Rd. All stakeholders should be aware that in the coming years we will also be dealing with the application at 1495 Heron Road. The site is 18 acres (7.3 hectares) known as the Federal Study Centre and its development will have additional impacts on the community.

### **Social Contract**

The Social Contract has been a major point of interest for those living within Heron Gate

currently and local community service providers.

The Social Contract was developed to address the important needs, issues and concerns of the community living at Heron Gate not usually addressed in planning applications.

It is a form of Community Benefits Agreement used to describe the commitments developed and released by my office in February 2019

### Social Framework Commitments:

<b>1 Housing Security</b>	No further demolitions for occupied units will occur until affected tenants are able to transfer their leases and relocate within the community to newly constructed units at the same rents.
<b>2 Affordability</b>	Continue to work through the planning process with the City of Ottawa with the goal of building up to 20% of the total units as affordable
<b>3 Housing Diversity</b>	Provide a diverse mix of housing types and sizes that will include: <ul style="list-style-type: none"><li>• 3 and 4 bedroom family style units</li><li>• Ground floor accessible units to accommodate wheelchairs and seniors' needs</li></ul>
<b>4 Social Enterprise</b>	Continue to work with the City of Ottawa and others to create training and employment opportunities for Heron Gate community members.
<b>5 Green Space</b>	Provide new amenities and green space and work with the City to enhance and improve Sandalwood Park – an important community asset.

These were agreed to by Hazelview and a version of these appear on their website <https://herongatecommunity.com/social-framework/> .My expectation is that these commitments be adhered to and accompany the planning application.

Since the introduction of the Social Contract in February 2019, I have worked with city legal staff to formalize the public commitments made by Hazelview though site-specific requirements in the OP and to finalize an accompanying memorandum of understanding. These documents seek to obtain protections for residents living at Heron Gate and to ensure these commitments carry forward to the entire site

owned by Hazelview, that the elements of the Social Contract be, and remain, legally binding and quantifiable to the property itself should the sale of the property occur.

The proposed development, without the codified community supports and the legal commitments by the developer detailed in the Social Contract, would remove much-needed assurances to the community of Heron Gate and the loss of established multi-cultural and vulnerable communities from Heron Gate.

By far the most significant challenge has been obtaining a standardized definition of affordable housing in Ottawa. This is a view held by many on Council, in community organizations and by activists in our City.

This is not a new challenge. In my work on the Social Contract my request for a firm definition, or even a flexible definition, of affordable housing was often met contradictory messaging. This is something the City of Ottawa must work on immediately for future planning applications.

We need a standardized definition and plan for establishing affordable housing of mixed unit typologies in established neighbourhoods with people who need protections in place to ensure they are able to continue living in and building their communities, amongst their families and friends, and not costed or pushed out of a livable neighbourhood and their homes due to renovictions, gentrification and new developments.

The new Official Plan will be offering guidance on Affordable Housing, but it must go further and include large, private developments outside of Transit Oriented Development zones. Residents of Ottawa living in the next development area will need assurances that the City of Ottawa has devised policy guidelines and regulations which applicants will be expected to include in their projects.

### **Property Standards and Ongoing Recreation**

As stated in the report, this development will occur over the next 15 to 25 years. For units at or nearing the end of their economic life, Property Standards continue to be an issue at Heron Gate. Our office has often connected tenants and ACORN with management from Bylaw Services to conduct door-to-door property standards visits to units on site.

Bylaw Services has had difficulty in connecting with residents of Heron Gate. Officers require permission to access private units in order to assist tenants with property

standards issues. A number of reasons for the lack of exchange is the misunderstanding of tenants about their rights, lack of trust or language barriers. On November 27, 2019, Council approved the Long Term Rental Regulation report (<https://app05.ottawa.ca/sirepub/cache/2/3hrr1wsqilai32zfuhhnqliy0/69448708042021093555740.PDF>) and Recommended Regulatory Regime for Rental Housing report (<https://app05.ottawa.ca/sirepub/cache/2/3hrr1wsqilai32zfuhhnqliy0/69447508042021010942987.PDF>). Further, in August 2020, City Council approved the Report in order to increase the consistency of rental housing quality throughout Ottawa. These regulations aim to resolve property-related incidents between landlords and tenants without the need for City intervention. Beginning in the September 2021, landlords must provide tenants with information regarding how to submit City service requests and how to submit complaints if property standards requests remain unresolved.

I intend to continue to ensure that during the development residents in Heron Gate are provided with safe, comfortable, and functional housing.

As part of this application the proposed development will provide a 1.5-hectare City Park and 3 privately owned parks that will provide much needed green space for recreation and socialization. In addition, there has been a shared commitment by the proponent, the city and our office for over 1 million dollars in improvements to Sandalwood Park in the coming years. These improvements include a splashpad, new play equipment and a skateboard facility, subject to public consultation my office intends to hold in the Fall of 2021.”

## **LEGAL IMPLICATIONS**

As stated in the recommendations in this report, the official plan amendment will not be presented for adoption until the Memorandum of Understanding has been signed. The Memorandum of Understanding has however been prepared such that it will not come into force until at such time as the official plan policies recommended by this report come into force. If the official plan amendment is not appealed, it will come into force 21 days after notice of adoption is given. In the event that it is appealed, it is not likely that a hearing will take place with respect to it before the Minister of Municipal Affairs and Housing issues his decision on the new Comprehensive Official Plan. In this scenario, the relevant policies for the Heron Gate area would come into force with the Ministerial approval.

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with the recommendations in this report.

## **ASSET MANAGEMENT IMPLICATIONS**

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives. The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner. Management of infrastructure capacities needed to support intensification in this area will be in accordance with strategies provided in the Infrastructure Master Plan.

## **FINANCIAL IMPLICATIONS**

A new Recreation, Cultural and Facility Services capital account, with a budget of \$1,050,000, will be created for the Sandalwood Park Improvements project, funded as follows:

- \$350,000 Ward 18 Cash-in-Lieu of Parkland
- \$350,000 City-Wide Cash-in-Lieu of Parkland
- \$350,000 front-ending contribution from Hazelview

Future reimbursement to Hazelview will be on the basis of the urban parks (Inside the Greenbelt) residential component of development charges paid by them as the redevelopment of Herongate proceeds. The reimbursement in respect of such credits will be paid on a quarterly basis. As Hazelview will be entitled to development charge credits in full in respect of any demolished dwelling units, the credits towards the \$350,000 will only be applicable with respect to net new units having paid the urban parks component of the overall rate. The outstanding amount of Hazelview's contribution to Sandalwood Park will be indexed in accordance with the Development Charges By-law.

The front-ending contribution from, and the reimbursement to, Hazelview will be detailed in the front-ending agreement.

## **ACCESSIBILITY IMPACTS**

The new buildings will be required to meet the accessibility criteria contained within the Ontario Building Code. The *Accessibility for Ontarians with Disabilities Act* requirements for site design will also apply and will be reviewed through future Site Plan Control applications.

## **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications associated with the recommendations with this report. The future Site Plan Control applications will respect the environmental policies, standards, regulations and legislation in place at that time.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities

## **APPLICATION PROCESS TIMELINE STATUS**

This application (Development Application Number: D01-01-19-0010) was not processed by the "On Time Decision Date" established for the processing of Official Plan amendments due to the complexity of the issues with height, density and affordable housing.

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Official Plan Amendment XX (distributed separately)

Document 3 Consultation Details

Document 4 Urban Design Review Panel Recommendations

Document 5 Memorandum of Understanding (distributed separately)

**DISPOSITION**

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing and 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 Branch, Planning Services to undertake the statutory notification.

Legal Services, Innovative Client Services Department to finalize execution of the Memorandum of Understanding.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL	
D01-01-19-0010	19-0560-Y		
I:\CO\2019\OPA\Cedarwood\2831			
<small>©Factual data is owned by Teramco Enterprises Inc. and its affiliates. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY.          Les données de parcelles appartiennent à Teramco Enterprises Inc. et à ses affiliés. Tous droits réservés. Ne peut être reproduit sans autorisation. Ceci n'est PAS UN PLAN D'ARPENTAGE.</small>			
REVISION / RÉVISION - 2019 / 06 / 18		<div style="display: flex; align-items: center;"> <div style="border: 2px solid black; width: 20px; height: 10px; margin-right: 5px;"></div> <div> <p><b>2851, 2848, 2881, 2898 prom. Baycrest Drive,</b>  <b>2820, 2831 prom. Cedarwood Drive, and/et</b>  <b>2816 prom Sandalwood Drive</b></p> </div> </div>	
			



### **Document 3 – Consultation Details**

Prior to the formal application submission, seven community engagement sessions were held by the applicant and the Councillor's office during the time period from January 23, 2018 to April 23, 2019. The applicant and their consultants, Councillor, and City staff were present at these sessions.

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for Development Applications.

Additionally, a webpage at Ottawa.ca ([link](#)) was created for this application which included information in English, French, Arabic, Somali and Nepalese.

Councillor Cloutier held a Community Information and Comment Session in March 2021 to discuss the development with the community. This included information boards for public viewing available at the Heron Road Community Center from Monday March 15, 2021 to Friday March 19, 2021 between 9 a.m. and 5 p.m. In person meetings available in Somali, Arabic and Nepalese were offered for Monday, March 22, 2021 at the Heron Road Community Centre. This was by appointment only in order to respect COVID-19 protocols and no registrations were received. An online virtual meeting was held on March 25, 2021 through Zoom from 6 p.m. to 8 p.m. During this meeting, City staff provided a presentation of the application process and next steps, the consultant team provided a presentation of the proposal and a moderated question and answer period concluded the evening. Approximately 60 individuals attended.

Approximately 170 comments were submitted during the application review process. There were a few comments submitted in support, with the majority in opposition based on height, density, traffic, affordability, sun shadowing and design.

The following summarizes, in no particular order, a list of comment topics and items raised by members of the public in response to the application:

#### **Traffic and Parking**

Concerned that the transportation infrastructure cannot support the density.

Concerned with additional traffic and cut through on Alta Vista Drive, Kilborn Avenue, Featherston Drive, Briar Hill Drive, Ryder Street. Questions were asked on whether traffic mitigation strategies for Briar Hill Drive specifically will be put in place to limit through traffic during peak hours, when students would be walking to school.

Concerned with Walkley Rd, Heron Rd and neighbouring streets which are currently very congested in the peak hours and that this development will only worsen the situation.

Concerned that Heron Rd and Walkley Rd were not designed to accommodate such traffic. Will Heron and Walkley Roads be widened?

Concerned with congested intersections, i.e. Bank and Heron. A resident indicated that some days it takes 15 minutes to travel from Finn court To Bank and Heron only (1 km).

Concerned that residents without parking will park on neighbouring streets and developments, i.e. Briar Hill, Garand Place and Guildwood Estate. Residents indicate that was already a problem before when the townhomes were still there and also a problem with the construction workers for HG7.

Concerned with the 0.5 parking spots per unit. Residents indicate that middle-income families with children have cars. They need car to go grocery shopping, go to hockey practice, dance classes, swim lessons and other activities. Transit links and timings do not work in favour of these activities.

Concerned with additional noise and pollution (cars and buses) from the increase in traffic.

Concerned that residents will not use transit and the traffic will worsen.

**Traffic and parking response:**

Heron Rd and Walkley Rd are designated as Arterial Streets within the Official Plan, the main task of Arterial Streets is to move vehicles. The Official Plan also encourages intensification and development where there are opportunities to support alternative modes of travel. The site is located directly adjacent to a future Bus Rapid Transit on Heron Road and will include improved pedestrian and cycling connections.

In support of the application, a Transportation Impact Assessment (TIA) was submitted and reviewed by staff, who found the report to be satisfactory. As part of future planning applications, additional TIAs will be required for each phase of development and will identify any mitigation measures and transit incentives. Currently, the study area intersections operate satisfactorily during peak hours (level of service E or less) except for Heron Road/Alta Vista, Bank Street/Heron Road and Bank Street/Walkley Road. At full buildout, it will be crucial that transit capacity is increased to accommodate a higher transit mode share target of 60 per cent. To achieve this mode share, it's recommended

to implement/accelerate City projects as outlined in the ultimate transit network- Bus Rapid Transit on Heron Road; extending the Baseline BRT; transit priority measures on Walkley Road.

Major City road projects in the area include the Bank Street renewal which is already underway. Also, Alta Vista Drive (Smyth Road to Bank Street) will eventually be reconstructed with upgraded pedestrian and cycling infrastructure and protected signalized intersections along the corridor. Localized road modifications (auxiliary lanes, pedestrian crossovers, traffic calming, etc) will be reviewed and implement, as appropriate, during each site plan application. Roads internal to the site will be designed to include pedestrian, cycling and traffic calming infrastructure to increase the multimodal level of service and to reduce potential cut-through traffic.

Any reductions in the parking rate will require a Zoning By-law Amendment and will be reviewed at that time. Parking of construction workers can be regulated through conditions of Site Plan Control and will be investigated once a Site Plan Control application is received. The right-of-way protection along Heron Rd and Walkley Rd are 44.5m and 37.5m respectively, any missing width will be taken by the City through Site Plan Control applications.

### **Transit**

Concerning transit, residents have indicated that this site is not adjacent to an efficient public transit option like a bus transitway or light rail transit. It was indicated that the area needs better transit to handle the increase in density. Questions were asked on whether the public transit will be improved to handle the increased density and whether increasing bus service along Heron Rd to connect directly with the LRT at the Heron stop is this being considered?

Comments were received that highlighted that it currently takes 45mins and a transfer at Hurdman to get downtown and that more frequent and/or larger buses will not fix the problem of how long it takes to get to work downtown.

A resident also had concerns about the morning buses (direction Gatineau and direction Billings Bridge) that arrive full at Finn Court and Heron Rd.

### **Transit response:**

The site is located directly adjacent to a future Bus Rapid Transit on Heron Road for which a station is planned just west of the Baycrest Dr and Heron Rd intersection. In

support of the application, a Transportation Impact Assessment (TIA) was submitted and was also reviewed by OC Transpo staff, who found the report to be satisfactory.

The bus route network is being reviewed and opportunities are being explored to improve connections to all O-Train stations as part of the Stage 2 O-Train extensions. Future Bus Rapid Transit on Heron Road and isolated transit priority measures on Walkley Road will improve travel times and reliability of service in this area. Furthermore, OC Transpo continuously monitors ridership levels on all routes. Reports of full buses are tracked and analyzed, and where trends are identified additional capacity can be provided with a larger bus type. For example, where resources are available, a trip that normally runs with a standard bus can instead be run with an articulated bus. While ridership levels on all routes have dropped significantly during the pandemic, OC Transpo will continue monitoring to ensure that appropriate capacity is provided at all times.

**Bicycles:**

Please ensure there are bike lanes Walkley, Baycrest and Heron and accessible bike path in the parks.

**Bicycles response:**

Schedule B of the area-specific policy shows potential cycling connections on internal streets. As for Heron Rd it's currently identified in the City's Official Plan as a Cross-Town Bikeway/Spine Route and Walkley Rd is identified as a Spine Route. These will be reviewed in further details once applications for each phase are submitted.

**Density:**

The existing density is already too high (overpopulated) and will get even worst.

The proposed density increase is too high, is not within reason, goes against plain common sense and it should be less than half of what is proposed. Nowhere else in Ottawa has such a development with this many buildings built on such a small area It will result in putting additional pressure on the infrastructure, will create overcrowding that will affect schools, roads, parks, etc.

The proposed height and density of these buildings is out of keeping with the neighbourhood and will destroy the community character of this area and make the area unliveable. It should be rather replaced with low rise building 3-4 stories to maintain a healthier community.

High-rises and higher density should be spread out across the city and outside of the City core.

This is not a live, work, play area, it is a residential neighbourhood. It is entirely unclear to me where the residents of these 5500 additional units would work or go to school that they do not have to either drive or take public transit to access.

This development will overwhelm Alta Vista, which is one of the last remaining established, spacious residential communities in the city.

I am also confused with where all these new tenants are coming from, without jobs Ottawa is at its max capacity as it is.

We need to ensure there will be adequate infrastructure, transit, amenities, schools, transportation, streetscape, neighbourhood policing and retail nearby to support this massive influx of people without simply amplifying the problems Heron Gate already experiences. And those amenities need to be added as the development matures, not once it's complete. Density is out of sync with the city's capacity to continue to provide the service standards to existing and proposed residents.

High density will make for major problems in the future as these units age.

**Density response:**

Every application is evaluated on its own merit. The current zoning permits six storeys across the site and nine storeys along Walkley Rd. This equals to an as-of-right density of approximately 4900 units. The applicant is therefore seeking an increase in density of approximately 1,500 units. The site is located directly adjacent to the future Heron Rd BRT, provides a new City park and affordable housing. The Official Plan encourages the creation of affordable housing with density bonusing incentives.

Park and Facilities Planning has identified a new City park needed for this development which will be conveyed to the City once the redevelopment is at 50 per cent build out.

The four school boards in the City have reviewed the application and have not requested a parcel for a future school. Although the area-specific policy does allow schools, subject to a rezoning, if the needs of the school boards change in the future.

It is important to note that we only have a time horizon for the next phase (phase 2) which is between 5 to 10 years. All other subsequent phases are undetermined and the whole redevelopment could take 20 to 25 years or more to complete.

**Height:**

A 40-storey building is completely out of scale with the surroundings. It will destroy the character of the neighbourhood.

There are enough high-rise buildings on the site, new buildings should be limited to six storeys.

Should limit the height to the existing buildings (nothing over 19 to 20 storeys).

Concerned with sun shadowing created by the tall buildings.

The buildings are not compatible with the low rise neighbourhoods adjacent to this site.

**Height response:**

The maximum height has been reduced to 25 storeys to be more in keeping with the established character of the site which currently has high-rises up to 19 storeys.

Heights directly along Heron Rd have been limited to six storeys in order to transition to the low-rise neighbourhood to the north.

The floor plates of the high-rise buildings are limited to 750 square meters which is in keeping with the City's High-Rise Design Guidelines. This floor plate size limits the effects of sun shadowing. Sun shadow impact study will be required for any planning application that could have sun shadow impacts.

**Affordability:**

Concerns with the loss of affordable housing, displacement of residents (future mass eviction including the past mass evictions), loss of cultural context, gentrification, replacement housing (loss of three- and four-bedroom units) and the right to adequate housing as guaranteed in Article 11 of the *International Covenant on Economic, Social and Cultural Rights* and in *National Housing Strategy Act*.

Requests from the community are summarized below:

Rental Replacements: New affordable housing units in the redevelopment should be offered to current tenants as well as the families previously evicted in 2018 and 2016 at the same rent/number of bedrooms as before. This is necessary to prevent further displacement and rectify the displacement that has already occurred.

Transparency: Publishing quarterly reports on progress to be reviewed at in- person

meetings with signatories and identified stakeholders.

Minimum 25-30 per cent affordable housing in each phase of the development and working with the City to ensure deep affordability, family housing and accessible units. This aligns with the City's own targets in the Official Plan to have 25 per cent of developments in the city be affordable. We also need to ensure there is no net loss of affordable housing.

Social Enterprise and local hiring from equity seeking groups living in Herongate

Community amenities like a community garden and amphitheatre; BBQ space and a community hub that includes affordable childcare services and more.

Affordable Retail: 20 per cent of new commercial space should be affordable

Tenant Education and Maintenance: Support community groups to do outreach to tenants to ensure their rights around maintenance and amp; safety are upheld.

**Affordability response:**

The Social Contract will deal with housing security (no further demolitions until replacement housing is available), affordability, housing diversity, social enterprise and green space.

The Official Plan uses density bonusing as an incentive for affordable housing. In total, 1,020 units will be provided at various levels of affordability. 510 units will be provided as "secured" affordable units over the next 20 years in the existing building and an additional 510 units in new buildings will be provided at a rent at or below 30 per cent of the Average Income by Household Income Decile, for 10 years. In total this is approximately 16 per cent of the total units at full build-out (6,427 units). The secured 510 affordable units in the existing buildings is approximately eight per cent of the total units at full build-out (6,427 units). The additional 510 units at or below 30 per cent of the Average Income by Household Income Deciles in new buildings count about 10 per cent of the total new units (5,122 units) and 35 per cent of the density bonusing (1,439 units) that will be granted through this Official Plan Amendment.

A Memorandum of Understanding and the area-specific policy includes wording to ensure that the above commitment will be followed.

**Rental vs. Ownership:**

There should be a mix of rental, freehold and condominiums.

**Rental vs. Ownership response:**

This cannot be regulated through an OPA.

**Noise and Dust:**

Concerned with noise and dust from the construction.

**Noise and Dust response:**

Contractors are permitted to operate within the parameters of the [Noise By-law](#):

Monday-Saturday: Between 7 AM and 8 PM

Sundays and holidays: Between 9 AM and 7 PM

Any work outside of working hours will require an approved Noise By-law exemption and residents will be made aware in advance of the work. The contractor will take every precaution to minimize interruptions to everyday life but, as you can appreciate, there may be some inconvenience during the course of the work, such as delays when travelling around the construction zone, noise, dust and vibrations.

**Schools:**

Concerns with lack of available space in local schools.

**Schools response:**

The four school boards have reviewed the OPA and none of them requested a block for a future school. In order to protect for the future possibility where a school board changes their mind, schools have been permitted within the area-specific policy.

**Property value:**

Concerns with depreciation of existing property values.

**Property value response:**

There is no evidence to suggest that development applications and new construction adversely impact property values.

**Commercial development:**

Concerns with the lack of restriction on the types of commercial uses while other residents see the need for additional restaurants, grocery stores, shops, doctor's



offices, and other activities to the main level.

**Commercial development response:**

As per the area-specific policy, commercial spaces in Heron Gate are intended to be neighbourhood-oriented, and meet the immediate needs of the community, such as convenience stores, personal services, grocery, medical, cafés, or restaurants within a short walking distance to encourage reduced vehicle trips. Commercial spaces are encouraged to be located in close proximity to each other, to foster enhanced street level activity. The specific uses to be permitted will be refined through a future Zoning By-law Amendment application.

**Park:**

Concerns with the new amenities being isolated from the outside community, rather than integrated with it. Concerns with lack of recreational facilities for youth and safety for youth crossing the streets to get to the existing Sandalwood Park. Concerns that the area for the new park is too small. Concerns with the lack of information on any proposed upgrades to the existing Sandalwood Park.

**Park response:**

Multiple walkways leading to Heron Rd, Walkley Rd and the Heron-Walkley Park allows for pedestrian permeability through the site. Potential mid-block crossings have been identified on Schedule B and these will be further reviewed through new TIAs for future planning applications. The new City Park will provide additional recreational amenities. The size of the park was determined by the Parkland Dedication By-law. As for the existing Sandalwood Park, it is outside of the planning area for this area-specific policy. The applicant has committed to front-end a portion of the improvement works as specified in this report.

**Design and Built Form:**

The design of the buildings in phase 1 have a terrible exterior look; cold, grey and monolithic. Should maximize townhouses. Is there going to be underground parking for these buildings?

**Design and Built Form response:**

Built Form policies have been included in the area-specific policy and comments from the UDRP will be address through future Site Plan Control applications with the

possibility of future meetings with the UDRP. There will be underground parking.

**Fire:**

How will fires in the top floors be dealt with?

**Fire response:**

All the buildings will have to respect the Ontario Building Code which includes fire protection requirements, ex. Water sprinklers.

**Sun shadow and wind:**

Concerns with sun shadow impact and wind tunneling.

**Sun shadow and wind response:**

The floor plates of the high-rise buildings are limited to 750 square metres which is in keeping with the City's High-Rise Design Guidelines. This floor plate size limits the effects of sun shadowing. Also, a Shadow Analysis and Wind Analysis will be required for future planning applications.

**Health:**

Concerns with the lack of health clinic and grocery stores in the area.

**Health response:**

The future Zoning By-law Amendment applications will take this into consideration when reviewing the list of permitted uses.

**Environmental:**

Concerns with lack of adequate water saving, sunlight, and energy conservation measures for sustainable community planning. Will electric vehicle charging stations be incorporated into parking facilities?

**Environmental response:**

The area-specific policy includes a section on sustainability to promote low energy consumption, renewable energy systems, resiliency and water conservation. Also, 20 per cent of the parking spaces will have electric vehicle charging stations.

**Community:**

Will the Heron Rd Community Centre be upgraded to accommodate the increase in residents? Will a farmer's market be created in Heron Gate, similar to the one at Lansdowne? Will community programs be continued and enhanced? Will a daycare be provided? There is a lack of cleanliness of the existing parks (dog excrement and garbage).

**Community response:**

Outside of the purview of this application.

**Safety:**

Concerns with the crime rate in the area and adding more housing will only increase it.

**Safety response:**

The built form will provide eyes on the street and eyes on the park to promote pedestrian safety. Individual Site Plan Control applications will also be reviewed by a qualified CPTED (Crime Prevention Through Environmental Design) reviewer.

**Other:**

The eventual redevelopment of the Federal Study Centre at 1495 Heron Road needs to be considered.

**Response:**

An application for 1495 Heron Rd hasn't been submitted to date.

## Document 4 – Urban Design Review Panel Recommendations

**HERON GATE MASTER PLAN** | Formal Review | Master Plan, Official Plan and Zoning By-law Amendment Application | Hazelview Investments; DIALOG; The Stirling Group



### Summary

- The Panel recognized the site's complexity and appreciates that the applicant is working with the existing street pattern and its associated below grade servicing infrastructure. The Panel looks forward to seeing the Master Plan advance and acknowledges the aspirations to transition this site from a towers in the park model to a more urban setting.

### Block Design

- The Panel appreciates the built form and public realm vision presented, including the small parks, the larger central park and the podiums and townhouses that frame the streets. However, the site still reads like a hybrid between urban and suburban. A continuous more robust street wall defining the urban spaces throughout the site would create a more urban condition.
- The block adjacent to the "greenway gardens" could support a tower on the southeast corner. This would reduce the number of towers on the north side of Sandalwood Drive and improve the relationship between the proposed towers by creating more space between them.
- The Panel notes the blocks facing Walkley appear to be overbuilt. The Panel questions the concentration of high-rise buildings and the continuous parallel bar configuration in that location.

- The blocks along Walkley Road require further definition in order for the proposed lanes to read as courtyards. Consider modifying the built form of those blocks, including potentially lowering the podium heights and creating courtyards, similar to the Heron Road model. Shadow impacts on the public spaces should also be considered.
- The proposal has a suburban quality due to the lack of street wall definition in some areas, notably the stretch of Sandalwood between Baycrest and Sandalwood Park. Consider introducing a street wall to contain and frame the streets, creating a more urban edge.
- The Panel acknowledges the proposal includes a mix of existing and proposed public streets, complemented with private streets. The proponent should study the street layout closely to ensure there are through block connections throughout the site.

### **Building Location and Mass**

- The corners of the proposed central park should be free of any buildings that obstruct visibility. The Panel suggests moving the proposed building on the park, located at the southeast corner, further north, as it obstructs the visibility to the park from the major streets. If a building is located within the park the Panel suggests that it should be a civic building such as a library, recreational centre or school.
- Explore a variety of heights to reduce the number of towers proposed by moving the density to other buildings. Consider relocating the tower at Cedarwood and Walkley and separating the towers between the park and the community centre.

### **Public Realm and Connectivity**

- There are a number of residual open spaces that result from the irregular block configurations and existing building locations. These areas will create ambiguity between the public and private realms and may not function as intended.
- The green space in the block between Sandalwood and Baycrest south of Heron Road is strongly supported by the Panel.
- The Panel supports the strong open space connection (greenway gardens) between Sandalwood Park and the proposed central park, however, questions

the current street and park configuration. Consider realigning Sandalwood Drive to run parallel with the proposed buildings on Walkley Road and shifting the open space to the north side of the Sandalwood Drive. Alternatively create a formal green link with an allée of trees and walkways on both sides of the street.

- The Panel supports the parkette south of Heron Road. Consider a similar open space configuration for the central block on Walkley Road. Explore similar treatment for the open space at the corner of Baycrest and Sandalwood east of the existing high-rise building.
- The Hydro corridor provides an excellent opportunity to create a link between the institutional facilities west of the site and the proposed open space. The Panel recommends strengthening connections to the Hydro corridor and creating a positive relationship to it by introducing townhouses along the edge of the corridor.
- The Panel appreciates the changes made to Sandalwood Plaza (number 7 on master plan), and the widening of the connection to Walkley Road; however, the Panel recommends increasing the width of green space connection even further to create an open view to the park.
- The Panel questions the courtyard relationship of the triangular-shaped building, with the proposed central park. Study the possibility of creating a stronger park edge to the built form with active uses at grade, including live-work units and / or other public amenities to improve the building's relationship to the park.

### **Sustainability**

- The Panel believes the Master Plan provides an excellent opportunity to implement sustainable features such as stormwater ponds, district energy, vegetation, green roofs, which comprise an essential aspect of sustainability.