

**Report to  
Rapport au:**

**Planning Committee / Comité de l'urbanisme  
February 9, 2016 / 9 février 2016**

**and Council / et au Conseil  
February 24, 2016 / 24 février 2016**

**Submitted on January 17, 2016  
Soumis le 17 janvier 2016**

**Submitted by  
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**Ward: RIVER (16) / RIVIÈRE (16)**

**File Number: ACS2016-PAI-PGM-0012**

**SUBJECT: Zoning By-law Amendment – 900 Merivale Road**

**OBJET: Modification au Règlement de zonage – 900, chemin Merivale**

**REPORT RECOMMENDATION**

**That Planning Committee recommends Council approve an amendment to Zoning  
By-law 2008-250 for 900 Merivale Road to permit a mixed-use development with**

residential and community health and resource centre uses, as detailed in Document 2.

## **RECOMMANDATION DU RAPPORT**

**Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 en ce qui a trait au 900, chemin Merivale afin de permettre un aménagement polyvalent avec des utilisations résidentielles et de centre de ressources et de santé communautaire, comme il est expliqué en détail dans le document 2.**

## **BACKGROUND**

Learn more about [link to Development Application process - Zoning Amendment](#)

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

### **Site location**

900 Merivale Road

### **Owner**

Carlington Community Health Centre

### **Applicant**

Christine Cholette c/o Lloyd Phillips and Associates Ltd.

### **Architect**

CSV Architects

### **Description of site and surroundings**

The site is located on the southwest corner of the Merivale Road and Coldrey Avenue / Crerar Avenue intersection, in the Carlington community.

The site, totalling two acres in size, has approximately 60 metres of frontage along Merivale Road and 200 metres along Coldrey Avenue. The site is occupied by the Carlington Community Health Centre which offers health and social services to the community. The site is adjacent to an automotive sales center, a two-storey commercial building, and low density detached and multiple attached residential development along

Coldrey Avenue to the north. To the east of the site, along Merivale Road, are single detached dwellings and the St. Teklehaimanot Ethiopian Orthodox Tewahedo Church. Directly to the south of the site is the St. Elizabeth of the Visitation Roman Catholic Church, as well as low density residential development. To the west is St. Elizabeth Elementary School.

The existing three-storey building fronting Merivale Road is a former school building, built in 1922, which is on the Heritage Reference List. There is also a two-storey addition at the rear, as well as an accessory portable building unit to the rear of the primary structure.

There is an access off of Merivale Road which leads to the parking lot behind the structures, which provides approximately 55 parking spaces. Beyond the parking area is a community garden containing 150 plots, which occupies a significant portion of the lot. The community garden has been in existence for over 20 years and is supported by the City and Just Food, a non-profit organization who leads the Community Gardening Network.

### **Summary of requested Zoning By-law amendment proposal**

The purpose of the application is to permit the development of a four-storey addition which will consist of 42 one-bedroom residential apartment units for seniors, as well as the expansion of the existing community health and resource centre function. The site is currently zoned I1A H(15) (Light Industrial Zone, Subzone A, Height 15 metres), which does not permit residential uses, and allows a community health and resource centre use to occupy a maximum of 30 per cent of the gross floor area of a building provided it also contains a place of worship or community centre. A Zoning By-law amendment is required to add community health and resource centre and dwelling units as permitted uses on the site.

The proposed addition would be located directly behind the existing building, and will be connected via a single story link. It will have a gross floor area of 3,081 square metres. The fourth, third and part of the second storey will be occupied by the residential units, and the first and part of the second floor will include the expanded health centre area. The total gross floor area of the existing and proposed building is 4,589 square metres.

The access to the site will be relocated from Merivale Road to Coldrey Avenue, along the western property line, and the parking area will be reconfigured to provide 64 parking spaces, in conformity with Zoning By-law requirements. A lay-by entrance

and courtyard is also proposed along Coldrey Avenue. In addition to providing a number of indoor and outdoor amenity spaces on the site, a 700 square metre green space area has been allocated towards the rear of the site. The future use of this space will be determined once the detailed site design is completed.

### **Brief history of proposal**

Funding has been secured for the development through the federal-provincial Investment in Affordable Housing for Ontario Program and the City of Ottawa's 2015 Action Ottawa capital funding program. Ottawa Community Housing will manage the residential portion of the development to provide affordable housing to seniors. The Carlington Community Health Centre will continue to provide primary medical care and support services. The partnership results in the creation of a "Health Hub" with integrated housing and services on the same site, thus allowing for seniors to age in place.

## **DISCUSSION**

### **Public consultation**

Public notice of the application was provided in accordance with the City's Public Notification and Consultation Policy for Development Applications.

Fourteen written responses were received from members of the public, which included the Carlington Community Association.

A public meeting was held in the community on October 21, 2015. Councillor Brockington attended the meeting, as did Councillor Fleury who is the Chair of Ottawa Community Housing. Questions were raised at the meeting concerning the function and operation of the housing component of the project, as well as the future of the existing community gardens.

A second meeting was held on December 1, 2015 at the Carlington Community Health Centre to discuss the community garden space in response to the proposed development.

For this proposal's consultation details, see Document 4 of this report.

### **Official Plan designation**

The land is designated Traditional Mainstreet in the Official Plan (OP) and in Official Plan Amendment 150. Traditional Mainstreets are planned as compact, mixed-use,

pedestrian oriented streets that provide for access by foot, cycle, transit and automobile. A broad range of uses are permitted on Traditional Mainstreets, including retail and service commercial uses, offices, residential and institutional uses. A mixture of uses is encouraged, either within the same building or side by side in individual buildings.

The proposed Zoning By-law amendment allows for the site to intensify with a mix of institutional and residential uses, both of which are permitted in the Traditional Mainstreet designation. The proposal is in keeping with the Official Plan policies in effect and is not impacted by any policy changes made through the Official Plan Amendment (OPA) 150.

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

#### Traditional Mainstreet Design Guidelines

There are no significant changes or new buildings proposed for the area of the lot that fronts onto Merivale Road. There is a small paved area in front of the existing building which is to be converted into soft landscaping as a new main entrance is to be relocated to the south side of the building. This will enable the addition of outdoor seating and greenspace, which is consistent with the Traditional Mainstreet Design Guidelines.

### **Urban Design Review Panel**

The property is situated within a Design Priority Area, however, the Zoning By-law amendment application was not subject to the Urban Design Review Panel process as the proposed changes to the built form of the site do not impact the design or appearance of the existing building fronting on Merivale Road.

### **Planning rationale**

The residential component of the development has been carefully reviewed in regards to its structure, function and daily operation. The residential units meet the zoning definition of a dwelling unit, with each unit being self-contained with individual kitchen and bathroom facilities and intended for use by a single housekeeping unit. The proposed residential component is designed for independent senior living and contains no shared dining areas, no rooming units, and no additional services such as found in a retirement home.

While not addressed through zoning, the occupancy of the affordable housing units is intended for seniors aged 65 years of age and over. The funding agreement with

Ottawa Community Housing is for a minimum of 35 years. The City will share the responsibility for the ongoing operation and administration of the proposed building.

The additional clinic space is required in order to meet the growing demand for such services in the community. The expanded health services on the property will be available to the community and are not intended for the exclusive use of the proposed dwelling units.

A Transportation Overview Study was submitted with the application for review. The proposed development is projected to generate two-way vehicle volumes of approximately 40 and 50 vehicles per hour, in addition to the existing site-generated volumes. The report found that the existing intersections and road network have sufficient capacity to accommodate the projected increase in site-generated traffic. The Merivale Road / Coldrey Avenue intersection is projected to continue to operate at an excellent Level of Service 'A', similar to existing conditions. The proposed parking supply of 64 spaces is consistent with Zoning By-law requirements.

A Site Servicing Study was submitted indicating that the existing water, sanitary and storm sewer connections are sufficient to support the proposed development on the site.

The proposed site plan for the site identifies a 700 square metre area of the property as being preserved for a green amenity space on the site. A Garden Transition Committee has been established to work with the owner to examine the feasibility of re-establishing a community garden on the site. Such considerations will be decided upon further design of the site and as part of the Site Plan Control approval process.

A site specific exception is required in order to add residential and community health and resource centre as additional permitted uses on the property.

### **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor Brockington provided the following comments:

“I am aware of the proposal to rezone, renovate and expand the Carlington Community Health Centre, located at 900 Merivale Road at Coldrey Avenue.

The Carlington Community Health Centre is a valuable asset in the Carlington community, providing much needed medical and social services to a significant catchment in the city’s west end. The Centre is at capacity and given both the need to renovate the aging building and expand its services, the timing is not only ideal for these needs, but to also incorporate a housing component, dedicated, exclusively, to senior citizens. I endorse the hub model and believe that it will work well at this Centre.

The Carlington community has shared its feedback about this proposal. Carlington is home to a significant number of social housing units. Many believe that Carlington hosts its fair share and any addition needs to be considered in other communities. Others believe that an increase of 42 units can be accommodated and as long as the community can be provided assurances that these units will remain dedicated, exclusively to seniors, and acknowledging the benefits of the hub model, there is greater acceptance for the proposal to incorporate housing.

The potential loss of Ottawa’s second largest community garden is devastating. Every possible option must be explored to find suitable, local and accessible land to relocate the community garden.

There is also concern about the increase in traffic on Coldrey, home to nearby St. Elizabeth School, and limited on street parking, which is always in use.

Overall, I believe the expansion is welcomed and the hub model, incorporating seniors’ residences is something that needs to be considered more across the Province. The concerns expressed need to be acknowledged and effort provided to mitigate and address those concerns.”

### **ADVISORY COMMITTEE COMMENTS**

The Ottawa Accessibility Advisory Committee provided comments on the application and requested more details on site grades and dimensions of the proposed building. Accessibility will be reviewed in detail at the time of Site Plan Control approval.

### **LEGAL IMPLICATIONS**

There are no legal impediments to adopting the recommendation outlined in this report.

**RISK MANAGEMENT IMPLICATIONS**

There are no risk implications associated with this report.

**FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

**ACCESSIBILITY IMPACTS**

The proposed building will be required to meet the accessibility criteria contained within the Ontario Building Code. Accessibility will be reviewed in detail at the time of Site Plan Control approval.

**ENVIRONMENTAL IMPLICATIONS**

There is an existing community garden on the property comprising approximately 150 garden plots. As part of the new development, a 700 square metre area has been set aside as a green amenity space. The Carlington Community Health Centre has agreed to work with a Garden Transition Committee to explore whether the proposed green spaces will be utilized as a community garden in the future. This is a consideration that will be examined as part of the site plan approval process.

**TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities and Strategic Objectives:

Residents:

C1 – Contribute to the improvement of my quality of life.

Healthy and Caring Communities:

HC3 – Create new and affordable housing options.

**APPLICATION PROCESS TIMELINE STATUS**

This application was processed by the On Time Decision Date established for the processing of Zoning By-law amendment applications.

**SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Proposed Land Use Plan

Document 4 Consultation Details

Document 5 Overview Data Sheet

## **CONCLUSION**

The proposed mixed-use development complies with the Official Plan policies in effect, and, as such, the department is recommending the Zoning By-law amendment be approved. The proposed Zoning By-law amendment for the site recognizes a unique program opportunity which combines a community health and resource centre function with affordable housing for seniors. The integration of two mutually supportive uses on a single site takes advantage of key services already established in the community while also responding to an aging societal demographic. The proposed dwelling units are compatible with the surrounding residential area and will not impose any undue impacts to the area.

## **DISPOSITION**

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

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

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

**Document 1 – Location Map**

For an interactive Zoning map of Ottawa visit [geoOttawa](http://geoOttawa)



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-15-0067	15-1788-X		
I:\CO\2015\Zoning\Merivale_900			
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REVISION / RÉVISION - 2015 / 11 / 03			

**Document 2 – Details of Recommended Zoning**

Proposed changes to the City of Ottawa Zoning By-law No. 2008-250 for 900 Merivale Road:

1. Rezone the land as shown on Document 1 from I1A H(15) to I1A [XXXX] H(15).
2. Add a new exception, I1A [XXXX] H(15) to Section 239 – Urban Exceptions, containing provisions similar in effect to the following:
  - a) Dwelling units and Community Health and Resource Centre are additionally permitted uses.
  - b) Clause 169 (2) (b) and (c) do not apply to a Community Health and Resource Centre.
  - c) Dwelling units are only permitted above the first storey.

Document 3 – Proposed Land Use Plan



## Document 4 – Consultation Details

### Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. A public meeting was also held in the community on October 21, 2015 at the Alexander Community Centre. Councillor Brockington attended the meeting, as did Councillor Fleury who is the Chair of Ottawa Community Housing.

Questions were raised at the meeting concerning the function and operation of the housing component of the project, as well as the future of the existing community gardens.

### Public Comments and Responses

#### Comment:

Concern was raised that insufficient parking has been made available for the proposed development resulting in more cars being parked on the street in the area of the site.

#### Response:

The total amount of required parking will be provided on the site (64 spaces), which is consistent with Zoning By-law requirements.

#### Comment:

Concern was raised that the affordable housing units will not serve seniors long-term.

#### Response:

The occupancy of the dwelling units is not a matter which is addressed through zoning, as specified by the *Planning Act*. The funding agreement between the Carlington Community Health Centre and Ottawa Community Housing is for a minimum of 35 years with specifications that the units be affordable and only available to seniors aged 65 years and older.

#### Comment:

Concern was raised over the loss of the community garden plots on the property.

Response:

Work is ongoing to find a replacement site for the community gardens. Gardeners may access the plots until construction begins. Gardeners will be provided with as much notice as possible regarding the timeline for construction. A Garden Steering Committee has been formed to secure new garden space. The Committee will investigate the possibility of establishing new garden space on the property after construction is complete; identifying funding opportunities for new garden space; finding new garden space in the Carlington area; and supporting the cleanup of the existing garden.

Comment:

Concern was raised that the Transportation Overview submitted for the proposed development underestimated the local traffic conditions due to the traffic counts being completed in August and therefore not capturing school generated traffic. In addition, no trips were captured for vehicles heading to the site from the west.

Response:

The signalized intersection of Merivale Road / Coldrey Avenue is currently operating with spare capacity (Level of Service 'A'). Traffic counts conducted in the summer months are adjusted for reduced volumes. If an increase of 20 per cent were added to the counts to account for school generated traffic, the intersection would continue to operate with significant spare capacity.

Comment:

Concern was raised that the water demand calculations and sanitary sewer calculations were incorrect and therefore underestimate the amount of capacity required to service the development.

Response:

Following staff review of the servicing report, the water demand calculations were corrected and are in accordance with the City's Water Design Guidelines. In addition, the calculations for sanitary service were revised in accordance with the City's Sewer Design Guidelines. There is sufficient water and sewer capacity to service the proposed development.

Comment:

Concern was raised that the condition of existing municipal infrastructure may not be adequate to support the increased storm, sanitary and water flows coming from the site.

Response:

The current sanitary and storm infrastructure provides adequate service to the neighbourhood without any capacity issues. In addition, on-site storm water management controls will be required to capture increased flows.

Comment:

Concern was raised that Coldrey Avenue does not have sufficient traffic management controls resulting in high speed, non-local traffic along the road in both directions at all hours which presents a safety hazard to residents and pedestrians.

Response:

The City receives many requests to review traffic concerns in local neighbourhoods across the City. To treat requests fairly, a process was established to manage the review of such requests through the Area Traffic Management Program. Study requests can be sent to [311@ottawa.ca](mailto:311@ottawa.ca).

Comment:

Concern was raised that the sidewalk on the south side of Coldrey Avenue near to the site is unsafe during spring snowmelt due to water and ice, forcing pedestrians onto the street.

Response:

This comment was forwarded to the Public Works Department to address.

Comment:

Concern was raised that the dwelling units will not be adequately maintained.

Response:

As part of Ottawa Community Housing property management and maintenance plan, significant personnel and monetary resources are put in place to address any potential maintenance issues. Yearly inspection of the units will be undertaken. Ottawa

Community Housing works with partner agencies to identify and support vulnerable tenants who may need additional assistance to achieve successful tenancies.

#### Community Organization Comments and Responses

The Carlington Community Association supports the Zoning By-law amendment in principle, but requests that the proposed residential units be reserved for seniors and that the zoning height limit be reduced to 13 metres.

#### Response:

The funding agreement between the Carlington Community Health Centre and Ottawa Community Housing is for a minimum of 35 years with specifications that the units be affordable and only available to seniors aged 65 years and older. No changes to the maximum height limit are recommended. The difference between 13 and 15 metres is not considered to be significant given the setbacks and adjacent roadways that will separate the proposed building from the residential uses near to the site.