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Project Cardinal Creek Village Core – Zoning By-Law Amendment

To Phil Castro, Planner III (T), Development Review – East, City of Ottawa

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Subject Planning Rationale Addendum

Purpose of this Memo

The Purpose of this Memo is to provide additional planning rationale for the Zoning By-law (ZBA) Amendment Application (the “Application”) submitted by Tamarack (Cardinal Creek) Corporation (the “Applicant”) on October 21st, 2025, which seeks to rezone a portion of land (the “subject lands”) within the Cardinal Creek Village to Development Reserve (DR) from Environmental Protection (EP-1) (see **Figure 1**).

A Memo from Urban Strategies Inc. (USI, “we”, “us”) dated June 4th, 2025, explaining the process and technical rationale for the proposed rezoning was included with the Application. Subsequent conversations with City Planning staff have resulted in the request for additional rationale to support the Application. This Memo is supplementary to the previous Memo.

Summary

The proposed rezoning represents an optimization of the Cardinal Creek Village Concept Plan by developing underutilized land, which has been shown to not contain any natural heritage features and is not required for new park land. The rezoning will support the future development of an anticipated 26 new townhomes, which is a form of housing identified as a priority by the current Official Plan (2022 OP). Adding new housing to underutilized land optimizes the investment in public infrastructure including water, sanitation, and roads to support the Community, and represents good planning in the public interest and is supported by both the 2022 OP and the Provincial Planning Statement, 2024. The impact to the existing community has been analyzed, and it is minimal.

A future Zoning By-law amendment application for the next phase of Cardinal Creek will follow this Application. This will confirm the built form and use of the subject lands, include the opportunity for public consultation and be subject to a decision at Planning and Housing Committee and Council.



Figure 1: Subject Lands

Background, Policy Context and Approach to Rezoning

In the 2003 Official Plan (2003 OP), the Cardinal Creek Village was predominately designated General Urban Area, with a portion of the area designated Major Open Space and Urban Natural Features (see **Figure 2**). The boundaries of the Major Open Space and Urban Natural Features areas were determined based on a desktop review of the area, and therefore did not include any detailed site-level verification.

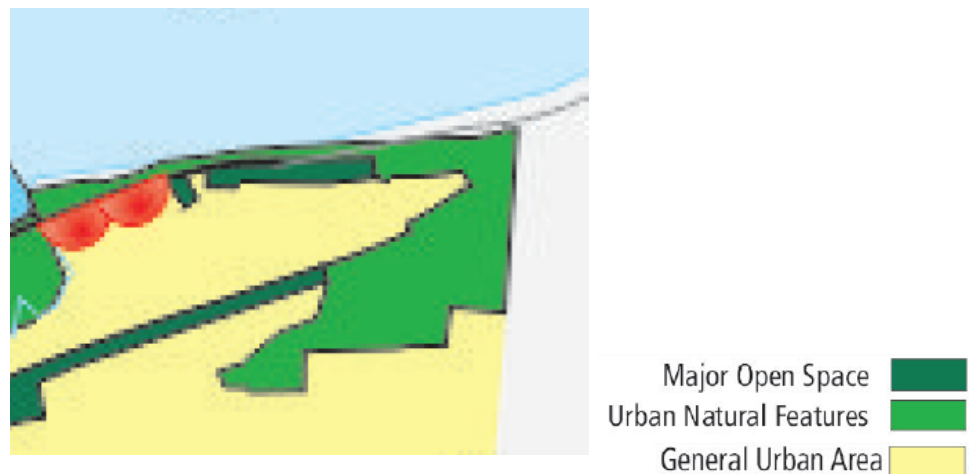


Figure 2: 2003 OP, Schedule B

In 2013, the Cardinal Creek Village Concept Plan (the “2013 Concept Plan”) was approved by Council. The 2013 Concept Plan incorporated the area identified as “Urban Natural Features” into the Land Use Plan (see **Figure 3**), and the implementing OPA 123 designated the land Urban Natural Features (see **Figure 4**). The following year, the implementing Zoning By-law Amendment (2014-200) zoned the land designated “Urban Natural Features” to EP-1 (See **Figure 5**). This zoning for the subject lands has remained in place since that time.

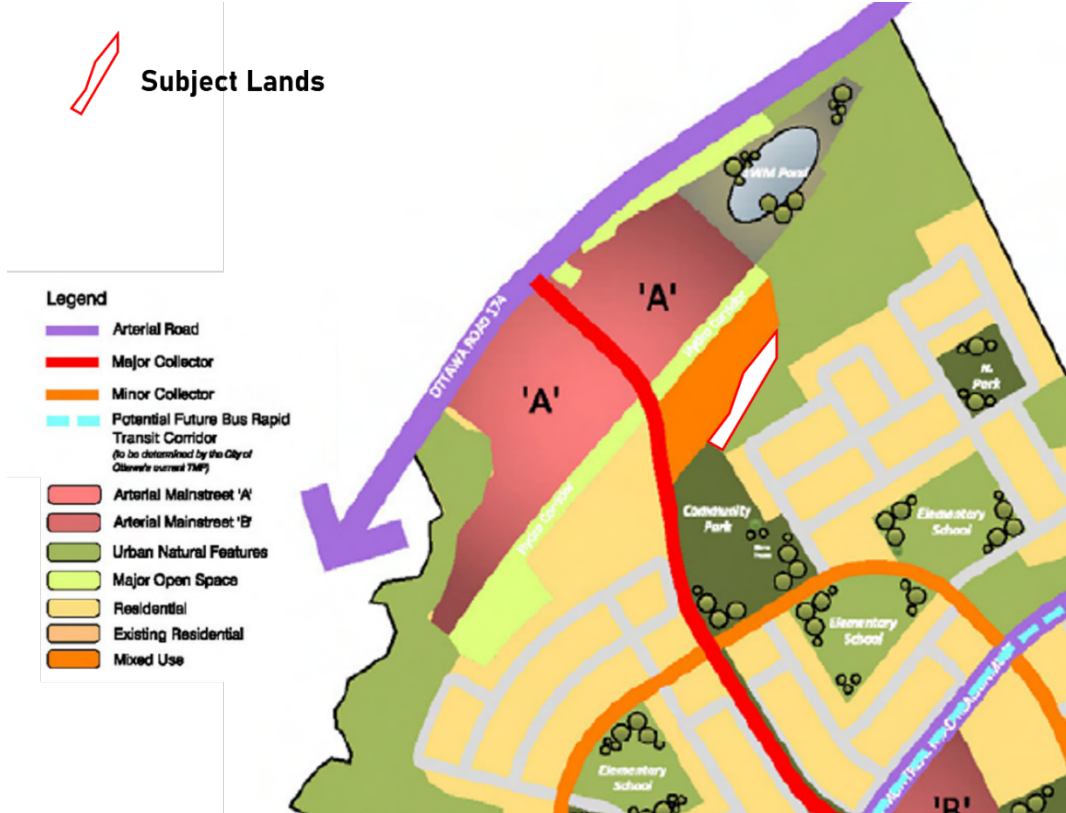


Figure 3: Cardinal Creek Village Concept Plan, 2013 with the subject lands identified; The Urban Natural Features in the 2013 Concept Plan correspond to the Urban Natural Features from Figure 2

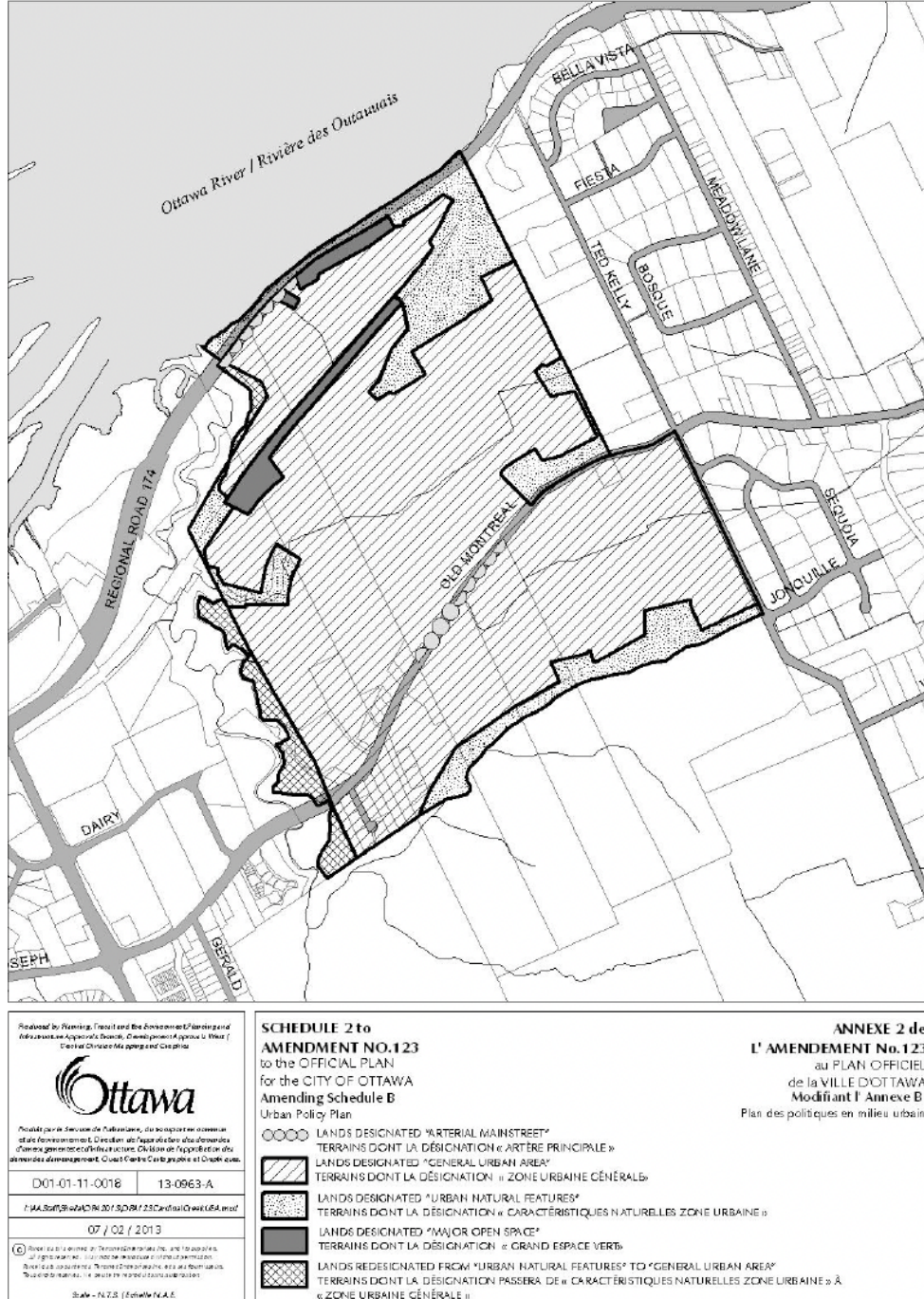


Figure 4: OPA 123 Designation Map; the subject lands were designated Urban Natural Features

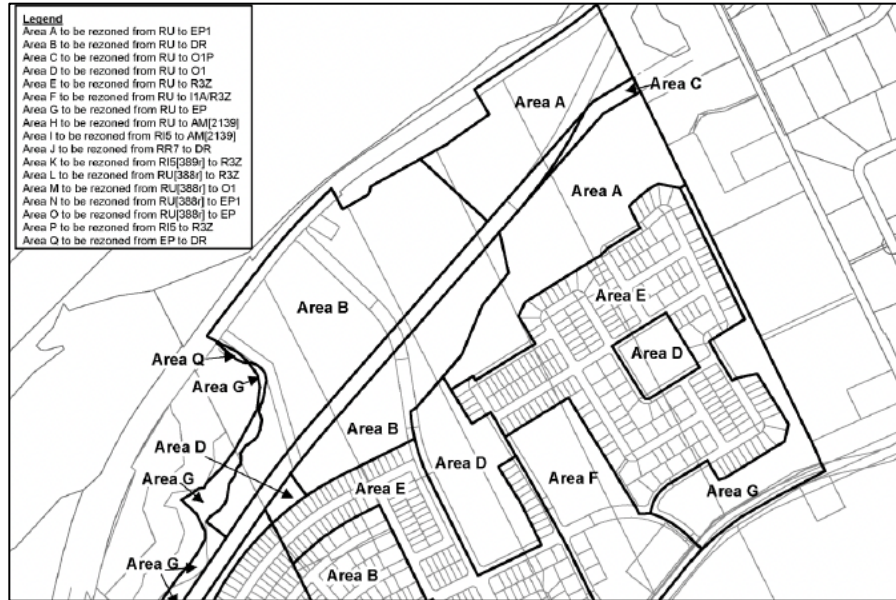


Figure 5: By-law 2014-200, Part of Attachment 1, showing the EP1 Zone applied to Areas A and G corresponding to the area designated Urban Natural Features on Figure 4 above.

Recognizing the imprecise method used to identify the original Urban Natural Features in the 2003 OP and by extension the 2013 Concept Plan, policies were included that allowed for refinements to the boundaries of the Urban Natural Features when new, more accurate information became available:

2003 Official Plan:

Policy 3.2.3.4:

“The boundaries of land designated Urban Natural Features are based on a variety of more detailed mapping sources. When more up-to-date information becomes available through such means as detailed environmental studies, an adjustment to the definition of features and functions and an adjustment to the interpretation of the boundary may be warranted. The City’s zoning by-law will reflect the most up-to-date and accurate information and therefore any changes, whether minor or major, will require an amendment to the zoning by-law. However, minor changes to the boundaries will not require an amendment to the Official Plan.”
 [emphasis added]

2013 Cardinal Creek Village Concept Plan:

3.8.1 Urban Natural Feature:

“The cedar and maples forested areas in the northeast area of the community, along the escarpment ridge, shall also be designated as Urban Natural Features and subject to the policies of Section 3.2.3 of the Official Plan. No development is permitted within 30 m of an Urban Natural Feature until an EIS is completed for the area.”

With the adoption of the 2022 OP, the area of Cardinal Creek Village zoned EP1 (including the subject lands) were designated 'Greenspace' on Schedule B8 – *Suburban (East)*, and sub-designated 'Open Space' on Schedule C12 – *Urban Greenspace*. The 2022 OP also included Schedule C11-*Natural Heritage System*, which identifies areas of known and potential natural heritage features within the City. Schedule C11-C identifies a portion of the subject lands as "Natural Heritage Features Overlay".

As provided in the June 4th 2025 Memo from USI, Kilgour & Associates conducted detailed site investigations for the area Zoned EP1, and concluded that no Natural Heritage Features, as recognized by Section 4.8.1 of the 2022 OP, are present within the subject lands and further concluded that the EP-1 zoning, according to the purpose described in Part 9 of the City's Zoning By-law, is not warranted within the subject lands. This conclusion is contained in their memo dated May 22nd, 2025, and submitted with this Application.

The process and approach to the Application have been discussed with City Staff, who have accepted the technical rationale for the rezoning, and accepted the technical approach to changing the designations and overlay applied to the subject lands as enabled by the 2022 OP Policy 1.4(g). Further details are provided in the June 4th, 2025, Memo.

Additional Rationale

City of Ottawa Planning Staff requested a meeting with the Applicant and USI on January 21st, 2025, to review the Application and discuss the request to provide more context for the rationale for the proposed rezoning. At a follow-up meeting with Planning Staff and the ward Councillor on January 29th, 2025, it was noted by Staff that the technical process of the Application was not in question. Rather, additional information was requested related to the alignment with broader community vision, open space provision, and impact on the existing community. This Section responds to this request and provides additional rationale with reference to provincial and municipal policy.

Alignment with Community Vision

The 2013 Concept Plan identifies seven Guiding Principles for the development of Cardinal Creek. They have been reviewed in the context of this Application as described below (relevant items included):

- 1) Create an Environmentally Sustainable Community
 - *The Cardinal Creek and other significant natural heritage features provide important contributions to the greenspace network and will be protected within the Cardinal Creek Village Community. Not only do these green spaces have environmental value, they also provide open space and active/passive recreational amenities and will contribute to a healthy community.*
 - *Development within Cardinal Creek Village will promote active transportation modes including pedestrian and cycling, as well as transit usage in order to reduce energy consumption patterns associated with automobile travel.*

This principle speaks to significant natural heritage features being protected within the community, and highlights their environmental value. The subject lands do not contain any natural heritage features and do not merit protection, as concluded by Kilgour.

The proposed rezoning does not affect any proposed active transportation routes. No pathways were originally proposed in the 2013 Concept Plan within or adjacent to the subject lands (see **Figure 6**).



Figure 6: 2013 Concept Plan - Greenspace Plan showing proposed multi-use pathways. No multi-use pathways were planned for the subject lands

2) Create Distinct Liveable Neighbourhoods

- *Cardinal Creek Village Community will be designed to create unique residential neighbourhoods that serve the needs of residents of different lifestyles and incomes. Neighbourhoods should contain focal points, such as schools, parks and green spaces, which will serve as distinctive local landmarks and gathering places and walking destinations.*

- *Attention to design will help create attractive communities where buildings, open space and transportation work well together.*

The proposed rezoning seeks to optimize the provision of housing within the future phase of Cardinal Creek by expanding the opportunity for new development, which is anticipated to be medium-density housing, which will contribute to housing diversity in the community. The proposed rezoning does not alter the planned parks, schools, or any natural heritage features. A portion of the area zoned EP1 will remain as open space following the rezoning, contributing additional open space beyond what the developer is required to provide.

The 2025 Concept Plan for City (the “2025 Concept Plan”) submitted with this application demonstrating townhomes in the subject lands, as supported by the supplementary views provided with this Memo, demonstrate the anticipated townhomes as being integrated into the slope of the ridge, reducing their visual impact on the existing community. The inclusion of townhouse blocks reflects an efficient use of space that will optimize the road network.

3) Provide a Network of Community Facilities

- *The community should be designed around identifiable focal points which include uses that attract and are accessible to all residents and provide a ‘sense of place’. In addition, parks, schools, and open space, should be well-distributed through the community and easily accessible to residents.*
- *The greenspace areas should also be linked by trails, pathways, stormwater management facilities, schools and parks to create a network of community facilities that is accessible throughout the community.*

The proposed rezoning does not change the provision of park space, nor remove space that could feasibly become park space due to grading issues. The proposed blocks of townhomes do not meaningfully impact the view from the opening between the homes addressed 122 and 118 Bonne-Renomée Avenue as demonstrated in the visualization provided with this Memo.

The greenspace linkage between the natural heritage features at the northeast of the site and the community park is already severed by the existing road and homes along Bonne-Renomée Avenue. Nonetheless, an open space link is still anticipated between the existing homes and the subject site between Cardinal Creek Drive and the natural heritage features to the northeast.

4) Provide an Opportunity for a Mix of Residential Housing Types and Densities

- *Residential neighbourhoods should provide a range of housing types (single, semis, townhouse and apartments) to meet the needs of a wide range of people.*

The proposed rezoning will support the development of additional townhomes, contributing to a range of housing within the Cardinal Creek community.

5) Encourage the Development of an Attractive Commercial Area

- *Cardinal Creek Village residents should have access to an appropriate range of commercial facilities that are immediately accessible to the community and developed with other commercial and/or residential uses.*
- *Commercial uses (in particular, those central to the community) shall be developed in a manner which is consistent with the village character of community (through their scale, built-form and architectural expression) and be accessible by pedestrians, cyclists as well as vehicles.*

The proposed rezoning does not preclude the development of commercial uses as intended by the 2013 Concept Plan. Additional residential units will support the long-term viability of commercial uses when they are developed in the future phases.

6) Provide Effective, Efficient, Timely Transportation that is Integrated with Land Uses

- *A modified grid road system, sidewalks and pathways, with a high degree of permeability and accessibility throughout the community, will support a diverse range of land uses and modes of transportation. Roads, sidewalks and pathways should link the community.*
- *Cardinal Creek Village should be designed to accommodate all modes of transportation within a development pattern that emphasizes walking, cycling and transit over automobile travel.*

The proposed rezoning supports an efficient modified grid street pattern planned to connect with future phases on the community. No pathways are impacted by the proposed rezoning. The proposed rezoning does not affect the provision of transit within the community. Increased residential density will support the use of public transportation.

7) Ensure Efficient and Timely Phasing of Future Infrastructure

- *The effective use of existing, and the provision of new servicing infrastructure, will be employed in order that development in Cardinal Creek Village achieves the efficient and optimal use of such facilities.*

The proposed rezoning to DR will increase the supply of developable land within the community, contributing to a potential 26 additional townhomes, which will optimize the use of road and servicing infrastructure within the community, contributing to operational efficiency.

In summary, the proposed rezoning will either support or not conflict with any of the seven Guiding Principles of the 2013 Concept Plan.

Access to Greenspace

The 2013 Concept Plan identifies a target of 4.0 hectares per 1,000 population, or approximately 16-20% of gross land area (including stormwater management facilities, pathways, parks, natural

heritage areas, hydro corridor, etc.). This target aligned with 2013 OP policies in place at the time of the 2013 Concept Plan’s approval. (The 2022 OP does not contain this open space target.)

The 2013 Concept Plan estimated the percentage of greenspace to be 29%, which included the Urban Natural Features, Major Open Space (Hydro Corridor), Community and Neighbourhood Parks, and Stormwater Management Areas. Based on current plans and CAD analysis, the community area north of Old Montreal Road (see **Figure 7** below) will have 33% greenspace following the proposed rezoning. This percentage is based on the same boundary of the 2013 Concept Plan for the area north of Old Montreal Road, and includes Parks, Natural Environment Areas, Open Spaces, stormwater management pond, and the Hydro Corridor, and does not include the Subject Lands or School blocks. Any parks or open spaces within the future phases north of the Hydro Corridor will increase the greenspace total to more than 33%. The proposed Application is appropriate as the amount of greenspace provided in the community following the Application will greatly exceed the 16-20% of gross area target set by the 2013 OP and will exceed the 29% of gross area estimate listed in the 2013 Concept Plan.

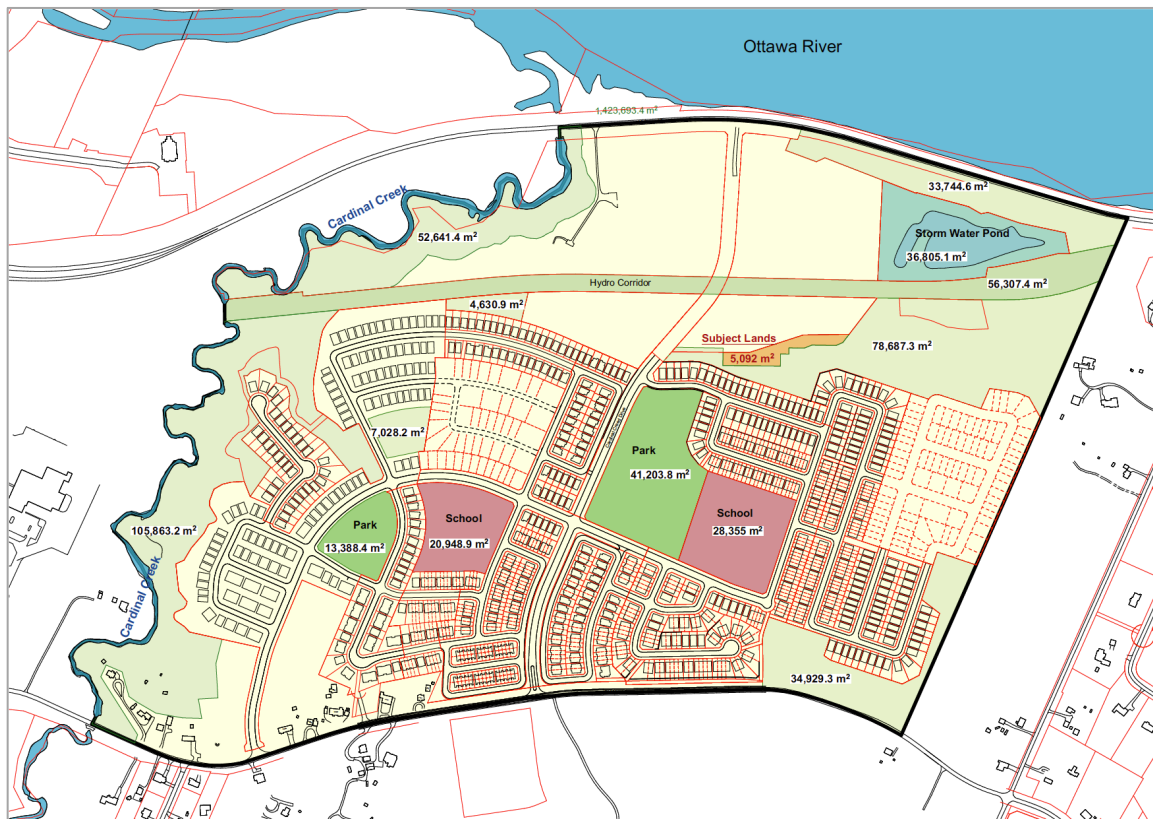


Figure 7: 2013 CAD Analysis showing existing and planned Cardinal Creek and areas for greenspaces. The total greenspace as a percentage of gross area within the area outlined in black is 33%.

At the time of the Plan of Subdivision approval, the Planning Act required 1 hectare per 300 units. This resulted in a total parkland requirement of 3.76 hectares based on 1,130 units planned. The current Cardinal Creek Plan contributes 6.31 hectares of parkland, which is 2.55 hectares (68%) more than required by provincial legislation at the time of the approval. The proposed rezoning of the subject lands should be considered within this context, as described below.

The 2013 Concept Plan also notes that the [2013] OP supports the target that all residential areas are to be located within 400 meters of greenspaces. All homes in proximity to the subject lands continue to meet this target due to other parks and natural heritage features within and adjacent to the community.

The 2022 OP identifies the following policies for access to high-quality greenspace:

- a) Within a 5-minute safe walking distance (400 metres), a public greenspace providing space for passive or active recreation;
- b) Within a 10-minute safe walking distance (800 metres), two green public spaces; (4.8.3.2)

The subject lands are not under public ownership and are not planned for public access. Accordingly, they were not intended to contribute to the achievement of these policies. Nevertheless, an undeveloped portion of land zoned EP-1 will remain between the existing homes and future townhomes, contributing partially to the achievement of the above policies.

Impact on Existing Community including Views

The 2013 Concept Plan includes a section on Views and Vistas, which reads:

“The Cardinal Creek Village Community is designed to maintain and enhance the prominent views of the Community. The topographic character of the Community provides the opportunity for striking views across the Cardinal Creek Village Community and of the Ottawa River and Gatineau Hills. Key elements of the Cardinal Creek Village Community, such as the ‘Central Park’ and the local street network are designed to enhance and protect the prominent views of the Community.”

The views from the Community Park as described in the above section are not impacted by the proposed rezoning.

The 2013 Concept Plan contemplated a continuous open space link between the northeast of the site and the Community Park in the centre of the community. As the development advanced through Plan of Subdivision approvals, the design evolved and shifted as site conditions became better understood. A notable change included the extension of Bonne-Renomé Avenue westward to connect with Cardinal Creek Drive and a new row of homes along the north side of this new section of road (see **Figure 8**). This change severed the conceptual open space connection to the Community Park, and demonstrates the ongoing evolution of the Cardinal Creek community as it develops. This change interrupted the public views that had originally been intended northward from Bonne-Renomé Avenue, but was deemed appropriate at the time as the ultimate design and grading of the Community Park to the south preserved public views north toward the Ottawa River.



Figure 8: (Left) 2013 Concept Plan; (Right) Satellite view of the community as built. The blue outline denotes the same portion of land; the homes highlighted in yellow represent a change from the 2013 Concept Plan.

The proposed changes to the extent of the Development Reserve zone to extend it farther south is a change from the 2013 Concept Plan, but the grading between the existing homes along Bonne-Renomé Avenue and the subject lands contributes to preserved views toward the north. As demonstrated in the visualizations included with this Memo, the rooflines of the anticipated buildings on the subject lands as demonstrated on the 2025 Concept Plan provided with this Application are below the anticipated height of the buildings within the Mixed Use Area as informed by the 2013 Concept Plan.

Furthermore, the 2013 Concept Plan specifically encourages commercial and higher density residential uses within the Arterial Mainstreet Area to the north of the Hydro Corridor, which could block views of the Ottawa River from the existing community. Therefore, uninterrupted views from Bonne-Renomé were never guaranteed per the 2013 Concept Plan. Nevertheless, the impact from the proposed rezoning related to long-distance views from the homes along Bonne-Renomé Avenue, compared to the anticipated condition, ranges from no impact to a marginal impact, as demonstrated in the visualizations provided with this Memo.

Housing

The 2022 OP supports the provision of housing within urban neighbourhoods, specifically supporting mid-density housing forms, which are envisioned for the subject lands. Policy 4.2.1.2 clarifies this intent:

“The City shall support the production of a missing housing range of mid-density, low-rise multi-unit housing, in order to support the evolution of healthy walkable 15-minute neighbourhoods by (a) allowing housing forms which are denser, small-scale, of generally three or more units per lot in appropriate locations, with lot configurations that depart from the traditional lot division and put the emphasis on the built form and the public realm, as-of-right within the Zoning By-law.” (4.2.1.2.a)

The proposed rezoning will optimize the amount of land available for missing middle housing within the Cardinal Creek Village, contributing an estimated additional 26 townhouse units.

Provincial Planning Statement, 2024

The Provincial Planning Statement, 2024 (PPS), provides the following policy statements that support the proposed rezoning:

2.2.1 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by

(b) permitting and facilitating:

- 1) all housing options required to meet the social, health, economic and well-being requirements of current and future residents, [...],
- 2) all types of residential intensification*, including [..],

(c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and [...].

*The PPS defines Intensification as meaning “the development of a property, site or area at a higher density than currently exists through [...], (c) infill development, and [...]” Accordingly, the proposed rezoning of the subject lands enables the future intensification of Cardinal Creek Village through infill development.

2.3.1.2 Land use patterns within settlement areas should be based on densities and mix of land uses which:

(a) efficiently use land and resources;

(b) optimize existing and planned infrastructure and public service facilities;

[...]; and [...].

2.3.1.3. Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities

2.3.1.5 Planning authorities are encouraged to establish density targets for designated growth areas, based on local conditions. Large and fast-growing municipalities are encouraged to plan for a target of 50 residents and jobs per gross hectare in designated growth areas.

3.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety.

The PPS contains policies related to Natural Heritage, which state:

4.1.1 Natural features and areas shall be protected for the long term

4.1.2. The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.

In summary, there were no natural heritage features identified within the subject lands as confirmed by site investigations as described in the Memo provided by Kilgour with this Application. Accordingly, there are no natural features and areas to be protected per Policy 4.1.1. The subject lands do not

form part of a key linkage between natural heritage features or areas. The future extension of Cardinal Creek Drive will also create a barrier between the natural heritage features to the east and west of the community. The proposed rezoning does not conflict with Policy 4.1.2.

Furthermore, the PPS requires the City of Ottawa to provide for the type of housing anticipated on the subject lands (2.2.1); requires the City of Ottawa to support intensification, notably through a range and mix of housing options (2.2.1 and 2.3.1.3); supports the efficient use of land and the optimization of infrastructure (2.3.1.2); encourages the City of Ottawa to meet the target of 50 residents and jobs per gross hectare in new growth areas (2.3.1.5), and notes a preference for development on municipal services (3.6.2). The proposed rezoning advances these provincial policies by enabling the development of an anticipated 26 townhomes through infill on a site that does not contain any natural heritage features and will have access to municipal water and sewage services.

Conclusion

The technical process for the Application has been discussed and accepted by City of Ottawa Planning staff through pre-application consultation. This Memo provides supplementary rationale to support the proposed rezoning as requested by Planning staff.

The proposed rezoning is a desirable form of development as it represents residential intensification through infill on a site with no natural heritage features as confirmed by Kilgour and Associates Inc. and will have access to municipal water and sanitation services. The Application conforms with the *Planning Act, R.S.O 1990*, as amended, is consistent with the Provincial Planning Statement, 2023, and conforms to the intent of the City of Ottawa 2022 OP as it applies to the subject lands. Therefore, this zoning by-law amendment application should be approved.

We look forward to advancing this matter at the upcoming Planning and Housing Committee Meeting.

With thanks,



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URBAN STRATEGIES INC.