PLANNING RATIONALE
ADDENDUM REPORT

Official Plan and Zoning By-law Amendment Applications
335 Roosevelt Avenue

Prepared for:

uniforM
URBAN DEVELOPMENTS

by:

Kathleen WILLIS
CONSULTING LTD.

6393 Roslyn Street
Ottawa (Orleans), Ontario
K1C 2Z9

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1. INTRODUCTION

1.1. Background

This report is an addendum to the July 2011 Planning Rationale Report prepared by Willis and Associates, which was submitted on behalf of Uniform Urban Developments (Uniform) to support the Zoning By-law Amendment application that was filed with the City in July 2011. The contents of the 2011 report continue to apply to this project, and need not be reiterated here. The contents of this report are therefore in addition to the 2011 report.

The zoning application, which is the subject of the July 2011 Planning Rationale Report, was approved by Planning Committee and Council, which resulted in the adoption of By-law 2011-463 by Ottawa City Council in December 2011. A copy of By-Law 2011-463 is included in the appendix of this report. This By-law zoned the property R5B [1897] S276-h. The by-law was subsequently appealed to the Ontario Municipal Board (OMB) by three individuals, and this resulted in an OMB Hearing which took place in May 2012.

When the original zoning application was filed, it was the position of City Staff and the applicant that the application complied, not only with the policies of the City of Ottawa Official Plan (Official Plan), but with those of the Richmond Road/Westboro Secondary Plan (Secondary Plan) as well. It was agreed that an Official Plan Amendment (OPA) application would therefore not be required. At the OMB Hearing, the issue of compliance of the Zoning By-Law with Schedule C of the Secondary Plan was raised. A motion was therefore brought in the middle of the hearing, and in advance of Uniform’s case being called, to consider whether an application to amend Schedule C of the Secondary Plan should have been filed along with the zoning application. The OMB ruled that, as a result of the Schedule C designation, the Secondary Plan could not support the height applied for, and it
repealed By-law 2011-463. It is therefore necessary to file an application to amend Schedule C of the Secondary Plan to increase the height limit, and to refile the original zoning by-law amendment, which led to the passing of By-law 2011-463.

1.2. Purpose of this Addendum Report

This Planning Rationale Addendum has been prepared in support of an Official Plan Amendment Application and a Zoning By-Law Amendment Application pertaining to 335 Roosevelt Avenue. The proposed OPA will change Schedule C of the Secondary Plan by removing the "4-6 Storeys" designation (orange) that is identified for 335 Roosevelt, and replacing it with the "10 Storeys or more" designation (pink).

The original Planning Rationale explains in detail the compliance of the proposed zoning by-law amendment with the policies contained within the Official Plan and the Secondary Plan. These policies apply equally to the proposed amendment to Schedule C of the Secondary Plan, which is more in keeping with a performance standard in a zoning by-law, and provides for heights similar to those within the existing zoning by-law.

The text of the Secondary Plan does not specifically discuss the subject site, although it does contain provisions relating to other key redevelopment sites. The policies within the Secondary Plan encourage greater building height on sites having the characteristics of the subject property. The Schedule C designation of the property is therefore inconsistent with the policies of the Secondary Plan, and an amendment to Schedule C will bring it into compliance with the text of the document. As a result, the amendment to Schedule C is a technical requirement, and is consistent with, and implements the policies already contained within the Secondary Plan.
The Zoning By-law Amendment Application is identical to that which was originally filed in July 2011.

This Addendum is required because the original zoning application was filed in advance of approval of Official Plan Amendment # 76 (OPA 76). With the final approval of OPA 76 on September 7, 2011, some policies and provisions in the previous Official Plan were modified, and others were added. The new Zoning and Official Plan Amendment Applications must therefore comply with the City’s Official Plan, as revised by OPA 76.
2. PLANNING RATIONALE

2.1. City of Ottawa Official Plan, as amended by Official Plan Amendment 76

The relevant sections of the Official Plan that have been revised through OPA 76, and that will be addressed in this report include the following:

- Section 2.2 - Managing Growth
- Section 2.5.1 - Urban Design and Compatibility
- Section 4.11 - Urban Design and Compatibility

2.1.1. Section 2.2 - Managing Growth

A number of significant changes were made to Section 2.2 - Managing Growth through the approval of OPA 76. Added emphasis is placed on intensification within the existing urban area. Section 2.2.2 Managing Urban Growth states that "...the policy direction of this Plan is to promote an efficient land use pattern within the urban area through intensification of locations that are strategically aligned with the transportation network, particularly the rapid transit network...". This section identifies the land use designations within the Official Plan that are specifically targeted for intensification (Central Area, Mixed Use Centres, Mainstreets, Town Centres, and Arterial Mainstreets inside the Greenbelt). It also provides for intensification in suitable locations within the General Urban Area stating "Because such a large proportion of the city is designated General Urban Area, the scale of intensification will vary, depending upon factors such as existing built context and proximity to major roads and transit."
This section of the Official Plan also defines intensification, the relevant portions of which state:

"Residential intensification means intensification of a property, building or an area that results in a net increase in residential units or accommodation, and includes:

a. Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;

b. The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification.

c. Infill development;..."

It is made clear in the original Planning Rationale Report that the development proposal does not seek an increase in density on the site beyond that which is currently permitted as-of-right pursuant to the existing zoning by-law. The proposed development nonetheless qualifies as intensification, since it involves the redevelopment of an underutilized industrial site into residential apartment buildings in an infill location.

Section 2.2.2.13 specifically addresses the City's policies for intensification outside of target areas, within the General Urban Area, and therefore applies to this site. It states:

"The city also supports intensification throughout the urban area, including areas designated General Urban Area. The City will promote opportunities for intensification in the following cases, provided that all other policies in the Plan are met:

a. Lands within 600 metres of future or existing rapid transit stations with potential to develop as compact, mixed-use and pedestrian friendly cores;"
b. *Lands that are no longer viable for the purpose for which they were intended, such as older industrial areas...*

d. *Lands currently or formerly used as parking lots or other extensive storage purposes.*

The subject site is an old, underutilized industrial site that is no longer compatible with the surrounding land uses. The outdoor parking lot/marshalling area, immediately adjacent to the existing residential neighbourhood, is used for the storage of trailers, vehicles, bins, industrial equipment and debris. The site is within 600 metres of two transitway stations (220 metres of the Dominion Transitway Station and 450 metres from the Westboro Transit Station). Based on the above Official Plan criteria, these characteristics make this site suitable for intensification.

### 2.1.2. Section 2.5.1 Urban Design and Compatibility

Section 2.5.1 Urban Design and Compatibility is substantially the same policy-wise as its predecessor - 2.5.1 Compatibility and Community Design. However, additional emphasis is placed on the urban design elements of built form (buildings, structures, fences, fountains etc); open spaces (streets, parks, plazas, courtyards etc) and infrastructure (sidewalks, bike paths, transit corridors, parking lots etc).

In addition to the unique and sensitive architectural design of the two proposed buildings, a great deal of attention has been paid to the design of several other elements including:

- The enhancement of the pedestrian/cycling network by providing an attractive landscaped public pathway connection through the site,
connecting the Winston/Wilmont area to the existing multi-purpose pathway running along the transitway;

- The reconstruction and realignment of the existing multi-use pathway running across the frontage of the site, by moving it away from the transitway cut and providing ample additional landscaping;
- The provision of a plaza or meeting place with seating areas, landscaping and public art at the junction of the new pedestrian connection through the site and the existing, though enhanced, multi-use pathway.

A new design objective has been added to Section 2.5.1 as follows:

"7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment..."

Recommended principles to achieve these objectives include the following:

**Orient development to maximize opportunities for passive solar gain, natural ventilation, and use energy efficient development forms and building measures:**

These building have been designed so that 5 out of every 7 units on each floor are oriented in a manner (i.e. with south, southeast or southwest windows), which maximizes passive solar gain. Additionally, as the Sun Shadow Study indicates, the tall slim profile of the buildings, coupled with ample spacing between and around the buildings, maximizes solar access to neighbouring properties, since the shadows move quickly across any affected properties.

**Maximize opportunities for sustainable transportation modes (walking, cycling, transit facilities and connections):**

This project is ideally located to encourage sustainable, non-automobile traffic for the following reasons:
• It is located within short walking distance of two transitway stations - 220 metres to the Dominion Transitway Station and 450 metres to the Westboro Transitway Station;
• It immediately abuts the multi-use pathway, which provides a pedestrian and cycling connection to both transitway stations, to downtown, and to the west;
• It is immediately adjacent to the pedestrian bridge over the transitway, providing direct pedestrian and cycling access to Westboro Beach, the Westboro Beach community, and the multi-use pathways that run along the Ottawa River Parkway;
• It is located on Roosevelt Avenue, which is a designated on-road cycling route in the Official Plan;
• A public walkway connection, secured by an easement, will be built from the terminus of Winston Avenue northerly across the site, connecting to the multi-use pathway;
• It is located a short distance from the lively Richmond Road Traditional Mainstreet retail district.

Reduce hard surfaces and maximize landscaping and site permeability on site:

The site is currently completely hard surface, consisting of buildings with impermeable roofs and paved parking/marshalling areas, with virtually no soft landscaping. To develop this site according to the existing zoning by-law, approximately 41% of the site area would be open space. By virtue of its small building footprints, the proposed development incorporates 72% of the site area as open space, a substantial component of which will be soft landscaping/permeable surfaces.
2.1.3. Section 4.11 - Urban Design and Compatibility

The compatibility criteria contained within Section 4.11.2 of OPA 76 are virtually the same as in its predecessor, except that (d) Building Height and Massing and (e) Pattern of the surrounding Community, have been removed from this section, and addressed in more detail later on. One new criterion has been added which must be used to evaluate the development proposal:

Noise and Air Quality: The development should be located and designed to minimize the potential for significant adverse effects on adjacent sensitive uses related to noise, odours and other emissions:

The redevelopment of this site from a functioning industrial site will improve air quality and noise impacts associated with the current manufacturing and shipping operation. The surrounding land uses are residential, the transitway and the multi-use pathway. These existing land uses are not any more sensitive than the proposed residential development, and adverse impacts are therefore not anticipated.

A new policy 4.11.5 has been added, encouraging the City and the development proponent to work together to co-ordinate improvements in the public realm with adjacent properties in the private realm. In this instance, the public pedestrian network will be enhanced by including a public pathway, secured by an easement, connecting the Winston/Wilmont area through the subject site to connect to the multi-purpose pathway running along the transitway. Additionally, the proponent will be reconstructing and enhancing the existing multi use pathway across the frontage of the site, creating a landscaped meeting place or plaza for the enjoyment of the public at large, as well as the future residents of the buildings. Additional security will result from the enhancements to the multi-use pathway, thereby further encouraging public usage, through the provision of pathway lighting, and the design of the buildings, which will provide "eyes on the
street" with windows, functioning doors and outdoor terraces for the units located at ground level.

A new policy 4.11.6 encourages development proponents to include public art as part of their developments, and, in this case the proponent proposes to include public art at the plaza to be created at the junction of the new public pathway crossing the site and the reconstructed multi-use pathway.

A new Section 4.11.7 defines a high-rise as being a building 10 storeys or more. In addition to permitting high-rise buildings in the target areas identified in Section 2.2.2 of this Plan, a new Section 4.11.9 states that high-rise buildings may be permitted in other locations, including, but not limited to the following, providing all other Plan policies are met:

**Within 600 metres of a transit station:**
This site is within 600 metres of two transit stations - 220 metres from the Dominion Transit Station, and 450 metres from the Westboro Transit Station.

**Where a community design plan, secondary plan or other similar Council-approved planning document identifies locations suitable for the creation of a community focus on a strategic corner lot, or at a gateway location or on a terminating site to strategic view, or a site that frames important open spaces, or at a location where there are significant opportunities to support transit at a transit stop or station by providing a pedestrian and transit-oriented mix of uses and activities:**
The original Planning Rationale addressed the appropriateness of having increased height in this location, in accordance with the policies of the Secondary Plan, by virtue of:

- Its location on the edge of the Westboro neighbourhood;
• Its location immediately adjacent to the transitway, and less than 600 metres from two transitway stations;
• Its location adjacent to the existing multi-purpose path, which will be enhanced and extended across the site to provide access from the Winston/Wilmont area.
• Its location adjacent to the pedestrian bridge over the transitway, providing direct non-vehicular access to Westboro Beach, the Westboro Beach neighbourhood, and the pathways along the Ottawa River Parkway;
• The proposal will create a community focus at a gateway location at the edge of the Westboro Community, providing a landmark along an important pedestrian and cycling route in close proximity to the natural setting of the Ottawa River and Ottawa River Parkway open space.

In addition to demonstrating compliance with the Secondary Plan, the original Planning Rationale also demonstrates compliance with other Council-approved documents including Urban Design Guidelines for High-Rise Housing and Transit-Oriented Urban Design Guidelines.

**Within areas where a built form transition as described in policy 12 below is appropriate:**

Policy 12 pertains to Building Transitions. As fully discussed in the original Planning Rationale, and further detailed starting on page 15 of this report, the proposed built form adopts measures recommended in the Official Plan to reduce any impact relating to height.

A new policy 4.11.11, devoted to Building Profile and Compatibility, states: "A high-rise building will be considered both as an example of architecture in its own right and as an element of urban design sitting within a wider context." It
then provides a list of measures against which proposed high-rise buildings will be assessed. This proposal addresses these measures in the following ways:

**How the scale, massing and height of the proposed development relates to adjoining buildings and the existing and planned context for the surrounding area in which it is located:**

The floor area of the proposal is identical to that which is currently permitted as-of-right, and therefore the overall density of the development will not change from that permitted by the existing zoning by-law. In terms of massing and height, this proposal involves a redistribution of a lower, bulkier form to a taller, slender form, thereby avoiding the "wall effect" that could otherwise be created pursuant the existing zoning by-law, and replacing it with openness, airiness and greenery. This redistribution of building mass fits with the established pattern of higher profile buildings along the transitway, and provides a transition from the existing 7-storey building to the east, and the higher buildings located along the transitway further to the west.

**How the proposal enhances existing or creates new views, vistas and landmarks:**

This development will replace an aging and unsightly industrial site, which includes a large amount of outdoor storage, with two architecturally significant, modern residential buildings, surrounded by landscaped open space. The point towers will create vistas and views for the future residents, including views of the Ottawa River and the downtown. The tall, slender form of the buildings, with ample separation between them will frame, rather than block the views of the neighbours. The buildings will create a distinctive landmark relating to the two transit stations, and provide a way-finding feature for the neighbourhood and passers-by.
The effect on the skyline of the design at the top of the building:
The upper floor of each building will be almost entirely transparent and stepped back from the main tower plane below. Above the glazed floor, the strong horizontal cap will create a distinctive element in the skyline, while incorporating the requirements of the mechanical systems within the silhouette created by the cap.

The quality of architecture and urban design, particularly as expressed in Council-approved design guidelines:
These buildings have been designed specifically to comply with the approved Urban Design Guidelines for High-Rise Housing, and Transit-Oriented Design Guidelines and this is fully discussed in the original Planning Rationale.

How the proposal enhances the public realm, including contribution to and interaction with its surroundings at street level:
Enhancement of the public realm, as thoroughly discussed in section 2.1.2 of this report and in the original Planning Rationale, is achieved through the enhancement of the pedestrian/cycling network, and the provision of an extraordinary amount of landscaped open space.

The new Section 4.11.12 - Building Transitions provides a list of possible measures to ensure integration with neighbourhoods characterized by lower built form. These include incremental changes in building height, massing, character, and architectural design and building setbacks.

The design of both buildings incorporates organization of form and architectural variety of materials into a "base, middle and top", which play a key role in enhancing the transition from the ground plane upward.
At the base of each building, the form is shaped into individual staggered townhouse-like bays, each with large punched openings. The bays are separated by recessed and projecting balconies at the second levels, capped with canopies at the higher elevation, in a linear fashion along the facade. Between each bay, trellis-like vertical panels extend out from the building face and are repeated, adding a transition of visual interest and privacy between yards.

The middle of the building has an intermediate zone at the third level. The facade is pulled back from the base to allow for an extension of the ground floor plane, creating an exterior terrace environment. The walls are designed to be transparent and visually separate the mass of the middle portion of the building from its base. Above this zone the form is articulated into panels with patterned openings. Between the panels and at each corner of the building, glass is articulated and used to extend the transparency from the third floor to the top of the building.

The top of the building provides an almost seamless transition from the 'middle to the sky'. With the facade pulled in again and constructed almost entirely of glass, the slender roof or "building top" is intended to float above the body of the building with only the feature wing walls holding it in its place.

The smaller footprints of the buildings facilitate substantial setbacks from the adjacent properties. The westerly building will have a minimum setback of 9.3 metres from Roosevelt Avenue; and 7.5 to 8.0 metres from the main wall of the building to south property line; and the easterly building will have setbacks of between 11.7 and 16.4 metres to the properties to the south, and 19.9 metres to the property to the east. These setbacks will mitigate height by providing significant separation from the existing low-rise residential homes abutting the site. The large separation from the existing 7-storey apartment building to the
east will ensure a sense of openness to the existing homes on Wilmont Avenue which back onto this site.

A new Section 4.11.14 addresses policies for intensification inside stable, low-rise neighbourhoods, including measures by which infill developments in the interior portions of neighbourhoods will be assessed. These measures include building height, massing and scale; prevailing patterns of yard setbacks and landscaped areas; and transitions per Section 4.11.12. Although these measures do not apply to this development proposal, by virtue of its location on the edge of a neighbourhood and immediately adjacent to the transitway, these measures have been largely met, as detailed above.
3. SUMMARY AND CONCLUSION

In summary, the proposed Official Plan Amendment and Zoning By-law Amendment comply with the City of Ottawa Official Plan, as amended by Official Plan Amendment #76. The current proposal remains identical to that which was the basis of the Council-approved By-law 2011-463. Compliance with all other policy documents is covered in the original Planning Rationale Report. It is our opinion that this proposal, as originally approved, complies fully with OPA 76. The key points of compliance with OPA 76 include the following:

- Redevelopment of an underutilized, derelict industrial site;
- Residential intensification adjacent to the transitway, less than 600 metres from two transit stations;
- Promotion of sustainable means of transportation, including walking, cycling, and transit usage;
- Provision of appropriate transitions within the neighbourhood;
- Enhancement of the public realm;
- Appropriate use of massing and scale to achieve neighbourhood compatibility;
- Creating architectural excellence in building and landscape design.

It is our conclusion that the proposal for an Official Plan Amendment to change the Richmond Road/Westboro Secondary Plan Schedule C designation of 335 Roosevelt to "10 storeys or more", and for a zoning amendment to rezone the property to an R5B[1897]S276 zone, represents good land use planning, is appropriate for the site, and is in the public interest.
APPENDIX

BY-LAW NO. 2011 - 463

A by-law of the City of Ottawa to amend By-law No. 2008-250 of the City of Ottawa to change the zoning of lands known municipally as 335 Roosevelt Avenue.

The Council of the City of Ottawa, pursuant to Section 34 of the Planning Act, R.S.O.1990, enacts as follows:

1. The Zoning Map of By-law No. 2008-250, entitled the “City of Ottawa Zoning By-law” is amended by rezoning the lands shown as Area A on Attachment 1 to this by-law from R5B[1195] H(19), R5B[816] H(21) and R3S to R5B[1897] S276-h.

2. Section 239 – Urban Exceptions of the said By-law No. 2008-250 is amended by adding the following exception:

<table>
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<tr>
<th>I</th>
<th>II</th>
<th>Exception Provisions</th>
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<tbody>
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<td>1897</td>
<td>R5B[1897] S276-h</td>
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<td>- all uses except existing uses and a temporary sales office until the holding symbol is removed</td>
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<td>- maximum permitted building heights and required setbacks are as set out on Schedule 276</td>
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<td>- Despite the above provision, Schedule 276 does not apply to accessory buildings or structures, which continue to be regulated by Section 55.</td>
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<td>- Despite the maximum permitted height limits in Schedule 276, permitted projections, including vertical privacy screens may project into required yards and up to any lot line</td>
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<td>- total maximum permitted gross floor area for all buildings, excluding accessory buildings: 20,410 m²</td>
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<td>- Despite Schedule 276, the maximum permitted building height of a temporary sales office is 8 metres.</td>
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<td>- the holding symbol may not be removed until such time as the following conditions have been fulfilled to the satisfaction of the General Manager, Planning and Growth Management Department:</td>
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- Table 164A, Row B, Columns VII through XI inclusive do not apply
- Table 164A, Row B, Columns VII through XI inclusive do not apply
- Maximum building heights and required setbacks are as set out on Schedule 276
- Despite the above provision, Schedule 276 does not apply to accessory buildings or structures, which continue to be regulated by Section 55.
- Despite the maximum permitted height limits in Schedule 276, permitted projections, including vertical privacy screens may project into required yards and up to any lot line
- Total maximum permitted gross floor area for all buildings, excluding accessory buildings: 20,410 m²
- Despite Schedule 276, the maximum permitted building height of a temporary sales office is 8 metres.
- The holding symbol may not be removed until such time as the following conditions have been fulfilled to the satisfaction of the General Manager, Planning and Growth Management Department:
(i) the approval of a Site Plan Control Application; and,
(ii) the conveyance of $200,000 to be directed to a reserve account, or secured by a letter of credit, for off-site community benefits, as detailed in a Site Plan Agreement entered into as part of the Site Plan Control approval referenced in (i).

3. Part 17 – Schedules of the said By-law No. 2008-250 is amended by adding Attachment 2 as Schedule 276.

ENACTED AND PASSED this 14th day of December, 2011.

CITY CLERK

MAYOR
Lands Affected by By-law

Area A rezoned from R5B[1195] H(19), R5B[816] H(21) and R3B to R5B[1807] S276-h
BY-LAW NO. 2011 - 463

A by-law of the City of Ottawa to amend
By-law No. 2008-250 of the City of Ottawa
to change the zoning of lands known
municipally as 335 Roosevelt Avenue.

Enacted by City Council at its meeting of
December 14, 2011.

LEGAL SERVICES
RM CE
G04-01-2011-12-14

COUNCIL AUTHORITY:
City Council December 14, 2011
PC Report No. 21, Item 14