

# FOTENN

## 342 ROOSEVELT



December 22, 2017

Planning Rationale

Zoning By-law  
Amendment and Site  
Plan Control



Prepared for:



Concorde Properties  
5689 Power Road  
Ottawa, ON K1G 3N4  
[concorde-properties.ca](http://concorde-properties.ca)

Prepared by:

**FOTENN** Planning  
+ Design

Fotenn Planning + Design  
223 McLeod Street  
Ottawa, ON K2P 0Z8  
[fotenn.com](http://fotenn.com)

December 22, 2017

# CONTENTS

---

- 1.0 Introduction.....2
- 2.0 Surrounding Area and Site Context.....2
  - 2.1 Subject Property.....2
  - 2.2 Area Context.....3
  - 2.3 Community Amenities .....3
  - 2.4 Transportation Network.....4
    - 2.4.1 Road Network.....4
    - 2.4.2 Public Transit.....5
    - 2.4.3 Cycling.....6
- 3.0 Proposed development.....8
  - 3.1 Setbacks.....8
  - 3.2 Materiality .....8
  - 3.3 Units and Internal Elements.....8
  - 3.4 Parking.....8
  - 3.5 Landscaping .....9
- 4.0 Policy and Regulatory Framework.....14
  - 4.1 Provincial Policy Statement (2014).....14
  - 4.2 City of Ottawa Official Plan (2003, As Amended).....14
    - 4.2.1 Section 2.5.1 – Urban Design and Compatibility .....15
    - 4.2.2 Section 4.11 – Urban Design and Compatibility .....16
    - 4.2.3 Section 4.14 – Intensification inside stable, low-rise neighbourhoods.....17
  - 4.3 City of Ottawa Official Plan Amendment No. 150 .....18
  - 4.4 Richmond Road/Westboro Secondary Plan .....19
  - 4.5 Richmond Road/Westboro Community Design Plan.....21
  - 4.6 Urban Design Guidelines for Low-rise Infill Housing.....23
  - 4.7 Urban Design Guidelines for Transit-Oriented Development.....23
  - 4.8 City of Ottawa Comprehensive Zoning By-law (2008-250).....24
    - 4.8.1 Proposed Zoning By-law Amendment .....29
- 5.0 Supporting studies.....30
- 6.0 Conclusions .....31

# 1.0 INTRODUCTION

Fotenn Consultants Inc., acting as agents for Concorde Properties, is pleased to submit the enclosed Planning Rationale in support of Zoning By-law Amendment and Site Plan Control applications for the lands municipally known as 342 Roosevelt Avenue in the City of Ottawa. The intent of this Planning Rationale is to assess the proposed development against the applicable policy and regulatory framework, and determine if the proposed development is appropriate for the site and compatible with adjacent development and the surrounding community.

## 2.0 SURROUNDING AREA AND SITE CONTEXT

### 2.1 Subject Property

The subject property is located at 342 Roosevelt Avenue, at the northern end of Roosevelt Avenue in Ottawa's Westboro neighbourhood. The site is located approximately 265 metres north of Richmond Avenue and 200 metres northeast of the Dominion rapid transit station, and nearly abuts the Transitway, Ottawa's east-west, grade separated rapid transit corridor. Roosevelt Avenue is a dead-end street and ends near the subject property's location.

The subject property is on an irregular shaped lot and has a site area of 646.7square metres, with approximately 27.3 metres of frontage along Roosevelt Avenue. The subject property is currently occupied by a two (2) storey detached dwelling. Vehicular access to the site is provided by way of a driveway that connects to Roosevelt Avenue.

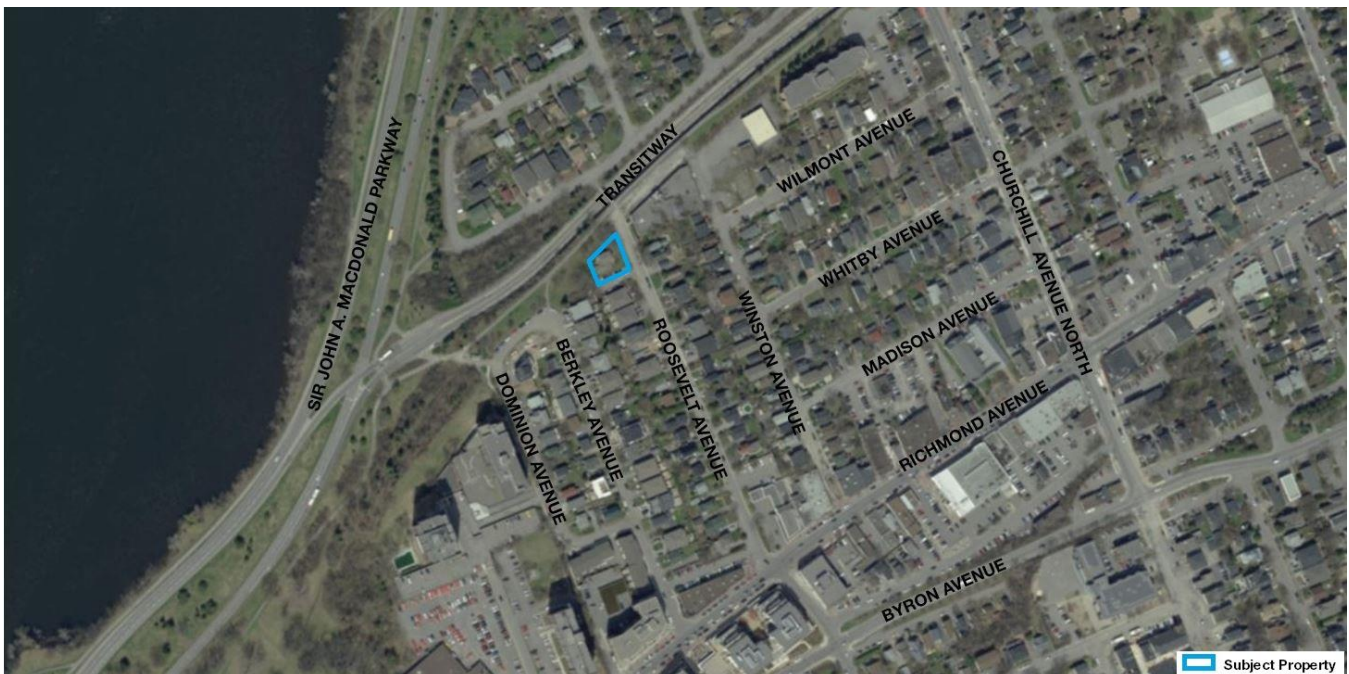


Figure 1: Aerial view of the subject property and its surroundings

---

## 2.2 Area Context

The surrounding area is characterized by a mix of land uses such as single family dwellings, semi-detached dwellings, low rise apartment buildings, and parks. The subject property fronts onto Roosevelt Avenue, which connects to Richmond Road (designated as an Arterial Road on Schedule E of the Official Plan) and continues further south until just north of Highway 417. Richmond Road provides access to a range of daily goods and services, employment opportunities and residential communities, and connects directly to the Central Area of the City of Ottawa to the east.

**NORTH:** To the north of the subject property is the Transitway Right-of-Way, over which a pedestrian bridge provides connection to a residential community consisting of detached dwellings and Westboro Beach along the Ottawa River. Further north is the Sir John A. Macdonald Parkway which runs adjacent to the Ottawa River and connects to Island Park Drive. Island Park Drive directly leads to Champlain Bridge, which goes over the Ottawa River and connects the provinces of Quebec and Ontario.

**EAST:** Directly to the east of the subject property, across Roosevelt Avenue, is a single storey commercial building that is zoned R5B [1897], which permits the construction of a seven (7) storey mid-rise apartment building. Further east are a variety of low and mid-rise residential buildings, ranging from one (1) to four (4) storeys.

**SOUTH:** To the south of the subject property, along Roosevelt Avenue, is a vacant lot beyond which lies a mix of single detached and semi-detached residential dwellings. The site is located about a five (5) minute walk away from Richmond Road, which offers a range of uses including offices, cafes, restaurants, grocery stores, clothing stores, banks, a funeral home and a pharmacy; most of these uses are located in low-rise buildings. Several mid-rise residential mixed-use developments have also recently developed along Richmond Road. Between Richmond Road and Highway 417 (approximately 1.7 kilometres south) lies a residential neighbourhood that includes several schools and public amenities such as Nepean High School, Broadview Public School, Westboro Badminton Club, Westboro Community Centre, Dovercourt Recreation Association, Hampton Park, Notre Dame High School, Tillbury Park, Byron Park, and McKellar Park.

**WEST:** Immediately west of the subject property is a vacant lot that is owned by the City of Ottawa. Further west are a pathway and open space along the Sir John A. Macdonald Parkway, several mid-to-high rise residential developments, some office spaces, and the Dominion rapid transit Station, which connects the neighbouring area to communities west and east of Westboro along the Transitway.

## 2.3 Community Amenities

The site's location in the Westboro neighbourhood corresponds to its proximity to a wide range of amenities located within one (1) kilometre of the site including:

- / Dominion Station and Westboro Station;
- / Westboro Beach;
- / Cycling and pedestrian pathway along Sir John A. Macdonald Parkway
- / Highland Park Lawn Bowling Club;
- / Churchill Alternative School;
- / Churchill Seniors Centre;
- / First United Church/All Saints Anglican Church;
- / Ottawa Gymnastics Centre; and
- / Roy Duncan Park.

Some of the area's nearby amenities are shown in Figure 2 below.



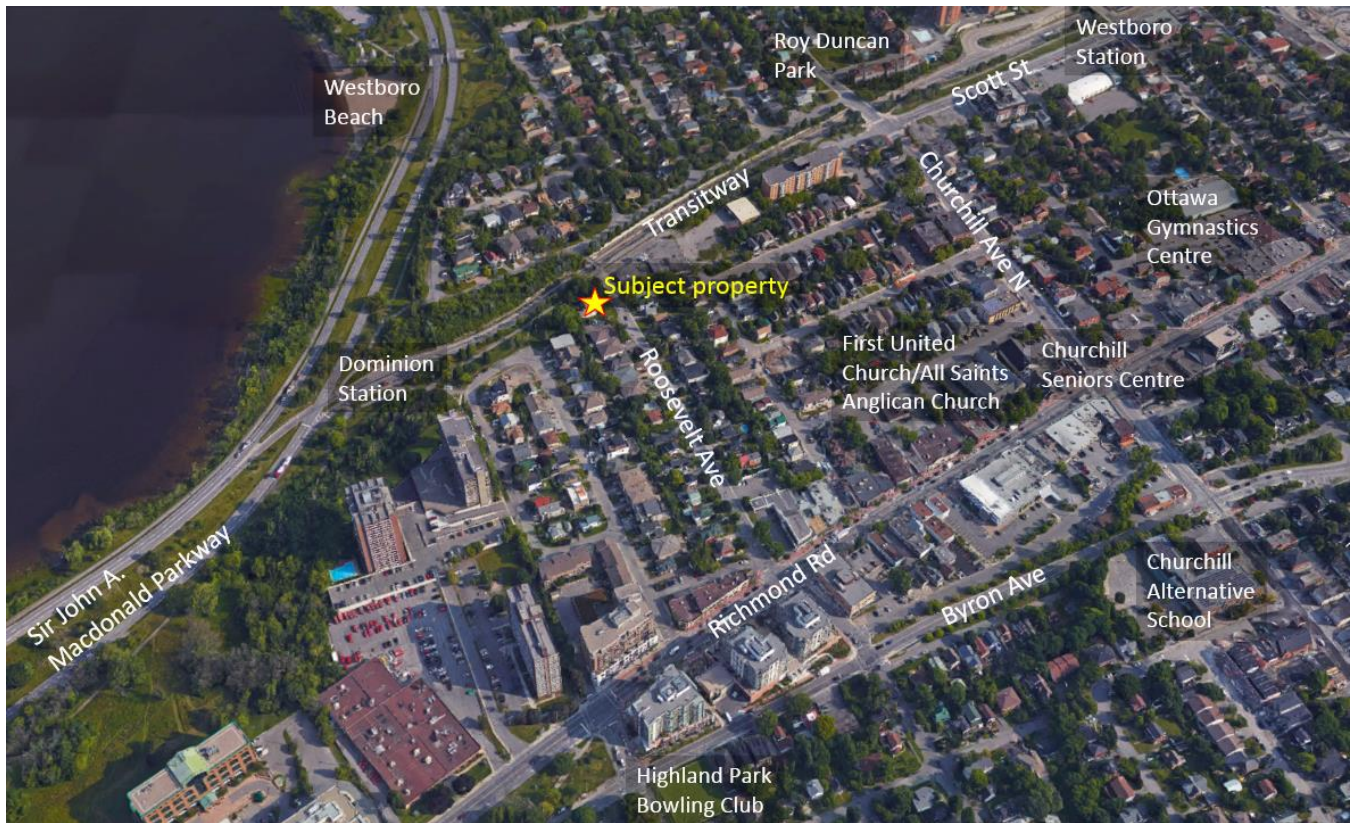


Figure 2: Area context with nearby amenities

## 2.4 Transportation Network

### 2.4.1 Road Network

The subject property is located on Roosevelt Avenue, a north-south neighbourhood street that extends from just south of the Transitway Right-of-Way to Richmond Road. Richmond Road is identified as an existing Arterial Road on Schedule F: Central Area/Inner City Road Network of the City of Ottawa's Official Plan (Figure 3). This road spans from the Rideau River in the east and becomes Richmond Road, Robertson Road, and Hazeldean Road in the City's West end. Arterial Roads are major roads in the City that carry large volumes of traffic over long distances. They function as major public and infrastructure corridors that are intended to accommodate not only vehicular traffic but to serve pedestrians, public utilities, cyclists and public transit buses.



Figure 3: Excerpt from Schedule E: Central Area/Inner City Road network of the City of Ottawa's Official Plan

#### 2.4.2 Public Transit

The subject property is located in close proximity to local and rapid public transit. Dominion Station, which is approximately 200 metres west, accommodates multiple bus routes that run along the Transitway. There are also bus stops at the intersection of Richmond Road and Roosevelt Avenue that connect to bus route #11, which travels in an east-west direction along Richmond Road.

Dominion Station will become one of the two stations in Westboro to be converted to a light-rail transit system in 2023, as part of the City's Stage 2 LRT expansion plans. Given that the subject property is within 600 metres of current and future public transit, certain uses, including residential uses, are subject to lower parking space rates under the Comprehensive Zoning By-law.



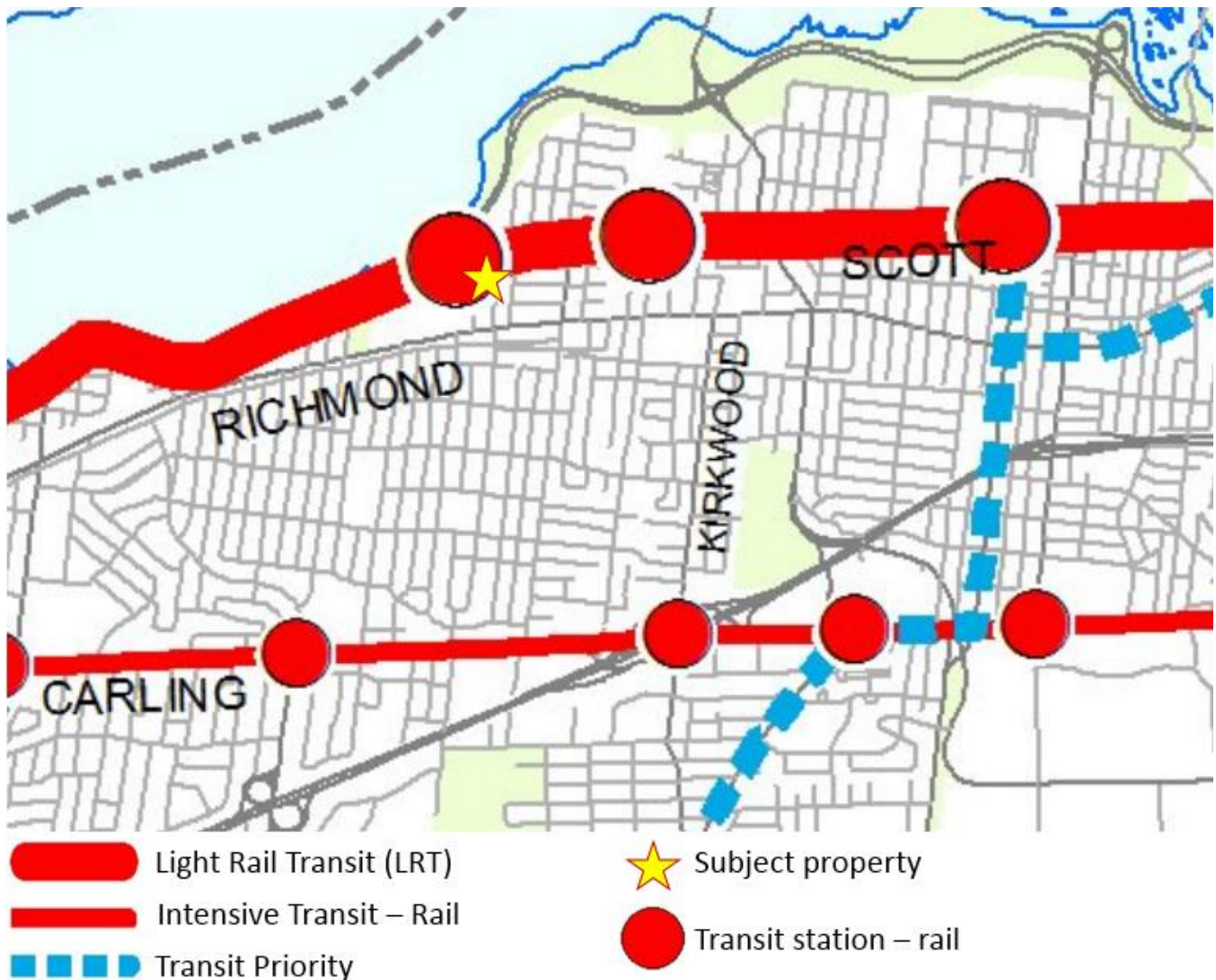


Figure 4: Excerpt from Schedule D – Rapid Transit and Transit Priority of the City of Ottawa’s Official Plan

### 2.4.3 Cycling

As per Schedule C – Primary Urban Cycling Network of the City’s Official Plan, the subject property is located near some existing and future routes that are or will be part of the City’s future cycling network. Roosevelt Ave, the road on which the subject property is located, is a designated cycling route, as are Richmond Road and Scott Street. There is also a direct cycling connection between the site and an off-road cycling route along the Sir John A. Macdonald Parkway that extends far to the west and to the east, providing cycling access to many sites around the city including the downtown core.





Figure 5: Excerpt from Schedule C – Primary Urban Cycling Network of the City of Ottawa’s Official Plan

# 3.0 PROPOSED DEVELOPMENT

Concorde Properties is proposing to construct a four (4) storey (3 typical storeys, plus a mezzanine, which is considered a storey under the City of Ottawa’s Zoning By-law) low-rise apartment building containing twenty-five (25) residential units on the subject property. This proposal will contribute to increasing residential densities and broadening housing options in the Westboro area. An image of the proposed site plan is provided in Figure 6.

## 3.1 Setbacks

The proposed building setbacks are as follows:

- / 0.8 metres (front);
- / 1.2 metres (rear);
- / 1.5 metres (south side yard); and
- / 4.5 metres (north side yard).

The 4.5 metre north side yard setback is particularly large so as to accommodate a required setback from a major city watermain that was constructed along the subject property line without acquiring easements for maintenance from the owner.

## 3.2 Materiality

The massing of the proposed building consists of a variety of materials including glass, brick and concrete. The overall design of the facades is broken up with a purpose driven strategy. The first three (3) floors consist of brick masonry. The third floor mezzanine is defined by a light grey cladding and the use of dark grey cornice lines to differentiate from the lower three floors and reduce the perception of building mass. The facades include large windows and are punctuated with balconies. The residential entrance fronting Roosevelt Avenue is ornamented with an awning to increase its prominence.

## 3.3 Units and Internal Elements

The proposal envisions a total of 25 residential units. The anticipated distribution of unit types is as follows:

- / Six (6) two-bedroom units;
- / Seven (7) one-bedroom units;
- / Twelve (12) studios units, nine (9) of which are loft-style units occupying the third floor and the fourth floor mezzanines.

The basement will contain five dwelling units, as well as a bicycle storage area. The first floor consists of an entrance area, five more dwelling units, and a garbage room. Six residential units make up the second floor. The third floor consists entirely of studio units, each of which includes a fourth-storey mezzanine. The roof of the building will include an outdoor terrace amenity area for residents that will be recessed in from the building edges.

A cross-section of the building is shown in Figure 11.

## 3.4 Parking

The proposed development was designed with the relevant transit-related policy documents in mind. The proposal looks to advance the City’s transit-oriented development strategy by providing a transit-supportive land use within a short distance of Dominion Station. For this reason, the proposed development will consist of zero resident parking and only one (1) visitor parking space. Bicycle parking over the required minimum under the Zoning By-law will be provided to the property’s users.

### 3.5 Landscaping

The plan maximizes the space available for landscaped amenity area along the north interior lot line adjacent to the Transitway. The provided amenity space in the north side yard consists of soft landscaping, and has an area of 128.95 square metres. There will also be soft landscaping along the southern side yard, the rear yard, and in the front yard, along the right of way adjacent to Roosevelt Avenue. This landscape treatment will integrate the proposed development within the character of the residential nature of Roosevelt Avenue.

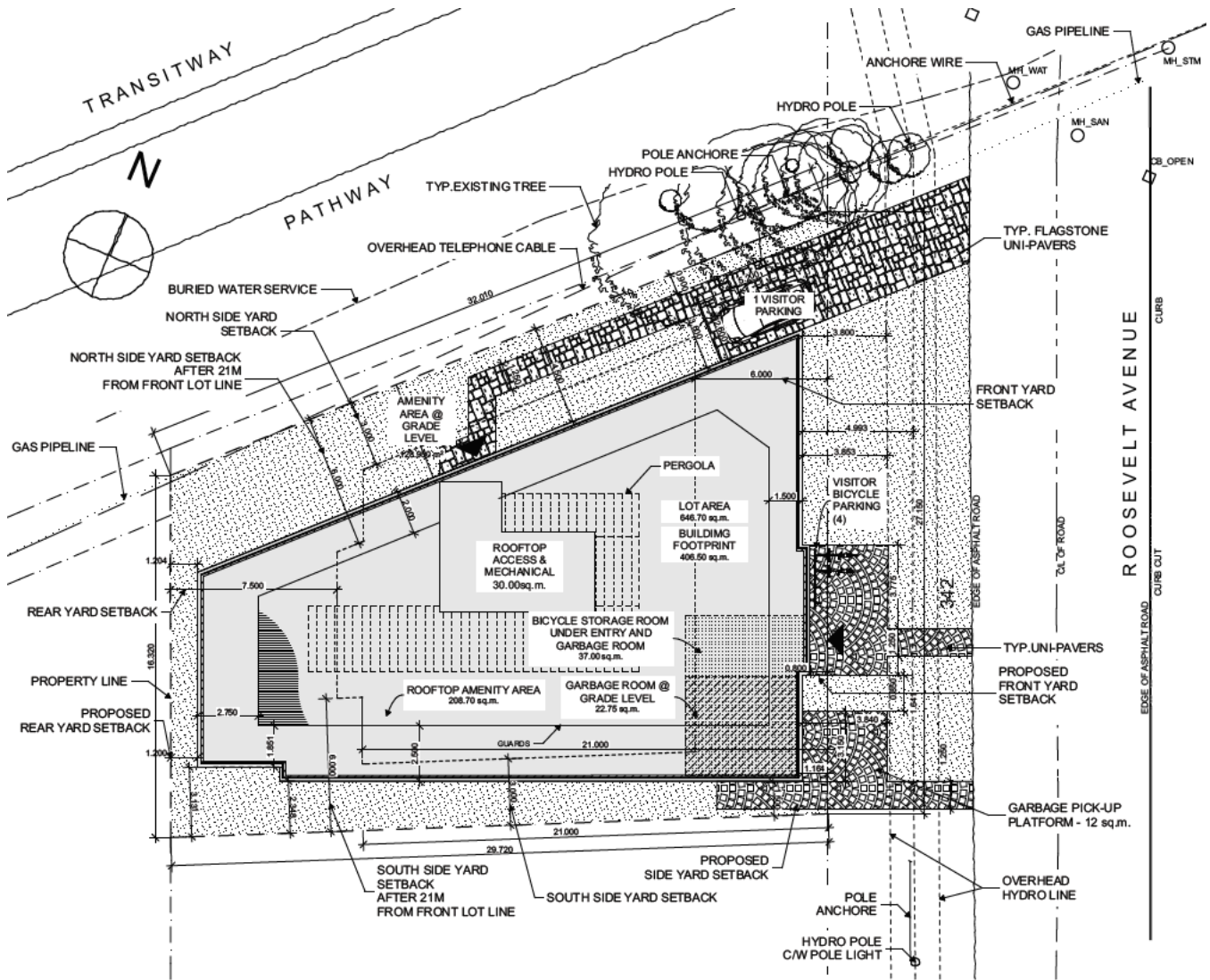


Figure 6: Excerpt from the site plan of the proposed development at 342 Roosevelt Avenue



Figure 7: Massing Model – North Elevation

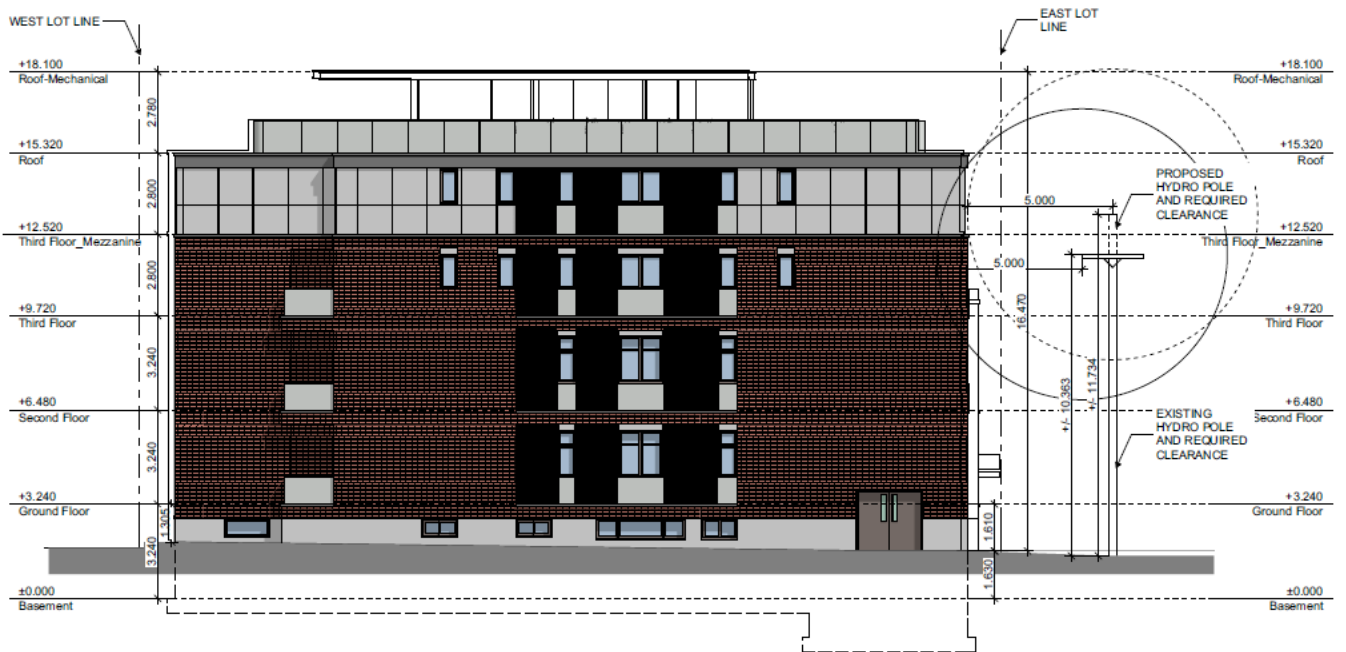


Figure 8: Massing Model – South Elevation





Figure 9: Massing Model – West Elevation



Figure 10: Massing Model – East Elevation

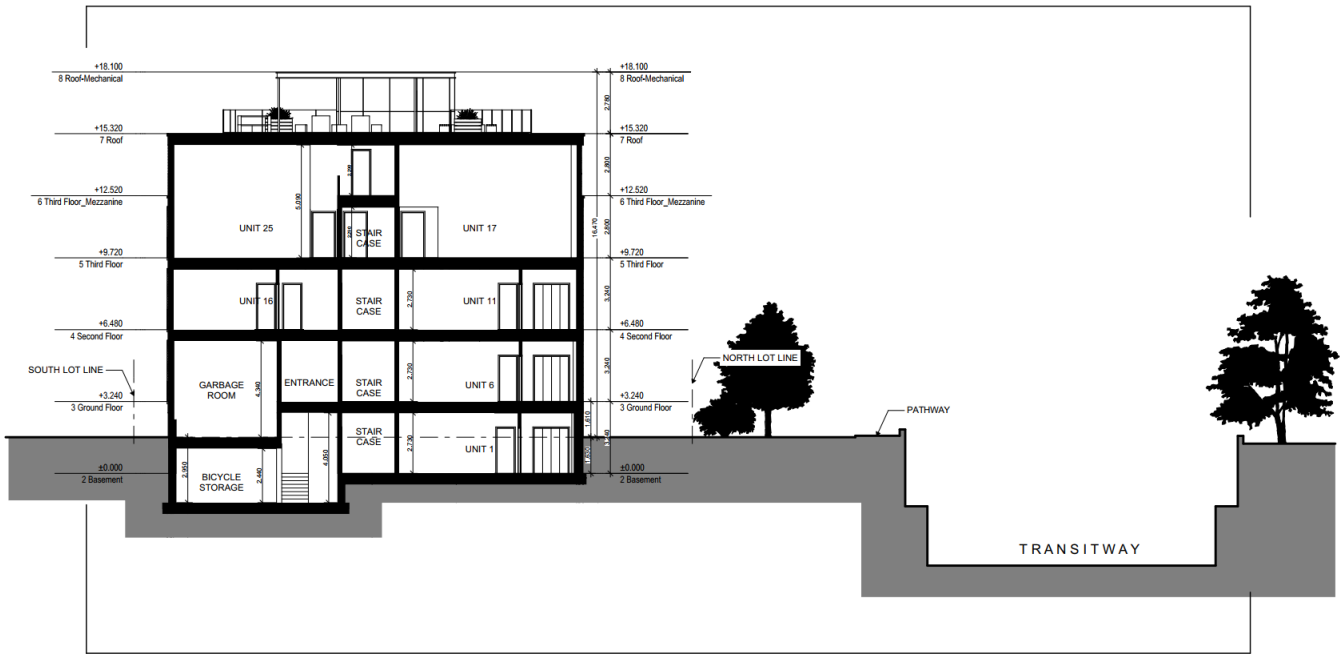


Figure 11: Cross section of the proposed development at 342 Roosevelt Avenue

## POLICY AND REGULATORY FRAMEWORK

### 4.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) came into effect April 30, 2014. The PPS provides policy direction on matters of provincial interest related to land use planning and development. While local land use planning authorities are permitted and encouraged to compliment these provincial policies within their local Official Plans, local planning decisions “shall be consistent with” the policies of the PPS.

The PPS emphasizes intensification in built-up areas in order to promote the efficient use of land and existing infrastructure and public service facilities and to avoid the need for unjustified and uneconomic expansion. To achieve this goal, planning authorities must identify and promote opportunities for intensification and redevelopment. In order to meet this policy objective, planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3]. The proposed redevelopment meets the following policies, among others:

- / Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term [Policy 1.1.1.a];
- / Accommodates an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs [Policy 1.1.1.b];
- / Avoids development and land use patterns which may cause environmental or public health and safety concerns [Policy 1.1.1.c];
- / Promotes cost-effective development patterns and standards to minimize land consumption and servicing costs [Policy 1.1.1.e];
- / Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted [Policy 1.1.3.1];
- / Land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources; are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion; minimize negative impacts to air quality and climate change, and promote energy efficiency; support active transportation; and are transit-supportive, where transit is planned, exists or may be developed [Policy 1.1.3.2.a]1-5];
- / Promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support current and future use of transit and active transportation [Policy 1.6.7.4]; and
- / Supports energy efficiency and improves air quality through land use and development patterns which promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas [Policy 1.8.1.b].

**The proposed redevelopment is consistent with the PPS in that:**

- / **The redevelopment capitalizes on an opportunity for increased utilization of an underutilized site within the City’s built-up area where services are readily available.**
- / **The proposal will intensify a site situated in proximity to employment, rapid transit and other amenities contributing to the creation of complete communities and development patterns that are more sustainable over the long term.**
- / **The proposal promotes the use of active transportation and transit.**

### 4.2 City of Ottawa Official Plan (2003, As Amended)

The subject property is designated *General Urban Area* on Schedule ‘B’ – Urban Policy Plan of the City of Ottawa Official Plan (as shown in Figure 12). This designation permits a wide variety of land uses including all types and densities of housing and conveniently located employment, retail, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses. The development of complete and sustainable communities is



the main focus of this designation. Section 3.6.1-*General Urban Area* notes that within neighbourhoods, the Zoning By-law will allow those uses that provide for the local, everyday needs of the residents, including shopping, schools, recreation, and services.

Sections 2.5.1 and 4.11 of the Official Plan are used to evaluate the urban design and compatibility of development applications.



Figure 12: Excerpt of Schedule B – Urban Policy Plan of the Official Plan.

#### 4.2.1 Section 2.5.1 – Urban Design and Compatibility

Section 2.5.1 – Urban Design and Compatibility of the Official Plan is intended to establish guidelines for introducing new development into existing areas in an effort to mitigate differences and achieve compatibility of form and function. Within Section 2.5.1 a variety of design principles are presented to guide development. The most applicable principles for this development include:

- / create distinctive places and appreciate local identity in patterns of development, landscape, and culture;
- / reflect a thorough and sensitive understanding of place, context, and setting;
- / define and enclose spaces using buildings, structures and landscaping;
- / allow the built form to evolve through architectural style and innovation;
- / complement the massing patterns, rhythm, character and context;
- / achieve a more compact urban form over time;

- / allow for varying stages of maturity in different areas of the city, and recognize that buildings and site development will exhibit different characteristics as they evolve over time;
- / accommodate the needs of a range of people of different incomes and lifestyles at various stages in the life cycle; and,
- / maximize opportunities for sustainable transportation modes (walking, cycling, transit facilities and connections);

#### 4.2.2 Section 4.11 – Urban Design and Compatibility

Section 4.11 – Urban Design and Compatibility of the Official Plan is intended to assess development applications and proposals for public works based on the compatibility criteria below. The Official Plan states that the measures of compatibility will vary depending on context and proposed use.

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
<b>Traffic</b>	The proposed twenty-five (25) unit development falls below the City of Ottawa’s threshold for traffic studies. The low number of units is not expected to have any significant impacts on traffic. Furthermore, only one parking space will be provided and dedicated to visitor parking, as the proposed development is within close proximity to rapid transit and has been designed in keeping with the city’s transit-oriented development policies.
<b>Vehicular Access</b>	Vehicular access is provided onto the subject property for the visitor parking space.
<b>Parking Requirements</b>	The proposed development advances the City’s transit oriented development policies by providing a transit supportive land use within a short distance of Dominion Station. It is for this reason that the development will consist of zero resident parking. One (1) visitor parking space will be provided, in conformity with the Zoning By-law.
<b>Outdoor Amenity Areas</b>	The proposed development will improve streetscape conditions on Roosevelt Avenue with landscaped areas being proposed along the ROW. Outdoor amenity space will be provided adjacent to the northern side lot line as well as a rooftop patio, which has been setback from the building edges to mitigate overlook concerns.
<b>Loading and Service Areas, Outdoor Storage</b>	There are no loading and services areas for the proposed building. There will be no impact on the surrounding properties.
<b>Lighting</b>	Lighting will be designed and installed to provide a safe and secure environment while meeting the City’s requirements and ensuring no significant impacts on adjacent properties.
<b>Noise and Air Quality</b>	A noise study determined that no significant noise issues were found. The study advises to use various

	materials and composition recommendations. Given the proximity to rapid transit, the study supports the design provision to include air conditioning to ensure indoor sound levels are within sound level limits of the City and the Ministry of Environment.
<b>Sunlight</b>	Based on review of shade studies, the proposed development is not anticipated to have unreasonable shadow impact on surrounding properties, particularly given that it is within the permitted building height and only abuts a future development site to the south, where the majority of sunlight will come from.
<b>Microclimate</b>	No significant microclimate impacts are anticipated as a result of the proposed development.
<b>Supporting Neighbourhood Services</b>	The proposed development is located in close proximity to several neighbourhood amenities including schools, parks, and a community centre. Richmond Road, an approximate five (5) minute walk to the south of the subject property, offers a wide range of commercial retail and services. The site is in close proximity to the Transitway, which provides rapid access to the City's downtown and other areas.

#### **4.2.3 Section 4.14 – Intensification inside stable, low-rise neighbourhoods**

Section 4.14 of the Official Plan addresses intensification inside stable, low-rise neighbourhoods and states that where development is proposed that requires an amendment or variance to the zoning by-law with respect to lot area, yards and/or building setback, or building height, and which varies from the established area's pattern of built form and open spaces, the appropriateness of the proposal will be considered in light of the following measures:

- a. Building height, massing and scale permitted by the zoning of adjacent residential properties as well as the prevailing patterns established in the immediate area;
- b. Prevailing patterns of rear and side yard setbacks and landscaped open space permitted by the zoning of adjacent residential properties as well as the prevailing patterns established in the immediate area; and
- c. The need to provide a transition between areas of different development intensity and scale as set out in Policy 12 of this Section.

The proposed development would be an intensification inside a stable, low-rise neighbourhood and will require an amendment to the Zoning By-law with respect to yards and building setbacks. As such, Section 4.14 applies to the proposed development.

The subject property only abuts one residentially zoned property that may be developed (346 Roosevelt). The property to the north is zoned Open Space 1 (O1) the recreational pathway and the below-grade Transitway right-of-way. Meanwhile, the property to the west of the subject site (341 Berkley Avenue) is residentially zoned (R3S). However, it is currently a vacant City-owned lot, and is being discussed as being maintained as a City-owned asset and converted into open space.

The adjacent property to the south is under the same zoning as the subject property (Residential Fifth Density, Subzone B, Exception 1195, Building Height of 19 metres). The property is currently vacant and occupies a narrow lot width (approximately 15.6 metres) that limits its building options; nonetheless, the building height limit of 19 metres is the same as the subject property, and a similar building envelope could be achieved with, for instance, the development of an as-of-right three-unit dwelling. As such, the proposed building's height, massing, and scale is not expected to create transition issues with the residentially zoned property to the south. With regard to the prevailing patterns established in the immediate area, the proposed building is only four storeys high and 15.3 metres high; an additional storey could easily be achieved onsite. The relatively limited building profile of the proposed development should help further integrate it into the established patterns along Roosevelt Avenue.

The proposed building will also provide narrower south side yard and rear yard setbacks than what is currently permitted under the Zoning By-law. Regarding the south side yard, many other examples of narrow side yard setbacks between residential buildings may be found in the immediate area along Roosevelt Avenue. Further, the south side yard setback increases in width further to the back of the property, which should reduce the building footprint's impact on any adjacent rear yard amenity areas.

With regard to the rear yard setback, the proposed building setback of 1.2 metres is much shorter than the required setback of 7.5 metres. It is important to recognize that the location of the City sewer line and required maintenance setbacks to the north of the proposed development have driven a design approach wherein the 4.5 metre north side yard has become akin to the rear yard. This reduced yard on the west side of the development is appropriate since the adjacent property, 341 Berkley Avenue, is a vacant City-owned lot and may be converted into open space. As a result, the intent of the zoning by-law is being maintained as potential privacy issues and shadowing are limited.

**The proposed development contributes to the diversity of dwelling types which presently exist within the Westboro community, and is compatible with the surrounding land uses which vary from detached to low-mid rise buildings. Further, the proposed development is consistent Sections 2.5.1 and 4.11 of the Official Plan, which help evaluate the urban design and compatibility of development applications. Lastly, the proposed development is consistent with Section 4.14 of the Official Plan by proposing an intensification of the subject property inside a stable, low-rise neighbourhood in a way that is respectful of adjacent properties and general patterns in the immediate residential area. The proposed development is thus consistent with the policies of the City of Official Plan.**

### 4.3 City of Ottawa Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed its Official Plan which resulted in several changes to policy references and to land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013 and it was subsequently approved by the Ministry of Municipal Affairs and Housing (MMAH) in April 2014. OPA 150 was appealed to the Ontario Municipal Board and the appeals are ongoing.

For the purposes of this Planning Rationale, the current policies of the City of Ottawa Official Plan 2003, Consolidated May 2013 remain in full force and effect and have been reviewed and analysed for the proposed development. Though OPA 150 is not yet in full force and effect, the new policies relevant to the proposed development have been taken into consideration.

Through OPA 150, the subject property maintains the General Urban Area designation and the proposal continues to meet the intent and direction of that designation.

Policies under 2.5.1 have been revised in a manner to allow development proponents to respond in creative ways to the Design Objectives. The responses provided in the previous Official Plan section continue to apply.



Section 4.11 has been revised to address a variety of new policy objectives. These new objectives are listed and discussed in the following table:

<b>COMPATIBILITY CRITERIA</b>	<b>PROPOSED DEVELOPMENT</b>
<b>Views</b>	The low profile nature of the proposal will not impact any protected views and will not be visible from greater distances.
<b>Building Design</b>	The proposed development is setback in order to balance the varying setbacks of the neighbouring lots. The façade has been designed to a high standard with abundant fenestration and landscaping to improve the pedestrian realm and provide “eyes on the street”.
<b>Massing and Scale</b>	The proposed four-storey building is consistent with the height of surrounding buildings. The rear and side yard setbacks provide adequate separation from adjacent land uses in question. Although the front setback is well below the zoning requirement, the subject property is at the northern end of the street providing an opportunity to terminate a portion of the street view with interesting architecture without risk of disrupting the cadence of setbacks along the street.
<b>Outdoor Amenity Areas</b>	The proposed development will improve streetscape conditions with a landscaped area adjacent to Roosevelt Avenue. Outdoor landscaped amenity space along the northern side yard provides both greenspace for residents to enjoy and additional separation from the Transitway. Private outdoor amenity space in the form of a rooftop terrace and balconies are also provided and set back appropriately.
<b>Design Priority Areas</b>	The site is not located within an identified Design Priority Area.

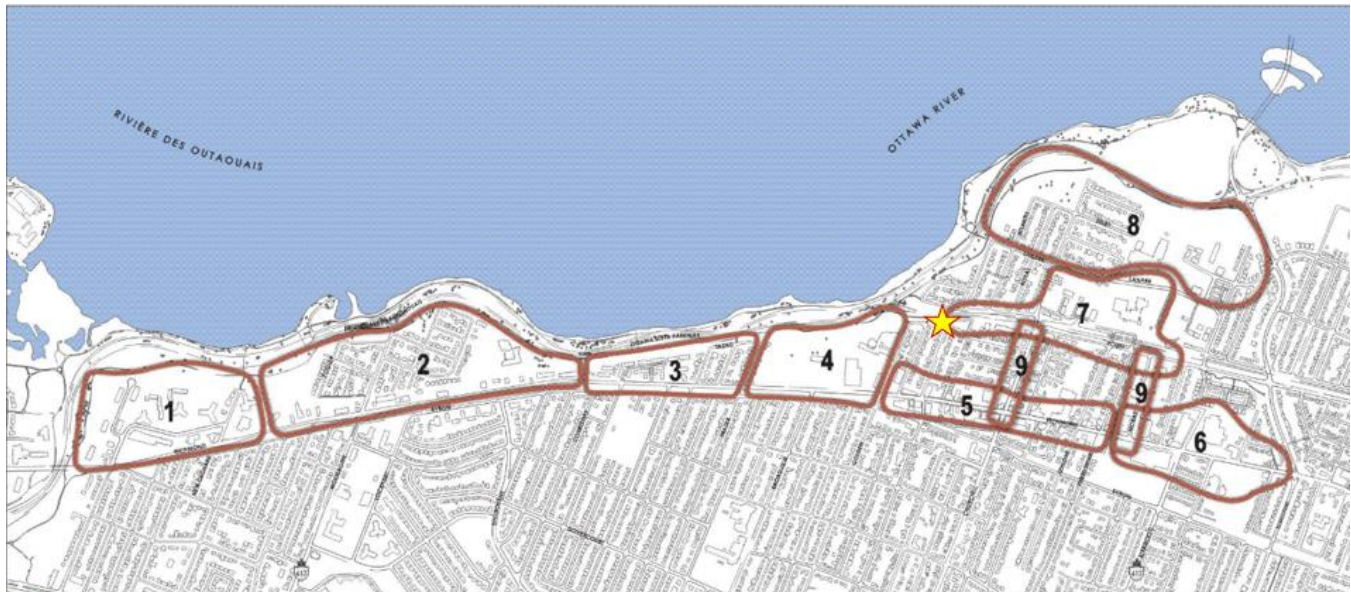
**The proposed development continues to maintain the intent and purpose of the policies as set out in OPA 150 and the amended policies of Sections 2.5.1 and 4.11.**

#### **4.4 Richmond Road/Westboro Secondary Plan**

The Richmond Road/Westboro Secondary Plan is a guide to the long term design and development of the larger portion of Richmond Road and Westboro, and provides direction on land use, built form, design, parking, circulation and modes of transportation.

The unifying vision of the Secondary Plan is that Richmond Road and Westboro will continue to be an attractive and liveable urban community, based on “green” principles outlined in the Official Plan, with a wide mix of uses including employment, neighbourhood services and facilities, a range of housing types and choices, excellent transit service and well-designed, compact and inclusive development that will enhance the area’s diversity and vibrancy.

The subject property is located just outside the boundary of Sector 7 - Scott Street and Westboro Transitway Station Area (as shown in Figure 13). The Secondary Plan generally encourages new infill development in this area to be in the four to six storey range. It also states that infill development should be compatible with and provide an appropriate transition to the adjacent low-rise residential community.



★ Subject property

Figure 13: Location of the subject property in the Richmond Road/Westboro Secondary Plan and Community Design Plan

Schedule C2 of the Secondary Plan outlines general maximum building height ranges for properties located within the Secondary Plan's boundaries (as shown in Figure 14); this schedule confirms that the prescribed building height for the subject property is in the four to six storey range, while the vacant lot to the south and lots to the west and further south are limited to four-storey heights.

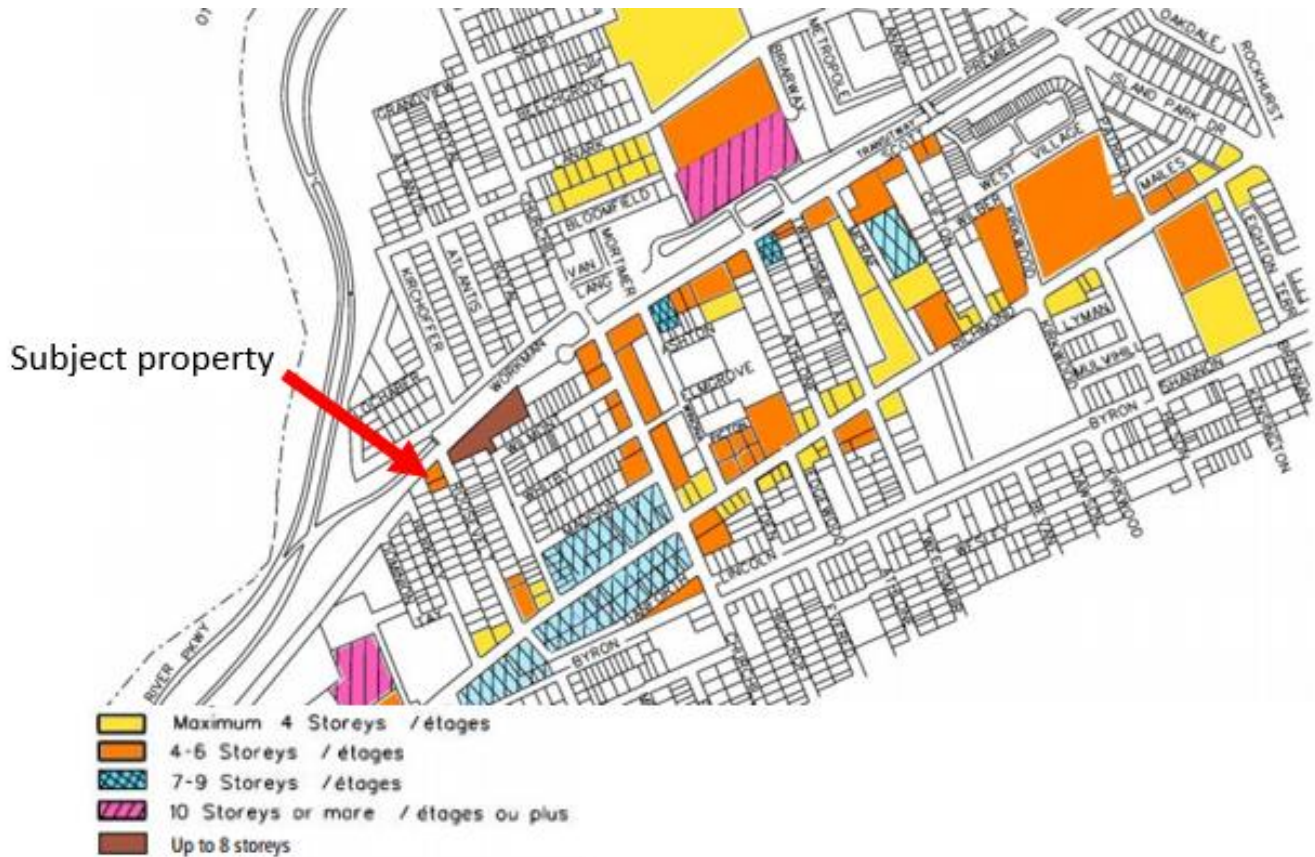


Figure 14: Excerpt from Schedule C2 of the Richmond Road/Westboro Secondary Plan, with General Maximum Building Height Ranges

**The proposed four storey development is consistent with the intent and purpose of the Richmond Road/Westboro Secondary Plan, as it intensifies the use on the current property at a height that is prescribed in the Plan and maintains compatibility with the surrounding residential neighbourhood.**

#### 4.5 Richmond Road/Westboro Community Design Plan

The subject property falls within the Richmond Road/Westboro Community Design Plan (CDP). The CDP envisions the community as continuing to be an attractive and liveable urban community, based on “green” principles outlined in the City of Ottawa Official Plan, with a wide mix of uses including employment neighbourhood services and facilities, range of housing types and choices, excellent transit service and well-designed, compact and inclusive development that will enhance the area’s diversity and vibrancy.

The CDP includes several overarching objectives and principles which echo the objectives and principles in the Secondary Plan. The applicable objective and principles include:

**Objective:** Encourage intensification at a human scale that is compatible with the existing adjacent community on appropriate key redevelopment sites.

#### Principles:

1. Preserve the scale and character of established residential neighbourhoods and minimize any adverse impacts of intensification;



5. Compatible intensification on key redevelopment sites shall:
  - / Provide appropriate setbacks and transition in building height, including lower heights along the edges of existing low density/scale residential areas, regardless of existing zoning;
  - / Contribute to the restoration of the urban fabric and help promote transit usage;
  - / Conform to the maximum recommended building height for the sector;
  - / Conform to the Richmond Road/Westboro design guidelines respecting building form, shared use of facilities, more energy efficient buildings, setbacks, relationship of the building with the adjacent neighbourhood character, and other criteria aimed at achieving compatible infill development and minimizing impacts on adjacent residential neighbourhoods.

As in the Secondary Plan, the subject property is located just outside the boundary of Sector 7 – Scott Street and Westboro Transitway Station Area of the CDP. The CDP is consistent with the maximum building height of six storeys for the subject property in the Secondary Plan.

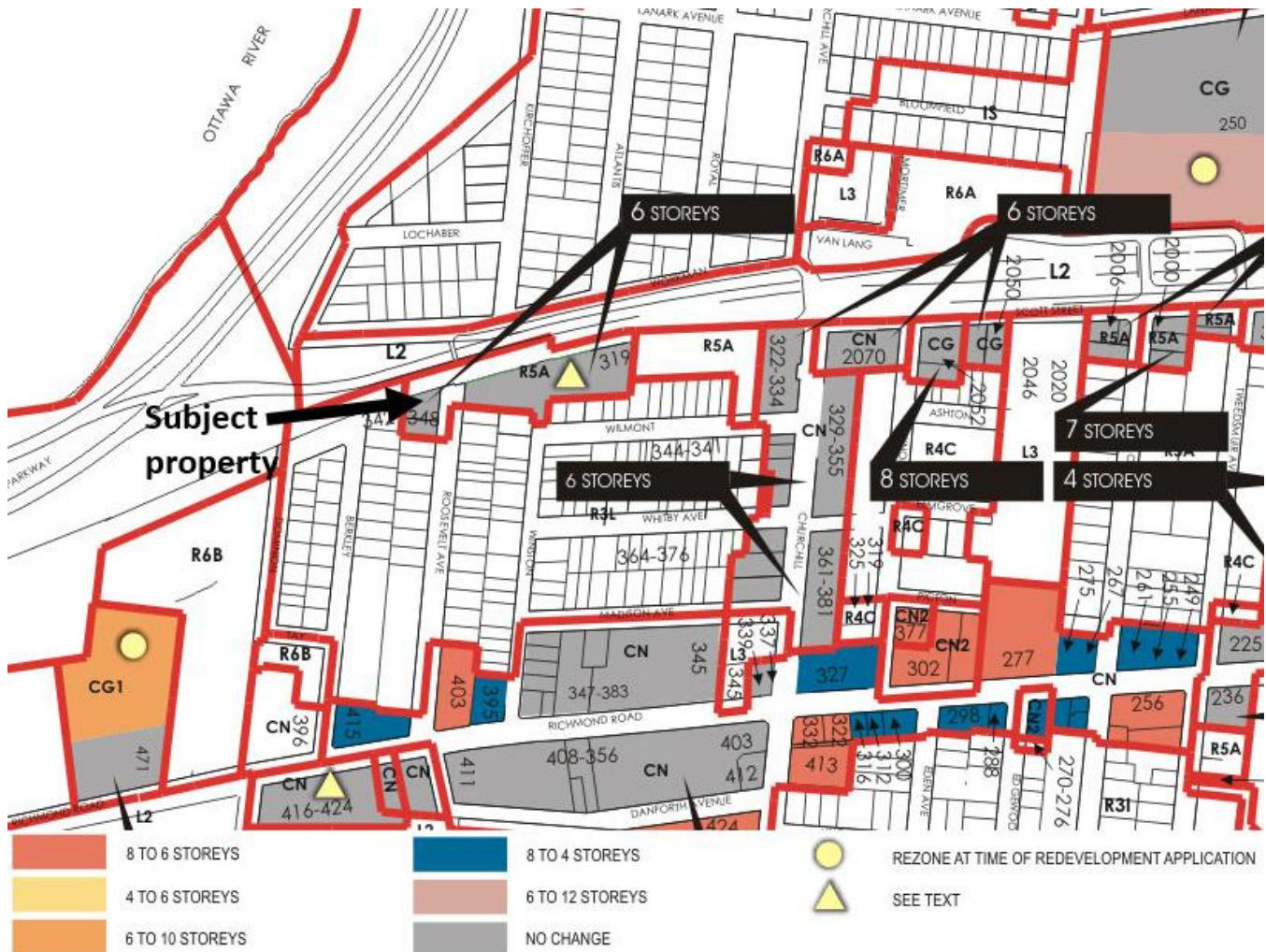


Figure 15: Excerpt from Plan 9b – Proposed Maximum Building Height Changes / East Sector of the Richmond Road/Westboro Community Design Plan



The CDP has identified the subject property as a prime redevelopment area for a residential apartment building of six storeys. Although the proposed development is only four storeys, it nonetheless follows the CDP's recommendation that a denser residential use should be located on subject property.

In its infill development guidelines, the CDP also intends to help ensure that any new developments in this particular area provide an appropriate transition with the residential community to the rear and minimize overlook. The proposed building's height of four storeys and variety of outdoor materials and colours, as well as the small parking lot that separates it from the nearest building to the south will ensure a smooth transition to the two-storey residential dwellings in the area and should help limit any concerns regarding overlook.

**The proposed development meets the general intent and purpose of the Richmond Road/Westboro Community Design Plan.**

#### **4.6 Urban Design Guidelines for Low-rise Infill Housing**

The City of Ottawa's Urban Design Guidelines for Low-rise Infill Housing is a series of guidelines for infill housing intended to provide a basic framework for the layout, massing, function, and relationship of infill buildings to the surrounding area. The most applicable design guidelines include:

- / Contributes to an inviting, safe and accessible streetscape by emphasizing the ground floor with glazing, ground floor entrances and landscaping;
- / Provides continuous street trees and other shrubs adjacent to the public right-of-way;
- / The mass and scale of the development is compatible with that of surrounding development and considers the impacts of neighbouring properties;
- / The new development is designed to be rich in detail and enhances the public street;
- / Provide new housing designs that offer variety, quality and a sense of identity; and
- / Emphasize front doors and windows rather than garages.

**The proposed development is consistent with the intent of the policies of the Urban Design Guidelines for Low-rise Infill Housing.**

#### **4.7 Urban Design Guidelines for Transit-Oriented Development**

The City of Ottawa's Urban Design Guidelines for Transit-Oriented Development is a series of guidelines intended to provide guidance to assess, promote and achieve appropriate development around areas within a 600 metre walking distance of a rapid transit stop or station. The most applicable design guidelines include:

- / Provide transit supportive land uses within a 600m walking distance of a rapid transit stop or station. Transit-supportive land uses encourage transit use and transportation network efficiency as they:
  - o Establish high residential and/or employee densities;
  - o Create travel outside of the morning and afternoon peak periods;
  - o Promote reverse-flow travel;
  - o Attract and generate pedestrian and cycling traffic; and
  - o Provide extended hours of activity, throughout the day and week.
- / Create transition in scale between higher intensity development around the transit station and adjacent lower intensity communities by stepping down building heights and densities from the transit station;
- / Create a multi-purpose destination for both transit users and local residents through providing a mix of different land uses that support a vibrant area community and enable people to meet many of their daily needs locally, thereby reducing the need to travel. Elements include a variety of different housing types, employment, local services and amenities that are consistent with the policy framework of the Official Plan and the City's Zoning By-law. The mix of different uses can all be within one building and/or within different buildings within close proximity to one another;

- / Provide convenient and attractive bicycle parking that is close to building entrances, protected from the weather, visible from the interior of the building and that does not impede the movement of pedestrians;
- / Provide no more than the required number of vehicle parking spaces, as per the Zoning By-law.

**The proposed development is consistent with the intent of the policies of the Urban Design Guidelines for Transit Oriented Development.**

#### **4.8 City of Ottawa Comprehensive Zoning By-law (2008-250)**

The subject property is zoned Residential Fifth Density Zone, Subzone B, Exception 1195, with a Height Limit of 19 metres (R5B[1195] H(19)) in the City of Ottawa Comprehensive Zoning By-law (2008-250) (as shown in Figure 16). The *Residential Fifth Density Zone* is the City's residential zone that permits the highest forms of density and allows for a wide mix of residential building forms ranging from detached to mid-high rise apartment dwellings. Permitted uses include the following:

- |                                     |                              |
|-------------------------------------|------------------------------|
| / Apartment dwelling, low rise      | / Residential care facility  |
| / Apartment dwelling, mid-high rise | / Retirement home, converted |
| / Bed and breakfast                 | / Retirement home            |
| / Detached dwelling                 | / Rooming house, converted   |
| / Diplomatic mission                | / Rooming house              |
| / Duplex dwelling                   | / Secondary dwelling unit    |
| / Dwelling unit                     | / Semi-detached dwelling     |
| / Group home                        | / Shelter                    |
| / Home-based business               | / Stacked dwelling           |
| / Home-based daycare                | / Three-unit dwelling        |
| / Linked-detached dwelling          | / Townhouse dwelling         |
| / Park                              | / Urban agriculture          |
| / Planned unit development          |                              |

The proposed development is an apartment dwelling, low-rise use, which is currently a permitted use in the R5B subzone.

Urban Exception 1195, which applies to the site, adds the following provisions:

- / Minimum front yard setback of 6 metres; and
- / Minimum corner side yard setback of 4.5 metres.

As the subject property is an interior lot, and not a corner lot, the minimum corner side yard setback provision of Exception 1195 is not relevant to the proposed development.



Zoning Mechanism	Provisions	Proposed Development	Conformity
<b>h) Minimum Required Parking</b>	0.5 per unit after the first 12 = 7	0	x
<b>i) Minimum Required Visitor Parking</b>	0.1 per unit after the first 12 = 1	1	✓
<b>j) Minimum Required Bicycle Parking</b>	0.5 per unit = 13	27	✓
<b>k) Minimum Required Amenity Area</b>	<p>15 m<sup>2</sup> for the first 8 units, then 6 m<sup>2</sup> for any additional units = 204 m<sup>2</sup></p> <p>Communal amenity area required for the first 8 units (120 m<sup>2</sup>) must:</p> <ul style="list-style-type: none"> <li>/ Be located at grade and in the rear yard; be landscaped;</li> <li>/ Consist of at least 80% soft landscaping; and</li> <li>/ Abut rear lot line.</li> </ul> <p>Total = 222 m<sup>2</sup></p>	<p>Total: 337.65 m<sup>2</sup></p> <ul style="list-style-type: none"> <li>/ 128.95 m<sup>2</sup> in north side yard</li> <li>/ 208.7 m<sup>2</sup> at roof level</li> </ul> <p>North side yard amenity area:</p> <ul style="list-style-type: none"> <li>/ Located at grade;</li> <li>/ 80.87% soft landscaping;</li> <li>/ Abuts rear lot line;</li> <li>/ Is not fully located in the rear yard.</li> </ul>	x
<b>l) Minimum width of driveway</b>	3.0 m	3.6 m	✓
<b>m) Maximum width of driveway</b>	3.6 m	3.6 m	✓
<b>n) Maximum width of walkway in a front yard setback</b>	1.25 m	2.1 m	x

While the proposed development maintains the general intent and purpose of the Zoning By-law, it nonetheless requires relief from some of the outlined provisions of the Zoning By-law. The provisions which require adjustments include the front yard, side yard, and rear yard setbacks, minimum required parking, the location and nature of the minimum required amenity space, and maximum walkway width. A discussion of the provisions which require relief for this proposed development is provided below.

#### Front yard setback

The Zoning By-law requires a front yard setback of 6 metres, whereas a setback of 0.8 metre is being proposed. Although the front yard setback does not comply with the zoning requirement, the subject property is at the northern end of Roosevelt Avenue, where the street terminates. This provides an opportunity for the proposed development to contribute to the view terminus with enhanced architecture without risk of disrupting the cadence of existing building setbacks along the street.

---

**Rear yard setback**

Relief is requested from the minimum rear yard setback of 7.5 metres, as the proposed rear yard setback is 1.2 metres. As previously mentioned, the design approach to the proposed development was influenced by the location of the City sewer line and required maintenance setbacks along the north of the subject property, which require a wider side yard than is necessary and that is more akin to a rear yard setback. Since the adjacent property, 341 Berkley Avenue, is a vacant City-owned lot that may be converted into open space, the reduced rear yard setback maintains the Zoning By-law's intent of limiting potential privacy issues and shadowing.

**South interior side yard setback**

The Zoning By-law requires a minimum side yard setback of 3 metres within 21 metres from the front lot line where the building contains an apartment dwelling, low rise or stacked dwelling and the side lot line abuts a residential subzone that does not permit that dwelling type. The abutting vacant property to the south falls under the same zoning (R5B[1195] H(19)) as the subject property. The R5B zone technically would allow for an apartment dwelling, low rise to be built on the adjacent property. However, the adjacent property currently has a lot width of about 15.6 metres, which falls short of the R5B zone's minimum required lot width of 18 metres for the development of an apartment dwelling, low rise. It is Fotenn's position that according to the intent of this zoning provision, a low-rise apartment dwelling may not be developed on the adjacent property to the south of the subject site; as such, the required minimum south interior side yard setback should be considered as being 3.0 metres.

As a result of the absence of any buildings or sensitive uses on the adjacent property, the proposed 1.5 metre setback is not expected to create an adverse impact. This is particularly true when one considers that the proposal is one storey lower than what would be permitted as-of-right under zoning, while the adjacent property could be developed with a three-unit dwelling, of a similar height as-of-right, or may reasonably contemplate a minor variance to the lot width to permit an apartment dwelling.

**Minimum required parking**

In a report submitted to Council on July 13, 2016 when the City's minimum parking rates were largely reduced, City planning staff noted that the City's policy direction encourages intensification, particularly around areas near major Light Rail Transit (LRT) stations and along transit priority corridors. The facilitation of intensification in the inner urban area to support alternative transportation options to driving is identified as a "key goal." As a result of planning staff recommendations, City Council adopted a By-law (2016-249) to amend certain parking provisions in an effort to reduce, and in some cases eliminate, the minimum parking requirements applicable to development in the urban area, including near rapid-transit stations City-wide. The areas where minimum parking requirements were completely eliminated were due to their close proximity to major LRT stations as identified as Area Z of Schedule 1A – Areas for Minimum Parking Space Requirements (as shown in Figure 17).



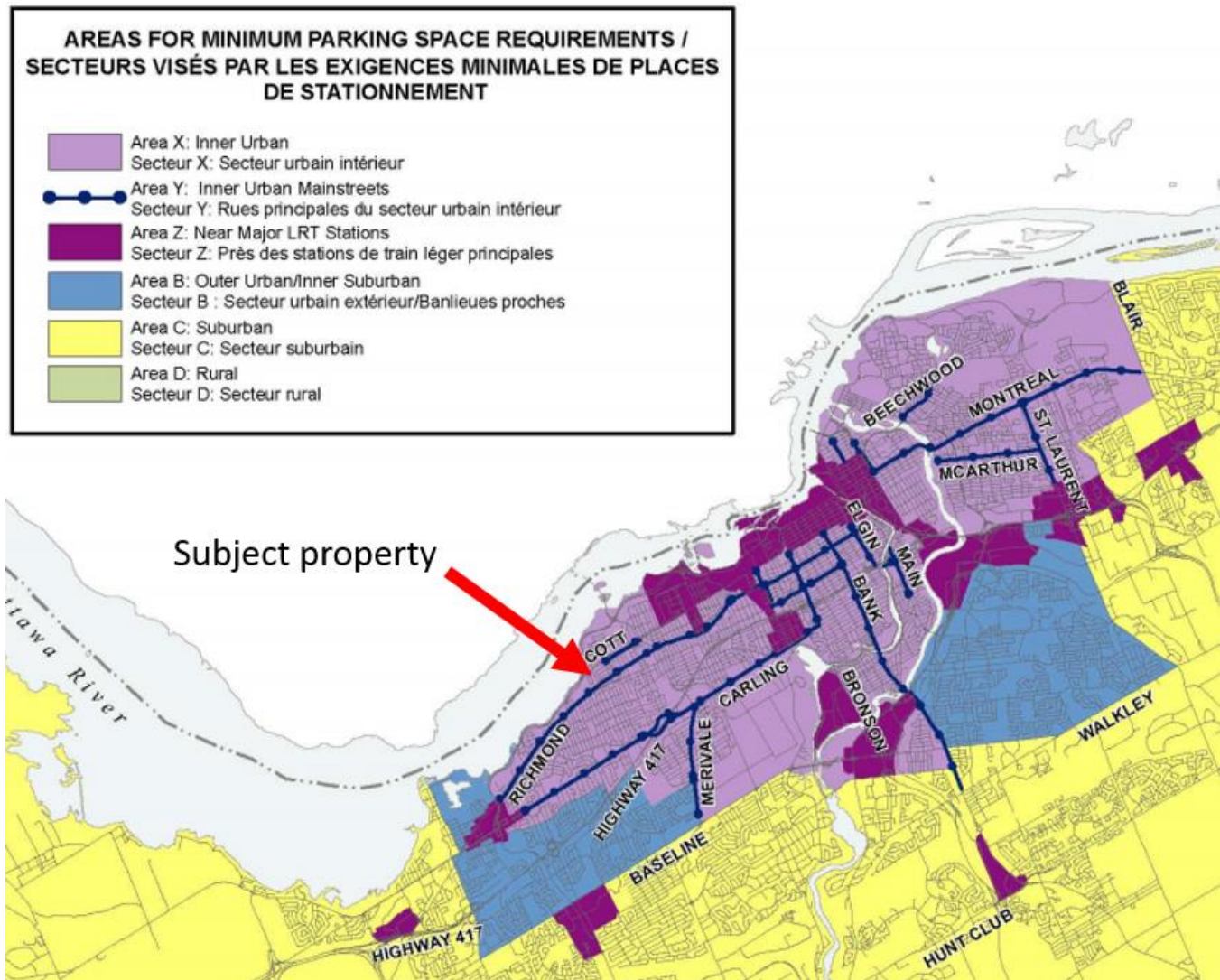


Figure 17: Excerpt from Schedule 1A – Areas for Minimum Parking Space Requirements of the City of Ottawa Zoning By-law. The subject property is located in Area X.

Although the subject property is not located within Area Z, a clear intention of this new By-law is to reduce or completely eliminate parking requirements for lands generally located within 400 to 800 metres walking distance of certain LRT stations and encourage transit use.

The proposed development capitalizes on an opportunity for a transit-oriented development that supports the City's policy direction for reduced parking around transit stations. The proposed development provides zero (0) residential parking whereas the Zoning By-law provision requires 7 (minimum required parking of 0.5 parking spaces after the first 12). It is our opinion that due to the 200 metre distance between the subject property and the future Dominion LRT Station (and current bus rapid transit station), as well as a generously large provision of bicycle storage as part of the proposed development, a shift from car-oriented modes of transportation towards transit and active transportation options is appropriate.

### Minimum required amenity area

The proposed development includes 325.2 square metres of communal amenity space, divided between the side yard along the north lot line (128.95 square metres) and the rooftop terrace (208.7 square metres). As such, the provided amenity area easily satisfies the minimum requirement of 222 square metres required under the Zoning By-law. However, the Zoning By-law requires that 120 square metres of amenity space be located at grade, in the rear yard, consist of at least 80% soft landscaping, and abut the rear lot line. The proposed development's at-grade amenity space meets and exceeds all of these requirements except that it is mostly located in the northern side yard.

The side yard in which the at-grade amenity area is located, fronts onto a pedestrian cycling pathway and green space, which then gives way to the Transitway right-of-way. The connection of this amenity space to the additional recreational space to the north will provide the proposed development's residents with easy access to active transportation and green space opportunities. Further, the location of the amenity area responds to the constraints of the property, which require a wider setback from the north lot line because of the presence of City infrastructure.

### Maximum walkway width

The proposed development includes three walkways in the front yard. Section 139 (16) of the Zoning By-law states the following with regard to walkway provisions:

- (16) A walkway located in a front yard or corner side yard is permitted only:
- (a) where it provides access between a driveway and an entranceway to the dwelling, or
  - (b) where extending from the right-of-way back to the dwelling and it is not abutting the driveway, and
  - (c) if it does not exceed 1.25 metres in depth, in the case of subsection (16) (a), or in width, in the case of Subsection (16) (b).

Three walkways are proposed to be located between the Roosevelt Avenue right-of-way and the proposed building's east wall. One walkway, located to the north between the visitor parking space and the north property line and is 1 metre in width. Another walkway is located near the south property line and provides access between the indoor garbage room, a garbage pick-up platform and Roosevelt Avenue; this walkway has a width of 1.25 metres. The third walkway connects the main entrance to Roosevelt Avenue, and also provides access to a bicycle parking pad to the north. This walkway initially has a width of 1.25 metres, but widens out to 2.1 metres as it gets closer to the building entrance. The additional width is necessary so as to provide paving along the entire width of the two-door entrance, which in and of itself is wider than 1.25 metres. As such, the small increase in width provides better functionality to the building entrance.

#### 4.8.1 Proposed Zoning By-law Amendment

Based on the evaluation of the currently applicable zoning standards for the subject property, a site-specific Exception Zone is proposed for the Zoning By-law Amendment, including the following provisions:

- / Minimum front yard setback to be reduced from 6 metres to 0.81 metres.
- / Minimum rear yard setback to be reduced from 7.5 metres to 1.2 metres.
- / Minimum interior side yard setback from the south lot line for any part of a building located within 21 metres of a front lot line and where the building contains an apartment dwelling, low rise and the side lot line abuts a residential subzone that does not permit that dwelling type to be decreased from 3 metres to 1.5 metres.
- / Minimum required vehicle parking to be reduced from 7 spaces to 0 spaces.
- / Minimum required communal amenity area for the first 8 units to be permitted to not exclusively be located in the rear yard.
- / Maximum walkway width located in a front yard to be increased from 1.25 metres to 2.1 metres.

Technical studies to analyze the proposed development have been completed and included under separate cover for this application. These studies include the following:

- / A Storm Drainage Report prepared by T.L. Mak Engineering Consultants Ltd, dated September 2017, which provided recommendations with respect to stormwater management and included a proposed grading, servicing and stormwater management plan and a proposed erosion and sediment control plan;
- / An Environmental Noise Control and Vibration Study prepared by Paterson Group, dated August 29, 2017, which recommended noise control measures and concluded that there would be no excessive vibrations on the proposed development as caused by the Confederation Line;
- / A Vibration Monitoring and Control Program prepared by Paterson Group, dated August 21, 2017, which outlined recommendations to ensure that no detrimental vibrations during construction cause damage to an existing high pressure transmission main located north of the proposed development; and a
- / A Geotechnical Investigation prepared by Paterson Group, dated August 29, 2017, which provided design and construction precautions and other geotechnical recommendations.
- / A Phase 1 Environmental Site Assessment (ESA) prepared by Paterson Group, dated July 10, 2017, which concluded that a Phase 2 ESA was not required, but recommended that a designated substances survey (DSS) be completed prior to future demolition activities.
- / A Transportation Impact Assessment (TIA) report prepared by Parsons, which indicated through a screening form that the proposed development did not trigger the need for a TIA study.
- / A Tree Conservation Report prepared by IFS Associates and Fotenn Consultants Inc., dated December 2017, indicated that there are four (4) trees to be retained and four (4) trees to be removed. The retained trees are all located on City of Ottawa property. The report outlined several tree preservation and protection measures to mitigate damage during construction.

In considering the proposed development and the applicable policy framework, it is Fotenn's professional opinion that the proposed development represents good planning and is in the public interest for the following reasons:

### 1) Consistent with the Provincial Policy Statement.

- / The proposed development represents a more compact and efficient use of land and municipal infrastructure.
- / The proposed development promotes active transportation and public transit use.

### 2) Conforms to the City of Ottawa Official Plan.

- / The proposed development contributes to diversifying the types and densities of housing as encouraged by the *General Urban Area* designation.
- / The proposed development will not generate undue adverse impacts on neighbouring properties and fulfills the compatibility criteria outlined in Sections 2.5.1 and 4.11, including policies related to building height and massing.
- / The proposed development maintains the intent and purpose of Section 4.14 for intensification inside a stable low-rise neighbourhood by following prevailing patterns found in the area and ensuring the building profile and limited setbacks have no adverse impact on adjacent properties and the surrounding area.

### 3) Conforms to the Richmond Road/ Westboro Secondary Plan and Richmond Road/Westboro Community Design Plan

- / The proposed development preserves the scale and character of existing neighbourhoods.
- / The Secondary Plan and Community Design Plans support intensification of the existing site at a scale that is two storeys higher than the proposal.

### 4) Maintains the intent and purpose of the Urban Design Guidelines for Infill Housing and the Urban Design Guidelines for Transit Oriented Development

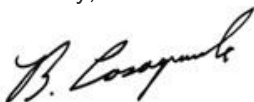
### 5) Consistent with the intent and purpose of the City of Ottawa Comprehensive Zoning By-law (2008-250).

- / The proposed development contributes to the wide mix of residential buildings forms supported by the *Residential Fifth Density Zone*.
- / The *Residential Fifth Density Subzone B (R5B[1195] H(19))* permits low-rise apartment dwellings.

### 6) Represents Good Planning

The proposed development capitalizes on an opportunity for balanced, transit-oriented intensification through strong urban and architectural design. Based on the above analysis, the proposed development represents good planning and is therefore in the public interest.

Sincerely,



Brian Casagrande, MCIP RPP  
Director, Planning and Development  
[Fotenn Consultants Inc.](#)



Nico Church, M.Pl.  
Planner  
[Fotenn Consultants Inc.](#)