

September 11, 2020

Development Review
Planning, Infrastructure and Economic Development
City of Ottawa
110 Laurier Avenue West, 4th Floor
Ottawa, ON K1P 1J1

**Attention: Steve Gauthier, RPP
Planner**

Dear Mr. Gauthier:

**Reference: Application for Site Plan Control
455-483 Sherbourne Road, 542-568 Redwood Avenue & 890 Byron Avenue
Our File No. 120102**

Novatech has been retained to prepare a Planning Rationale letter in relation to an application for site plan control being submitted by Concorde Properties for the above properties. The purpose of this application is to the permit the development of three proposed low-rise infill buildings within an existing residential complex.

A formal pre-application consultation meeting regarding this proposal was held with City of Ottawa staff on March 11, 2020. In accordance with the list of required plans and studies provided as a follow up to this meeting, please find the following supporting materials enclosed:

- Site Plan Control Application Form;
- Planning Rationale Letter, by Novatech;
- Topographic Survey Plan, by Annis O'Sullivan Vollebekk;
- Site Plan, A100, by S.J. Lawrence Architect;
- Elevation Drawings (Buildings A, B, C), A400-401, by S.J. Lawrence Architect;
- Floor Plans (Buildings A, B, C), A200-201, by S.J. Lawrence Architect;
- Landscape Plan, L1, by Novatech;
- Tree Conservation Report, TCR, by Novatech
- Site Servicing Plans, C-1, C-2, C-3 by D.B Gray Engineering;
- Grading Plan, C-4, by D.B Gray Engineering;
- Erosion & Sediment Control Plan, C-5, by D.B Gray Engineering;
- Notes, Details & Schedules, C-6, C-7, by D.B Gray Engineering;
- Drainage Plan, C-8, by D.B Gray Engineering;
- Servicing Brief & Stormwater Management Report (Buildings A, B, C), by D.B Gray Engineering;
- Environmental Noise Control Study, by Paterson Group;
- Confederation Line Proximity Assessment, by Paterson Group;
- Geotechnical Investigation, by Paterson Group; and
- Phase I Environmental Site Assessment, by Paterson Group.

This Planning Rationale letter has been prepared to provide planning justification in relation to the site plan control application by demonstrating that the proposed development conforms to the policies of the Official Plan and the Cleary and New Orchard Site-Specific Policy Area, responds to the Urban Design Guidelines for Low-rise Infill Housing, and complies with applicable provisions of the Zoning By-law. Included in this letter are design brief materials prepared by S.J. Lawrence Architect.

The subject site comprises several adjoining properties under common ownership. These properties occupy the majority of the block bound by Sherbourne Road, Keenan Avenue, Redwood Avenue and Byron Avenue in the Laurentian community. The properties are legally described as Part of Block 1 on Registered Plan 314928, City of Ottawa, and have a total combined area of approximately 9,902m². The properties are subject to an existing easement for utilities.

The subject site was developed in the early 1950s as a residential complex consisting of nine low-rise apartment buildings. Each building is two storeys with a raised basement and contains six dwelling units. There is a total of 54 existing units. Many of the buildings are connected by attached one-storey garages. Vehicular access to all buildings is provided by an internal private lane from Redwood Avenue (Figures 1-3).



Figure 1: Existing Development at 471 and 483 Sherbourne Road, Looking East (Photo, June 2020)



Figure 2: Existing Development at 483 Sherbourne Road, Looking North (Photo, June 2020)



Figure 3: Existing Access from Redwood Avenue, Looking Northwest (Photo, June 2020)

The surrounding area is characterized predominantly by residential uses in the form of detached dwellings which transition to low and mid-rise apartment buildings fronting on Byron Avenue. The only other existing development within the same block as the subject site is a six-storey apartment building at the southeast corner of Sherbourne Avenue and Byron Avenue. A linear park separates Byron Avenue from Richmond Road, where there is a diversity of uses and low to high-rise built form. (Figure 4).



Figure 4: Site Location & Context Map (Google)

The site is designated as General Urban Area in the City of Ottawa Official Plan, as shown on Schedule B. The Cleary and New Orchard Area-Specific Policies further designate the site as Mid-Rise Park Frame Area, as shown on Schedule A. The site is zoned R4N (Residential Fourth Density Zone, Subzone N) in the City of Ottawa Zoning By-law 2008-250 and is within the Mature Neighbourhoods Overlay.

Project Description

The proposal involves the development of three low-rise apartment buildings within an existing residential complex known as Byron Estates. The existing complex functions as a planned unit development (PUD) developed with nine low-rise apartment buildings, seven attached garages and a shared double lane private way. Two of the existing buildings within the complex as well as four associated attached garages will be removed to accommodate the new development. The proposed infill buildings are identified as Buildings A, B and C on the accompanying Site Plan (Figure 5). All site alterations associated with the proposed development will be limited to the parcels which front onto Sherbourne Road, with the exception of certain works within the private way.

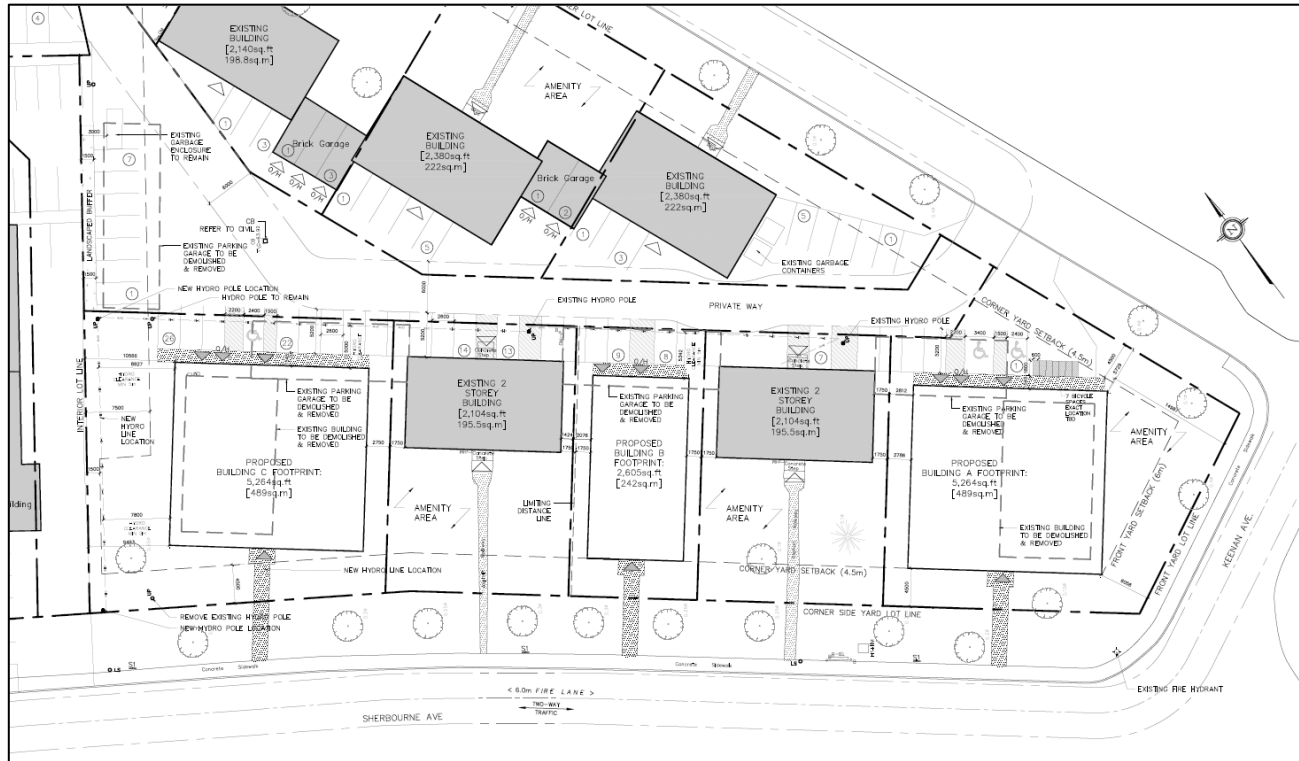


Figure 5: Partial Site Plan (S.J. Lawrence Architect)

Each of the proposed buildings will be three storeys in height and oriented towards Sherbourne Road with secondary entrances from the internal private lane. Buildings A and C will contain 24 dwelling units each and Building B will contain 10 dwelling units. Each building will comprise a mix of studio, one-bedroom and two-bedroom units. The planned unit development will consist of a total of 100 dwelling units, including 58 proposed units together with 42 existing units to remain, which is a net increase of 46 units within the PUD.

The proposed development represents a total gross floor area of approximately 3,360m². The proposed buildings are designed to resemble the existing buildings in terms of built form, materiality, roof lines, fenestration and other façade treatment. The open areas between buildings will be landscaped and used as amenity area for residents. The buildings are designed to accommodate internal waste storage and bicycle parking with direct access from the private way.

Continued vehicular access is proposed from Redwood Avenue with no changes to the use or function of the existing private way. Additional surface parking spaces are proposed to replace those being removed as part of the demolition. The development will accommodate a total of 68 parking spaces for residents and visitors. While 12 parking spaces are required by current zoning standards, on the basis of current use, the owner wishes to ensure tenant parking is adequately accommodated.

Independent municipal servicing is proposed for each building. Each building will connect to an existing watermain and sanitary sewer located in Sherbourne Road. Stormwater will be stored on the roof of the proposed buildings and in oversized storm sewers on-site. The stormwater system will connect to existing storm sewers in Sherbourne Road and Redwood Avenue.

Planning Framework

The following provides a review of the applicable planning policy documents, design guidelines and regulations.

City of Ottawa Official Plan

The subject site is located within the General Urban Area designation, as shown on Schedule B of the Official Plan. Section 2.2 of the Official Plan provides direction on managing growth and states that lands designated General Urban Area will continue to mature and evolve through intensification and infill, at a scale contingent on proximity to major roads and transit and the area's planned function.

Section 3.6.1 of the Official Plan sets out that the General Urban Area is intended to accommodate a broad mix of uses to achieve complete and sustainable communities. Many types and densities of housing are permitted, including apartment dwellings. Building height in the General Urban Area will continue to be predominantly low-rise, except where secondary plans or existing zoning specify greater heights. In the context of the subject site, the relevant area-specific policies contemplate a mid-rise built form of up to five and six storeys in light of proximity to major roads and transit.

Intensification in the General Urban Area is supported where it will complement the existing pattern and scale of development and planned function of the area. The area surrounding the subject site historically developed with residential uses which transition from detached dwelling to multi-unit building forms nearing Byron Avenue. More recent high-profile development has occurred along Richmond Road in anticipation of the future Cleary and New Orchard Light Rail Transit (LRT) stations. The subject site and many surrounding properties are expected to continue to evolve with more transit-supportive densities.

The proposal responds to the policies of the Official Plan by promoting intensification in a manner that builds upon established patterns of built form and open spaces and contributes to the maintenance and achievement of a balance of housing types and tenures. The infill development aims to replicate a similar building form to that which exists on the subject site in order to achieve compatibility with existing community character. The proposed unit mix consists of studio to two-bedroom units to target anticipated market demand. Based on Statistics Canada data collected in the 2016 Census, rental housing represents approximately 47.5% of all housing in this Dissemination Area (Geographic Area 35060142), with the greatest proportion of unit type being two-bedroom. This development will contribute to rental housing stock and continue to provide larger units (30% two-bedroom), while creating availability for smaller units (70% studio and one-bedroom) in the community.

New development in the General Urban Area is to respond to the design objectives set out in Section 2.5.1 of the Official Plan. The proposed infill buildings will contribute positively to the built environment by enhancing the sense of community, defining quality public and private spaces, creating safe and accessible development, respecting the character of the area, considering adaptability over time, understanding natural processes and promoting sustainable design.



Figure 6: Streetview Perspective (S.J. Lawrence Architect)

The proposal further responds to urban design and compatibility policies described in Section 4.11 as they relate to building and site design. The building setbacks, massing, height and orientation draw upon desirable patterns of built form and the use of soft landscaping serves to integrate the development into the streetscape (Figure 6). Parking and service areas are internal to the site to reduce their visibility.

The design of the proposed buildings is intended to resemble the existing buildings by incorporating similar coloured masonry, punched windows and cornice and brick details (Figures 7-9). The façades are simple, with minimal projections, and utilize a lighter material on the uppermost storey to provide transition to adjacent buildings of lesser height. The development aims to maintain symmetry as viewed from the street.



Figure 7: Perspective Building A (S.J. Lawrence Architect)



Figure 8: Perspective Building B (S.J. Lawrence Architect)



Figure 9: Perspective Building C (S.J. Lawrence Architect)

Based on the above, this proposal conforms to the policies of the Official Plan by supporting intensification within the General Urban Area in a manner that achieves compatibility with the surrounding context and the planned function of the area as a neighbourhood transit node.

Cleary and New Orchard Site-Specific Policy Area

The Cleary and New Orchard Area-Specific Policies provide direction to guide future development and redevelopment of lands that are in close proximity to Cleary and New Orchard stations. One of the guiding principles is that intensification will be compatible and compliment adjacent neighbourhoods, with an emphasis on “human scale” pedestrian interaction to foster and support the Cleary and New Orchard LRT stations and the built environment that leads to the stations.

Schedule A to the Site-Specific Policy Area (SSPA) shows the future alignment of the LRT following the existing City-owned linear park along Byron Avenue, with a future station within 200m of the subject site at Sherbourne Road and Byron Avenue (originally proposed at Cleary Avenue and Richmond Road). The subject site is within the Mid-rise Park Frame Area.

Redevelopment of properties within the Mid-rise Park Frame Area is generally permitted with building heights up to five storeys, provided that an adequate setback along any lot line abutting a low-density residential zone is provided. Building heights up to six-storeys are permitted within 45m of Byron Avenue. A variety of residential uses are permitted. The proposed three-storey infill buildings are compatible with existing and future development patterns, maintain the residential character of the area and contribute to an attractive and liveable urban community.

The proposed development is in keeping with the policies of the SSPA as they relate to development within the Mid-rise Park Frame Area.

Urban Design Guidelines for Low-rise Infill Housing

The Urban Design Guidelines for Low-rise Infill Housing are intended as a framework for ensuring new development is well-designed in terms of physical layout, massing, functioning and relationships to neighbouring properties. These guidelines provide direction in relation to streetscape, landscape, built form, building design, and parking.

The building incorporates the following design elements to enhance the development:

- Siting the buildings closer to the street to connect with the public realm and orienting principal entrances and windows at street level to contribute to inviting, safe, and accessible streetscapes;
- Maintain soft landscaping and trees along the streetscape and providing walkway connections to the adjacent sidewalk to create a pleasant pedestrian environment;
- Preserving existing street trees where feasible and introducing supplementary plantings, including maple and oak trees, that are appropriate for the urban environment;
- Designing the built form to reflect desirable neighbourhood patterns in terms of building height, setback from the street, and façade treatment and rooflines;
- Reinterpreting the established local character in a contemporary way;

- Adding architectural features such as cornice lines and using materials, colours and textures to visually reduce the height and mass of the new building as a sensitive approach for providing transition to lower-scale dwellings on opposite sides of the adjacent streets;
- Providing continued vehicular access from an existing private lane which avoids the need for additional curb cuts and maximizes soft landscaping along the street; and
- Internalizing proposed garbage and recycling storage so that it is not visible from the street.

City of Ottawa Zoning By-law 2008-250

The site is zoned R4N (Residential Fourth Density Zone, Subzone N) pursuant to the City of Ottawa Zoning By-law 2008-250. The purpose of the R4 zone is to allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings and to regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced. It is noted that the zoning in place does not yet reflect the mid-rise residential form envisioned by the SSPA.

The subject site is also within the Mature Neighbourhoods Overlay. The provisions relating to the Mature Neighbourhood Overlay aim to regulate the character of low-rise residential development in order to recognize and reflect the established character of the streetscapes within the area. In accordance with Section 139 of the Zoning By-law, a Streetscape Character Analysis (SCA) has been completed for the subject site to determine requirements for streetscape character attributes, including front yard landscaping, location and size of driveways and garages, and orientation of entranceways. The results of the SCA completed on June 11, 2020, confirmed a dominant character group of 'B, B, A'. The proposed streetscape pattern along Sherbourne Road reflects a complying 'A, A, A' pattern.

The proposed development has been designed to meet all provisions of the Zoning By-law, including streetscape requirements. The R4N zone permits low-rise apartment buildings with a height of up to 11m, including where forming part of a planned unit development. The attached Table 1 provides a summary of applicable zoning requirements as they relate to the proposed infill development within the existing planned unit development. It is noted that the entirety of the site is one ownership parcel and is regarded as one lot for the purpose of applying the provisions of the Zoning By-law. It is also recognized that there are certain existing non-complying conditions to which there are no changes as a result of the proposed development

The proposal complies with Zoning By-law 2008-250 and maintains the intent of the R4N zone to enhance the mixed building form, residential character of the area.

Conclusion

This Planning Rationale letter has been prepared in relation to an application for site plan control for the development of three proposed low-rise apartment buildings within an existing planned unit development fronting on Sherbourne Road, Keenan Avenue, Redwood Avenue and Byron Avenue.

Based on the foregoing, it is concluded that the proposed development conforms to the policies of the City of Ottawa Official Plan which contemplate a range of housing types in the General Urban Area and support infill where it complements the existing scale of development and planned function of the area. The development further conforms to the policies of the Cleary and New Orchard Site-Specific Policy Area which envisions that this area will continue to evolve into an attractive and liveable urban community that provides a range of housing types, with an emphasis on promoting a built environment that supports the adjacent rapid transit stations. The development also responds to design direction provided in the Urban Design Guidelines for Low-rise Infill Housing to ensure the proposed buildings integrate harmoniously into the established neighbourhood.

The development has been designed to comply with all provisions of Zoning By-law 2008-250 with the aim of ensuring compatibility with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained. The development represents good land use planning and achieves a desirable form of intensification for the subject site in terms of both land use and built form.

Yours truly,

NOVATECH



Kayla Blakely, B.E.S. (Pl)
Planner

c.c. Jordan Tannis, Concorde Properties

Table 1: Summary of Zoning By-law 2008-250 Provisions

R4N (Residential Fourth Density Zone, Subzone N)			
Apartment Dwellings, Low-rise within a Planned Unit Development			
Zoning Provision	Required	Provided	
		Existing Development	Proposed Development
Residential Fourth Density Zone Provisions			
Min. Lot Width	n/a	29.5m	29.5m
Min. Lot Area	1,400m ²	9,902m ²	9,902m ²
Max. Building Height	11m	±9m	11m
Min. Front Yard Setback	6m	7.9m	6m
Min. Corner Side Yard Setback	4.5m	6.1m & 5.7m	4.5m & 5.7m
Min. Rear Yard Setback	6m	6m	6m
Min. Interior Side Yard Setback	1.5m (within 18m Sherbourne)	10.9m	9.4m
	7.5m (other)	Ex. Condition*	Ex. Condition*
Min. Landscaped Area	30%	±44%	41%
Planned Unit Development Provisions			
Min. Width of Private Way	6m	6m	6m
Min. Setback from Private Way	1.8m (Building)	Ex. Condition*	Ex. Condition*
	5.2m (Garage)		
Min. Separation between Buildings	1.2m	6.8m	3.5m
Amenity Area Provisions			
Min. Total Amenity Area	15m ² per unit up to 8 units plus 6m ² per unit in excess of 8	1,748m ² (810m ² req'd)	2,082m ² (1,194m ² req'd)
Min. Communal Amenity Area	120m ²	1,748m ²	2,082m ²
Parking Provisions (Area X)			
Min. Residential Parking Spaces	0.5 spaces per unit in excess of 12	63 (0 req'd)	59 (12 req'd)
Min. Accessible Parking Spaces	1 Type A	Ex. Condition*	1
	2 Type B	Ex. Condition*	2
Min. Visitor Parking Spaces	0.1 spaces per unit in excess of 12	9 (0 req'd)	9 (2 req'd)
Min. Bicycle Parking Spaces	0.5 spaces per unit	Ex. Condition*	29 (29 required)

* Denotes Existing Non-Complying Condition