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Byron/Ravenhill Avenue Rezoning Planning Rationale

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Byron Avenue, Roosevelt Avenue and Ravenhill Avenue

PLANNING RATIONALE
IN SUPPORT OF
A ZONING BY-LAW AMENDMENT

Prepared by:

NOVATECH

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April 16, 2018

Novatech File: 116168
Ref: R-2018-033

April 16, 2018

City of Ottawa
Planning, Infrastructure and Economic Development Department
110 Laurier Avenue West
Ottawa, Ontario
K1P 1J1

Attention: Ann O'Connor, Planner II
Planning, Infrastructure and Economic Development

Dear Ms. O'Connor,

Reference: Byron, Roosevelt and Ravenhill Avenue
Zoning By-law Amendment Application
Our File No.: 116168

The following Planning Rationale has been prepared in support of a Zoning By-law Amendment for the eastern portion of the City block bounded by Byron Avenue to the north, Roosevelt Avenue to the east, Ravenhill Avenue to the south and Golden Avenue to the west. The proposal entails rezoning the Subject Site from Residential Third Density, Subzone R (R3R) to Residential Fourth Density, Subzone G (R4G), to permit low-rise apartment dwellings with up to four units, as a land use.

Based on the findings of this Planning Rationale, the proposed rezoning is consistent with the Provincial Policy Statement, conforms to the policies of the City of Ottawa Official Plan and establishes appropriate zoning standards for the Subject Site.

If you have any questions or comments regarding this application, please feel free to contact Murray Chown or the undersigned.

Yours truly,

NOVATECH



Danna See-Har, M.PL.
Planner

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1.0 INTRODUCTION & CONTEXT

1.1 Purpose

Novatech has prepared this Planning Rationale in support of a Zoning By-law Amendment application to rezone the Subject Site from Residential Third Density, Subzone R (R3R) to Residential Fourth Density, Subzone G (R4G). The proposed amendment will allow low-rise apartment dwellings as a permitted use on the properties located at 576, 570, and 566 Byron Avenue, 440 and 436 Roosevelt Avenue, and 425, 419, 417, 415 and 411 Ravenhill Avenue (the "Subject Site").

In anticipation of the conversion of approved and existing housing stock to four-unit, low-rise apartment dwellings, the zoning amendment will also seek relief:

- to permit a reduced lot width,
- to permit a reduced lot area,
- to permit a reduced rear yard setback,
- to permit reduced interior yard setbacks,
- to permit a reduced front yard setback,
- to permit a reduced communal amenity area.

It is proposed that these provisions will be included in a site-specific exception to the requested R4G zone.

This Planning Rationale will demonstrate that the proposed Zoning By-law Amendment is consistent with the Provincial Policy Statement, conforms to the City of Ottawa Official Plan and establishes appropriate zoning standards for the Subject Site, whereas the existing zoning is not consistent with the Provincial Policy Statement and does not conform to the City of Ottawa Official Plan.

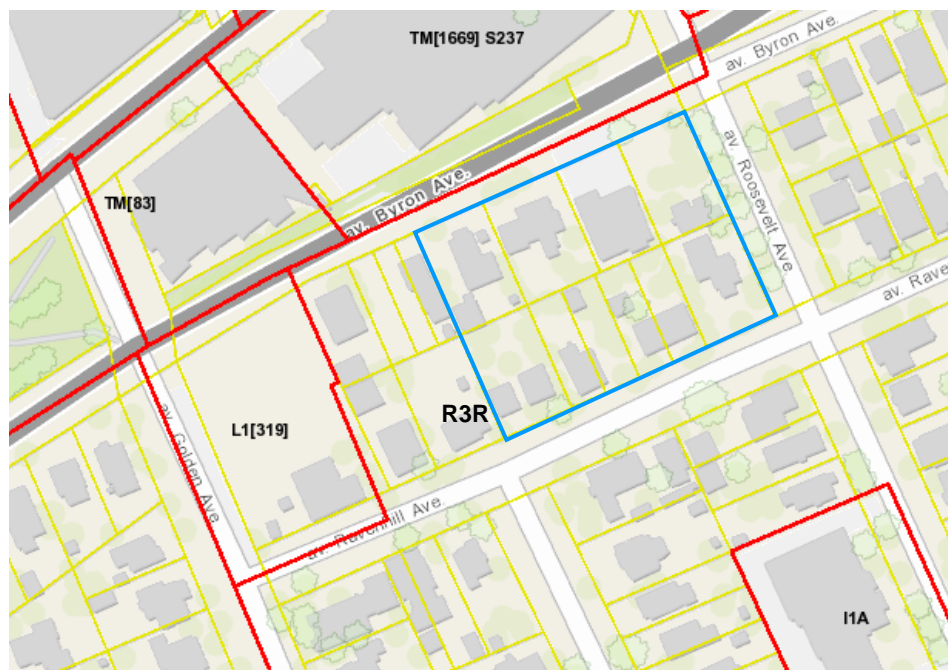


Figure 1: Existing Zoning of Subject Site

1.2 Site Description and Location

The Subject Site is located in the Kitchissippi ward of the City of Ottawa, south of Byron Avenue, west of Roosevelt Avenue, north of Ravenhill Avenue and east of Golden Avenue (Figure 2). The lands that make up the Subject Site are legally described as Lots 14 to 17, Plan 204, south side Byron Avenue and Lots 14 to 17, Plan 204, north side Ravenhill Avenue. The lands are municipally known as 576, 570, and 566 Byron Avenue, 440 and 436 Roosevelt Avenue, and 425, 419, 417, 415 and 411 Ravenhill Avenue. The area to be rezoned is approximately 4,900 m² in size, with 80 metres of frontage on Byron Avenue, 61 metres of frontage on Roosevelt Avenue and 80 metres of frontage on Ravenhill Avenue.

The Subject Site is currently occupied by a range of low-rise residential dwellings, including detached, semi-detached and three-unit dwellings. A non-conforming dental centre also exists at 566 Byron Avenue. The Site is currently zoned Residential Third Density, Subzone R (R3R) in the City of Ottawa Zoning By-law 2008-250.



Figure 2. View of the Subject Site

1.3 Surrounding Uses

North: The Westboro Station Development is located on the north side of Byron Avenue across from the Subject Site. This development consists of two 9-storey mixed-use buildings on the eastern portion of the block and one 10-storey mixed-use building on the western portion (Figure 3). Access to ground floor commercial uses are along Richmond Road and include, retail, restaurant and financial services. A loading zone and access to a public parking garage exists along the Byron Avenue frontage. The Dominion Transit Station is located roughly 500 metres north of the Subject Site.



Figure 3. Aerial view of development north of Subject Site

West: Abutting the Subject Site to the west are semi and single detached dwellings, with the Highland Park Lawn Bowling Club occupying the remainder of the city block. Further west, on the north side of Byron Avenue exists the Byron Tramway Park, which contains a recreational pathway. The Byron Tramway Park is interrupted by development between Golden Avenue and Churchill Avenue North.



Figure 4. Byron Avenue west of the Subject Site

South: Low-rise residential use dwellings characterise the neighbourhood to the south of the Subject Site, which also contains a few scattered institutional uses.

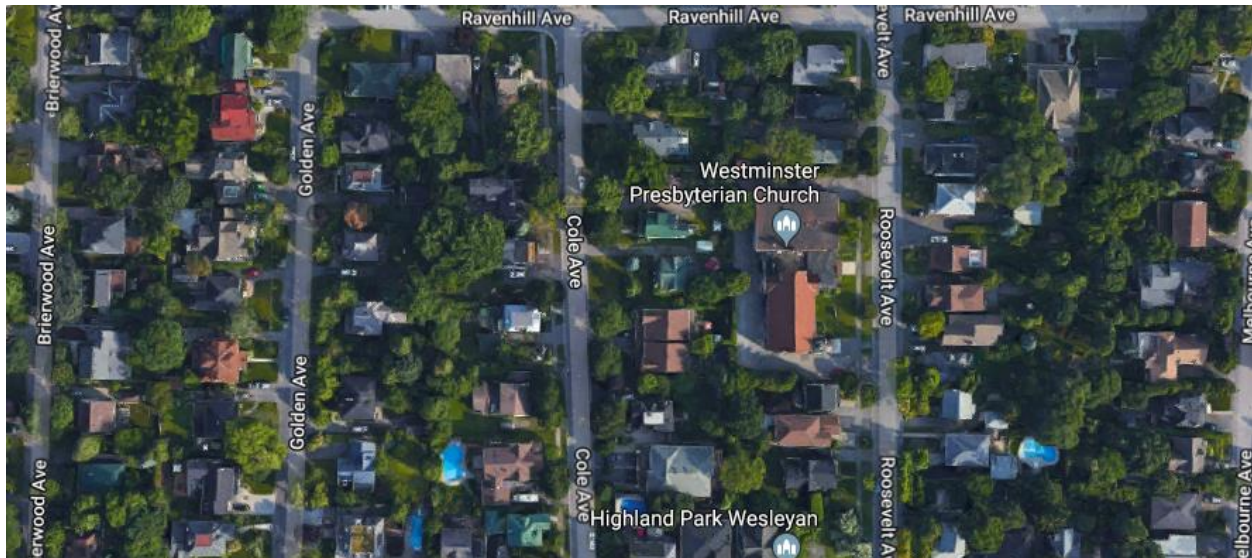


Figure 5. Residential neighbourhood to the south of Subject Site

East: Due to a large change in grade east of the Subject Site, a section of Byron Avenue and Ravenhill Avenue end in a cul-de-sac. This city block to the east is occupied by single detached and townhouse dwellings. Richmond Road northeast of the Subject Site is characterized by low-rise office and commercial uses. More specifically, this section of Richmond Road is known as Westboro Village where over 200 shops and businesses can be found within walking distance of the Subject Site.

1.4 Transportation Network

The Subject Site has frontage along Byron Avenue, Roosevelt Avenue and Ravenhill Avenue. Byron Avenue is identified as a Collector Road on Schedule E of the City of Ottawa Official Plan (Figure 6). Annex 1 – Road Classifications and Rights-of-Way states that:

The collector roads connect communities and distribute traffic between the arterial system and the local road system. These roads tend to be shorter and carry lower volumes of traffic than do the arterials. The design and construction of collector roads will accommodate the safe and efficient operation of transit services. Collector roads are the principal streets in urban and village neighbourhoods and are used by local residents, delivery and commercial vehicles, transit and school buses, cyclists, and pedestrians.

Byron Avenue is a Collector Road that distributes traffic between Richmond Road and the local road system. It also accommodates several modes of transportation, including walking, cycling and driving (Figure 7).

The nearest bus stops are located on the corner of Richmond Road and Roosevelt Avenue and serve route 11, a frequent route that travels between Bayshore and Rideau transit stations. The Subject Site is also located approximately 500m from the Dominion Transit Station, with access to twenty-eight bus routes (Figure 8). This station will be converted to an LRT Station as part of the Confederation Line Extension West (2022) (Figure 9).



Figure 6. Schedule E – Urban Road Network, City of Ottawa Official Plan

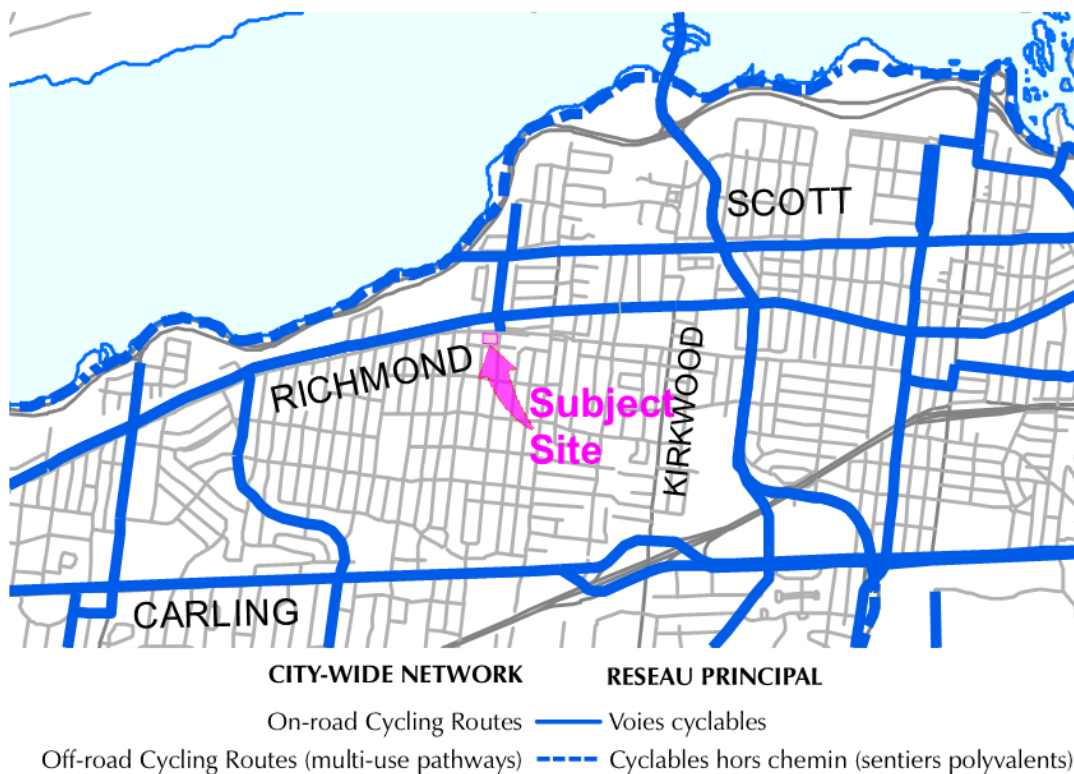


Figure 7. Schedule C – Primary Urban Cycling Network, City of Ottawa Official Plan

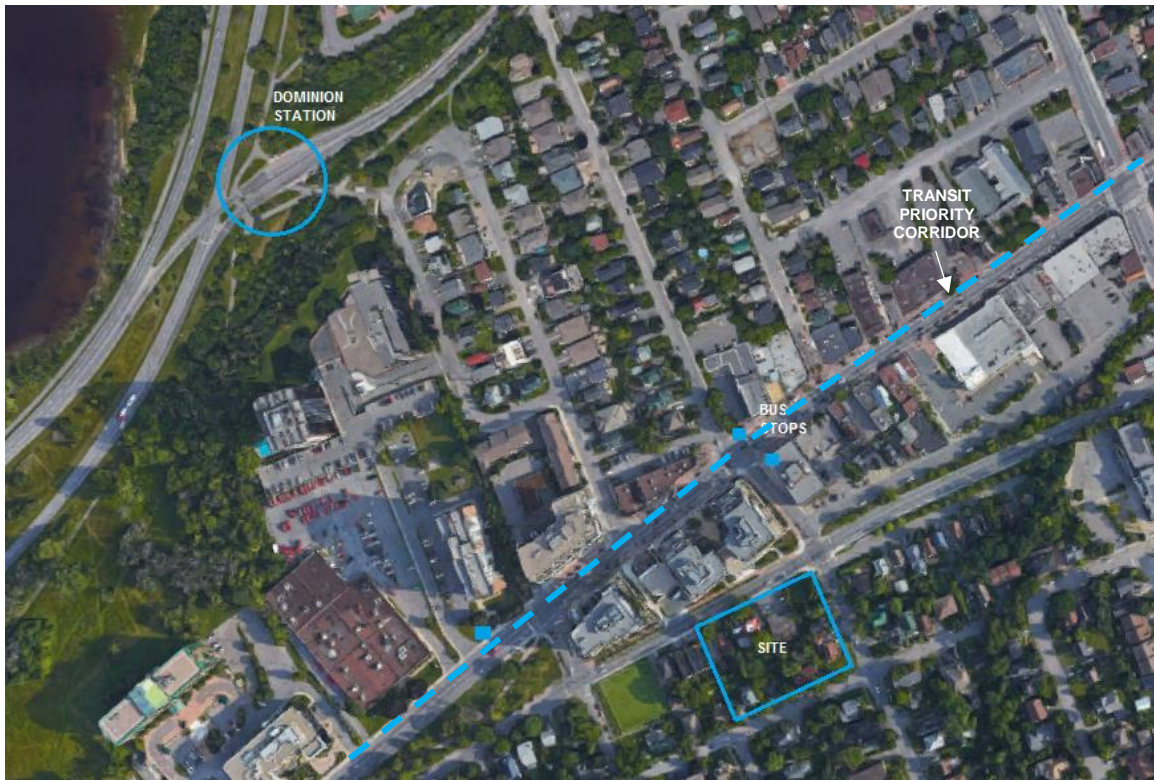


Figure 8. Proximity of Public Transit to Subject Site

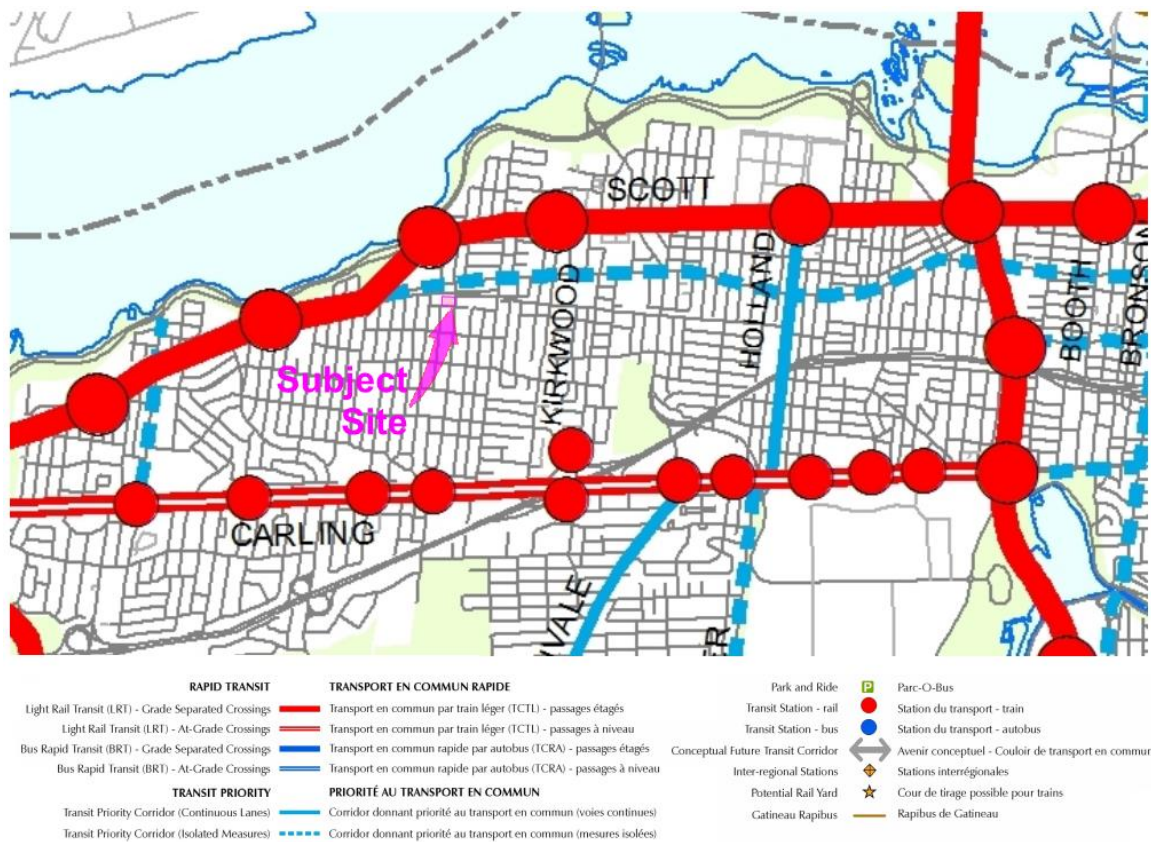


Figure 9. Schedule D – Rapid Transit Network, City of Ottawa Official Plan

Roosevelt Avenue and Ravenhill Avenue are identified as Local Roads on Schedule E of the City of Ottawa Official Plan. Annex 1 – Road Classifications and Rights-of-Way states that, “*local roads are found within communities and distribute traffic from arterial and collector streets to individual properties, typically over short distances. Pedestrians and cyclists are major users of local roads, starting or finishing their journeys along these roads*”. Both Roosevelt and Ravenhill Avenue will function as local roads, by distributing traffic to individual properties and supporting pedestrians and cyclists.

2.0 DEVELOPMENT PROPOSAL

The proposal entails a zoning by-law amendment to rezone the Subject Site from Residential Third Density, Subzone R (R3R) to Residential Fourth Density, Subzone G (R4G) with site-specific exceptions. The rezoning will permit low-rise apartment dwellings with up to four units, as a land use on the Subject Site. This built form will create an appropriate transition between higher intensity development to the north of the Subject Site and lower intensity communities to the south. It will also support high-quality transit services and make better use of existing shopping, recreation and employment in the area.

All converted or newly constructed low-rise apartment dwellings will be subject to Site Plan Control.

3.0 PLANNING POLICY AND REGULATORY FRAMEWORK

3.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act and came into effect on April 30, 2014. This section will discuss relevant policies of the PPS.

Section 1.1.1 of the PPS states that healthy, liveable and safe communities are sustained by:

- b) accommodating 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;*
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;*

The proposed rezoning of the Subject Site will accommodate an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs of the neighbourhood. The proposal also promotes a cost-effective development pattern as it supports opportunities to intensify lots within the urban boundary, minimizing land consumption and municipal servicing costs.

Section 1.1.3.1 of the PPS states that “*settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted*”. Section 1.1.3.2 states that land use patterns within settlement areas, shall be based on:

- a) densities and a mix of land uses which:*
 - 1. efficiently use land and resources;*

2. *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;*
3. *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
4. *support active transportation;*
5. *are transit-supportive, where transit is planned, exists or may be developed; and*
6. *are freight-supportive.*

Section 1.6.7.4 of the PPS reiterates the importance of supporting the use of transit and active transportation in settlement areas and states that, “A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation”.

The proposed rezoning is within a settlement area and supports a land use pattern which promotes the efficient use of land, resources, infrastructure, municipal services and public facilities. With regard to active transportation, the Subject Site is adjacent to two off-road pathways, the Byron Tramway Park and the Sir John A. Macdonald Multi-use Parkway. The former, which for the most part runs along Byron Avenue between Richardson Avenue and Holland Avenue, contains recreational pathways. The latter is easily accessible from the Subject Site and runs along a large stretch of the Ottawa River. On-road cycling route also exists along Richmond Road and Roosevelt Avenue, with designated bike lanes to be added in 2018 along Byron Avenue. Regarding Transit Systems, the Subject Site is within 100m of Richmond Road, which is designated as a transit priority corridor in Schedule D of the OP, as well as within 500m of Dominion Station (approximately a 6-minute walk). This transit station currently functions as a bus station and is expected to be converted to a light rail station by 2022.

According to City regulatory documents, the Subject Site has been zoned Residential Third Density (R3) since before the council approved Comprehensive Zoning By-law 2008-250. Zoning By-law 2008-250, only harmonized the existing 36 zoning by-laws from former municipalities into one by-law. Therefore, for more than two decades the zoning of the Subject Site has not been revised in accordance with matters of provincial interests related to land-use planning and development, specifically regarding a greater focus on intensification in settlement areas where lands are adjacent to public and active modes of transportation.

The proposed zoning amendment which supports intensification and has regard for numerous infrastructure improvements in the immediate neighbourhood, will promote a land use pattern, density and mix of uses that efficiently uses city resources, minimizes vehicular dependence and supports accessible active as well as public modes of transportation. The proposed rezoning is consistent with the Provincial Policy Statement.

3.2 City of Ottawa Official Plan (2003)

The Subject Site is a designated General Urban Area on Schedule B of the City of Ottawa Official Plan (OP).

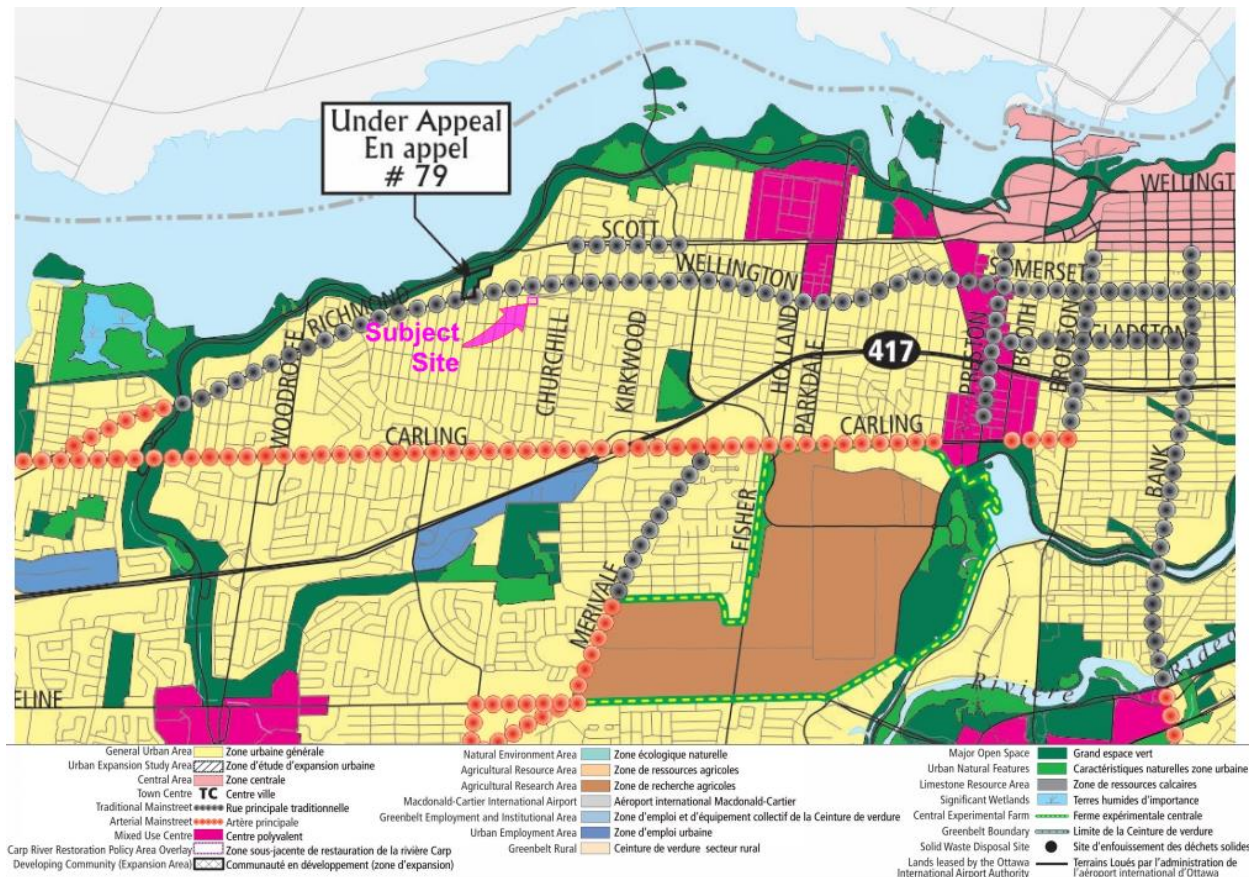


Figure 10. Schedule B – Urban Policy Plan, City of Ottawa Official Plan

3.2.1 Livable Communities

Section 2.1 – *The Challenge Ahead*, of the OP speaks to population growth in Ottawa and states that:

Ottawa's population is projected to grow by up to 30 per cent by 2031 compared to 2006 and because the average number of people in each household is gradually declining, the number of households in Ottawa is projected to increase even faster than the rate of population growth – by about 40 per cent over this time period.

Ottawa will meet the challenge of this growth by managing it in ways that support liveable communities and healthy environments. This means that growth will be directed towards key locations with a mix of housing, shopping, recreation and employment – locations that are easily accessible by transit and that encourage walking because destinations are conveniently grouped together.

By pursuing a mix of land uses and a compact form of development, the city will be able to support a high-quality transit service and make better use of existing roads and other infrastructure rather than building new facilities.

The proposed rezoning to permit low-rise, apartment dwellings on the Subject Site will help to meet the demand for new housing and smaller, affordable units within the greenbelt. The Subject Site is within 100 metres of Richmond Road, which is designated as a transit priority corridor in

Schedule D of the OP, as well as within 500 metres of the Dominion Station which is currently functioning as a rapid bus station and will be converted in the future to a light rail station. The site location and proximity to public transit will increase ridership, make efficient use of existing infrastructure and municipal services and will help to reduce consumption of land and other resources outside of the urban boundary.

In addition, the Subject Site is within walking distance of Westboro Village, whose numerous products and services function as a shopping area and meeting place for residents living in the surrounding neighbourhood. The proposed rezoning which supports opportunities for intensification, is directing growth to an appropriate site in close proximity to a mix of uses and high-quality transit services, resulting in a more sustainable, liveable and resilient community.

3.2.2 Managing Growth Within the Urban Area

Section 2.2.2 of the OP 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, and to achieve higher density development in greenfield locations.

This Plan encourages areas around major transit stations to develop as compact, walkable, mixed-use developments with densities that support transit use in both directions in which the line runs throughout the day. Plans for Transit Oriented Development Areas may be prepared to provide direction for growth in areas around transit stations, which will be implemented through such means as the Zoning By-law, Development review and improvements to municipal infrastructure.

Within lands designated General Urban Area, opportunities for intensification exist and will be supported, although such opportunities are generally at a much smaller scale than in the land-use designations described above...Because such a large proportion of the city is designated General Urban Area, the scale of intensification will vary, depending upon factors such as the existing built context and proximity to major roads and transit.

Furthermore, policies 4 and 14 of Section 2.2.2. reiterate the City's focus on supporting compatible intensification near transit and state that:

4. Target areas for intensification are focused on major elements of the rapid transit network.
14. 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;

The Subject Site is designated General Urban Area and according to Section 2.2.2 of the OP, appropriate intensification is determined by existing built context and proximity to major roads and transit. The proposal to rezone the Subject Site to permit low-rise apartment dwellings supports

intensification in a location that is within 600 metres of Dominion Station on the City's light rail system. The existing transportation network includes higher order road classifications which fully support convenient, fast, and frequent public transportation services that feature high carrying capacities. Recreational pathways are also present along the Byron Tramway Park and the John A. Macdonald Parkway. The existing built context consists of three mid-high rise, mixed-use buildings, known as Westboro Station, abutting the Subject Site to the north. Northwest of the Site exists a major node of commercial, institutional and employment activities along the Richmond Road corridor.

3.2.3 General Urban Area

The General Urban Area designation *"permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. This will facilitate the development of complete and sustainable communities."*

The following policies in Section 3.6.1 are relevant to the proposed zoning amendment:

1. *General Urban Area areas are designated on Schedule B. The General Urban Area designation permits all types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses.*
3. *When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will:*
 - a. *Recognize the importance of new development relating to existing community character so that it enhances and builds upon desirable established patterns and built form;*
 - b. *Apply the policies of Section 2.5.1 and Section 4.11;*
 - c. *Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area;*
 - d. *Assess ground-oriented multiple housing forms, such as duplex, triplex and fourplex, as one means of intensifying within established low-rise residential communities.*

The proposed rezoning of the Subject Site will contribute to providing a full range and choice of housing types in a General Urban Area conveniently located near employment, retail, service, cultural, leisure, entertainment and institutional uses. With regard to compatible residential intensification through redevelopment in the General Urban Area, the existing mid-high, rise pattern and scale of development to the north of the Subject Site, the location of the Site being along the periphery of a residential neighbourhood and the Site's close proximity to transit, results in a proposed development of up to six-storeys being suitable for the properties fronting on Byron Avenue, with development of up to four-storeys being suitable along Ravenhill Avenue.

As the existing zoning of the Subject Site pre-dates the emergence of the LRT system in Ottawa and the re-urbanization of the Westboro community, it does not reflect the surrounding context and proximity to transit services. The current zoning does not adequately support the intensification potential of the Subject Site and therefore does not conform to the policies of the City of Ottawa Official Plan.

Though six-storeys along Byron Avenue would be consistent with the scale and planned function of the area, the proposed zoning amendment to permit low-rise apartment dwellings with up to four units, is requesting a less dense form of development. The proposed low-rise apartment dwelling is more sensitive to the form of development south of Byron Avenue.

3.2.4 Review of Development Applications

Section 4 of the City of Ottawa Official Plan outlines the policies used to review development applications. These policies ensure that development applications meet the objectives contained in the Official Plan. The appropriate policies and related studies and plans are identified through a pre-application consultation meeting with the City at the beginning of the design and review process.

Required studies and plans were identified as relevant and have been prepared in support of the requested zoning by-law amendment. Detailed and technical information can be obtained by reviewing the respective documents.

Relating to Section 4.3 – Walking, Cycling, Transit, Road and Parking Lots

Section 4.3 states that the City will utilize transportation studies to assess the adequacy of the transportation network to meet the needs of the proposed development. A Transportation Impact Assessment has been prepared by Novatech, dated March 2018, for the Subject Site. The Assessment indicates that based on the results of the segment multi-modal level of service (MMLOS) analysis:

- Byron, Roosevelt and Ravenhill meet the minimum desirable auto level of service target, level of service D for collector and local roads in the General Urban Area;
- Byron and Roosevelt meet the target pedestrian level of service, however Ravenhill Avenue did not;
- Roosevelt and Ravenhill meet the target bicycle level of service, however based on existing conditions Byron does not meet the target bicycle level of service for local cycling;
- Access intersections are anticipated to operate with a level of service B or better during the weekday AM and PM peak hours, meeting the target for the General Urban Area.

The Assessment conforms to the relevant policies in Section 4.3 of the Official Plan.

Relating to Section 4.4 – Water and Wastewater Servicing

Section 4.4.1 states that the City will require development applications to be supported by an assessment of the adequacy of public services. A Technical Memorandum assessing the adequacy of existing services for the rezoning of the Subject Site has been prepared by Novatech, dated January 2018. This Technical Memorandum indicates that the results of the water analysis show there is adequate flow and pressure in the existing 150mm watermain in Byron Avenue and Ravenhill Avenue to meet the required domestic demands and pressures for fire flow. With regard to sanitary services, the potential development decreases the flows from the existing condition and there are no concerns that the potential development flows will have any adverse effects on the existing infrastructure. The memo also indicates that Stormwater management will be required on a site by site basis during the site plan approval process. The report and plan conform to the relevant policies in Section 4.4.1 of the Official Plan.

Relating to Section 4.8 – Protection of Health and Safety

Section 4.8.3 states that development applications shall be supported by a geotechnical study to demonstrate that the soils on site are suitable for development. Four properties within the Subject Site have recently been redeveloped. As is standard practice, a geotechnical investigation was completed of the excavation for each of these properties. These investigations did not identify any impediments to the proposed form of development. The completed field investigations conform to the relevant policies in Section 4.8.3 of the Official Plan.

Section 4.8.4 states that the identification of potentially contaminated sites is important in the planning application review process and that the City will utilize available information to help ensure that development takes place only on sites where the environmental conditions are suitable for the proposed use of the site. A Phase I ESA has been prepared by Golder Associates, dated February 2018, for the Subject Site. The Phase I ESA confirms that there are no areas of potential environmental concern on the Subject Site, and concludes that a Phase II ESA is not recommended to be carried out.

Section 4.8.7 states that the City will require a noise study where new noise sensitive development is proposed within 100 metres of an existing collector road. A Road Traffic and Stationary Noise Impact Study has been prepared by Novatech, dated August 8, 2018, for the Subject Site. The study was prepared consistent with MOECC NPC 300, and the City's Environmental Noise Control Guidelines. The Report indicates that no attenuation measures are required for outdoor living areas and recommends the installation of an air conditioning system and specific wall and window assemblies to reduce indoor noise levels. The incorporation of warning clauses into purchase and lease/rental/sale agreements is also recommended.

3.3 Westboro Secondary and Community Design Plans

The Subject Site abuts the study area of the Westboro Secondary and Community Design Plans. These plans contain relevant policies and principles regarding compatible intensification and transitions. As stated in the Westboro Secondary Plan, *"this planning area is part of, or is bounded by, several neighbourhoods that are influenced by their proximity to Richmond Road"*. The proposed zoning amendment application will be discussed with respect to these plans and their considerations on infill/intensification.



Figure 11. Planning area for the Westboro Secondary Plan and Westboro Community Design Plan

3.3.1 Westboro Secondary Plan

Objective one in the Westboro Secondary Plan is titled Intensification. Principle 5 of this first objective speaks to achieving compatible infill/intensification on key development sites by:

- Providing appropriate setbacks and transition in building heights, including lower heights along the edges of existing low-rise residential areas,
- Contributing to the restoration of the urban fabric and helping promote transit usage. The Westboro Transitway Station area has the greatest potential for intensification/high-rise buildings with appropriate transition to their surroundings, while Dominion Station has more limited potential;
- Conforming to the maximum recommended general maximum building height ranges for each sector. Buildings higher than six storeys will be limited to sites that are compatible with adjacent uses, such as the Ottawa River Parkway open space, have deeper lots, or have other natural or manmade separations enabling impacts associated with such development to be mitigated and where lesser heights abutting existing lower rise buildings can be provided;
- Conforming to the Richmond Road/Westboro CDP design guidelines respecting built form, shared use of facilities, more energy efficient buildings, setbacks, relationship of the building to the adjacent neighbourhood's character, and other criteria aimed at achieving compatible intensification/ infill development while minimizing impacts on adjacent residential neighbourhoods;
- Respecting a transition in building scale and density and compatibility of land use from Richmond Road to the Ottawa River Parkway in a north-south direction and along Richmond Road between different sectors in an east-west direction;
- Avoiding creating a wall of buildings by using periodic breaks in the street wall where appropriate or variations in building height, building setback and alignment to add interest to the streetscape and to provide space for activities along the sidewalk.

Westboro Station, which consists of three mid-high rise, mixed-use buildings, is located across Byron Avenue to the north of the Subject Site. Though the development may be compatible with other mid-rise buildings along Richmond Road, appropriate setbacks and transition in building heights have not been achieved between Westboro Station and the existing low-rise neighbourhood to the south.

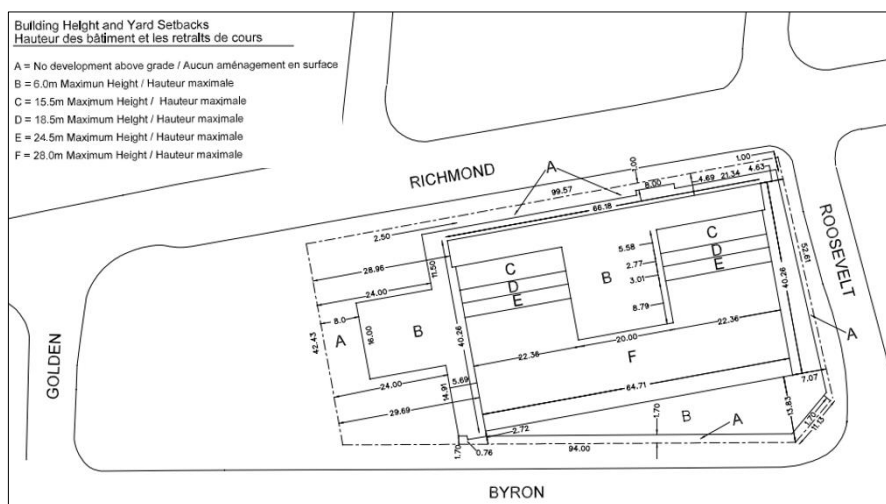


Figure 12. Building height and setbacks for Westboro Station, Schedule 237 to Zoning By-law 2008-250

The proposal to permit low-rise apartment dwellings on the Subject Site, will provide an appropriate and protective transition to the low-rise residential neighbourhood south of the Subject Site.

3.3.2 Westboro Community Design Plan

Relevant sections in the Westboro Community Design Plan further discuss compatible development and appropriate transitions.

Section 6.6 of the CDP discusses development in Sector 5 which is adjacent to the Subject Site. Sector 5 - Westboro, states that:

Most of Westboro Village has an existing eight-storey height limit. The CDP proposes to reduce this to a maximum of four and six storeys, which is more in keeping with the predominant one- to three-storey pedestrian-scale mainstreet character of the Village. Six storeys can be supported at gateway intersections (Golden, Churchill), and other locations where there is sufficient lot depth to provide an appropriate transition with the adjacent low-rise residential neighbourhoods on either side of Richmond as per the rationale for Sector 2, Woodroffe North. Lots with shallower depths (e.g., less than approximately 45 metres) should be limited to four storeys.

An exception to this recommendation is proposed for the block fronting on both Richmond Road (south side) and Danforth Avenue and the block fronting on both Richmond Road (north side) and Madison Avenue. In these cases, the existing eight-storey height limit should be retained as the blocks have sufficient depth and the rear street provides sufficient separation distance to provide an appropriate transition to the low-rise residential neighbourhoods to the south of Byron and on the north side of Madison. The blocks also have vehicular access to the rear street. Buildings facing onto Danforth or Madison would need to be appropriately articulated as the front of a building and stepped back after the second or third storey. At a minimum, the new TM zone provisions for setbacks at or above the fourth storey or 15 metres, whichever is lesser, will apply. On Madison, with low-rise residential uses on the north side, a minimum setback of 3.0 metres will be required, with no maximum.

On October 4, 2006 the Committee of Adjustment approved an application for an increase in the maximum building height on the western third (approximately) of 416-30 Richmond (known as the Bourk site/Westboro Station) from six to nine storeys based on a concept that reduced the middle portion to two storeys and retained the six-storey limit on the eastern third of the site. On August 28, 2008 City Council adopted a zoning by-law amendment permitting an eight-storey building on the eastern third of the site.

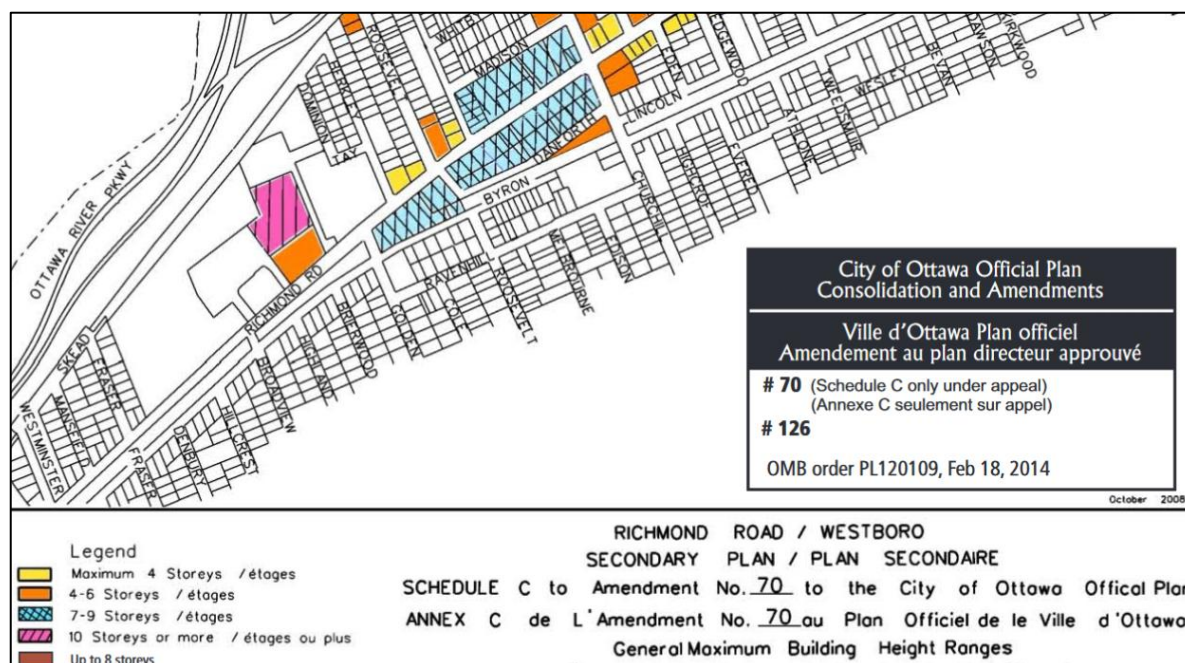


Figure 13. Schedule C2 – Building Heights, The Westboro Secondary Plan

The Westboro Community Design Plan identifies the block bounded by Richmond Road, Churchill Avenue, Danforth Avenue and Roosevelt Avenue, to be an exception to the recommended six-storey height limit. The separation distance provided by Byron Avenue and Danforth Avenue creates an appropriate transition to the low-rise residential neighbourhoods to the south of Byron Avenue. An eight-storey height limit can be accommodated on this block (Figure 13). Even with the substantial distance separation, provided by Byron Avenue and Danforth Avenue, the Westboro CDP encourages a step back after the second or third storey for buildings facing onto Danforth.

For the block bounded by Madison Avenue, Churchill Avenue, Richmond Road and Winston Avenue, the Westboro CDP recommends a permitted height of eight storeys. To ensure an appropriate transition to the low-rise residential neighbourhood on the north side of Madison, the CDP proposes that all buildings facing Madison would need to be articulated as the front of the building and stepped back after the second or third storey.

Unlike the above-mentioned blocks within the Westboro CDP planning area, the block north of the Subject Site bounded by Richmond Road, Roosevelt Avenue, Byron Avenue and Golden Avenue, was not initially recommended for development of up to eight-storeys. Two separate applications were approved by the Committee of Adjustment and City Council to permit heights of up to 28 metres (9 storeys+) on this block. These applications were sensitive to the Richmond Road streetscape where several setbacks and step backs are provided, however, these mitigative measures were not provided along Byron Avenue. There has been no consideration of transition to the low-rise residential neighbourhood to the south. The streetscape along the north side of Byron Avenue contains an eight-storey building façade (Figure 14).



Figure 14. Transition between Subject Site and development on the north side of Byron Avenue

The transition between the mid-high rise Westboro Station development and the low-rise residential neighbourhood south of Byron is inadequate. The proposed zoning amendment for the Subject Site would provide a step down in density from the high-density development located to the north of Byron Avenue. This opportunity to support increased densities on the Subject Site while at the same time providing transition from development north of Byron Avenue is appropriate.

3.4 Zoning By-law 2008-250

The Zoning By-law Amendment proposes to rezone the Subject Site from Residential Third Density, Subzone R (R3R) to Residential Fourth Density, Subzone G (R4G), to permit low-rise apartment dwellings with up to four units, as a land use.

The purpose of the Residential Fourth Density Zone is to:

- 1) *allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings, in some cases limited to four units, and in no case more than four storeys, in areas designated as General Urban Area in the Official Plan;*
- 2) *allow a number of other residential uses to provide additional housing choices within the fourth density residential areas;*
- 1) *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: and*

The proposal will support the development of low-rise apartment dwellings and will contribute to the mix of residential building forms in the neighbourhood. In addition, the zoning amendment will permit a form of development that is compatible with the mixed-use buildings located to the north of Byron Avenue and will function as a transition to lower density development south of Ravenhill Avenue.

In anticipation of the conversion of existing or approved housing on site to four-unit, low-rise apartment dwellings, the zoning amendment will seek relief to permit a reduced lot width, lot area, building setbacks and amenity area for low-rise apartment dwellings.

Table 1 summarizes relevant zoning performance standards for the R4G zone, and the standards provided by approved or existing development. Red text identifies areas of non-compliance.

Table 1. Zoning Review Summary

Zoning By-law 2008-250: R4G – Residential Fourth Density, Subzone G Byron, Roosevelt and Ravenhill Avenue – Proposed Low-rise Apartment Dwellings		
Performance Standard	Required	Provided
Residential Fourth Density Zone Requirements (Sections 161-162)		
Min. Lot Area	360m ²	275m ²
Min. Lot Width	12m	9m
Min. Front Yard Setback	Average of abutting lots	4m
Min. Interior Yard Setback	Within 21m of front lot line: 1.5m All other cases: 6m	1.2m
Min. Rear Yard Setback	30% of lot depth	6m
Max. Building Height	11 m	11m
Amenity Area (Section 137)		
Min. Amenity Area	15m ² /d.u : 60m ² <ul style="list-style-type: none"> ▪ 100% must be communal space ▪ be located at grade and in the rear yard; ▪ be landscaped; ▪ consist of at least 80% soft landscaping; and ▪ abut the rear lot line 	35m ²

The provided performance standards represent approved or existing housing on the Subject Site. More specifically, these provided standards represent the existing developments on site with the greatest non-compliance. With the exception of three properties located at 570, 566 Byron and 440 Roosevelt Avenue, which have not been redeveloped, the proposed zoning amendment is intended to support the conversion of housing forms on site to low-rise apartment dwellings. These conversions will only require interior renovations. As such, the proposed zoning standards are appropriate and will permit a discreet form of intensification in a location that is consistent with the Provincial Policy Statement, and conforms to the Official Plan.

4.0 CONCLUSION

The Provincial Policy Statement encourages mixed and compact land use patterns which promote the efficient use of land, resources, infrastructure, municipal services and public facilities. The Subject Site is in close proximity to a network of active and public transit systems, and hundreds of businesses and shops along the Richmond Road corridor, also known as Westboro Village. Unlike existing zoning which has not been revised to address evolving matters of provincial interest, the proposed zoning amendment supports an appropriate level of intensification that will contribute to the range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs of the neighbourhood. Most notably, the proposal is consistent with the Provincial Policy Statement's greater focus on intensification in settlement areas where lands are adjacent to public and active modes of transportation.

The Subject Site is designated General Urban Area in the City of Ottawa Official Plan. When determining the appropriateness of intensification in the General Urban Area, Official Plan policies refer to proximity to transit and existing context. The Subject Site is within 100 metres of Richmond Road, which is designated as a transit priority corridor in Schedule D of the OP, as well as within

600 metres of Dominion Station which is currently functioning as a rapid bus station and will be converted to a light rail station in 2022. The LRT system currently under construction in the City of Ottawa is one of the largest transportation infrastructure projects since the Rideau Canal. In order to sustain this transportation system, development in surrounding areas must be designed to encourage transit ridership. The existing zoning of the Subject Site which has been in effect for more than two decades, pre-dates this LRT infrastructure project and therefore does not appropriately reflect the Site's proximity to this transit service and does not conform to the transit supportive policies of the Official Plan.

The Subject Site is also adjacent to Westboro Village, which functions as a shopping area and meeting place for residents living in the surrounding neighbourhood. In closer proximity is Westboro Station which abuts the Subject Site to the north and consists of three mid-high rise, mixed-use buildings. Given the existing mid-high, rise pattern and scale of development to the north of the Site, the proposal will also function as a transition to the stable residential neighbourhood to the south. This transition is required as unlike other city blocks south of Byron Avenue, the Subject Site does not benefit from any mitigative or transitional measures, such as the Byron Tramway Park. Though six-storeys along Byron Avenue would be consistent with the scale and planned function of the area, the proposed zoning amendment to permit low-rise apartment dwellings with up to four units, is more sensitive to the form of development south of Byron Avenue. The appropriateness of this transition and compatible form of development is further supported by the policies and principles outlined in the Westboro Secondary and Community Design Plans. The proposed zoning amendment conforms to the City of Ottawa Official Plan by supporting the sustainability, liveability and resiliency of a community characterised by active and public transit, and a mix of employment, institutional and recreational uses.

The proposed zoning amendment establishes appropriate zoning standards for the Subject Site by supporting a wide mix of residential building forms ranging from detached to low rise apartment dwellings in the R4 zone. The future development of these lands will also be subject to Site Plan Control.

The proposed Zoning By-law Amendment is desirable and represents good land-use planning.

Yours truly,

NOVATECH

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