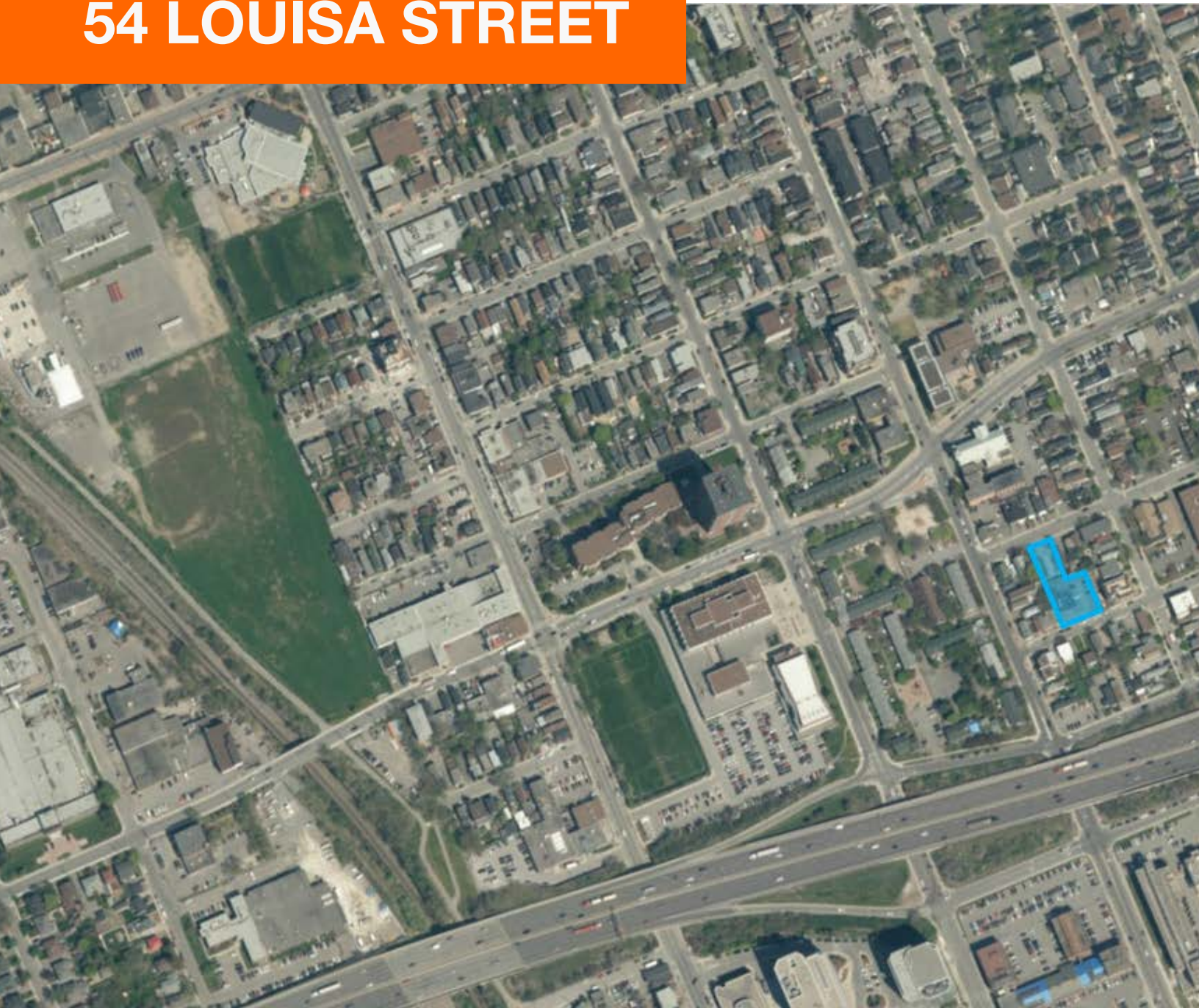


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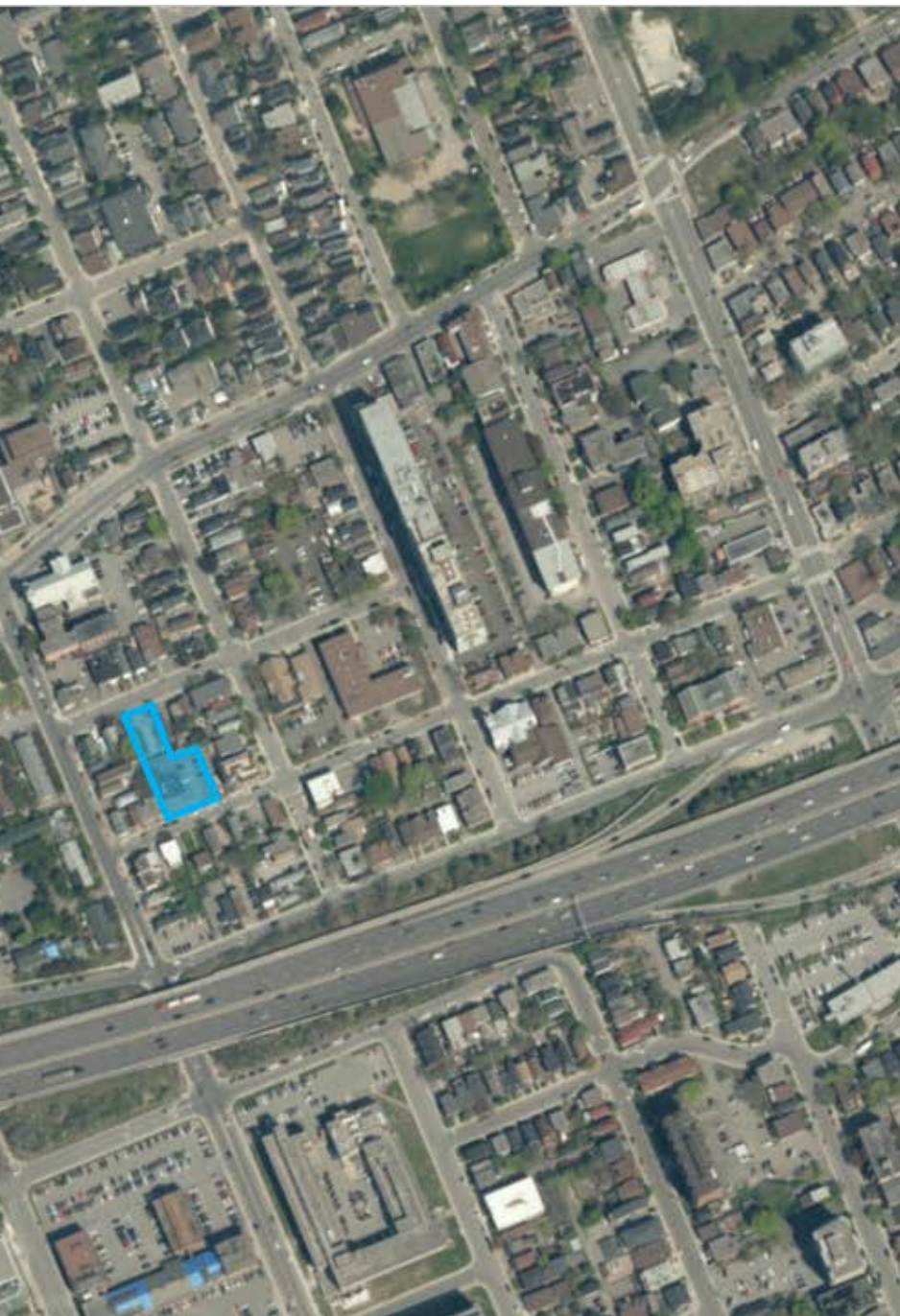
54 LOUISA STREET



August 02, 2018

Planning Rationale

Zoning By-law
Amendment



Prepared for:

INTERRENT
— REIT —

InterRent International Properties Inc.
485 Bank Street, Suite 207
Ottawa, ON K2P 1Z2
interrentreit.com

Prepared by:

FOTENN Planning
+ Design

Fotenn Planning + Design
223 McLeod Street
Ottawa, ON K2P 0Z8
fotenn.com

August 02, 2018

CONTENTS

1.0 54 Louisa Street1

2.0 Introduction2

3.0 Surrounding Area and Site Context2

 2.1 Subject Property2

 2.2 Site History3

 2.3 Area Context.....3

 2.4 Road Network.....4

 2.5 Public Transit.....5

4.0 Proposal6

5.0 Policy And Regulatory Framework8

 4.1 Ontario Planning Act.....8

 4.2 City of Ottawa Official Plan8

 4.3 City of Ottawa Zoning By-law (2008-250)9

6.0 Planning Discussion and Conclusion 13

1.0 INTRODUCTION

2

Fotenn Consultants Inc., acting as agents for InterRent International Properties Inc. ("InterRent"), is pleased to submit the enclosed Minor Zoning By-law Amendment Application for the lands municipally known as 54 Louisa Street in the City of Ottawa. The amendment is requested to permit the temporary use of a surface parking lot and a parking garage.

The intent of this Planning Rationale is to assess the proposal against the applicable policy and regulatory framework, and determine if the 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 known municipally as 54 Louisa Street is located in the Somerset Ward in Ottawa. Specifically, the property is located on the south side of Louisa Street, between Booth Street to the west and Lebreton Street North to the east. The property is a through lot, also fronting onto Arlington Street to the south. The subject property has an area 1281.9 square metres, and occupies frontages of 15.24 metres on Louisa Street and 30.48 metres on Arlington Avenue.

The subject property is currently occupied by a vacant automobile repair garage and surface parking.



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

2.2 Site History

The auto-repair facility on the subject property was a legal non-conforming use relative to the residential zoning that applies to these lands. The property was initially purchased by InterRent in mid-2015 for use as a construction staging and storage area during the renovation of the LIV apartment building, which is also owned by InterRent, at 207 Bell Street North. The property was used as a construction staging area so as to minimize disruptions and inconveniences in the neighbourhood.

Since the completion of the renovations to the LIV building, InterRent has been operating a private parking lot on the subject property as a valet parking service for tenants at the LIV building. Similar to the construction staging use, the use of the lot for the valet service was viewed to be superior in terms of impact and disruption upon the neighbourhood compared to the alternative of parking vehicles on the surrounding streets and moving them every three hours. As InterRent was using the subject property in a similar manner to the previous auto-mobile service facility, they believed that the property could continue to be used as a parking lot once renovations to the Liv building were completed.

2.3 Area Context

The subject property is located in a largely low-rise residential neighbourhood that also incorporates a variety of institutional and commercial uses. In particular, several types of uses are located along Gladstone Avenue, a major collector road that is also a designated Traditional Mainstreet. A church and commercial buildings are also located on Louisa Street.

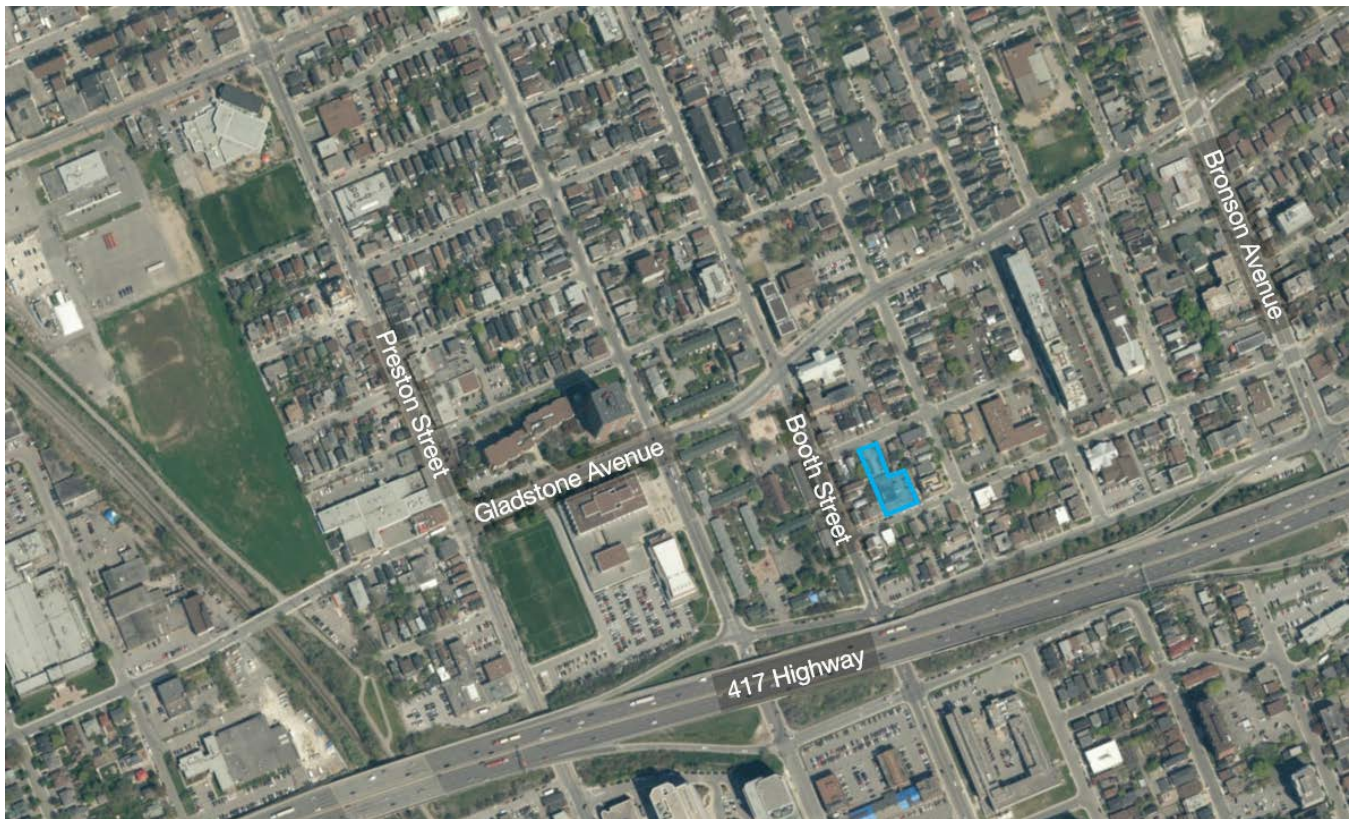


Figure 2: Aerial view of the subject property (outlined in blue) and surrounding area

Surrounding land uses include the following:

NORTH:

North of the subject property is a predominantly low-rise residential neighbourhood, beyond which is Gladstone Street, a Traditional Mainstreet with a mix of uses including residential, institutional, and commercial. Several nearby commercial uses along Gladstone Avenue are automobile-centric, including service stations, a body shop, and a used car dealership.

SOUTH:

South of the subject property is a low-rise residential neighbourhood with a variety of dwelling types ranging from single detached dwellings to low-rise apartment dwellings. The area to the south also features some surface parking lots. Further south, less than 100 metres away, is Highway 417.

EAST:

Immediately east of the subject property are low-rise residential buildings ranging from single detached dwellings to a low-rise apartment dwelling. Further east is Lebreton Street North, beyond which are low-rise residential dwellings, surface parking lots, a church, the Gladstone Sports & Health Centre (housing office space, personal service businesses, and recreational and athletic facilities), and the high-rise LIV apartment building.

WEST:

Immediately west of the subject property are low-rise residential dwellings. Further west is Booth Street, a major north-south collector road, on the other side of which is a planned unit development consisting of townhouses.

2.4 Road Network

The subject property is well serviced with respect to the existing road network. As per Schedule F: Central Area/Inner City Road Network in the City of Ottawa Official Plan (Figure 3), the subject property is located in close proximity to three (3) arterial roads (Preston Street, Catherine Street and Bronson Avenue), three (3) major collector roads (Rochester Street, Booth Street, and Gladstone Avenue), and Highway 417.



Figure 3: Excerpt from Schedule F: Central Area / Inner City Road Network from the City of Ottawa Official Plan

2.5 Public Transit

As per Schedule D: Rapid Transit and Transit Priority of the City of Ottawa Official Plan, the subject property is located in proximity to a future Light Rail Transit station to the west. More specifically, the subject property is located approximately 600 metres from the future Gladstone Station, which will be serviced by the north-south Trillium Line. Gladstone Station is projected to be completed in 2021 as part of the City's Stage 2 Light Rail Transit (LRT) initiative.

The subject property is also located in close proximity to a Transit Priority Corridor along Gladstone Avenue. According to its Transportation Master Plan, the City intends to implement transit signal priority between the future Gladstone O-Train Station and Elgin Street, and may also consider parking lane conversion in the immediate vicinity of selected intersections. This particular project is expected to reduce travel time and improve reliability on OC Transpo route 14, a local bus route that runs along Gladstone Avenue.

Currently, the subject property is not located in close proximity to rapid transit. As Gladstone Station is not yet complete, the closest operational LRT station until at least 2021 is Carling Station, which is located over 800 metres away, across from the 417 Highway.

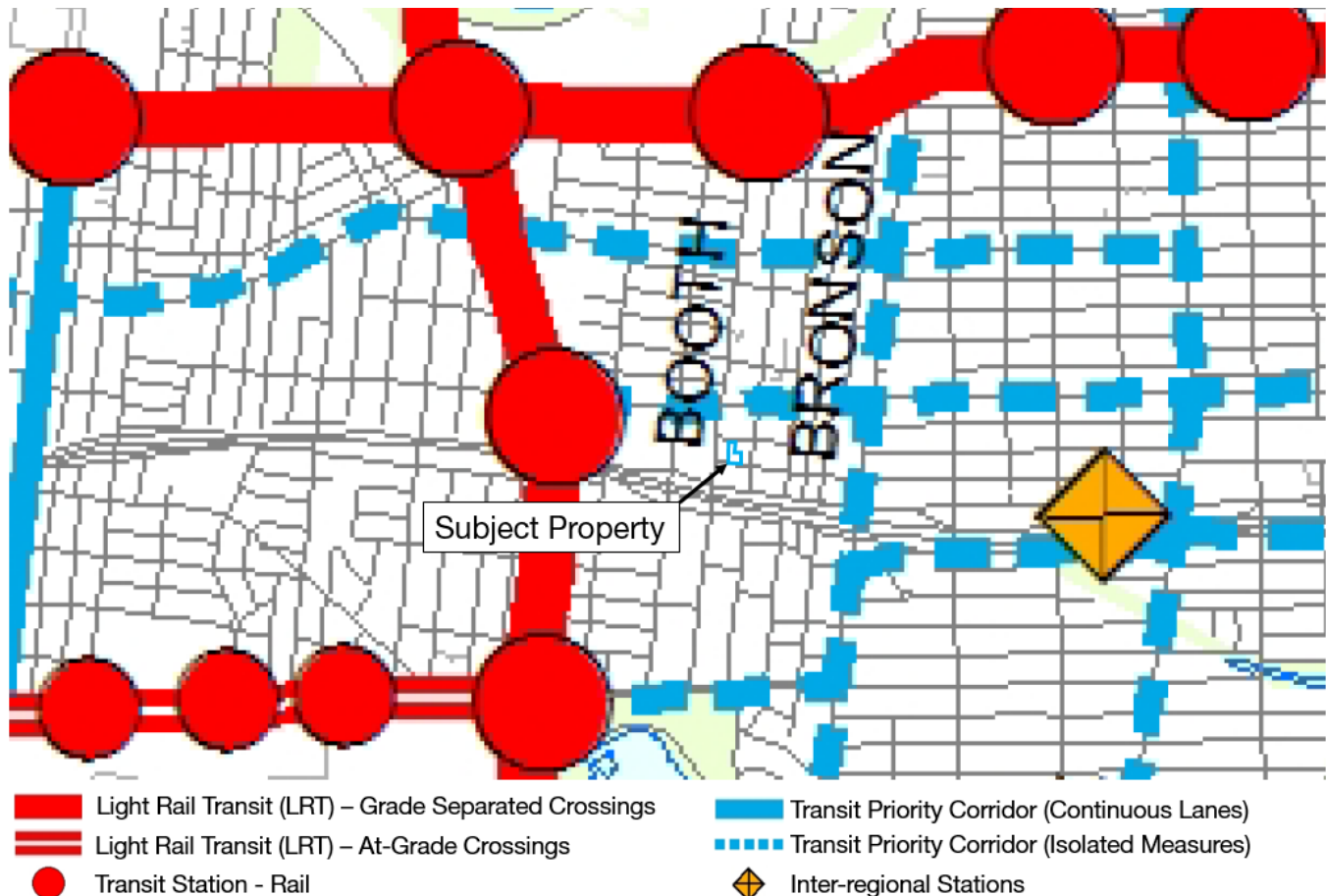


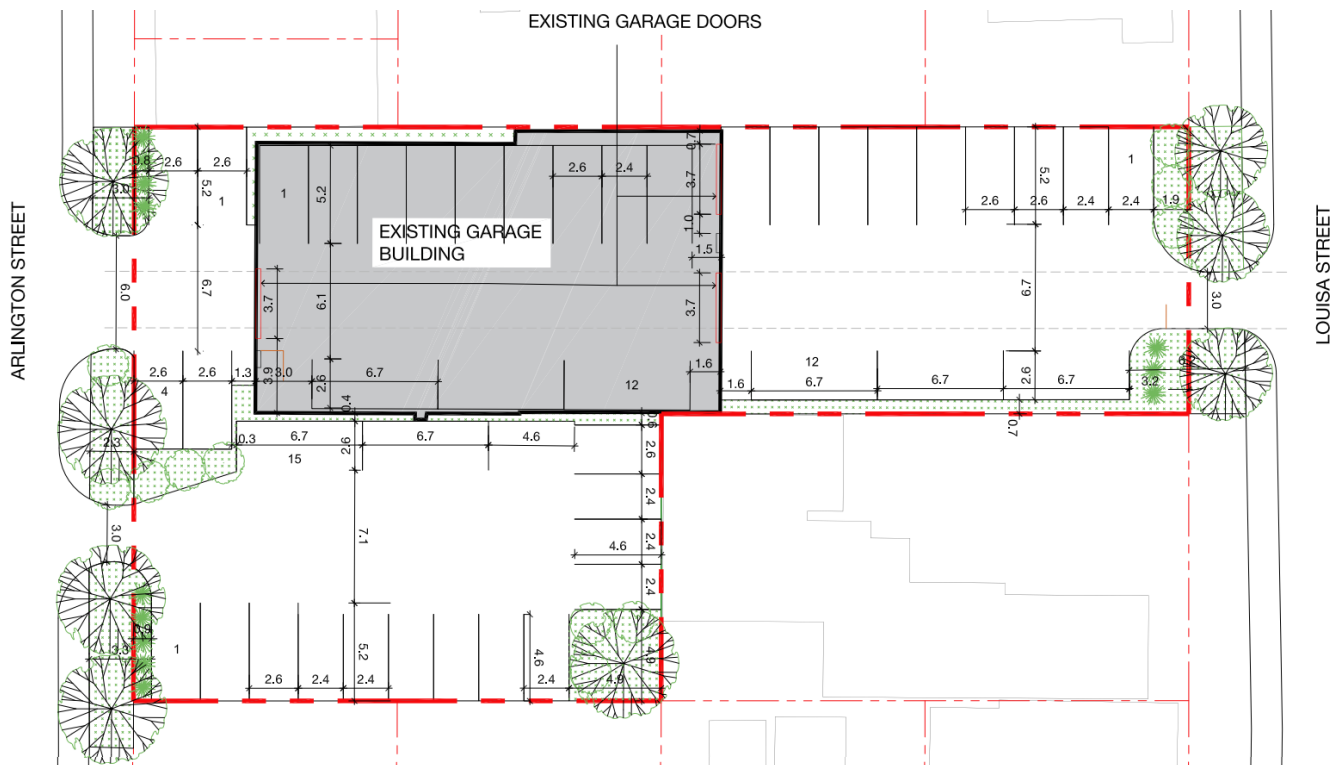
Figure 4: Excerpt from Schedule D: Rapid Transit and Transit Priority from Schedule D of the City of Ottawa Official Plan

6

InterRent, which has been operating a private parking lot on the subject property, has recently been informed by the City that it is in violation of the Zoning By-law, as a parking lot is not a permitted use on the subject property. As such, the proposed Minor Zoning By-law Amendment is seeking to temporarily permit the use of a parking lot and parking garage on the subject property for a period not exceeding three (3) years. During this period of time, InterRent intends to continue using the property as a valet parking service for the residents at the LIV apartment building.

The expiry of the permission to operate a parking lot on the subject property is expected to coincide with the completion of the City's Stage 2 LRT improvements, which will include the construction of the new Gladstone Station roughly 600 metres from the subject property. The improved access to the City's growing rapid transit network is expected to decrease the demand for vehicular parking, at which point InterRent may consider redeveloping the site.

As the Gladstone Station is not projected to be operational until 2021, Interrent may consider applying for a future extension to the temporary parking lot use on the site if the parking demands remain consistent with the current status quo in the absence of the operational Gladstone station.



The proposed development is expected to provide a total of 43 indoor and outdoor spaces, divided into four (4) parking areas on the subject property:

- / Parking for four (4) spaces near the south of the subject property, between Arlington Street and the existing garage building;
- / Parking for fifteen (15) spaces in the southeast portion of the subject property, with access to Arlington Street to the south;

-
- / Parking for twelve (12) spaces in the north portion of the subject property, between Louisa Street and the existing garage building; and
 - / Parking for twelve (12) additional parking spaces within the building.

The proposed development will provide three (3) driveways onto the proposed development:

- / A three (3) metre wide single traffic lane driveway to the southeast of the subject property, providing access to and from Arlington Street to the south;
- / A six (6) metre wide double traffic lane driveway to the southwest of the subject property, providing access to and from Arlington Street to the south; and
- / A three (3) metre wide single traffic lane driveway to the north of the subject property, providing access to and from Louisa Street to the north.

Vehicular access through two (2) of the existing garage building's bay doors (on the north and south walls of the building, respectively) is proposed to be retained. The ability to operate these bay doors maintains an improved north-south onsite circulation, whereby vehicles may be driven through the existing garage building.

As part of the proposal, InterRent is proposing to improve the site to mitigate various potential concerns. Landscaping elements such as trees and shrubs are proposed to be incorporated along the north and south property edges so as to shield the parking areas from the public rights-of-way along Louisa and Arlington Streets. No additional curb cut is proposed, thus preventing any further interruption to the pedestrian environment.

A public meeting was held for neighbours and members of the Dalhousie Community Association on June 27, 2018, at which time the proposal was met with a positive response from the approximately ten (10) neighbours who attended. During the meeting, InterRent also committed to installing dark sky lighting onto the subject property to minimize light pollution in the surrounding area; this is intended to be reflected in a site lighting plan to be provided to the City.

POLICY AND REGULATORY FRAMEWORK

4.1 Ontario Planning Act

Section 39 of the Ontario Planning Act grants a local municipality the authority to approve a temporary by-law under Section 34 of the same Act. A temporary use by-law “shall define the area to which it applies and specify the period of time for which the authorization shall be in effect, which shall not exceed three years from the day of passing of the by-law.” Council may grant an extension of the temporary use by by-law for an additional three (3) years.

4.2 City of Ottawa Official Plan

The subject property is designated “General Urban Area” in the City of Ottawa Official Plan, as shown below on Schedule B – Urban Policy Plan of the City of Ottawa Official Plan.

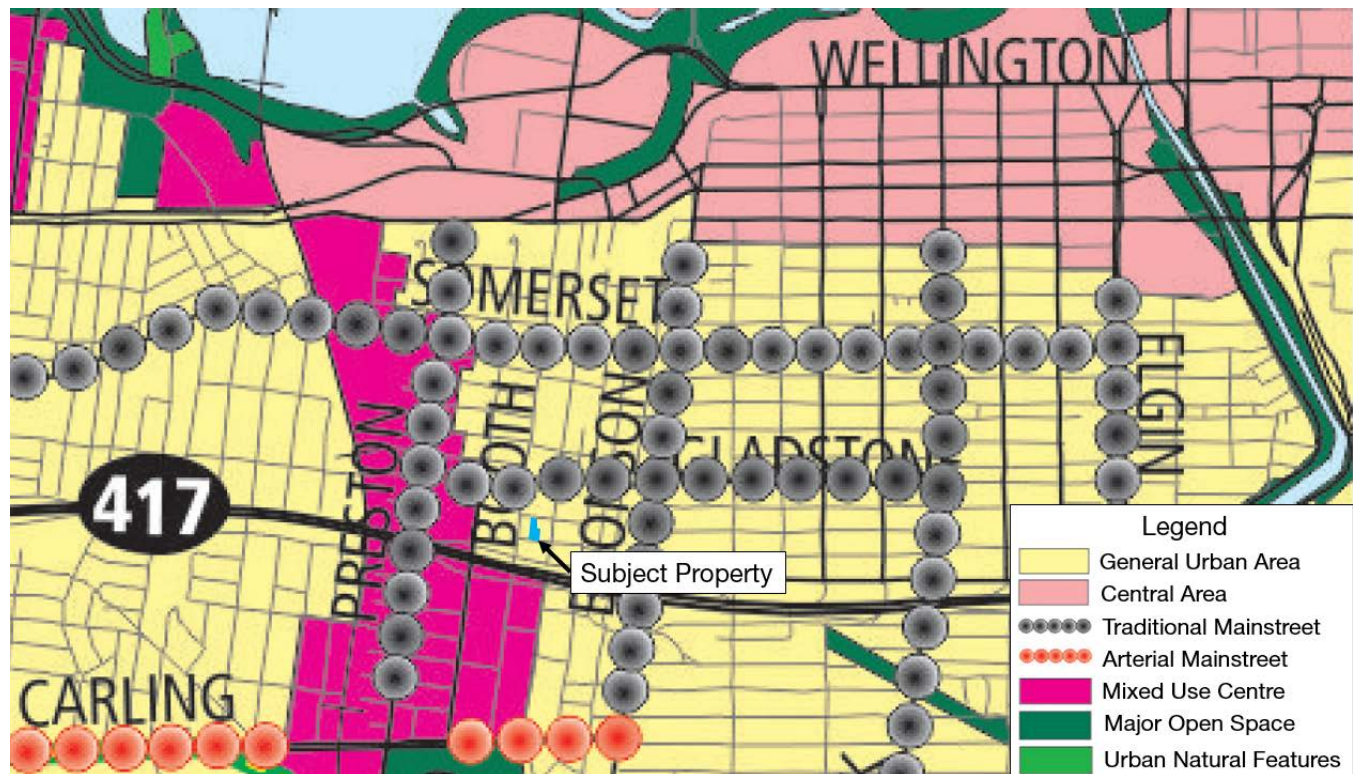


Figure 7: Excerpt from Schedule B – Urban Policy Plan of the City of Ottawa Official Plan

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. A broad scale of uses is found within this designation, from ground-oriented single-purpose to multi-storey mixed-use; from corner store to shopping centre.

This designation and the policies of the Official Plan do not preclude the temporary use of the property as a surface parking lot or parking garage.

Official Plan policies allow for the temporary use of lands, buildings or structures through a Zoning By-law Amendment for a period not to exceed three (3) years. This provides for temporary uses to be allowed where such uses will not reduce the ability to achieve the long-term objectives expressed in the Official Plan.

Section 5.2 of the Official Plan (Implementation Mechanism, by Authority under Planning Act) states:

A municipality may pass many by-laws under the authority of the Planning Act without mentioning them in the Official Plan. These include interim control, demolition control, **temporary use** and others. Some implementation tools, however, must be included in this Plan, as required under the Planning Act, in order for the municipality to implement such measures.

Specifically, Section 5.2.1, Policy 13 states:

The City, in a zoning by-law, may authorize the temporary use of lands, buildings or structures for any purpose set out therein that is otherwise prohibited by the comprehensive zoning by-law. A by-law authorizing a temporary use shall prescribe a period of time for the temporary use, which shall not exceed ten years for a garden suite, and shall not exceed three years for all other uses. Council may grant further periods of not more than three years.

The Ontario Planning Act and, subsequently, the City of Ottawa Official Plan recognize a temporary use by-law as a tool that a municipality can employ to permit a use on a temporary basis for a period of up to three (3) years.

The City of Ottawa has recently approved temporary use by-laws for several parking lots throughout the City, including the lands at 141 George Street in the ByWard Market as well as 991 Carling Avenue in the Civic Hospital neighbourhood.

4.3 City of Ottawa Zoning By-law (2008-250)

The subject property is zoned “Residential Fourth Density, Subzone T” (R4T) in the City of Ottawa Zoning By-law.



Figure 8: Zoning map of the subject property and surrounding area

The purpose of the R4 zone is to:

- / 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 designed as General Urban Area in the Official Plan;
- / allow a number of other residential uses to provide additional housing choices within the fourth density residential areas;
- / permit ancillary uses to the principal residential use to allow residents to work at home; and
- / 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.

The R4T zone permits the following uses:

- / apartment dwelling, low rise;
- / bed and breakfast;
- / detached dwelling;
- / diplomatic mission;
- / duplex dwelling;
- / group home;
- / home-based business;
- / home-based daycare;
- / linked-detached dwelling;
- / park;
- / planned unit development;
- / retirement home;
- / retirement home, converted;
- / rooming house;
- / rooming house, converted;
- / secondary dwelling unit;
- / semi-detached dwelling;
- / stacked dwelling;
- / three-unit dwelling;
- / townhouse dwelling; and
- / urban agriculture.

The proposed surface parking lot and parking garage are not currently permitted uses in the R4T zone.

The table below provides an overview of the proposed development's performance with respect to the Zoning By-law's applicable provisions:

Zoning Mechanism	Required	Proposed	Compliance ✓ or ✗
Parking Space Width	Min: 2.6 m	Min: 2.4 m	✗
	Max: 3.1 m	Max: 2.6 m	✓
Parking Space Length	Min: 5.2 m	Min: 4.6 m	✗
	Min. for parallel parking spaces: 6.7 m	Min. for parallel parking spaces: 6.7 m	✓

Zoning Mechanism	Required	Proposed	Compliance ✓ or ✗
Minimum Driveway Width	Single traffic lane: 3 m	Single traffic lanes: 3 m	✓
	Double traffic lane: 6.7 m	Double traffic lane: 6 m	✗
	Double traffic lane in a parking garage: 6.0 m	Double traffic lane in a parking garage: 3.7 m	✗
Minimum Aisle Width	0-40 degree parking angle: 3.5 m	0-40 degree parking angle: 6.7 m	✓
	71-90 degree parking angle: 6.7 m	71-90 degree parking angle: 6.7 m	✓
	56-90 degree parking angle in a garage: 6.0 m	56-90 degree parking angle in a garage: 6.1 m	✓
Minimum Width of Landscaped Buffer around a Parking Lot	Abutting a street: 3 m	Min: 0.8 – 3.2m	✗
	Not abutting a street: 1.5 m	Min: 0 - 0.7 m	✗

In addition to seeking permission to establish a temporary parking lot use on the subject property, the proposed development requires relief from the following zoning provisions:

/ **Parking Space Provisions (Section 106)**

The proposed development features twelve (12) parking spaces that fall short of the zoning requirement that parking spaces be 5.2 metres (6.7 metres for parallel parking spaces) in length by 2.6 metres in width, corresponding to 38.7% of the provided parking on the subject property. All of these smaller spaces are at least 4.6 metres by 2.4 metres in size. It should be noted that all parallel parking spaces comply with the minimum dimensions of 6.7 metres by 2.6 metres.

Section 106(3)(a) of the Zoning By-law allows up to 40% of the required parking spaces on a property to be reduced to a minimum width of 2.4 metres and a minimum length of 4.6 metres where the parking spaces are located in a parking lot containing more than 20 spaces. This section does not apply to the proposed development, as the provided parking spaces are not required for another use on the property. However, it is our opinion that the makeup of the proposed parking lot follows the intent and purpose of the Zoning By-law with respect to being able to provide a certain percentage of parking spaces for smaller vehicles.

/ **Aisle and Driveway Provisions (Section 107)**

The proposed six (6) metre wide double traffic lane driveway at the southwest of the subject property, providing access to and from Arlington Street, falls short of the Zoning By-law's required width of 6.7 metres for double traffic lane driveways in surface parking lots. This width is equivalent to what is accepted under the Zoning By-law for parking garages. Further, InterRent intends to continue operating the parking lot as a valet parking service; as all parking is done by its employees, onsite circulation can be controlled so as to prevent potential issues arising from a shorter driveway. Vehicles going through this driveway are unlikely to create circulation issues along Arlington Street, a quiet, local street.

The proposed 3.7 metre wide bay doors providing access to and from the garage also fall short of the Zoning By-law's required width of 6.0 metres for double traffic lane driveways in a parking garage. The

nature of the garage's use for valet purposes once again means that circulation within the parking garage can be controlled by InterRent so as to properly mitigate any potential impacts created by the shorter bay doors.

/ **Landscaping Provisions for Parking Lots (Section 110)**

Although the proposed width of the landscaped buffer around the parking area falls short of the Zoning By-law, it is an improvement over the existing onsite conditions, where landscaped buffers are generally non-existent or ineffective (such as grassy areas along the subject property's frontages that do little to obscure the current parking lot use on the site). The proposed landscaping will include flowering and evergreen shrubs that will improve the pedestrian experience along Arlington and Louisa Streets and conceal the parking lot use from nearby residents, thus ensuring that any potential adverse impacts on neighbouring properties and pedestrians are properly mitigated. Further, the reduced landscaped buffer is not expected to negatively impact adjacent properties, as there is very little interface between the property and any form of abutting land use that would benefit from thicker buffering.



Figure 9: Close-up aerial view of the subject property (outlined in blue); portions of adjacent properties that abut the proposed parking areas largely consist of driveways or blank building walls

PLANNING DISCUSSION AND CONCLUSION

The proposed development is an opportunity to improve the subject property's existing conditions. As part of the establishment of a parking use on the subject property, improvements to the site's current physical conditions are proposed in order to limit potential adverse impacts on pedestrians or neighbouring properties. Mitigation measures such as landscaped buffers are proposed to properly screen the site and reduce glare from vehicles.

In addition to buffering on streetscapes, the concept plan anticipates being able to provide street trees within the right-of-way, where the subject property fronts onto Louisa and Arlington Streets. The proposed street trees would achieve a dual purpose of further greening the subject property, as well as the City streets.

Alternatively, in the absence of the proposed development, the subject property may remain in an unused and undeveloped condition. The proposed development is also seen as an improvement over the subject property's previous use as an automotive garage. Such a use would likely cause more disturbances to the community, especially in terms of noise.

It is also noted that InterRent has installed a new roof on, and painted the garage structure on the subject property and that an environmental remediation of the property was completed at the time the site was purchased by InterRent in mid-2015.

It is also important to note that the proposed parking use will help mitigate traffic and noise concerns in a neighbourhood with high parking demand. Should InterRent no longer be permitted to use the subject property for parking, parking will be forced onto surrounding streets. Further, as on-street parking is permitted by the City for a maximum of three (3) hours, this will in turn increase vehicle circulation in the neighbourhood as drivers seek new, available on-street parking spaces, thus causing more significant disturbances to the neighbourhood.

The proposed temporary parking use is expected to provide a temporary increase in the total parking for the LIV apartment building until nearby access to rapid transit is provided once Gladstone Station is operational. As such, the proposed development will improve traffic and parking conditions in the neighbourhood by limiting the on-street parking and circulation of vehicles associated with InterRent's valet parking service for the LIV building.

In considering the proposed temporary Zoning By-law, applicable policy and regulatory framework, and the above considerations, it is Fotenn's professional opinion that a temporary parking use represents good short-term (up to a maximum three (3) years) land use planning, is appropriate for the site and is in the public interest.



Nico Church, M. Pl.
Planner



Brian Casagrande, MCIP RPP
Director of Planning and Development