

300 and 304 Elmgrove Avenue

PLANNING RATIONALE
IN SUPPORT OF
ZONING BY-LAW AMENDMENT AND
SITE PLAN CONTROL APPLICATIONS

Prepared by:

NOVATECH

Suite 200, 240 Michael Cowpland Drive
Ottawa, Ontario
K2M 1P6

June 2019

Novatech File: 117210
Ref: R-2019-111



June 19, 2019

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

**Attention: Doug James, Manager, Development Review - Central
Planning, Infrastructure and Economic Development Department**

Dear Mr. James,

**Reference: 300 and 304 Elmgrove Avenue
Zoning By-law Amendment and Site Plan Control Applications
Our File No.: 117210**

The following Planning Rationale has been prepared in support of minor Zoning By-law Amendment and Site Plan Control applications to facilitate the conversion of triplexes into low-rise apartment dwellings on the properties located at 300 and 304 Elmgrove Avenue. The proposal entails establishing a fourth unit within the basement of each triplex.

Based on the findings of this Planning Rationale, the proposed rezoning and site plan applications are consistent with the Provincial Policy Statement, conform to the policies of the City of Ottawa Official Plan and establish appropriate zoning standards for the Subject Site.

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

Yours truly,

NOVATECH

Danna See-Har, M.PL.
Planner

1.0 INTRODUCTION & CONTEXT 2

 1.1 PURPOSE 2

 1.2 SITE DESCRIPTION AND LOCATION 3

 1.3 SURROUNDING USES 3

 1.4 TRANSPORTATION NETWORK..... 4

2.0 DEVELOPMENT PROPOSAL 5

3.0 PLANNING POLICY AND REGULATORY FRAMEWORK 6

 3.1 PROVINCIAL POLICY STATEMENT 6

 3.2 CITY OF OTTAWA OFFICIAL PLAN 6

 3.2.1 *Managing Growth Within the Urban Area*..... 7

 3.2.2 *General Urban Area Designation* 8

 3.2.3 *Review of Development Applications* 8

 3.2.4 *Design and Compatibility* 9

 3.3 RICHMOND ROAD/ WESTBORO SECONDARY PLAN 11

 3.4 ZONING BY-LAW 2008-250 11

4.0 CONCLUSION 13

1.0 INTRODUCTION & CONTEXT

1.1 Purpose

Novatech has prepared this Planning Rationale in support of minor Zoning By-law Amendment and Site Plan Control applications to facilitate the establishment of a fourth unit in the basement of four triplexes at 300 and 304 Elmgrove Avenue (the “Subject Site”), in the City of Ottawa. The proposal requires rezoning the Site from Residential Fourth Density, Subzone G (R4G) to a Residential Fourth Density, Subzone G, (R4G[xxxx]) with site-specific exceptions to permit relief from certain provisions relating to a low-rise apartment dwelling use.

The zoning amendment will seek relief to permit:

- A reduced lot area;
- A reduced lot width;
- Reduced interior side yard setbacks;
- A reduced communal amenity area.

It is proposed that these four provisions will be included in a site-specific exception to the Residential Fourth Density (R4) zone.

This Planning Rationale will demonstrate that the proposed development and zoning amendment are:

- Consistent with the Provincial Policy Statement;
- Conform to the City of Ottawa Official Plan and the Richmond Road/Westboro Secondary Plan; and
- Establish appropriate zoning standards for the Subject Site.

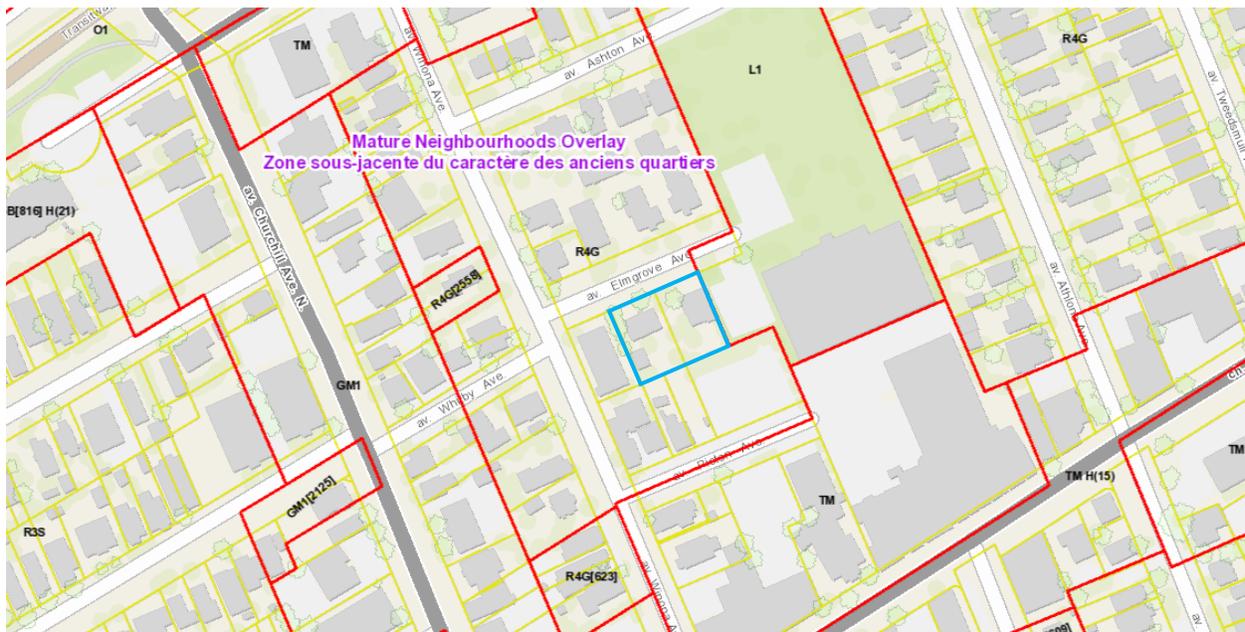


Figure 1: Existing Zoning of Subject Site

West: Low-rise residential development is located to the west of the Subject Site. Further west is Churchill Avenue North, which supports a mix of residential and commercial uses.

1.4 Transportation Network

The Subject Site is located on Elmgrove Avenue, which is identified as a Local Road on Schedule E of the City of Ottawa Official Plan.



Figure 3. Urban Road Network, Schedule E of the 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”. Elmgrove Avenue functions as a local road for the Subject Site and supports shared driveway access to parking spaces in the rear yard of the development.

The Subject Site is located within a 400 m radius and a 600 m radius of the Westboro and Dominion BRT and future LRT Stations, respectively. In addition to the dozens of bus routes located at the Dominion and Westboro Stations, bus route 11 is located at the intersection of Richmond/Eden.

The Subject Site is in close proximity to Arterial Roads Scott Street, Richmond Road, and Churchill Avenue North. These streets accommodate several modes of transportation, including walking, cycling, public transit and driving.

2.0 DEVELOPMENT PROPOSAL

The proposal is to establish a fourth residential unit in the basements of each triplex currently under construction on the Subject Site. The addition of a fourth unit converts the use of the buildings from triplexes to low-rise apartment dwellings. Low-rise apartment dwellings are a permitted use within the R4G zone. The existing building envelopes will not be altered. With the exception of providing bicycle parking and garbage storage in the rear yards, only internal renovations will occur on site.

Under the R4G zone, the performance standards for a low-rise apartment dwelling differ slightly from those of a triplex. Applications for the triplexes went to the Committee of Adjustment (D08-02-18/A-00246 & D08-02-18/A-00247) and received approvals for reduced lot areas (from 360 m² to 274 m²), reduced lot widths (from 12.0 m to 9.1 m) and reduced front yard setbacks (from 6 m to 3 m). The proposed low-rise apartment dwellings do not meet performance standards under the R4G zone for lot area, lot width, interior side yard setbacks and communal amenity area.

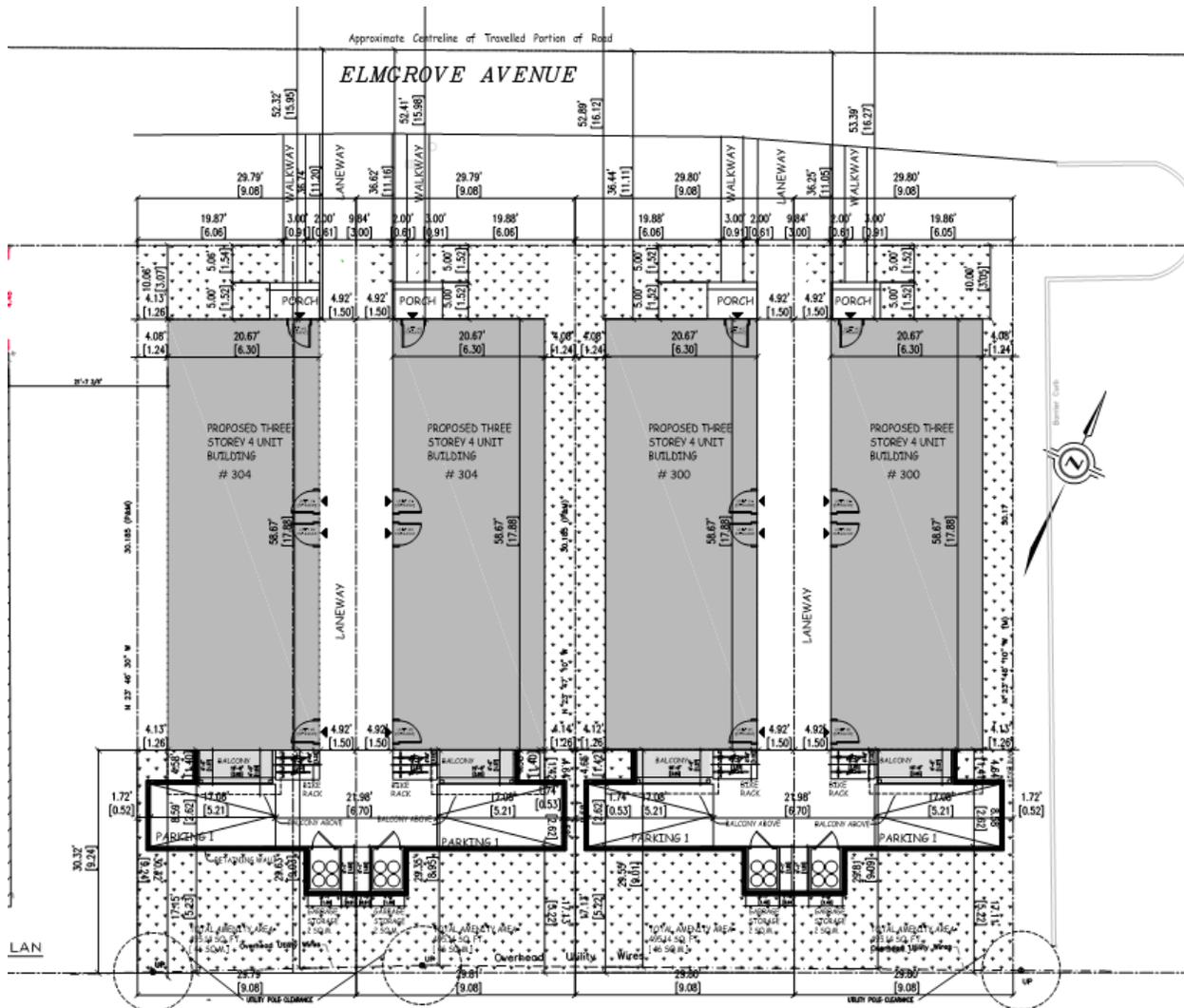


Figure 4. Site Plan

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 development and minor rezoning of the Subject Site support appropriate residential uses in close proximity to commercial, institutional, employment, and transit services to meet the long term needs of residents in the neighbourhood. The proposal also promotes cost-effective development patterns by adding a residential unit in each triplex, 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". More specifically, 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.*

The proposed residential dwellings are within a settlement area and promote the efficient use of land, resources, infrastructure, municipal services, public facilities and active as well as public transit.

The proposed development and minor rezoning represent appropriate intensification and are consistent with the Provincial Policy Statement.

3.2 City of Ottawa Official Plan

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

3.2.1 Managing Growth Within the Urban Area

Section 2.2.2 of the Official Plan speaks to the promotion of intensification as a strategy to manage growth in a sustainable way and states that, “intensification is the most cost-effective pattern for the provision of municipal services, transit and other infrastructure and supports a cleaner, healthier city.”

Section 2.2 states that “in all areas, the density, mix of uses, and land use pattern will work together to make the most efficient use of transit... Density is highest adjacent to transit and includes a mix of uses so that residents can meet many of their daily needs within the community or can find them conveniently nearby. This pattern of transit-oriented development results in very liveable communities at any scale, from the central area to the suburbs”.

Section 2.2.2 also states that “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. The scale of intensification will vary, depending upon factors such as the existing built context and proximity to major roads and transit”.

The Subject Site is located in close proximity to major roads, bus stops, existing Bus Rapid Transit infrastructure as well as the future Westboro and Dominion Light Rail Transit Stations.

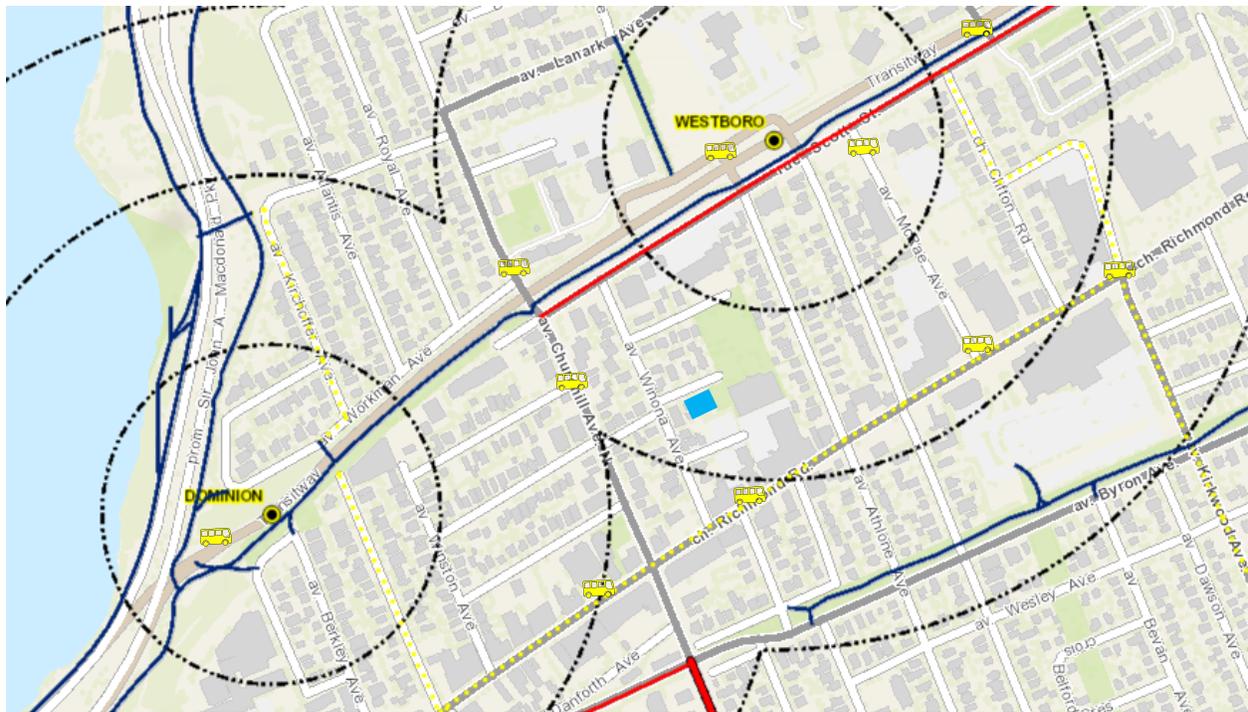


Figure 5. Proximity to Transit

The proposed development and minor rezoning support the intensification of the Subject Site, providing a cost-effective pattern for the efficient use of existing services, infrastructure and transit. This ground-oriented, low-density form development provides a more compact urban form and over time will contribute to the creation of a more vibrant and accessible community.

3.2.2 General Urban Area

The purpose of the General Urban Area is to permit “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” in order to develop complete, sustainable communities (Section 3.6.1).

Policy 1 of Section 3.6.1 states that:

“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.”

The proposed residential low-rise apartment dwellings are permitted in the General Urban Area designation. The proposed development contributes to the range of housing types and densities in the surrounding area and helps to meet the needs of all ages, incomes and life circumstances. The proposal is an example of appropriate, discreet intensification.

Policy 3 of Section 3.6.1 speaks to intensification and providing different housing forms in the General Urban Area and states that:

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;*
- (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 R4G[xxxx] zone will facilitate the development of ground-oriented housing in the form of fourplexes. Fourplexes are an appropriate form of intensification within an existing community and maintain the character and built form of the immediate neighbourhood. The proposal contributes to providing a balance and variety of housing types and tenures in close proximity to commercial and transit uses.

3.2.3 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 proposed residential development. Detailed and technical information can be obtained by reviewing the respective documents.

Relating to Section 4.1 (Site-Specific Policies and Secondary Policy Plans), the Subject Site is subject to the Richmond Road / Westboro Secondary Plan. This document was reviewed in its entirety and the proposed low-rise apartment dwellings do not conflict with the unifying vision, overlying objectives and principles, and policies of the Westboro Secondary Plan.

Relating to Section 4.4 (*Water and Wastewater Servicing*), the Subject Site is serviced by municipal water and wastewater services. A Site Servicing Brief was prepared by Novatech, dated June 17, 2019, for the Subject Site. The brief demonstrates that the existing sanitary sewer, storm sewer and watermain infrastructure can adequately service the proposed development.

A Site Servicing Plan and a Lot Grading Plan were prepared by Kollaard Associates Inc. for the Subject Site. These plans were issued and approved for the Building Permit obtained for the triplexes currently under construction.

Relating to Section 4.7 (*Environmental Protection*) there are no sensitive environmental features on or in proximity to the Subject Site. In keeping with Section 4.7.2, a Landscape Plan was prepared by Novatech, dated June 19, 2019, for the Subject Site. The Plant List on the Landscape Plan indicates that all proposed species are suitable for the local climate while being generally low maintenance.

Relating to Section 4.11 (*Urban Design and Compatibility*) the following outlines compatibility criteria of the proposed development.

- Traffic: The proposal does not create adverse effects on traffic. The proposal follows City policies by adding density near transit.
- Vehicular access: Proposed parking spaces are located in the rear yard to divert cars from the streetscape. The shared driveway contributes to a less car-oriented streetscape.
- Parking requirements: One parking space is proposed per building, which complies with City policies to minimize car dependency and encourage transit use.
- Outdoor amenity areas: Sufficient and well-landscaped amenity space is provided. Trees are proposed in the front and rear yards which will contribute to the urban forest and provide screening and privacy.
- Loading areas, service areas, outdoor storage: Outdoor storage is provided for waste management. The shared driveway acts as a pathway to move the waste from the storage area to the street for collection.
- Noise and air quality: No adverse impacts are anticipated from noise sources in the vicinity of the site.
- Supporting neighbourhood services: The proposed low-rise apartment dwellings are adequately serviced and support neighbourhood functions as they are located near parks, schools, mixed commercial uses and transit.

3.2.4 Design and Compatibility

Section 2.5.1 of the City of Ottawa Official Plan speaks to how the City intends to influence the built environment as the city matures and evolves. The City's design objectives for implementing urban design and achieving compatibility are outlined in this section.

- 1) *To enhance the sense of community by creating and maintaining places with their own distinct identity.*

The existing buildings were designed to include architectural gestures, materials and colors which provide visual interest. The space between the buildings and the street will be enhanced with soft landscaping. The proposed development and landscaping are consistent with the low-rise character and built form of the neighbourhood.

2) To define quality public and private spaces through development.

The proposed development is a ground-oriented building form which clearly defines the private and public realm. The proposed landscaping at the front of the buildings will reinforce this boundary. Well-defined main entrances oriented towards the street will contribute to the quality of the development and the street environment. Parking will be located at the rear of the properties.

3) To create places that are safe, accessible and are easy to get to, and move through.

Vehicular access to parking spaces in the rear yard will be from Elmgrove Avenue. Clearly defined principal entrances for the proposed apartment buildings are located along the street. Ample glazing along building facades provide “eyes on the street” and security for prospective tenants.

4) To ensure that new development respects the character of existing areas.

The buildings currently under construction are consistent with the built form and character of the neighbourhood. No external renovations are proposed to the building façades or building envelopes. With regard to massing and scale, the proposal is consistent with development in the area and is a desirable form of intensification near transit.

5) To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

The proposed development contributes to a variety of housing options in the neighbourhood. It provides density in a compact form. The proposed development will appeal to a variety of potential tenants. Given its location near transit and commercial uses, the proposed density is appropriate and will help to meet the needs of future residents.

6) To understand and respect natural processes and features in development design.

A landscape plan has been prepared in support of the Site Plan Control application for the Subject Site. The proposed trees and plantings will create an attractive natural environment while remaining low maintenance. They will contribute to the urban forest and greenery of the area. The site has significant areas of permeable surfaces that will help mitigate stormwater.

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

The Subject Site is currently being developed with four triplexes. The proposed conversions to low-rise apartment buildings efficiently utilizes energy and land, as a fourth unit is established without altering building envelopes. The proposal will help to support intensification and density within the General Urban Area and in close proximity to sustainable, active modes of transportation (transit, sidewalks, multi-use pathways and bicycle paths).

The proposed development and zoning amendment conform to the City of Ottawa Official Plan and support a compatible and desirable built form.

3.3 Richmond Road/Westboro Secondary Plan

The proposed development is subject to the Richmond Road/Westboro Secondary Plan. The Subject Site has not been identified as a key redevelopment site and is not located in a distinct sector on Schedule “A”. The Westboro Secondary Plan was reviewed in its entirety and the proposed low-rise apartment dwellings do not conflict with the unifying vision, overlying objectives and principles, and policies of this plan.

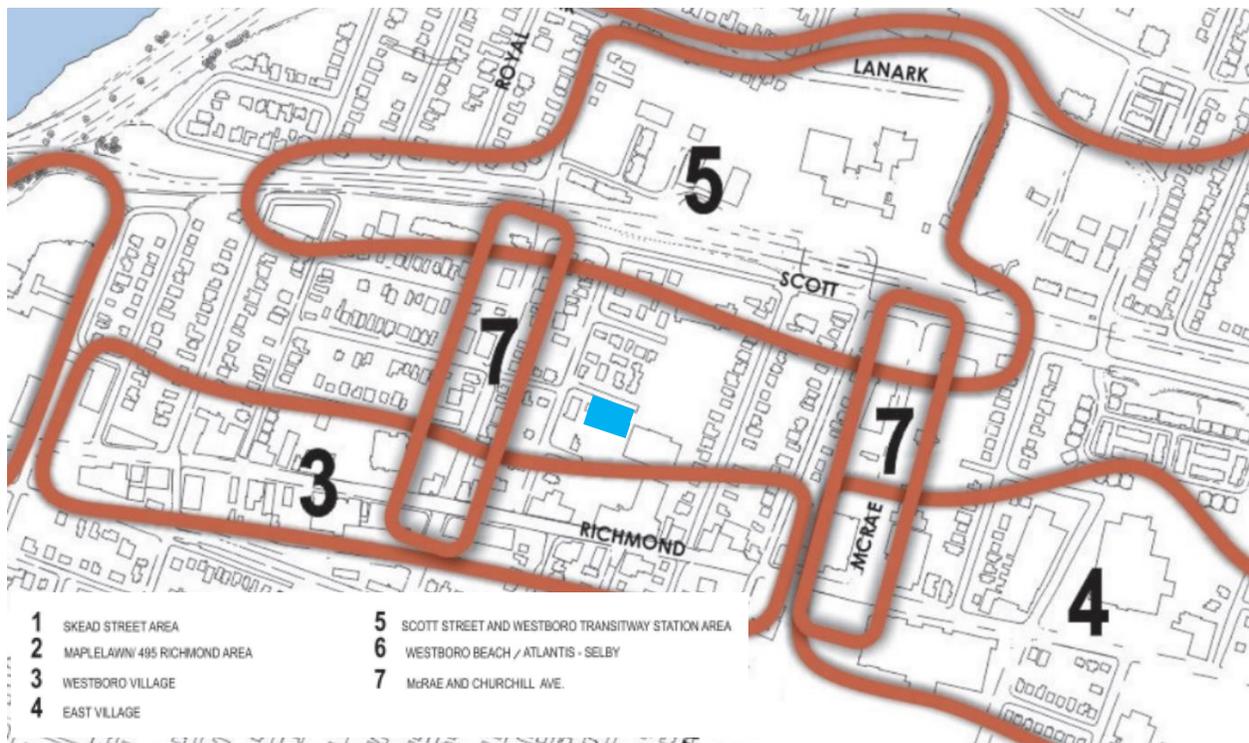


Figure 7. Schedule A of the Westboro Secondary Plan

3.4 Zoning By-law 2008-250

The minor Zoning By-law Amendment is proposed to rezone the Subject Site from Residential Fourth Density, Subzone G (R4G) to Residential Fourth Density, Subzone G, with site-specific exceptions (R4G[xxxx]) to facilitate the conversion of triplexes to low-rise apartment dwellings containing four units.

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;

(3) permit ancillary uses to the principal residential use to allow residents to work at home;

(4) 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

(5) permit different development standards, identified in the Z subzone, primarily for areas designated as Developing Communities, which promote efficient land use and compact form while showcasing newer design approaches.

Low-rise apartment dwellings are consistent with the purpose of the R4 zone. With the exception of lot area, lot width, interior side yard setbacks and communal amenity area, the proposed development has been designed in accordance with the zoning provisions of the R4 Zone as well as other applicable provisions in Zoning By-law 2008-250.

Table 1 summarizes relevant zoning performance standards for the site, and the standards provided by the proposed development.

Table 1. Zoning Review Summary

Zoning By-law 2008-250: R4G – Residential Fourth Zone, Subzone G		
300 and 304 Elmgrove – Proposed Low-Rise Apartment Dwellings (4 residential units)		
Performance Standard	Required	Provided
Residential Fourth Zone (Sections 161-162)		
Min. Lot Area	360 m ²	274 m ²
Min. Lot Width	12 m	9.0 m
Min. Front Yard Setback	3 m	3 m
Min. Interior Side Yard Setback	Within 21m of front lot line: 1.5 m Beyond 21m: 6 m	Within 21 m: 1.2 m, 1.5 m Beyond 21 m: 1.2 m, 1.5 m
Min. Rear Yard Setback	30% of lot depth: 9.0 m	30% of lot depth: 9.0 m
Max. Building Height	11 m	10.9 m
Driveway Width	Max. 3.6 m Min. 2.6 m	3.0 m 3.0 m
Amenity Area (Section 137)		
Min. Amenity Area	Total: 60 m ² Communal: 60 m ² - located at grade - in the rear yard - consist of at least 80% soft landscaping - abut the rear lot line	66 m ² 46 m ²

The proposed low-rise apartment buildings require relief from the standard R4G lot area and width requirements. These proposed lot widths and lot areas reflect existing conditions and are consistent with the lot fabric of the neighbourhood. The proposed lot areas can accommodate a functional footprint for low-rise apartments as well as adequate at-grade amenity space, garbage storage, and automobile and bicycle parking for residents. Relief from these provisions would

support a desirable form of intensification in close proximity to Westboro neighbourhood amenities and transit.

Relief from interior side yard setbacks is required. This relief reflects existing conditions. No changes to the existing building envelopes, including height are proposed. The proposed interior side yard setbacks of 1.2m and 1.5m provide adequate space to accommodate shared driveway access to parking at the rear of the buildings as well as pedestrian access to rear yard amenity areas.

With regard to amenity area, 66m² of total amenity area is provided, with 46m² of communal amenity area proposed at-grade in the rear yard. Required communal amenity area per unit is 15m², provided communal amenity area per unit is 12m². This reduction is negligible. The proposed outdoor communal amenity area provides adequate space to meet the leisurely needs of residents. In addition, three units will have access to private amenity space in the form of balconies. To meet the recreational needs of residents, these amenity areas can be supplemented by Lion's Park, Roy Duncan Park and the Byron Linear Tramway Park, which are all in close proximity to the Subject Site.

Except as noted above, the proposed Site Plan and minor Zoning Amendment are in accordance with the provisions of the City of Ottawa Zoning By-law 2008-250 and are appropriate for the development of the Subject Site.

4.0 CONCLUSION

The Zoning By-law Amendment proposes to rezone the Subject Site from Residential Fourth Density, Subzone G (R4G) to Residential Fourth Density, Subzone G, Urban Exception [xxxx] (R4G[xxxx]). This rezoning will facilitate the establishment of a fourth unit in the basements of triplexes, converting each building into a low-rise apartment dwelling use.

The proposal is consistent with the Provincial Policy Statement as it supports an appropriate mix of residential, employment and commercial uses to meet the long-term needs of residents in the neighbourhood. The proposal also promotes cost-effective development patterns by minimizing land consumption and municipal servicing costs.

The proposal conforms to the City of Ottawa Official Plan by supporting the intensification of the Subject Site in a cost-effective pattern, utilizing existing services, infrastructure and transit. The proposal contributes to the range of housing types, densities and tenures in a neighbourhood within the General Urban Area. The Westboro Secondary Plan was reviewed in its entirety and the proposed low-rise apartment dwellings conform to the unifying vision, overlying objectives and principles, and policies of this plan.

The proposal establishes appropriate zoning standards for the Subject Site as the R4G[xxxx] zone supports a range of residential uses in the General Urban Area. The site-specific exception will facilitate discreet intensification within the neighbourhood with the conversion of the triplexes into low-rise apartment dwellings containing four units.

The proposed development and Zoning By-law Amendment are desirable and represent good land-use planning.

Yours truly,

NOVATECH

Prepared By:



Danna See-Har, M.PL.
Planner

Reviewed By:



Murray Chown
MCIP, RPP, Director | Planning & Development