

CITY OF OTTAWA
PLANNING RATIONALE FOR 170 SECOND AVENUE:
ZONING AMENDMENT APPLICATION

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1.0 Introduction

This Planning Rationale has been prepared in support of a Zoning Amendment application for lands located at 170 Second Avenue in the City of Ottawa. The project is a proposed 4 storey parking garage to be constructed and operated by the City of Ottawa.

The purpose of the Planning Rationale is to assess the appropriateness of the proposed zoning application within the context of the approved zoning, the surrounding community, the City's regulatory and policy framework with respect to the proposed use of the lands. Site plan approval will also be required in order to proceed with the garage construction.

2.0 Overview of the Subject Property

The site is located between Second and Third Avenues just west of Bank Street. The property is approximately 1974 square metres in size and is rectangular in shape. The frontage along Second Ave is 32.61 metres and the frontage along Third Ave is 30.48 metres.

The property is currently used as a surface parking lot and is owned and operated by the City of Ottawa. The lot provides 60 short term parking spaces and is operated through pay and display machines. The property has direct vehicular access from both Second and Third Avenues. There is excellent transit service along Bank Street.

The residential neighbourhood known as the Glebe is located immediately to the west, north and south of the property.



3.0 Background to Zoning Amendment

The City of Ottawa wishes to increase the number of short term parking spaces on site through the construction of a municipal parking garage. The lot currently provides 60 short term parking spaces and the number of spaces would be increased to 149 spaces in the new garage.

It has been determined through discussions with the Bank Street Business Improvement Area that more parking is required to meet the needs of the Bank Street commercial area.

4.0 Current Zoning for the Site

The portion of the property fronting on Third Avenue is currently zoned R3P[1474] which is a Residential Third Density zone and permits a range of residential uses up to a maximum building height of 11 metres. Exception 1474 requires a minimum front yard setback of 1.5 metres and a maximum front yard setback of 3 metres. The portion of the property fronting on Second Avenue is zoned R3P permitting a range of residential uses to a maximum building height of 11 metres.

A parking garage is not a permitted use in this zone so a site specific zoning amendment will be required in order to permit the use. It is recommended that the R3 zoning remain in place with an exception that will permit the parking garage and provide for an increased building height to 15.0 metres.

5.0 Area Context and Adjacent Uses

The subject property acts as a transition from the Bank Street Traditional Mainstreet to the residential neighbourhood to the west known as the Glebe. The property is currently used as a surface parking lot in order to serve the needs of patrons shopping along Bank Street. The residential area to the west of the property is characterized by large single family homes, semi-detached dwellings and row housing. Some of the housing stock has been converted into apartment units. Mature street trees characterize the residential area as well a consistent lot patterning and fabric.

Onsite parking is limited for many of these residential units so street parking is common for tenants and visitors to the homes as well as to shoppers going to the Bank Street commercial area.

6.0 Transportation and Transit

Access to the current parking lot is provided via separate vehicular entrances from Second and Third Avenues. The Glebe was developed on a grid pattern with east/west parallel streets running from the Canal over to the Bronson Ave. Regular transit service is provided along Bank St.

7.0 Description of Proposed Parking Garage

The parking garage will comprise 149 short term parking spaces in 4 storeys. The proposed building footprint comprises 1750 square metres or 74% of the lot area. It is intended that the parking spaces will be short term and will support the commercial activity along Bank Street.

Parkettes comprising planting and street furniture are planned at either end of the garage fronting on Second and Third Avenues. 26% of the site will be dedicated to landscape area. The garage will be open through the ground level in order to maximize visibility and security for patrons. Stairways and the elevator shaft will be glazed at each end of the building. The rooftop level parking will be screened from the street by the architecturally articulated walls and the roofs over the stair shafts will be a low impact vegetative roof.

There will be 5 barrier free spaces and approximately 35 bicycle spaces. 2 parking spaces will be dedicated to VRTU cars and 2 spaces dedicated to electric vehicles.

The front yard setback from each street will align with the adjacent houses to the west. There will be parkettes on both Second Ave and Third Ave to act as a buffer and transition from the garage to the residential area.

The maximum building height is proposed to be 15.0 metres along the eastern edge of the garage adjacent to Bank St and 11.0 metres along the western edge of the garage adjacent to the residential area.

Environmental features will include LED lighting and throughout the garage and a green roof area of approximately 62.0 square metres. There will be prominent locations in and around the garage for public art.

8.0 Policy Framework

This section will provide an overview of key land use policies that affect the property and will demonstrate how the proposed garage conforms to the land use objectives applicable to the site.

8.1 Provincial Policy Statement (2005)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development across Ontario. One strong theme found throughout the PPS is the intensification of built-up areas in order to efficiently use land, existing infrastructure and existing public service facilities. Such efficiencies enable planning authorities to achieve the PPS's policy that an appropriate range and mix of employment opportunities, housing and other land uses meet projected needs for a time horizon of up to 20 years (Section 1.1.2). As a result of this mandatory target, the PPS clearly states that planning authorities shall identify and promote opportunities for intensification and redevelopment (Section 1.1.3.3).

The PPS directs that land use planning shall be carried out in a manner that:

- Promotes efficient development patterns that contribute to long-term sustainability on a province-wide basis as well as in local communities;
- Takes advantage of opportunities for intensification and redevelopment that optimize the use of existing or planned infrastructure and public service facilities;

- Promotes a compact built form which supports the use of alternative transportation modes and public transit.

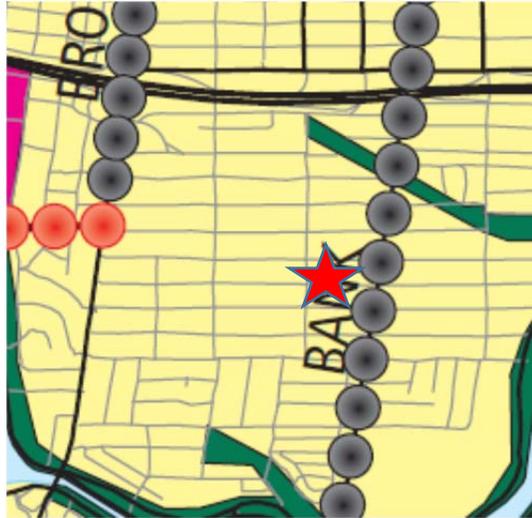
Findings

The PPS promotes intensification and redevelopment opportunities within built up areas where existing or planned infrastructure can support development (Policy 1.1.3.3) and (Policy 1.1.3.7). The proposed use supports the policies of the PPS by providing short term parking spaces within the City's urban area where infrastructure and services already exist and which is in close proximity to a range of community services and amenities. The use takes advantage of an available opportunity to provide an increased number of parking spaces adjacent to Bank Street, which is designated as Traditional Mainstreet in the City's Official Plan.

The proposed garage serves to support an efficient, cost effective pattern of development, is located within close proximity to a range of community services and amenities, is well-oriented within the city's roadway and transit system and will help to stimulate economic growth along Bank Street.

8.2 City of Ottawa Official Plan (2003)

The Official Plan designates the site as General Urban Area which 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. A parking garage is a permitted use under the General Urban Area designation. A broad scale of uses are found within this designation that are intended to facilitate the development of complete and sustainable communities. While the City is supportive of the establishment of a broad mix of uses in Ottawa's neighbourhoods this is not meant to imply that all uses will be permitted everywhere within this designation as location, scale and type of land uses will continue to be regulated by the Zoning By-law in accordance with the provisions of the approved Plan. The Plan provides direction that new development be compatible and complement the surrounding land uses and that non-residential uses be conveniently located with respect to concentrations of residential development. The locational and compatibility policies of the Plan direct uses that have the potential to generate negative impacts to appropriate locations. The compatibility criteria of the plan including noise, spillover of light, accommodation of parking and access are prominent considerations when assessing the relationship between new proposals and existing development.



Section 2.5.1 Compatibility and Community Design

Section 2.5.1 of the Official Plan addresses Compatibility and Community Design for new development particularly as it relates to infill and redevelopment within established areas. Infill development must be sensitive to and compatible with the existing community fabric. The proposed garage use draws upon the characteristics of the community to fit well within its context and work well among its surrounding functions. The accompanying compatibility criteria in Section 4.11 of the Official Plan provide a comprehensive means by which to assess the compatibility of infill development.

Findings

The proposed garage use meets the following applicable objectives in Section 2.5.1 of the Official Plan:

- To create places that are safe, accessible and are easy to get to and move through.
- To ensure that new development respects the character of existing areas.
- To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

Section 4.3.7 Walking, Cycling, Transit, Roads and Parking Lots

This section requires that parking areas for motorized vehicles be screened from the street with low shrubs, trees, landscaped berms, decorative walls and fences.

Section 4.11 – Compatibility

The compatibility criteria in Section 4.11 of the Official Plan provides a comprehensive means by which to assess the compatibility of infill development. Criteria used to evaluate compatibility includes: traffic,

vehicular access, parking, height and massing, pattern of surrounding community, outdoor amenity area, loading, service and outdoor storage areas, lighting, noise and air quality, sunlight, microclimate and supporting neighbourhood services. Not all of these are applicable to each development.

Having carefully considered the above measures of compatibility against the proposed use it is evident that the proposed parking garage can be compatible with the surrounding uses. In my opinion the proposed garage is compatible with the residential land uses to the west and fits well with the scale and development along Bank Street to the east.

Findings

Traffic: A Transportation Impact Study has been prepared to analyze the existing road network and assess its potential to accommodate traffic generated by the proposed garage.

Vehicular Access: Vehicular access to the site will be from Second and Third Avenues. These access points will minimize automobile movement disruption, improve traffic flows and contribute to a safer pedestrian environment. Noise and headlight glare will generally be absorbed inside the building and mitigated on adjacent properties through the provision of parkettes along each street edge.

Building Height and Massing: The garage has been designed in a curving form in order to soften and minimize the impact of massing on the surrounding area. The design of the garage emphasizes openness and visibility at grade, landscaping and green features along the street edges, stepping of building heights from west to east and green elements. The garage will be set back at the western property line on both Second and Third Avenues to align with the residential area to the west. The site has been designed to be sensitive to the adjacent neighbourhood character, minimize adverse impacts and to improve the streetscape appeal.

Pattern of Surrounding Community: The built form of the surrounding community to the west generally consists of a range of residential uses from single detached houses, duplexes, semi-detached dwellings and converted apartments. To the east of the site is the Bank St commercial area which permits building heights up to 15 metres. In our opinion the proposed form of development is compatible with the pattern of the surrounding community.

Outdoor Amenity Area: The proposed garage will provide a comprehensive landscape treatment and amenity area around the perimeter of the site including pedestrian walkways, parkettes at both street edges and easy access for bicycles and pedestrians.

Loading Areas, Service Areas and Outdoor Storage: Service areas and storage including waste removal storage for the garage will be contained internally to the building.

Lighting and Security: Lighting will be designed to minimize glare and spill over onto the adjacent residential area. Lighting combined with video surveillance cameras, glazed stairwell design and an open, transparent design at the ground level will all contribute to a safe and secure environment in and around the garage.

Noise and Air Quality: Noise or air quality impacts have been reviewed with respect to the proposed garage.

Sunlight: Sun shadowing studies have been prepared by PBK Architects for the months of June, September and December. These studies determined that sun shadowing will have minimal impact on adjacent residential properties relative to existing conditions.

Microclimate: No microclimate conditions have been identified.

Supporting Neighbourhood Services: The proposed development is located within walking distance to a wide range of community services in the Glebe such as parks, schools, emergency services and a variety of retail and commercial/service uses along Bank Street.

9.0 Regulatory Framework

On October 23, 2008 the Ontario Municipal Board approved the City's motion to bring into full force and affect the un-appealed sections of Comprehensive Zoning Bylaw 2008-250 retroactively to the date of Council approval, June 25, 2008.

9.1 City of Ottawa Comprehensive Zoning By-law 2008-250

The property is currently zoned R3P[1474] for that portion that fronts on Third Avenue and R3P for that portion of the property that fronts on Second Avenue. The Residential Third Density zone permits a range of residential uses up to a maximum building height of 11 metres. Exception 1474 requires a minimum front yard setback from Third Avenue of 1.5 metres and a maximum front yard setback of 3 metres.

A parking garage is not a permitted use in this zone so a site specific zoning amendment will be required in order to permit the use and increase the building height limit to 15.0 metres.



9.2 Requested Zoning By-law Amendment

It is proposed that the property be zoned R3P–XXX H(11) which will permit a parking garage in addition to the residential uses currently permitted. In this way if the parking garage use lapses in the future the zoning would revert to the underlying permitted residential uses. The zoning bylaw will specify that a maximum of 149 parking spaces will be permitted in the garage.

Comprehensive Zoning Bylaw 2008-250		
Residential – R3P – XXX H(11)		
Zoning Mechanism	R3P Zone	Proposed Zoning
Minimum Lot Area	1 400 sm	Comply
Minimum Lot Frontage	9 m	Comply
Minimum Front Yard	3 m	Comply
Minimum Interior Side Yard (west lot line)	1.2 m	Comply
Minimum rear yard (north lot line)	7.5 m	Comply
Building Height	11 m	15 m
Minimum parking space	2.6m x 5.2 m	Comply
Minimum drive aisle width	6.7 m	Comply

10.0 Conclusion

It is our opinion that the proposed zoning amendment represents good planning, is appropriate for the subject property and is in the public interest for the following reasons:

- The development conforms to the Provincial Policy Statement with respect to Policies 1.1.3.3 and 1.1.3.7 which promote intensification and redevelopment opportunities within built up areas where existing or planned infrastructure can support development. The proposed use supports the policies of the PPS by providing short term parking spaces within the City's urban area where infrastructure and services already exist and which is in close proximity to a range of community services and amenities.
- The development conforms to Official Plan goals, policies for the General Urban Area particularly with respect to infill development that is compact, defines the street edge and provides an enhanced pedestrian environment.
- Complies with the City's compatibility criteria established in the Official Plan (Sections 2.5.1 and Section 4.11) including provisions relating to building profile transition, traffic, vehicular access to the site and building height and massing.
- Complies with Section 4.3.7 of the Official Plan which requires that parking areas for motorized vehicles be screened from the street with low shrubs, trees, landscaped berms, decorative walls and fences.
- The parking garage will provide much needed short term parking spaces in support of the Bank Street commercial area.
- Safety and security considerations have been addressed through maximum building glazing and transparency at the ground level and in the stairwells, efficient lighting controls and video surveillance.
- Vehicular access will be provided via access from Second and Third Avenues. Parkette spaces will be provided on both street frontages in order to buffer the garage from the adjacent residential uses.
- Environmental features will include LED lighting and throughout the garage and a green roof area of approximately 62.0 square metres. There will be prominent locations in and around the garage for public art.
- The proposed development is supported by all technical studies submitted as part of this zoning amendment application.

Please do not hesitate to contact me should you have any questions concerning the application.

Yours Truly,



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