

134 and 136 Willow Street

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

Prepared by:

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Novatech File: 118188
Ref: R-2019-022

January 25, 2019

City of Ottawa
Planning, Infrastructure and Economic Development Department
110 Laurier Avenue West
Ottawa, Ontario
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Attention: Robert Sandercott
Planning, Infrastructure and Economic Development

Dear Mr. Sandercott,

Reference: 134 and 136 Willow Street
Zoning By-law Amendment and Site Plan Control Applications
Our File No.: 118188

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 existing triplexes into low-rise apartment dwellings on the properties located at 134 and 136 Willow Street. 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

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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 two existing triplexes at 134 and 136 Willow Street (the “Subject Site”), in the City of Ottawa. The proposal requires rezoning the Site from Residential Fourth Density, Subzone H (R4H) to a Residential Fourth Density, Subzone H, (R4H[xxxx]) with site-specific exceptions to permit relief from certain provisions relating to a low-rise apartment dwelling use.

The minor zoning amendment will seek relief to permit:

- 1) A reduced lot area;
- 2) A reduced lot width;
- 3) Reduced interior side yard setbacks;
- 4) A reduced 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 Preston/Champagne Secondary Plan;
and
- Establish appropriate zoning standards for the Subject Site.



Figure 1: Existing Zoning of Subject Site

1.2 Site Description and Location

The Subject Site is located in the Somerset ward of the City of Ottawa, on the south side of Willow Street between Rochester Street and Preston Street (Figure 2). The Subject Site is legally described as Lot 187, Registered Plan 14, in the City of Ottawa. The properties are municipally known as 134 and 136 Willow Street. Each lot is 289.2 m² in size, with 8.87 metres of frontage on Willow Street, and a depth of 32.62 metres.

The Subject Site is currently occupied by two triplexes and is zoned Residential Fourth Density, Subzone H (R4H) in the City of Ottawa Zoning By-law 2008-250.

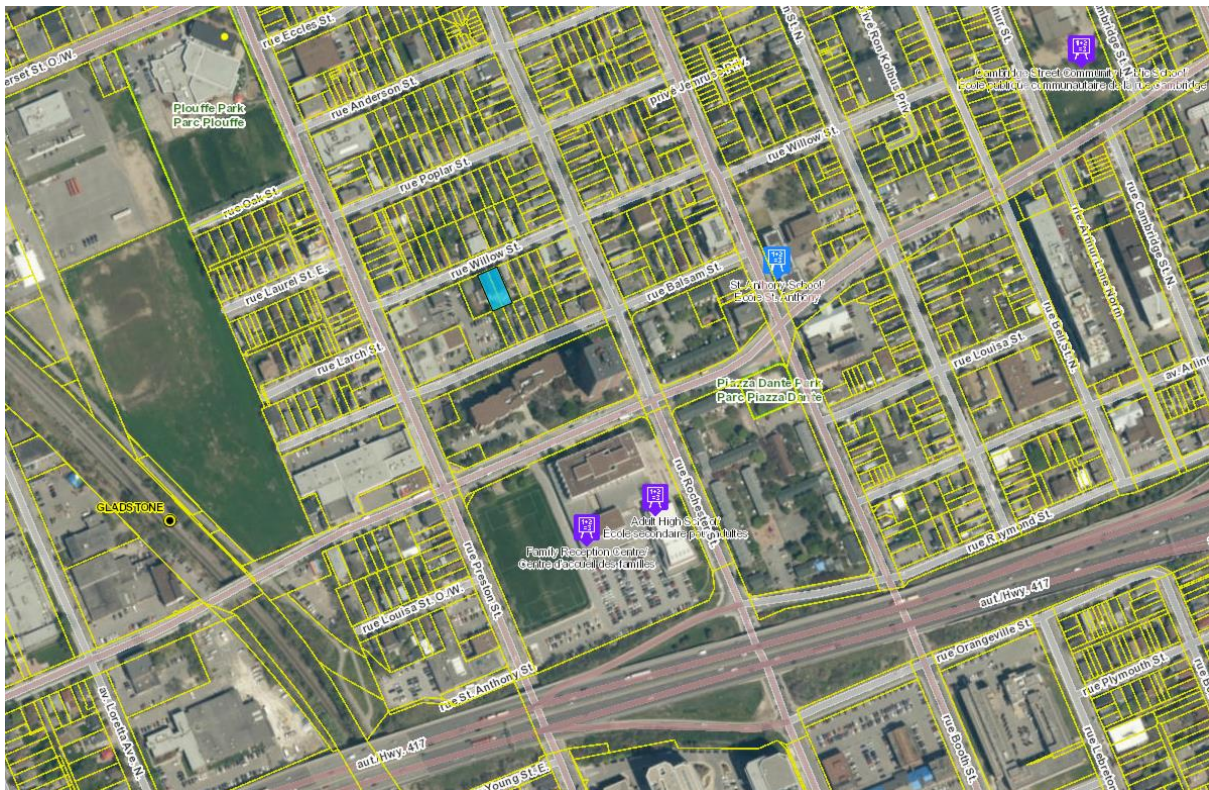


Figure 2: Subject Site and Surrounding Area

1.3 Surrounding Uses

North: A range of residential uses including detached, semi-detached and townhome dwellings are located to the north of the Subject Site. Northwest of the Subject Site is Plouffe Park, which contains a basketball court, volleyball court, splash pad, sports field, and the Plant Recreation Centre.

East: Low-rise residential uses abut the Subject Site to the east. Further east is Saint Anthony School.

South: South of the Subject Site are low to mid-rise residential uses. Further south is an adult high school, family reception centre, sports field, and the 417 Highway.

West: Immediately west of the Subject Site is Preston Street, a designated Traditional Mainstreet. Preston Street supports a mix of retail, restaurant, office and residential uses. Further west is the Trillium Pathway, and Trillium LRT Line. The future Gladstone LRT station will be approximately 400 metres west of the Subject Site.

1.4 Transportation Network

The Subject Site is located on Willow Street. Willow Street is identified as a Local Road on Schedule F of the City of Ottawa Official Plan.

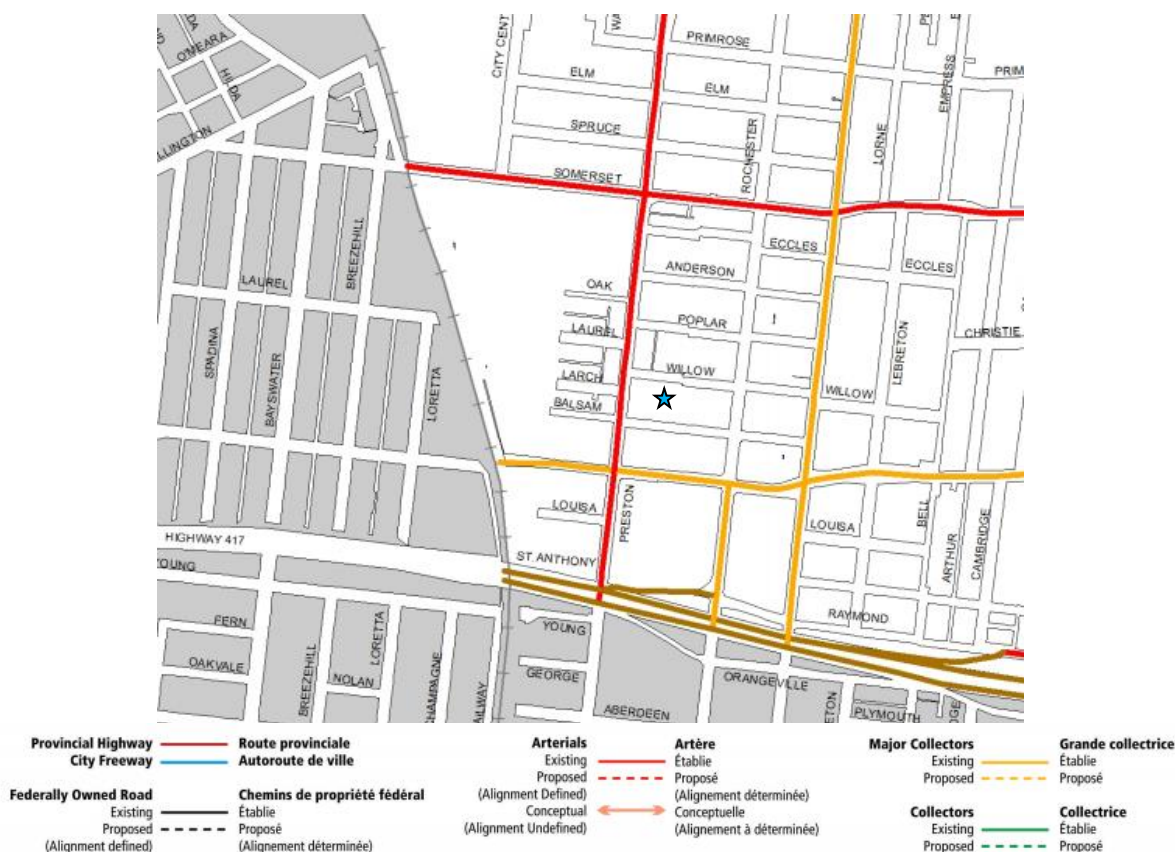


Figure 3. Central Area/Inner City Road Network, Schedule F of the Official Plan

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”. Willow Street 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 of the future Gladstone LRT station. Bus routes 85 and 14 are located at the intersections of Preston / Balsam and Gladstone / Preston, respectively.

The Subject Site is located near Arterial Roads Preston Street and Somerset Street, and near the Major Collectors Gladstone Avenue and Booth Street. 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 existing 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 R4H 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 R4H zone, the performance standards for a low-rise apartment dwelling differ slightly from those of a triplex. Applications for the existing triplexes went to the Committee of Adjustment (D08-02-16/A-00126 & D08-02-16/A-00127) and received approvals for reduced lot areas (from 360 m² to 289.2 m²), reduced lot widths (from 12 m to 8.77 m) and reduced rear yard setbacks (from 10.96 m/10.46 m to 10.24 m). Zoning provisions regarding rear yard setback requirements have since been amended and relief for rear yard setbacks are no longer required. The existing buildings meet the performance standards for a triplex, including front yard, rear yard and interior side yard setback requirements as well as amenity area. The proposed low-rise apartment dwellings do not meet performance standards under the R4H zone for lot area, lot width, interior side yard setbacks and amenity area.

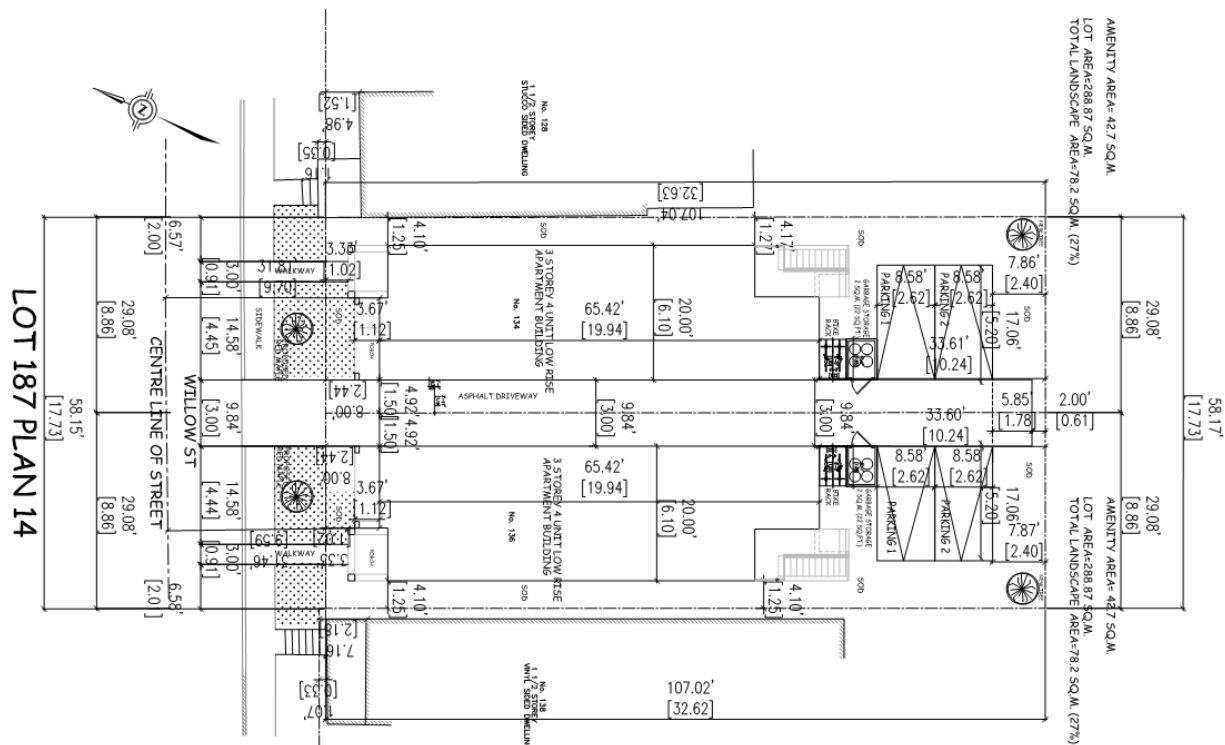


Figure 4. Site Plan

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 existing 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 and existing as well as future Light Rail Transit stations.

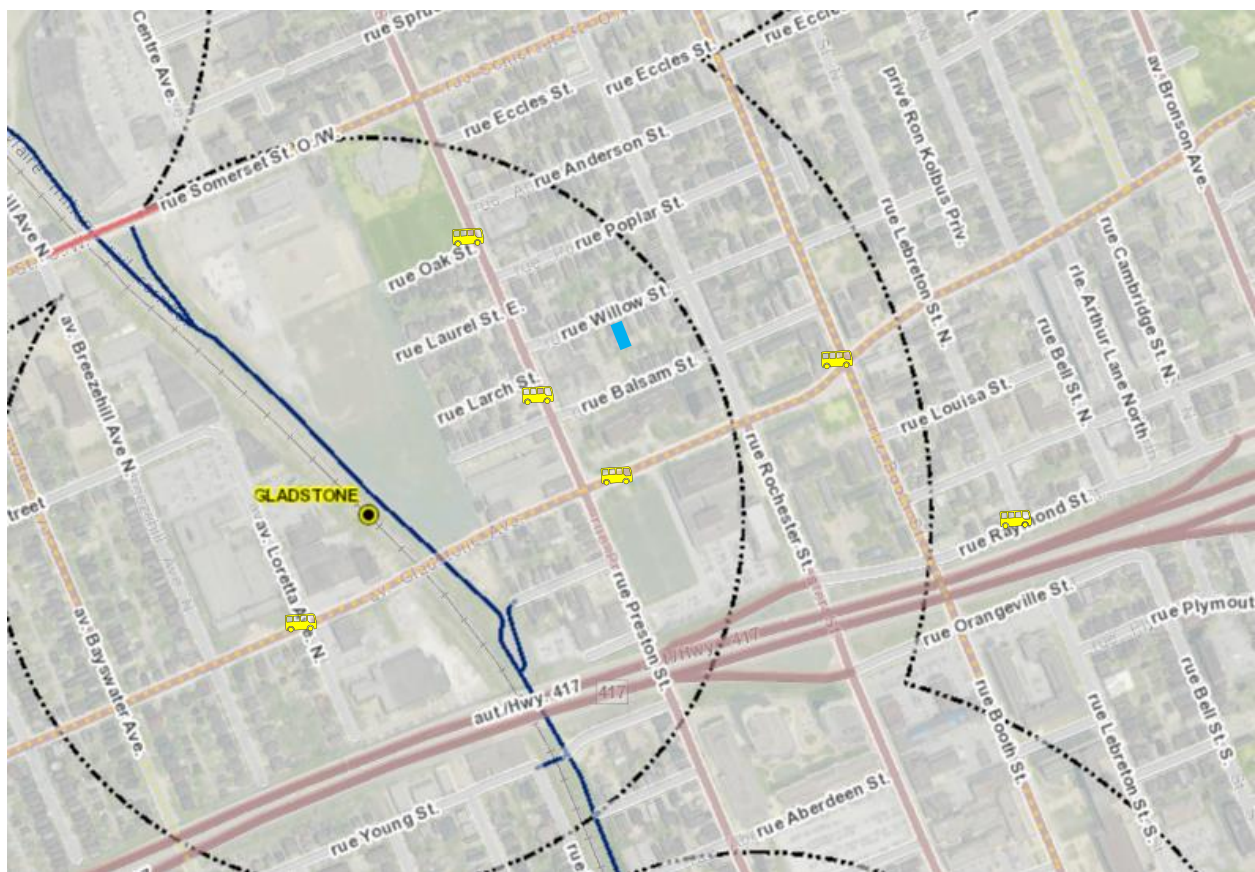


Figure 5. Proximity to Transit

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 R4H[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 Preston-Champagne Secondary Plan. The proposed development is designated Low Profile and maintains the residential character of this land use. Relevant policies of the Preston Secondary will be further discussed in Section 3.3 of this Rationale.

Relating to Section 4.4 (*Water and Wastewater Servicing*), the Subject Site is serviced by municipal water and wastewater services. A Site Serving Brief was prepared by Novatech, dated January 18, 2019, for the Subject Site. The brief demonstrates that the existing combined sewer and watermain infrastructure can adequately service the proposed development.

A Servicing and Grading Plan was prepared by Annis, O'Sullivan, Vollebekk Ltd for the Subject Site. This plan was issued and approved for the Building Permit obtained for the existing triplexes.

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 January 25, 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 4.8 (*Protection of Health and Safety*) the City requires a noise study where new noise sensitive development is proposed within 500 metres of a highway and 100m of an arterial road.. A Noise Impact Assessment Report was prepared by Novatech, dated December 21, 2018, for the Subject Site. The report was prepared consistent with MOE Environmental Noise Guideline and the City of Ottawa Environmental Noise Control Guidelines. The Report indicates that outdoor and indoor control measures are required to meet the City and Ministry of the Environment noise control guidelines. Indoor control measures include the installation of central air conditioning. The incorporation of warning clauses into purchase and lease/rental/sale agreements is also recommended.

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: Two parking spaces are 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 waste from the storage area to the street for collection.
- Noise and air quality: A noise study was prepared to mitigate any adverse impacts 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 building faces 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 immediate neighbourhood.

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

The proposed development is a ground/street-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 Willow Street. Clearly defined principal entrances for the proposed apartment buildings are located along the street. Existing balconies and large windows provide "eyes on the street" and security for prospective tenants.

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

The existing buildings 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 area. 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 developed with two triplexes. The proposed conversions to low-rise apartment buildings, efficiently utilizes energy and land as it is establishing a fourth unit within the existing triplexes 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 minor zoning amendment conform to the City of Ottawa Official Plan and support a compatible and desirable built form.

3.3 Preston/Champagne Secondary Plan

The proposed development is subject to the Preston/Champagne Secondary Plan. The Subject Site is identified as a Low Profile land use in Schedule L of this plan.

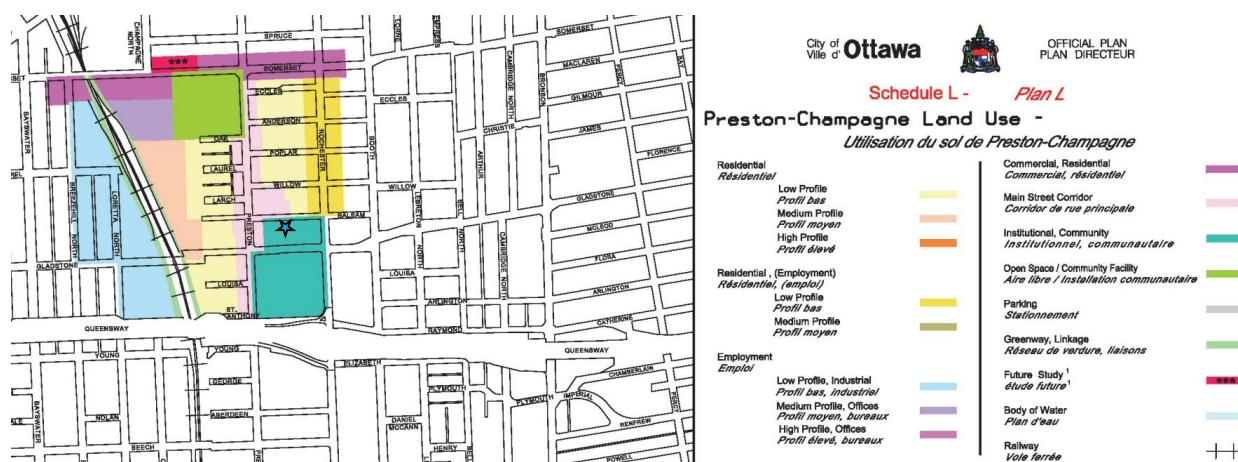


Figure 6. Schedule L of the Preston/Champagne Secondary Plan

The following policies in Section 6.4 of the Preston/Champagne Secondary Plan are relevant to the proposed development:

Residential Low Profile

- b. City Council shall permit predominately residential low profile uses within this area in order to preserve its residential character. Where appropriate, accessory home craft uses, subject to the existing provisions of the Zoning By-law, may also be permitted.

Infrastructure

- q. City Council shall be satisfied that capacity is available in the sewer system prior to granting applications for Site Plan Control approval.

Noise

- u. City Council shall, as part of the development approval process, have regard to the City's Noise Attenuation Guidelines for all new residential development adjacent to arterial Roads and Provincial Highway 417.

Service Capacity

- v. Prior to the approval of any development approvals (i.e., Subdivision/ Condominium Plans, Part Lot Control By-laws, Site Plans, Zoning By-law Amendments, Consents, Group Building Projects, etc.), the City shall ascertain if there is sufficient capacity in the City sewer/storm sewer/water supply systems; if there is insufficient capacity to service the development, the City and/or the owner will be required to provide and fund the improvements to the satisfaction of the City.

The proposed low-rise apartment dwellings are low profile and preserve the residential character of this land use. A Noise Impact Assessment and Site Servicing Brief were prepared in support of the proposed development. The Noise Impact Assessment Report was prepared consistent with MOE Environmental Noise Guideline and the City of Ottawa Environmental Noise Control Guidelines. The Site Serving Brief demonstrates that the existing combined sewer and watermain infrastructure can adequately service the proposed development.

The proposed development and minor zoning by-law amendment conform to the Preston/ Champagne 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 H (R4H) to Residential Fourth Density, Subzone H, with site-specific exceptions (R4H[xxxx]) to facilitate the conversion of the existing 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 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: R4H – Residential Fourth Zone, Subzone H		
134 and 136 Willow – Proposed Low-Rise Apartment Dwelling (4 residential units)		
Performance Standard	Required	Provided
Residential Fourth Zone (Sections 161-162) for a 4-unit low rise		
Min. Lot Area	360 m ²	289.2 m ²
Min. Lot Width	12 m	8.8 m
Min. Front Yard Setback	1.8 m	2.4 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: 9.8 m 25% of lot area: 72.3 m ²	10.2 m 90.7 m ²
Max. Building Height	11 m	10.2 m
Driveway Width	Max. 3.6 m Min. 2.6 m	3.0 m 3.0 m
Amenity Area (Section 137)		
Min. Amenity Area	15 m ² x 4 units = 60 m ² - located at grade, in the rear yard; - consist of at least 80% soft landscaping; and - abut the rear lot line.	42.7 m ²

The proposed low-rise apartment buildings require relief from the standard R4H 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 majority of standard lots (20x30m) have been severed into two parcels to support infill and intensification within this neighbourhood. The proposed lot widths are consistent with the streetscape along Willow Street. The proposed lot areas can accommodate a functional footprint for low-rise apartments as well as adequate at-grade amenity space, garbage storage, automobile and bicycle parking for residents. Relief from these provisions would support a desirable form of intensification in close proximity to 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 spaces.

With regard to amenity area, 42.7m² of amenity area is provided at-grade in the rear yard. The proposed outdoor amenity area provides adequate space to meet the leisurely needs of residents. To meet the recreational needs of residents, these amenity areas can be supplemented by Plouffe Park, the Plant Recreation Centre, the Trillium Pathway and Piazza Dante 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 H (R4H) to Residential Fourth Density, Subzone H, Urban Exception [xxxx] (R4H[xxxx]). This rezoning will facilitate the establishment of a fourth unit in the basements of the existing 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 proposal conforms to the Preston/Champagne Secondary Plan as the proposed fourplexes are designated Low Profile and maintain the residential character of this land use.

The proposal establishes appropriate zoning standards for the Subject Site as the R4H[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 existing 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,

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MCIP, RPP, Director | Planning & Development