

211 Loretta Avenue South

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

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Novatech File: 118189  
Ref: R-2019-023

January 25, 2019

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

**Attention: Robert Sandercott**  
**Planning, Infrastructure and Economic Development**

Dear Mr. Sandercott,

**Reference: 211 Loretta Avenue South**  
**Zoning By-law Amendment and Site Plan Control Applications**  
**Our File No.: 118189**

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The following Planning Rationale has been prepared in support of a minor Zoning By-law Amendment and Site Plan Control application to facilitate the conversion of an existing triplex into a low-rise apartment dwelling on the property located at 211 Loretta Avenue South. The proposal entails establishing a fourth unit within the basement of the 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 a Zoning By-law Amendment and Site Plan Control application to facilitate the establishment of a fourth unit in the basement of the existing triplex at 211 Loretta Avenue South (the “Subject Site”), in the City of Ottawa. The proposal requires rezoning the Site from Residential Fourth Density, Subzone S (R4S) to a Residential Fourth Density, Subzone S (R4S[xxx]) 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 landscaped area;
- 5) A reduced driveway width.

It is proposed these five provisions will be included in a site-specific exception to the requested 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
- Establish appropriate zoning standards for the Subject Site.

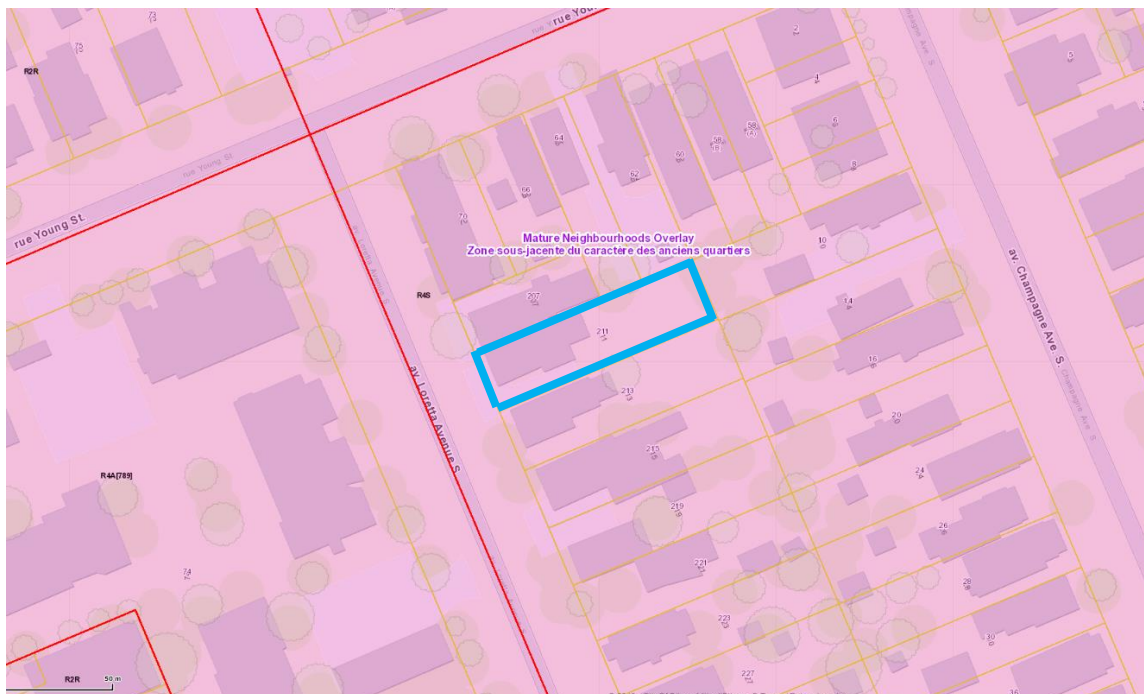


Figure 1: Existing Zoning of Subject Site

## 1.2 Site Description and Location

The Subject Site is located in the Kitchissippi ward of the City of Ottawa, on the east side of Loretta Avenue South, between Young Street and Beech Street (Figure 2). The Subject Site is legally described as Part Lot 13, Registered Plan 146, in the City of Ottawa. The land is municipally known as 211 Loretta Avenue South. The lot is 352 m<sup>2</sup> in size, with 9.75 metres of frontage on Loretta Avenue South, and a depth of 36.09 metres.

The Subject Site is currently occupied by a triplex and is zoned Residential Fourth Density, Subzone S (R4S) in the City of Ottawa Zoning By-law 2008-250.

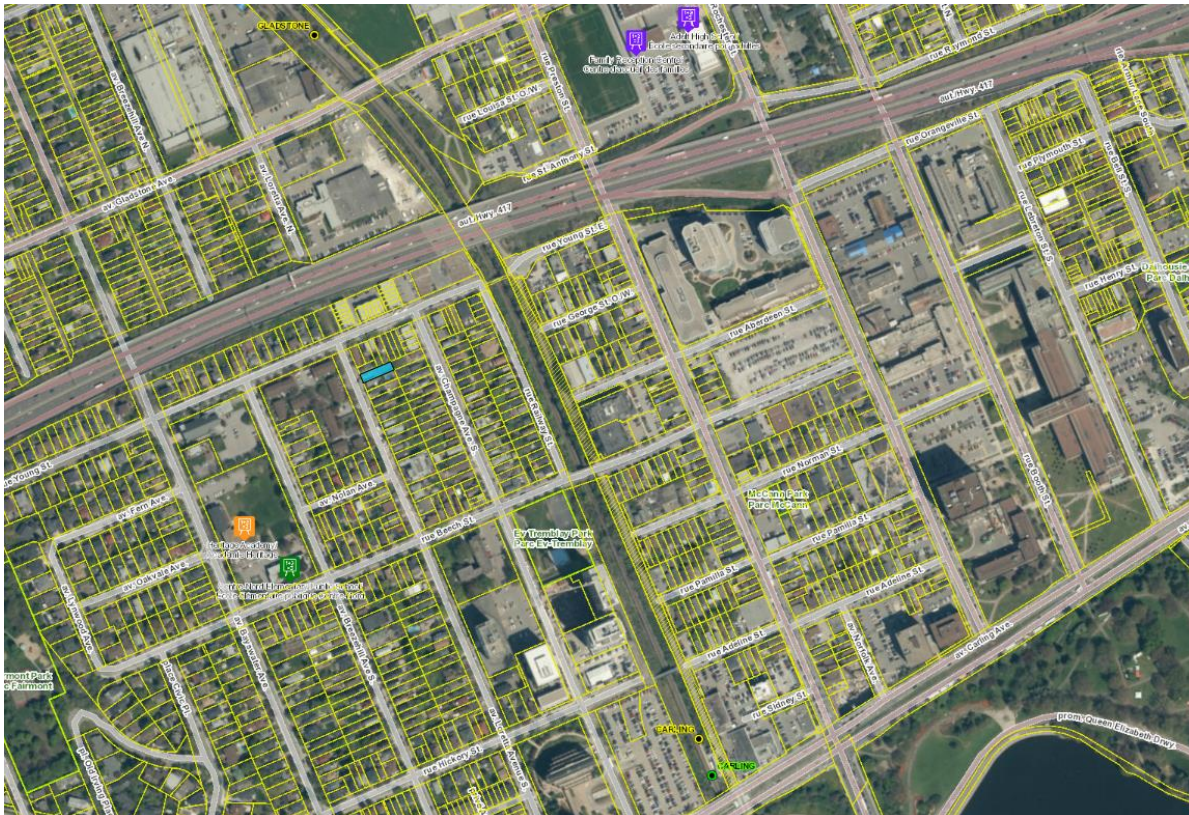


Figure 2. Subject Site and Surrounding Area

## 1.3 Surrounding Uses

**North:** Residential uses in the form of townhouses and single detached dwellings are located to the north of the Subject Site, followed by the 417 Highway. Further north, approximately 500m from the Subject Site, is the location of the future Gladstone LRT Station.

**East:** Residential uses in the form of townhouses and single detached dwellings are located to the east of the Subject Site. Further east is the Trillium Pathway and Rail Line.

**South:** To the south of the Subject Site are residential uses. The residential uses range from detached dwellings, semi-detached dwellings and townhomes, to mid-high rise buildings. A few blocks south is Ev Tremblay Park, which has an outdoor rink, basketball court, wading pool and



play area. Dow's Lake and Queen Juliana Park are located further south. The Subject Site is located within a 600 m radius of the Carling BRT and future LRT Station.

**West:** To the west of the Subject Site is a townhouse development. Two schools, Heritage Academy and Centre-Norde Elementary Public School are also located southwest of the Subject Site. Further west is Fairmont Park.

## 1.4 Transportation Network

The Subject Site is located on Loretta Avenue South. It 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”. Loretta Avenue South functions as a local road for the Subject Site and supports driveway access to the parking spaces in the rear yard for the proposed development.

The Subject Site is located 350m (4-minute walk) from a bus stop at the intersection of Preston / Young, which is serviced by bus route 85. Another the bus stop exists at the intersection Gladstone / Loretta, which is serviced by bus route 14. Carling Station is located a few blocks south and is serviced by the 2 Train and by bus routes 56, 85, 101 and 103.

The Subject Site is located near Arterial Roads Preston Street and Carling Avenue, which accommodate several mores of transportation. These modes include, walking, cycling, public transit and driving.

## 2.0 DEVELOPMENT PROPOSAL

The proposal is to establish of a fourth residential unit in the basement of the triplex currently existing on the Subject Site. The addition of a fourth unit converts the use of the building from a triplex to a low-rise apartment dwelling. A low-rise apartment dwelling is a permitted use within the R4S zone. The existing building envelope will not be altered. With the exception of providing bicycle parking and garbage storage in the rear yard, only internal renovations will occur on site.

Under the R4S zone, the performance standards for a low-rise apartment dwelling differ from those of a triplex. An application for the existing triplex went to the Committee of Adjustment (D08-02-16/A-00391) and received approvals for a reduced lot area (from 360 m<sup>2</sup> to 352 m<sup>2</sup>), a reduced lot width (from 12 m to 9.75 m) and a reduced driveway width (from 3 m to 2.4 m). The existing building meets 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 dwelling does not meet performance standards under the R4S zone for lot area, lot width, interior side yard setbacks and landscaped area.

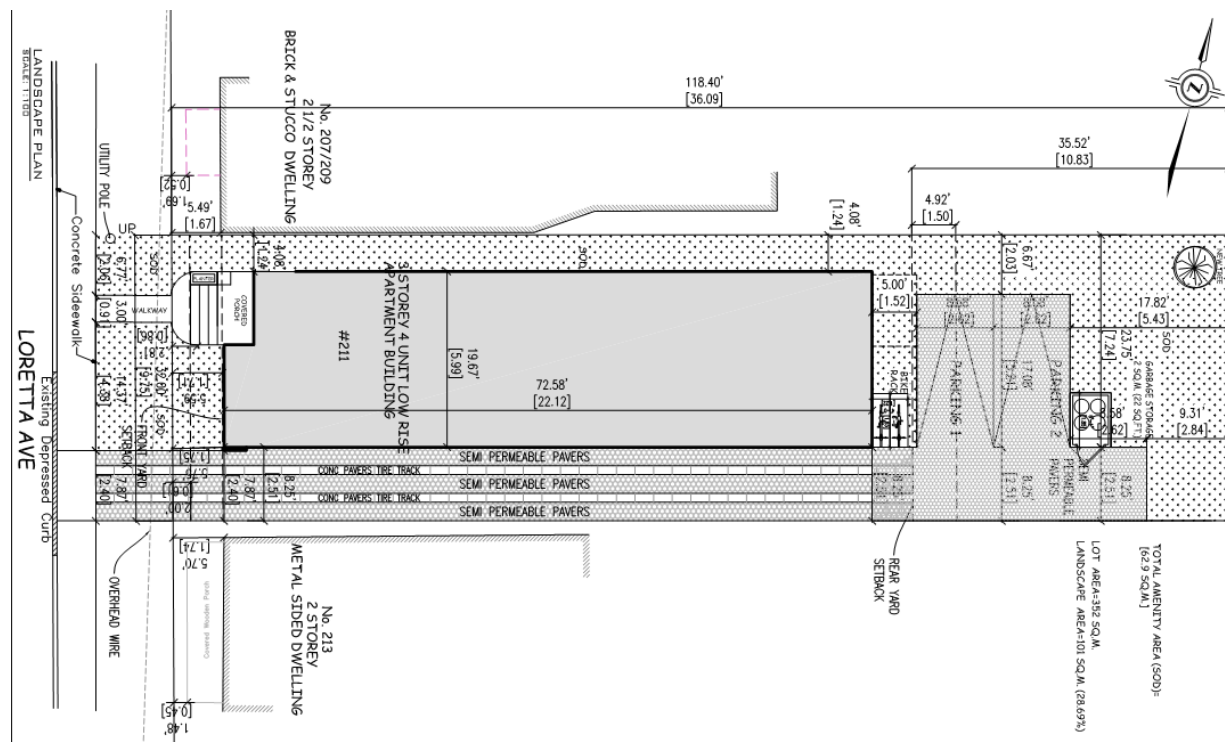


Figure 4. Site Plan

## 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 rezoning of the Subject Site support an appropriate residential use 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 an 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 dwelling is within a settlement area and promotes the efficient use of land, resources, infrastructure, municipal services, public facilities and active as well as public transit.

The proposed development and 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 and Light Rail Transit stations. The proximity to the Carling BRT Station, and the future Carling and Gladstone LRT Stations support the intensification of the Subject Site.

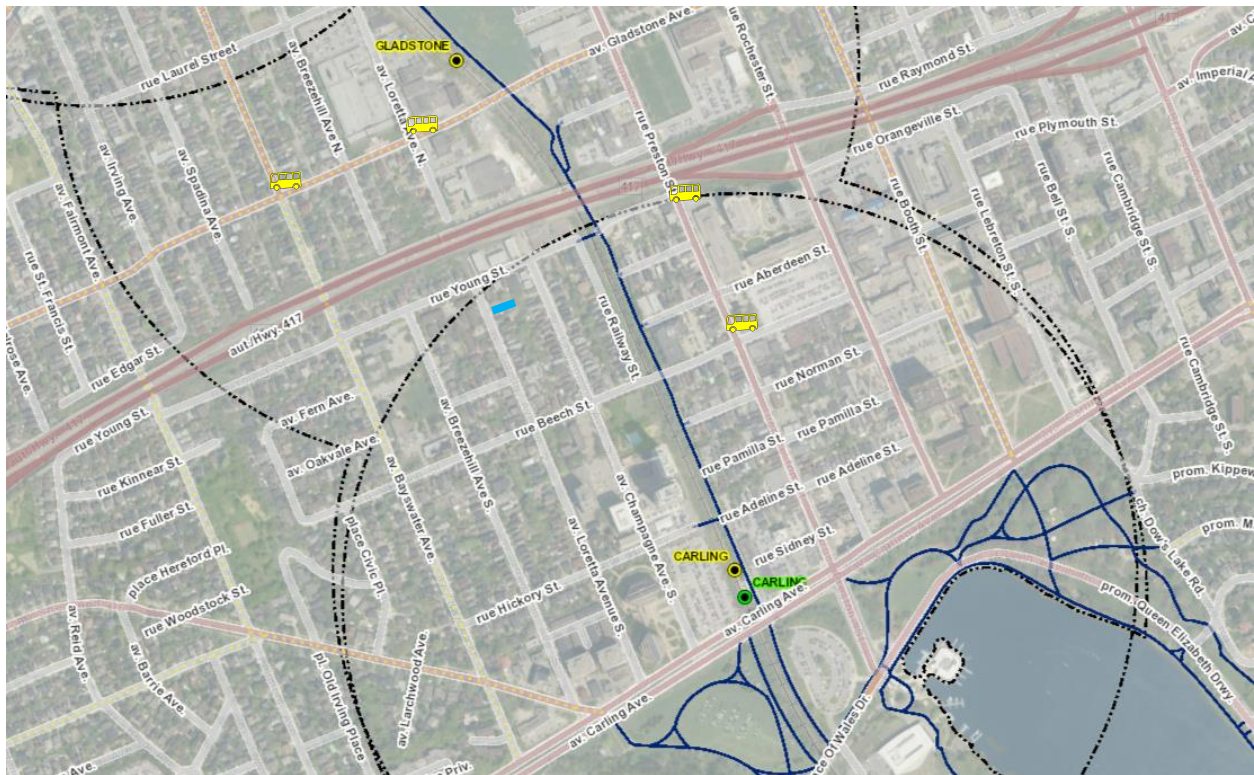


Figure 5. Proximity to Transit

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 dwelling is 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 a great example of 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 R4S[xxxx] zone will facilitate the development of ground-oriented housing in the form of a fourplex. A fourplex is an appropriate form of intensification within an established low-rise residential community and maintains the existing character and built form of the 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 4.4 (*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 sanitary sewer, storm sewer and watermain infrastructure can adequately service the proposed development.

A Servicing and Grading Plan was prepared by T.L. Mak Engineering Consultants Ltd, dated December 2016, for the Subject Site. This plan was issued and approved for the Building Permit obtained for the existing triplex.

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. 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. There are no Secondary Plans or Community Design Plans that apply to 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. Rear yard parking contributes to a less car-oriented streetscape.
- Parking requirements: Two parking spaces are proposed for the building, which complies with City policies to minimize car dependency and encourage transit use.
- Outdoor amenity areas: Amenity area requirements for the proposed development have been met. Sufficient and well-landscaped amenity space is provided. Trees are proposed in the rear yard 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 dwelling is adequately serviced and supports neighbourhood functions as it is 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 building was designed to include architectural gestures, materials and colors which provide visual interest. The space between the building face and the street will be enhanced with soft landscaping. The proposed development and landscaping fit in with the character and low-rise built form of the 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 building will reinforce this boundary. A well-defined main entrance oriented towards the street will contribute to the quality of the site and the street environment. Parking will be located at the rear of the property.

- 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 Loretta Avenue. A clearly defined principal entrance for the proposed apartment building is located along the street. Existing balconies and large windows provide "eyes on the street" for prospective tenants.

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

The existing building is consistent with the built form and character of the neighbourhood. No external renovations are proposed to the building façade or building envelope. 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 a single triplex. The proposed conversion to a low-rise apartment building, efficiently utilizes energy and land as it is establishing a fourth unit within the existing triplex without altering the building envelope. 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 Zoning By-law 2008-250

The minor Zoning By-law Amendment is proposed to rezone the Subject Site from Residential Fourth Density, Subzone S (R4S) to Residential Fourth Density, Subzone S, with site-specific exceptions (R4S[xxxx]) to facilitate the conversion of the triplex to a low-rise apartment dwelling 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.*

A low-rise apartment dwelling is consistent with the purpose of the R4 zone. With the exception of lot area, lot width, interior side yard setbacks, landscaped area and driveway width, the proposed development has been designed in accordance with the 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: R4S – Residential Fourth Zone, Subzone S		
<b>211 Loretta – Proposed Low-Rise Apartment Dwelling (4 residential units)</b>		
Performance Standard	Required	Provided
<b>Residential Fourth Zone (Sections 161-162)</b>		
Min. Lot Area	450 m <sup>2</sup>	352 m <sup>2</sup>
Min. Lot Width	15 m	9.7 m
Min. Front Yard Setback	1.7 m	1.7 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, 2.4 m Beyond 21 m: 1.2 m, 2.5 m
Min. Rear Yard Setback	10.8 m	12.4 m
Max. Building Height	14.5 m	9.9 m
Min. Landscaped Area	30% of lot area: 105.6 m <sup>2</sup>	28.7% of lot area: 101 m <sup>2</sup>
Driveway Width	Max. 3.6 m Min. 2.6 m	2.4 m 2.4m
<b>Amenity Area (Section 137)</b>		
Min. Amenity Area	15 m <sup>2</sup> x 4 units = 60 m <sup>2</sup> - located at grade, in the rear yard; - consist of at least 80% soft landscaping; and - abut the rear lot line.	62.9 m <sup>2</sup>

The proposed low-rise apartment building requires relief from the standard R4S lot area and width requirements. The proposed lot width and lot area reductions are consistent with the lot fabric of the neighbourhood, where one can find multi-unit residential buildings on similar sized lots. The proposed lot width is consistent with the streetscape along Loretta Avenue. The proposed lot area can accommodate a functional footprint for a low-rise apartment as well as ample 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 neighbourhood amenities and transit.

Relief from interior side yard setbacks is required. This relief reflects existing conditions. No changes to the building envelope, including height are proposed. The proposed interior side yard setbacks of 1.2m and 2.4m provide adequate space to accommodate driveway access to parking at the rear of the building as well as pedestrian access to rear yard amenity space.

Relief is also being sought for a reduced driveway width of 2.4m. This reduced driveway width was previously approved as a variance by the Committee of Adjustment. The driveway is functional and leads to two parking spaces in the rear yard. This driveway promotes a less car-centric and more pedestrian and cyclist friendly streetscape.

With regard to landscaped area, 28.7% of the lot area is landscaped. The reduction in landscaped area by 4.6m<sup>2</sup> is negligible. Proposed landscaping of the site supports quality plantings, with two new trees proposed in the front and rear yards. In addition, the driveway is made up of semi-permeable pavers, as opposed to asphalt. These semi-permeable pavers will help mitigate stormwater and increase perceived hard landscaped area on 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 S (R4S) to Residential Fourth Density, Subzone S, Urban Exception [xxxx] (R4S[xxxx]). This rezoning will facilitate the establishment of a fourth unit in the basement of the existing triplex, converting it 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 establishes appropriate zoning standards for the Subject Site as the R4S[xxxx] zone supports a range of residential uses in the General Urban Area. The site-specific exception will facilitate discreet intensification within an established neighbourhood with the conversion of the existing triplex into a low-rise apartment dwelling 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