

Planning Rationale

133 Catherine Street

Residential Renovation Development

City of Ottawa

Zoning By-law Amendment

and Site Plan Control Application

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1.0 INTRODUCTION

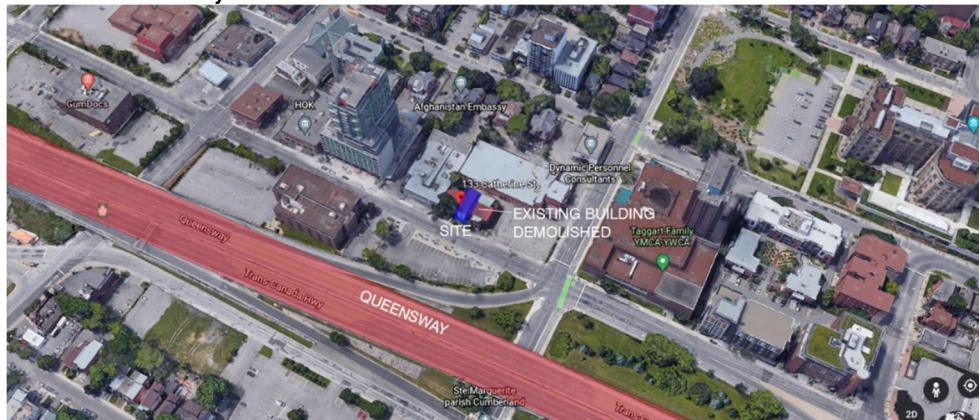
Chmiel Architects has been retained by TKS Holdings Ltd. to prepare a Planning Rationale in support of a Zoning By-law Amendment and application for Site Plan Control that will facilitate the renovation of an existing 3 storey duplex development at 133 Catherine Street, and conversion to 4 unit apartment building. The Zoning By-law Amendment seeks to amend the City of Ottawa Zoning By-law 2008-250 to amend the general mixed-use zone (GM 3 F (3.0) H19) and to allow the 3.5 storey apartment building. A Site Plan Control Application will be being submitted concurrently.

The Centretown Secondary Plan follows six core principles which form the vision for Centretown and provide the foundation for the Secondary Plan. They recognize that Centretown is one of Ottawa's oldest established communities with significant heritage but also an area of the city that can be improved and should evolve strategically to accommodate many more residents and additional businesses. The principles are mutually reinforcing and establish overarching goals for Centretown, which provide the basis for the more specific objectives. This Planning Rationale will demonstrate that the development proposal and proposed Official Plan and Zoning By-law amendments are consistent with the Provincial Policy Statement and conform to the policies of the City of Ottawa's Official Plan and Secondary Plan.

2.0 SITE LOCATION AND CONTEXT

The Subject Site is located at 129 and 133 Catherine Street in Centretown and is a mid block site located mid way between O'Connor Street and Bank Street along the north side of Highway 417. The property is legally described as parts of lots I, J, and K on registered plan 68608-City of Ottawa. The Subject Site has 20.1 metres of frontage on Catherine Street and a lot area of 490 m². The Subject Site is currently occupied by a three-storey residential building, which was damaged by fire in a neighbouring building, with most of the damage being water damage. The property has been vacant since the fire in 2019. Surrounding land uses include a large surface parking lot to the east, commercial and some residential uses to the north, and residential uses to the south (across the Queensway) and mixed-use commercial / residential to the west. For the purposes of this Planning Rationale, Catherine street is considered to run along an East-West orientation.

Figure 1: Aerial View of Subject Site



3.0 DEVELOPMENT PROPOSAL

The proposed building renovation is of a three-storey vacant residential frame building previously containing two stacked residential units. The proposed development intends to convert these two units into 4 single floor units. The site does not offer any on site parking, and the proposed use intends to retain the zero on site parking provisions. Site access is via Catherine street for pedestrians, with a right of way at the rear to access a neighbouring residential building to the west. Each residential unit will be accessed via a newly constructed staircase located on the east side of the building. The proposed development has a gross floor area of 407 sq.m (See Figure 2).

Figure 2: Proposed Development View



3.1 ZONING BY-LAW AMENDMENT

The Subject Site is zoned General Mixed use under the City of Ottawa Zoning By-law 2008-250 GM 3 F (3.0) H19). The Zoning By-law Amendment proposes to seek relief from the following zoning provisions of the GM3 Zone:

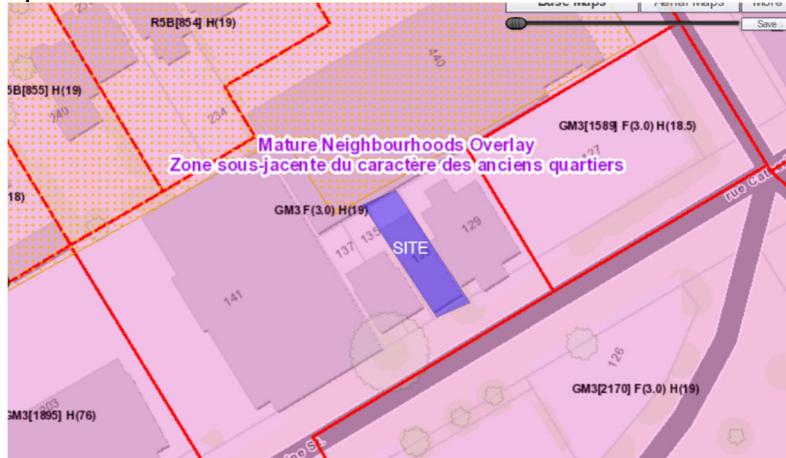
In the GM3 Subzone:

1. Only the following residential uses are permitted: bed and breakfast, see Part 5, Section 121 dwelling unit planned unit development, see part 5, Section 131 rooming house (By-law 2018-206)

2. Reduced setbacks and width of landscaped areas. per the following.

(c) bylaw as Minimum front yard setbacks (d) Minimum interior side yard setbacks (ii) for a residential use building	3 m	
1. for a building equal or lower than 11 metres in height (e) Minimum rear yard setback (iii) for a residential use building		1.2 m
(h) Minimum width of landscaped area		7.5 m
		(i) abutting a street 3 m

Figure 3: Zoning Map



4.0 PLANNING AND REGULATORY FRAMEWORK

This Section of the Planning Rationale will demonstrate how the proposed development conforms to the applicable planning and regulatory framework.

4.1 PROVINCIAL POLICY STATEMENT 2014

The 2014 Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act and came into effect April 30, 2014. Under Section 3 of the Planning Act, all decisions affecting planning matters shall be consistent with this policy statement.

Section 1 on the PPS speaks to the building of strong and healthy communities within the province of Ontario. Section 1.1.1 sets out policies that aim to achieve the building of these healthy communities. The proposed development meets the following policies of Section 1.1.1: *Planning*

- The proposed development adds to the existing range of uses by adding residential uses to the Subject Site (Policy 1.1.1 b);
- The proposed development avoids land use patterns which may cause environmental or public health and safety concerns (Policy 1.1.1 c);
- The proposed development does not impede the efficient expansion of settlement areas as it is a redevelopment located within the City's urban area (Policy 1.1.1 d);
- The proposed development promotes cost-effective development patterns and standards to minimize land consumption and servicing costs (Policy 1.1.1 e);

The proposed development is consistent with the policies of Section 1.1.1 of the PPS 2014. Section 1.1.2 of the PPS speaks to providing sufficient land to “*accommodate an appropriate range and mix of land uses to meet the projected needs for a time horizon of up to 20 years.*” The proposed development includes residential uses in an urban area that is well serviced by existing transit services and various neighbourhood amenities. The addition of residential uses to the Subject Site helps achieve a density that supports the transit system and various commercial and office uses within the surrounding area.

Section 1.1.3 provides direction on Settlement Areas. Policy 1.1.3.2 speaks to how land use patterns within settlement areas should be developed. The proposed development meets the following policies of Section 1.1.3.2 “*Land use patterns within settlement area shall be based on:*

- o The proposed development provides a density and mix of land use that (Policy 1.1.3.2 a)
- o efficiently uses land and resources (Policy 1.1.3.2 a 1);
- o 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 (Policy 1.1.3.2 a 2);
- o support active transportation (Policy 1.1.3.2 a 4);
- o are transit-supportive, where transit is planned, exists or may be developed (Policy 1.1.3.2 a 5).
- o the proposed development provides for a range of uses and is an example of intensification and redevelopment, in accordance with Section 1.1.3.3 (Policy 1.1.3.2 b).

Section 1.1.3.3 states that *"Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs."*

The proposed development is located in a General Mixed-Use Zone which can be served by both existing and planned infrastructure and transit systems. The area is well served by local bus routes that run along Catherine Street. The surrounding neighbourhood features many neighbourhood amenities, such as shops, restaurant, schools, and parks.

The proposed development represents an efficient use of land located within a built-up settlement area in the City. The Subject Site benefits from existing infrastructure, existing and planned transit services and a variety of neighbourhood amenities. The Subject Site is well suited for intensification. The proposed development is consistent with the policies of the Provincial Policy Statement.

4.2 CITY OF OTTAWA OFFICIAL PLAN (OPA 150)

The proposed development represents an opportunity for higher density, intensification on an Arterial Road. The central location of the Subject Site allows the proposed development to take advantage of the existing services and facilities within the surrounding area.

The Subject Site is a mid block site located mid block between O'Connor Street and Bank Street. The proposed development will occupy the entirety of the frontage along Catherine Street. The proposed development is setback 5.1 metres from the rear property line at the ground floor. setback 1.64 metres from the front property line.

Policy 5 of Section 3.6.3 states *"A broad range of uses is permitted on Arterial Mainstreets, including retail and service commercial uses, offices, residential and institutional uses. Uses may be mixed in individual buildings or located side by side in separate buildings."*

The proposed redevelopment is a 3.5-storey residential development.

Policy 10 of Section 3.6.3 states *"Redevelopment and infill are encouraged on Traditional and Arterial Mainstreets in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk."*

The proposed development introduces a higher density residential-use building on the Subject Site that meets the intention of the policies of the Official Plan, subject to the applicable secondary plan permitting a building height of 25 storeys. The proposed development creates an active street edge with direct pedestrian access to the residential units proposed. Parking is not provided for the proposed.

4.2.3 Review of Development Applications

Section 4 of the Official Plan outlines policies that will be applied for the review of development applications. Section 4 provides policy direction for the different aspects of development review. The proposed development responds to the following relevant policies:

- Relating to Policy 4.1 (Site Specific Policies and Secondary Policy Plans), the Subject Site is located within the boundary of the Centretown Secondary Plan. **This Secondary Plan is discussed in Sections 4.3 and 4.4 of this Planning Rationale;**
- Relating to Policy 4.3 (Walking, Cycling, Transit, Roads and Parking Lots), the Subject Site is located on Catherine Street which is identified as an existing arterial road on Schedule F of the Official Plan.
- Relating to Policy 4.4 (Water and Wastewater Servicing), the proposed development has access to existing water and wastewater services.
- Relating to Policy 4.8 (Protection of Health and Safety), a Phase 1 and Phase 2 Environmental Site Assessment, prepared by Paterson Associates, a Geotechnical Report prepared by Paterson Associates, and a Noise Study prepared by Gradient Wind have been prepared in support of the proposed development.
- Relating to Policy 4.10 (Greenspace Requirements), the proposed development may be subject to parkland dedication requirements or cash-in-lieu of parkland dedication fees.

Section 4.11 of the Official Plan addresses issues of compatible development. *“At the scale of neighbourhood or individual properties, issues such as noise, spillover of light, accommodation of parking and access, shadowing and micro-climate conditions are prominent considerations when assessing the relationship between new and existing development.”*

Policy 5 of Section 4.11 relates to achieving compatible design of new development with existing buildings and the public realm through elements such as setbacks, height, transitions, facades, articulation, materials, architectural elements, grading and common characteristics.

The proposed development has been designed to respect adjacent structures and the public realm. The proposed development is being reclad in brick masonry material, which is an improvement over the original vinyl siding and stucco. Maintaining a 3.5 storey, low-rise building respects the existing low-rise residential character of the immediate neighbourhood.

The proposed façade is consistent with the existing uses located along Catherine Street. The façade features pedestrian oriented activities at grade, with direct access from the sidewalk. The proposed development will help to define the street edge and create an active streetscape.

Figure 4: North and East Elevation



Policy 6 of Section 4.11 relates to orientation and accentuation of the principal entranceways and facades, and the inclusions of windows on elevations.

The proposed development orients principle entranceways onto Catherine Street that provide direct access to the residential spaces from the public realm. Windows are included on the building elevations that front onto Catherine, and onto the remaining elevations to provide visibility and interest. Architectural elements are used to enhance building entrances.

4.3 CENTREOWN SECONDARY PLAN

The Subject Site is located within the boundary of the Centretown Secondary Plan. The Secondary Plan is the *“legal framework that supports a joint staff-community effort to develop a vision, objectives, and planning and design policies.”*

4.3.1 - Principles and Objectives

From Section 3.4 of the Centretown Secondary Plan per the following:

3.4.1 Maintain and respect the character of Centretown’s neighbourhoods

The inner-city heritage character of Centretown is fundamental to its attractiveness as a place to live, work, shop and visit. The low-rise neighbourhoods generally west of Kent Street and east of Elgin Street have a consistency in the layout, form and architectural quality of housing that is to be maintained and preserved as much as possible.

The retention of the existing shell of a building to provide 4 residential units maintains the existing character of the neighbourhood.

Objectives:

3.4.2 Accommodate residential growth

More people living in Centretown will strengthen the local economy, support investments in public transit and help achieve the City’s broader sustainability objectives. New buildings to house more people will fill gaps in Centretown’s urban fabric, optimizing the use of land and creating more attractive streetscapes.

The existing low-rise building will support infill growth as a result of small-scale, low-rise redevelopment, secondary suites and converted houses, for example.

Objectives:

3.4.3 Accommodate a diverse population

Centretown is one of Ottawa's most diverse communities socially and culturally. It is a downtown neighbourhood, has good access to transit and services, and contains a variety of housing options for households of all incomes, from detached homes to studio apartments. As Centretown grows and evolves, there should continue to be a wide range of housing types and a significant component of affordable housing.

The existing low-rise building will add 4 housing units to the building stock and is adding a component of affordable housing to Centretown.

Objectives:

Provide housing which meets the needs of disabled persons, senior citizens, single parent families and other groups with special needs;

Maintain an adequate supply of affordable housing;

Strengthen the protection of existing rental housing;

The housing provided will support senior living and strengthens the protection of existing rental housing.

It is the City's intent to pursue, through its capital plan and partnerships with other public agencies, a program of streetscape and other public realm enhancements in Centretown. In addition, it will be important to seek and encourage opportunities to establish new public spaces and/or other community facilities on significant development sites.

The streetscape was uninspired and left over form a fire and burned out building. The new units are a significant improvement.

3.4.6 Encourage walking, cycling and transit use

With its grid pattern of streets and mix of uses, Centretown is generally a walkable community and it is well served by public transit. Nevertheless, the priority placed on vehicular traffic on streets such as Kent, O'Connor and Metcalfe makes them pedestrian and bicycle unfriendly and creates mobility barriers within Centretown. The incremental conversion of these streets from one-way to two-way, along with other streetscape improvements, would encourage more walking, cycling and transit use, as well as promote investments in adjacent private properties, improved cycling and pedestrian connections to surrounding neighbourhoods and the National Capital Commission's pathway system. [Amendment #125, July 17, 2013]

The addition of 4 residential units in Centretown will enhance the walkability of the community and will reduce the number of car dependent households.

3.5 - Mobility

Centretown is a compact, urban community with a traditional grid pattern of streets and well served by public transit. As such, it encourages walking, cycling and transit use. However, much of the network is designated as part of the arterial road system and is focused on supporting the movement of cars between Ottawa's downtown core to the north and Highway 417 to the south. It

has been generally accepted that vehicular traffic levels through Centretown will remain high with some areas experiencing congestion, particularly at peak times. Nevertheless, it is a goal of this Plan to reduce the impact of traffic levels on the neighbourhood and create an environment that is even more conducive to using alternatives to the automobile. The Plan encourages a program of complete streets for Centretown. The policies in this section focus on functional improvements aimed at achieving a more balanced mobility network in Centretown. Related policies regarding other improvements to streetscapes can be found in Section 3.6.

The proposed development will encourage a more balanced mobility network in Centretown.

3.6 - Public Realm

The public realm of Centretown includes its streets, pathways, parks and open spaces, recreational facilities, schools, and other institutions. The accessibility and quality of the public realm is fundamental to the quality of life in Centretown as a green and liveable community as well as to the success of its businesses.

By adding these new residential units in Centretown, we will encourage access by residents to the existing Centretown public realm.

3.7 - Heritage

Centretown is rich in heritage, and it is highly valued by residents, business owners and visitors. Its historic buildings, streetscapes and neighbourhoods are central to Centretown's existing character and should remain so even as the area evolves to incorporate more contemporary buildings. The intent of the policies below is to ensure the most significant aspects of Centretown's heritage are protected, maintained and celebrated. They also aim to ensure that, where redevelopment occurs, the design and landscaping of new buildings will be sensitive and complementary to the character of neighbouring heritage assets and consistent with existing heritage plans and policies.

The retention of the existing building shell, in a low-rise configuration is complementary to the existing heritage character of Centretown.

3.8 - Housing

There are expected to be many more people living in Centretown in the decades ahead, and a key objective of this Plan is to ensure there is a broad range of housing choices for existing and future residents. The policies below, which are further to the policies in Section 4.5 of Volume 1 of the Official Plan, support this objective, focusing specifically on the issue of affordable housing.

3.8.1 Affordable and Assisted Housing

3.8.1.1

The City shall include the provision of affordable housing units and the conservation and replacement of rental housing as possible Section 37 community benefits. A Centretown Affordable Housing Fund shall be created and funded from Section 37 and Development Charges Reserve Fund contributions.

The development addresses the conservation of rental housing on the property and adds 2 new affordable residential units.

3.8.2 Protection of Rental Housing

3.8.2.1

The City shall review the provisions of the Municipal Act with the intent of strengthening existing policies regarding the replacement of rental units, focusing on affordability, tenure, rent controls and administration.

The development retains previous rental units and doubles the unit count.

3.9 – Land Use and Site Development

The policies of this section address how land can be used and developed and relate to Schedule H1 Land Use and Schedule H2 Maximum Building Heights.

Centretown as a whole is a mixed-use community comprised of distinct areas or neighbourhoods, some of which are more mixed than others but each of which has its own physical character. These “character areas”, identified on Annex 1 and described in detail in the Centretown CDP, are very important to the continued evolution of Centretown. The Residential Character Areas, comprised almost entirely of low-rise buildings, are the most consistent and uniform neighbourhoods in Centretown; they are generally attractive and healthy and are not planned for significant physical change. The Northern Character Area is an area of high-density development that is planned for more residential and mixed-use intensification in mostly tall buildings that frame and enliven adjacent streets. The Southern Character Area, defined for the most part by automobile-oriented commercial uses and underutilized land, has the potential, like its northern counterpart, to accommodate a significant amount of the planned growth in Centretown in generally tall buildings.

The development maintains the residential character of the neighbourhood.

3.9.3 Southern Character Area

3.9.3.1

The predominant land use designation in the Southern Character Area is Catherine Street Mixed Use, as identified in Schedule H1. This is a special mixed-use designation that recognizes the wide variety of uses that are appropriate in the area. The intent is to maintain employment uses in the area while encouraging infill and high-rise redevelopment that provides a buffer between the Queensway and the established neighbourhoods to the north. Permitted uses shall include apartment buildings, townhouses, offices, small-scale and large-format retail, hotels, bulk good outlets, wholesale operations and other commercial operations that serve the needs of travellers, commuters and Centretown residents.

The secondary plan supports the development of small-scale apartment building in the south Catherine street character area.

Figure 5: Existing and proposed Zoning

Table 1: GM3 Performance Standards TM 11 Zoning Provisions

	Required	Provided
Minimum Lot Area	No Minimum	490 sq.m
Minimum Lot Width	No Minimum	20.1m

Maximum Front Yard Setback	3 metres	1.64 metres (existing)
Minimum Interior Side Yard Setback	1.2 metres abutting a residential zone, no minimum for all other cases	.64 metres abutting a residential zone and 0 metres where not abutting a residential zone
Minimum Corner Side Yard Setback	3 metres	N/A metres
Minimum Rear Yard Setback	7.5 meters	5.1 metres
Maximum Building Height	18 metres,	11 metres
Maximum Floor Space Index	No Maximum	1.32
Minimum Width of Landscaped Zone abutting a Residential Zone	3 metres	Existing

5.0 CONCLUSION

The proposed development is a low-rise, residential building. Apartment dwellings, low rise apartments are permitted in the GM zone, however not on this site. The table above provides an overview of the performance standards set out in the GM3 Zone, and how the proposed development responds:

The Zoning By-law Amendment which propose to address the development of 133 Catherine street are consistent with the Provincial Policy Statement and the City of Ottawa Official Plan and the Centretown secondary plan. The amendment which proposes to increase or reduce the allowable number of housing units results from a thoughtfully designed development, which can benefit from its prime location in Centretown on Catherine street. The proposed development is desirable for the Subject Site and in the immediate term is considered good land use planning.

