



**Housing Services
Services de logement**

A city where everyone has a place to call home • Une ville où tout le monde a un chez-soi

231 & 251 Penfield Drive Planning Rationale

Major Zoning By-law Amendment

July 2020



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1.0 INTRODUCTION

1.1 Application Summary

The City of Ottawa's Housing Services is submitting this Planning Rationale in support of a Zoning By-law Amendment. The applicant proposes to develop the lands municipally known as 231 and 251 Penfield Drive (the "site") in the Beaverbrook neighbourhood of the City of Ottawa. The purpose of this Planning Rationale is to assess how the proposed development conforms to the policies and regulatory framework of the City of Ottawa, as well as its compatibility with adjacent development and the surrounding community. The Planning Rationale is submitted to satisfy the requirements of the applications along with other technical studies and plans.

1.2 Subject Site

The site is legally described as PLAN 847 PT BLK R1 and PLAN 847 PT BLK R1 RP 5R2136; PART 1 ANCILLARY FIRE; STATION PARKING, and is municipally known as 231 and 251 Penfield Drive. The site has approximately 133 metres of frontage along Penfield Drive and a lot dept of between approximately 60 metres and 130 metres. The portion of the site municipally addressed 231 Penfield Drive is currently occupied by a building that houses senior housing and the portion of the site municipally addressed 251 Penfield Drive is currently occupied by a parking lot supporting the adjacent Fire Station, as shown in Figure 1.



Figure 1 The Site Looking Northwest from Penfield Drive.

As shown in Figure 2 below, the subject site is comprised of two separate property parcels. The parcel at 251 Penfield Drive is currently owned by the City of Ottawa, and the City intends to transfer that parcel to Ottawa Community Housing Corporation to consolidate with their property at 231 Penfield Drive.



Figure 2 The Site in Local Context

1.2.1 Area Context

North

To the north of the site is Bethune Park, and further north is March Road.

East

To the east of the site is a section of townhouses off Teron Road and large clusters of single detached homes. Monk Meadow Park is also within the neighbourhood east of the site along with Roland Michener Park, which is comprised of full size and mini sports/soccer fields, baseball diamonds, and an outdoor rink.

South

To the south of the site is Tom Thomas Park with a Fire Station to the east of the park and a one-storey building containing approximately 5 commercial and restaurant businesses to the west of the park. Further west is Teron Road.

West

To the west of the site is the Bethune Condominium neighbourhood which is composed of two-storey townhouses.

1.2.2 Road Network

The site is located on Penfield Drive, which is identified as an existing Collector Road in the City of Ottawa's Official Plan – Schedule E Urban Road Network (Figure 3). Collector roads are roads that serve neighbourhood travel to and from major collector or arterial roads and usually provides direct access to adjacent lands. Teron Road, which connects to Penfield Drive and runs north-south, is identified as an existing major collector road, which is a road that serves neighbourhood travel between collector and arterial roads and may provide direct access to adjacent lands.

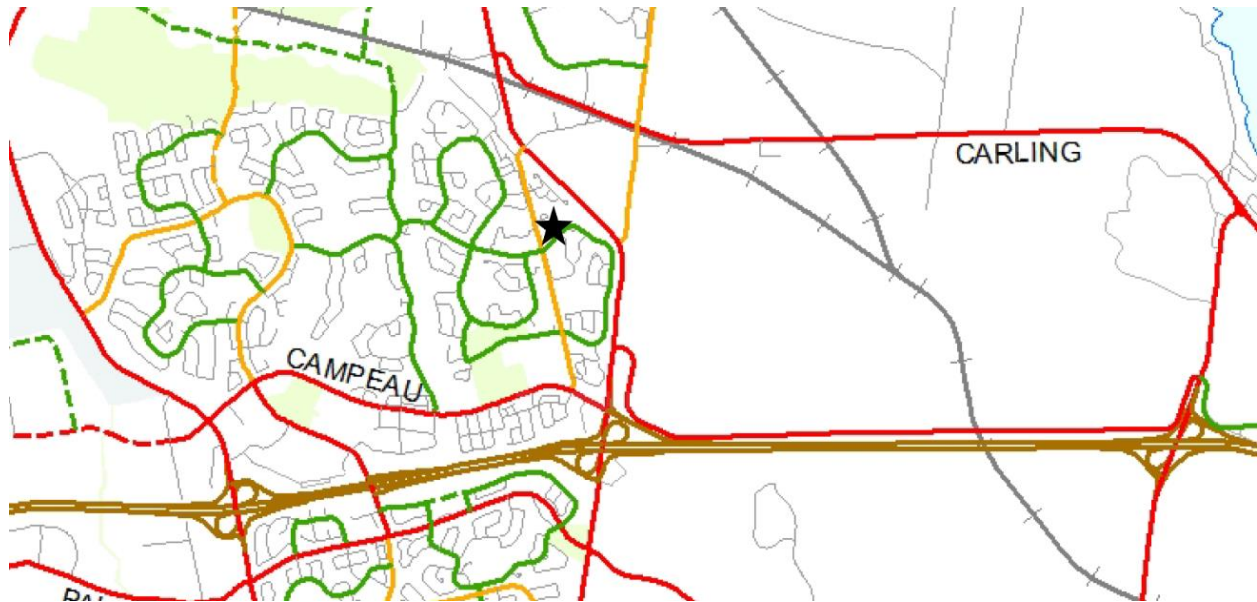


Figure 3 City of Ottawa Official Plan - Schedule E Urban Road Network

1.2.3 Transit Network

The site is fairly served by the City's transit network, as a Bus Rapid Transit (BRT) stop with at grade crossings is located approximately 400 metres to the east of the site on March Road and is accessible from Penfield Drive and a walking path that leads to March Road (Figure 4).

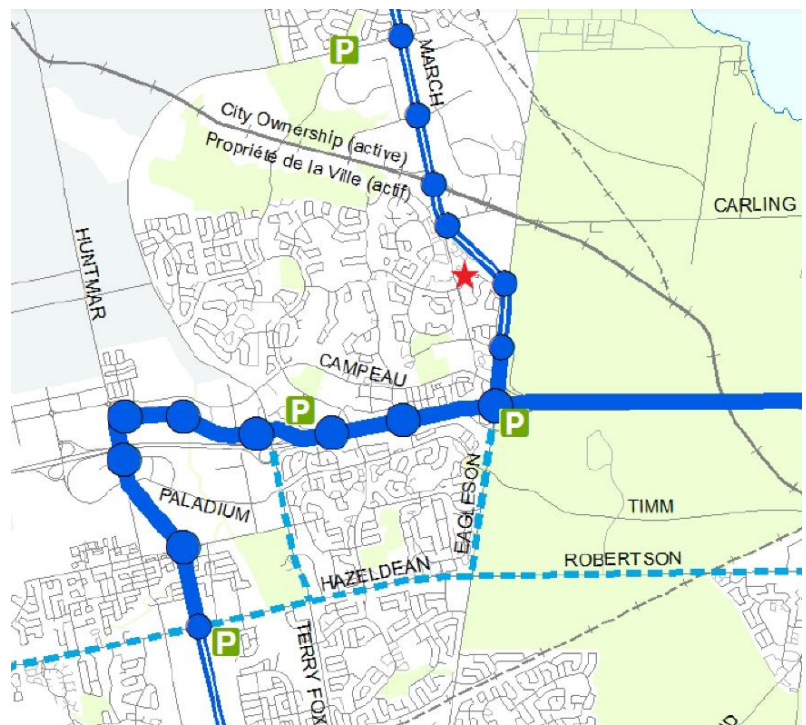


Figure 4 City of Ottawa Official Plan - Schedule D Rapid Transit and Transit Priority Network

This north-south BRT route intersects with Highway 417, which connects the BRT system to the future LRT system at Bayshore Station (Figure 5).

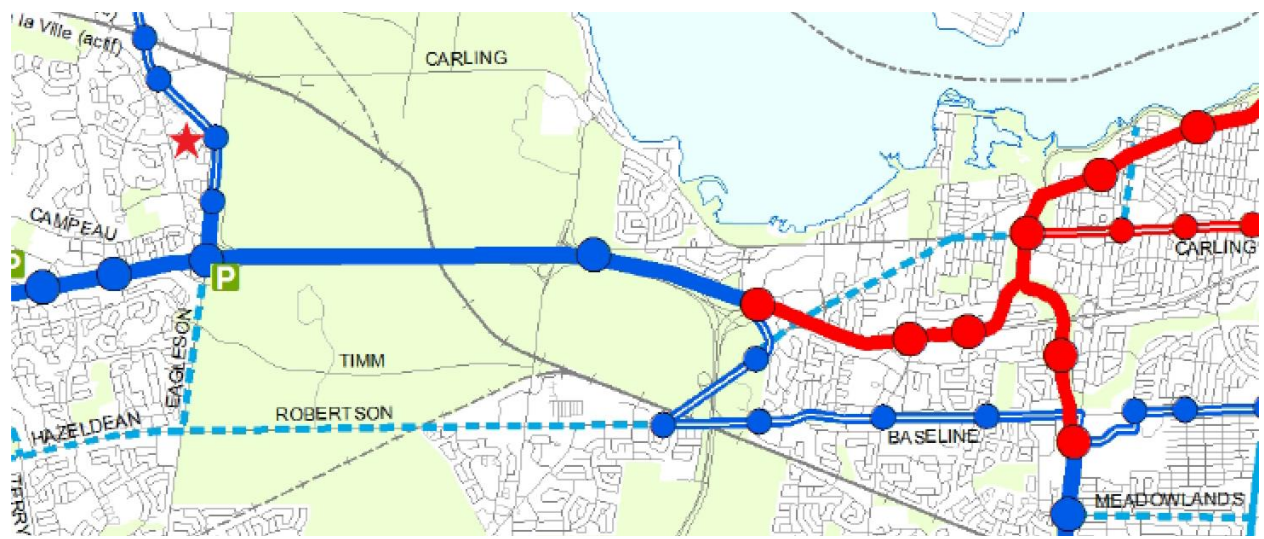


Figure 5 City of Ottawa Official Plan - Schedule D Rapid Transit and Transit Priority Network (Larger Image)

1.2.4 Cycling Network

While the subject site is not located on a street that is identified in the City of Ottawa's Official Plan Schedule C – Primary Urban Cycling Network, it is considered a suggested route that would better connect Teron Road to Bethune Park, March Road and Herzberg Road. March Road is identified as a Spine Route on the City of Ottawa's Official Plan Schedule C – Primary Urban Cycling Network (Figure 6).

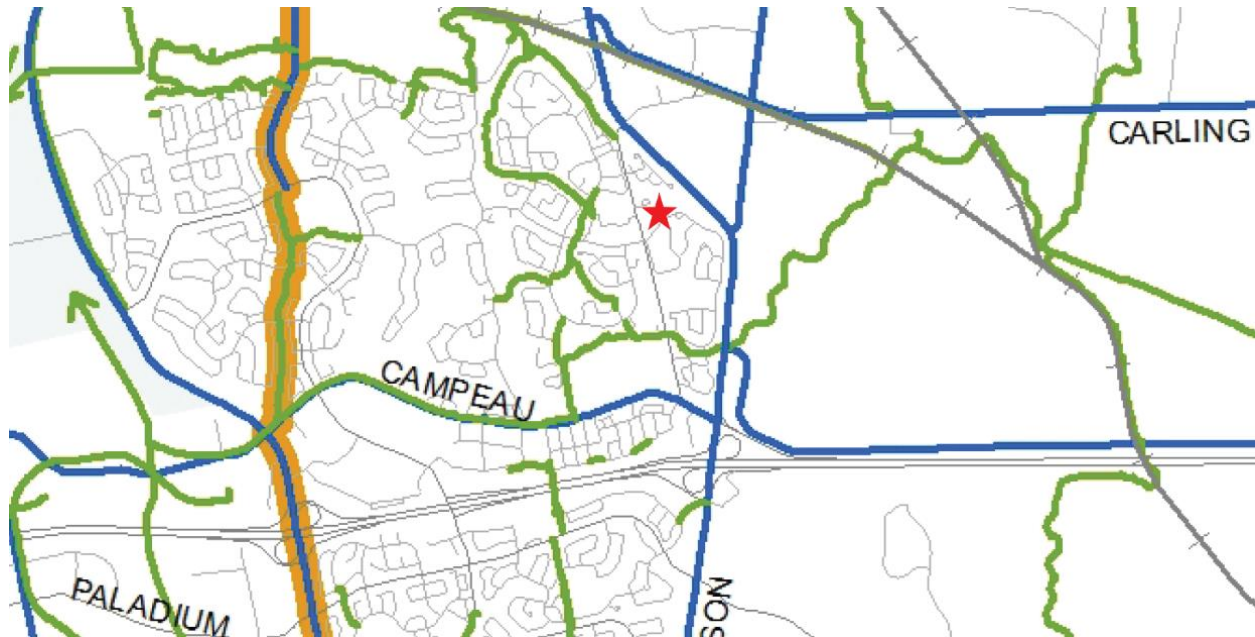


Figure 6 City of Ottawa Official Plan - Schedule C Primary Urban Cycling Network

2.0 PROPOSED DEVELOPMENT

The development parcel is addressed 251 Penfield Drive, which is intended to be integrated with an existing property at 231 Penfield Drive. Ottawa Community Housing Corporation is proposing to construct eight single-storey dwelling units that would take the form of townhouses geared to seniors. The development is proposed to be added to the west side of the site that currently houses a building with seniors housing. A new parking lot with 16 surface parking spaces is proposed to be located on the east side of the proposed townhouses.

The proposed land use does not conform with the permitted land uses regulated by the Zoning By-law, which prohibits all land uses except retirement home.

Figure 7 below illustrates the preliminary Site Plan:

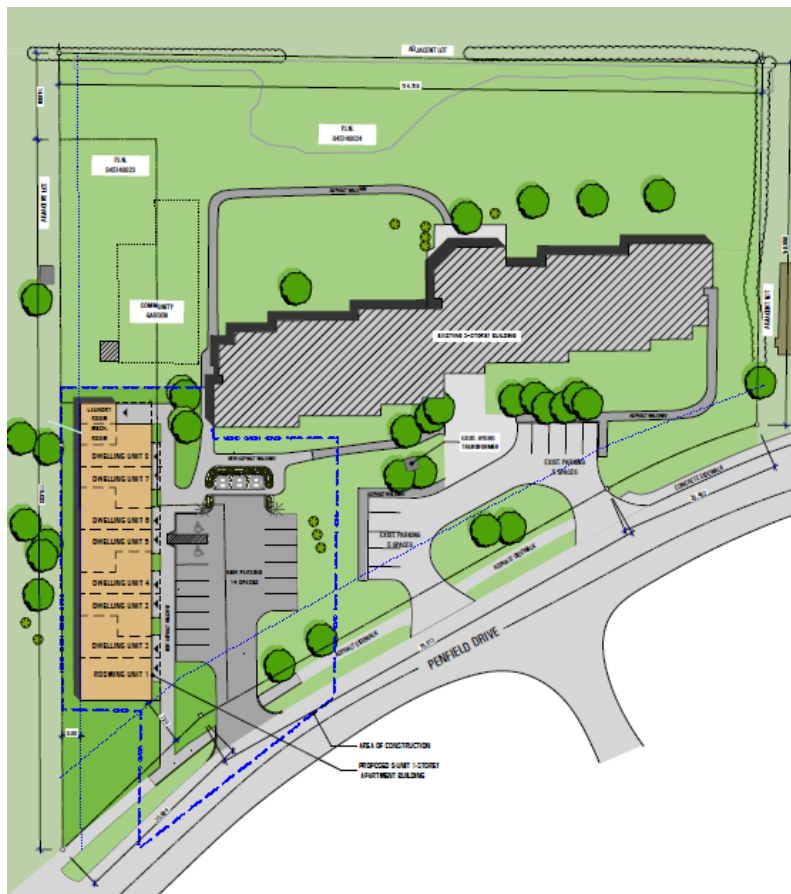


Figure 7 Preliminary Site Plan

The proposed development includes a total of 8 residential dwelling units. Each unit will be L-shaped and feature a bedroom, washroom, living room and kitchen. The units will all have independent entrances with a built-in, permanent awning that shades the personal porches. An onsite laundry room is located on the north side of the development, which is accessed by an outdoor sidewalk that lines the front of the building to the path that connects the property to the adjacent property containing commercial and restaurant uses. Figure 8 below illustrates the planned design and function of the units of the development.

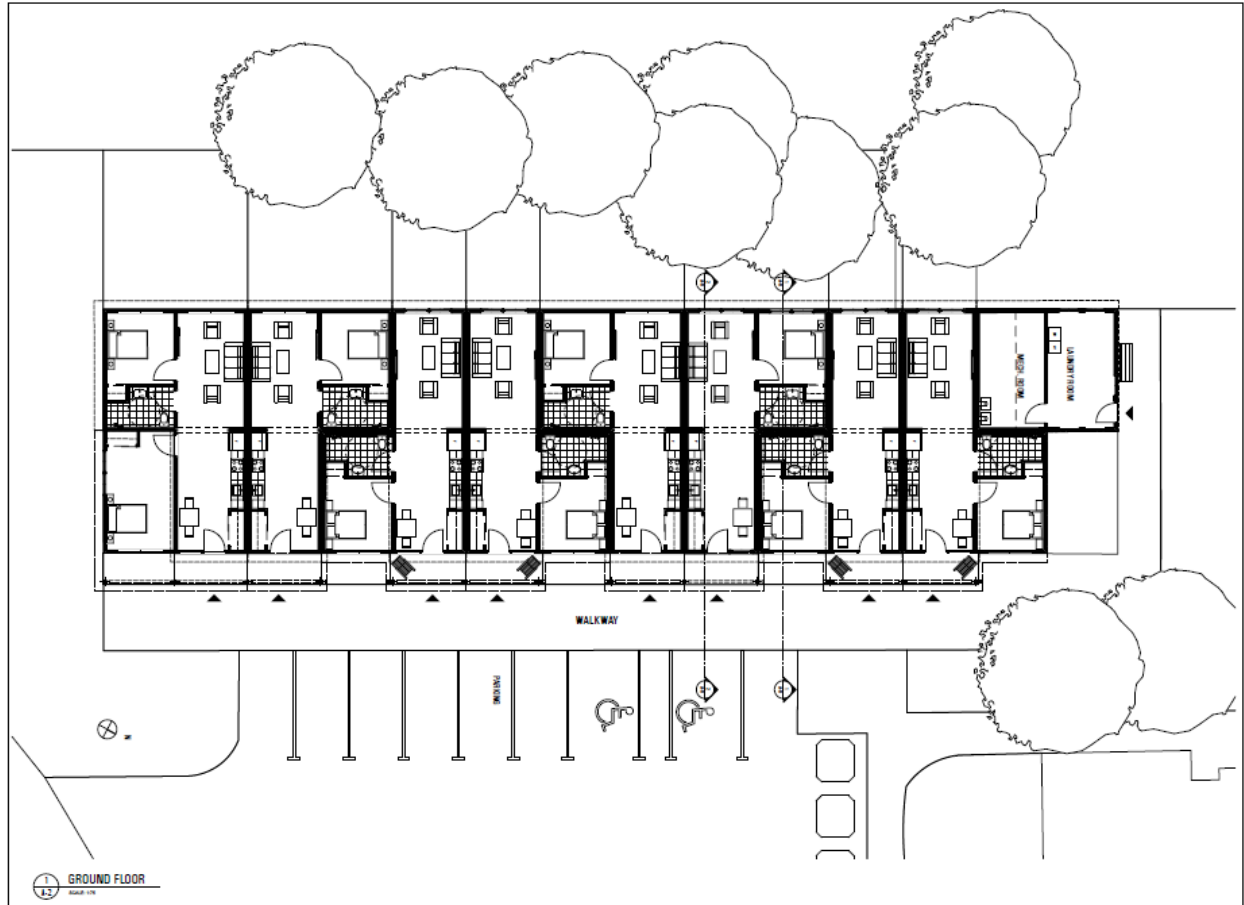


Figure 8 Ground Floor Plan

The applicant is proposing 14 new surface parking spaces for both residents and visitors. The parking lot, which has driveway access from Penfield Drive, is located directly in front of the front accesses to the building. Two of the proposed parking spaces are accessible spaces.

3.0 POLICY & REGULATORY FRAMEWORK

3.1 Provincial Policy Statement (2020)

The province of Ontario recently released a revised Provincial Policy Statement, which will come into effect on May 1, 2020. The policies of the new PPS are generally similar to the 2014 policies. This section will discuss relevant policies of the PPS.

Policy 1.1.1: states:

Healthy, livable and safe communities are sustained by:

- b) Accommodating an appropriate affordable and market-based range and mix of residential types, including multi-unit housing;*
- e) Promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*

The proposed apartment units and major rezoning of the Subject Site contribute to an appropriate, affordable mix of residential uses to meet the long-term needs of senior residents in the neighbourhood by providing barrier-free units directed at senior residents.

The proposal supports a cost-effective development pattern by intensifying lands within the urban boundary, minimizing land consumption and municipal servicing costs, and contributing to the optimization of transit investments given the proximity to BRT stops.

Policy 1.1.3.2 states:

Land use patterns within settlement areas shall be based on densities and a mix of land uses which

- a) Efficiently use land and resources;*
- b) 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;*
- c) Minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) Prepare for the impacts of a changing climate;*
- e) Support active transportation;*
- f) Are transit-supportive, where transit is planned, exists or may be developed; and*
- g) Are freight supportive.*

The proposed development promotes the efficient use of land, resources, infrastructure, municipal services and public facilities. The Site will have access to cycling routes within the neighbourhood and on nearby arterial roads. Bus routes are within walking distance of the site.

Policy 1.4.3 states:

Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs or current and future residents of the regional market area by:

b) Permitting and facilitating:

- 1. All housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities;*

e) Requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

This development is responding to the demographic changes in Ottawa by providing housing that is geared towards the senior population. The development is in walking distance of bus stops and is in proximity to cycling routes and major arterial roads.

Policy 1.7.1 states:

Long-term economic prosperity should be supported by:

- b) Encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce.*

The proposed development will be geared towards seniors housing in response to the demand for housing this demographic who are not in need of a retirement home or long-term care.

Policy 1.8.1 states:

Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:

- b) Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;*
- g) maximize vegetation within settlement areas, where feasible.*

The proposed development contributes to a pattern of development that promotes the use of active transportation. The development proposes sufficient vegetation on the property.

3.2 City of Ottawa Official Plan (2003, as amended)

The City of Ottawa Official Plan provides a vision of Ottawa's future growth and a policy framework to guide its physical development to the year 2031. Additionally, the Official Plan addresses matters of provincial interest as defined by the Provincial Policy Statement and serves as a basis for a wide range of municipal activities.

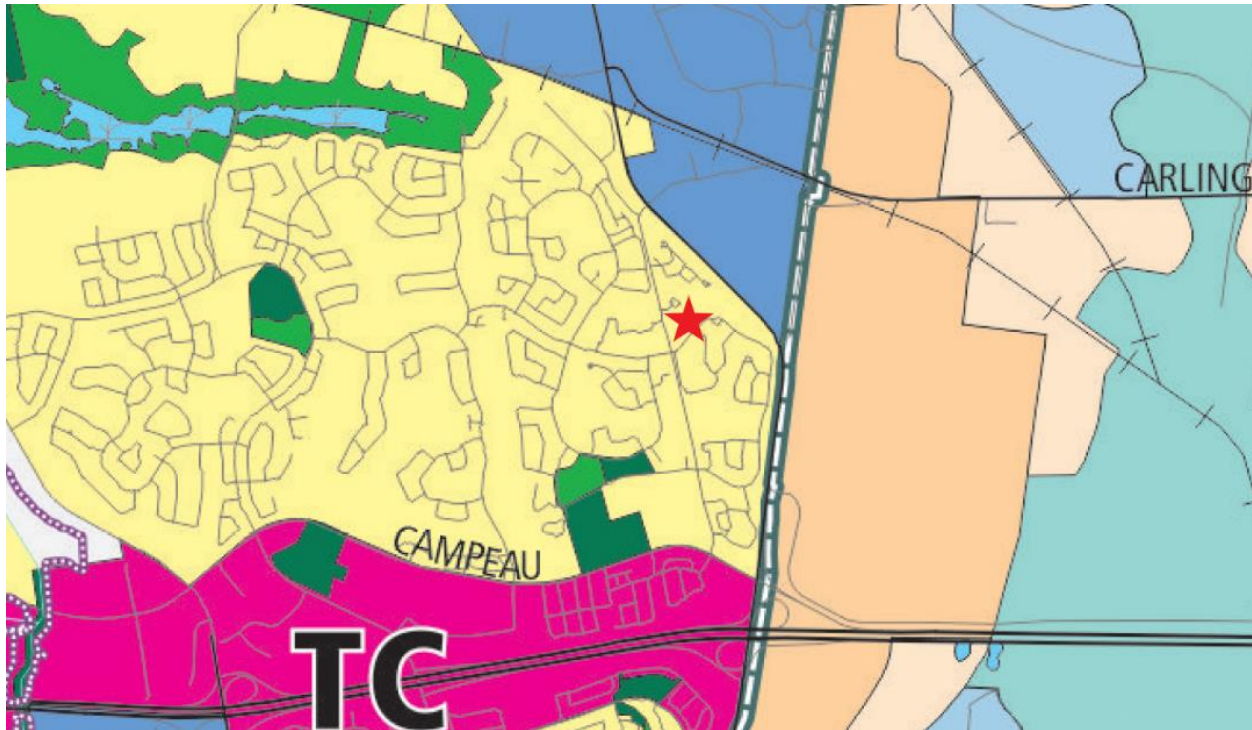


Figure 9 City of Ottawa Official Plan Schedule B - Urban Policy Plan

Section 3.6.1 – General Urban Area

The subject site is designated General Urban Area, as demonstrated in the City of Ottawa's Official Plan Schedule B – Urban Policy Plan (Figure 9). The General Urban Area designation encourages many types of housing, employment, retail, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses. Development is encouraged to complement the existing pattern and scale of development and planned function of the area.

Policy 3

Building height in the General Urban Area will continue to be predominantly Low-Rise. Within this range, changes in building form, height and density will be evaluated based upon compatibility with the existing context and the planned function of the area. Secondary plans or zoning that currently permit building heights greater than Storeys will remain in effect.

The proposed development, a one-storey, low-rise building, is compliant with this policy.

Policy 5

The City supports intensification in the General Urban Area where it will complement the existing pattern and scale of development and planned function of the area. The predominant form of development and intensification will be semi-detached and other ground-oriented multiple unit housing. When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will:

- a) *Assess the compatibility of new development as it relates to existing community character so that it enhances and builds upon desirable established patterns of built form and open spaces;*

- b) *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; [Amendment #150, PLAT July 18, 2019]*

The applicant is proposing ground-oriented multiple unit housing that is geared towards the senior population. This will help the General Urban area provide a full range of housing types to a variety of demographic profiles.

Section 2.5.1 – Designing Ottawa

This section speaks to the qualitative statements of how the City wants to influence the built environment as the city matures and evolves. The design objectives for implementing urban design include:

- 1) To enhance the sense of community by creating and maintaining places with their own distinct identity.
 - The materiality, colour, glazing and building articulation provide a distinct architectural style that is of quality consistent with the neighbourhood and fits into the changing context of Penfield Drive.
 - The unique lantern elements provide natural light and give the illusion of a taller building.
 - The development is sensitive to the surrounding area by respecting the front, rear and side yard setbacks set out in the Zoning By-law.
- 2) To define quality public and private spaces through development
 - The awning above each entrance creates a social separation between the sidewalk that runs in front of the development and the residents' front door and porch.
- 3) To create places that are safe, accessible and are easy to get to, and move through.
 - The one-storey development, which is geared towards senior residents, features barrier-free units and includes two barrier-free parking spaces.
 - Glazing along the front façade proves "eyes on the street".
 - Vehicle access to the site is located on a collector road to avoid any potential traffic conflicts.
- 4) To ensure that new development respects the character of existing areas
 - Adequate front, rear and side yard setbacks are proposed to respect the surrounding existing properties.
 - The proposed development will be a height similar to the surrounding properties.
- 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 the housing stock that is geared towards senior residents and contributes to the diversity of housing types within the neighbourhood.
- 6) To understand and respect natural processes and features in the development design
 - Both soft and hard landscaping elements are proposed. This will allow for natural water percolation and reduce the heat island effect.
- 7) To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.

- The site is in proximity to local bus routes that connect to Ottawa's major BRT and LRT networks. The residents will have the opportunity to meet daily needs by active transportation.

Section 2.5.2 – Affordable Housing

This section speaks to the need for providing affordable and appropriate housing for all residents to create healthy, livable communities. Social diversity in the housing supply is achieved through a mix of housing, provision of ownership and rental housing, housing affordable to low- and moderate-income groups, and housing appropriate to households with special needs.

The proposed development is being developed by a non-for-profit housing provider and will be geared towards a senior population. This development will contribute to the social diversity by achieving a mix of housing types in the neighbourhood in addition to contributing to the diverse neighbourhood demographic.

Section 2.2.2 – Managing Intensification Within the Urban Area

This section speaks to the City's plan and targets for intensification to accommodate more housing and jobs and support increased transit use.

The Official Plan defines intensification in Policy 1 as including, among others:

- a) Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;*
- b) The development of vacant or underutilized lots within previous developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification;*
- c) Infill development;*

Policy 5 sets out minimum density targets, expressed in jobs and people per gross hectare, in a chart and applied to those target areas with the greatest potential to support Rapid Transit and Transit Priority Networks. In 2012, Kanata had a density of 34 and the minimum density target is 120.

Section 4.11 – Urban Design and Compatibility

This section addresses the issues of compatibility through the appropriate designation of land and associated policies that direct where and how certain categories of land use should be permitted to develop. Established criteria for urban design and compatibility relevant to the proposal are as follows:

Building Design

Policy 5:

Compatibility of new buildings with their surroundings will be achieved in part through the design of the portions of the structure adjacent to existing buildings and/or facing the public realm. Proponents of new development will demonstrate, at the time of application, how the design of their development fits with the existing desirable character and planned function of the surrounding area in the context of:

- a) *Setbacks, height and transition;*
- b) *Façade and roofline articulation;*
- c) *Colours and materials;*
- d) *Architectural elements, including windows, doors and projections;*
- e) *Pre- and post-construction grades on site; and*
- f) *Incorporating elements and details of common characteristics of the area.*

The neighbourhood is mostly comprised of low-rise residential buildings, and the proposed setbacks and height of this new development meet the requirements of the Zoning By-law. The roofline has lantern elements which provide natural light and give this one-storey development the illusion of a taller building. The dark massing is similar to that of the retirement residence adjacent to the proposed building at 231 Penfield Drive. The contrast of light and dark materials on the front façade divide the building vertically. The edges are emphasized by a white accent.

All units contain large windows. The front entrance is clearly defined by the use of a light-coloured door featuring a vertical window, that is contrasted by the darker massing.

Policy 6:

The City will require that all applications for new development:

- a) *Orient the principle façade and entrance(s) of main building(s) to the street;*
- b) *Include windows on the building elevations that are adjacent to public spaces;*
- c) *Use architectural elements, massing, and landscaping to accentuate main building entrances.*

The proposal orients the building entrances and windows towards the main parking lot. The building entrances are accentuated by a projection above each of the front doors in addition to the lantern elements, which give the illusion of a taller building at the entrances. The front doors are also a lighter colour that contrasts with the massing of the building.

Policy 8:

To maintain a high quality, obstacle free pedestrian environment, all servicing, loading areas, and other required mechanical equipment and utilities should be internalized and integrated into the design of the base of the building where possible. If they cannot be internalized these services from public view (i.e. trees, landscaping, decorative walls and fences etc.) and are to be acoustically dampened where possible. The location of these areas and equipment should be designed to maintain a pedestrian friendly environment and not impede public use of the sidewalk.

The developer has designed the building to best meet the needs of the senior population. This includes ensuring that the building maintains a high quality, obstacle free pedestrian environment.

Massing and Scale

Policy 13

Building height and massing transitions will be accomplished through a variety of means, including:

- a) *Incremental changes in building height (e.g. angular planes or stepping building profile up or down);*
- b) *Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high-profile development or incorporating podiums along a Mainstreet);*
- c) *Building setbacks and step-backs. [Amendment #150, LPAT July 19, 2019]*

The proposed building height and massing are similar in scale to the height and massing of the surrounding neighbourhood. The proposed setbacks are also reflective of setbacks along that stretch of Penfield Drive.

3.4 City of Ottawa Comprehensive Zoning By-law (2008-250)

As shown in Figure 10 below, the following zoning applies to the subject site:

- R4X[1201] – Residential Fourth Density Zone, Subzone X, Exception 1201



Figure 10 Current zoning at 251 Penfield Drive

3.4.1 Residential Fourth Density Zone, Subzone X, Exception 1201 (R4X[1201])

The intent of the Residential Fourth Density Zone, Subzone X is to accommodate a wide mix of residential building forms ranging from detached to low-rise apartment dwellings. The urban exception, 1201, prohibits all uses except for a Retirement Home. The City of Ottawa defines *Retirement Home* as “a building or part of a building containing rooming units or a combination of rooming and dwelling units, providing residence mostly to senior citizens who do not require assistance with daily living, and which may provide ancillary health, personal service, and recreational services to serve the residents of the home, and may have up to 25 per cent of its gross floor area devoted to providing supervised or supportive in-house care for those who need

assistance with daily living including on-going medical care, nursing care, counselling and social support services.” (maison de retraite) (By-law 2016-131).

Exception 1201 also contains the following additional provisions:

- Minimum lot area: 8,000 m²
- Minimum lot width: 30 m
- Minimum front yard setback: 7.5 m
- Minimum rear yard setback: 7.5 m
- Minimum interior side yard setback: 3 m provided that where the interior side lot line abuts an R1M zone, the minimum interior side yard setback is 4.5 m
- Minimum net floor area: dwelling unit 42 m²
- Minimum building heights:
 - i) Main building: 11 m
 - ii) Accessory buildings: 4 m
- Maximum density: no greater than the existing density

Zoning Mechanism	Requirement	Proposed	Conformity
Permitted Use	Retirement Home	Planned Unit Development	✗
Minimum Lot Area	8,000 m ²	10,266 m ²	✓
Minimum Lot Width	30 m	>30 m	✓
Minimum Front Yard Setback	7.5 m	7.5 m	✓
Minimum Corner Side Yard Setback	7.5	N/A	✓
Minimum Interior Side Yard Setback	3 m provided that where the interior side lot line abuts an R1M zone, the minimum interior side yard setback is 4.5 m	3 m	✓
Minimum Rear Yard Setback	7.5 m	>7.5	✓
Minimum Net Floor Area	42 m ²	52 m ²	✓
Maximum Building Height	Main building: 11 m Accessory buildings: 4 m	Main building: <11 m Accessory buildings: 4 m	✓
Maximum Density	No greater than the existing density	No density limit	✗
Minimum Residential Parking Space Requirements	1 per dwelling unit	24	✓
Minimum Visitor Parking Space Requirements	0.2 per dwelling unit	2	✓
Minimum Drive Aisle Width	6.7 m	9 m	✓

3.4.2 Proposed Zoning

As part of the proposed zoning amendment, the existing site-specific exception is proposed to be removed to permit a Planned Unit Development and revert to the performance standards required in the R4X zone. A new site-specific exception is proposed to be added to permit an interior side yard setback of 3 m.

Zoning Mechanism	Requirement	Proposed	Conformity
Minimum Lot Area	1,400 m ²	10,266 m ²	✓
Minimum Lot Width	18 m	>30 m	✓
Minimum Front Yard Setback	7.5 m	7.5 m	✓
Minimum Corner Side Yard Setback	7.5 m	N/A	✓
Minimum Interior Side Yard Setback	7.5 m	3 m	✗
Minimum Rear Yard Setback	7.5 m	>7.5	✓
Maximum Building Height	11 m	<11 m	✓
Minimum Residential Parking Space Requirements	1 per dwelling unit	24	✓
Minimum Visitor Parking Space Requirements	0.2 per dwelling unit	2	✓
Minimum Drive Aisle Width	6.7 m	9 m	✓

4.0 Public Consultation Strategy

Public consultation will be undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law Amendment applications.

5.0 Conclusion

It is our professional opinion that the proposed Zoning By-law Amendment application is appropriate, represent good planning, and is in the public interest, due to the following:

- The proposed development conforms to the City of Ottawa Official Plan policies for the General Urban Area designation by proposing residential development that will contribute to the full range and choice of housing types in the Beaverbrook neighbourhood.
- The proposal is consistent with the Provincial Policy Statement 2020 by providing efficient and appropriate development on lands within the urban boundary and contributes to the range of housing available in the community.
- The proposed development meets the intent and purpose of the new City of Ottawa Plan's Preliminary Policy Directions relating to Growth Management and Housing
- The proposed development meets the vast majority of applicable requirements of the Comprehensive Zoning By-law 2008-250. The requested amendments are appropriate and will not create undue negative impacts on the community or surrounding properties.