

Subject: Zoning By-law Amendment – 377 and 381 Winona Avenue

File Number: ACS2023-PRE-PS-0050

Report to Planning and Housing Committee on 3 May 2023

and Council 10 May 2023

**Submitted on April 21, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Kitchissippi (15)

Objet : Modification du Règlement de zonage – 377 et 381, avenue Winona

Dossier : ACS2023-PRE-PS-0050

Rapport au Comité de la planification et du logement

le 3 mai 2023

et au Conseil le 10 mai 2023

**Soumis le 21 avril 2023 par Derrick Moodie, Directeur, Services de la planification,
Direction générale de la planification, des biens immobiliers et du développement
économique**

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Quartier : Kitchissippi (15)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 377 and 381 Winona Avenue from TM to TM [XXXX], as shown in Document 1, to permit the redevelopment of the site into a six-storey mixed-use building, as detailed in Document 2.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of May 10, 2023 subject to submissions received between the publication of this report and the time of Council’s decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d’approuver une modification du *Règlement de zonage* n° 2008-250 pour le bien-fonds situé aux 377 et 381, avenue Winona, comme le montre le document 1, en vue de permettre le réaménagement de la propriété en un bâtiment polyvalent de six étages, comme l’explique en détail le document 2.
2. Que le Comité de la planification et du logement donne son approbation afin que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux “exigences d’explication” aux termes de la *Loi sur l’aménagement du territoire*, à la réunion du Conseil municipal prévue le 10 mai 2023 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

377 and 381 Winona Avenue

Owner

Azure Winona Inc.

Applicant

NOVATECH Engineers, Planners & Landscape Architects

Architect

CSV Architects

Description of site and surroundings

The subject site is located on the south-east corner of Winona Avenue and Picton Avenue, north of Richmond Road. It has a lot area of approximately 958 metres squared and currently contains two, two and a half--storey single detached houses. It is surrounded by low-rise residential buildings to the north and west, a surface parking lot immediately to the east and commercial uses to the south along the Richmond Road mainstreet corridor.

Summary of proposed development

This application has been submitted to permit the redevelopment of the site into a six-storey mixed-use building with two ground floor commercial units and 60 residential units, including 24 studios, 18 one-bedroom units and 18 two-bedroom units. A concurrent Site Plan Control application (D07-12-22-0154) has been submitted.

Summary of requested Zoning By-law amendment

The subject site is currently zoned TM – Traditional Mainstreet.

The proposed Zoning By-law Amendment seeks to:

1. Establish a minimum corner side yard setback of 0.0 metres, with an additional 2.0 metre setback provided above the fourth storey, whereas a minimum corner side yard setback of 3.0 metres is required, except for any part of a building above 15.0 metres for which an additional 2.0 metre setback must be provided.
2. Permit a reduced minimum parking space rate of 0.25 spaces per dwelling unit after the first 12 units, whereas 0.5 spaces per unit is required after the first 12 units. The development provides 13 residential spaces, whereas 24 spaces are

required. Five visitor parking spaces are provided in accordance with Section 102 of the Zoning By-law.

DISCUSSION

Public consultation

A community information session was held on December 13, 2022 via Zoom.

The meeting was attended by approximately seven neighbours, members of the Westboro BIA and Councillor Leiper. Members of the public commented on the architecture of the building, its potential to generate noise in proximity to low-rise residential uses, staging and construction, and parking. The applicant addressed many of these comments in the second submission of the applications and changes were made to the design of the building.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation(s)

The subject site is located within the Inner Urban Transect according to Schedule A of the Official Plan (2022). Subsection 5.2 provides policies for the Inner Urban Transect that aim to enhance or establish an urban pattern of built form, site design and mix of uses, prioritize walking, cycling and transit with, and to and from, the Inner Urban Transect, and provide direction to Mainstreets within it.

The subject site is designated Mainstreet Corridor according to Schedule B2. The Corridor designation applies to bands of land along specified street whose planned function combines a higher density of development, a greater degree of mixed uses and a higher level of transit service. Subsection 6.2.1(1)(b) provides that a Corridor designation may include one or more lots on a side street that intersects with the Corridor so as to extend the designation along the side street to the average depth of the Corridor designation along the rest of the Corridor block. Although the subject site is located along a side street (Winona Avenue) of the specified mainstreet (Richmond Road), it is appropriate to extend the Corridor designation to include the subject site in this context, as reflected by the existing Traditional Mainstreet zoning that applies to the site.

Other applicable policies and guidelines

The subject site is located within Planning Area Sector 3 (Westboro Village) of the Richmond Road / Westboro Secondary Plan. Subsection 5.3 of the Secondary Plan provides land use policies that aim to reinforce the main street corridor character of Westboro Village, maintain a pedestrian scale and encourage a mix of uses. Schedule

C of the Secondary Plan establishes a maximum building height of four to six storeys for the subject site.

The subject site is located within the planning area of the Richmond Road / Westboro Community Design Plan (CDP) according to Map 1 of that Plan. The CDP is intended to guide the long-term growth and development of the Richmond Road/Westboro area and informs the policy framework of the Richmond Road / Westboro Secondary Plan. It contains land use strategies and building guidelines to guide future development. The CDP envisages a maximum building height of six-storeys on the subject site.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law Amendment application and Site Plan Control applications were subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting on December 2, 2022, which was open to the public.

The panel's recommendations from the formal review of the Zoning By-law Amendment application and Site Plan Control application are attached as Document 4.

The panel was successful in aiding in the implementation of the following:

- A revision of materials to reduce the heavy appearance of the building and improve sustainability, including at the corner and upper floors,
- Removal of glass guard rails on the ground floor, and
- The introduction of windows on the south façade on the building to avoid an expansive blank wall visible from Richmond Road.

Further details in response to UDRP recommendations will be considered through the corresponding Site Plan application.

Planning Rationale

Official Plan

The proposal is consistent with the policies regulating development in the Inner Urban Transect and Mainstreet Corridors. The proposed development exhibits urban characteristics, as described in Table 6 of the Official Plan, including shallow/zero front yard setbacks, principal entrances with direct relationships to the public realm, small areas of formal landscaping and underground motor vehicle parking. The proposed building will include ground floor commercial units with residential units above, contributing to the mix of uses in the area. A reduced number of motor vehicle parking

spaces and increased number of bicycle parking spaces will contribute towards supporting active transportation and upgrades to the sidewalks surrounding the site will improve local walkability. The proposed height of the building, at six-storeys, is consistent with Official Plan policies regulating building heights in this area. The building setback provided at floors five and six will assist in the transition in height between the building and low-rise residential buildings to the north.

Richmond Road / Westboro Secondary Plan

The proposal is consistent with the policy direction of the Secondary Plan. The proposed building is of a height contemplated by the Plan and will include setbacks that help the building to transition to the adjacent low-rise neighbourhood. The scale and character of the established low-rise neighbourhood to the north will be preserved while enabling intensification to occur. A mix of uses is proposed that will enhance the character and vitality of Westboro Village. The proposed reduction in the minimum required parking rate and increase in the number of bicycle parking spaces provided will reduce reliance on private automobiles and support active transportation.

Recommended Zoning Details

As detailed in Document 2, the proposed Zoning By-law Amendment will have the effect of reducing the minimum corner side yard setback to 0.0 metres along Winona Avenue, while maintaining the requirement for an additional 2.0 metre setback at and above the fourth storey. It is important to note that while Winona Avenue serves as the front of the building, the lot line facing Picton Avenue is considered the front as per zoning, and hence the zoning relief for the corner side yard setback. A reduction in the minimum required number of parking spaces (from 0.5 per dwelling unit after the first 12 units to 0.25 spaces per dwelling unit after the first 12 units) is also requested. All other provisions of the underlying TM – Traditional Mainstreet Zone will be maintained. The purpose of the TM Zone is to accommodate a broad range of uses, foster and promote compact, mixed-use, pedestrian-oriented development and provide standards that ensure street continuity, scale and character is maintained, and that uses are compatible with and complement surrounding land uses.

The subject site is zoned TM despite not having frontage on Richmond Road. The proposed Zoning By-law Amendment would have the effect of establishing Winona Avenue (the side street closest to Richmond Road) as the street onto which the building fronts. The proposed site plan demonstrates full conformity with all other provisions of the underlying zone. An interior side yard of 4.2 metres is proposed on the Picton Avenue side, whereas no interior side yard is required between a mixed-use building

and a surface parking lot, which will enable the provision of landscaping, amenity space for ground-oriented units and the screening of utilities and other equipment.

Staff are therefore of the opinion that the proposed Zoning By-law Amendment is appropriate for this site.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

There are no rural implications associated with the recommendations of this report.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendation.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with the recommendations of this report.

ASSET MANAGEMENT IMPLICATIONS

There are no servicing constraints identified for the proposed rezoning at this time. Servicing requirements to be confirmed at time of site plan.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the recommendations of this report.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0100) was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Urban Design Review Panel Recommendations

CONCLUSION

Staff recommend approval of the Zoning By-law Amendment as the proposal is consistent with the Official Plan and Richmond Road / Westboro Secondary Plan. The relief requested to provisions of the TM Zone will result in a more contextually appropriate development than would be the case otherwise and will assist in achieving City objectives in terms of intensification, urban design and mobility.

DISPOSITION

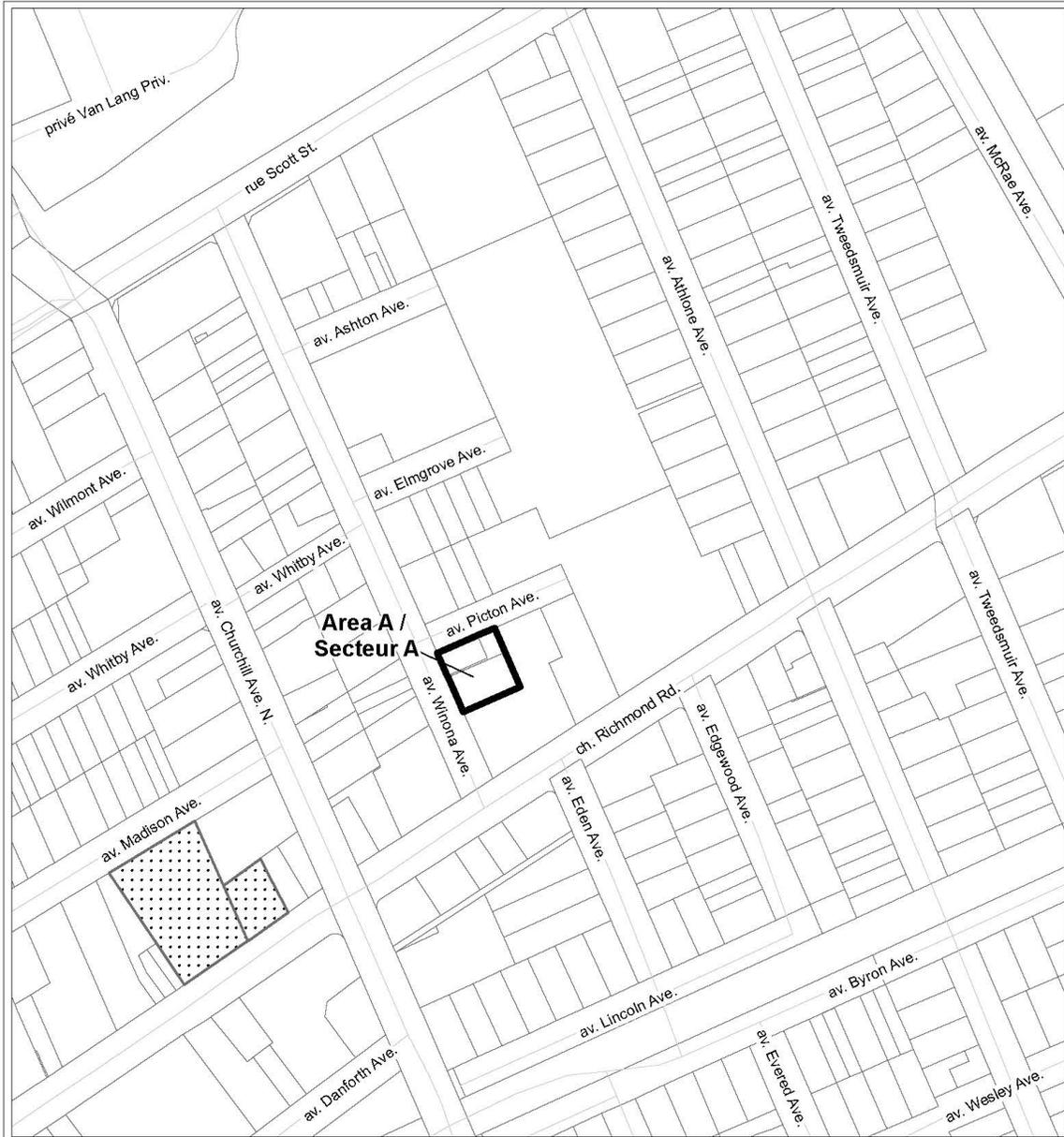
Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE SITE PLAN / PLAN D'EMPLACEMENT	
D02-02-22-0100	22-1077-D	377, 381 av. Winona Avenue	
D07-12-22-0154		 Area A to be rezoned from TM to TM[XXXX] Le zonage du secteur A sera modifié de TM à TM[XXXX]	
I:\CO\2022\ZKP\Winona_377_381		 Heritage (Section 60) Patrimoine (Article 60)	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY</small>		Entire map area is affected by the Mature Neighbourhoods Overlay (section 139) / Tout le secteur de la carte est touché par la Zone sous-jacente de quartiers établis (article 139)	
REVISION / RÉVISION - 2023 / 03 / 28			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 377 and 381 Winona Avenue:

- 1) Rezone the lands as shown in Document 1.
- 2) Add a new exception [xxxx] to Section 239, Urban Exceptions, with provisions similar in effect to the following:
 - a) In Column II, Applicable Zoning, add the text TM[xxxx]
 - b) In Column V, Provisions, add the following text:
 - i. The minimum corner side yard setback is 0 metres, except for any part of a building above 15 metres, for which a minimum corner side yard setback of 2 metres must be provided.
 - ii. Despite Section 101, the minimum parking space rate is 0.25 spaces per unit after the first 12 dwelling units.

Document 3 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. One community information meeting was also held on December 13, 2022 via Zoom.

Public Comments and Responses

Comment:

Concerns that proposed number of parking spaces is insufficient, spillover effects on the street and increased traffic.

Response

Site Plan Agreement conditions will require that residents are made aware that parking is not guaranteed. The proposed development will be within walking distance of the LRT and Richmond Road. Bicycle parking spaces are proposed at a higher rate than required to promote active transportation and make up for the loss in motor vehicle spaces.

Comment:

Concerns about transition to abutting R4UB Zone.

Response

Building stepbacks are provided above the 4th storey along Winona and Picton Avenues according to the provisions of the TM Zone. A change in materiality will help to reduce the visual appearance of the appear storeys.

Comment:

Concerns with location of the outdoor patio on the corner of Winona and Picton and of potential noise.

Response

The commercial patio is designed to visually define the corner of Picton and Winona and to establish a point of entry to the Richmond Road corridor from the north. Future redevelopment of the property located immediately to the south of the subject property

is anticipated to establish retail or commercial uses at grade along Richmond Road and the Winona Avenue frontage. It is anticipated that the patio will serve a small-scale restaurant that will not generate significant noise. The proposed patio complies with zoning.

Comment:

Concerns with lack of sight triangle.

Response

Sight triangles are not prescribed under Section 57 of the Zoning By-law for mixed-use buildings. Winona Avenue and Picton Avenue are designated as local roads with low traffic volume, and the existing curb radius assists in sight distance. The applicant has been asked to review the sight distance to ensure that no obstructions would hinder the view of drivers. If it is determined that such an obstruction may exist, a sight triangle may be requested during Site Plan Control.

Document 4 – Urban Design Review Panel Recommendations

377-381 WINONA AVENUE | Formal Review | Zoning By-law Amendment and Site Plan Control Application | Azure Winona Inc.; CSV Architects; NOVATECH

Summary

- The Panel thanked the proponent for the presentation. There is strong support for the development; the scale is appropriate, and the building typology will set a good precedent for the neighbourhood as it creates a transition to the low-rise residences on the north.
- The corner configuration is generally supported, but the Panel recommends the materiality and the datums at the ground to be studied further.
- Recommendations were provided to improve the landscape area at the corner of Picton Avenue and Winona Avenue and to create a more formal and robust treatment that would complement the building's warehouse aesthetic.

Materiality

- The Panel appreciates the façade and warehouse aesthetic and the use of sustainable, noble materials found in the neighbourhood, such as brick, that complement the street. The precast, pilaster and brick detailing create a successful two-layer effect.
- The composite material is appropriate on the upper two floors; however, the dark brown or black composite panels appears heavy, particularly at the corner where the cantilever is opaque and is a departure from the warehouse aesthetic. The Panel recommends using brick and articulating the corner while keeping the proposed cladding upper floors.
- The upper floors are well detailed, but the window treatment and penthouse colour create an over-scaled and dominant effect. The proponent should consider changing the colour of the upper floors and penthouse cladding to a lighter material such as cement grey, wood or metal that will be compatible with brick and tie the project together. The continuous glass guard around the perimeter is at odds with the warehouse aesthetic and should be reconsidered.
- There is an opportunity for the entrance canopies to be lighter structures to allow more light to penetrate, have finer detailing, and be of a residential scale. The

proponent should consider extending the canopies and supporting them with steel rods or chains that relate to the warehouse aesthetic.

- The proponent should re consider the glass guard at the ground level and instead consider a picket rail system that would be more in keeping with the warehouse aesthetic and could be removed during winter to create a seamless transition between the public and private realms.
- The irregular datum of the window and doors on the ground floor should be studied further.

Architectural Expression

- The Panel has concerns with the wall treatment and window placement on the south façade due to its visibility from Richmond Road and proximity to the south lot line. The Panel recommends the proponent introduce a commercial use at the corner and, rather than creating a blank wall, introduce a pilaster pattern and reconsider the soffits to create a more appealing façade to animate the view from Richmond Road.
- The Panel notes the zero setbacks and questions the rainwater runoff condition and the relationship to the adjacent lots. The proponent is encouraged to consider the adjacent lot's context and future development and its effect on the units facing the lot.
- The ground floor unit facing Picton Avenue feels isolated, and its location should be reconsidered.

Public Realm and Landscaping

- The Panel believes the landscape should reflect the character of the neighbourhood. The proponent should consider setting the building back to provide more than 1.5 metres of soil for tree planning.
- There is a concern with the location and proximity of the bike racks to the entrance and their treatment in the streetscape.
- There was a suggestion to integrate hydro transformers within the building and to consider safety through a CPTED lens.

Sustainability

- The Panel appreciates the sustainable measures presented but notes that the dark material is not conducive to improving the building's sustainability objectives. The proponent should consider increasing on-site greenery by adding climbing vines, trellises, and planters on the roof and terraces.