File Number: ACS2023-PRE-PS-0074

Report to Planning and Housing Committee on 21 June 2023

and Council 28 June 2023

Submitted on June 9, 2023 by Derrick Moodie, Director, Planning Services, Planning, Real Estate and Economic Development

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Ward: Capital (17)

Objet : Modification du Règlement de zonage – 15 et 17, avenue des Oblats

Dossier : ACS2023-PRE-PS-0074

Rapport au Comité de la planification et du logement

le 21 juin 2023

et au Conseil le 28 juin 2023

Soumis le 9 juin 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 : Capitale (17)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 15 and 17 des Oblats Avenue as shown in Document 1, to permit the adaptive re-use of a former convent building into a residential use building, with a four-storey addition on the northwest side of the property, as detailed in Document 2.

2. That Planning and Housing Committee recommend Council 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 June 28, 2023, subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

- Que le Comité de la planification et du logement recommande au Conseil d'approuver une modification du Règlement de zonage 2008-250 visant les 15 et 17, avenue des Oblats, un bien-fonds illustré dans le document 1, afin de permettre la réutilisation adaptative d'un ancien couvent en immeuble résidentiel assorti d'un rajout de quatre étages du côté nord-ouest de la propriété, comme l'expose 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 28 juin 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 <u>link to</u> <u>Development Application Search Tool</u>.

Site location

15 and 17 des Oblats Avenue

Owner

Forum/SLP 15 Oblats Limited Partnership

Applicant

Fotenn Consultants Inc. c/o Patricia Warren

Architect

Woodman Architects & Associates Ltd.

Description of site and surroundings

The site is located on the northern edge of the Greystone Village subdivision. It is a through-lot with frontages on des Oblats Avenue and Springhurst Avenue, east of Main Street. The neighbourhood is characterized by low-rise to high-rise residential developments as well as institutional uses. The area north of the subject property is composed of mainly low-rise residential uses ranging from detached dwellings to low-rise apartment buildings. South of the site is the Saint Paul University Campus and a park along the Rideau River. East of the property are recently constructed townhouses, the Greystone Village Retirement building, and the Rideau River. West of the site are low to mid-rise buildings, institutional uses, as well as the evolving mainstreet corridor along Main Street

Summary of proposed development

The proposal is for the adaptive re-use of a former convent building into a residential use building, with a four-storey addition on the northwest side of the property. The proposal will result in the creation of 284 residential dwelling units intended as rental, providing a mix of studio, one-, two-, and three-bedroom apartments. The project includes 27 visitor surface parking spaces accessed from Springhurst Avenue, five of which can be used for car-share spaces as noted in the recommended zoning details. Two dedicated car-share spaces are shown along des Oblats Avenue. There are a total of 418 bicycle parking spaces, which is intended to match or exceed the number of bedrooms in the development. The site includes a variety of amenity areas, one at-grade within an interior courtyard, and one on the rooftop of the addition on the northwest corner of the building, a portion of which will be contained within the

site through parkland dedication (secured via Site Plan), and will be zoned O1 (Parks and Open Space Zone).

The associated site plan control application (D07-12-22-0124) is an active application as the review of the Zoning and Site Plan files were concurrent. The parkland and a number of the transportation demand management measures that support the zoning relief will be secured through the Site Plan Agreement following zoning approval.

Summary of requested Zoning By-law amendment

The applicant aims to amend the zoning of the property's northern part, currently designated as R4UD[1848]-h (Residential Fourth Density, Subzone UD, with exception, and a holding symbol), and the southern part, currently classified as R5B[1846]-h (Residential Fifth Density, Subzone B, with exception, and a holding symbol). The proposal is for site-specific zoning provisions to accommodate the desired built form, proposed amenity penthouse, and to remove the holding symbol. Additionally, the portion of the property intended for parkland dedication is recommended to be rezoned to O1. The specific amendments include the following and are further detailed in Document 2:

- Permitting the amenity penthouse to exceed the height limit on the Springhurst Avenue side of the building;
- Reducing the required resident parking to 0;
- Amending the interior side yard setback to allow for setbacks ranging from 0.03 to 4.19 metres, which acknowledges the existing building and proposed addition;
- Minimizing the landscaped buffer between the parking lot and the street to a zero metre buffer;
- Allowing front yard parking for two car-share vehicles on des Oblats Avenue; and
- Enabling up to five visitor parking spaces to be repurposed for car-sharing.
- Increasing the bicycle parking rate to 1.3 spaces per unit.

DISCUSSION

Public consultation

A public information session was held virtually on December 7, 2022.

Approximately thirty residents attended this meeting hosted by Councillor Menard and led by the Applicant Team. The primary issues of concern relate to the traffic count data, the proposed reduction in parking, and potential privacy and trespassing due to the proposed addition and mid-block connection.

Official Plan designation(s)

The subject property is designated as an Evolving Neighbourhood within the Inner Urban Transect on Schedule A of the Official Plan. The plan encourages mid- to highdensity development tied to transit access, infrastructure capacity, and appropriately scaled building heights and massing.

Other applicable policies and guidelines

The lands are located within the boundaries of the Old Ottawa East Secondary Plan, in Policy Area 3, which encompasses the lands east of Main Street, between Springhurst Avenue and Clegg Avenue. The property is split designated with the northern half being Neighbourhood Low-Rise (up to four storeys) and the southern half being Neighbourhood Mid-Rise (up to six storeys). The policies for this area aim to guide its redevelopment into a diverse, sustainable, and integrated urban environment that focuses on creating a vibrant and pedestrian-friendly Main Street.

Heritage

During the Built Heritage Sub-committee meeting on March 9th, 2021, a motion was proposed to add 15 des Oblats Avenue to the City of Ottawa Heritage Register and to review whether the property met the criteria under the *Ontario Heritage Act*. However, this motion was amended and agreed upon by staff, indicating that the property was not a strong candidate for heritage designation. The revised motion instructed staff to seek meaningful ways to commemorate the Sisters of the Sacred Heart of Jesus. This commemoration is expected to align with the Ottawa East Secondary Plan (Policy 20), which recommends preserving the grove of trees and the Blessed Virgin statue. The statue will be relocated to an appropriate location on site through the Site Plan Application.

Planning rationale

Official Plan

Section 4.1.4 lays out a city-wide policy which promotes a transition towards sustainable transportation modes, and provides the ability to lessen or entirely eliminate minimum parking requirements in specific areas. When a site is located within an 800-metre walking distance to a transportation hub, we are to consider reductions in minimum

parking rates, and in some cases introduce maximum parking restrictions. The subject development is within approximately 800 metres walking distance to the Lees O-Train Station, thereby justifying the reduction in parking and encouraging other active modes of transportation. Additionally, the site is located in an area that has a 15-minute neighbourhood score of 7 and 8 out of 9, indicating ease of access to services and amenities. As the Main Street corridor evolves this score will be further improved.

Guided by the Official Plan, Council has recently approved the first phase of the Transportation Master Plan (TMP). This plan introduces numerous policies that support sustainable modes of travel. Part of these policies include Transportation Demand Management (Policy 11-1), which uses tools like incentives and educational initiatives to influence how people travel, with the goals of reducing single-passenger car trips and encouraging the use of sustainable transportation options.

The proponent has provided a very comprehensive transportation demand management strategy that include a number of elements that will encourage these active and transit supportive modes. For instance, they are providing a bike parking rate that is exceeding the total number of bedrooms proposed on site, for a total of 418 bicycle parking spaces. Furthermore, the spaces are appropriately located throughout the site, per the objectives of 4.1.2, Policy 9, which requires both outdoor and indoor spaces. There will be 28 spaces located outdoors in convenient locations to support short-term visits, and 390 spaces will be in an indoor location, served by a dedicated elevator. In addition to this, ten rental bicycles will be made available to the residents of this development.

The proposed strategy also includes two dedicated car-share spaces located on des Oblats Avenue, and up to five of the 27 visitor parking spaces may be used for the purpose of car-sharing. This will allow the property management to adjust the proportions based on demand for either visitor parking or car-share.

Additionally, through the Site Plan application, the owner has committed in writing to deliver the following transit demand strategies through conditions of approval: preloaded presto cards for tenants upon execution of a lease; ten bicycles available for rental; a property manager available 24-hours a day offering concierge service for residents; and a notice in each lease agreement notifying tenants that parking is not available on-site and that on-street parking is not a viable option.

In addition to the above initiatives, the presence of an on-site property manager will ensure residents have access to concierge services. This is critical to educate residents in the most efficient way to get to their destinations, to encourage better transportation habits, and to ensure that the visitor and car-sharing spaces are being used appropriately. Finally, 5.2.1 Policy 2 supports the redevelopment of large blocks of land to a more integrated urban district that are supported by pedestrian networks. The proposed development includes a pathway on the western property line which will increase permeability through the neighbourhood and connect residents within Greystone Village to the neighbourhood to the north and allow better access to the Lees O-Train Station.

Old Ottawa East Secondary Plan

This plan advocates for a diverse mix of residential types to accommodate a broad demographic (Policy 18(a)). Converting an existing building into a rental apartment aligns with this policy by offering a new style of housing option and tenure to the area.

Policy 22(a)(vii) supports alternative transportation options, which includes walking, cycling, and public transit, and Policy 19(a) aims to create a pedestrian-friendly environment. A reduction in parking aligns with these objectives, as it encourages residents to utilize these more sustainable forms of transportation.

Finally, Policy 18(b) encourages a diverse mix of uses that contribute to self-sufficiency, which supports the concept of the Official Plan's 15-minute neighbourhood. By reducing parking and promoting walkability, the development aligns with the goal of creating a sustainable, vibrant, and thriving Main Street, as laid out in Policy 19(b). This would mean residents can access their daily needs within a short walk, reducing the need for vehicle use and, consequently, the demand for parking spaces.

The recommend Zoning Schedule 'YYY' (Document 3) ensures consistency with the built form height permission which split this site from the north and south portion between low-rise and mid-rise.

Zoning By-law

As detailed in Document 2, the proposed Zoning By-law Amendment has the effect of rezoning the site to include site specific provisions. The following summarizes the site-specific zoning provisions and planning rationale:

- The site is proposed to be rezoned from R4UD[1848]-h and R5B[1846]-h to an R5B [XXXX] S(YYY) designation as the proposed development closely aligns with the R5B zoning over an R4UD zoning in terms of setback requirements.
- The northeast portion of the site is proposed to be rezoned to O1 (Open Space), which is consistent with this type of park space. The park will have frontages on two streets and allow for the preservation of two mature trees. Programming for this space will be decided through a separate public process.

The Zoning Schedule in Document 3 includes a variety of amendments to the setback requirements of the R5B zoning designation. For any portion of a building within 21 metres of a front lot line (in this case des Oblats Avenue) to have a side yard setback of three metres. Beyond this, the requirement is 6m. The proposed setbacks range from 0.03 metres to 4.19 metres. The largest reductions are on the north and east side of the building and are meant to acknowledge the existing buildings setbacks as well as the future setback to the park block. Whereas the proposed addition is a minimum of 4.19 metres from the west side lot line. This is largely consistent with the Zoning By-law in providing ample separation between buildings.

The proposed heights described on the Zoning Schedule are in line with the policy objectives of the secondary plan. The building is a maximum of four storeys but will require an amendment to Section 64 to allow an amenity penthouse to project above this by a maximum of 4.5 metres. The structure will be limited to a location that provides separation between the proposed outdoor rooftop amenity area and the existing residential building to the west. The size of the amenity penthouse will be restricted to 350 square metres. Residential units are not permitted within a permitted projection.

- Relief is sought regarding the parking requirements. Section 101 requires 136 resident parking spaces. The proposal seeks a reduction to zero resident parking spaces required for the apartment building containing up to 290 dwelling units. The minimum bicycle parking provision has been increased to 1.3 spaces per unit, a rate that exceeds the number of bedrooms, to compensate for the lack of parking and support active transit modes as per Official Plan policy.
- Amendments are also required from the surface parking regulations. Notwithstanding Section 94(3), the proposal allows for up to seven car-share spaces. It further includes amendments to Section 102, allowing up to five required visitor parking spaces to double as car-sharing spaces. The plan calls for a zero-metre landscape buffer for the surface parking lot to account for a jog in the lot line. The actual soft landscaped space in front of this parking area is consistent with the zoning requirement for a buffer.
- In terms of front yard parking, the proposal permits a maximum of two spaces along Oblats Avenue, specifically reserved for car-share vehicles. These alterations to parking policies aim to encourage a diverse set of transportation options for the residents and the location is strategically placed for ease of public use with a car-share provider.

• Removal of the holding symbol was contingent on an approved Site Plan Application. The applicant has provided their Site Plan concurrently with their Zoning Amendment Application. The above amendments are required for the proposed development and prior to Site Plan approval.

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 as a result of this proposal.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Shawn Menard is aware of the application related to this report.

ADVISORY COMMITTEE(S) COMMENTS

N/A

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

There are no servicing constraints identified for the proposed rezoning at this time. Servicing capacity 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 this report. Any Ontario Building Code requirements for accessibility will be imposed at the building permit stage. Based on review of the active Site Plan application, staff have no concerns with accessibility.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0083) was not processed by the "On Time Decision Date" established for the processing of Zoning Bylaw amendments due to further information and measures required to support the reduction in parking.

SUPPORTING DOCUMENTATION

Document 1 Location and Zoning Key Map
Document 2 Details of Recommended Zoning
Document 3 Zoning Schedule
Document 4 Site Plan
Document 5 Elevations
Document 6 Consultation Details

CONCLUSION

The Planning, Real Estate and Economic Development Department supports the application and proposed Zoning By-law Amendment. The proposal is consistent with the Official Plan policies in the Inner Urban Transect Policy Area, as well as those related to the Evolving Neighbourhoods Overlay. The recommended amendment to the Zoning By-law is suitable for the site and aligns with policy objectives pertaining to the Old Ottawa East Secondary Plan.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant;; 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 – Zoning Key Map

For an interactive Zoning map of Ottawa visit geoOttawa



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Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 15 and 17 des Oblats Avenue:

- 1. Rezone the land 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 "R5B [XXXX] S(YYY)";
 - b. In Column V, Provisions, add the following text:
 - i. Maximum building heights and minimum building setbacks are as per Schedule YYY
 - ii. The following provision apply to an Apartment Dwelling, Low-Rise:
 - a. Permitted projections listed in Section 64 and 65 are not subject to the height limits identified on Schedule YYY.
 - b. Area A on Schedule YYY is a permitted projection above the height limit and may include indoor amenity rooms (with associated washroom facilities) with a maximum cumulative floor area of 350 square metres and amenity area rooms have a height limit of 4.5 metres.
 - c. Minimum bicycle parking: 1.3 spaces per unit;
 - d. Despite Section 101, off-street motor vehicle parking is not required for an apartment building of no more than 290 dwelling units;
 - e. Despite Section 102, up to five required visitor parking spaces can be used either for visitor parking or as car-sharing spaces;
 - f. Minimum width of landscape buffer for a parking lot: 0 metres;
 - g. Despite Section 94(3), up to seven parking spaces may be provided as car-share spaces.

- h. A maximum of two front yard parking spaces are permitted along des Oblats Avenue, but are limited to car-share parking spaces only.
- 3. Add Document 3 as new schedule 'YYY' to Part 17 Schedules



Document 3 – Zoning Schedule



Document 4 – Site Plan



Figure 9. North elevation of the proposed addition

Document 5 - Elevations



Figure 10. south elevation of the proposed development



Figure 11. East elevation of the proposed addition



Figure 12. West elevation of the proposed development

Document 6 – Consultation Details

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. A community consultation session was also held virtually on December 7, 2022.

Building Height and Design Concerns

Comments:

- Residents expressed concerns about the increased building height of five-storeys, considering it incongruent with the adjacent R4 zone's lower building heights.
- 2. Concerns related to the design, particularly concerning bicycle movement in and out of the building.
- 3. There were doubts about the proposal's ability to fit in the community.

Staff Response:

The proposed development is for a low-rise, four-storey addition with an interior rooftop amenity space as a permitted projection above the height limit. The intention is for the building to remain a low-rise structure as it presently is. The design incorporates bicycle access via the pathway on the building's west side. To foster community interaction, the project includes amenities such as a public park, public spaces, interior areas, car share spaces, and surface-level bicycle parking.

Transportation Concerns

- 1. Suggestions for contra-flow cycling lanes on Springhurst Avenue.
- 2. Increased traffic on both Springhurst/Rosemere and Oblats was a concern.

Staff Response:

Certain initiatives, such as adding contra-flow cycling lanes, fall outside the scope of the proposed development project and are typically city-led. In response to potential traffic and parking concerns, the project proposes reduced parking spaces to encourage residents to use active transportation methods or public transit, aiming to promote a more sustainable lifestyle.

Parking Concerns

- 1. Concerns regarding parking spaces, particularly their potential to cause conflict and safety issues for pedestrians, were raised.
- 2. Residents expressed concerns over the lack of parking spaces.

Staff Response:

The development project has taken steps to address concerns about pedestrian safety and parking availability. Parking spaces originally planned along des Oblats Avenue have been removed, and in their place, a sidewalk has been reinstated to ensure a safer passage for pedestrians. Moreover, the proposed development has allocated for 27 visitor parking spaces, which is in compliance with the city's zoning by-law for visitor parking requirements. This measure acknowledges the necessity for visitor parking while maintaining the project's emphasis on reducing vehicular dependency and promoting more sustainable modes of transportation.

Site Design Concerns

1. Residents raised issues about the lack of greenspace and trees.

Staff Response:

The site includes retention of an important tree stand that is identified in the Secondary Plan. Following these comments, the applicant removed the long row of parking spaces along des Oblats and introduced a row of trees along with additional minor plantings.

Affordability Concerns

1. Concerns were voiced about the units' affordability.

Staff Response:

The proposed development aims to offer an all-inclusive style of rental units. This type and tenure of unit is not presently available in the area and will complement the subdivision. Per the Ottawa East Secondary Plan, a range of housing options are needed to ensure affordability and accommodate a variety of users including families, seniors, empty nesters, single room occupancy and smaller households.

Other Concerns

1. There were concerns about noise pollution.

- 2. Concerns about shadow effects.
- 3. There were concerns about the potential pressure on existing services, amenities, businesses, schools, and transit.

Staff Response:

Noise from the subject development is not anticipated to be an issue. The amenity spaces were strategically located to mitigate any impact on the existing properties. A shadow study is not required, as additional heights are not being sought here. Regardless, the shadow impact would be slightly more than what is presently there.

The area is sufficiently served by amenities within a short walking distance or bike ride. Additionally, Main Street is expected to develop further to support a complete community.

Comments from the Old Ottawa East Community Association

Comments from the OOECA have been summarized below. The full letter is available upon request.

General Remarks

The repurposing of the Sisters convent is welcome, but significant concerns exist regarding the development proposal.

Density and Traffic Impacts

Potential doubling of dwelling units beyond the Secondary Plan's target might strain local road infrastructure. A new traffic study is suggested, and the proposal's traffic assessment is seen as flawed and outdated.

Reduced Parking Provision

The proposed drastic reduction in resident parking is acceptable only if the unit count is significantly reduced. Errors in the parking analysis overestimate neighbourhood parking capacity.

Interior Amenity Space as Fifth Storey

The proposed fifth storey might necessitate an Official Plan Amendment and requires shadow studies.

Affordability of Units

The units should be genuinely affordable, with more "deeply affordable" and multibedroom units for families.

Design of Addition

If an addition is built, it should have stepbacks and better architectural detailing, and the necessity of air conditioning units alongside a geothermal system is questioned.

Public Pathway between des Oblats and Springhurst

Support for a public pathway is expressed, with mitigation of negative impacts on local residents and city maintenance recommended.

Location of New Parkland (NE corner)

The proposal to provide public parkland at the northeast corner is endorsed.

Staff Response:

Acknowledging the concerns regarding traffic, Staff had requested additional information from the Applicant Team regarding the availability of on-street parking and for a better transportation demand management strategy to alleviate the pressures. we have made efforts to ease potential congestion by encouraging active transportation and public transit use. The site will include the minimum number of visitor parking spaces and will have two full-time car-share spaces and up to five flexible car-share spaces. Pedestrian safety has also been prioritized by removing parking spaces along des Oblats Avenue and reinstating a sidewalk for safer pedestrian passage and an improved public realm.

The rooftop amenity space does not include any livable units and is much more resemblant to a permitted projection The relief being sought is to consider this structure as such. The projection is minimal compared to the shadow impacts that the as-of-right heights would have had on the R5B portion of the site. This area allows a maximum height of six storeys.

The proposed development strives to provide rental units in an all-inclusive style, which currently lacks availability in the area. These units will serve as a valuable addition to the subdivision, aligning with the goals outlined in the Ottawa East Secondary Plan. The plan recognizes the importance of offering a diverse range of housing options to ensure affordability and accommodate various user demographics, including families, seniors, empty nesters, individuals seeking single room occupancy, and smaller households. By offering such a variety of housing options, the development aims to meet the needs of a

wide range of individuals and contribute to a more inclusive and accessible community. The details regarding the mid-block pedestrian connection between des Oblats Avenue and Springhurst Avenue will be further refined through Site Plan. CPTED principles will be employed to ensure the space is safe.