

Subject: Zoning By-law Amendment – 8 Withrow Avenue

File Number: ACS2024-PDB-PS-0069

Report to Planning and Housing Committee on 19 June 2024

and Council 26 June 2024

**Submitted on June 10, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

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Ward: College (8)

Objet: Modification du Règlement de zonage – 8, avenue Withrow

Dossier: ACS2024-PDB-PS-0069

Rapport au Comité de la planification et du logement

le 19 juin 2024

et au Conseil le 26 juin 2024

**Soumis le 10 juin 2024 par Derrick Moodie, Directeur, Services de la planification,
Direction générale des services de la planification, de l'aménagement et du
bâtiment**

**Personne ressource: Colette Gorni, Urbaniste II, Examen des demandes
d'aménagement ouest**

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Quartier: Collège (8)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 8 Withrow Avenue, as shown in Document 1, to permit an eight-storey mixed-use building with residential and place of worship uses, and two three-storey stacked dwellings, 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 June 26, 2024, 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 municipal d’approuver une modification du *Règlement de zonage* (n° 2008-250) pour 8, avenue Withrow comme l’indique la pièce 1, afin d’autoriser la construction d’un immeuble à usage mixte de huit étages, offrant des utilisations résidentielles et religieuses, et de deux logements superposés de trois étages, selon les modalités précisées dans la pièce 2.
2. Que le Comité de la planification et du logement approuve l’intégration de la section Détails de la consultation du rapport dans la « brève explication » du Résumé des mémoires déposés par écrit et de vive voix, à rédiger par le Bureau du greffe municipal et à soumettre au Conseil municipal dans le rapport intitulé « Résumé des mémoires déposés par écrit et de vive voix par le public sur les questions assujetties aux "explications obligatoires" de la *Loi sur l’aménagement du territoire* à la réunion tenue par le Conseil municipal le 26 juin 2024 », sous réserve des mémoires qui seront déposés entre la publication de ce rapport et la date à laquelle le Conseil municipal rendra sa décision.

EXECUTIVE SUMMARY

Staff Recommendation

Planning staff recommend the approval of the Zoning By-law Amendment for 8 Withrow Avenue to permit the development of an eight-storey mixed-use building containing

residential and place of worship uses, and two blocks of three-storey stacked dwellings; all residential units are to be affordable housing.

The applicant is requested the following:

- Permit residential development on the rear portion of the site.
- Establish parameters for interpreting zoning on the site.
- Eliminate minimum frontage and glazing requirements along the corner side lot lines.
- Eliminate requirement to construct first phase of development along Merivale Road.
- Reduce minimum vehicular parking rates and permit additional spaces to be sized for compact cars.
- Permit required vehicular parking in a required corner side yard.
- Establish minimum building setbacks for the proposed stacked dwellings.

The proposal aligns with applicable Official plan policies for this area. The site is designated “Mainstreet Corridor” on Schedule B3 – Outer Urban Transect and is subject to Area Specific Policy 45 – Merivale Road.

Applicable Policy

The following policies support this application:

- Mid-rise development is permitted along Corridors in the Outer Urban Transect except where the lot is too small to provide suitable transition to abutting low-rise areas as set out in Policy 2 of Section 5.3.1 of the Official Plan. The subject site is large enough to provide appropriate transition from the proposed mid-rise building to the existing low-rise residential neighbourhood. The proposed three-storey stacked dwellings facilitate a gradual transition from eight to two storeys.
- Policy 6 of Section 4.6.6 of the Official Plan provides specific direction on how to enable the sensitive integration of new low-rise buildings to ensure Ottawa meets its intensification targets while considering liveability for all. The proposed stacked dwellings complement surrounding context of the area through appropriate building setbacks and heights, areas for soft landscaping, and main entrances at-grade.
- Policy 4 of Section 5.3.1 of the Official Plan directs that the Zoning By-law shall

provide for a range of dwelling unit sizes in multi-unit dwellings along Corridors. The proposed development includes a mix of studios, one-bedroom, two-bedroom, three-bedroom, and four-bedroom units.

- Section 4.2.1 of the Official Plan provides direction for the production of a diverse range of flexible and context-sensitive housing options and missing middle housing within the City of Ottawa. The proposed development creates 84 new affordable housing units in a combination of missing middle housing and mid-density development in a manner that respects the abutting low-rise neighbourhood.

Public Consultation/Input

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

15 comments were received during the application review process, which were generally supportive of the affordable housing element of the proposal. There were also concerns raised about the amount of surface parking proposed, compatibility with the surrounding area, and traffic.

RÉSUMÉ

Version française - send Executive Summary for translation through Broca

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

8 Withrow Avenue

Owner

Joel Prentice, The Incumbent Rector and Wardens of Julian Norwich Anglican Church

Applicant

Eric Bays, Stantec Consulting Ltd.

Architect

Roberto Campos, Figurr Architects Collective

Description of site and surroundings

The property is located along the east side of Merivale Road between Rossland Avenue and Withrow Avenue. The site has an area of 7,214 square metres and frontage on three streets – 21.87 metres along Merivale Road, 104.72 metres along Withrow Avenue, and 138.89 metres along Rossland Avenue. The site is currently occupied by the Julian of Norwich Anglican Church, former rectory building, and associated surface parking. Surrounding land uses include low-rise commercial retail to the north, east and south; a five-storey office building to the southeast; a secondary school to the southwest; and low-density residential neighbourhoods to the west and northwest.

Summary of proposed development

The proposed development includes the construction of an eight-storey mixed-use building along Merivale Road, a block of three-storey stacked dwellings along Withrow Avenue, and a block of stacked dwellings along Rossland Avenue. The proposed mixed-use building contains 57 residential units, as well as office and church sanctuary space on the ground floor to support the ongoing operations of the existing place of worship use on the site following the demolition of the existing church building. The block of stacked dwellings along Withrow Avenue contains 12 four-bedroom units, which are all accessed directly from Withrow Avenue. The block of stacked dwellings along Rossland Avenue contains a total 15 units, including a mix of two-bedroom and three-bedroom units; ten units are accessed directly from Rossland Avenue, and five units are accessed at the rear of the building.

A total of 72 vehicular parking spaces, including 42 residential spaces, 17 visitor spaces, and 19 spaces to support the office and place of worship uses, are proposed within two surface parking lots and in front of the stacked dwellings. A total of 84 bicycle parking spaces are provided on site – 57 spaces are located internally within the proposed mixed-use building, and the remaining 27 spaces are located outside throughout the site.

The proposed residential units will accommodate affordable housing. The Owner has entered into a Contribution Agreement with the City of Ottawa's Housing Services Branch for the development of affordable housing. The project is considered a High Social Impact Project (HSIP).

Summary of requested Zoning By-law amendment

The subject site is currently zoned I1B[422] (Minor Institutional, Subzone B, Urban Exception 422), I1B (Minor Institutional, Subzone B), and AM10 (Arterial Mainstreet,

Subzone 10). The zoning by-law amendment is requested to permit the development of an eight-storey mixed-use building containing residential and place of worship uses, and two blocks of three-storey stacked dwellings.

The proposed zoning by-law amendment seeks to rezone the subject site to AM10 with a site-specific exception, AM10[xxxx] (Arterial Mainstreet, Subzone 10, Urban Exception xxxx), addressing the following:

- Permit residential development on the portion of the site currently zoned I1B[422] and I1B, whereas the Zoning By-law currently limits residential uses associated with a place of worship to three ancillary rooming units.
- Establish the following for the purposes of zoning - Merivale Road is the front lot line, Withrow Avenue and Rossland Avenue are corner lot lines, and the subject site is considered one lot for zoning purposes.
- Eliminate the minimum percentage of frontage to be occupied by building walls along corner lot lines (Rossland Avenue and Withrow Avenue), whereas the Zoning By-law requires at least 50 per cent of the frontage along the corner side lot line be occupied by building walls located within 4.5 metres of the frontage for a Residential use building, and within 3.0 metres for Non-residential and Mixed-use buildings.
- Establish that the first phase of a phase of development does not need to meet the minimum building frontage requirements along the front lot line (Merivale Road), whereas the Zoning By-law requires that in the case of a phased development, the first phase must satisfy the requirement for at least 50 per cent of the frontage along the front lot line to be occupied by building walls prior to or concurrent with the construction of any building at the interior or rear of the lot for the portion of property shown in that phase.
- Reduce minimum vehicular parking requirements to reflect the rates identified for Areas X and Y on Schedule 1A (Inner Urban Area and Inner Urban Mainstreets) in Section 101 of the Zoning By-law, whereas the rates for Area C (Suburban) currently apply.
- Permit 50 per cent of parking spaces on the whole property to be reduced in size to accommodate compact cars, whereas the Zoning By-law currently limits the ability to reduce the size of parking spaces to accommodate compact cars to parking lots and parking garages.
- Permit required motor vehicle parking to be in a required corner side yard.

- Establish minimum building setbacks for the proposed stacked dwellings that reflect the abutting R1FF zoning and ensure enough space is provided between the buildings and the public right-of-way to allow motor vehicle parking.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

15 comments were received during the application review process, which were generally supportive of the affordable housing element of the proposal. There were also concerns raised about the amount of surface parking proposed, compatibility with the surrounding area, and traffic.

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

Official Plan designation(s)

The subject site is designated Mainstreet Corridor on Schedule B3 – Outer Urban Transect.

Other applicable policies and guidelines

Area-Specific Policies (Volume 2C, 45 – Merivale Road)

The applicable area specific policies provide direction for development and redevelopment along the portion of Merivale Road located south of Baseline Road and north of Viewmount Drive, to support the enhancement of the public realm in this area.

Section 2.2.1 Intensification and Diversifying Housing Options

This section provides direction on how growth will take place in Ottawa. Policies within this section direct residential growth within the built-up urban area to support the evolution towards 15-minute neighbourhoods, provide housing options for larger households, and improve public amenities and services.

Section 3 – Growth Management Framework

This section provides direction on how growth will take place in Ottawa. Policies within this section support intensification in areas with existing municipal infrastructure, rapid transit, neighbourhood facilities and a diversity of commercial services.

Section 4.2 – Housing

This section contains policies that support the creation of affordable housing in all areas of the city.

Section 4.6 – Urban Design

This section contains policies that provide direction on how to enable the sensitive integration of new development of low- and mid-rise buildings into existing contexts to ensure Ottawa meets its intensification targets while considering liveability for all.

Section 5.3 – Outer Urban Transect

This section provides direction for development along Mainstreet Corridors in the Outer Urban Transect. Mid- to high-rise development is permitted where appropriate transition can be provided abutting low-rise areas. Further, the Zoning By-law shall provide for a range of dwelling unit sizes in multi-unit dwellings.

Section 6.2 – Corridors

This section provides direction for development on lands within the Corridor designation. Development shall ensure appropriate transitions in height, uses of land, site design and development character through the site, to where the Corridor designation meets abutting designations. Corridors generally permit residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment. Office uses are permitted in the Mainstreet Corridor designation.

Urban Design Review Panel

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

The formal review meeting for the Zoning By-Law Amendment application was held on September 8, 2023.

The panel's recommendations from the formal review of the Zoning By-law Amendment application can be found in Document 5 of this report.

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

- Best efforts made to retain as many existing large trees as possible along Rossland Avenue and Withrow Avenue.
- Building design for the mid-rise and stacked buildings to be refined further through a future site plan control application.

The following recommendations of the panel were not able to be met:

- Uninterrupted landscape buffers between the proposed townhomes and street have not been provided, in favour of private driveway accesses to the stacked townhomes units. It was determined by the applicant that this additional parking was required to support the functioning of the site. The landscape strategy for the site includes soft landscaping between driveways, including native/urban-tolerant trees, to mitigate impacts to the streetscape along Rossland Avenue and Withrow Avenue.
- Surface parking has not been consolidated. It was determined that the proposed site design most efficiently balanced the goals of the project with the challenges of the site, retention of existing trees, provision of the required housing units, and the building/programmatic needs of the church.

Planning rationale

The subject site is designated Mainstreet Corridor on Schedule B3 – Outer Urban Transect in the Official Plan, which permits a range of residential uses and such non-residential uses that integrate with a dense mixed-use environment. Section 5.3.1 of the Official Plan provides further direction for development along Corridors within the Outer Urban Transect. Policy 2 of Section 5.3.1 directs that development in the Outer Urban Transect shall be generally mid- or high-rise along Mainstreets, except where the lot is too small to provide suitable transition to abutting low-rise areas. Policy 4 of Section 5.3.1 directs that the Zoning By-law shall provide for a range of dwelling unit sizes in multi-unit dwellings along Corridors.

Staff have no concerns with the proposed uses and building heights as they align with the Official Plan. The proposed mid-rise building is in the portion of the site currently zoned AM10, which permits mid-rise development as-of-right, and staff are satisfied that the lot is sufficiently large to provide appropriate transition from the proposed eight-storey building along Merivale Road to the existing low-rise residential neighbourhood to west. The proposed stacked dwellings facilitate a gradual transition from the mid-rise building to the existing low-rise residential neighbourhood, which is generally characterized by one- to two-storey detached dwellings. The place of worship use is existing and contributes to the creation of a 15-minute neighbourhood.

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

- For the purposes of applying zoning, the lots lines are established as the following: Merivale Road is the front lot line; and Rossland Avenue and Withrow Avenue are corner lot lines. This provision has been included to ensure there is clarity on how zoning provisions are to be interpreted and applied to the site.
- Minimum frontage requirements have been eliminated along the corner lot lines (Rossland Avenue and Withrow Avenue). Relief is required as a result of the need to balance the goals of the project with the challenges of the site, including the provision of sufficient vehicle parking spaces, retention of existing trees, provision of the required housing units, and the building/programmatic needs of the church. Staff have no concerns as the intent of the provision is achieved through the proposed mixed-use building along Merivale Road, which frames the arterial road and contributes to an active public realm, while also achieving other goals identified in the Official Plan related to tree retention (Section 4.8.2), development along Corridors (Section 6.2.1), and supporting the development of affordable housing (Section 4.2).
- The first phase of development does not need to meet the minimum building frontage requirements along the front lot line (Merivale Road). This provision has been included to provide flexibility in how the site can develop in the future, as it is understood that the applicant intends to construct the stacked townhomes located at the rear of the site in advance of the eight-storey mixed use building along Merivale Road. Staff have no concerns in recognition of the complexities associated with funding affordable housing projects and the direction in the Official Plan to support the production of missing middle and affordable housing (Section 4.2).
- Reduce minimum vehicular parking requirements to reflect the rates identified for Areas X and Y on Schedule 1A in Table 101 of the Zoning By-law. The site is currently subject to the rates identified for suburban areas (Area C) on Schedule 1A, whereas Areas X and Y apply to the Inner Urban Area and Inner Urban Mainstreets, respectively. Staff have no concerns with the reduced parking rates for the site as they support the shift towards sustainable modes of transportation and the planned function of the Corridor. Policy 2 of Section 4.14 directs that the City shall manage the supply of parking to minimize and gradually reduce total land area consumed to provide surface parking by reducing or eliminating minimum parking requirements in certain contexts, including lands within the Corridor designation.

Staff are further satisfied that the applicant has demonstrated the reduced vehicular parking rates are appropriate for the context of the development as an

affordable housing project. As shown through other affordable housing agreement projects across the city, vehicular parking is not always a requirement for residents and programming. Additional bicycle parking has also been provided to serve the proposed development. Further, the site is located in an area that is well served by frequent local transit and is in proximity to various amenities and commercial services along Merivale Road.

- Increase the percentage of vehicular parking spaces that may be reduced in size to accommodate compact cars to 50 per cent of all spaces on the site. Staff have no concerns with the requested relief as it provides flexibility within the development to meet its vehicular parking needs, while reducing the land area allocated to surface parking on the site. As noted in Document 2, all parking spaces that are reduced to accommodate a compact car are to be visibly identified as such.
- Permit required motor vehicle parking to be in a required corner side yard. The requested relief is required to allow the proposed parking for the stacked dwellings along Rossland Avenue and Withrow Avenue. Staff have no concerns as the parking spaces will function similarly to the private driveways found throughout the abutting low-rise neighbourhood to the west. Location of these parking spaces and associated driveways are to be reviewed further through a future Site Plan Control application to ensure that adequate landscaping and tree planting can be achieved between them.
- Minimum building setbacks for the proposed stacked dwellings have been included to ensure that appropriate transition to the existing dwellings abutting the site to the west is achieved and adequate space is provided in the corner side yard to provide vehicular parking, as detailed above. The minimum interior side yard and rear yard setbacks have both been carried over from the R1FF zoning on the abutting properties. The minimum building setbacks from the public rights-of-way are based on the minimum parking space lengths identified in Section 106 of the Zoning By-law for standard and compact vehicles.
- Stacked dwellings have been exempted from the minimum height and glazing requirements for the ground floor. Staff have no concerns as the intention of these provisions is achieved along the Arterial Mainstreet (Merivale Road). The stacked dwellings facilitate an appropriate transition from the mid-rise building along Merivale Road to the existing low-rise neighbourhood to the west. Further, understanding that there are no commercial uses proposed in the ground floor level of the stacked towns, it would not serve the residential function to provide 50 per cent this façade as transparent glazing.

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 report.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Laine Johnson (Ward 8) provided the following comments:

I am very supportive of this application, as it will bring much needed affordable housing to College Ward and the Merivale Road area. I am glad that the applicants reached out early, and often, to my office to support their consultations with neighbours before placing their application and have been receptive to feedback. I am happy that the significant large white oak was prioritized in the design. I am also encouraged to see that space for housing was prioritized over parking, especially at a location like this which is walkable to amenities and is on well-serviced bus routes. I am delighted that this 1960s church will be given a new life by providing a new place of worship, shared community amenity spaces, and affordable housing. This is an exemplary model of densified infill we want to see on our arterial roads.

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 management implications associated with the report.

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

The proposed development will be required to meet the accessibility requirements contained within the Ontario Building Code.

ENVIRONMENTAL IMPLICATIONS

The site has been designed to retain significant trees on the site, including a large white oak tree along Rossland Avenue.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Has affordable housing and is more liveable for all.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-23-0062) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of issues associated with site design.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Conceptual Development Plan

Document 5 Urban Design Review Panel Recommendations

CONCLUSION

The Planning, Development and Building Services Department supports the proposed Zoning By-law Amendment for 8 Withrow Avenue. The proposed development is consistent with the Official Plan, which encourages intensification along Mainstreet Corridors where appropriate transition to surrounding context can be achieved, and the creation of affordable housing in the City of Ottawa. The development represents good planning.

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.

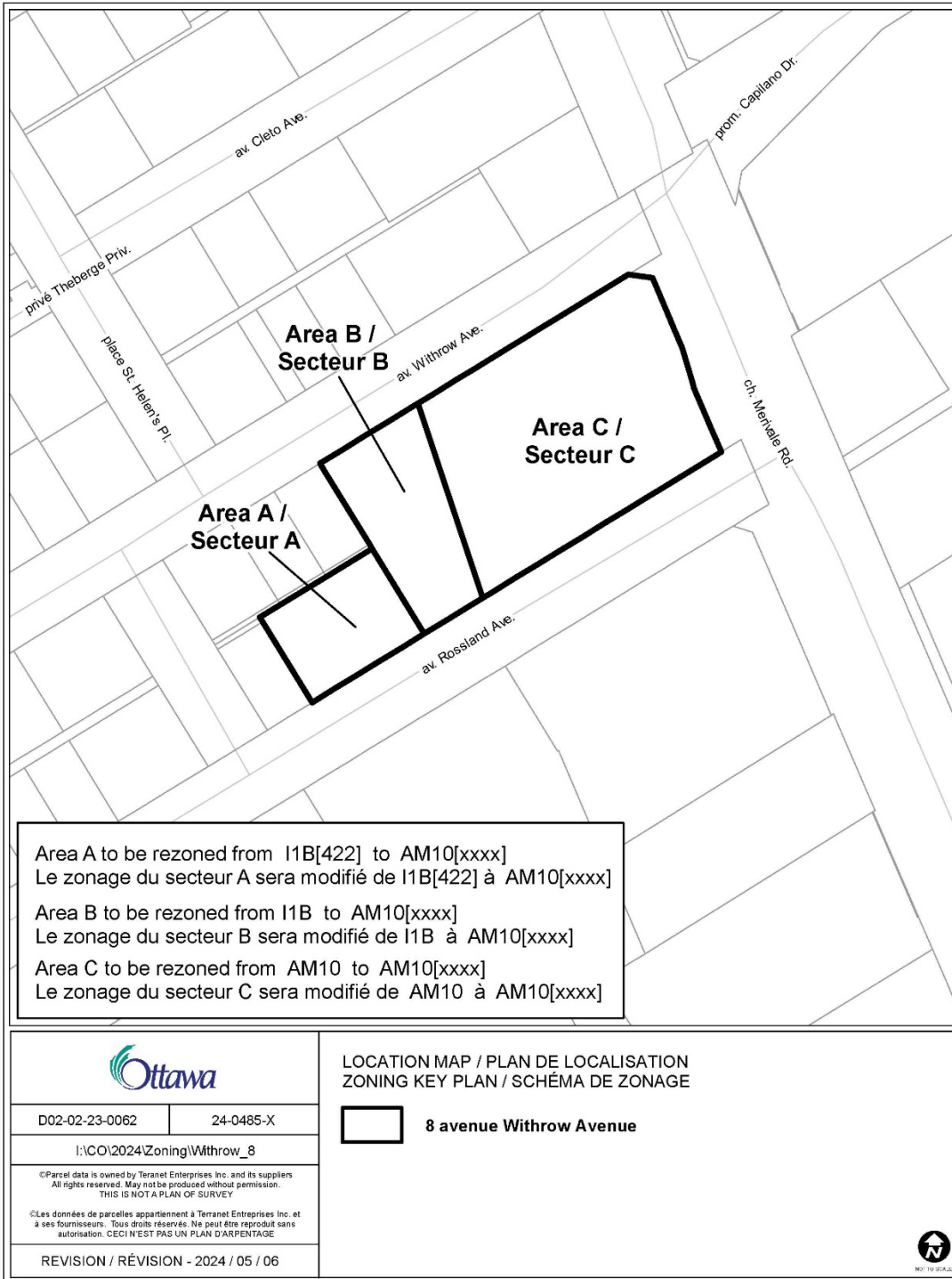
Zoning and Interpretations Unit, Policy Planning Branch, Planning Services to prepare the implementing by-law and forward to Legal Services.

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](https://geoottawa.com)



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 8 Withrow 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 I, Exception Number, add the text “xxxx”
 - b. In Column II, Applicable Zones add the text “AM10[xxxx]”
 - c. In Column V, Provisions, add the text:
 - 1) For the purposes of applying zoning, the lot lines are as follows:
 - i) Front lot line: Merivale Road
 - ii) Corner lot lines: Withrow Avenue and Rossland Avenue
 - 2) Lands zoned AM10 [xxxx] shall be considered one lot for zoning purposes.
 - 3) Section 186(10)(b)(ii) does not apply.
 - 4) Despite Section 186(10)(b)(i), the minimum percentage of frontage along corner side yard lot lines to be occupied building walls does not apply.
 - 5) Minimum vehicular parking rates are as follows:
 - i) Dwelling units in a mixed-use building: 0.5 spaces/unit
 - ii) Dwelling, Mid-rise Apartment: 0.5 spaces/unit
 - iii) Dwelling, Stacked: 0.5 spaces/unit
 - iv) Place of Worship: 5 spaces/100 square metres
 - v) Office: 1 space/100 square metres
 - 6) Despite anything to the contrary, 50 per cent of vehicular parking spaces on the property may be reduced to a minimum of 4.6 metres long and 2.4 metres wide, provided that any such space:

- i) Is visibly identified as being for a compact car.
 - ii) Is not a visitor parking space required under Section 102
 - iii) Is not abutting or near a wall, column or similar surface that obstructs the opening of the doors of a parked vehicle or limits access to a parking space, in which case the minimum width is 2.6 metres.
- 7) Despite Section 109(2), required motor vehicle parking is permitted in a required corner side yard.
- 8) The following provisions apply to stacked dwellings:
- i) Minimum building setback from a lot line abutting an interior side yard in a residential zone: 1.2 metres
 - ii) Minimum building setback from a lot line abutting a rear yard in a residential zone: 6.0 metres
 - iii) Minimum building setback from Rossland Avenue: 5.2 metres
 - iv) Minimum building setback from Withrow Avenue: 5.0 metres
 - v) Section 186(10)(c), (d), (e) and (h) do not apply.

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.

Public Comments and Responses

Comment:

Supportive of the creation of affordable housing through the proposed development.

Response

Acknowledged.

Comment:

Concerns with the amount of surface parking proposed.

Response:

Due to the complexities associated with funding affordable housing developments, it was determined by the housing provider that underground parking was not a viable approach to meeting the vehicular parking needs of the development. As such, required vehicular parking is proposed in two surface parking lots and in front of the stacked towns along Rossland Avenue and Withrow Avenue.

It was determined that the proposed site design most efficiently balanced the goals of the project with the challenges of the site, including the provision of sufficient vehicle parking spaces, retention of existing trees, provision of the required housing units, and the building/programmatic needs of the church.

Also, as noted in the report, the applicant is seeking a reduction to the minimum parking requirements in the Zoning By-law through amendment, which is supported by staff.

Comment:

Concerns that the proposed development will negatively impact the ability of abutting property owners to enjoy their backyards due to overlooking buildings.

Response:

Minimum rear yard and interior setbacks have been applied to the proposed stacked dwellings to ensure that they are appropriately separated from existing uses. Further, the proposed stacked dwellings are three storeys in height, which is only one storey taller than the abutting two-storey detached dwellings to the west.

Comment:

Concerns with noise resulting from new residents in the proposed development.

Response:

New residents will be required to abide by the City of Ottawa Noise By-law.

Comment:

Concerns that the proposed development is not compatible with the existing character of the neighbourhood.

Response:

Staff are satisfied that the proposed development aligns with the policy direction for development along Mainstreet Corridors, and that appropriate transition is provided to existing low-rise neighbourhood to the west.

Comment:

Concerns about negative impacts to property values.

Response:

There is no evidence to suggest that development applications and new construction adversely impact property values.

Comment:

Concerns about adequate sewer and electrical capacity in the area to support the proposed development.

Response:

An Adequacy of Public Services Report has been submitted in support of the proposed development, which has been reviewed by various City departments. It has been determined that there is adequate sewer capacity in the area to accommodate the level

of density proposed. A detailed design of the servicing for the site is to be submitted and reviewed as part of a future Site Plan Control application.

Hydro Ottawa has been circulated as part of the application review process. Comments have been provided to the applicant, which are to be addressed directly with Hydro Ottawa.

Comment:

Concerns with increased traffic resulting from the development.

Response:

The level of density proposed is not anticipated to result in significant additional traffic volumes.

Comment:

Concerns with the loss of existing trees and green space on the property.

Response:

The site has been designed to retain several significant trees, including a large white oak along Rossland Avenue. Tree planting is proposed throughout the site to replace the trees that cannot be retained.

The subject site is private property and is not considered community greenspace.

Community Organization Comments and Responses

The following comments were provided by the Fisher Heights Area and Community Association (FHACA) Board on August 31, 2023:

“In this application for a zoning by-law amendment and a site plan development, the applicant, Julian of Norwich Anglican Church and Multifaith Housing Initiative (MHI), is proposing an eight-storey mixed-use mid-rise development, a new place of worship, shared community amenity space, and 27 townhouse units. The proposal includes 84 affordable housing units.

We are writing in support of this development application. An original proposal was presented to the residents of City View several years ago and, since then, the developer and the Ward 8 community representatives have worked together to design an admirable project that embraces neighbourhood intensification in a thoughtful,

responsible and sustainable manner. This development collaboration between developer and neighbours should become the model of how to intensify in existing neighbourhoods. It is an excellent example of “thoughtful development”.

We would also like to highlight the proposed sustainability features that have been incorporated into this development as per the current site plan application, including green infrastructure such as rain gardens, green roof, native trees, and vegetated swales, to name a few. Community space is also to be included, both indoor and outdoor, and the property is designed to be accessible for all. Trees that are important to the neighbourhood are being retained.

Counter the 8 Withrow Avenue development application, for example, with the 30 plus-storey high-rise tower applications of largely one-bedroom apartments that are being proposed elsewhere in the city, and it becomes very apparent why there is resistant to these high-rise and dense-packed developments on the edges of our neighbourhoods. These forms of high-rise developments are, in many cases, failing to properly address reasonable transitions to existing low-rise interior residential neighbourhoods.

The proposal for 8 Withrow Ave represents an example of a conscientious developer who can incorporate affordable housing and sustainability into their design. We are hopeful that future residential oriented development applications could achieve comparable results with similar neighbourhood stakeholder and professional city planning staff input.

We support neighbourhood residential development and intensification across the city, delivered in a balanced approach and which provides a diverse range of housing types in all neighbourhoods. Let that be the goal and ensure that all types of housing are available in all neighbourhoods.

Thank for you the opportunity to comment on this matter.”

Response:

Acknowledged.

The following comments were provided by the City View / Ryan Farm Community Association on May 19, 2024:

“We would like to provide our comments on the Zoning By-law Amendment application for Julian of Norwich Church at 8 Withrow Avenue/7 Rossland Avenue. The application is

to permit the construction of a new place of worship, an eight-storey apartment building with 57 affordable housing units, and 27 townhouse units. 84 units in total.

TREE REMOVAL

We would like to mention the removal of the row of mature trees on Withrow Avenue. The current development plans require that 16 of the 20 trees be removed. We would like to see more trees saved. The oak tree on Rossland is over 250 years old, and was growing here well before ANY development on Merivale Road. We hope that extra care be taken to ensure that this tree survives.

APPLICATION SUMMARY

The application summary dated August 16, 2023 notes:

-Related Planning Applications - N/A

-Roadway Modifications - N/A

N/A is false information. There will now be road modifications.

The MOST IMPORTANT issue for the City to consider when approving a new development is access to the property and traffic impacts. Yet these concerns have not been adequately addressed.

EARLY CONSULTATIONS WITH THE CHURCH

Over the past several years, the community met with the Church and felt that our concerns and suggestions were listened to and integrated into the plans. However, there was NEVER any discussion of any traffic modifications as no changes were anticipated and it was believed that through access to Rossland Avenue would be available from both directions off Merivale through the existing median break.

In late summer 2023 a surprise decision for 1545A Merivale Rd was approved by the City through designated authority for an application across from Julian of Norwich, that included a proposal for road modifications that will gravely affect the access to the Church property and traffic flows in the area.

The Transportation Impact Assessment Strategy report for Julian of Norwich was dated June 5, 2023 yet was not posted until July 21, 2023

This mention in the Julian of Norwich TIA report was the FIRST indication to us that road modifications were being included.

(s. 2.1.2.1) “The 1545A Merivale Road site plan control proposal is anticipated to include a right-in right out intersection conversion at the Merivale/Rossland intersection. At this time, it will be assumed that any future analysis would accommodate the right-in right-out. “

In fact, Parsons also prepared the TIAs for the 1545A Merivale Road application and the assumptions and most of the report are the same. That report only identified the RIRO as an afterthought, only weeks before approval.

In an earlier report, indications were that no dividing median would be constructed due to the effects it would have on the surrounding commercial businesses and the community to the west There was no community consultation re the construction of this 30 m median which will drastically change the traffic patterns in the surrounding areas.

TRAFFIC IMPACT ASSESSMENTS

There are so many errors and omissions in the TIAs. As noted in the documents Merivale Road remains a major vehicular thoroughfare and retail shopping destination for Ottawa’s west end residents. The Merivale Road Secondary Plan is founded on the premise that Merivale Road ... is to be maintained as a retail and service corridor between ‘Activity Centres’. The purpose of the Merivale Planning Area is to support ongoing retail function.

Yet the traffic counts used in all of the calculations are ONLY for peak hours in the AM and PM. Traffic on Merivale Road is at a peak all day and evening long especially near the lunch hour.

OUTDATED DATA

The traffic volumes used to support these applications were from April 2017, over seven years ago. Much has changed since then. With modern technology more accurate data should be available and applied!

In addition, data for the Merivale/Rossland intersection used in the study– was taken on Tuesday, August 2nd, 2022, the day after a long weekend during the summer. This data does not represent usual traffic. (not directly after a long weekend holiday)

The report also notes that NO adjustments such as traffic growth have been applied to this raw traffic volume, given the study area context in a well-established neighborhood and in a central area of the City of Ottawa.

This statement makes no sense. Traffic volumes have definitely changed since 2017. In City View alone over 200 infills have been constructed. Google traffic maps continually show congested areas here, and cut-thru traffic in our community has increased substantially as drivers try to avoid these congested, malfunctioning arterials.

Even the five years of collision history data used is contradictory and out-dated (2016-2020),

EFFECTS ON THE COMMUNITY

Section 3.2.2. Trip Assignment Discussions with the City of Ottawa as part of this development and the adjacent 1545A Merivale Road development (located across Merivale Road from Julian of Norwich), have come to an understanding that a right-in-right-out (RIRO) type access is proposed at Rossland/Merivale. Any vehicle departing from the parking spaces with access to Rossland Avenue and headed northbound are anticipated to exit the site westbound on Rossland Avenue, turn on St. Helens Place and perform a left-turn at the signalized Withrow/Merivale intersection. Similarly, the opposite route is anticipated for northbound headed vehicles on Merivale who are headed to parking accessed via Rossland Avenue.

The installation of this proposed median will create chaos and major traffic and safety issues not only for this Julian of Norwich Church Development, the Imaging Centre customers/patrons and the Shell gas station but for all traffic on Merivale Road and in the surrounding communities. The full "downstream" impacts of these traffic changes have NOT been properly assessed and subsequently addressed.

This new median will prevent left turns from Merivale Road onto Rossland Ave which currently allows direct access into the Shell gas station, Julian of Norwich Church and the Elizabeth Wyn Wood School. This traffic will include the future residents and users of this proposed 84-unit apartment and town-house development at the Church site which will have their entrances on Rossland Ave closest to Merivale Road.

The northbound traffic would be forced to cut-through onto Withrow Avenue, left onto St. Helen's Place then left again onto Rossland, rather than entering Rossland directly. It will divert traffic into the City View community and will increase the cut-thru traffic in an area that lacks sidewalks and proper infrastructure. We have an antiquated 1950s ditch drainage system.

One of our few parkettes is located at the back of the Elizabeth Wyn Wood School and many parents, children and dogs travel along St Helens on route to the park. With this

proposed increase in traffic, the lack of sidewalks, our ditches and horrible roads this creates many safety concerns in this area

CONTRADICTION TO THE NEW OFFICIAL PLAN

Volume 2C Area Specific Policy #45 for Merivale Road states:

Changes to the transportation system resulting from development should minimize the potential for cut-through traffic in adjacent neighbourhoods. This is definitely not the case.

LACK OF PUBLIC CONSULTATION

There was NO public notice or correspondence on the road modifications although you were well aware of our community's interest on this file.

SAFETY

The City maintains that clients entering the property across at 1545A Merivale Rd from the north can perform a U-turn at Meadowlands and Merivale and those exiting to go south on Merivale can perform a U-turn at Baseline and Clyde.

In the City's report "Most collisions in Ottawa by intersection in 2020" which came out in Feb 2022, Merivale/Meadowlands & Clyde/Baseline ranked tied at 5th with 24 accidents each. In the top most dangerous intersections in Ottawa.

This traffic combined with the cut off at Rossland Ave for direct access, will create much traffic thru the neighbourhood and/or illegal U-turns at the closer intersections at Withrow/Capilano and Emerald Plaza.

These are not safe places to be directing traffic!

ONE SAFETY ISSUE SHOULD NOT BE ADDRESSED BY CREATING ANOTHER SAFETY ISSUE. In this case the safety issue is substantially less than the safety issues that will be created across our community by building the 30 metre median.

MEDIANS

Medians are not ideal. They impede snow removal, are permanent, create an obstacle to drivers, require maintenance, and removal of weeds. On newer planned roads - Stittsville Main street, and Robertson Road in Bells Corners - medians have been eliminated in favour of centre 2-way left turn lanes to ensure in and out access to all businesses, without affecting local residential communities. Most locations along

Merivale Road and Clyde Ave also have similar two-way turn lanes. Why should this intersection at Rossland be excluded from having a double left hand turn lane.

Or a traffic light could be installed at Rossland and 1545A Merivale Rd.

In light of the extensive development planned for this area (17 sites), the City should do an extensive traffic study, in order to properly assess the appropriateness of these new developments cumulatively before rushing into road modifications.

We do have grave concerns about parking and vehicular access to the site and the resulting roadway modifications and resulting traffic chaos.”

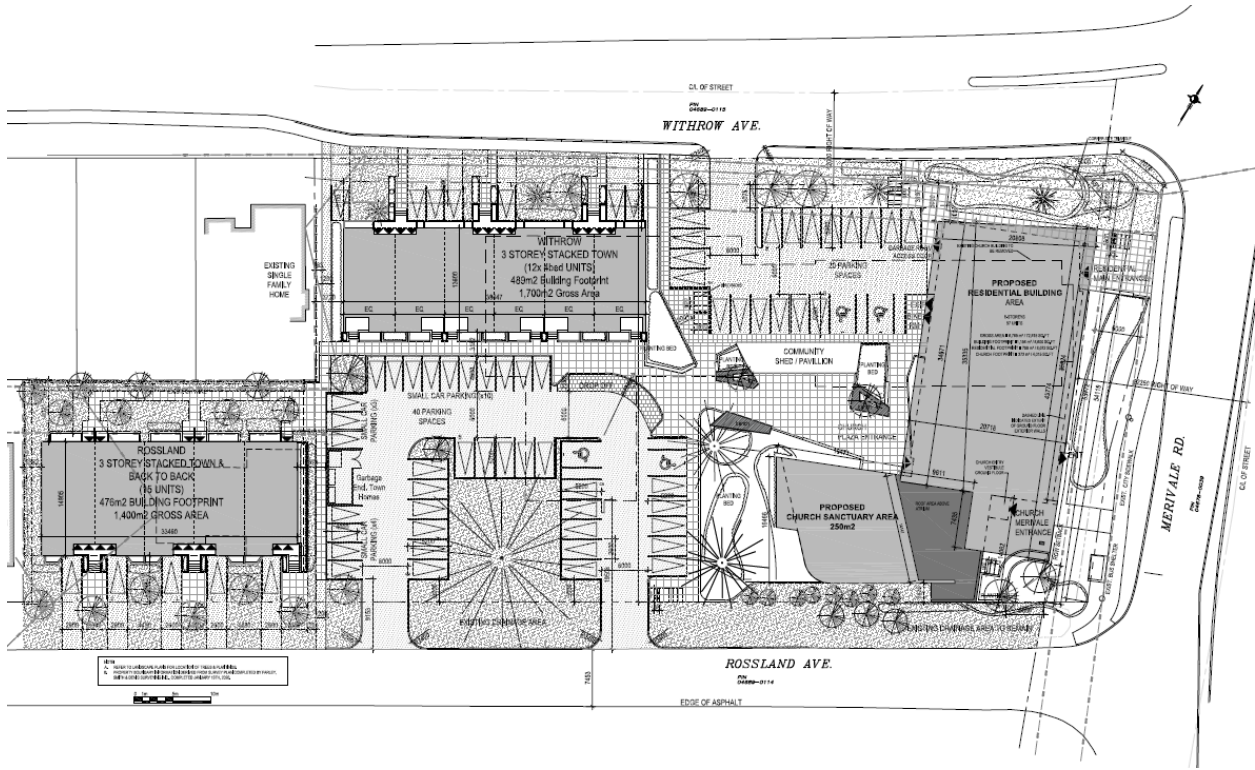
Response:

The road modification approval for the median on Merivale Road is associated with development at 1545A Merivale Road (File No. D07-12-22-0190) and is not being approved through this application. There are no road modifications associated with the proposed development at 8 Withrow Avenue.

Staff are satisfied that the Transportation Impact Assessment submitted in support of the proposed development at 8 Withrow Avenue provides sufficient information for the purposes of the requested Zoning By-law Amendment. The vehicular trips anticipated to be generated by the proposed development can be accommodated in the transportation network and access to the site can be achieved. Detailed access design/new road infrastructure will be reviewed further through a future Site Plan Control application.

Document 4 – Conceptual Development Plan

Site Plan



View of East Façade of Eight-Storey Mixed-use Building from Merivale Road



Document 5 – Urban Design Review Panel Recommendations

[8 Withrow Avenue | Formal Review | Zoning By-law Amendment Application | Figurr Architects Collective, Stantec, Julian of Norwich Anglican Church, Multifaith Housing Initiative](#)

Key Recommendations

- The Panel appreciates the ambitions of this project and supports the programming and social justice aspects proposed.
- The Panel understands the complexities and cost perspective of providing affordable units despite typically preferring underground parking.
- The Panel appreciates that some existing trees are being protected on site and will help anchor the development within the neighbourhood.
 - Consider retaining as many existing large trees as possible.
- The Panel recommends refining some minor details of the mid-rise façades and architectural expression, but overall supports the built form and ‘passive haus’ design of the building.
- The Panel recommends drawing on some of the previously proposed elements of the site (p.8 of the presentation) in the continued development of the stacked townhouses proposed on the western portion of the site.
 - Consider retaining the private terraces in the stacked towns, as well as the children’s play area and gardening plots/planters.
- The Panel supports the overall landscaping of the site, perhaps adding a landscape buffer to the front of the towns instead of driveways and consolidating the parking in one lot with a pedestrianized hardscape treatment.

Site Design & Public Realm

- The Panel recommends consolidating all of the parking within the parking lot area rather than having individual driveways for the townhouses.
- The Panel recommends consolidating all the surface parking around the large tree and treating the parking lot more like a hardscaped courtyard with parking spots.

- The Panel appreciates that some existing trees will be retained.
 - Consider retaining as many existing large trees as possible.
- The Panel appreciates the 'community shed' idea and central plaza space. It will be a central meeting point for the programming on site.
- The Panel recommends continuing the development of the stacked towns. Look back to what is shown in previous version, as shown on p.8 of the presentation.
 - The Panel recommends retaining the strong terracing element from the previous design in the development of the stacked towns. Forgo the rooftop solar panels, if need be, to give each unit a private amenity terrace.
 - The Panel recommends reintroducing the idea of a children's play area and the garden plots/planters in the site design around the stacked towns.
 - The Panel recommends sacrificing the driveways of the townhouses in order to create a landscape buffer and strong street edge.

Sustainability

- The Panel supports and appreciates the implementation of 'passive haus' design and affordable housing.

Built Form & Architecture

- The Panel recommends introducing podium scale along Merivale Road and/or a slight variation in the Merivale Road façade to make it less flat. However, the implications of 'passive haus' design are well understood, and the overall massing of the building is appreciated.
- The Panel has concerns with the architectural expression of the townhouses but appreciates that these are not final and are still evolving.
- The Panel appreciates the floating nature of the seven-storeys of residential above the recessed and darker ground floor level of the mid-rise.
- The Panel recommends refining the building top to be a little simpler. The current building top seems to conflict with the architectural language of the rest of the façade.

- Consider a screen-wall that follows the same pattern and language of the façade and locating the outdoor amenity on the rooftop.