Subject: Zoning By-law Amendment – 54, 56, 60 Bayswater Avenue

File Number: D02-02-21-0058

Report to Planning Committee on 12 May 2022

and Council 25 May 2022

Submitted on April 14, 2022 by Lily Xu, Acting Director, Planning, Real Estate and Economic Development

Contact Person: Jeff Nadeau, Planner II, Development Review Central

613-580-2424, 16802, jeff.nadeau@ottawa.ca

Ward: Kitchissippi (15)

Objet: Modification du Règlement de zonage – 54, 56, 60, avenue Bayswater

Dossier: D02-02-21-0058

Rapport au Comité de l'urbanisme

le <u>12 mai 2022</u>

et au Conseil le 25 mai 2022

Soumis le 14 avril 2022 par Lily Xu, Directrice par intérim, Direction générale de la planification, des biens immobiliers et du développement économique

Personne ressource : Jeff Nadeau, Urbaniste II, Examen des demandes d'aménagement centrale

613-580-2424, 16802, jeff.nadeau@ottawa.ca

Quartier : Kitchissippi (15)

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 54-56-60 Bayswater Avenue to permit a six-storey apartment building, as detailed in Document 2.
- 2. That Planning 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 11, 2022," 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 l'urbanisme recommande au Conseil :
- Que le Comité de l'urbanisme donne son approbation à ce 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 11 mai 2022 », 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

54, 56 and 60 Bayswater Avenue

Owner

Centennial Development Corporation

Applicant

Novatech

Architect

S. J. Lawrence Architect Inc.

Description of site and surroundings

The subject site is located on the west side of Bayswater Avenue, south of the intersection with Somerset Street West. Somerset is a Traditional Mainstreet with mixed-use buildings, including retail and services.

To the north of the subject site is a high-rise apartment building (17 storeys) situated at the corner of Bayswater and Somerset. Directly across Bayswater, to the east of the subject site, there is a mid-rise apartment building (six storeys). The surrounding neighbourhood is otherwise characterized by low-rise residential uses.

Summary of requested Zoning By-law amendment proposal

The subject site is currently zoned R4UB. This zoning permits low-rise apartments with a maximum of 12 units subject to lot size requirements; the maximum permitted building height is 11 metres. The site is located within the Mature Neighbourhood Overlay, which regulates principal entrances, driveways and parking. As the proposed development provides street-facing principal entrances and restricts vehicular access to the rear of the site, it will not impact the dominant streetscape character.

The proposed zoning for this site is R5N with site-specific exceptions. The R5N zone is intended to allow a wide mix of residential building forms ranging from detached to midand high-rise. The applicant requests the following exceptions:

- A height increase from 11 metres to 19.5 metres, with the part of the building within 5.3 metres of the south lot line being a maximum of 12.9 metres.
- For any part of a building located within 30 metres of the front lot line, the
 minimum required interior side yard setback is reduced from 1.5 metres where
 the building wall is below 11m in height and 2.5 metres where the wall is above
 11m in height to 1.5 metres generally.
- A rooftop washroom area is considered a permitted projection above the height limit.
- A reduction in parking space width from 2.6 metres to 2.4 metres for 2 of the 18 provided parking spaces.

• For a carport situated in the rear yard, a reduced setback from 0.6 metres from the rear and interior side lot lines to 0 metres from the rear lot line and 1.5 metres from the south lot line.

In addition to the above site-specific exceptions that are required to accommodate the applicant's proposal, staff recommend retention of certain provisions which form part of the current R4UB zoning for this site:

- Minimum soft-landscaping requirements in the front (40%) and rear (45%) yards.
- Minimum fenestration requirements for the front façade.
- Articulation requirements for the front façade requiring either 20% of the front façade to be recessed or requiring balconies on street-facing units.
- A portion of the proposed units is required to be two-bedroom apartments or larger.

DISCUSSION

Public consultation

An online open-house public consultation was held by on July 20, 2021 via Zoom, moderated by Councillor Leiper and staff from his office. Twelve (12) members of the public attended, including representatives from the Hintonburg Community Association.

Thirteen (13) comment sheets were submitted. In brief, public input raised concerns along the themes of compatibility with the surrounding low-rise neighbourhood, impacts on trees, overshadowing and privacy matters, and increased traffic on the street and laneway. Supportive comments addressed the benefits of intensification relative to the climate and neighbourhood vitality, as well as the need for new supply to offset the housing affordability crisis.

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

Official Plan designation(s)

Current Official Plan

The subject site is situated in the General Urban Area (Section 3.6.1). Policies relating to urban design and compatibility (Section 2.5.1 and Section 4.11) apply.

New Official Plan

The subject site is situated in the Inner Urban transect area (Section 5.2) and Evolving (Section 5.6) overlay. It is designated Neighbourhood (Section 6.3).

Planning rationale

Current Official Plan

Section 2.2 of the current Official Plan ("Managing Growth") directs growth toward the nodes and corridors, such as mainstreets, that structure land use in the city. This section also affirms that lands designated General Urban Area will mature and evolve through intensification "at a scale contingent on proximity to major roads and transit." This proposal appropriately situates new residential density and height at the edge of the neighbourhood near the Somerset Street West corridor and close to Bayview Station (approximately 400 metres away) and Corso Italia Station (approximately 450 metres away) on the LRT's Trillium Line.

Density targets such as those expressed in Section 2.2, Policy 5, represent the lower bounds of what can be considered adequate intensification. They do not preclude intensification outside of the select target areas.

While areas under the General Urban Area designation (Section 3.6.1) are typically lowrise, there are allowances for exceptions in Policy 4 of this section: taller buildings may be considered in the General Urban Area on sites in an area already characterized by taller buildings or zoned to permit taller buildings. Given that the immediate neighbour to the north is a 17-storey building and there is a 6-storey building directly across the street, there is contextual support for a mid-rise building in this location.

Section 2.5.1 contains design objectives relating to quality design and compatibility, and provides guidance on measures to mitigate differences between the existing and proposed development and helps achieve compatibility of form and function. It is specified that "compatible development" means development that, although it is not necessarily the same as or similar to existing buildings in the vicinity, enhances an established community through good design and innovation and coexists with existing development without causing undue adverse impact on surrounding properties.

Section 4.11 contains policies providing specific design direction relating to building design, massing and scale. This includes setbacks, heights, transition, articulation, materials and architectural elements (Policy 5); orientation to the public street (Policy 6);

minimizing the impact of servicing and loading functions on the public realm (Policy 8); and height transition through massing, setbacks and step-backs (Policy 13).

This proposal achieves the above-noted design and compatibility objectives with multiple street-facing entrances, articulations and a stepback above the 4th storey to establish a datum line with the planned function of its low-rise surroundings. Vehicular access is limited to the rear lane, ensuring the front of the lot retains a pedestrian-friendly aspect. Front- and rear-yard landscaping provisions originating from the recent R4 revisions were also applied to and are substantially satisfied by this proposal, although they would not typically be required in an R5 zone.

New Official Plan

Section 2.1 of the new Official Plan names five broad policy directions as "Big Policy Moves." The first among them is an emphasis on intensification as the preferred means of growth. This is reified in Section 3.2 ("Support Intensification") Policy 3 which states that residential intensification is to be concentrated within 15-minute neighbourhoods comprised of Hubs, Corridors, and Neighbourhood lands adjacent to them, such as the subject property.

Policy 12(c) states that the Zoning By-law "may determine different maximum built form permissions [...] as appropriate to lot fabric, neighbourhood context, servicing and proximity to Hubs, Mainstreets, Minor Corridors, rapid-transit stations and major neighbourhood amenities" for the purpose of implementing density targets. Though the present request for an amendment was not municipally initiated, there is a clear indication that site- and context-specific built form permissions may be established through zoning for the purpose of advancing intensification.

Section 5.2 of the Official Plan contains policies relating to the Inner Urban Transect. Policy 3 indicates that this transect is planned for mid-to high-density development subject to proximity and access to transit and limits on building height and massing.

Section 5.6 ("Overlays") describes how areas subject to the Evolving overlay "will see a change in character to support intensification, including guidance for a change in character from suburban to urban to allow new built forms and more diverse functions of land." Sites in evolving areas are thus planned to develop in increasingly urban ways, and (per Section 5.6.1.1) zoning may provide standards consistent with planned area characteristics that differ from existing area characteristics.

The preamble to Section 6.3 ("Neighbourhoods") states that it the intent of the Official Plan that neighbourhoods, along with hubs and corridors, will permit a mix of building

forms and densities. Like the General Urban Area section in the current Official Plan, the new Official Plan has a policy under Section 6.3.1 specifying that development seeking additional height (beyond 4 storeys) may be evaluated through a zoning by-law amendment in cases where existing context supports taller buildings.

Staff find that the proposal is consistent with policy direction in the new Official Plan.

Recommended Zoning Details

As detailed in Document 2, the proposed Zoning By-law amendment has the effect of rezoning the site to R5N with site-specific provisions. The following summarizes the site-specific zoning provisions and planning rationale:

- The site is to be rezoned R5N, with a maximum height up to 19.5 metres. As this application proposes a mid-rise building in an area that is generally zoned and planned for low-rise uses, an R5 zone is necessary to allow a mid-rise apartment building as a permitted use. The height and density increase is supported by current and new Official Plan policies relating to context-appropriate intensification. A maximum height of 12.9 metres will apply to part of the site to create a step-down transition to low-rise uses to the south.
- Interior side yards of 1.5m are proposed, whereas the R5N subzone typically requires a 2.5m side yard to mitigate impacts of buildings greater than four storeys in height. In this instance, the south side of the building is effectively four storeys in height due to a step-down, obviating the need for the greater setback; on the north side the immediate neighbour is a high-rise building with no facing windows or amenity areas that would be affected by a reduced setback. Staff therefore find that the impact of the building's volume is being managed adequately.
- A rooftop washroom area of 5.5 square metres projecting 2.8 metres above the
 maximum height is proposed. As this feature will be integrated into the
 mechanical penthouse (already a permitted projection) and improve livability for
 building residents, staff have no concerns.
- Two (2) of the eighteen (18) parking spaces are proposed to be reduced in size to 2.4 metres wide. Staff find that the impacts of this change will be minor and limited to users of the building.
- A carport structure in the rear yard is proposed at a 0-metre setback from the rear lot line and a 1.5 metre setback from the southerly interior side lot line.

Existing garages and overhead parking shelters with minimal setbacks are abundantly in evidence for properties abutting this laneway.

In addition to the above-noted site-specific exceptions that were requested by the applicant, several aspects of the recently-updated R4 zoning, including requirements for soft landscaping, fenestration and façade articulation, are being included in this zoning amendment to ensure continuity with these requirements:

- Soft landscaping is required anywhere not occupied by accessory buildings and structures, permitted projections, bicycle parking and aisles, hardscaped paths of travel for waste and recycling management, pedestrian walkways, patios, parking aisles and spaces, permitted driveways and parking exclusion fixtures. This soft landscaping is required to cover 40% of the front yard and 45% of the rear yard.
- The front façade is to comprise at least 25% windows.
- The front façade must have articulation consisting of a 0.6 metre recess affecting 20% of its area, or balconies and porches must be provided on the front façade for units facing the public street.
- At least 25% of dwelling units must have at least two bedrooms on lots with an area greater than 450 square metres. The subject property meets this threshold and provides the required two-bedroom units.

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 this report.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Leiper provided the following comments:

"The main concerns of the Councillor on the proposed development application for 54-60 Bayswater focus primarily on concerns about the transition of the building to the low-rise neighbourhood, as well as the reliefs asked for with regards to the setbacks. Broadly speaking, the proposal is nonetheless seeking to increase heights in an area that was recently rezoned, with all considerations given to heights and density

contemplated by proximity to LRT. While located close to a Traditional Mainstreet, we remain concerned about the effects of bringing the TM deeper into a residential neighbourhood that has so recently been rezoned. Furthermore, we would note our concerns about turning the mainstreet-style buildings into the residential areas. Mid-rise buildings are directed to the Traditional Main Street, not the low-rise residential zoning; this has been shown in both the current Official Plan, as well as the draft Official Plan.

"Firstly, while we appreciate the stepback and transition at the 4th floor of the proposed building, this should still be improved in order to achieve a greater transition to the residential neighbourhood. Increasing the stepback between the 4th and 6th storeys would help in this endeavour. As it stands, the stepback is minimal compared to the height of the building on the majority of the sight. Therefore, the size of the stepback should be increased. Secondly, the additional reliefs asked for with regards to some setbacks should be held to what is asked in the zoning by-law. The side yard setback is proposed as 1.5m, rather than the minimum of 2.5m required by the R5N zoning of a building with a height over 11m. Given the proximity of the neighbouring building, the reduction on the side yard setback is especially onerous to adjacent buildings.

Maintaining a side-yard setback of 2.5m is the minimum that should be achieved here."

LEGAL IMPLICATIONS

In the event the recommendations are adopted and the resulting zoning by-law is appealed to the Ontario Land Tribunal, it is expected that a two day hearing would be required. It is anticipated that the hearing could be conducted within staff resources. Should the application be refused, reasons must be provided. In the event of an appeal of the refusal, it would be necessary for an external planner to be retained by the City.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

There are no direct financial implications. In the event the applications are refused and appealed, it would be necessary to retain an external planner. This expense would be funded from within Planning Services' operating budget.

ACCESSIBILITY IMPACTS

The new building will be required to meet the accessibility criteria contained within the Ontario Building Code.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-21-0058) was not processed by the "On Time Decision Date" established for the processing of Zoning Bylaw amendments due to workload volume and the need for revisions.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Site Plan

Document 5 Building Renderings

CONCLUSION

Staff find that the requested Zoning By-law amendment results in an appropriate level of intensification considering this site's location at the edge of its neighbourhood, close to transit and to Somerset Street West. The proposed development tapers midrise growth into the neighbourhood in conformity with Official Plan policy on intensification, and will contribute to a full range and choice of housing types in proximity to employment, retail, service, institutional uses, and transit. The amendment represents good planning, is consistent with the Provincial Policy Statement, conforms to the Official Plan and is thus recommended for approval.

DISPOSITION

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, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit geoOttawa



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 54, 56 and 60 Bayswater are as follows:

- 1. Rezone the lands shown in Document 1 from R4UB to R5N[XXXX]
- 2. Add a new exception R5B[XXXX], to Section 239 Urban Exceptions with provisions similar in effect to the following:
 - a. In column II the text: "R5N[XXXX]"
 - b. In column V the following:
 - i. Maximum height:
 - a. 12.9m for part of the building within 5.3m of the south lot line;
 - b. 19.5m otherwise.
 - ii. For any part of a building located within 30 metres of the front lot line, the minimum required interior side yard setback is 1.5m.
 - iii. A rooftop washroom area with a maximum floor area of 5.5m² and a maximum height of 2.8m above the height of the building is considered a permitted projection above the height limit.
 - iv. For a mid-rise building containing more than 20 units, 12% of required and provided parking spaces (i.e. 2 of 18) may be reduced to a minimum width of 2.4m.
 - v. For a carport situated in the rear yard:
 - a. A setback of 0m from the rear lot line is permitted;
 - b. A setback of 1.5m from the south lot line is permitted.
 - vi. Any part of any yard not occupied by accessory buildings and structures, permitted projections, bicycle parking and aisles, hardscaped paths of travel for waste and recycling management, pedestrian walkways, patios, parking aisles and spaces, permitted driveways and parking exclusion fixtures must be softly landscaped.
 - a. A minimum of 45% of the area of the rear yard must be soft landscaping.

- b. A minimum of 40% of the area of the front yard must be soft landscaping.
- vii. The front façade must comprise at least 25 per cent windows.
- viii. At least 20 per cent of the area of the front façade must be recessed an additional 0.6 metres from the front lot line.
 - a. Despite the foregoing, no additional recession of the front façade is required when balconies or porches are provided on the front façade for every unit that faces the public street.
- ix. In the case of a lot 450 square metres or greater, at least 25% of dwelling units must have at least two bedrooms. This calculation may be rounded down to the nearest whole number.

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 (1) public meeting was also held in the community on July 20, 2021 virtually.

Comments Theme 1: Building Height and Density

- We need to insist on smart design even for single buildings a building using up the full plot should not be allowed.
- The height of the proposed building will cause shadowing and increase the wind tunnel effect. The windows and balconies will overlook many yards.
- 40 more units and 17 parking spaces is a lot for this one block. We already have two apartment buildings on Bayswater and that is enough. Hintonburg has a limited ability to support all of this expanded density with services.

Response:

The proposed building is designed with multiple street-facing entrances, articulations and a stepback above the 4th storey to establish a datum line with its low-rise surroundings. Front-and rear-yard landscaping provisions originating from the recent R4 revisions were also applied to this proposal, although they would not typically be required in an R5 zone. In these ways the proposal aspires to compatibility, which – as written in the Official Plan – does not necessarily mean that it must be the same as or similar to existing buildings in the vicinity.

There is only a minor incremental difference between the shadowing and wind-tunnel effect of a six-storey building and that of the permitted four-storey, especially given the presence of larger buildings in the immediate area.

This site, being in a centrally-located neighbourhood and in close proximity to a mainstreet and transit, is an ideal location for adding and supporting non-car-dependent density with ready access to existing services and amenities, which is the most efficient means of accommodating Ottawa's population growth.

Comments Theme 2: Process

- These properties were recently rezoned as R4UB. Why should residents ever feel comforted by zoning restrictions if they are so easily amended in favor of bigger projects?
- That the first application on Bayswater since the R4 rezoning is a request to be up-zoned additionally to R5 seems inappropriate, precedent setting and demonstrates a lack of consideration for the community.
- What if we suddenly end up with a proposal for 12 or 15 stories after a zoning change is approved?

Response:

The purpose of the zoning by-law is to establish general standards for development. As the needs of the city evolve, general updates to the by-law – such as the recent R4 revisions – are required to keep standards current. However, these general updates do not preclude the possibility of site-specific amendments in cases where a specific location may justify a higher-density project, nor does a general update override the obligation under the *Planning Act* for City staff to review proposals for amendment. The present proposal is for six storeys, and any height increase associated with the proposal will be limited as such. It is the department's opinion that this proposal satisfies the relevant policies in the Official Plan by which to evaluate a rezoning proposal.

Comments Theme 3: Landscaping and Tree Retention

- The entire backyard will be wasted for even more car infrastructure in an easily walkable neighbourhood. The back yard appears to be used inefficiently causing the removal of mature trees, paving over unnecessary areas, and removing greenspace.
- I would like to know whether it is possible to save any of the trees on the lot.
- With the issues surrounding climate change I find it hypocritical that the city is allowing the destruction of large old trees.

Response:

The applicant worked with staff to maximize rear-yard landscaping, and staff have applied soft-landscaping requirements to the new zoning to ensure that it remains as the project is developed further. Planting and tree retention will be addressed in greater detail through the ongoing Site Plan Control process for this project.

Comments Theme 4: Traffic and Laneway Impacts

- This laneway is in poor condition and difficult to navigate. Added traffic, visiting vehicles and waste management vehicles will make things worse.
- Garbage pickup, snow removal, HVAC maintenance, deliveries, and more will all be using the alleyway to access this building and leave. This will have a significant impact on the surrounding properties, both from a noise perspective and a traffic perspective.
- Street parking availability will be eroded by overflow demand from the proposal.

Response:

No traffic or parking-supply concerns were raised by City staff during the initial review process and the location of the subject property in proximity to Somerset Street provides the opportunity for people living at the property to use alternative forms of transportation. The subject property is currently zoned R4UB and allows a low-rise apartment building. An apartment building on the subject lands that conforms with the zoning would use the lane as well for the issues mentioned above. It is the department's position that the proposal will not result in a significant increase in concerns for the issues referenced.

Comments Theme 5: Supportive

- I'm happy to see that the rooftop is accessible and that there are planting boxes. I hope these will be garden plots for the residents with access to water and other gardening amenities.
- The proposed development seems broadly consistent with the character of its surroundings. The site is on an eclectic block.

- The site should be evaluated in light of its location at the edge between the lowrise residential area to the south and more intensive development along Wellington. Sites at the edge or boundary between low-rise residential and more developed areas may be particularly appropriate for intensification.
- Dozens of new neighbours means more pedestrians at night, more cyclists, more
 customers and potential employees for local businesses, more entrepreneurs,
 volunteers, and participants in community organizations. Giving more people the
 opportunity to live in Hintonburg is not just a benefit for them, but also for us.
- Opening the doors to more neighbours is the best way to continue building a community that welcomes new people just as it welcomed us.

Community Organization Comments and Responses

The Hintonburg Community Association provided comments in response to the initial application circulation in a letter dated August 31, 2021. The main comment themes are consistent with the above-noted objections to new built form and density raised by the general public.

Overdevelopment

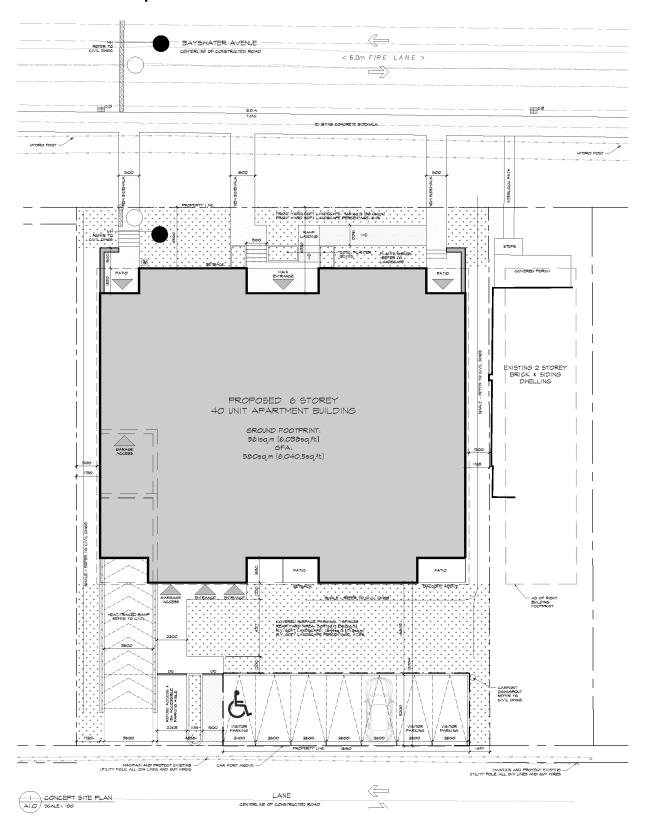
- This proposal represents overdevelopment. The proposal to upzone to R5N from the new R4UB but then add a number of extra exceptions because the proposal exceeds even that proposed zoning designation clearly shows that this is overdevelopment.
- The appropriate intensification for these lots is the R4UB designation. This could allow possibly up to 24 units on this 30m lot.
- The taller buildings nearby 17 storeys and 7 storeys were built pre 1970 and perhaps before 1964. They are not relevant to the present context and should not be used as "precedent".

Response:

Density targets are to be understood as minimums, not maximums, and new development is evaluated on the basis of its design, its measurable impacts, and its compatibility with surroundings. As noted above, it is the professional opinion of staff that the proposed development is appropriate for its context. Staff consideration must

be inclusive not only of surrounding low-, mid-, and high-rise buildings, but also the citywide hierarchy of nodes and corridors that inform land use decisions and, ultimately, policy direction in the Official Plan.

Document 4 - Proposed Site Plan



Document 5 – Proposed Building Renders

