

1. Zoning By-law Amendment – 841, 845, and 855(A) Grenon Avenue
Modification au *Règlement* de zonage – 841, 845 et 855(A), avenue Grenon

Committee recommendations, as amended

That Council approve:

1. an amendment to Zoning By-law 2008-250 for 841, 845, and 855(A) Grenon Avenue to permit a four-storey apartment building, as detailed in Document 2, as amended by the following:
 - a. that Document 2 be replaced with the following:

“The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 841, 845, and 855(A) Grenon Avenue:

1. Rezone the lands as shown in Document 1 from R1O and R3A to R4M”; and
2. that pursuant to the *Planning Act*, subsection 34(17), no further notice be given.

Recommandations du Comité, telles que modifiées

Que le Conseil approuve :

1. une modification au Règlement de zonage 2008-250 visant les 841, 845 et 855(A), avenue Grenon, afin de permettre la construction d'un immeuble résidentiel de quatre étages, comme l'expose en détail le document 2, dans sa version modifiée par ce qui suit :
 - a. que le document 2 soit remplacée par ce qui suit :

« Modification du Règlement de zonage de la Ville d'Ottawa (no 2008-250) proposée relativement aux 841, 845 et 855-A, avenue Grenon :

1. Faire passer le zonage des terrains, comme indiqué dans le document 1, de R1O et R3A à R4M.»

2. **qu'en vertu du paragraphe 34 (17) de la *Loi sur l'aménagement du territoire*, qu'aucun nouvel avis ne soit donné.**

Documentation/Documentation

1. Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated March 13, 2020 (ACS2020-PIE-PS-0030)

Rapport du Directeur, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 13 mars 2020 (ACS2020-PIE-PS-0030)
2. Extract of draft Minutes, Planning Committee, May 14, 2020

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 14 mai 2020

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
14 May 2020 / 14 mai 2020**

**and Council
et au Conseil
27 May 2020 / 27 mai 2020**

**Submitted on 13 March 2020
Soumis le 13 mars 2020**

**Submitted by
Soumis par:
Douglas James,
Acting Director / Directeur par intérim
Planning Services / Services de la planification
Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

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Ward: BAY (7) / BAIE (7)

File Number: ACS2020-PIE-PS-0030

SUBJECT: Zoning By-law Amendment – 841, 845, and 855(A) Grenon Avenue

**OBJET: Modification au *Règlement* de zonage – 841, 845 et 855(A), avenue
Grenon**

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve an amendment to**

Zoning By-law 2008-250 for 841, 845, and 855(A) Grenon Avenue to permit a four-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 27, 2020", 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 d'approuver une modification au Règlement de zonage 2008-250 visant les 841, 845 et 855(A), avenue Grenon, afin de permettre la construction d'un immeuble résidentiel de quatre étages, comme l'expose en détail le document 2.**
- 2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation, 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 27 mai 2020 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.**

EXECUTIVE SUMMARY

Staff Recommend Approval

Planning staff recommend Council approve an amendment to Zoning By-law 2008-250 for 841, 845, and 855(A) Grenon Avenue to permit a four-storey apartment building.

The applicant has requested to reduce the interior side yard setback, the rear yard setback and the number of parking spaces for both residents and visitors.

The proposal aligns with applicable Official Plan policies for the General Urban Area. Staff are satisfied that the requested Zoning By-law amendment for a four-storey apartment is consistent with the Official Plan and represents good planning. The proposal allows for intensification within an existing built form that is consistent with the surrounding context and includes site improvements.

Policies including 2.2.2 (Managing Growth Within the Urban Area), 2.5.1 (Designing Ottawa), 3.6.1 (General Urban Area) and 4.11 (Urban Design and Compatibility) support the approving of this application.

Applicable Policy

The following policies support this application:

With respect to the General Urban Area (3.6.1) designation, building heights will continue to be predominantly low-rise (up to four-storeys), and development will be evaluated against compatibility with the existing context and planned function of the area. The application proposes a low-rise product of four-storeys, which is in keeping with Policy 3.6.1.

Section 2.2.2 of the Official Plan explains that managing intensification within the Urban Area speaks to support intensification in the interior portions of stable, low-rise residential neighbourhoods where development will enhance and complement desirable characteristics, as well as the area's pattern of built form and open spaces. The subject properties are in an area zoned for low-rise apartment buildings with evidence of existing and new developments establishing similar built forms.

Section 2.5.1 is broad in nature with design objectives such as defining quality spaces, ensuring safety and accessibility, respecting the character, as well as considering adaptability, and sustainability. The proposed development brings the building to the street, as well as provides an active entrance and landscaping on Grenon Avenue, with parking internalized in an underground garage.

Section 4.11 can be applied to individual properties and provides direction on impacts between new and existing development. The proposal positively contributes to the neighbourhood by adding a residential development on a currently underutilized site, as well as residential intensification in an area well served by neighbourhood services and amenities.

The proposal represents appropriate residential intensification within the interior of a stable residential area and provides a built form that is consistent with the Official Plan policies noted above.

Public Consultation/Input

Councillor Kavanagh held an open house on March 20, 2019 to discuss the development with the community. Approximately 55 individuals attended. Staff also attended the meeting to field questions on process and next steps. Changes were made since the original submission including the reduction of units from 34 to 30, the reduction of resident parking spaces from 33 to 30, the complete removal of a surface parking lot and the removal of the ground floor units to the south. When the changes were provided to the department, staff notified individuals through email on November 6, 2019 to those who signed in at the open house, as well as individuals who commented on the application to date.

Le personnel recommande l'approbation des modifications demandées

Le personnel recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 visant les 841, 845 et 855(A), avenue Grenon, afin de permettre la construction d'un immeuble résidentiel de quatre étages.

Le requérant a demandé une réduction du retrait de cour latérale intérieure, du retrait de cour arrière et du nombre de places de stationnement pour résidents et visiteurs.

Le projet est conforme aux politiques pertinentes du Plan officiel s'appliquant au secteur urbain général. Le personnel constate que la modification qu'il serait nécessaire d'apporter au Règlement de zonage pour permettre la construction d'un immeuble résidentiel de quatre étages est conforme au Plan officiel et représente une bonne démarche de planification. Ce projet permet une densification à même une forme bâtie existante, conforme au contexte environnant, et permet d'apporter des améliorations à l'emplacement.

Plus précisément, les politiques 2.2.2 (Gestion de la densification dans le secteur urbain), 2.5.1 (Concevoir Ottawa), 3.6.1 (Secteur urbain général) et 4.11 (Conception urbaine et compatibilité) viennent appuyer l'approbation de cette demande.

Politique applicable

Les politiques suivantes sont favorables à cette demande :

En ce qui concerne la désignation de Secteur urbain général (3.6.1), les hauteurs de bâtiment continueront d'être essentiellement faibles (jusqu'à quatre étages) et l'aménagement sera évalué par rapport à sa compatibilité avec le contexte existant et à la fonction prévue du secteur. La demande concerne la construction d'un immeuble de faible hauteur (quatre étages), une hauteur conforme avec la politique 3.6.1.

On explique à la section 2.2.2 du Plan officiel que la gestion de la densification dans le secteur urbain concerne les parties intérieures des quartiers résidentiels stables et de faible profil, où les aménagements mettent en valeur et complètent les caractéristiques recherchées, et se reflètent dans le milieu bâti et les espaces verts du secteur. Les propriétés visées se trouvent dans un secteur où le zonage permet des immeubles résidentiels de faible hauteur et où il est avéré que les aménagements existants et nouveaux adoptent des formes bâties similaires.

La section 2.5.1 est de nature générale et propose des objectifs de conception notamment liés aux espaces de qualité, à la sécurité et à l'accessibilité, au respect du caractère des quartiers et à la prise en compte de facteurs d'adaptabilité et de durabilité. L'aménagement proposé mettrait les immeubles en rapport avec la rue, apporterait un point d'accès actif et un aménagement paysager sur l'avenue Grenon, et offrirait une aire de stationnement interne dans un garage souterrain.

La section 4.11 peut être appliquée individuellement aux propriétés et fournit des directives quant aux répercussions entre le nouvel aménagement et ceux déjà réalisés. La proposition contribue de manière positive au quartier en créant un aménagement résidentiel sur un emplacement sous-utilisé, et en apportant une densification résidentielle dans un secteur où les services et les commodités de quartier ne manquent pas.

La proposition correspond à une densification résidentielle appropriée au sein d'un secteur résidentiel stable, et offre une forme bâtie conforme aux politiques du Plan officiel susmentionnées.

Consultation publique et commentaires

La conseillère Kavanagh a organisé une réunion portes ouvertes le 20 mars 2019 afin de présenter ce projet d'aménagement aux résidents. Environ 55 personnes y étaient présentes. Des membres du personnel ont également pris part à cette réunion pour prendre connaissance des questions soulevées sur le processus et les étapes à venir. Des modifications ont été apportées depuis la présentation du projet d'origine,

notamment la réduction de 34 à 30 du nombre de logements, la réduction de 33 à 30 du nombre de places de stationnement pour résidents, la suppression totale d'une aire de stationnement de surface et la suppression des logements en rez-de-chaussée au sud. Lorsque la Direction générale a eu connaissance de ces changements, le personnel a avisé par courriel, le 6 novembre 2019, les personnes inscrites à la réunion portes ouvertes ainsi que celles ayant fait part à ce jour de commentaires concernant cette demande.

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

841, 845, and 855(A) Grenon Avenue

Owner

Building Investments Inc.

Applicant

Novatech

Architect

Project1Studio – Ryan Koolwine

Description of site and surroundings

The subject lands are located on the east side of Grenon Avenue between Carling Avenue and Richmond Road. The property is approximately 0.14 hectares and contains one detached dwelling.

Lands directly to the north are occupied by a 15-metre access to Judge Park; further north, there are town homes and a high-rise apartment. Lands to the east are occupied by Judge Park, while lands to the west of Grenon Avenue are occupied by detached dwellings; past the detached dwellings to the west is Marlene Catterall Park. Lands south of the property consist of townhouse dwellings.

Summary of proposed development

The applicant is proposing a four-storey apartment building with 30 units. An underground parking garage will provide access to 30 parking spaces, three visitor spaces and 15 bicycle parking spaces.

Summary of requested Zoning By-law amendment proposal

The subject properties are currently split-zoned: Residential First Density, Subzone O (R1O) and Residential Third Density, Subzone A (R3A). The application proposes to rezone the subject lands to Residential Fourth Density, Subzone M (R4M) with site-specific exceptions. The Residential Fourth Density zone permits a range of residential development, from detached to low rise apartment dwellings. The intent of this zone is to expand the housing options in residential areas with consideration to the existing land use patterns.

The proposed zoning amendment seeks to:

1. Rezone both the R1O and R3A zones to R4M [xxxx].
2. Urban Exception [xxxx] includes provisions addressing the following:
 - A reduction of the interior yard setback within 21 metres of front lot line from 2.5 metres to 1.5 metres and a reduction of interior yard setback beyond 21 metres from 6 metres to 1.5 metres;
 - A reduction of the minimum rear yard setback from 7.5 metres to 6.0 metres; and
 - A reduction of the parking spaces required for residential parking and visitor parking; residential parking reduced from 36 spaces to 30 spaces and visitor parking reduced from six spaces to three spaces.

DISCUSSION

Public consultation

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

Councillor Kavanagh held an open house on March 20, 2019 to discuss the development to the community. During this meeting, displays boards were available for

viewing, and the consultant team provided a presentation of the proposal followed by an open question and answer period. Approximately 55 individuals attended. Staff also attended the meeting to field questions on process and next steps.

Changes were made since the original submission including the reduction of units from 34 to 30, the reduction of resident parking spaces from 33 to 30, the complete removal of a surface parking lot and the removal of the ground floor units to the south. When the changes were provided to the department, staff notified individuals through email on November 6, 2019 to those who signed in at the open house, as well as individuals who commented on the application to date.

Approximately 40 comments were submitted during the application review process. Few comments were submitted in support, with the majority in opposition based on height and density, parking and traffic, sun shadowing and design.

For this proposal's consultation details, see Document 4 of this report.

Official Plan designation

The site is located within the General Urban Area designation as shown on Schedule B of the City's Official Plan.

Other applicable policies and guidelines

Section 2.2.2 – Managing Growth Within the Urban Area

This section directs where growth will occur within Ottawa. Policies within this section support the opportunity for intensification within the General Urban Area and recognises that such areas will continue to mature and evolve through intensification and infill, but at a scale contingent on proximity to major roads and transit, and the area's planned function. Consideration of the character in the surrounding community is a factor in determining compatibility within a community. Growth will be directed where services already exist, and infill and redevelopment will be compatible with the existing context or planned function of the area. All intensification will occur in accordance with the provisions of Section 2.5.1 and 4.11, dealing with matters of urban design and compatibility.

Section 2.5.1 – Designing Ottawa

Tools and design objectives for new development are provided in Section 2.5.1 to guide compatibility and a high quality of design. These design objectives include enhancing the sense of community; defining quality public and private spaces through development; ensuring that new development respects the character of existing areas; and considering the adaptability and diversity of places that can adapt and evolve easily over time.

Section 4.11 – Urban Design and Compatibility

New development is reviewed and evaluated using the policies of Section 4.11, which address urban design and compatibility. These aspects of urban design and compatibility include building profile and height, potential impacts, building transitions, and intensification within established neighbourhoods. The purpose of reviewing these design aspects is to ensure that new development is sensitive and compatible to the existing context while providing appropriate transitions between densities and land uses.

Planning rationale

Official Plan Policies

This application has been reviewed under the consolidated Official Plan (2003) and amendments in effect from Official Plan Amendment 150 (OPA 150).

The site is designated as General Urban Area (Section 3.6.1), which permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstance. Residential intensification through infill will respond to the existing character to enhance desirable patterns and built form, while also achieving a balance of housing types and tenures.

With respect to the General Urban Area (3.6.1) designation, OPA 150 provides for more specific policy direction on building heights. Building heights will continue to be predominantly low-rise (up to four storeys), and development will be evaluated against compatibility with the existing context and planned function of the area. The application proposes a low-rise product of four-storeys, which is in keeping with Policy 3.6.1 above.

Section 2.2.2 of the Official Plan explains that managing intensification within the Urban Area speaks to support intensification in the interior portions of stable, low-rise

residential neighbourhoods where development will enhance and complement desirable characteristics, as well as the area's pattern of built form and open spaces. The subject properties are in an area zoned for low-rise apartment buildings with evidence of existing and new developments establishing similar built forms. The proposed massing and scale are permitted by the zoning of adjacent residential properties zoned Residential Third Density, Subzone A.

Section 2.5.1 and 4.11 of the Official Plan provides policy direction for urban design and compatibility. Document 3 illustrates the site plan of the proposed site plan and massing concepts.

Section 2.5.1 is broad in nature with design objectives such as defining quality spaces, ensuring safety and accessibility, respecting the character, as well as considering adaptability, and sustainability. The proposed development brings the building to the street, as well as provides an active entrance and landscaping on Grenon Avenue, with parking internalized in an underground garage.

Section 4.11 can be applied to individual properties and provides direction on impacts between new and existing development. Key design and compatibility items, such as the design and function of the amenity area and parking, or landscaping, will be implemented through Site Plan Control. The proposed development will provide an underground garage with sufficient vehicle and bicycle parking, with the access and garage door set back to ensure adequate sightlines for safety, as well as a good urban design. Given the narrowness of the site, the massing is oriented from east to west, which minimizes the perceived massing from the street. Although the proposal is four-storeys, due to the grading of the site, the development will not impose over the existing townhouse development to the south. The proposal positively contributes to the neighbourhood by adding a residential development on a currently underutilized site, as well as residential intensification in an area well served by neighbourhood services and amenities.

Staff are satisfied that the requested Zoning By-law amendment for a four-storey apartment is consistent with the Official Plan and represents good planning. The proposal allows for intensification within an existing built form that is consistent with the surrounding context and includes site improvements. This includes landscaping that ensures compatibility and desirable spaces in relation to surrounding residential properties. Bringing the built form closer to the street will contribute to the pedestrian realm of Grenon Avenue and respect the residential character with consistency in the

front yard setback. The proposal represents appropriate residential intensification within the interior of a stable residential area and provides a built form that is consistent with the Official Plan.

Proposed Zoning Details

As detailed in Document 2, the proposed Zoning By-law amendment will rezone the site to an R4M zone with a site-specific Urban Exception [xxxx] for various performance standards. The following summarizes the planning rationale for the amendments.

1. Rezone both the R1O and R3A zones to R4M [xxxx].
 - The R4M zoning is consistent with the zoning on the neighbouring properties and permits a range of residential uses that are appropriate and compatible for the subject site location.
2. The R4M zone requires a minimum 2.5 metres interior side-yard setback within 21 metres of the front lot line and a minimum 6.0 metres interior side-yard setback for any portion of the building beyond 21 metres of the front lot line. The development proposes an interior side-yard setback of 1.5 metres along the northern property line.
 - The requested relief is sought to accommodate a greater southern interior side-yard setback that abuts an existing townhouse community. At the pre-consultation, staff stressed the importance of respecting the setback along the southern lot line given the existing conditions. Due to the narrowness of the site, the proposal seeks relief for the interior side-yard setback along the northern property line that abuts a public pathway leading to Judge Park. The pathway is lined with City-owned trees that will be compromised as a result of the proposal. Many of the trees are near the property line and therefore would not be viable through construction. Given the narrow lot width, the applicant has identified that there are no options for redesigning the building to accommodate the trees.
 - Staff have worked closely with the applicant to determine the best course of action for compensation and replacement of the affected trees. Even if a tree can be safely retained, the City needs to determine if the development will cause it to decline in future years leading to premature removal. In this case, the trees would decline if the development were to proceed as planned and

the trees were left. By allowing for their removal and replacement now, the City can accommodate new trees that will be capable of growing to maturity on site.

- The applicant has agreed to replace the trees at a 3:1 ratio, where the City generally sees up to a 2:1 ratio on most sites. These trees will not only be planted along the pathway, but in a section of Judge Park as well. The applicant has also agreed the replanted trees will be of a larger size than are typically replanted. This will be addressed at the time of site plan control approval.
3. A reduction of the minimum rear yard setback from 7.5 metres to 6.0 metres.
- Staff have no concerns with the reduction of the rear yard setback as there are no neighbouring properties along this lot line. Ample space will still be provided to meet the landscaping and amenity area requirements on site.
4. A reduction of the parking spaces required for residential parking and visitor parking; residential parking reduced from 36 spaces to 30 spaces and visitor parking reduced from six spaces to three spaces.
- The proposed development is located on the fringe of the Inner Urban Area, in between Carling Avenue and Richmond Road. The development proposes 30 units and parking spaces, which results in a proposed residential parking rate of one space per unit, whereas the By-law requires 1.2 spaces per unit. Both Carling Avenue and Richmond Road provide future residents with several transit and cycling opportunities. As for the visitor parking, three spaces will be provided underground, and street-parking is permitted along the west side of Grenon Avenue.
 - The requested relief from parking rates is in line with City directives to minimize car dependency and promote increased usage of walking, cycling and transit.

The department supports the proposed Zoning By-law amendments and is of the opinion that the proposal is consistent with the intent of the By-law and represents appropriate intensification that is compatible with its surroundings.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement of 2014 and 2020.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor Kavanagh continues to be concerned that the applicant is putting forward a project that is beyond the current city planning guidelines.

LEGAL IMPLICATIONS

In the event that the recommendations are adopted, and the matter is appealed to the Local Planning Appeal Tribunal, it is expected that a two to three-day hearing will result that could be accommodated within staff resources.

Should the application be refused, reasons must be provided. In the event of an appeal against a refusal, it would be necessary to retain an external planner.

RISK MANAGEMENT IMPLICATIONS

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

ASSET MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

There are no direct financial implications associated with the approval of the zoning amendment. In the event the zoning amendment is refused and appealed, an external planner would be retained. This expense would be absorbed from within Planning, Infrastructure and Economic Development's operating budget.

ACCESSIBILITY IMPACTS

The new building will be required to meet the accessibility criteria contained within the Ontario Building Code. The *Accessibility for Ontarians with Disabilities Act* requirements for site design will also apply and will be reviewed through the Site Plan Control application.

ENVIRONMENTAL IMPLICATIONS

The development as proposed requires the removal of the trees along the pathway leading to Judge Park on the north side of the property. These trees are close to the property line and cannot be protected during development. The applicant has agreed to replace the trees at a 3:1 ratio, not only along the pathway, but in a section of Judge Park as well. The applicant has also agreed the replanted trees will be of a larger size than are typically replanted. This will be addressed at the time of site plan control approval.

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: D02-02-19-0017) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of the proposal resulting in multiple revisions and additional staff review at various points.

SUPPORTING DOCUMENTATION

Document 1 Location Map and Zoning Key Plan

Document 2 Details of Recommended Zoning

Document 3 Proposed Site Plan

Document 4 Consultation Details

CONCLUSION

The Planning, Infrastructure and Economic Development Department supports the application and proposed Zoning By-law amendments. The proposed development is an appropriate example of infill and intensification within the General Urban Area. The new four-storey apartment building will provide street-level animation with a built form that is compatible with its surroundings and respects the relationships and character of adjacent properties. The development fits well in its context and the requested amendments conform with the Official Plan and are consistent with the Provincial Policy Statement.

DISPOSITION

Legislative Services, Office of the City Clerk to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (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.

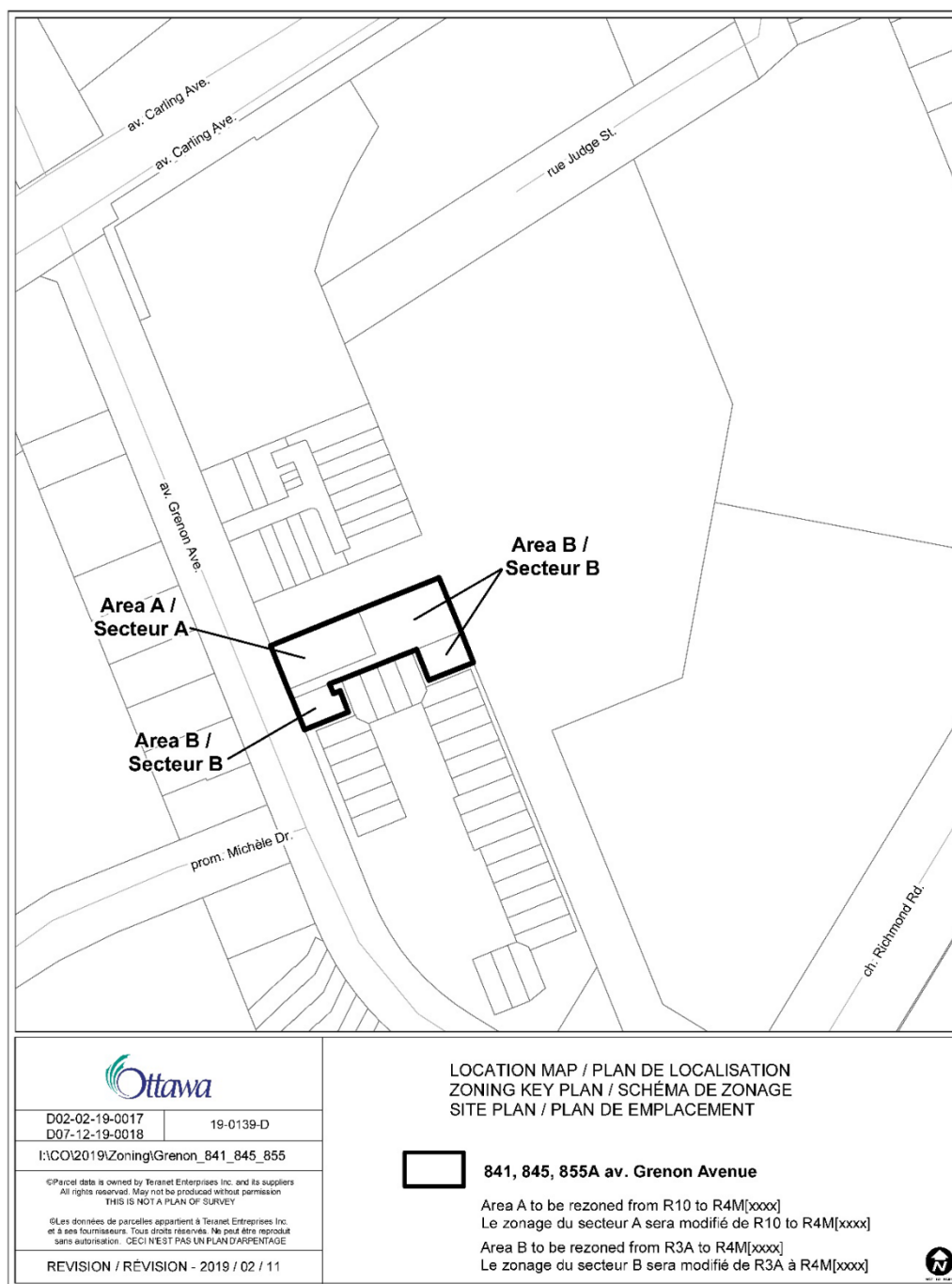
Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

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

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Document 1 – Location Map and Zoning Key Plan

For an interactive Zoning map of Ottawa visit geoOttawa.

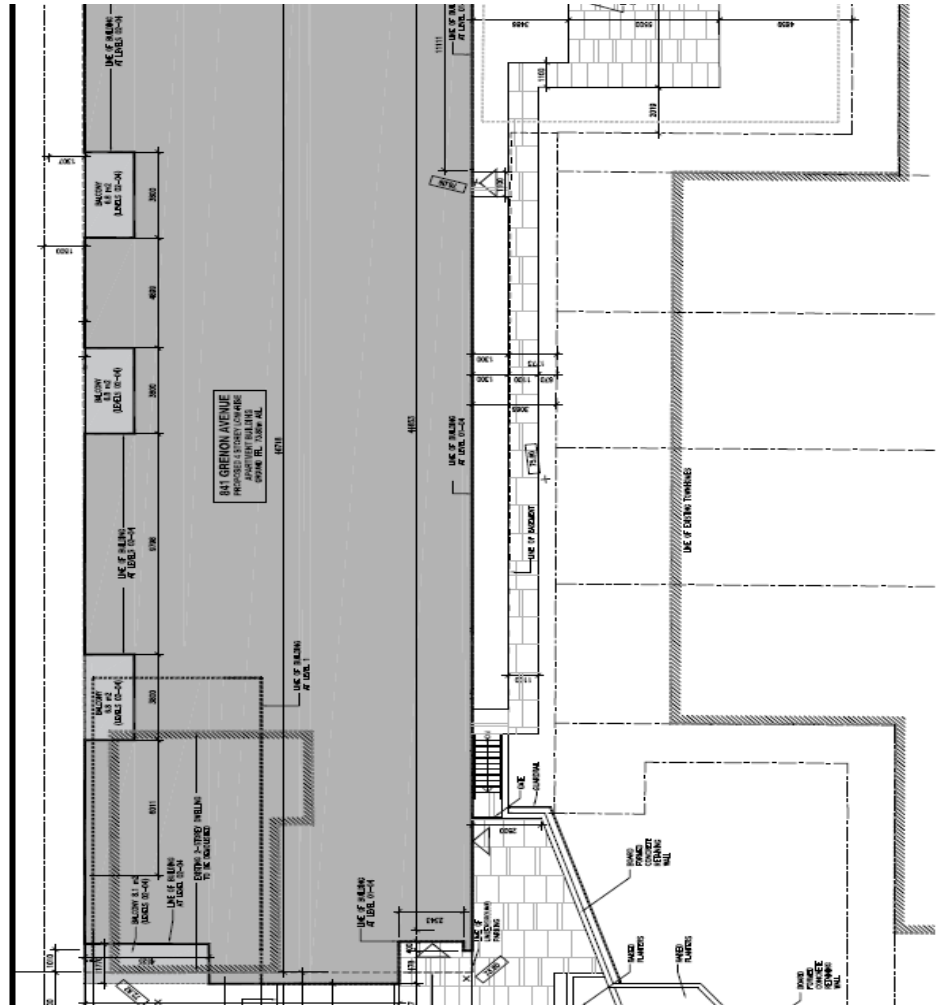


Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 841, 845, and 855(A) Grenon Avenue:

1. Rezone the lands as shown in Document 1 from R1O and R3A to R4M[xxxx]
2. Amend Section 239 – Urban Exceptions, by adding a new exception [xxxx] with provisions similar in effect to the following:
 - a) In Column V, add provisions similar in effect to the following:
 - An Apartment Dwelling, Low-rise is subject to the following provisions:
 - i. Minimum interior side-yard setback for the northern property line is 1.5 metres;
 - ii. Minimum rear-yard setback is 6.0 metres;
 - iii. Maximum height is 12 metres.
 - iv. Despite Table 101, row R11, the minimum parking space rate is 1.0 per dwelling unit; and
 - v. Despite Section 101, the minimum number of visitor parking spaces is three.

Document 3 – Proposed Site Plan



Document 4 – Consultation Details

Notification and Consultation Process

Councillor Kavanagh held an open house on March 20, 2019 to discuss the development to the community. During this meeting, displays boards were available for viewing, and the consultant team provided a presentation of the proposal followed by an open question and answer period. Approximately 55 individuals attended. Staff also attended the meeting to field questions on process and next steps.

Changes were made since the original submission including the reduction of units from 34 to 30, the reduction of parking spaces from 33 to 30, the complete removal of the surface parking lot and the removal of the ground floor units to the south. When the changes were provided to the department, staff notified individuals through email on November 6, 2019 to those who signed in at the open house, as well as individuals who commented on the application to date.

Approximately 40 comments were submitted during the application review process. Few comments were submitted in support, with the majority in opposition based on height and density, parking and traffic, sun shadowing and design.

The following summarizes, in no particular order, a list of comment topics/items raised by various members of the public in response to the application.

Built Form and Character

Comments Summary:

- The addition of a four-storey building with 34 units is too much extra density for this neighbourhood.
- The aesthetics of the building leave a lot to be desired.
- A four-storey apartment building with 34 residential units, particularly on such a small parcel of land, seems inconsistent from a density perspective and otherwise with the land use patterns as well as the nature and character of the neighbourhood, which is predominantly comprised of detached dwellings and townhomes.

- The amount of relief sought from the Zoning By-law is significant. It seems clear that the overarching intent is to maximize building size and overall occupancy density at the expense of exterior space, landscaping, parking spaces, etc.
- A four-storey development will completely tower over the townhouse complex to the south, blocking sunlight, providing shadows and provide privacy concerns.
- Rezoning to “R4” will set a precedent that would greatly intensify traffic in the neighbourhood.

Response:

The proposed development, although rezoning from an “R1” and “R3” to an “R4” zone, represents a good example of intensification in interior portions of stable, low-rise neighbourhood based on the site context and its surroundings. The property to the north is currently zoned R4N, which is in keeping with the proposed zoning. The development proposes a height of 11.8 metres (the R4M zone permits up to 14.5 metres), and both properties to the north and south permit heights of up to 11 metres. The difference in height between the top of the roof and the peak of the townhouses to the south is three metres. The development will not tower over the properties to the south given the lower grade of the site and the proposed height of 11.8 metres.

The proposal development will not set a precedent as each development proposal is reviewed on its own merit. The unique site context and location of the proposed building contributed to the recommended approval. The same rationale cannot apply as a broad stroke for the balance of the neighbourhood.

Traffic / Parking

Comments Summary:

- I have seen no evidence of a traffic study for the development.
- Extra vehicular traffic from the new tenants and their visitors will create additional unwanted noise, traffic and pollution.
- The proposal for 33 underground parking spaces instead of 41 as well as for four surface visitor parking spaces instead of seven cause concern that certain owners and/or visitors may end up parking cars for varying durations on Grenon Avenue itself.

- The development would cause significant problems with traffic and pedestrian safety. There is no sidewalk on the east side of Grenon Avenue so the residents would have to cross the street just below the downhill curve of the street where cars often exceed the speed limit and drivers' vision can be compromised.

Response:

A Transportation Impact Study was not required as per the City's Transportation Impact Assessment Guidelines. The vehicular traffic anticipated from the proposed development is expected to have a negligible impact, and pedestrians, cyclist and transit users will have opportunities for connectivity and access.

Changes were made to the proposal during the application process, which included a reduction of units from 34 to 30. The site plan shows one level of underground parking with a mix of residential and visitor parking. While the parking was slightly reduced, it is important to note that the site location is served by public transit on both Carling Avenue and Richmond Road and is in an area that is walkable. Through Site Plan Control conditions, unit renters will be notified that there is only one parking space per unit and limited visitor parking is available. On-street parking is available on the west side of Grenon Avenue, which will provide additional opportunities for parking.

Trees / Greenspace

Comments Summary:

- Destruction of 39 mature white pine, spruce, maple and other trees owned by the City of Ottawa.
- Existing trees are preserved to the greatest extent possible, and a significant green buffer should exist along the north side of the proposed building between it and the City park path.
- The pathway joining Grenon Avenue to Judge Park has mature trees which add and provide privacy from the adjacent properties. The proposed removal of 29 trees is significant, only to be replaced with a 4-storey high facade all along the pathway, impacting the privacy of the residents on 825 Grenon Avenue.
- There is no guarantee that the replacement trees will survive, especially if nothing is done to ensure their maintenance (as has happened with recent tree replacements in that park). Full-grown trees will be removed and replaced with

young, immature trees with little or no foliage coverage to be expected for the next 10 years or more.

- The complete loss of green space that has been enjoyed for decades will be shocking.
- I am concerned about the elimination of my ability to use my property in the way I wish, including my views of greenspace and the rest of the neighbourhood.

Response:

Staff have worked closely with the applicant to determine the best course of action for compensation and replacement of the affected trees. Even if a tree can be safely retained, the City needs to determine if the development will cause it to decline in future years leading to premature removal. In this case, the trees would decline if the development were to proceed as planned and the trees were left. By allowing for their removal and replacement now, the City saves money and accommodates new trees that will be capable of growing to maturity on site.

The applicant has agreed to replace the trees at a 3:1 ratio, where the City generally sees up to a 2:1 ratio on most sites. These trees will not only be planted along the pathway, but in a section of Judge Park as well. The applicant has also agreed the replanted trees will be of a larger size than are typically replanted. This will be addressed at the time of site plan control approval.

General Comments

Comment

The price of our units will go down.

Response

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

Comment

There are also concerns regarding potential collection and disposal of garbage and recycling.

Response

The development is eligible for city front end service for garbage and recycling collection. The site plan has been reviewed to ensure the City's guidelines are met.

Comment

Other normal and reasonable concerns include the likelihood for increased noise; during and after construction; as well as the potential for increased crime.

Response

Construction activity must adhere to relevant City by-laws, including the Noise By-law, Traffic and Parking By-law and Encroachments on City Highways By-law. If issues are experienced during construction, a concerned citizen may contact 311 to report non-compliance with the by-laws.

Comment

Where will the snow be deposited?

Response

The applicant has confirmed that snow can be stored directly onsite and considering there is no longer a surface parking lot, snow accumulation will be minimal.

Comment

I am also concerned about the type of demographics the 34 rental units will bring.

Response

The *Planning Act* does not allow consideration of zoning proposals in relation to a segment of the population as this would be discriminatory. This specific issue was recently the subject of a Local Planning Appeal Tribunal (LPAT) appeal, case PL180625 issued May 7, 2019. The continued suggestion to refuse an application based on the notion of users is inappropriate and land use planning does zone for people. The department reiterates that the requested rezoning application is a matter of land use planning and that the proposed development is defined as a low-rise apartment building and can accommodate a variety of tenants

Comment

We are also very concerned about the possibility of damage to our foundation when digging the underground parking.

Response

A Geotechnical Investigation was submitted in support of the applications, and review of this submission notes there are no potential impacts on surrounding properties. Furthermore, Site Plan approval will contain conditions with respect to blasting. All construction activity shall be done in accordance with any City of Ottawa approvals and regulations. Individuals that raised concerns about potential property damage and construction activity were communicated with regularly between both the City staff and the applicant and owner.

Comments received on behalf of residents residing at 855 Grenon Avenue

A group of residents a hired a Professional Planner to submit a letter in opposition on their behalf which included the following reasons:

“The community’s collective position is:

- That the building design should be based on what the site can support – in its size, zoning, criteria and community capacity – rather than modifying the site to accommodate the largest possible development using all available loopholes;
- To support to development and infill where it is reasonable, using good architecture and building integrity and makes sense for the neighbourhood;
- That the neighbourhood cannot support development of this density, expressing a concern not just for the impact on existing properties and current owners, but also for the user experience of potential residents of the proposed apartment complex;
- That while all property owners have a right to pursue a profitable business plan, we object to one that requires a leap in rezoning, with multiple exceptions to make the site fit the building;
- That while property development is important, it is equally important not to maximize profit at the expense of the current property owners and dwellers; and

- That based on recent rezoning and site plan approval and changes, the possibility exists that this proposed property will become a low-income rental property placing additional demands on the saturated services of a precarious community.”

Response

Staff understand the concerns of all residents, including those that reside directly south of the proposal. Changes were made to the original submission that responded to concerns of the community including a reduction in units and complete removal of the surface parking lot. The proposal meets the intent of the General Urban Area regarding infill in stable low-rise neighbourhoods. The reasons for support are outlined in the staff report and in response to the similar comment topics above.