

<p>4. ZONING BY-LAW AMENDMENT – 1435 RANDALL AVENUE</p> <p>MODIFICATION AU RÈGLEMENT DE ZONAGE – 1435, AVENUE RANDALL</p>

COMMITTEE RECOMMENDATION

That Council approve an amendment to Zoning By-law 2008-250 for 1435 Randall Avenue to permit five detached dwellings, as detailed in Document 2.

RECOMMANDATION DU COMITÉ

Que le Conseil approuve une modification au Règlement de zonage 2008-250 visant le 1435, avenue Randall, afin de permettre la construction de cinq habitations isolées, comme le décrit en détail le document 2.

DOCUMENTATION / DOCUMENTATION

1. Acting Director's report, Planning Services, Planning, Infrastructure and Economic Development Department dated 3 March 2017 (ACS2017-PIE-PS-0028)

Rapport de la Directrice par intérim, Services de la planification, Service de planification, d'Infrastructure et de Développement économique daté le 3 mars 2017 (ACS2017-PIE-PS-0028)

2. Extract of draft Minutes, Planning Committee, 28 March 2017.

Extrait de l'ébauche du procès-verbal, Comité de l'urbanisme, le 28 mars 2017

3. Summary of Written and Oral Submissions, to be issued separately with the Council agenda for its meeting of 26 April 2017, as part of the

Summary of Oral and Written Public Submissions for Items Subject to Bill
73 'Explanation Requirements'

Résumé des observations écrites et orales, à distribuer séparément avec
l'ordre du jour de la réunion du 26 avril 2017 du Conseil, comme faisant
partie du Résumé des observations orales et écrites du public sur les
questions assujetties aux « exigences d'explication » aux termes de la Loi
73.

**Report to
Rapport au:**

**Planning Committee / Comité de l'urbanisme
March 28, 2017 / 28 mars 2017**

**and Council / et au Conseil
April 12, 2017 / 12 avril 2017**

**Submitted on March 3, 2017
Soumis le 3 mars 2017**

**Submitted by
Soumis par:**

Lee Ann Snedden,

Acting Director / Directrice par intérim

Planning Services / Service 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: ALTA VISTA (18)

File Number: ACS2017-PIE-PS-0028

SUBJECT: Zoning By-law Amendment – 1435 Randall Avenue

OBJET: Modification au Règlement de zonage – 1435, avenue Randall

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1435 Randall Avenue to permit five detached dwellings, 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 City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council Meeting of 12 April 2017 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 le 1435, avenue Randall, afin de permettre la construction de cinq habitations isolées, comme le décrit 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 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 de l'avocat général 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 du projet de loi 73 », à la réunion du Conseil municipal prévue le 12 avril 2017 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.

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

1435 Randall Avenue

Owner

City of Ottawa

Applicant

Shenkman Corporation and HP Urban Inc.

Architect

Cartesian Homes

Description of site and surroundings

The site is located in the Alta Vista neighbourhood on the northwest corner of the Randall Avenue and Braeside Avenue intersection, as shown on the attached Location Map (Document 1). The property has approximately 55 metres of frontage along Randall Avenue and approximately 50 metres of frontage along Braeside Avenue.

Currently, the 2,720 square metre site is vacant. To the north is a retirement home (Ellwood House Seniors Inc. at 2270 Braeside Avenue) and a place of worship (St. Thomas The Apostle Anglican Church at 2345 Alta Vista Drive). To the east and south is low rise residential and to the west is the City of Ottawa Fire Department Communications Centre.

Summary of requested Zoning By-law amendment proposal

The purpose of the Zoning By-law amendment application is to permit the development of five detached dwellings. The site is currently zoned I1A[1485] – Minor Institutional Zone, Subzone A, Exception 1485. The requested zoning is R1S – Residential First Density Zone Subzone S with site specific performance standards that would allow for the proposed redevelopment.

The applicant has also submitted a Lifting of Part Lot Control application to subdivide the property in order to create five lots with freehold ownership. Four of the proposed new lots front onto Braeside Avenue, and one fronts onto Randall Avenue. Each detached dwelling is proposed to have it's own driveway and garage.

Brief history of proposal

The property was previously occupied by a water tower owned by the Regional Municipality of Ottawa, which was removed in 2002. In 2016, Ottawa Community Lands Development Corporation offered the land for sale and entered into a Purchase and Sale Agreement with the Shenkman Corporation. The sale of the land should be finalized in May 2017.

The Shenkman Corporation wishes to re-zone the property to a Residential First Density zone to allow for detached dwellings to be built, and to subdivide the existing vacant lot into five separate lots through an accompanying Lifting of Part Lot Control Application.

DISCUSSION

Public consultation

Notification and public consultation was undertaken in accordance with the Public Notification and Consultation Policy approved by City Council for Zoning By-law Amendments. Document 3 – Consultation Details provides a summary of comments that were received from members of the public during the circulation period and staff's responses.

Concerns expressed through circulation related to: the width of the driveways and garages, loss of green space, compatibility with surrounding properties, lack of variety in the design of the houses, height and increased traffic.

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

Official Plan designation

Official Plan Amendment 150 (OPA 150) was approved by Council in 2013 and is currently under appeal. This Zoning By-law amendment was reviewed with respect to the Official Plan, as amended by OPA 150, in which the General Urban Area policies have not changed in intent of direction.

Pursuant to Schedule B and Section 3.6.1 of the Official Plan, this site is designated as General Urban Area within the Official Plan. This land use designation permits the development of a range of housing types in combination with conveniently located commercial, service, cultural and institutional uses to facilitate the long-term viability of existing communities.

Within the Official Plan, Section 2.5.1 and Section 4.11 outline design objectives and principles for reviewing development proposals with respect to compatibility and urban design. Relevant considerations from Section 2.5.1 include encouraging continuous building façades to create a street edge, integrating new development to complement existing context, and achieving a more compact urban form over time. The policies in section 4.11 of the Official Plan address design features including views, massing and

scale, building heights, access to sunlight, setback of adjacent properties, parking, traffic, access, amenity area, and building design.

Other applicable policies and guidelines

The property falls within the study area of the Alta Vista, Faircrest Heights, Riverview Secondary Plan. The Secondary Plan describes the character of the study area as comprised of mostly detached houses and encourages new residential development to be compatible with the character of the existing context. The scope of the section on residential land use (Section 9.5.1.1 Residential Areas) is limited and silent on the development in this area.

The Urban Design Guidelines for Low-rise Infill Housing have been reviewed in reference to this development as the proposed residential uses are adjacent to residentially zoned areas to the east and south. Relevant guidelines speak to designing infill in a way that contributes to the quality of the streetscape, responds to the established patterns of the neighbourhood, and provides primary building entrances that are visible from the street.

Planning rationale

The proposed development satisfies the relevant policies and direction of the Official Plan, Secondary Plan, and Urban Design Guidelines applicable to the site.

The proposed rezoning is consistent with the policy direction provided in the Official Plan. The General Urban Area permits a wide variety of uses, including residential. This proposed rezoning was also reviewed in accordance with the urban design and compatibility policies in Section 2.5.1 and Section 4.11 of the Official Plan. The site is proposed to be developed as detached dwellings, which is characteristic of the low-rise residential building types that are already established in the neighbourhood.

The proposed five detached dwellings are consistent with what the Secondary Plan describes as the dominant character of the area, which are detached dwellings. The proposal also complements the existing low-rise residential to the east and south in terms of “scale, density, and openness” as per Objective 1, in Section 9.4. Section 9.6 Site Development states that new development is to be “visually and functionally compatible” with the existing context. The proposed land use will adhere to this policy as the proposed performance standards are similar to those that apply to neighbouring residential properties.

This property falls outside of the area subject to Phase I of the Low-rise Infill Housing Study; however it does fall within Schedule 342 from Phase II of the Low-rise Infill Housing study, as approved by Council on July 8, 2015 as By-law 2015-228 and amended through the Ontario Municipal Board decision on July 25, 2016. The intent of this by-law was to address concerns related to building mass and height, rear and side yard setbacks, projections into the required setbacks, amenity areas and opportunities for discreet intensification. The proposed zoning standards are in keeping with both the overall intent of this by-law as well as the applicable policies related to this area of the City.

Document 2 – Details of Recommended Zoning provides the specific performance standards to be implemented through this Zoning By-law amendment. The proposed zone is Residential First Density, Subzone S. The exception to this subzone is outlined in provisions that include:

- Setting the minimum lot width to 11 metres and setting the minimum lot area to 400 square metres.
- Ensuring that the performance standards for the minimum rear yard setback are consistent on each lot. Without this exception, Lot 5 would have a different performance standard for minimum rear yard setback than Lots 1 to 4. This is because Infill II only outlines a minimum rear yard setback performance standard for properties whose rear lot lines abut an R1, R2, R3, or R4 zone and the rear lot line for Lot 5 abuts a Minor Institutional Zone.
- Permitting the building height to be based on the grade established following construction, which is how building height is measured outside areas subject to Infill I and II, and which is appropriate given the applicable height limit and in light of the development proposed.
- Setting the maximum height limit to 9 metres. The maximum height permitted under the current Minor Institutional Zone (I1A[1485]) is 15 metres. The provision to permit a maximum height of 9 metres at 1435 Randall Avenue provides for a transition from the permitted institutional heights of 15 metres to the north and west of the site to the permitted residential heights of 8 metres to the east and south of the site.

As indicated above, the applicant is requesting a 9 metre maximum height limit. Throughout the zoning process the requested maximum height was 8 metres. The

Planning, Infrastructure and Economic Development department was notified of a requested height increase from 8 metres to 10 metres on February 15, 2017. The applicant advised that the requested increase in height was because when the detailed designs were recently drafted it was discovered that to build a basement the bedrock on-site would need to be removed. As bedrock is a difficult material, to remove it would require a hoe ram, line drilling and controlled blasting. To avoid these excavation options, the applicant has requested to alternatively raise the height of the building.

To raise awareness of this change, the revised 10 metre height provision was posted for public viewing on the City's Development Review website, and notice was sent to the Ward Councillor as well as community members who had provided comments on the proposal throughout the process. Several residents expressed concern that the 10 metre height would not be compatible with the adjacent residential to the east and south of the site, which are permitted to be built up to 8 metres in height.

In response to the feedback received, on March 13, 2017 the Planning, Infrastructure and Economic Development department was notified that the applicant revised the requested maximum height to be lowered to 9 metres. The applicant advised that while the complications around digging bedrock on site still exist, by changing the proposed rooflines of the detached dwellings, the maximum height can be reduced from 10 metres to 9 metres.

The proposed roofline will maintain the peaked roof design, which is a design reflected in the existing surrounding residential area, but the angle of the roof will be slightly altered. The revised pitch of the roof and the proposed 9 metre height can be seen in Document 4.

The department is satisfied that the proposed new height meets the Official Plan and that it provides a transition from the permitted 15 metre heights on the abutting institutionally zoned lands and the permitted 8 metre heights across the street on the residential properties. Currently, the site is permitted to develop up to 15 metres in height. The proposal reduces this maximum height limit to 9 metres and introduces detached residential uses that are compatible with the surroundings.

Staff are satisfied that the proposed zoning exceptions are consistent with the Official Plan and OPA150.

Provincial Policy Statement

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

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor Cloutier provided the following comments:

“Following extensive consultations with neighbouring residents and the local community association, I am pleased to support the rezoning of 1435 Randall Avenue to R1 with a proposal that provides five single-detached homes.

Originally presented as two-storey homes with a maximum permitted height of 8m, matching the existing nearby homes, the project was received as a compatible infill development that respects the character of the surrounding community and the principles of the Alta Vista, Faircrest, Riverview Park Secondary Plan.

More recently, however, the applicant brought forward a request to increase the maximum height from 8m to 10m. It is disappointing to receive this request after the consultations with the community had been completed. It causes concern for the area residents who look for certainty in the planning process and comfort in knowing the homes will be built according to plans presented. For this reason, I do not support the request for the additional maximum height.”

LEGAL IMPLICATIONS

There are no legal implications associated with adopting the recommendations contained within the report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

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 at the time of the registration of this phase of the Subdivision.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

HC3 – Create new and affordable housing options

ES1 – Support an environmentally sustainable Ottawa

APPLICATION PROCESS TIMELINE STATUS

This application was processed by the On Time Decision Date established for the processing of Zoning By-law amendment applications.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Concept Plan and Elevation

Document 5 Overview Data Sheet (*previously distributed and held on file*)

CONCLUSION

In considering the Provincial Policy Statement, applicable Official Plan and Secondary Plan policies, and compatibility of the use in the area, the Zoning By-law amendment is recommended for approval. The proposed detached residential development is consistent with the dominant character of the area and represents a sensitive use in an established neighbourhood.

DISPOSITION

Office of the City Clerk and Solicitor, Legislative Services to notify the applicant; Krista O'Brien, Deputy City Treasurer Revenue Branch, Corporate Services (Mail Code: 26-76) of City Council's decision.

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

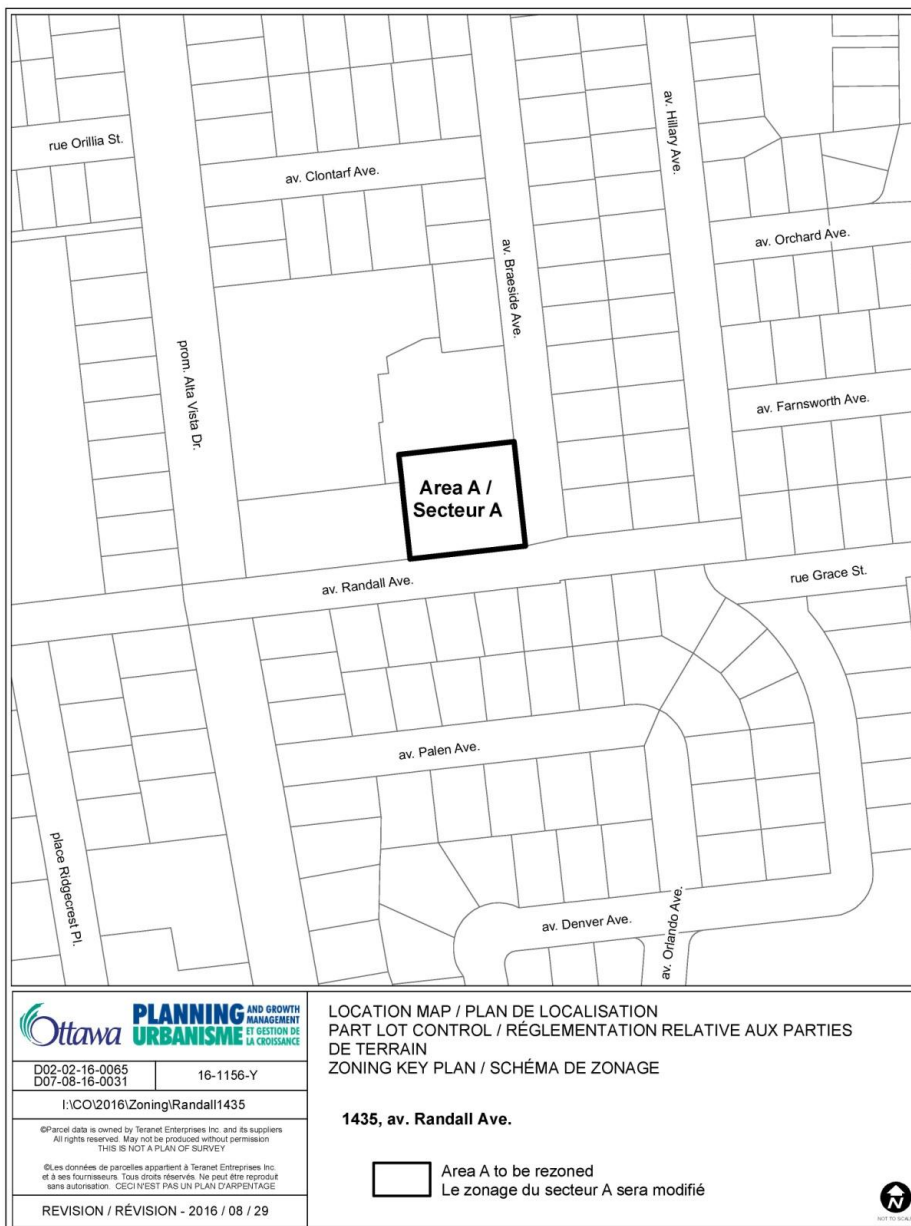
Legal Services to forward the implementing by-law to City Council.

Circulation Services Unit, Planning Services to undertake the statutory notification.

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit geoOttawa

The subject site is located in the Alta Vista neighbourhood on the northwest corner of the Randall Avenue and Braeside Avenue intersection.



Document 2 – Details of Recommended Zoning

The proposed changes to the City of Ottawa Zoning By-law 2008-250 for 1435 Randall Avenue are as follows:

1. Rezone the lands shown in Document 1 from I1A[1485] to R1S[XXXX].
2. Add a new exception, R1S[XXXX], to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - a) In column II the text “R1S[XXXX]”
 - b) In column V the following:
 - a. Minimum lot width: 11 metres
 - b. Minimum lot area: 400 square metres
 - c. Maximum height: 9 metres
 - d. Minimum rear yard setback: A distance equal to 30 per cent of the lot depth which must also comprise at least 25 per cent of the area of the lot.
 - e. Endnote 19 does 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.

Sixteen comments were received from members of the public during the circulation period. Three residents expressed full support for the development. The Public Comments are summarized by theme below:

Public Comments and Responses

Comment:

Residents are concerned that the proposal is not in keeping with the surrounding area. Residents are concerned that the number of lots being created creates a crowded environment. One resident suggested a proposal with two dwellings rather than five would be more appropriate.

Response:

The proposed use and the majority of the proposed performance standards are identical to the permitted use and performance standards that apply to adjacent residential development, which is zoned Residential First Density, Subzone GG. The proposed lot width and area permitted at 1435 Randall Avenue is not as large as those permitted in the established adjacent residential area. However, the proposed lot area and width is well within a range considered appropriate for a Residential First Density zone and is in keeping with intensification policies in our Official Plan. Section 3.6.1 of the Official Plan states: "...the City supports infill development and other intensification within the General Urban Area in a manner that enhances and complements the desirable characteristics and ensures the long-term vitality of the many existing communities that make up the city." The proposal presents modest intensification while being context-sensitive.

Comment:

Residents oppose the double-wide garages due to both the reduced on-site green space and due to the impact on reducing on-street parking.

Response:

The proposed driveway widths conform to the maximum permitted driveway widths set out in Section 107 – Aisle and Driveway Provisions of the Zoning By-law 2008-250. The proposal is subject to the same driveway width requirements as adjacent residential development; the applicant is not seeking any exceptions to existing driveway width policies. Through the issue resolution phase of the Zoning By-law Amendment process, the applicant has also reduced the proposed driveway widths. The applicant will be required to comply with existing standards for amenity area and driveway widths to receive approval for a Building Permit.

Comment:

Residents are concerned the new development will generate increased traffic and on-street parking. One applicant has concerns that the increased traffic will put the children who use the adjacent church (St. Thomas The Apostle Anglican Church at 2345 Alta Vista Drive) and school (Alta Vista Public School at 1349 Randall Ave) in danger of being hit.

Response:

The proposal did not require a Transportation Overview or Transportation Study because the proposed uses do not generate enough on-site traffic or parking to trigger such a requirement. The submission was reviewed by City Planning and Transportation staff who had no concern with pedestrian safety, traffic generation, or parking that would result from the proposed new low-rise residential use and lot severance.

Comment:

A resident had concern that the proposed dwellings looked too similar to each other and that more variety in design would improve the proposal.

Response:

Building architecture and design are features that are not finalized through a Zoning By-law amendment process, but rather implemented through either Site Plan Control or Building Permit process. The development of detached dwellings does not trigger Site Plan Control; however, the final design will be reviewed by Building Code Services at the time the applicant applies for a building permit. Through the re-zoning application

residents can find certainty in the approximate massing and setbacks set by the proposed performance standards.

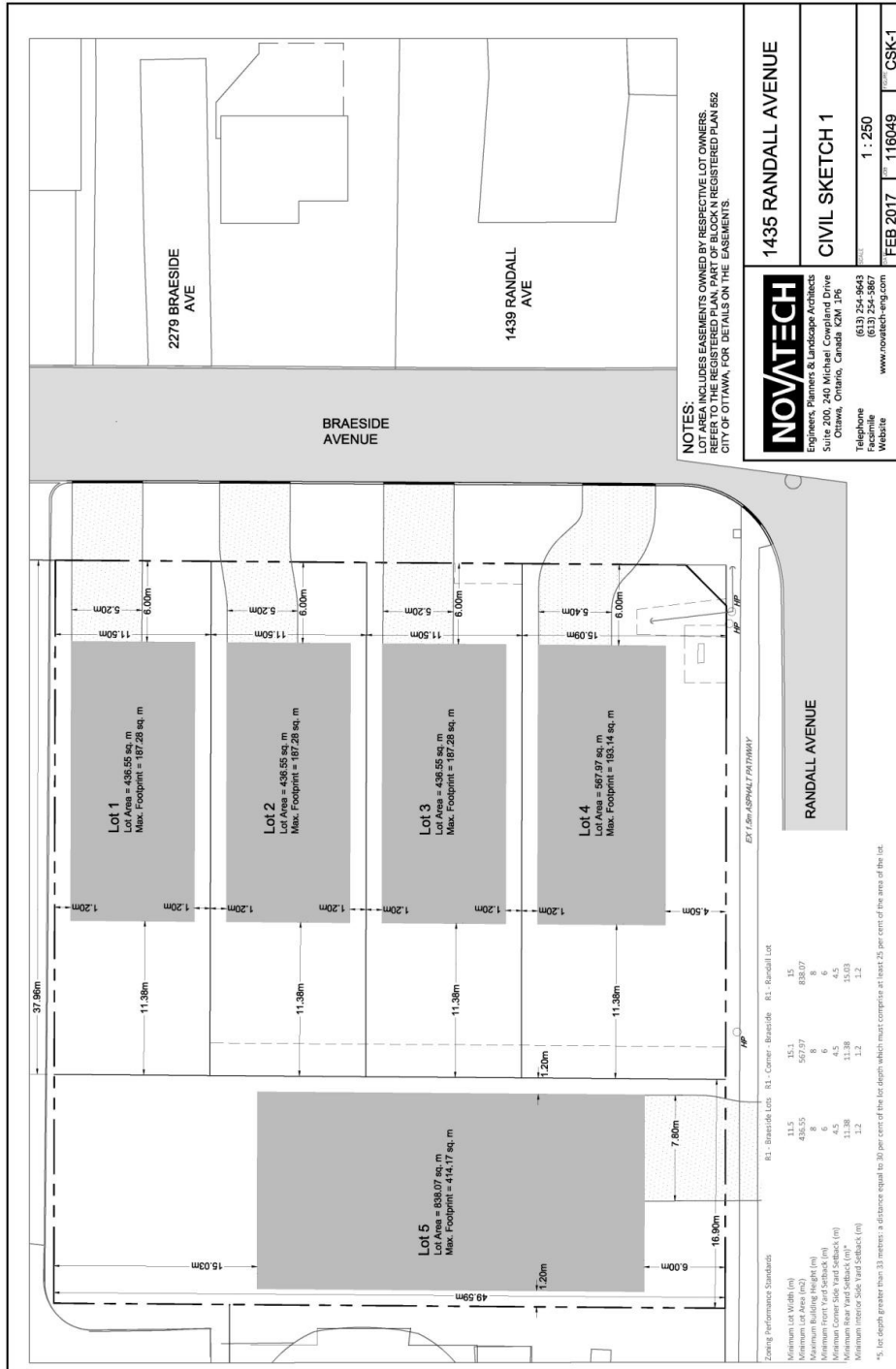
Comment:

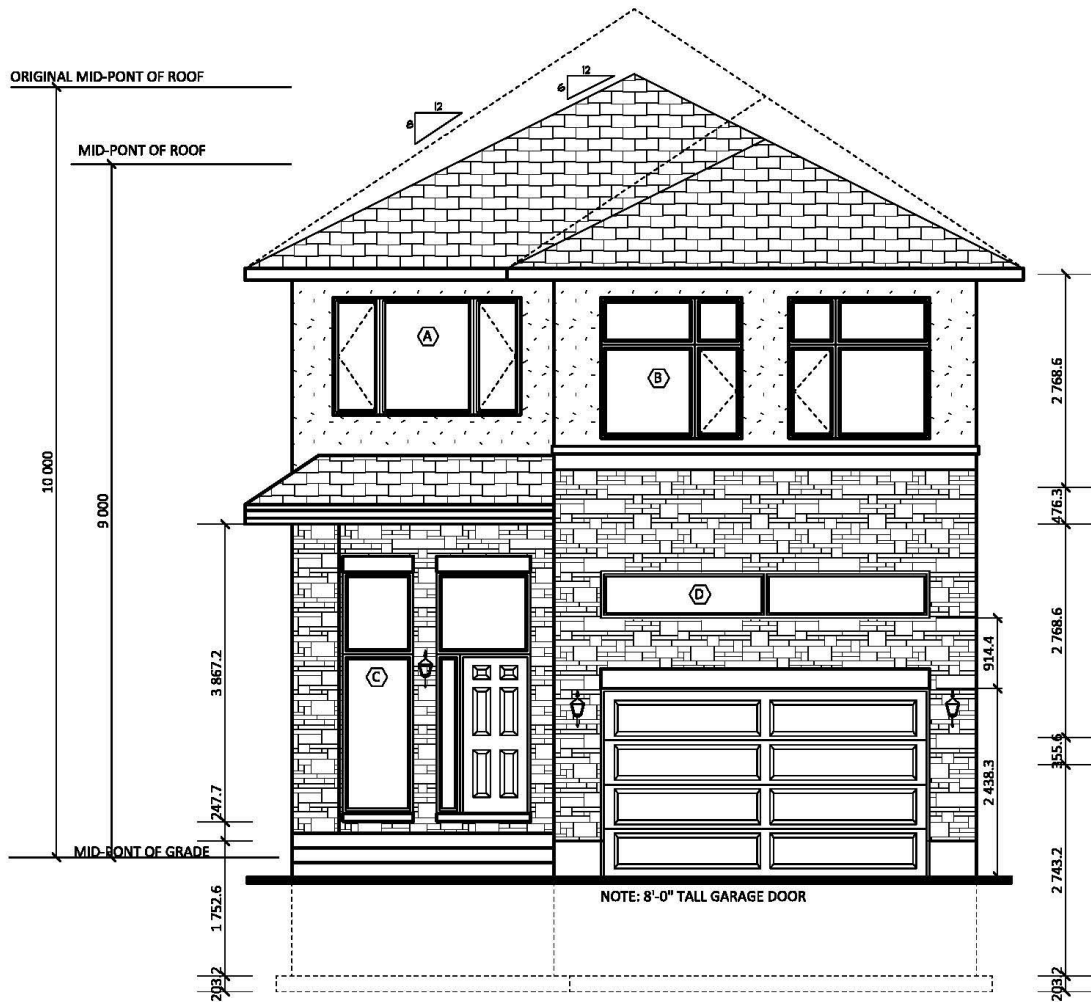
Several residents expressed concern that a 10 metre height would be too tall and that it was proposed late in the process, whereas an 8 metre height had been previously discussed with the neighbourhood.

Response:

As indicated in the Planning Rationale, the applicant has since revised the requested maximum height to 9 metres. The Planning, Infrastructure and Economic department is satisfied that the proposed maximum height limit meets the Official Plan and that it provides a transition from the permitted 15 metre heights on the abutting institutionally zoned lands and the permitted 8 metre heights across the street on the residential properties.

Document 4 – Concept Plan and Elevation





FRONT ELEVATION