

September 29, 2023

Mr. Kelby Lodoen Unseth

Planner II
Development Review (South Services)
Planning, Real Estate and Economic Development
City of Ottawa
110 Laurier Avenue West
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**RE: Planning Rationale Addendum No. 1
Zoning By-law Amendment and Plan of Subdivision
3930 and 3960 Riverside Drive, Ottawa
File No. D02-02-23-0004 & D07-16-23-0001**

Dear Mr. Lodoen Unseth,

Fotenn Planning + Design ('Fotenn') previously prepared a Planning Rationale, dated December 22, 2022, to support a Zoning By-law Amendment and Plan of Subdivision application for the lands known as 3930 and 3960 Riverside Drive in the City of Ottawa (the 'subject site').

This report intended to address analysis of the City of Ottawa Official Plan, which incorrectly identified the subject site as being designated as a Mainstreet Corridor. The subject site is in fact designated as a Minor Corridor.

This Planning Rationale Addendum No. 1 should be read in conjunction with the original December 2022 Planning Rationale. All opinions and findings of the original report remain valid, except as otherwise described below.

Sincerely,



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Planner



Paul Black, MCIP RPP
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City of Ottawa Official Plan (2022)

1.1 Transect, Designation, and Overlay

The subject site is in the Outer Urban Transect and is designated “Minor Corridor” and “Greenspace” on Schedule B3 of the Official Plan. The Minor Corridor designation applies to lands within 120 metres of the centreline of both Riverside Drive and Hunt Club Road. The subject site is adjacent to (north of) the Ottawa International Airport Economic District.

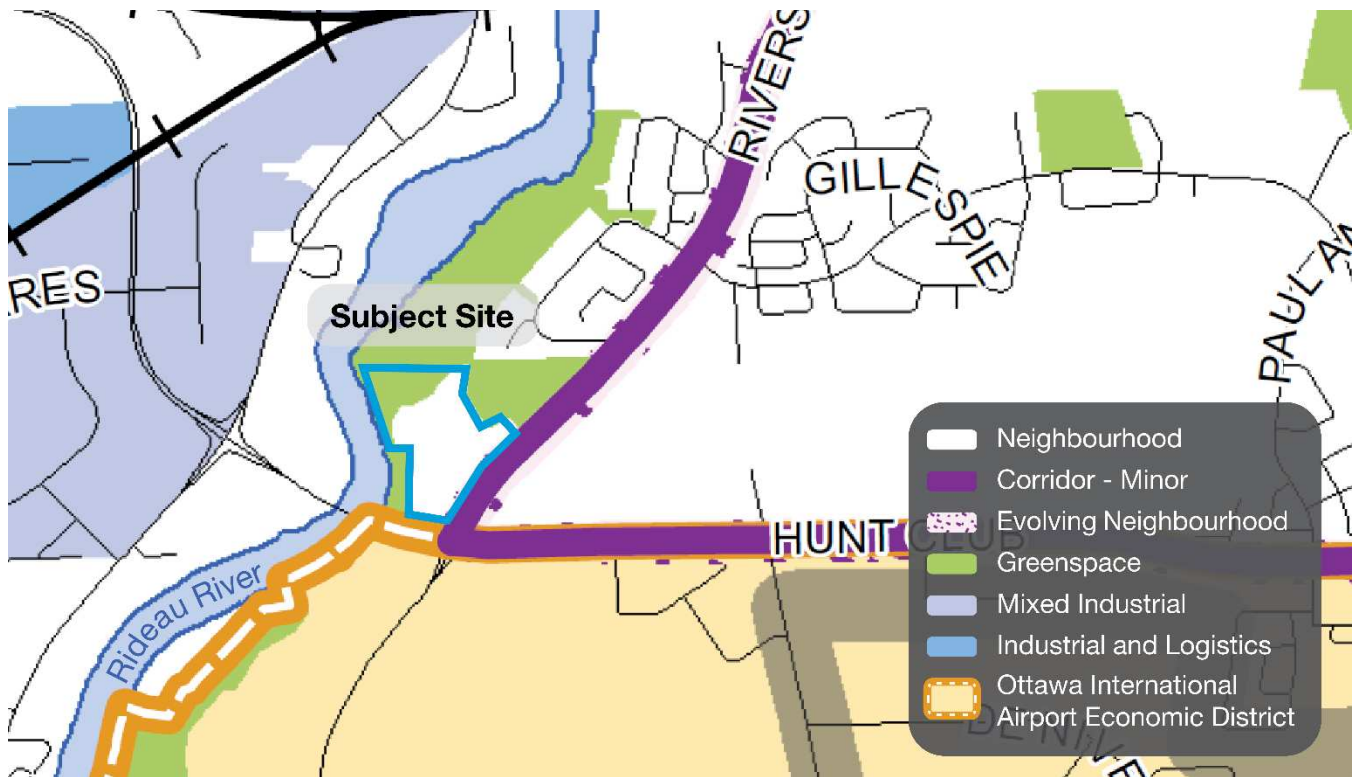


Figure 1: Schedule B3 – Outer Urban Transect (City of Ottawa Official Plan, 2022)

1.1.1 Outer Urban Transect

Section 5.3 provides policies related to the Outer Urban Transect. Per 5.3.1, the Outer Urban Transect has an established pattern of built form and site design that is suburban. Over the medium- to long-term, this area will evolve toward an urban (15-minute) model. The Plan allows for, and anticipates that, this evolution will occur gradually within a fundamentally suburban pattern. Per 5.3.1.2, the Outer Urban Transect is generally characterized by low- to mid-density development and new development shall be:

- / Low-rise within Neighbourhoods and along Minor Corridors (where up to six (6) storeys are permitted);
- / Generally Mid- or High-rise along Mainstreets, except where the lot is too small to provide a suitable transition to abutting low-rise areas, in which case only low-rise development shall be permitted; and
- / Mid- or High-rise in Hubs.

Policy 5.3.1.3 states that, in the Outer Urban Transect, the City shall support the rapid transit system and begin to introduce urban environments through the designation and overlay policies of this Plan, by supporting the introduction of mixed-use urban developments at strategic locations close to rapid transit stations.

Policy 4 indicates that the Zoning By-law shall provide for a range of dwelling unit sizes in multi-unit dwellings on Corridors and predominantly ground-oriented forms in Neighbourhoods located away from frequent street transit and corridors, with low-rise multi-unit dwellings permitted near rapid transit and frequent street transit routes.

Frequent Street Transit is defined in the Official Plan as street transit routes identified by OC Transpo that are provided at the next highest frequency after rapid transit, operate seven days a week and play a structural function in the overall transit system.

The proposed development contributes to the ongoing evolution toward the 15-minute neighbourhood model by introducing a mix of low-, mid-, and high-density development on the subject site. The proposed development locates mid and high-rise buildings adjacent to the Corridors and puts low-rise, ground-oriented housing forms behind. Hunt Club Road features frequent street transit via route 96 and the residential is in proximity to existing retail and amenities on the southeast corner of the Hunt Club and Riverside Drive intersection, as well as park and greenspaces and is in proximity to office and employment uses.

Section 5.3.2 indicates that the city shall enhance mobility options and street connectivity in the Outer Urban Transect. Per policy 5.3.2.1, the transportation network for the Outer Urban Transect shall:

- / Acknowledge the existing reality of automobile-dependent built form that characterizes the Outer Urban Transect while taking opportunities as they arise to improve the convenience and level of service for walking, cycling and public transit modes; and
- / Further to a), introducing mid-block connections to, from and within residential areas, particularly where doing so would materially reduce walking and cycling distances imposed by discontinuous street networks.

Per policy 5.3.2.2, when reconstructing arterials, the City shall set the stage for their future evolution to include, immediately upon reconstruction, a recognition of these streets' broader function as multimodal corridors and as public space that unites and connects neighbourhoods instead of dividing them, and shall implement designs that maintain the arterial function but also provide, within the right of way, for an edge that is calmer, designed for slower vehicular traffic, better integrated into the residential fabric of the adjacent neighbourhoods and fully supportive of the development of street-fronting buildings with active frontages.

The proposed development improves the convenience of active modes of transportation such as through:

- / **The proposed construction of a multi-use trail connecting the proposed development to the existing residential neighbourhood on Kimberwick Crescent, which:**
 - **Creates a new recreational path near the waterfront;**
 - **Provides a future linkage for the proposed north-south MUP along the Rideau River; and**
 - **Introduces a calmer route for residents of Kimberwick Crescent to access the intersection of Hunt Club Road and Riverside Drive without walking on Riverside Drive, such as to access Hunt Club Marketplace, the retail commercial plaza at the southeast corner of the intersection as well as the St. Hubert and Harvey's to the southwest of the intersection;**
- / **Includes the construction of a protected cycle track on the west side of Riverside Drive, which is consistent with section 4.1.2(11) of the Official Plan, providing a unidirectional cycle track during road reconstruction. This will contribute to the build-out of the city's cycling infrastructure and provide a point of connection at a time when Riverside Drive is rebuilt with cycling infrastructure and connect to the existing on-road painted bike lanes on Limebank Road south of Hunt Club Road;**
 - **Construction of the cycle track will create a calmer street edge for people using the sidewalk.**

Section 5.3.3 provides direction to Corridors located within the Outer Urban Transect. Policy 5.3.3.4 states that permitted building heights along Minor Corridors, subject to appropriate height transitions and stepbacks shall not be less than two (2) storeys and up to six (6) storeys except where a Secondary Plan or Area-Specific Policy specifies different heights.

The proposed development seeks to permit building heights ranging from nine (9) to 17 storeys, consistent with the existing zoning permission applicable to the subject site, which permits building heights up to 137 metres above sea level (ASL). This height permission would permit a high-rise building on the site.

The previous zoning permitted 137 metres ASL across the entire site, driven by the Airport northerly take-off and approach for runway 14-32. The proposed heights seek to refine the permitted heights and reflect the transitional surface plane which is applicable over the site – permitting heights from approximately 124 to 152 metres ASL. The graduated building heights respect the transitional surface of the approach and will not result in any impacts to it.

Policy 3.2.14 of the Official Plan states that an amendment or minor variance to the Zoning By-law shall be required for any increase in height within the height categories, provided the proposed increase is in the same height category. An Official Plan Amendment is only required where a different height category is proposed. The proposed development seeks a Zoning Amendment to adjust the height permissions on the subject site all within the high-rise (10-40 storey) built form category.

Section 5.3.4 provide directions to Neighbourhoods located within the Outer Urban Transect. Neighbourhoods located in the Outer Urban area shall accommodate residential growth to meet the Growth Management Strategy as outlined in Section 3. The Zoning Bylaw shall implement development standards that transition away from a suburban model and move towards urban built forms as described in Table 6 as applicable and that:

- / Allows and supports a wide variety of housing types with a focus on lower density missing-middle housing which generally reflects the existing built form context of the neighbourhood, which may include new housing types that
- / are currently not contemplated in this Plan;
- / The application, as appropriate, of Zoning By-law development standards to be applied as one lot for zoning purposes to support missing middle housing;
- / Generally provides for up to 3 storeys height permission, and where appropriate 4 storeys height permission to allow for ground oriented higher-density Low-rise residential development;
- / Provides an emphasis on regulating the maximum built form envelope that frames the public right of way; and
- / In appropriate locations, to support the production of missing middle housing, prohibit lower-density typologies.

The proposed development introduces low-rise development in the lands designated as Neighbourhood with two building typologies: single detached dwellings and townhouse dwellings. These dwellings reflect the existing built form of the adjacent neighbourhood and provide a transition from the existing to the proposed taller buildings.

1.1.2 Corridor Designation

Section 6.2 of the Official Plan includes policies related to the Corridor designation. Per policy 6.2.1.1, the Minor Corridor designation applies to any lot abutting the Corridor, subject to a maximum depth of 120 metres from the centreline of the street identified as a Minor Corridor. Development within the Corridor designation shall establish buildings that locate taller buildings and higher densities closer to the Corridor, subject to building setbacks where appropriate. The development shall ensure appropriate transitions in height, use of land, site design and development character through the site, where the Corridor designation meets abutting designations.

For larger sites (generally greater than 1 hectare or with a depth greater than 100 metres), an enhanced circulation network should be provided within the site prioritizing the needs of pedestrians, cyclists and transit users, and should encouraged development closer to the corridor first.

Per policy 6.2.1.3, Corridors generally permit residential and non-residential uses that integrate within a dense, mixed-use urban environment.

The lands proposed for mid and high-rise buildings are generally subject site is located within 120 metres of the centreline of Riverside Drive and Hunt Club Road, with a portion of the northwesternmost part of the site lying outside of

this setback. The taller buildings have been located abutting both Riverside Drive and Hunt Club Road, in keeping with the Corridor designation with the low-rise built form proposed within the adjacent Neighbourhood designation.

The proposed development includes residential uses and proposes an internal network of sidewalks and pathways with connections to adjacent lands and subdivisions, and the potential for further connection to the south in the future, resulting in a well-connected community.

1.1.3 Neighbourhood Designation

The balance of the lands, outside of 120 metres of the Minor Corridor are designated Neighbourhood. Policy 6.3.1.2 states that permitted building heights in Neighbourhoods shall be Low-rise, except where existing zoning or secondary plans allow for greater building heights or in areas already characterized by taller buildings.

Per Policy 6.3.1.4, the Zoning By-law and approvals under the Planning Act shall allow a range of residential and non-residential built forms within the Neighbourhood designation, including a full range of low-rise housing options sufficient to meet or exceed the density and unit type goals of Section 3.2 of the Official Plan.

Policy 6.3.1.5 states that the Zoning By-law will distribute permitted densities in the Neighbourhood by:

- / Allowing higher densities and permitted heights, including predominantly apartment and shared accommodation forms, in areas closer to, but not limited to, rapid-transit stations, Corridors and major neighbourhood amenities;
- / Allowing lower densities and predominantly ground-oriented dwelling forms further away from rapid-transit stations, Corridors and major neighbourhood amenities; and
- / Provide for a gradation and transition in permitted densities and mix of housing types between the areas described above.

Low-rise residential including both townhouse and detached dwellings is proposed for the lands within the Neighbourhood designation. The proposed dwellings will contribute to intensification to meet and exceed the density targets outlined in Section 3.2 (discussed below). These ground-oriented units are located furthest away from the Corridors and provide for an appropriate transition and mix of densities on the subject site.

1.1.4 Evolving Neighbourhood Overlay

There are several categories of overlays within the Official Plan and are described in Section 5.6. The overlays complement the underlying designations and provide additional policy direction to allow certain types of activities and provide built form guidance in evolving areas.

As stated in Section 5.6.1, the Evolving overlay is applied to areas in proximity to Hubs and Corridors to signal a gradual evolution over time that 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.

Per policy 5.6.1.1.1, the Evolving overlay will apply to areas that are in a location or at stage of evolution that create the opportunity to achieve an urban form in terms of use, density, built form and site design. The Evolving Overlay will be applied generally to the properties that have a lot line along a Minor Corridor.

The Overlay is intended to provide opportunities that allow the City to reach the goals of its Growth Management Framework for intensification through the Zoning By-law, by providing:

- / Guidance for a gradual change in character based on proximity to Hubs and Corridors,
- / Allowance for new building forms and typologies, such as missing middle housing;
- / Direction to built form and site design that support an evolution towards more urban built form patterns and applicable transportation mode share goals; and
- / Direction to govern the evaluation of development.

The subject site abuts a Minor Corridor along Riverside Drive and Hunt Club Road. The evolving overlay applies along these frontages.

According to policy 5.6.1.1.2, where an Evolving overlay is applied:

- / The Zoning By-law shall provide development standards for the built form and buildable envelope consistent with the planned characteristics of the overlay area, which may differ from the existing characteristics of the area to which the overlay applies; and
- / The Zoning By-law shall include minimum-density requirements as identified in Table 3a, and permissions to meet or exceed the density targets of Table 3b.

Policy 5.6.1.1.2 states that in the Evolving Overlay, the City:

- / Will be supportive of applications for low-rise intensification that seek to move beyond the development standards of the underlying zone where the proposal demonstrates that the development achieves objectives of the applicable transect with regards to density, built form and site design in keeping with the intent of Sections 3 and 5 of the Plan;
- / May support amendments to the Zoning By-law for intensification that proposes non-residential uses, provided the proposal demonstrates that the development achieves the objective(s) of the applicable overlay with regards to built form and site design and the applicable designation with regards to function and height permissions.

The proposed development will contribute to achieving the residential intensification targets identified in the Official Plan. Within lands subject to the Overlay, mid and high-rise buildings in keeping with the existing zoning permissions will help to achieve the intensification targets, in proximity to a frequent transit street and the intention to move towards a more urban built form within the Outer Urban Transect.

1.2 Growth Management Framework

Section 3 of the Official Plan outlines a growth management framework, which is premised on the ability to provide sufficient development opportunities and an appropriate range of choices, locating and designing growth so as to increase sustainable transportation mode shares and use existing infrastructure efficiently, while reducing greenhouse gas emissions.

The Official Plan notes that most growth will occur within the urban area of the City, with a majority of residential growth to be within the built-up area through intensification, increasing over time during the planning horizon. The City anticipates 93 percent of growth will be within the urban area, and 47 per cent of that growth is to occur within the existing urban area as it existed on July 1, 2018.

In Section 3.2, the Official Plan outlines its goals for intensification, including directing it to Hubs and Corridors, where most services and amenities are located. Policy 3.2.8 states that intensification should occur in a variety of dwelling unit floorspace sizes to provide housing choices. Small-household dwellings are units with up to two bedrooms and are typically within apartment-built forms, while large-household dwellings are units with three or more bedrooms or an equivalent floor area and are typically within ground-oriented built forms.

Policy 3.2.10 states that the residential density and proportion of large household dwelling targets are established in Table 3b for Neighbourhoods and Minor Corridors. Within Neighbourhoods, a diversity of housing opportunities is to be provided for such that generally, higher densities will be directed closer to Mainstreets, Minor Corridors, rapid transit stations, Hubs and major neighbourhood amenities with lower densities further away from such features such that the overall density in Neighbourhoods meets or exceeds those in Table 3b.

The target residential density range for intensification within the Neighbourhood and Minor Corridor designation is 40 to 60 dwellings per net hectare. For the subject site, the targeted minimum proportion of large-household dwellings within intensification is 50% for low-rise buildings within Neighbourhoods. There is no minimum for Minor Corridors. Per policy

3.2.12, the density targets shall be implemented in the Zoning By-law through a municipally initiated zoning conformity exercise. To date, this exercise has not been completed.

While the density targets have not yet been implemented into the Zoning By-law by the City, the proposed development exceeds to target of 60 units per net hectare for residential intensification and it is expected that the low-rise components of the proposed development will provide at least 50% of the low-rise units as “large dwellings”.

Conclusion

It is Fotenn's professional opinion that these applications continue to represent good land use planning and are in the public interest. The development is in the public interest for the following reasons:

- / The proposal is consistent with the policies of the Provincial Policy Statement (2020);
- / The proposed development conforms to the City of Ottawa Official Plan (2022) with regard to intensification and diversification of housing, growth management, urban design, cultural heritage, natural heritage and greenspace, water resource system management, designation, and land use constraints due to airport noise. The proposed land uses conform to the Minor Corridor and Neighbourhood designation of the Official Plan, subject to the proposed Zoning By-law Amendment to refine the building heights permitted within the high-rise built form category; and,
- / The proposed development continues to maintain the general intent of the Zoning By-law and the proposed amendments are appropriate and desirable for the redevelopment of the lands.



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