

## Planning Rationale in Support of Application for Site Plan Control



**2830 Carling Avenue / 810 Vick Avenue  
City of Ottawa**

**Prepared by:**

**Holzman Consultants Inc.  
Land Development Consultants**

**November 20, 2020**

# TABLE OF CONTENTS

1.0	Introduction.....	1
1.1	Background.....	1
1.2	Description of Subject Property.....	1
1.3	Site Context.....	3
2.0	Description of Proposed Development.....	6
3.0	Planning and Policy Context.....	9
3.1	Provincial Policy Statement.....	9
3.2	City of Ottawa Official Plan.....	11
3.2.1	Design Objectives .....	12
3.2.2	Urban Design and Compatibility.....	13
3.3	Urban Design Guidelines for Development along Arterial Mainstreets.....	16
3.4	Urban Design Guidelines for Low-rise Infill Housing.....	17
3.5	City of Ottawa Zoning By-law.....	19
4.0	Conclusion.....	22

# EXHIBITS

Exhibit A:	Subject Property, consisting of three PINs.....	2
Exhibit B:	Google Earth Photo of the Subject Property.....	3
Exhibit C:	Photograph of the Subject Property.....	4
Exhibit D:	Amenities within 100 m radius.....	5
Exhibit E:	Proposed Site Plan.....	6
Exhibit F:	Proposed Underground Garage Plan.....	7

Exhibit G: North Elevation of Building A..... 8

Exhibit H: East Elevation of Building B..... 9

Exhibit I: Excerpt from Urban Policy Plan..... 11

Exhibit J: GeoOttawa Map Showing Zoning..... 20

## ADDENDA

Addendum 1: Site Photographs

Addendum 2: Section 2 of Design Brief (as prepared by Pye & Richards – Temprano & Young Architects Inc.)

## 1.0 Introduction

### 1.1 Background

Holzman Consultants Inc. was retained by 1408505 Ontario Inc. (the “Applicant”) to prepare a Land Use Planning Rationale (the “Planning Rationale”) in support of the redevelopment of the properties municipally known as 2830 Carling Avenue and 810 Vick Avenue (collectively the “Subject Property”) located on the south side of Carling Avenue between Judge Street and Vick Avenue, in Bay Ward (Ward 7) of the City of Ottawa.

The Subject Property is currently owned by Elizabeth McCulloch and Robin Ross and has been sold to the Applicant; however, the transaction has not yet closed. The Applicant proposes to redevelop the Subject Property with two residential buildings: a 27-unit stacked townhouse building fronting on Carling Avenue and a triplex fronting on Vick Avenue with an underground parking structure (collectively the “Proposed Development”). This will constitute a planned unit development, meaning two or more residential use buildings on the same lot.

We are given to understand from our pre-application consultation meeting held with City Staff on July 13, 2020 that the Proposed Development triggers an Application for Site Plan Control – Application for New Development, Complex, Manager Approval, Public Consultation (the “Application”). In addition to the submission requirements related to engineering, environmental, landscaping and planning, it was determined that a scoped Design Brief would be required in support of the Application. Accordingly, embedded within this Planning Rationale you will find our specific responses to Section 1 of the Terms of Reference for the Design Brief. More specifically, we offer the following overall vision statement and goals for the Proposed Development.

*“To introduce a moderately-priced and desirable form of housing stock to the Britannia Heights neighbourhood that will leverage the Subject Property’s unique location which enjoys frontage on three streets including significant exposure to an arterial corridor. This infill development will refresh the character of the neighbourhood by offering an inviting façade that defines the street edge, while coexisting with the varied built form that has been established over several decades.”*

A pre-application consultation was held with Councillor Theresa Kavanagh on October 1, 2020 in which we explained the nature of the Application and the impact on the surrounding community.

### 1.2 Description of Subject Property

The Subject Property has 44.57 metres of frontage on Carling Avenue with a western lot line (along Judge Street) measuring 33.75 metres and a somewhat irregular east lot line (along Vick Avenue) measuring 36.98 metres. The area of the Subject Property is 1,686.16 square metres.

The Subject Property is heavily vegetated with the frontage along Carling Avenue bounded by trees along its western half and a wood fence along its eastern half. It is improved with two dwellings and is, in our opinion, an underutilization of the lands based on its location along a prominent roadway that features a nearby transit stop. The single family detached bungalow at 810 Vick Avenue is accessible by an asphalt driveway and the front yard contains three (3) maple trees. The single family detached bungalow at 2830 Carling Avenue has a narrow driveway accessible from Judge Street and it is also accessible to pedestrians by a set of concrete stairs from the sidewalk that runs along Carling Avenue in front of the Subject Property. The sidewalk that runs parallel to Carling Avenue is depressed at each of the

intersections with Vick Avenue and Judge Street. There is no sidewalk along the western side of Vick Avenue, but there is an asphalt sidewalk with a concrete curb along the east side of Judge Street.

The frontage of the Subject Property along Carling Avenue sits higher than the pedestrian sidewalk, in some places by as much as approximately 1 metre. The topography of the Subject Property is generally flat, sloping gently downward to the northeast.

The Subject Property is currently improved with two (2) single family detached residences on three parcels of land, as depicted in **Exhibit A**, and as described below:

Municipal Address	PIN	Legal Description
2830 Carling Avenue	039430027	Lot 1 & 2, Plan 231
2830 Carling Avenue	039430019	Lot 2, Plan 250
810 Vick Avenue	039430020	Lot 4, Plan 250



**Exhibit A:** Subject Property, consisting of three PINs, outlined in yellow

### 1.3 Site Context

The Subject Property is located approximately 200 metres west of Pinecrest Road and is within the Britannia Heights neighbourhood which is bounded to the north by Carling Avenue, to the east by OC Transpo Transitway, to the south by Henley Street, and to the west by Bayshore Drive. The population of Britannia Heights is approximately 1,750. It appears from a review of air photographs that many of the homes in the area were constructed between the 1930s and the 1960s and from the 1970s to the 1980s, townhouses and condominium buildings were erected.

As depicted in **Exhibit B**, the Subject Property is situated between multi-unit residential buildings:

- a 3-storey, 28-unit rental building, municipally known as 2820 Carling Avenue, on the east side of Vick Avenue; and a
- a 5-storey condominium building, municipally known as 2850 Carling Avenue, on the west side of Judge Street.

South of the Subject Property there are residential structures as follows:

- a 7-unit row of 3-storey freehold townhouses abutting the Subject Property, municipally known as 101 to 113 Judge Street, on the west side of Judge Street;
- a single family detached residence abutting the Subject Property, municipally known as 816 Judge Street, on the east side of Vick Avenue; and
- Four (4) low-rise multiplex buildings, municipally known as 820, 824, 826 and 828 Vick Avenue on the east side of Vick Avenue.



**Exhibit B:** Google Earth Photo of the Subject Property (outlined in yellow) from the north side of Carling Avenue, bordered by Vick Avenue on the left (east) and Judge Street on the right (west)



Vick Avenue is a dead-end street and apart from the structures noted above, the only other improved lot on the street is a single-family detached bungalow at 819 Vick Avenue, abutting the south side of the apartment building at 2820 Carling Avenue. The southern extremity of Vick Avenue is marked by a 16-storey apartment building, municipally known as 2841 Richmond Road. While there is a pedestrian path providing access to this high-rise building from Vick Avenue, there is no vehicular access. It should be noted that there is an area of unimproved greenspace at the southeast end of Vick Avenue that forms part of a parcel of land that has frontage on High Street.

Judge Street also terminates in a dead-end, but it does provide vehicular access to:

- the underground parking garage, surface parking and pedestrian entrance to the condominium building at 2850 Carling Avenue;
- the surface parking and pedestrian entrance to the high-rise rental apartments at 2880 Carling Avenue; and
- a private approach to the rear of 2871 Richmond Road, a 17-storey condominium known as Marina Bay.

As evident from **Exhibit C**, below, Carling Avenue rises gently from west to east in front of the Subject Property. An elevated median with grass and street lights separates the 2 eastbound lanes from the 2 westbound lanes of Carling Avenue. Vehicular access to Judge Street and Vick Avenue is restricted to the eastbound Carling Avenue lanes such that the only turning movement is right-in / right-out.



**Exhibit C:** Photograph of Subject Property from the Carling Avenue median at Judge Street, looking southeast

As illustrated in **Exhibit D**, the amenities within a 100 metre radius of the Subject Property include:

- an OC Transpo bus stop with shelter, located immediately to the east of the Subject Property, in front of the apartment building at 2820 Carling Avenue; and
- Britannia Park, a 17.65-acre greenspace and recreational area containing baseball and soccer fields, located directly across from the Subject Property, on the north side of Carling Avenue.



**Exhibit D:** Amenities within 100 metre radius of the Subject Property

Notable developments and amenities within the close proximity to the Subject Property are:

- Judge Park, a greenspace with public tennis courts, is accessible by a pedestrian pathway at the west end of Judge Street. This pathway has connections to Grenon Avenue to the west and Richmond Road, to the south;
- An unenclosed retail-commercial complex known as Coliseum Ottawa, approximately 700 metres to the west at the intersection of Carling Avenue and Roseview Avenue, with 109,260 square feet of space, anchored by a Cineplex movie theatre and Shoppers Drug Mart;
- Britannia Plaza, anchored by Farm Boy, is 700 metres to the northeast at 1495 Richmond Road;
- Bayshore Shopping Centre, a 2.2 km drive from the Subject Property (and also serviced by public transit) containing over 880,000 square feet of retail floor area and including a Walmart with a grocery department; and



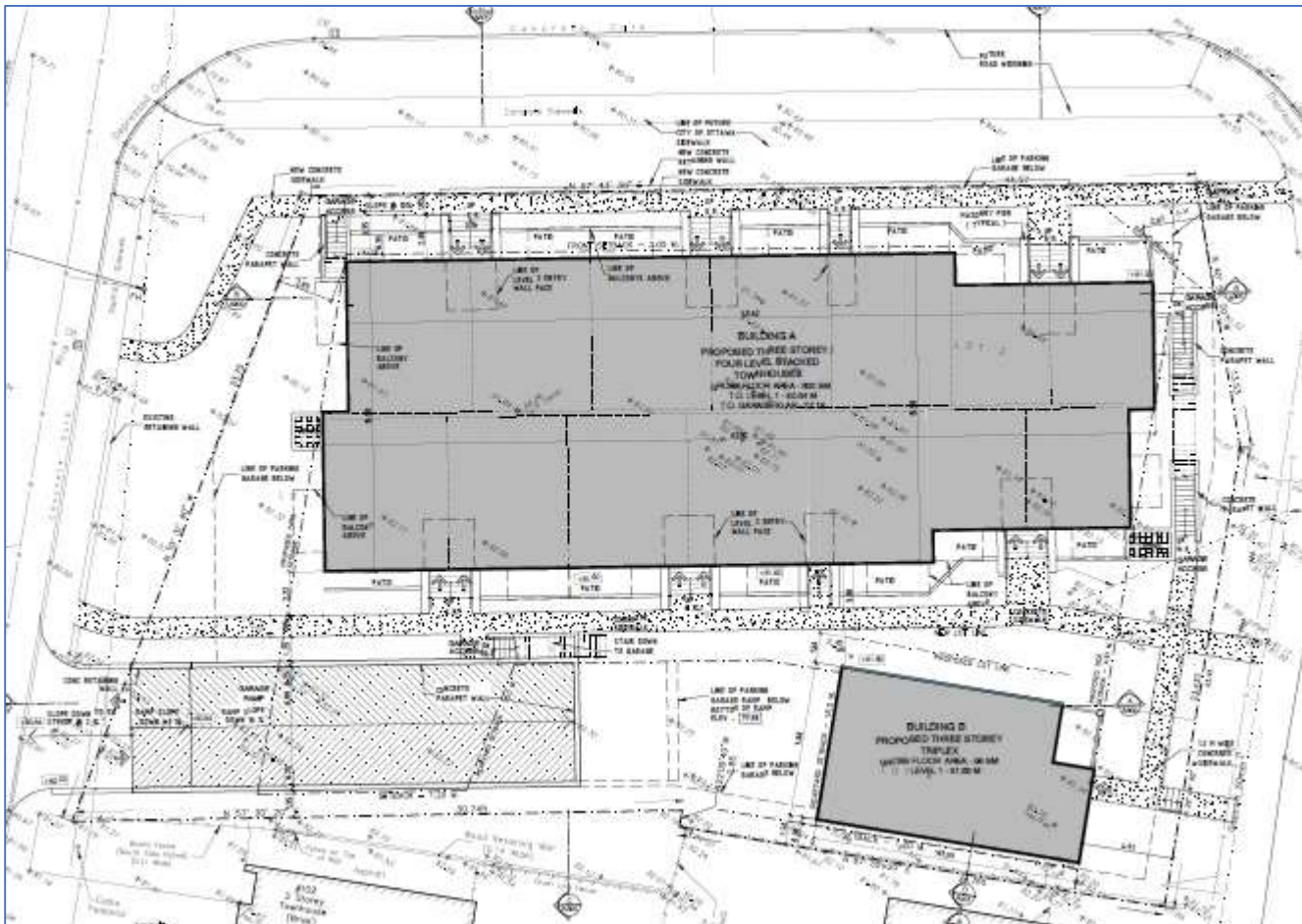
- Lincoln Fields Shopping Centre, located approximately to 1 km east, currently being redeveloped. The eastern part of the mall has been demolished allowing the existing Metro supermarket to remain open while a new 28,000-square-foot food store is being constructed.

Addendum 1 contains an air photo and a series of photographs of the Subject Property and its surroundings.

## 2.0 Description of Proposed Development

The Proposed Development will consist of two multi-unit residential buildings: a 3-storey, 27-unit stacked townhouse building (“Building A”) and a 3-storey triplex (“Building B”) with a total gross floor area of 2,694 square metres.

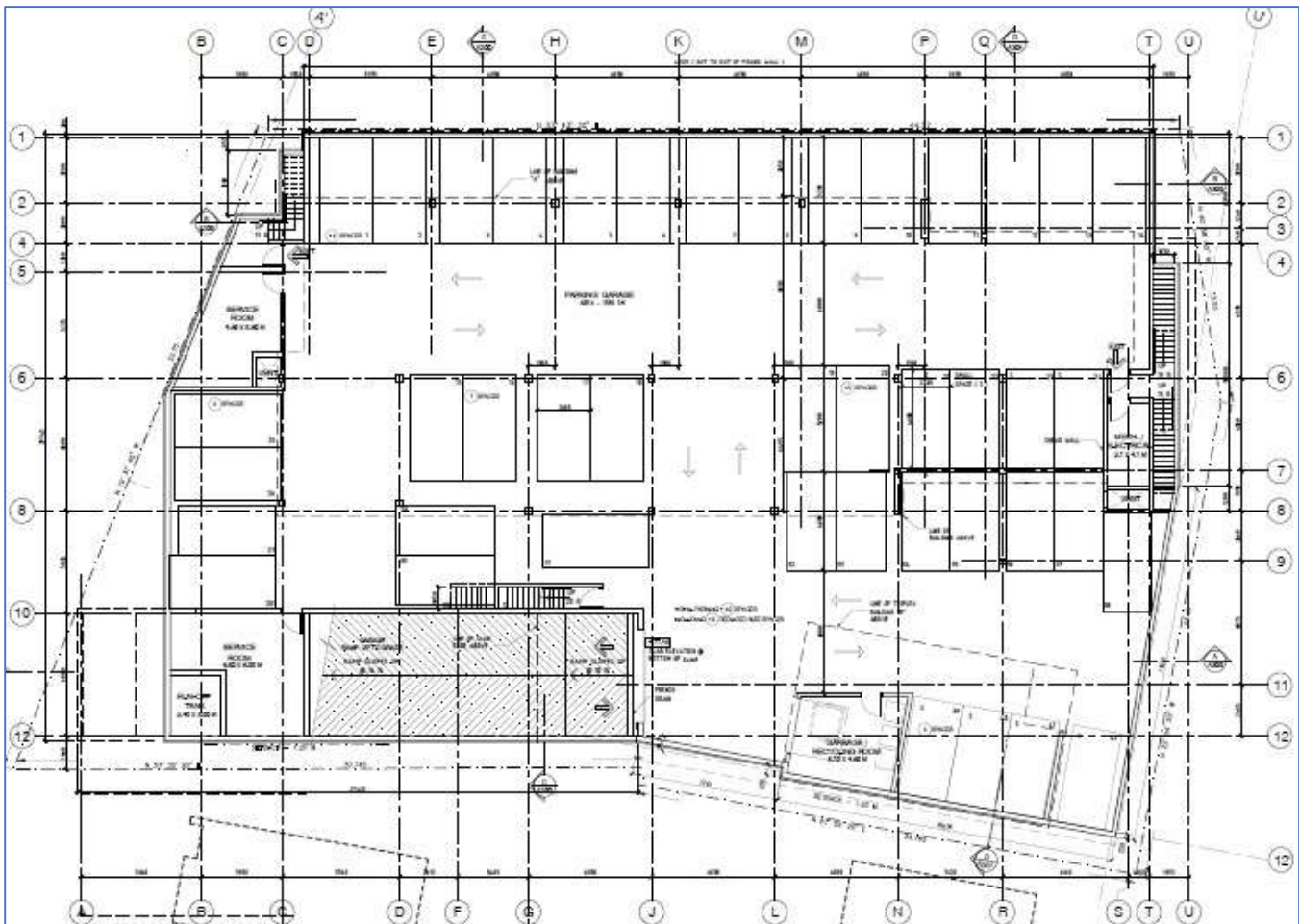
Building A will span the frontage of the Subject Property along Carling Avenue with four sets of stairs on its north side providing access to the north-facing units and four sets of stairs on its south side providing access to the south-facing units. There will be a total of 21 two-bedroom units and 6 one-bedroom units. The smallest one-bedroom unit is 46.6 square metres and the largest two-bedroom unit is 85 square metres. Building B will have frontage on Vick Avenue and will consist of 3 units, each of which measures 79 square metres. Please refer to **Exhibit E** for an excerpt from the Site Plan.



**Exhibit E: Proposed Site Plan**

A concrete sidewalk is proposed to run from the asphalt sidewalk on the east side of Judge Street around the north side of Building A and will tie into the concrete sidewalk at the northeast corner of the Subject Property. A second concrete sidewalk is proposed to run along the south side of Building A which provides access to the south-facing units. A third concrete sidewalk runs along a portion of the eastern side of the Subject Property, providing access to Building B.

As depicted in **Exhibit F**, an underground structure, accessible from a 2-way private approach on Judge Street, is proposed to contain 42 parking spaces, a garbage/recycling room, a mechanical/electrical room, two general-purpose “service rooms” and a runoff storage tank (cistern). There are four proposed stairwells providing access to the underground garage: two on the east side of Building A, one at the northwest corner of Building A and one on the south side of Building A.



**Exhibit F: Proposed Underground Garage Plan**

Elevations of Building A and Building B are depicted in **Exhibit G** and **Exhibit H**, respectively.

According to the Servicing and Stormwater Management Report prepared by the Applicant’s engineer, McIntosh Perry, proposed servicing will be provided via connections to the local services within Judge Street:

- “A new 250 mm diameter sanitary service is proposed to be installed and connected to the existing 300 mm diameter sanitary sewer within Judge Street;
- A new 150 mm diameter water lateral is proposed to be extended from the existing 200 mm diameter main within Judge Street;
- A new 250 mm storm service is proposed to be installed and connected to the existing 300 mm diameter storm sewer within Judge Street.”

The McIntosh Perry report further provides that: “Stormwater management will be maintained through an internal cistern and positive drainage away from the proposed building. Stormwater runoff from the proposed roof and landscaped areas will be directed to the proposed internal cistern before reaching the existing storm sewer within Carling Avenue. Overland flow will be directed towards the Judge Street, Carling Avenue and Vick Avenue right-of-way.”

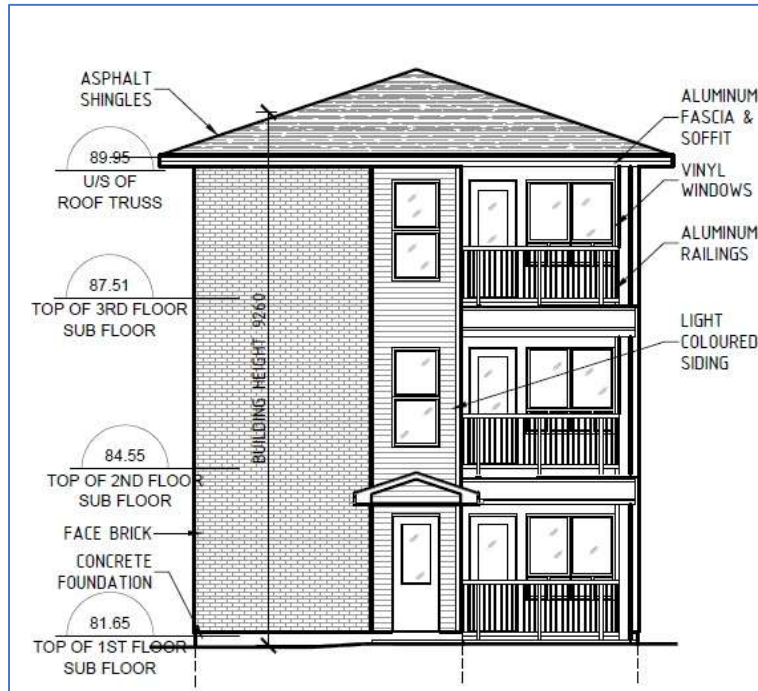
With respect to landscaping of the Proposed Development, the landscape architect’s plan provides for the planting of new trees around the property lines abutting Carling Avenue, Vick Avenue and Judge Street along with a variety of shrubs and sod. The proposed inventory is as follows:

TREES 2830 CARLING			
Code	Qty.	Botanical Name	Common Name
AR	2	Acer rubrum	Red Maple
AS	3	Acer saccharum	Sugar Maple
CO	3	Celtis occidentalis	Common Hackberry
GB	8	Ginkgo biloba	Maidenhair Tree
SHRUBS 2830 CARLING			
Code	Qty.	Botanical Name	Common Name
ac	15	Amelanchier canadensis	Serviceberry
cr	15	Cornus racemosa	Grey Dogwood
HK	350	Hypericum kalmianum	St. John's Wort
SA	75	Spiraea alba	Meadowsweet
sva	15	Syringa vulgaris 'Alba'	White Common Lilac
vl	15	Viburnum lentago	Nannyberry
PV	75	Panicum virgatum	Switch Grass



**Exhibit G:** North Elevation of Building A (27 unit stacked townhouse)





**Exhibit H:** East Elevation of Building B (triplex)

## 3.0 Planning and Policy Context

### 3.1 Provincial Policy Statement, 2020 (the “PPS”)

The PPS is issued under the authority of Section 3 of the Planning Act and came into effect May 1, 2020, replacing the Provincial Policy Statement issued April 30, 2014. It provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial “policy-led” planning system.

According to the PPS, the vision for Ontario’s land use planning system is to carefully manage land to ensure appropriate development to satisfy current and future needs. In addition, land planning must promote efficient development patterns, which promote a mix of housing, employment, open spaces and multimodal transportation. The PPS ultimately aims to encourage communities that are economically strong, environmentally sound, and that foster social wellbeing. The PPS sets a time horizon of up to 25 years during which time there should be a sufficient supply of land for housing, employment opportunities and other uses to meet the demand of communities. The supply of land is to be controlled through three mechanisms: redevelopment, intensification and designation of growth areas.

Section 1.1.1 of the PPS sets out a number of ways in which “healthy, liveable and safe communities” can be sustained and the following mechanisms are, in our view, particularly relevant to the Subject Property and the Proposed Development:

- *“promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term”;*

- *“accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons)”*; and
- *“promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs”*

According to Section 1.1.3.1 of the PPS, *“settlement areas shall be the focus of growth and development”*. Settlement areas are defined as *“urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets)”* that are *“built-up areas where development is concentrated and which have a mix of land uses”*. Section 1.1.3 of the PPS provides that *“the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities.”*

According to Section 1.1.3.2, land use patterns within settlement areas shall be based on densities and a mix of land uses which

- *“efficiently use land and resources”*;
- *“are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion”*;
- *“support active transportation”* and
- *“are transit-supportive, where transit is planned, exists or may be developed”*

The Subject Property presents an ideal opportunity for intensification and redevelopment which will result in a desirable form of housing stock at a modest price point that makes use of existing infrastructure and is transit-supportive.

According to the PPS, planning authorities shall *“maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment”*. Section 1.4.1 of the PPS is satisfied by the Proposed Development as it will *“provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area.”*

It is our view that the Proposed Development should be supported as it complies with Section 1.4.3 of the PPS by directing *“the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs and by “promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed”*.

The Proposed Development provides a necessary form of housing supply and will therefore contribute to long-term economic prosperity, as directed by Section 1.7.1 of the PPS.

Accordingly, it is our opinion that the Proposed Development conforms to, and promotes, the policies of the PPS.



The next section of this Planning Rationale addresses the Proposed Development in the context of the official plan, which according to Section 4.6 of the PPS, is the most important vehicle for implementation of the directives of the PPS.

### 3.2 City of Ottawa Official Plan (the “OP”)

The OP provides a policy framework to guide the city's development to the year 2031. It provides a vision for the future growth of the city and it specifically addresses matters of provincial interest as defined by the Planning Act and the PPS.

As depicted in **Exhibit I**, the Subject Property is designated Arterial Mainstreet in the OP.

Section 3.6.3 of the OP indicates that Mainstreets are diverse corridors that “*traverse long areas of the city, connecting different communities and changing in character along their length*” and should be the focus of intensification. Redevelopment along Mainstreets must “*take into account character of the street and adjacent areas.*”



Arterial Mainstreet ●●●●● General Urban Area [Yellow Box]

**Exhibit I:** Excerpt from Urban Policy Plan (Schedule B to the OP), with the location of the Subject Property marked by a white star

The OP identifies two general types of Mainstreets:

- Traditional Mainstreets which have pre-1945 characteristics. These are typically pedestrian-friendly environments with on-street parking that consist of a tightly-knit urban fabric with small-scale buildings set close to the street with narrow frontages.
- Arterial Mainstreets which have post-1945 characteristics. These automobile-oriented corridors typically consist of larger lots and buildings with varied setbacks and are envisioned to evolve through redevelopment and infill with a higher-density building format that encloses and defines the street edge, creating an improved pedestrian environment.

The Arterial Mainstreet designation permits a broad range of uses including retail and service commercial uses, residential, offices and institutional uses *“that may be mixed in individual buildings or occur side by side in separate buildings.”* Furthermore, the policies of Section 3.6.3 encourage redevelopment and infill. It is our view that the Proposed Development is a modest form of intensification and that the proposed building format satisfies the policies of the OP by enclosing and defining the edge of Carling Avenue.

Development proposals on Mainstreets will be evaluated in the context of the Design Objectives and Principles set out in Section 2.5.1 as well as the Compatibility policies in Section 4.11 of the OP. These policies are addressed below.

### 3.2.1 Design Objectives

The OP offers guidance on mitigating differences between existing and proposed development which, in turn will ensure compatibility of form and function. Compatible development, according to Section 2.5.1 of the OP, means development that, *“although it is not necessarily the same as or similar to existing buildings in the vicinity, can enhance an established community through good design and innovation and coexists with existing development without causing undue adverse impact on surrounding properties”*. It is acknowledged that the introduction of a new development with higher density into an existing area that has evolved over a long period of time requires an approach that is sensitive to a community’s established characteristics. That being said, it is important that the planned function of an area is realized over time through appropriate forms of redevelopment.

Section 2.5.1 sets out a number of qualitative statements, which are termed “Design Objectives” and they that are intended to influence the evolution of the built environment. These Design Objectives are as follows:

1. *“To enhance the sense of community by creating and maintaining places with their own distinct identity.*
2. *To define quality public and private spaces through development*
3. *To create places that are safe, accessible and are easy to get to, and move through.*
4. *To ensure that new development respects the character of existing areas.*
5. *To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.*
6. *To understand and respect natural processes and features in development design.*
7. *To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.”*

Our response to these Design Objectives, with respect to the Proposed Development, is as follows:

- The Proposed Development consists of two (2) 3-storey buildings which are compatible with the multi-unit residential buildings to the immediate east and west of the Subject Property. Furthermore, the Proposed Development, is significantly smaller in form than the high-rise towers that are found to the south (along Richmond Road) and to the west along Carling Avenue.
- The 3-storey townhouses that abut the Subject Property on the east side of Judge Street are similar in massing and scale to the Proposed Development.
- With respect to the form of housing that exists along the west side of Vick Avenue, it is a mix of low-rise multiplex buildings and one single family detached residence. It is our view that Building B (a triplex) of the Proposed Development provides a reasonable transition between the mass of Building A and the existing built form along Vick Avenue.
- The layout of the Proposed Development provides a network of illuminated pedestrian pathways that provide linkages between the public sidewalks, the underground parking structure and, of course, the entry way to each of the units. Vehicular access to the garage is provided at one location, thus limiting the number of private approaches and ensuring a safe environment for pedestrians.
- There is no surface parking and all garbage enclosures and utility rooms are located underground, therefore permitting plentiful landscaping to enhance the character of the Proposed Development and the surrounding area.
- The Proposed Development introduces a variety of residential unit sizes and formats to suit the needs of the community.

Policy 2 of Section 2.5.1 provides that Arterial Mainstreets, as identified on Schedule B to the OP, are to be recognized as Design Priority Areas. As the Subject Property is designated Arterial Mainstreet, it is within a Design Priority Area; however, the Proposed Development is exempted from Urban Design Review Panel review due to the proposed height. As noted below, the Proposed Development necessitates the preparation of a Design Brief.

In our view, the Proposed Development presents a welcome departure from the uninviting streetscape along the sidewalk that runs for approximately 220 metres along the south side of Carling Avenue from Grenon Avenue to Judge Street, of which approximately 150 metres is marked by a high retaining wall. Similarly, while the north side of Carling Avenue between Ritchie Avenue and Greenview Street also contains a sidewalk, this 485 metre span is lined with utility poles, a steel guardrail and one bus stop with no shelter. Accordingly, it is our view that the Proposed Development will present an opportunity to animate the streetscape and define the street edge with modest sized buildings containing a desirable form of housing stock.

### **3.2.2 Urban Design and Compatibility**

Section 4.11 of the OP, entitled Urban Design and Compatibility, sets out objective criteria to evaluate compatibility in order to ensure high quality urban design. Policy 1 of Section 4.11 provides that a Design Brief is required as part of a complete application. The Terms of Reference for the Design Brief were provided subsequent to our pre-application meeting with City Staff. Section 1 of the Design Brief is

incorporated within this Planning Rationale, demonstrating how the Proposed Development is designed to function within the existing and planned context, how it will improve its surroundings and support the overall goals of the OP and relevant design guidelines. Section 2 of the Design Brief has been completed by Pye & Richards - Temprano & Young Architects Inc. and is included as an addendum to this Planning Rationale.

Policy 5 of Section 4.11 of the OP addresses building design and provides that *“compatibility of new buildings with their surroundings will be achieved in part through the design of the portions of the structure adjacent to existing buildings and/or facing the public realm.”*

In accordance with the City’s directives for new developments, as set out under the heading of Building Design:

1. The design of the Proposed Development, in our view, constitutes a suitable use of the Subject Property and fits within character and planned function of the surrounding area with respect to:
  - a. Setbacks, heights and transition: While minor variances will be sought with respect to front and exterior side yard setbacks, this is mostly necessitated by the irregular configuration of the lot. Building height is comparable to that of the adjacent developments and is, in fact, considerably less imposing than some of the high-rises in the vicinity.
  - b. Façade and roofline articulation: The Proposed Development proposes pitched-roof designs which are consistent with the existing housing stock abutting the Subject Property. With respect to the façade of Building A, it features some articulation along the Carling Avenue frontage and incorporates balconies and stairway projections that animate its presence on Carling Avenue.
  - c. Colours and materials: A combination of brick and siding are proposed for the façade finishing in tasteful tones that will add an element of visual appeal.
  - d. Architectural elements, including windows, doors and projections: Plentiful glazing is featured on both buildings in the Proposed Development and, as noted above, the balconies and projections introduce an element of visual interest.
  - e. Pre- and post-construction grades: The grading of the Subject Property will be lowered to ensure that the Proposed Development sits at a level that is not imposing to the Carling Avenue streetscape.
2. The principal façade of Building A is oriented to Carling Avenue and the principal façade of Building B is oriented to Vick Avenue;
3. The elevations of the buildings that are adjacent to public spaces have windows and balconies;
4. Landscaping features such as a tree-lined pedestrian walkway along Carling Avenue will soften the appearance of the Proposed Development.
5. All parking, loading, mechanical/electrical rooms and garbage enclosures are located underground in order to maintain a high quality, obstacle-free pedestrian environment.

The successful integration of a new development is dependent upon massing and scale which refer to the form of the structures, height, lot coverage and positioning.

1. The height, massing and scale of the buildings at the Proposed Development are consistent with the planned function of the area and are similar or even less imposing than the other multi-unit residential buildings that front on Carling Avenue, between Pinecrest Road and Grenon Avenue.
2. The proposed setbacks along Vick Avenue and Judge Street follow a line that is parallel to the buildings on abutting properties. That being said, it is acknowledged that minor variances for setbacks along these two streets will be necessary based on the irregular configuration of the Subject Property.
3. The Proposed Development has plentiful landscaped open spaces and outdoor amenity areas given that all parking and garbage enclosures are located underground. There is a significant separation distance between the south side of Building A and the row of townhouses fronting on Judge Street. As for the east side of the Subject Property, Building B has a proposed setback of 1.2 metres from the south property line and there will be a total separation distance of about 2.2 metres (from the north wall of 816 Vick Avenue). This proposal is consistent with the existing condition as the separation distance between 810 Vick Avenue and 816 Vick Avenue is approximately 2.0 metres as measured on GeoWarehouse.
4. The larger mass of Building A is positioned close to the Carling Avenue street edge with the smaller mass of Building B fronting on Vick Avenue. It is our view that such variation provides for an appropriate transition to the form and massing of the existing improvements on Vick Avenue.
5. The Proposed Development will have minimal, if any, undesirable impacts on the existing private amenity spaces of adjacent residential units given that the largest building mass has been positioned along the Carling Avenue frontage and will furthermore be mitigated by the use of sharp cut-off lighting and buffered by landscaping features.
6. The Proposed Development contains amenity areas such as balconies and passive recreational areas on the south side of Building A.

As noted above, the Subject Property is located within a Design Priority Area which makes it a target for intensification and, as such, the following elements have been incorporated into the Proposed Development:

1. The continuous façade of Building A is located parallel to Carling Avenue;
2. The façade of Building A has sufficient variation in architectural treatments and colours to provide visual relief and to soften the interface between buildings and the public realm; and
3. Sufficient lighting sources have been provided to accentuate and animate the Proposed Development.

Pursuant to Schedule E (Urban Road Network) of the OP, Carling Avenue is designated as an existing arterial roadway. Annex 1 of the OP identifies the protected rights-of-way sufficient to provide for streetscape elements and to meet the needs of pedestrians and cyclists. Per Annex 1 of the OP, Carling Avenue, from Holly Acres to Richmond Road, is classified as an urban arterial roadway with a 37.5 metre



protected right-of-way. Based on our measurements using the GeoOttawa website, it would appear that distance from the centre line of the Carling Avenue median to the property line of the Subject Property is in excess of 19 metres and accordingly the intended widening of Carling Avenue has already been taken and is thus accounted for in the design.

### 3.3 Urban Design Guidelines for Development along Arterial Mainstreets

The Urban Design Guidelines for Development along Arterial Mainstreets were approved by City Council on May 24, 2006. These guidelines set out the intention to facilitate the evolution of Arterial Mainstreets *“over time to a more balanced vehicular and pedestrian environment with the streetscape defined and supported by buildings and landscape.”*

Historically, development along Arterial Mainstreets was set back from the street and was characterized by large separation distances between buildings with large parking lots. The objective is to promote an improvement to this condition over time by introducing intensification and creating a more inviting pedestrian environment.

Our assessment of the Urban Design Guidelines for Arterial Mainstreets in the context of the Proposed Development is as follows:

1. Streetscape:

- a. Building A is located on the public street edge;
- b. The landscape plan proposes that trees be planted adjacent to the northern property line of the Subject Property to match the existing context;
- c. Building A is set back 3.0 metres back from the Carling Avenue property line in order to define the street edge.

2. Built Form:

- a. The Proposed Development is, in our opinion, compatible with the general character of the adjacent properties which consist of apartment buildings (low, medium and high-rise) and it preserves and complements existing pedestrian routes.
- b. Building A spans the majority of the lot frontage along Carling Avenue and it therefore enhances the streetscape, not only along the arterial roadway but also along Vick Avenue and Judge Street.
- c. The increased mass of the Proposed Development, as compared to the existing single-family detached residences, is appropriate given the proximity to a bus shelter/transit stop.
- d. A transition in the scale and density of the built form is provided by the siting of the larger building along the Carling Avenue frontage and the smaller triplex along Judge Street, adjacent to lower density development.
- e. The areas in front of Building A and Building B will be landscaped. All sides of Building A will contain glazing and balconies. All sides of Building B have windows and the frontage along Vick Avenue is accentuated by balconies. Accordingly, all facades of the Proposed

Development have some element of visual interest that create a sense of human scale for pedestrians.

- f. The front façades of Building A and Building B are oriented to face the public streets (Carling Avenue and Vick Avenue, respectively) with front doors visible, and directly accessible, from the public street.

### 3. Pedestrians and Cyclists

- a. The network of pathways around the Proposed Development offer direct and access from public sidewalks to building entrances.

### 4. Vehicles and Parking

- a. A single point of vehicular access to the underground parking area has been provided from Judge Street, thus limiting the extent of interruption along the sidewalk and the streetscape

### 5. Landscape and Environment

- a. The landscape architect has selected trees, shrubs and other vegetation that will be tolerant to urban conditions, particularly given the volume of traffic along Carling Avenue.
- b. As there are no surface parking or loading areas the unbuilt portions of the Proposed Development will contain landscaping elements, thus preserving permeable surfaces.

### 6. Signs

- a. As there are no signs proposed there will be no resultant visual clutter.

### 7. Servicing and Utilities

- a. All utility equipment and garbage enclosures will be contained within the underground parking structures.
- b. The engineer has designed a lighting package that will prevent glare or light spilling onto surrounding uses, while ensuring that pedestrian areas can be safely traversed.

## 3.4 Urban Design Guidelines for Low-rise Infill Housing

The Urban Design Guidelines for Low-rise Infill Housing were created in 2012 and are “*intended as a basic framework for the physical layout, massing, functioning and relationships of infill buildings to their neighbours*”. Infill is defined as “*development that occurs on a single lot, or a consolidated number of small lots, on sites that are vacant, undeveloped or where demolition occurs*” and it is intended to optimize the efficient use of serviced lands adjacent to existing infrastructure, community facilities and transportation networks. In addition, intensification has the added benefit of reducing the rate of encroachment on undeveloped areas. The following is our assessment of the Proposed Development in the context of the Urban Design Guidelines for Low-rise Infill Housing:

## 1. Streetscapes

- a. Principal entries to each building at the Proposed Development are accessible from pedestrian pathways that are located at street level;
- b. The Proposed Development contributes to a more desirable pedestrian character and landscape pattern as compared to the existing condition of the Subject Property which is characterized by overgrown bushes and a board fence along Carling Avenue;
- c. Pedestrian-scale lighting has been provided in a manner that ensures safe passage but minimizes pollution/spillage onto adjacent sites.

## 2. Landscape

- a. Removal of trees will be necessitated given the requirement to excavate the Subject Property to accommodate the underground parking structure for the Proposed Development. That being said, the landscape plan for the Proposed Development contemplates native and/or adaptive plants, drought tolerant/low water demand plants, street trees with low shrubs and ground cover and a tree canopy to maintain safety and security in areas of pedestrian traffic.

## 3. Building Design

- a. The Proposed Development will face and animate Carling Avenue, Vick Avenue and Judge Street as all buildings will have windows and balconies facing the street.
- b. Amenity areas, such as balconies and open greenspace will not require sound attenuation measures and are oriented such that the privacy of the surrounding homes will be respected.
- c. The infill buildings of the Proposed Development have been thoughtfully designed such that they are roughly the same distance from the property line as the buildings along the abutting lots.
- d. The setback between Building A and the southern lot line varies due to the irregular configuration of the Subject Property; however, it appears to be in excess of 11 metres from the northern lot line of the townhouses that front on Judge Street, thus ensuring there will be minimal impact on light, views, and privacy. With respect to Building B, the triplex, it is a smaller mass and it is our view that there is sufficient separation distance from the abutting property at 816 Vick Street, such that they can coexist. In fact, the balance of east side of Vick Street is populated by multiplexes.
- e. All building façades facing public streets and open spaces are designed with a similar level of quality and detail, inclusive of windows, balconies and varied finishing details (brick and siding).
- f. Primary building entrances on the north side of Building A and the east side of Building B are accessible from pathways that are connected to the public sidewalk. The entrance ways to the front doors of the units are prominent and provide a welcome departure in design from much of the streetscape in the vicinity of the Subject Property. Where the

front doors do not face the street, such as the south side of Building A, lighted pathways and landscaping provide a clear indication of the pedestrian route.

- g. As noted above, front yard projections (such as balconies and entrance ways) enhance the façade of the infill and contribute to the sociability of the street.

#### 4. Parking and Garages

- a. All parking is contained in an underground structure, thus maximizing the opportunity to offer soft landscaping. The structure has 42 parking spaces (1.4 spaces per unit) so there should be minimal demand for on-street parking.

#### 5. Service Elements

- a. Loading areas, garbage/recycling storage and mechanical/electrical rooms are integrated into the design of the underground parking structure and accordingly will not be visible from the street.

### 3.5 City of Ottawa Zoning By-law (the “Zoning By-law)

The Subject Property is zoned Residential Fourth Density, Subzone N (R4N), as depicted in **Exhibit J**. The stated purpose of the Residential Fourth Density Zone is to:

1. *“allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings, in some cases limited to four units, and in no case more than four storeys, in areas designated as General Urban Area in the Official Plan;*
2. *allow a number of other residential uses to provide additional housing choices within the fourth density residential areas;*
3. *permit ancillary uses to the principal residential use to allow residents to work at home; and*
4. *regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced”*

Section 161 of the Zoning By-law sets out a broad range of permitted uses in the R4 Zone, including, but not limited to:

- apartment dwelling, low rise
- detached dwelling
- duplex dwelling
- linked-detached dwelling
- planned unit development
- retirement home
- semi-detached dwelling
- stacked dwelling
- three-unit dwelling
- townhouse dwelling



**Exhibit J:** GeoOttawa map identifying the R4N zoning for the Subject Property (outlined in black)

The Subject Property meets the definition of a corner through lot. Section 135 of the Zoning By-law provides that:

1. The minimum required front yard setback applies to both the front and rear lot lines and the minimum rear yard setback does not apply;
2. The minimum corner side yard setback applies to the street that is mostly perpendicular to the other two streets.

In other words, the Subject Property has two front lot lines (abutting Judge Street on the west and Vick Avenue on the east), the interior side yard is on the south side and the corner side yard is on the north side, abutting Carling Avenue.

The Proposed Development, which consists of a stacked dwelling (Building A) and a three-unit dwelling (Building B) on the same lot, would qualify as a Planned Unit Development (“PUD”) and the provisions of Section 131 would apply.

- The required setbacks from each of the front lot lines (Vick Street and Judge Avenue) is 6 m;
- The required corner side yard setback (abutting Carling Avenue) is 4.5 m



- The interior side yard setback from Endnote 1(b) of Table 162B applies to a PUD: an amount equal to the minimum required interior side yard setback for the dwelling type proposed, from a lot line where it abuts a side yard on an abutting lot for the first 18 metres back from the street and 25 percent of the lot depth for the remainder, to a maximum 7.5 metres.

Mechanism	Required	Provided	Compliance
Minimum lot width	N/A	N/A	N/A
Minimum lot area	1,400 m <sup>2</sup>	1,686.26 m <sup>2</sup>	Yes
Maximum building height	11 m	11.295 for Building A (stacked townhouses)	No – minor variance required
		9.26 m for Building B (triplex)	Yes
Minimum front yard setback	6 m	2.83 m along Judge St. 2.97 m along Vick Ave.	No – minor variance required
Minimum corner side yard setback	4.5 m	3.0 m along Carling Avenue	No – minor variance required
Minimum interior side yard setback (Endnote 6, Table 162B)	1.2 m	1.2 m	Yes

As per Section 101 of the Zoning By-law, the parking space rates for a PUD are based on dwelling type. Given that the Subject Property is located within Area C (Suburban) of Schedule 1A, the parking requirements are as follows:

Building	# units	Required Min. Parking Space Rate	Required Visitor Min. Parking Space Rate	Total parking required	Total parking provided
A – Dwelling, stacked	27	1.2 per dwelling unit = 33 spaces	0.2 per dwelling unit =6	43	42
B - Dwelling, three-unit	3	1.2 per dwelling unit =4 spaces	None required		

Accordingly, based on the type of dwelling units in this PUD, the parking garage is deficient by one (1) parking space and this will have to be addressed as part of an application for minor variance. Given the proximity of the Proposed Development to a bus stop, we are of the view the deficiency should not be problematic for the residents of the PUD nor do we expect that it will result in any material on-street parking challenges.

Section 45(1) of the Planning Act requires the examination of four tests to determine if minor variances are warranted. A central theme in the four tests is whether the proposal is compatible with the surrounding area. Being “compatible with” is not the same as being “the same as”. Rather, being “compatible with” means being capable of coexisting in harmony with the uses in the surrounding area. It is our opinion that the minor variances required are both minor and desirable in nature, while also conforming to the general intent of the Zoning Bylaw and the Official Plan. We understand that an application will need to be submitted to the Committee of Adjustment with respect to the required variances and it is our intention to prepare a separate planning rationale in this regard.

With respect to amenity area for a PUD, Section 137 of the Zoning By-law provides that one should refer to the requirements of the respective dwelling type. As the Subject Property is not within Area A on Schedule 321, no amenity area is required for a three-unit dwelling. As for the 27-unit stacked dwelling, the total amenity area required is 6 square metres per dwelling unit (for a total of 162 square metres) and a minimum of 50% of the required total (81 square metres) must be communal amenity area. There are 14 balconies as part of the stacked dwelling with a total area of approximately 122 square metres. Furthermore, approximately 46% of the area of the Subject Property consists of landscaped area with pathways and grass. Accordingly, there is more than sufficient amenity area at the Proposed Development.

In summary, the Proposed Development will contain permitted land uses but certain minor variances will be necessary in order to facilitate its creation. On balance we feel that the positive attributes of constructing a PUD at the Subject Property as envisioned in the Application will provide an overall enhancement to the surrounding community.

## 4.0 Conclusion

The Applicant proposes to develop the Subject Property with a PUD, consisting of a stacked townhouse building with 27 units and a separate triplex building. This use conforms to the R4N zoning designation; however, it is acknowledged that certain minor variances will be required to facilitate the Proposed Development.

Based on our review of the PPS it is our view that that Proposed Development conforms, in all material respects, with the policies set out therein by promoting the efficient use of land in a settlement area and by introducing residential intensification through a desirable form of housing stock that is appropriate for the neighbourhood.

The intensification of the Subject Property that will result from the Proposed Development satisfies the policies of the Arterial Mainstreet designation in the OP. The Proposed Development will enclose and define the edge of Carling Avenue and will animate the frontages along Judge Street and Vick Avenue. The layout of the Proposed Development is inviting to pedestrian traffic and offers an opportunity for safe circulation, in and around the buildings, by foot. As all parking and utility rooms are located below grade, the impact of vehicular traffic is minimized to one point of ingress and the entirety of the unbuilt portions of the Subject Property will have plentiful landscaping and amenity space. It is our opinion that the design and compatibility objectives as set out in the OP are satisfied by the Proposed Development and that the finished product will be highly favourable for the Subject Property and will serve to revitalize the surrounding area.

It is our professional opinion that development of the lands with the Proposed Development constitutes sound land use planning and will represent a desirable outcome for the Subject Property and will offer an incremental improvement to Carling Avenue by reinforcing the transition of the corridor to a more urban development fabric.

Sincerely,

Holzman Consultants Inc.

A handwritten signature in blue ink, appearing to read 'Jonah M. Bonn', is written over a light blue rectangular background.

Per: Jonah M. Bonn, MCIP, RPP