

## Planning Rationale in Support of Applications for Site Plan Control and Zoning Bylaw Amendment



**1983 (1989) Carling Avenue  
City of Ottawa**

**Prepared by:**

**Holzman Consultants Inc.  
Land Development Consultants**

**July 15, 2021**

# TABLE OF CONTENTS

1.0	Introduction.....	1
1.1	Background.....	1
1.2	Description of Subject Property and Site Context .....	1
2.0	Description of Proposed Development.....	8
3.0	Planning and Policy Context.....	15
3.1	Provincial Policy Statement.....	15
3.2	City of Ottawa Official Plan.....	16
3.2.1	Design Objectives .....	18
3.2.2	Urban Design and Compatibility.....	19
3.3	Urban Design Guidelines for Development along Arterial Mainstreets.....	24
3.4	City of Ottawa Zoning By-law.....	25
4.0	Technical Studies.....	28
5.0	Conclusion.....	29

# EXHIBITS

Exhibit A:	Air Photo of Subject Property .....	2
Exhibit B:	Survey Plan 4R-9368 .....	3
Exhibit C:	Topographical Survey (2020) .....	3
Exhibit D:	OC Transpo Bus Stops .....	4
Exhibit E:	Site Photos .....	5
Exhibit F:	Significant Developments Within 1,000m Radius .....	7
Exhibit G:	Proposed Site Plan .....	9

Exhibit H: Proposed Landscape Plan .....	9
Exhibit I: Proposed Building Elevations .....	10
Exhibit J: Proposed Floor Plan .....	13
Exhibit K: Urban Policy Plan .....	17
Exhibit L: Urban Road Network .....	20
Exhibit M: Rapid Transit and Transit Priority Network .....	21
Exhibit N: Primary Urban Cycling Network .....	23
Exhibit O: GeoOttawa Map .....	26

## APPENDIX

Appendix 1: Design Brief (prepared by Figurr Architects)

## 1.0 Introduction

### 1.1 Background

Holzman Consultants Inc. was retained by McKellar Suites (the “Applicant”) to prepare a Land Use Planning Rationale (the “Planning Rationale”) in support of certain development applications required to advance the redevelopment of the property municipally known as 1983 Carling Avenue (the “Subject Property”) located on the north side of Carling Avenue between Bromley Road and McKellar Avenue, in Bay Ward (Ward 7) of the City of Ottawa.

The Applicant proposes to redevelop the Subject Property with a single residential use building, a 5-storey mid-rise apartment building fronting on Carling Avenue (the “Proposed Development”). The City has indicated that the assigned address for this proposed building would be 1989 Carling Avenue.

We are given to understand from our most recent pre-application consultation meeting held with City Staff on January 4, 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 Design Brief would be required in support of the Application. 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 in the Carlingwood neighbourhood that will leverage the Subject Property’s unique location which enjoys frontage and significant exposure adjacent to an arterial corridor with many daily services located nearby. This infill development will refresh the character of the neighbourhood by offering an inviting façade that defines the street edge, while coexisting with some of the varied built form that has been established over several decades along both sides of that roadway.”*

An informal meeting was held with Councillor Theresa Kavanagh in 2020 in which we explained the general nature of the proposed redevelopment. A public information session will be arranged/organized through the Ward Councillor’s office whereby the proposed redevelopment will be presented to the public with a thorough question and answer period to follow.

### 1.2 Description of Subject Property and Site Context

The Subject Property is a linear rectangular parcel that extends east from the Bromley Road frontage to a point 124.33m along the frontage on Carling Avenue and a depth of 39.02m and is located at the northeast corner of the intersection of Carling Avenue/Bromley Road. The area of the overall Subject Property is +/-4,713 square metres. There 3 other buildings on the subject property extending eastward across the site. Each are 3 storey apartment dwelling, low-rise buildings with a total of 35 units. Further east are two more similar buildings and a mid-rise (4 storey) condominium apartment building (800 McKellar Avenue) at the northwest corner of Carling Avenue and McKellar Avenue. Further east are three additional 3 storey apartment dwelling buildings and a 2-storey commercial retail building at the northwest corner of Carling Avenue and Sherbourne Avenue. All of the residential use buildings are circa 1950’s construction and access their on-site parking via the side streets that leads to surface parking situated to the rear of each of these buildings, except for the commercial building where surface parking extends along the road frontage and wraps around the west side of that site.

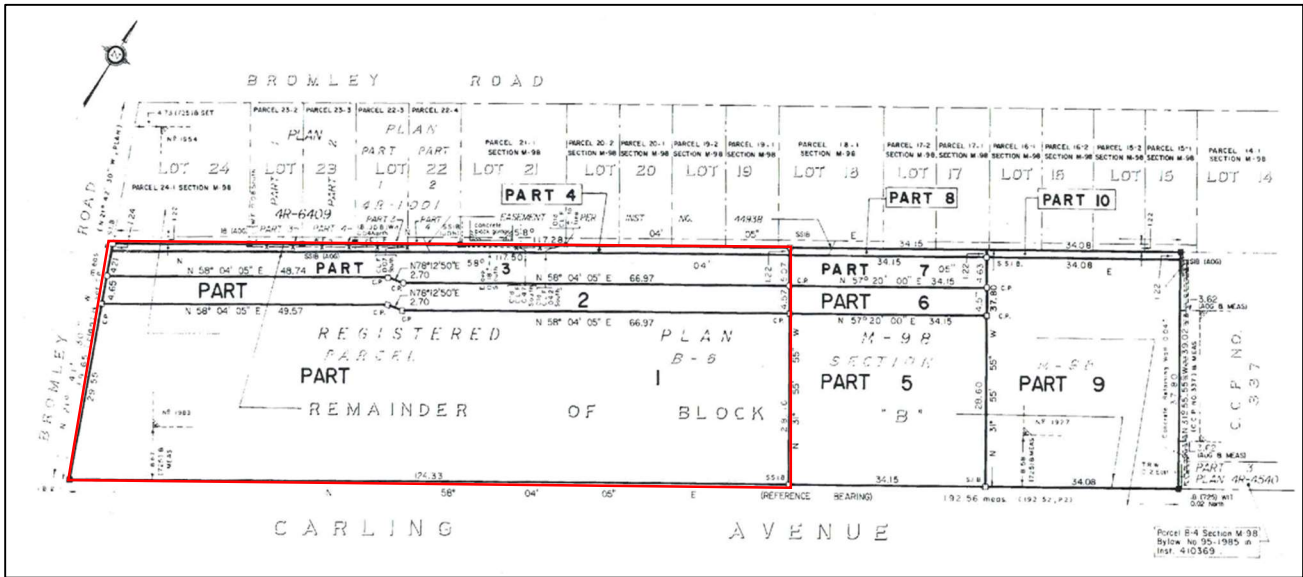
Vehicular access to the Subject Property is from a single private approach along the Bromley Road frontage near the northern most corner. This approach provides access to surface parking for each of the existing 3 buildings on site along with the adjacent 2 other buildings in a combined parking lot. There is a registered right-of-way that extends through the entire Subject Property described as Part 2 (and extends through the adjacent properties to the east as Part 6) on Plan 4R-9368 that pertains to this shared driveway. An easement in favour of Hydro Ottawa and Bell Canada runs along the entire northern property line and is described as Parts 3 & 4 on Plan 4R-9368. This is illustrated in **Exhibit B** below.

A small granular surface parking area exists between the most westerly building (1983 Carling Avenue) and Bromley Road. This is the specific area of the site where the new building is proposed to be located. There are approximately 40 parking spaces located along the north edge of the Subject Property, all to remain to serve the overall redevelopment with 10 spaces dedicated to the new building.

The site contains mature vegetation along the entire north property line and a mature Bur Oak tree along the Carling Avenue frontage in close proximity to the intended construction.



**Exhibit A:** 2019 Air Photo of the Subject Property (outlined in red)

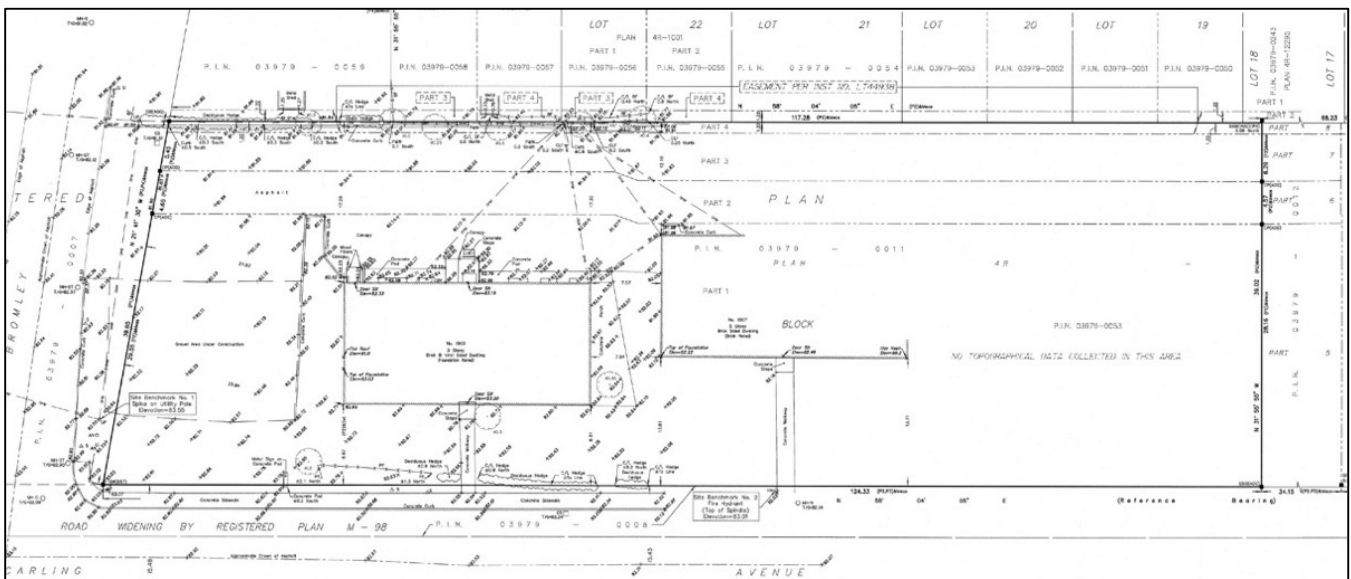


**Exhibit B** – Excerpt from Plan 4R-9368, the Subject Property is shown in red

**Exhibit C** below indicates that portion of the overall site which is under consideration for the redevelopment (new building) at the western edge of the Subject Property. A consent (to sever) application will be filed in due course to create a stand-alone lot for the new building.

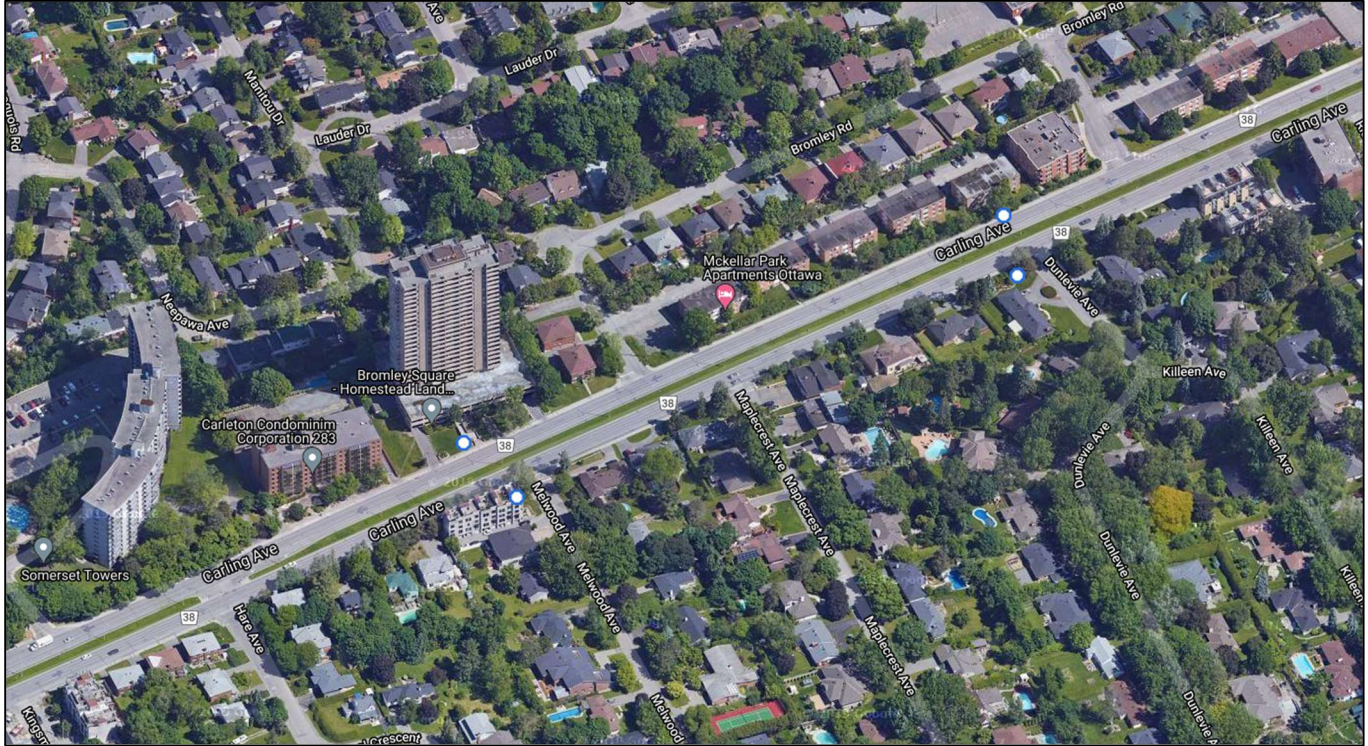
West of the Subject Property are a number of mid-rise and high-rise apartment buildings, all listed in the Site Context section below.

North of the Subject Property are a combination of single family and semi-detached dwellings along the south side of Bromley Road, all circa 1950's.



**Exhibit C:** Excerpt from Topographical Survey (2020)

Westbound bus stops are located on Carling Avenue less than 75m from the location of the intended building and across Carling Avenue for eastbound trips with service at approximate 15-minute intervals on weekdays and every 30 minutes on weekends. The site location is shown with a red arrow (McKellar Park Apartments) and the location of the bus stops are illustrated in blue dots on **Exhibit D** below.



**Exhibit D:** OC Transpo Bus Stops (shown in blue dots)

The site is approximately 450m east of the Carlingwood Shopping Centre which is a regional scale mall with a wide range of retail, service commercial, financial and personal service uses. The Fairlawn Shopping Centre, a community scale mall is located in the same distance from the Subject Property. It contains medical uses, retail, financial as well as a number of restaurant uses. Both represent very convenient day to day uses for residents in the neighbourhood and beyond.

A mature low-rise single-family neighbourhood, McKellar Park, is located immediately north of the Subject Property. The neighbourhood to the south side of Carling Avenue, albeit not directly impacted by the proposed redevelopment, is known as Glabar Park and consists mainly of low-rise single detached dwellings. Immediately across Bromley Road are two low-rise apartment dwellings (1983 & 1995 Bromley) with access to surface parking from Bromley Road. A barricade has been installed to restrict through traffic into the residential neighbourhood at the north such that only those two buildings (with a single surface parking lot) and the Subject Property have use of Bromley Road in this location.

A number of multi-dwelling buildings are located along both sides of Carling Avenue in the block extending from the Carlingwood Shopping Centre at the west to Maitland/Sherbourne Avenue at the east. Within the stretch of Carling Avenue approximately 900m in length, there exists the following residential use buildings from west to east:

1. 2045 Carling Avenue - Somerset Towers (2-11 storey apartment buildings)

2. 2020-2088 Carling Avenue (5-3 storey townhouses)
3. 2064 Carling Avenue/801-807 Kingsmere Avenue (5-3 1/2 storey townhouses)
4. 2019 Carling Avenue – Carling Terrace (7 storey apartment building)
5. 2001 Carling Avenue – Bromley Square (25 storey apartment building)
6. 800 Melwood Avenue (4 storey apartment building)
7. 1951(1983) Carling Avenue - McKellar Suites (3-3 storey apartment buildings)
8. 1939 Carling Avenue (3 storey apartment building)
9. 1927 Carling Avenue (3 storey apartment building)
10. 800 McKellar Avenue (4 storey apartment building)
11. 1890 – 1896 Carling Avenue (5 storey apartment building)
12. 1893 Carling Avenue (3 storey apartment building)
13. 1889 Carling Avenue (3 storey apartment building)
14. 1885 Carling Avenue (3 storey apartment building)
15. 800 Riddell Avenue (5 storey apartment building)

Many of these buildings were constructed in the late 1950's and early 1960's, however more recently (prior to the enactment of the current AM10 zoning designation, the multi-storey buildings along the south side of Carling Avenue (even numbered addresses) were starting to pop up along Carling Avenue in the vicinity of the Subject Property.



**Exhibit E-1:** Photograph of Subject Property (September 2019) from Carling Avenue





**Exhibit E-2:** Photograph of Area of Redevelopment of Subject Property (October 2020) from Carling Avenue



**Exhibit E-3:** Photograph of Area of Redevelopment of Subject Property (May 2014) from Bromley Avenue

The majestic Bur Oak tree dominates the Carling Avenue streetscape. You will note the presence of overhead hydro lines along the Bromley Road frontage that extend along the entire north (rear) property line as indicated previously.

As illustrated in **Exhibit F**, the other significant existing developments within a 1000 metre radius of the Subject Property include:

- A regional scale shopping mall (Carlingwood Shopping Centre) with a wide variety of retail, financial and food services including an internal major OC Transpo bus stops with shelters; and
- Local scale shopping centre (Fairlawn Plaza) with drug store, LCBO, Beer Store, medical offices, restaurants and retail stores.
- Aforementioned multi-storey apartment buildings.



**Exhibit F:** Significant Developments within 1,000 metre Radius

## 2.0 Description of Proposed Development

The Proposed Development will consist of a multi-unit residential building with a ground floor to contain the core, lobby along with 4 dwelling units. Level 2-4 will all be similar in that they will contain 6 dwelling units. Level 5 will have 5 dwelling units. The building footprint is shallower along the north edge at the 5<sup>th</sup> level with a narrow balcony along the north and west edges to provide private outdoor amenity space for those two north facing units. A rooftop terrace of 139m<sup>2</sup> (1,500ft<sup>2</sup>) provides additional outdoor amenity space for all of the units. A clear protection barrier is proposed consistent with the required setback from the outside walls to ensure privacy to abutting uses.

The building contains a mix of unit sizes and bedroom counts. At the present time, 27 units are proposed, based on a mix of 17 studio, 9 1 bedroom and 1 2 bedroom units. They range in size from 37m<sup>2</sup> (394ft<sup>2</sup>) to 66.6m<sup>2</sup> (717ft<sup>2</sup>).

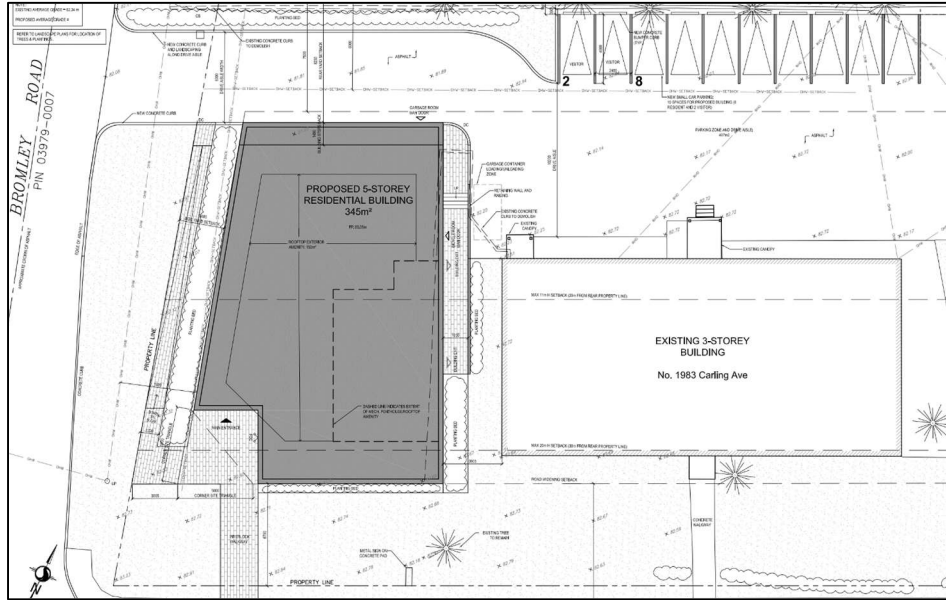
A building setback from the rear lot line has been provided in accordance with and slightly greater than the zoning bylaw requirement of 7.5m minimum setback, in fact it is 8.23m. Level 5 is setback an additional 1.95m to create a transition in building height to in part deal with the required building/height setback adjacent to R3 zoned lands. Finally, the core/elevator penthouse and access to the roof top terrace has been setback further and thus is located as far south and away from the low-rise residential uses at the north.

The building hugs both the Carling frontage (0.0m setback after road widening and daylight triangle are removed) and as close to the Bromley Road frontage as possible and still respecting the technical setback from overhead hydro lines. This helps to provide an anchor to strengthen an intersection/corner along the arterial roadway.

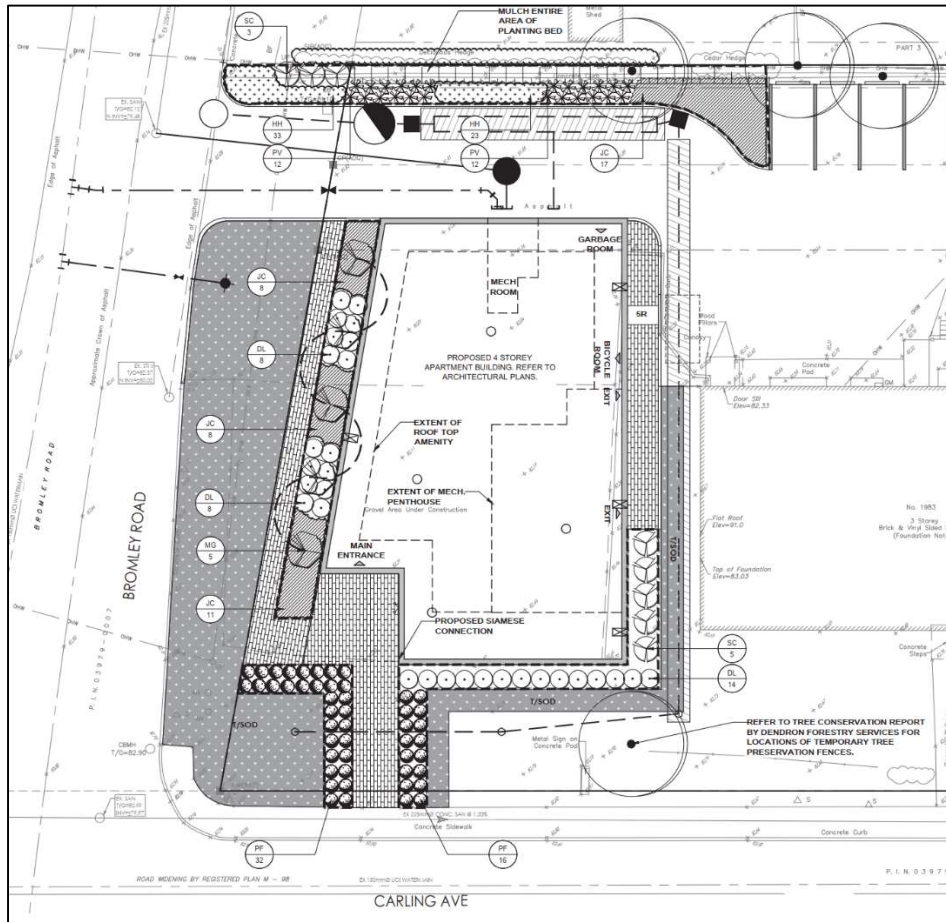
The overall building height respects the maximum building height of 20m as per the existing zoning, in fact is significantly lower. Having said that, the proposed development deviates from the required building height within 20m of the lands located to the north in that a portion of Levels 4 & 5 protrude into the required maximum 11m setback within that distance. The transition differs slightly from the zoning requirements; where the Bylaw requires 11m, we are proposing 13.4m, and where the maximum height is set at 20m, we are proposing 16.5m. According to the design statement, this allows the building to retain a human scale, with a generous rear setback of 8.2m, all the while suiting the streetscape. These changes are being proposed as they are essential to creating functional floor plans on each of the 5 levels.

The existing private approach from Bromley Road will be maintained as is that serves both dedicated parking, both visitor and residents, of this building as well as to lead through the rest of the Subject Property at the east and into the adjacent properties as indicated above. Please refer to an excerpt from the Site Plan in **Exhibit G** below.

Mature landscaping along the north perimeter of the Subject Property will be maintained where possible with additional new plantings of trees and other vegetation along the north and west lot lines to substantiate the buffer between the Subject Property and the dwellings along the north edge of the site. An attractive landscaping proposal augmented by the retention of the Bur Oak at the front will enhance both of the streetscapes. Please refer to an excerpt from the Landscape Plan in **Exhibit H** below.



**Exhibit G: Excerpt from Proposed Site Plan**



**Exhibit H: Excerpt from Proposed Landscape Plan**

The Proposed Building Elevations are depicted in **Exhibit I** and included in the formal application submission package. An attractive modern building that anchors the corner with a welcoming main glazed entrance in close proximity to the intersection and public sidewalks promotes the site. The transition of the existing low-rise apartments at the east, through the proposed mid-rise building, to the high-rise buildings to the west is a well-defined, yet sympathetic intensification of the Subject Property.

The building also transitions from north to south, gaining flows in a step-back approach to respect the existing low-rise residential lands/uses at the north. The combination of the slight increase in the provided rear yard setback (from 7.5m to 8.23m) and the angled 4<sup>th</sup> to 5<sup>th</sup> level and extending to include the mechanical penthouse protrusion, minimizes the negative impact the slight increase in building height within the 20m setback would impose on the abutting lands. Additional design philosophy is contained in the Design Brief.



**Exhibit I-1: South Elevation (facing Carling Avenue)**



**Exhibit I-2: North Elevation**



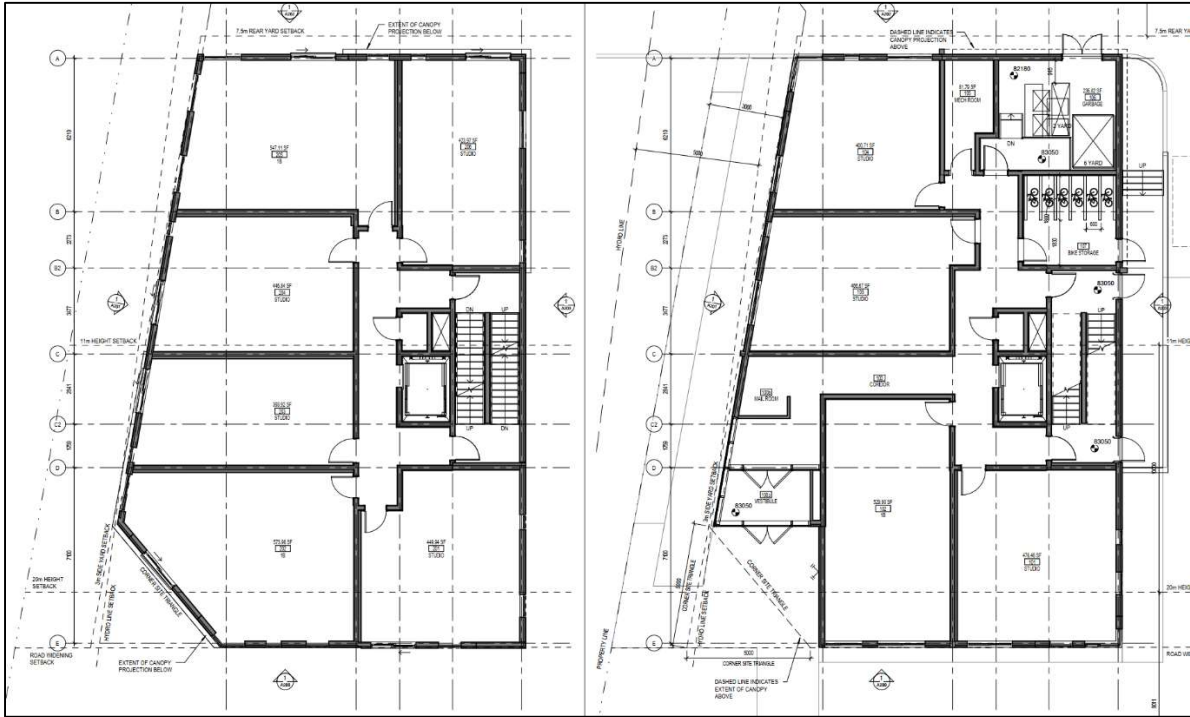
**Exhibit I-3: West Elevation (facing Bromley Avenue)**



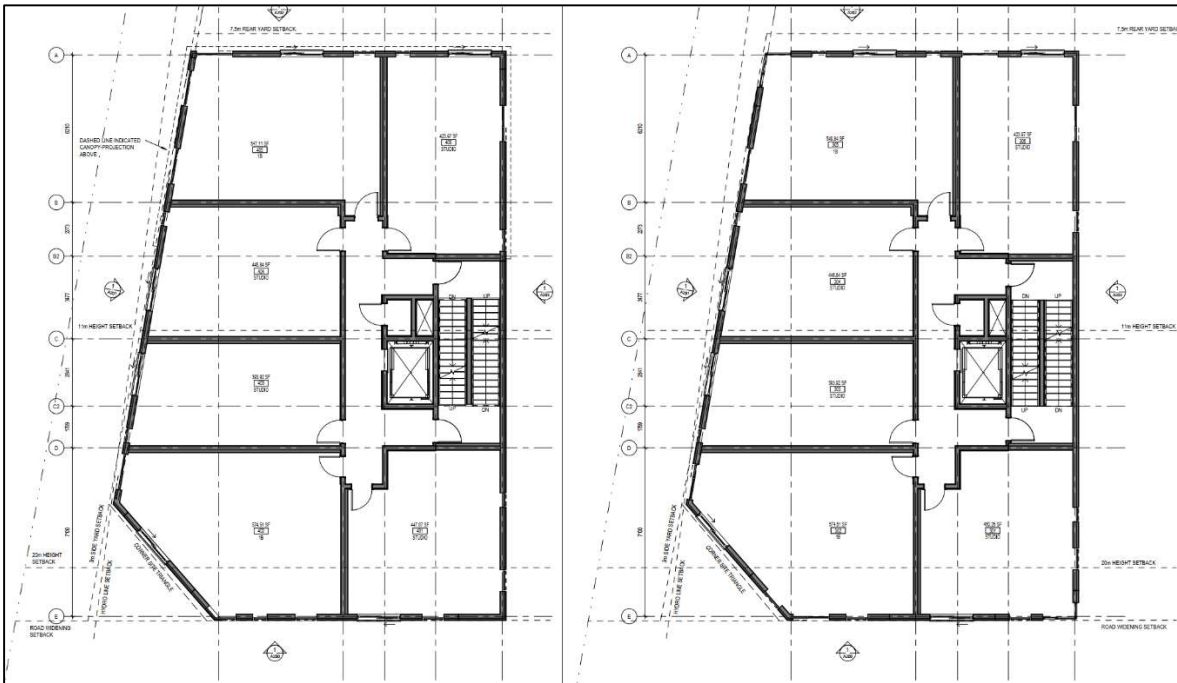
**Exhibit I-4: East Elevation**

The proposed floor plans are included in **Exhibit J** below and included in the formal application submission package.

Each floor contains a mix of unit types, shapes and sizes, and some with private terraces. The ground level has the service uses including A brief description of each floor including unit mechanical room, indoor bicycle room, main lobby entrance, elevator and stairwell core, refuse room, and an on-site superintendent unit and 3 regular dwelling units.

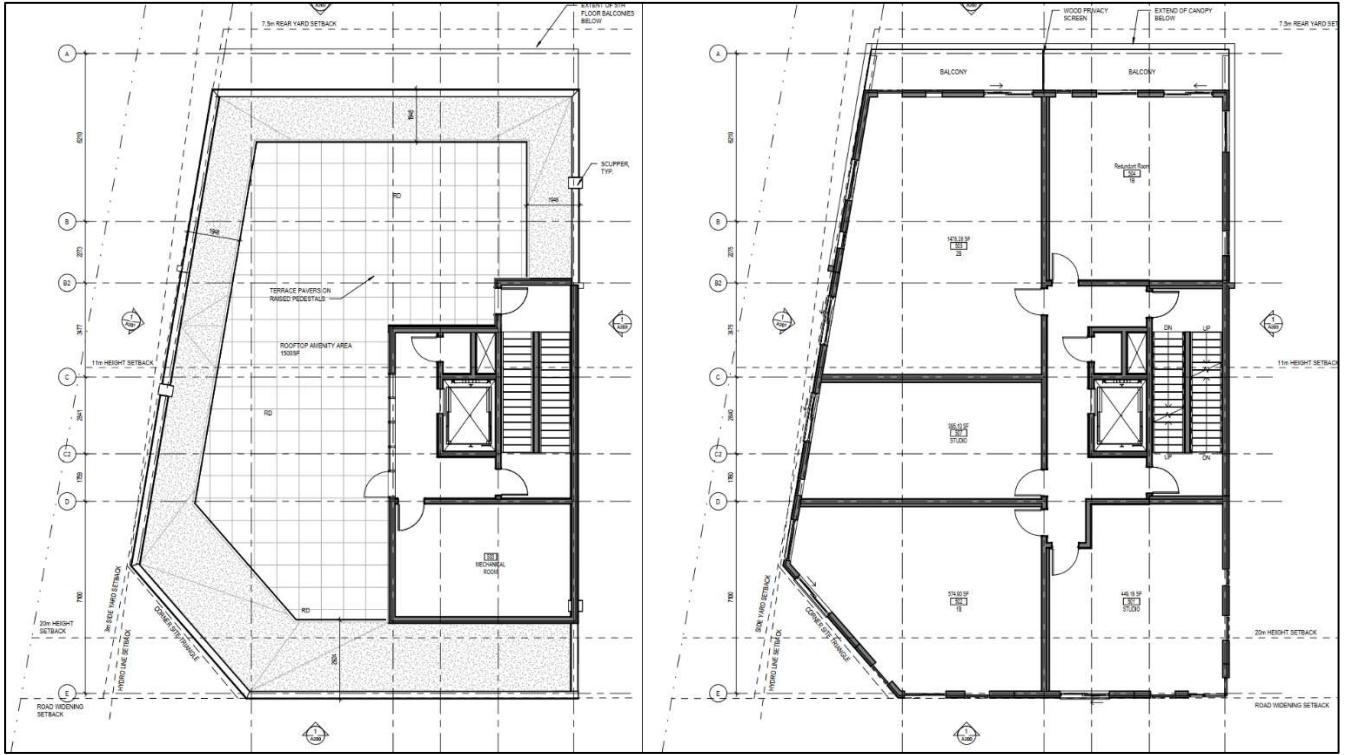


**Exhibit J-1:** Level 2 Floor Plan (left) and Ground Floor Plan (right)

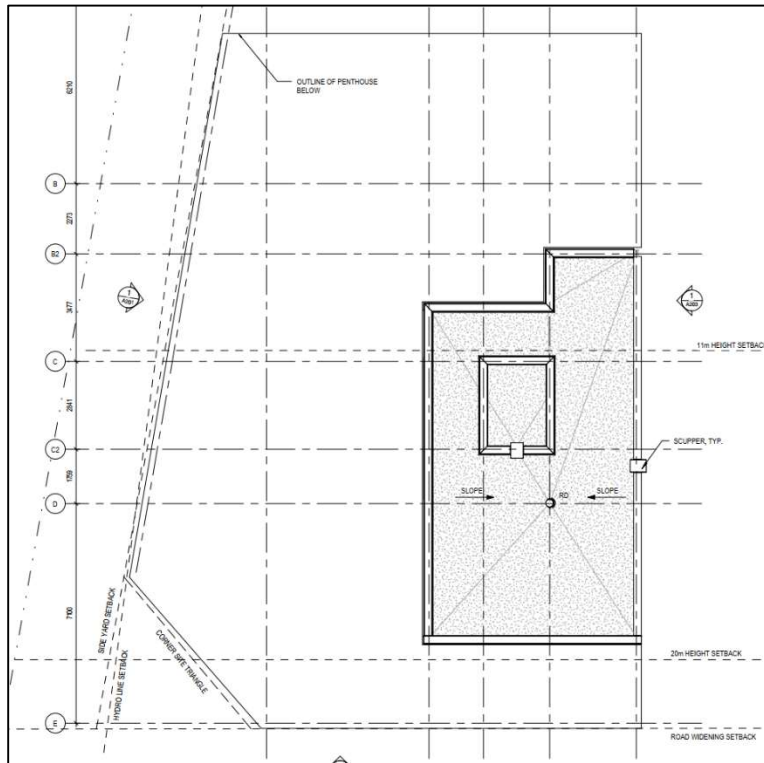


**Exhibit J-2:** Level 4 Floor Plan (left) and Level 3 Floor plan (right)





**Exhibit J-3: Penthouse Roof Plan (left) and Level 5 Floor Plan (right)**



**Exhibit J-4: Penthouse Roof Plan**

The Design Brief is included in this rationale as **Appendix A** that describes in detail the design concept, materiality and other design elements for the proposed structure and site works. A formal submission dated July 2021 has been made to the Urban Design Review Panel. This includes the Sun Shadow study and illustrates the minimal impact of the proposed structure on neighbouring properties. Other than on the shortest day of the year, December 21, the shadow from the proposed building does not extend to the closest building to the north. Therefore, the protrusion of the requested heights within certain distances from the residential zoned lands at the north has no measurable increased negative impact that a building that would comply with the required heights within the regulated distances.

In terms of the ultimate lot configuration, a consent (to sever) application will be required in order to separate the proposed building from the remainder of the overall property. By doing so, it changes the use from a Planning Unit Development (multiple residential buildings on a single lot) to a single building on a separate lot.

## 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 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.

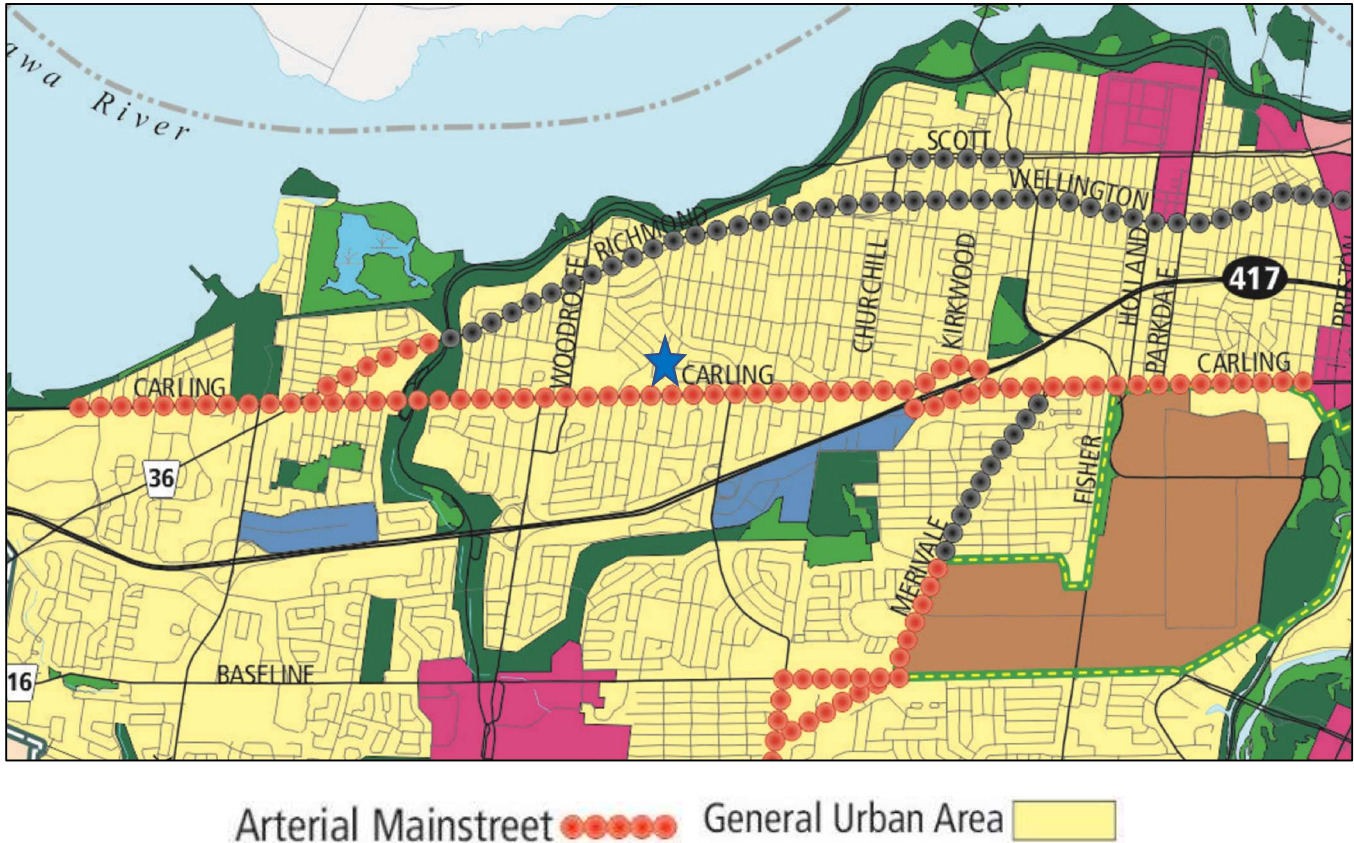
The next section of this Planning Rationale addresses the Proposed Development in the context of the official plan, which according to Section 4.6 of the PPS, is the most important vehicle for implementation of the directives of the PPS.

## 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 K**, 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.”



**Exhibit K:** Excerpt from Urban Policy Plan (Schedule B to the OP), with the location of the Subject Property marked by a blue 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 and evolve over time to a more urban from suburban character. 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, are included in the Design Brief.

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. As noted below, the Proposed Development necessitates the preparation of a Design Brief and consideration by the City’s UDRP.

In our view, the Proposed Development presents a welcome departure from the 1950’s circa monolithic development along a significant portion of the Arterial Mainstreet (Carling Avenue) and replaces a surface parking lot along the street edge at an urban intersection with a modern, yet tasteful multi-storey building to anchor the corner.

### 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 Design Brief demonstrates 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. The Design Brief has been completed by Figurr Architects and is included as **Appendix A** 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.”*

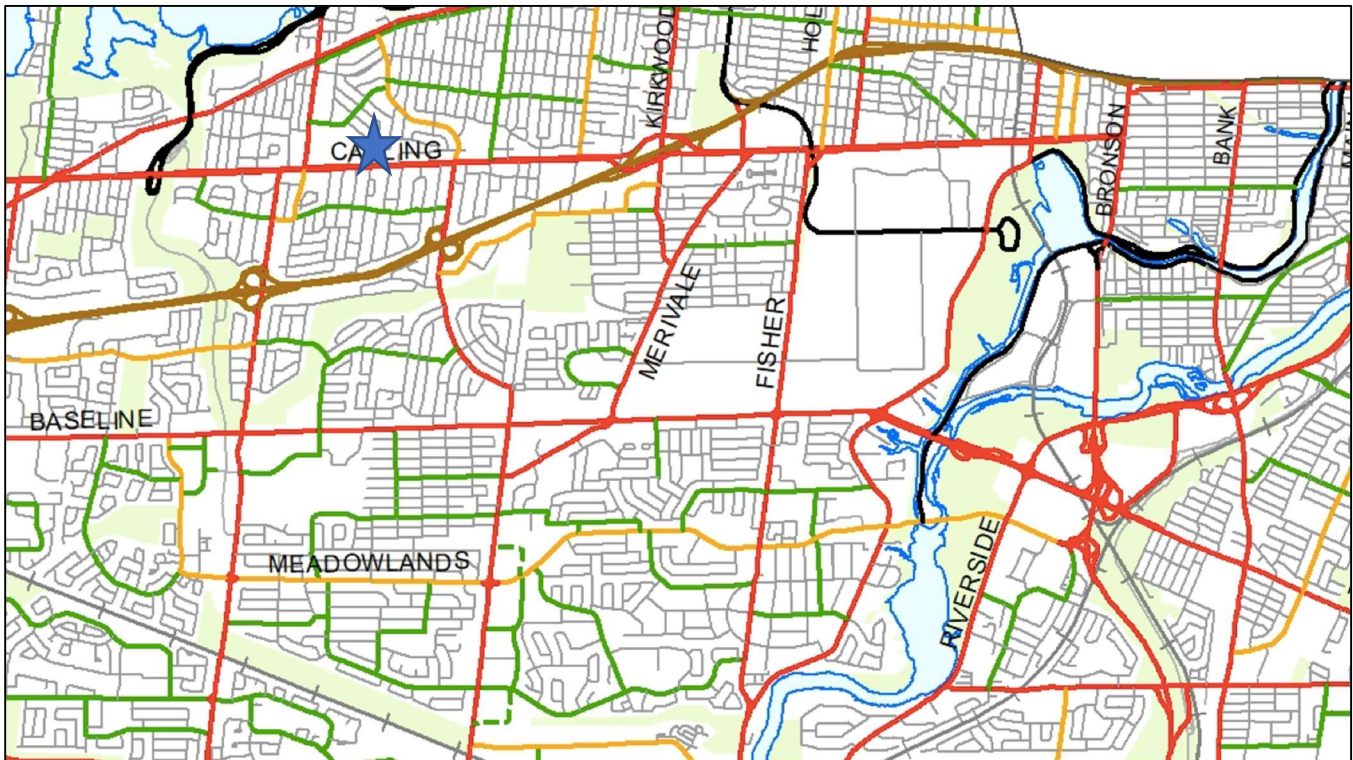
In accordance with the City’s directives for new developments, as set out under the heading of Building Design:

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: Minimal building setbacks from the public streets are proposed to address the required evolution of Arterial Mainstreets to a more urban from suburban character. Excessive rear yard setbacks from the adjacent low-rise residential lands at the north have been introduced. Building heights are taller than the existing development east but are in keeping with the objective for more density along certain roadways to meet intensification targets within the Greenbelt. Transition is maintained from the low-rise residential lands at the north through the site in a southerly direction. The Sun Shadow Study indicates that the increase in building height above the 11m maximum within 20m of the R3 zoned lands is non-distinguishable based on the shadow that is cast northward by the rest of the building that is built within, actually 3.5m lower than the maximum permitted building height, on the rest of the site.
  - b. Façade and roofline articulation: The Proposed Development proposes attractive facades with significant amount of glazing and a flat roof to minimize massing and the visual impact.
  - c. Colours and materials: A combination of glazing and wood-effect and charcoal fiber cement panels with touches of corrugated metal also in a charcoal colour are proposed for the façade finishing in tasteful tones that will add an element of visual appeal and modern look to the building.
  - d. Pre- and post-construction grades: No significant change in grading results from the redevelopment of the Subject Property.
2. The elevations of the buildings that are adjacent to public spaces have significant glazing and windows;
3. Landscaping features such as a tree-lined and vegetated pedestrian sidewalk along Carling Avenue will soften the appearance of the Proposed Development.
4. All parking is located to the rear and not along the public streets. Mechanical/electrical rooms and refuse room are located within the building with entrances not facing the public domain in order to maintain a high quality, obstacle-free pedestrian environment around the structure.

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.

As noted above, the Subject Property is located within a Design Priority Area which makes it a target for intensification through the introduction of the above noted the following elements.

Pursuant to Schedule E (Urban Road Network) of the OP, Carling Avenue is designated as an Existing Arterial Roadway as illustrated on **Exhibit L** below.



**Exhibit L:** Excerpt from Schedule E (Urban Road Network), with the location of the Subject Property marked by a blue star

The relevant policies from the City’s Master Transportation Plan are as follows:

Exhibit 1.3 Transportation Vision

1. Integrate transportation and land use

Build communities that are accessible by active transportation

Provide rapid transit and other quality transit services to community cores and employment areas

Foster transit-oriented development in transit nodes and corridors

Support intensification where transit, walking and cycling can be made most attractive

and,

### 3.2 Foster Development to Support Higher-order Transit

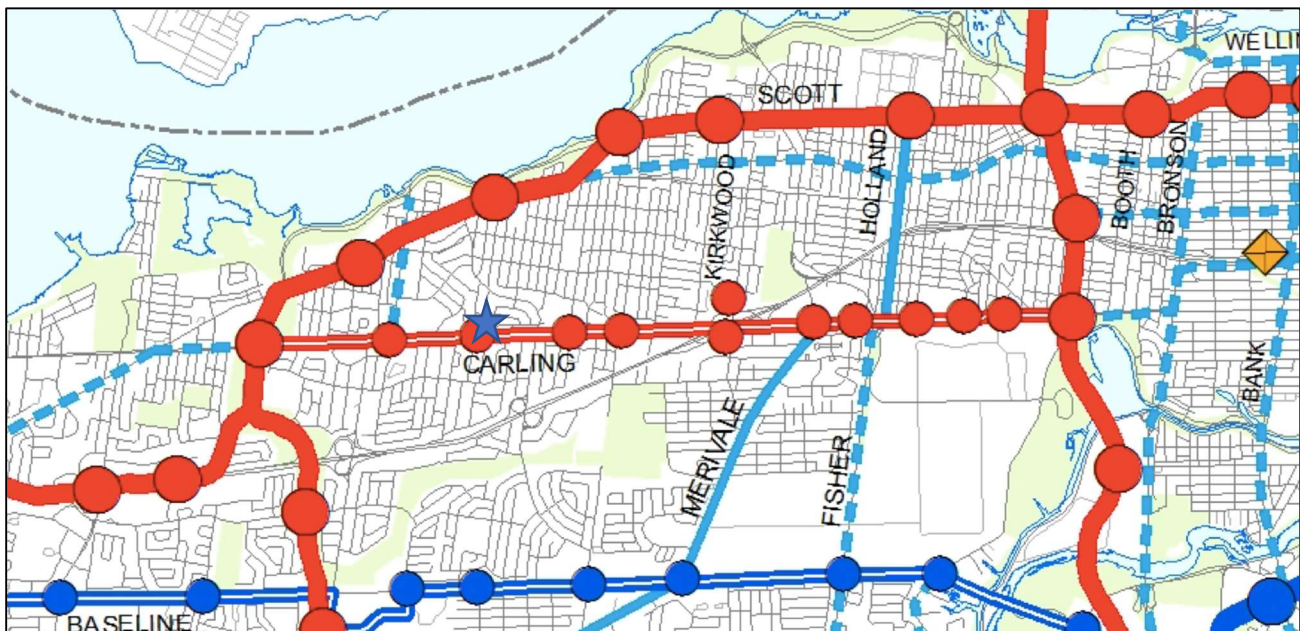
Action 3-3: Motivate supportive development around rapid transit stations and transit priority corridors

Transit priority corridors. The Official Plan promotes modest intensification in the form of mid-rise buildings in most transit priority corridors, having consideration for compatibility, road classification, mix of uses, and opportunities for redevelopment. The City may also apply maximum parking limits and reduced minimum parking requirements for developments within 400 metres of transit priority corridors, as described in the Official Plan.

These policies support modest intensification on the Subject Property consistent with the proposed redevelopment of the site.

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 Richmond Road to Bronson Avenue, is classified as an urban arterial roadway with a 44.5 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 17 metres and accordingly the intended widening of Carling Avenue will be required. Based on initial discussions with the City, a widening will likely be required and the design has taken into account a +/- 4m conveyance of land to the City.

The Subject Property is located along a defined Transit Priority Corridor as noted on **Exhibit M** below.



**Exhibit M:** Excerpt from Schedule D (Rapid Transit and Transit Priority Network), with the location of the Subject Property marked by a blue star



The OP designates this section of Carling Avenue as a Rapid Transit and Transit Priority Network. At this point in time, the functional design exercise has been completed to show how the current outside travel lanes in both directions will be converted to a bus only lane with suitable bus stops and funding is in place to implement the changes in 2020-2021. This will provide enhanced and excellent public transit service to and from the site.

The portion along the frontage of the Subject Property is illustrated below in **Exhibit M-1**.



**Exhibit M-1:** Functional Design for the BRT, the location of the Subject Property marked by a blue star

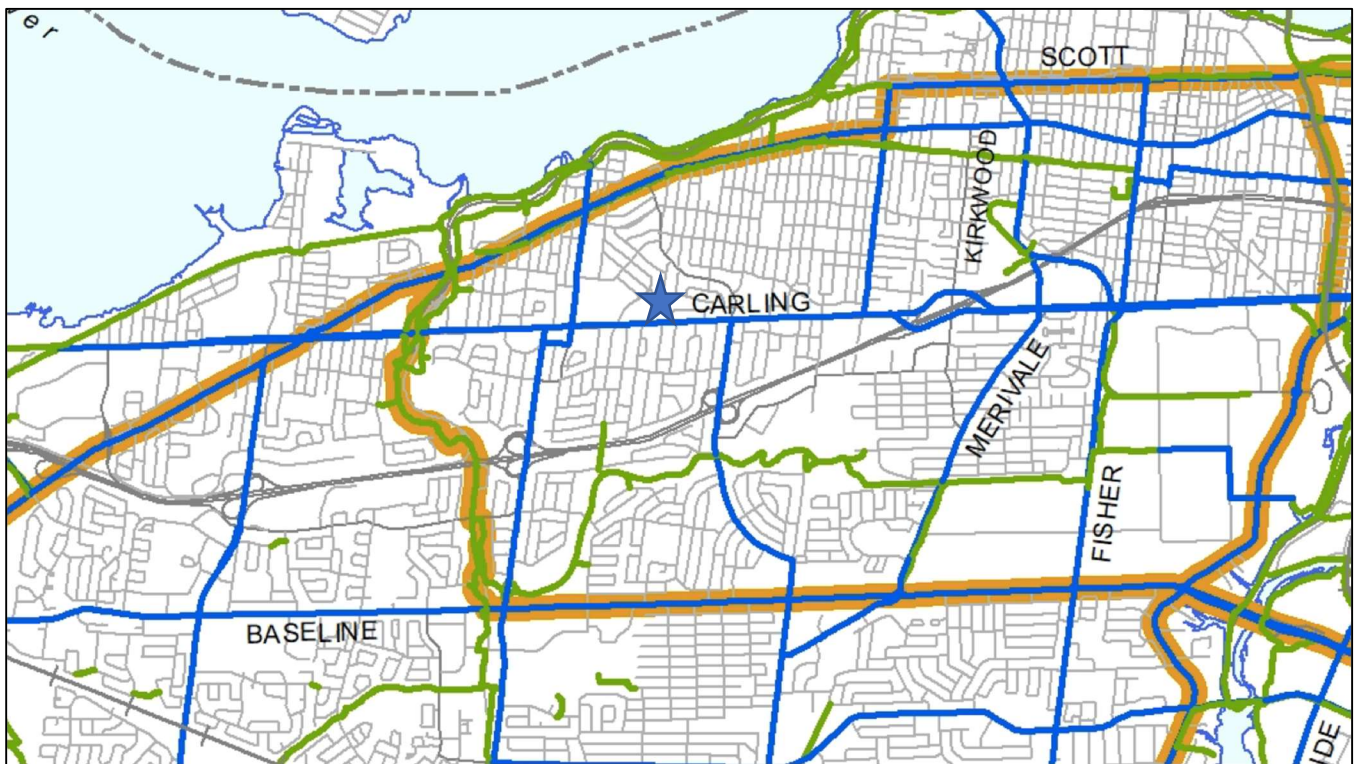
The OP directs more intensive uses along such routes in the growth strategy in Section 2.1. The relevant statement is critical to the Growth Strategy of the City of Ottawa;

Ottawa will meet the challenge of growth by managing it in ways that support liveable communities and healthy environments. This means that growth will be directed towards key locations with a mix of housing, shopping, recreation and employment – locations that are easily accessible by transit and that encourage walking and cycling because destinations are conveniently grouped together. This direction will also contribute to the needs of an aging population by enhancing accessibility to health services and community facilities. Future development, whether in new communities or in already established areas that are suited to accommodating growth, will be compact and efficient from a servicing point of view. [OMB decision #1582, June 17, 2005]

By pursuing a mix of land uses and a compact form of development, the city will be able to support a high-quality transit service and make better use of existing roads and other infrastructure rather than building new facilities. The City can secure the greatest returns on its transit investment by building at higher densities in nodes around rapid-transit stations and along corridors well-served by transit. Intensification in these locations increases transit ridership, makes efficient use of existing infrastructure and curbs the need to extend infrastructure and provide municipal services to new suburbs. This pattern of development is the most affordable in terms of the life-cycle costs of constructing, operating, maintaining, and replacing municipal infrastructure over its life span.

The proposed redevelopment of the Subject Property in the manner in which is being advanced assists in implementing this objective.

The OP also designates Carling Avenue as a Primary Urban Cycling Network - Spine Route on Schedule E (as illustrated on **Exhibit N** below). Such that as redesigns take place, this would be implemented such as demarcated cycling lanes. Keep in mind that the OP indicates some short but also mid and long terms objectives over the life of the Plan, typically extending some 20 years from date of passage. The proposed development includes an abundance of weather protected (internal) bike storage for each dwelling unit to encourage the use of cycling and less dependence upon private vehicles for the occupants of the building.



**Exhibit N:** Excerpt from Schedule C (Primary Urban Cycling Network), with the location of the Subject Property marked by a blue star

In summary, all of these designations are intended to promote and support development along these transportation routes as other modes of transportation for residents (away from private vehicles) is or will be readily available.

### 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. The building 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 while the existing mature bur oak tree will be maintained;
  - c. The building is set along the ultimate 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 a variety of apartment buildings (low, medium and high-rise) and it preserves and complements existing pedestrian routes.
  - b. The building spans the majority of the lot frontage along both Carling Avenue and Bromley Road and therefore enhances the streetscape, not only along the arterial roadway but also along Bromley Road.
  - c. The increased mass of the Proposed Development, by replacing the surface parking area at the intersection is appropriate, given the proximity to a bus transit stops and the function of the arterial mainstreet.
  - d. Significant amount of glazing, particularly at street (pedestrian) level has been incorporated in the building design to create visual interest and provide eyes on the street.

- e. The front façades of the building are oriented to face the public streets (Carling Avenue and Bromley Road, respectively) with the corner front door visible, and directly accessible, from both of the public street and creates a sense of human scale for pedestrians.

### 3. Pedestrians and Cyclists

- a. The main entrance to the building is located as close as possible to the public sidewalks to provide convenient access for foot and cycling traffic to and from the building entrance.

### 4. Vehicles and Parking

- a. The single point of vehicular access to the existing surface parking area has been maintained from the lesser priority public 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. The retention of the mature Bur Oak is a splendid site attribute that will not only create continued interest in the site but is environmentally supportive.

The Design Brief also examines the guidelines and addresses the relevant guidelines in describing the design philosophy of the project.

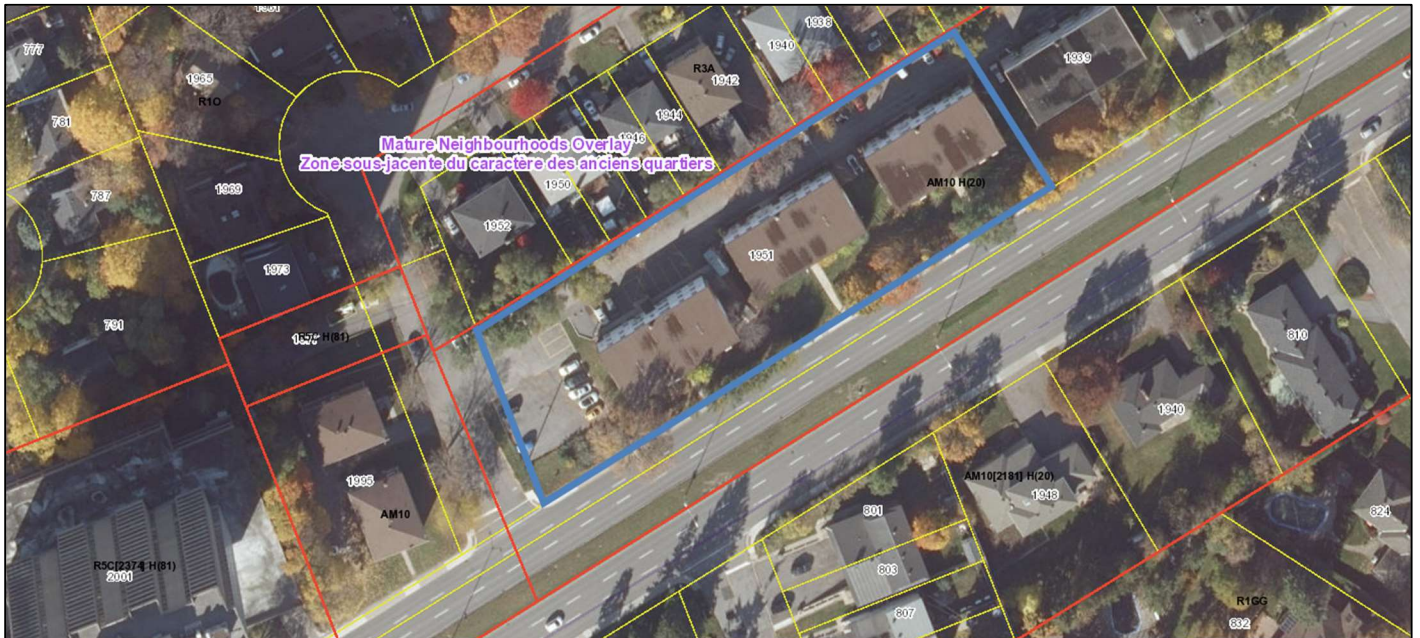
## 3.4 City of Ottawa Zoning By-law (the “Zoning By-law”)

The Subject Property is zoned AM10 H(20), as depicted in **Exhibit O**. The stated purpose of the Arterial Mainstreet Zone is to:

1. *accommodate a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings or side by side in separate buildings in areas designated **Arterial Mainstreet** in the Official Plan; and*
2. *impose development standards that will promote intensification while ensuring that they are compatible with the surrounding uses.*

Section 185 of the Zoning By-law sets out a broad range of permitted uses in the AM Zone, both residential (+/-15) and non-residential (+/-50), including but not limited to:

- apartment dwelling, mid-rise



**Exhibit O:** GeoOttawa map identifying the AM10H(20) zoning for the Subject Property (outlined in blue)

The Zoning By-law defines an Apartment dwelling, mid-rise as follows:

**Apartment Dwelling, Mid Rise** means a residential **use building** that is more than four storeys but less than ten storeys in height and contains four or more **principal dwelling units**, other than a townhouse dwelling or Stacked Dwelling

The AM10 subzone includes the following relevant zoning provisions in Section 186(10) that override the standard AM zoning provisions:

(b) despite Table 185(c), the following provisions apply;

1. (i) the minimum front and corner side yard setback for all buildings is 0 metres, and at least 50% of the frontage along the front lot line and corner side lot line must be occupied by building walls located within 4.5 metres of the frontage for a Residential use building, and within 3.0 metres for Non- residential and Mixed-use buildings; and

(d) despite Table 185(e), sub clauses (ii) and (iii), the minimum rear yard setback is;

1. (i) 3.0 metres for any building wall within 20 metres of a lot line abutting a public street.
2. (ii) 7.5 metres in all other cases; and

(e) any portion of a building located within 10 metres a front lot line or corner lot line must satisfy the following minimum building heights:

1. (i) if the building is a non-residential or mixed-use building, the ground floor requires a minimum height of 4.5 metres; and

2. (ii) the minimum building height required is 7.5 metres, and must contain at least two storeys; and

(g) the ground floor façade facing a public street of a building located within 4.5 metres of the front lot line or corner side lot line must include:

3. (i) a minimum of one active entrance from each individual occupancy located immediately adjacent to the front lot line or corner side lot line in the case of non-residential uses; and
4. (ii) a minimum of one active entrance in the case of a residential use building;

(h) a minimum of 50% of the surface area of the ground floor façade, measured from the average grade up to a height of 4.5 metres, facing a public street must be comprised of transparent glazing and active customer or resident entrance access doors; and

(j) despite Table 185(f) the following maximum building heights apply:

1. (i) In any area up to and including 20 metres from a rear lot line abutting a R1, R2 or R3 zone: 11 m
2. (ii) In any area up to and including 20 metres from a rear lot line abutting an R4 zone: 15 m
3. (iii) In any area over 20 metres and up to and including 30 metres from a rear lot line abutting a R1, R2, R3, or R4 zone: 20 m
4. (iv) In any area:
  1. outside of the areas identified in (i) through (iii) above; and,
  2. up to 7.5 metres from that part of a side lot line within 20 metres of a street and abutting a R1, R2, R3 or R4 zone: 15 m (v) In all other cases: 30 m (By-law 2015-45).

The relevant standard zoning provisions for a residential use in the AM zone, along with the above noted AM10 subzone provisions are imbedded in the table below for ease of reference and included on the Site Plan for ease of reference;

<b>Mechanism</b>	<b>Required</b>	<b>Provided</b>	<b>Compliance</b>
Minimum lot width	No minimum	N/A	Yes
Minimum lot area	No minimum	N/A	Yes
Front yard and corner side yard	0m, and at least 50% of the frontage along the front lot line for that portion of the building within 4.5m of the front lot line	0m, and 85.6%	Yes
Minimum interior side yard	No minimum	1.5m	Yes
Minimum rear yard setback	7.5m	7.5m	Yes
Maximum building height	Within 20m of the rear lot line	13.7m within 20m from the rear lot line, 16.5m between	No

Mechanism	Required	Provided	Compliance
	- 11m, between 20m to 30m - 20m, beyond 30m - 20m	20m and 30m from the rear lot line	
Maximum floor space index	None	tbd	Yes

As per Section 101 of the Zoning By-law, the parking space rates for an Apartment Dwelling, Mid-Rise based on the Subject Property being located within Area X (Inner Urban) of Schedule 1A, the parking requirement for the future stand-alone lot is as follows:

Use	# units	Required Min. Parking Space Rate	Required Visitor Min. Parking Space Rate	Total parking required	Total parking provided
Apartment Dwelling, Mid-Rise	27	0 for first 12, then 0.5 per dwelling unit  = 8 spaces	0 for first 12, then 0.2 per dwelling unit  = 2 spaces	10	10

As a PUD, the Site Plan indicates that the required parking for the existing 3 buildings and the proposed Building would be a total of 25 required spaces based on a total of 62 dwelling units. This would be complied with on the overall development.

In terms of other relevant zoning provisions, there is a requirement to provide a certain amount of amenity, both private and communal for the intended development. The proposed development complies with this provision.

In summary, the Proposed Development will contain permitted land uses but the maximum building height within a certain distance from the abutting R3 zoned lands to the north would not comply. The overall building will be well below the maximum permitted building height that should offset the requested increase in the permitted maximum building height within the 20m setback based on the site context, screening available and the results of the technical studies, particularly the sun shadow study.

This zoning provision will need to be addressed through either a minor variances or minor zoning bylaw amendment 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 site and surrounding community. A future consent (to sever) to create a stand-alone property containing the proposed building and dedicated parking for those units would still comply with the Zoning Bylaw.

## 4.0 Technical Studies

The following technical studies have been prepared in support of the application for Site Plan Control:

1. Servicing Report (including Stormwater Management)

2. Geotechnical Investigation
3. Tree Conservation Report
4. Traffic Noise Assessment
5. Phase 1 Environmental Site Assessment
6. Design Brief (Sun Shadow Study)

These same studies along with this Planning Rationale has also addressed the zoning compliance issue by way of both a technical and land use evaluation as to the suitability of the proposed redevelopment of the Subject Property.

## 5.0 Conclusion

The Applicant proposes to develop the Subject Property with a new mid-rise apartment building. Eventually, the site will be severed such that the new building and associated parking will be on a separate lot from the existing 3 low-rise apartment buildings located to the east.

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 the Carling Avenue/Bromley Road intersection converting the site from a suburban to more urban built form. The layout of the Proposed Development is inviting to pedestrian and cycling traffic and offers an opportunity for safe circulation, in and around the buildings, by foot. As all parking is located to the rear of the site, the streetscape is vastly improved over the existing surface parking lot at the intersection. The redevelopment of the Subject Property will have plentiful landscaping and amenity space for the occupants. 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.

The Design Brief outlines the objectives of the project and highlights how it will implement the design criteria in the OP.

The future lot configuration will be appropriately addressed through the future consent application.

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 another incremental improvement to Carling Avenue by reinforcing the transition of the corridor to a more urban development fabric as per the objectives of the City's Official Plan.

Sincerely,  
Holzman Consultants Inc.



Per: Jonah M. Bonn, MCIP, RPP



June 18, 2021

**Lisa Stern | Development Review Planner**

Planning, Infrastructure and Economic Development Department

**Re: 1983 Carling Avenue  
Site Plan Control Application**

The owner of 1983 Carling Avenue is proposing a 5-storey residential apartment building containing 27 units on the corner of an existing lot, adjacent to 3 existing low-rise apartment buildings, located on the same property.

The proposed building is located on the north side of Carling Avenue, east of Sherbourne Road and west of Woodroffe Ave. More specifically, the site is located at the corner of Carling and Bromley Road. The space on the lot is currently empty, serving as additional parking space for residents of the adjacent apartments. The lot is designated AM, Arterial Mainstreet, as per Schedule 'B' of the City of Ottawa's Official Plan, Subzone 10, and has a designated height limit of 20m. The site is not subject to a Secondary Plan in Volume 2 of the Official Plan, nor is it subject to a Community Design Plan.

The proposed site is easily accessible by various modes of transportation, including walking, cycling, public transit and motorized vehicle.

**Proposal for Site Plan Approval**

This application seeks to facilitate the development of the aforementioned 5-storey apartment building. The building will have a ground floor, with a Main Entrance and corner lobby off Carling Ave, and four additional floors above. The rooftop will host a mechanical penthouse as well as provide exterior amenity space. There is no basement in this proposal, however, the garbage room will be built roughly 0.9m below grade to follow the natural slope of the site and remain accessible from the rear drive aisle.

**Surrounding Context**

Residential properties are located to the north (R3A), west (AM10) and east (AM10) of the site. A future high-rise tower is planned for the adjacent corner lot, west of Bromley Road.

**Design Brief**

The proposed residential building will include units ranging from 402 sq.ft to 717 sq.ft, varying from studios to two bedrooms.

Residents will enter the ground floor from the corner-site entrance, on the south-west face of the building. The building front will be setback 22.25m from Carling Ave to accommodate the future road widening. The ground floor will offer four suites and provide shared amenities including a bicycle storage, garbage room, and a mailroom. The upper floors will each have six suites, with the last floor providing five suites plus a private terrace for north facing units. The rooftop will offer 150 sq.ft of exterior amenity space. Around the building, tenants will be able to use an accessible walkway to the west, and a secondary walkway

providing access to the building with exterior stairs to the east. Exits from the building's scissor stairs are along the east.

Parking will be located at the rear of the site, along a new drive aisle with surrounding landscaping. Ten new spaces will be provided, with 2 designated visitor spaces. The new parking will be sized for small cars. Additional parking, roughly 30 spaces, is available on the lot for residents of the entire development which will now include a total of 4 buildings. Bicycle parking, available inside the building, will consist of 6 stacked spaces for a total of 12.

The grading on the site slopes up from street level on Carling Ave to the main entrance 0.1m, and then back down 0.88m to the rear of the building. To manage drainage, a 0.15m layer of new asphalt will be added at the northern edge of the site, near the new parking spaces. The existing curb, trees, hedges and fence on the north are to remain. These provide natural shade and privacy to the residents north of the property. To allow parking without disrupting these trees and their roots, bumper curbs setback roughly 0.4m from the existing curb will be installed. The tree on the front of the property, along Carling Ave, will also be preserved.

The proposed building will also step up in height from the rear yard to the front, creating a transition in scale from the low-rise residential neighbourhood to the north. This transition differs slightly from the zoning requirements; where the city recommends 11m, we are proposing 13.22, and where the max height is set at 20m, we are proposing 16.35m. This allows the building to retain a human scale, with a generous rear setback of 8.2m, all the while suiting the streetscape. These changes were deemed essential in creating functional floor plans.

Finally, the building maintains a connection to Carling Avenue with a fully glazed lobby, visible from both Bromley and Carling. The shape of the building, with its angled wall and inset entrance, is in direct response to the visibility requirements of a corner lot. The ground floor will incorporate glazing at 50% of the front façade, measured from the ground to a height of 4.5m. This allows transparency whilst maintaining residents' privacy. The proposed reduction in ground floor height is proposed given the function of the building as a fully residential proposal.

Building cladding will consist of wood-effect and charcoal fiber cement panels with touches of corrugated metal in a charcoal colour. The overall feel of the building is simple, clean, with a playful layout of punched windows.

## Urban Design Guidelines for Development along Arterial Mainstreets:

### 1: Locate new buildings along the public street edge.

This development locates the building along the public street edge with a wide walkway leading to the main entry. The proposed building setback from the street is defined by a future road widening setback on Carling Avenue.

### 4: Use buildings, landscaping and other streetscape elements to create continuous streetscapes.

The proposed building defines the street edge and maintains continuity of the existing pedestrian sidewalk along Carling by mimicking adjacent buildings' use of walkways and decorative hedges. Barrier-free access

is provided at the main entrance. The intention is to maintain an uninterrupted streetscape with soft landscaping and continuous vegetation for the full length of the site, in front of the building.

**8: Provide significant architectural or landscape features at the corner on corner sites where there is no building, to emphasize the public streets and enhance the streetscape.**

The proposed building has a fully glazed corner entry and angled wall facing the Carling/Bromley intersection. This creates a dynamic view from the street and enhances the mostly residential streetscape along this portion of Carling.

**14: Create a transition in the scale and density of the built form on the site when located next to lower density neighbourhoods to mitigate any potential impact.**

The proposed building steps up in height in the rear yard to create a transition in scale from the low-rise residential neighbourhood to the north. The existing property setbacks require a transition in scale from the rear property line. At a distance of 0-20m from the rear property line, the maximum building height is 11m. The proposed building is 13.22m. At a distance of 20-30m from the rear property, line the maximum building height is 20m. The proposed building is 16.35m.

Although this first step back is taller than the recommended zoning height, the building remains below the max 20m height and provides a generous rear yard setback of 8.2m. Compared to the future high-rise building planned across Bromley, the proposed building retains an approachable human scale while providing much needed density.

**19: Connect pedestrian walkways between adjacent properties in order to facilitate circulation between sites.**

The proposed site features a 1.2m wide interlock walkway that slopes down to the back of the property, This walkway can be used by residents of all 3 residential buildings on the lot to access the shared parking, thus improving the connection between Carling Ave and the other buildings on the lot.

**22: Provide weather protection at building entrances, close to transit stops and in places with pedestrian amenities.**

Principal access is located away from the street with a highly visible, covered entrance canopy equipped with lighting and generous seating.

**26: Link access drives and parking lots of adjacent properties in order to allow for the circulation of vehicles between sites.**

The corner site provides the only access to the parking on the lot. The new drive aisle will eliminate visible cars from the Mainstreet and facilitate circulation by creating well-defined areas between cars and pedestrians.

**27: Locate surface parking spaces at the side or rear of buildings. Provide only the minimum number of parking spaces required by the Zoning By-law**

Parking for the residents is located at the rear of the site. The number of spaces complies with the minimum requirement.

**39: Protect and feature heritage, specimen and mature trees on site by minimizing grade changes and preserving permeable surfaces.**

The proposal seeks to preserve as many trees on the site as possible. The grading is minimised to keep these trees alive while provide necessary parking. Minimal grade changes around the property will promote positive drainage. New trees and landscaping will be added along the drives aisle to comply with the 15% minimum requirement for parking.

**40: Landscape areas between the building and the sidewalk with foundation planting, trees, street furniture and walkways to the public sidewalk.**

The area between the existing sidewalk at Carling Ave and the proposed building entrance will be landscaped with grasses, perennials, and shrubs. The front and side walkways, framed with vegetation, provide a distinct connection to the building while facilitating a public/semi-private transition.

**53: Design secondary doors (such as emergency exit or service doors) to blend in with the building façade.**

The building was designed so that all secondary doors blend into the corrugated metal cladding by being painted the same dark grey colour.

Regards,



**Roberto Campos, Architect | OAA | M.Arch. | MRAIC | ORSA**  
Partner