

Planning Rationale:

Site Plan Control Application 3996 Innes Road, Ottawa



Pierre J. Tabet architecte
167 De Roquebrune, Gatineau QC
Tel.819.568.3994 / Cell.613.797.5375
pierretabetarchitecte@gmail.com

**ORLEANS MEDICAL AND
RESIDENTIAL FACILITY**
3 996 INNES ROAD, OTTAWA, ON.



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1.0 INTRODUCTION

This Planning Rationale has been prepared by J.L. Richards & Associates Limited (JLR) on behalf of Lou Frangian – operating as 2809354 Ontario Inc. to support an application for Site Plan Control at 3996 Innes Road, Ottawa.

1.1 Background

The subject land is presently zoned Arterial MainStreet (AM) by Zoning By-law 2008-250. This zone permits a variety of residential and mixed uses, including mid-rise buildings with a maximum height of 25 metres. The property currently consists of duplex dwellings (3996 and 3998 Innes Road), and the accompanying driveways and lawns.

The lot is subject to the Urban Design Guidelines for Development along Arterial Mainstreets, along with Zoning By-law 2008-250 and the Ottawa Official Plan.

1.2 Development Proposal

Mr. Frangian acquired the property and is proposing to build a 5 storey mid-rise mixed-use building at 3996 Innes Road. The building will include a mix of residential units and commercial / retail space, consisting of:

- 6 1-bedroom units,
- 12 2-bedroom units,
- 2 penthouse units on the top floor,
- 200m² for a medical facility, and
- 169.2m² for retail use (pharmacy).

The site's parking will be split between at-grade and underground. The at-grade parking lot will be accessible from an entrance from Innes Road. This parking will include 15 spaces, including 1 accessible parking space and path of travel and 2 spaces reserved for electric vehicles with a charging station. The rest of the parking will be set underground, with access from the back of the at-grade parking area. The underground parking will be set over one level and will contain the remaining 19 parking spaces from the total of 34 parking spaces on-site (18 residential spaces, 4 visitor spaces, and 12 spaces for the retail and medical facility). 12 bicycle parking spaces will also be present, with 3 at grade and 9 underground.

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Figure 1 – Northwest and Southwest elevations of the proposed development (3996 Innes Road)

The architecture of the proposed building contains elements typical of contemporary mid-rise developments, consisting of one level fully open to the public for retail and commercial use, and residential units from the second level onwards. The building will be constructed of various and complementary materials including fiber cement panels, prodex wood cladding, aluminum panels and corrugated metal sheets.

The first level houses all commercial and retail use. The level consists of primarily glass curtain wall, as to leave it open and visible to the street level and sidewalk. The upper-level steps forward above the ground level, creating an integrated weather shelter around the base of the building. This main level will have an entrance from the sidewalk of Innes Road, as well as an entrance from the parking area. An additional entrance will be located on the side facing the adjacent property, 4030 Innes Road, mainly serving as stairs up to the residential units. The building will also be surrounded by a walkway on all sides. This leaves the ground level feeling open, accessible, safe, and connected to the local sidewalks.

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Landscaping will be done to add vegetation to the lot, focusing on the street-facing side and back of the lot. Along with this, a row of grasses will be placed along the side facing the adjacent commercial building, 2002 Mer Bleue Road. Amenity space will be set on the back of the lot, making sure to leave all sides animated and used by residents and users.

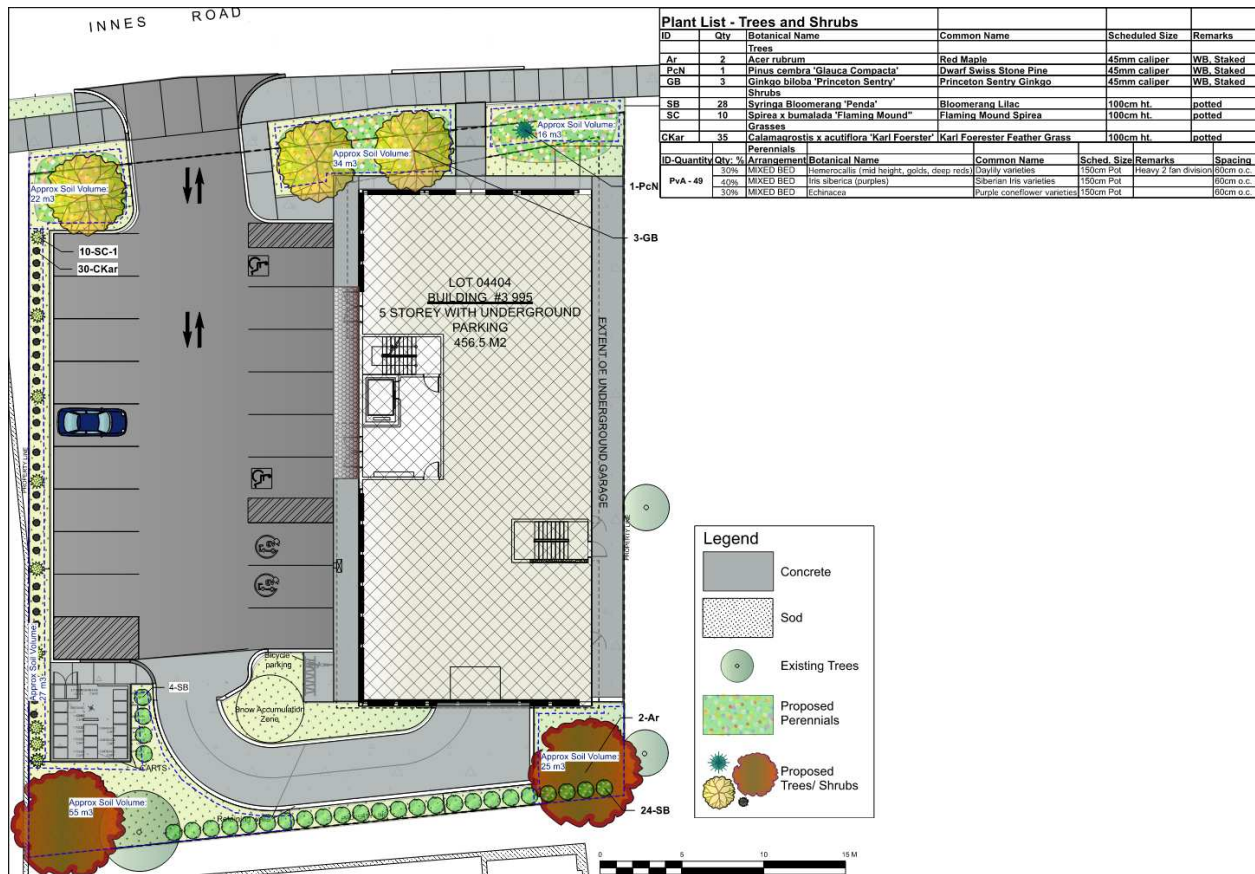


Figure 2 – Conceptual Landscape Plan

The upper levels pop out slightly from the narrower base. The building is set back from the northern property line by approximately 3 metres from the closest point, on the northwestern side of the building. The setback from the eastern side of the building to the eastern property line is the length of the walking path, approximately 1.9 metres, and the southern and western sides remain clear of the southern and western property lines by approximately 7 metres and 20 metres respectively.

The building comes up to approximately 18.6 metres in height total. The design of the building is set in compartments, from the glass ground level, to the cement panels and glass mid-levels of the second to fourth floor, and the wooden top level. This design splits the façade on each side, minimizing the perception of height of the building.

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Overall, the building blends into the existing character of the area, serving as a slight extension of the commercial corridor of Innes Road, while providing a mix of retail and healthcare space, as well as more residential space to the area. The ground level matches other commercial lots, and the pedestrian-friendly design will not only help new residents, but also introduce a more streamlined and lively public right of way to the nearby community. The building will blend in with the current character of the area while also adding modern design to its aesthetic, as well as level out from the previous single level dwelling on the property.

2.0 SITE LOCATION AND DEVELOPMENT PROPOSAL

2.1 Site Location

The Subject Property is located at 3996 Innes Road, with a total lot size of approximately 1524m² and a frontage onto Innes streets of approximately 36 metres.

The lot fronts onto Innes Road, a major arterial road connecting neighborhoods like Orléans to Ottawa and functions as its main entrance point for vehicles. Innes Road, as an arterial mainstreet, has sidewalks on both sides, and is separated by a median.

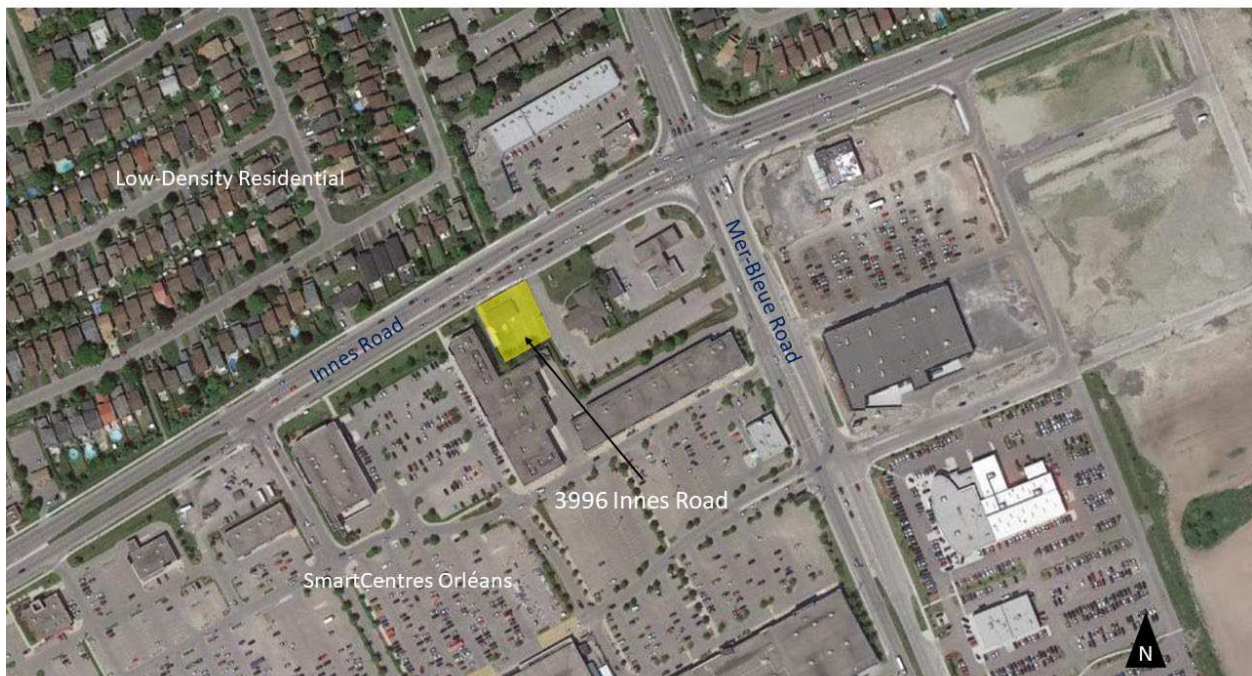


Figure 3 – Aerial View and Area Context

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The site's main connection to the surrounding amenities is through roads and the public sidewalk, which connects it directly to the neighboring shops in SmartCentres Orléans, which has its own internal pathway system. Innes Road also has bicycle lanes siding the vehicle lanes in each direction, as does Mer Bleue Road, giving cyclists both an east-west pathway as well as a north-south pathway. These bicycle lanes are also connected to the cycling network of the Ottawa-Gatineau and Outaouais region. The site and Innes Road is also served by OC Transpo's 25 line, giving a connection to the Line 1 system by bus.

To the site's west is the SmartCentres Orléans, sitting along with the site in the employment area of the City of Ottawa's Official Plan Schedule B south of Innes Road spanning from Frank Bender Street to Tenth Line Road. The SmartCentres consist of a strip mall with big box retail, specialty stores, restaurants, fast food, as well as banks and other amenities. The south of the site abuts to the back of SmartCentres shops.

Another amenity is the religious establishment Kingdom Hall of Jehovah's Witnesses, which borders the side to the east. Further east, the local employment area continues, with individual businesses. The businesses continue after the crossing of Mer-Bleue Road, with more specialized businesses such as car dealerships both east and southeast of the site.

While the front northern side of the lot borders onto Innes Road, across the road are single family dwellings, which marks a majority of Orléans' suburban character. Parks, such as Delorme Park and Champagne Park are present in the area.

3.0 POLICY AND REGULATORY FRAMEWORK

3.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) under Section 3 of the *Planning Act* spells out key Provincial interests with regard to land use planning. Decisions made by all approval authorities in the Province on planning applications must be consistent with the policies of the Statement.

Generally, the PPS focuses growth within settlement areas and away from areas that are either significant resources or may pose a significant threat to public health and safety.

The following is a brief commentary on the application with regard to the policies of the Provincial Policy Statement.

Section 1 of the PPS sets out Provincial policies on land use.

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Section 1.1.3.1 indicates that settlement areas are to be the focus of growth. The subject lands are within Ottawa's Urban Area, a settlement area, and its development should be promoted as per the PPS.

Section 1.1.3.2 states that land use patterns in settlement areas shall have densities and land uses that efficiently use land appropriately for the services that are available. The proposed development presents appropriate land uses and densities that make efficient use of the land and of the available municipal services.

Section 1.1.3.4 asks for new developments that follow the principles of intensification, redevelopment and compact form to be promoted. The 3996 Innes development focuses on both intensification and redevelopment.

Section 1.1.3.7 indicates that new development should take place adjacent to the existing built up area. The proposed development is directly adjacent to existing development.

Section 1.3.1, under the Employment section 1.3, highlights that mixed use and diversified economic activity should be promoted in planning. The site, being mixed use and offering a medical facility (a type of business currently lacking in the local area), fits as desired development by these standards.

Section 2 of the PPS calls for the protection of natural heritage, water, agricultural, mineral and cultural, and archaeological resources. No natural heritage features have been identified on the subject lands.

Section 3 of the PPS requires that development be directed away from areas of natural and man-made hazards. There are no natural or human-made hazards on the subject lands.

The proposed development is consistent with the Provincial Policy Statement.

3.2 City of Ottawa Official Plan

The City of Ottawa Official Plan, adopted by City Council in May 2003, has been updated and amended numerous times by both Council and the Ontario Municipal Board. For the purposes of this planning rationale, the on-line consolidated version of the Official Plan, including Amendments No. 150 and 180, were used.

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The Subject Site is located within the urban boundary of the City of Ottawa and is part of the settlement area for the City. Schedule 'B' of the Official Plan shows the site designated as Urban Employment Area (refer to Figure 5) within the Urban Area.



Figure 5 – City of Ottawa Official Plan, Schedule B: Urban Policy Area

The City's growth strategy supports infill development and other intensification within the Urban Area in a manner that enhances and complements existing desirable characteristics to ensure the long-term vitality of the many existing communities that make up the City. The Official Plan considers buildings of 5 to 9 storeys or more as mid-rise.

As pointed out in the OP's Section 2.1, Patterns of Growth, development should aim to prioritize mixed-use development that is walkable and has cyclist facilities. The building itself is mixed-use, placing a medical facility and retail space on the street level and residential units above. The development adds walking paths around the building, which also connect to the sidewalk and the rest of the nearby walkways. Connection to infrastructure is also beneficial, as the building will contain 12 bicycle spots for residents and building users, which could see more use thanks to the cycling lanes already present on Innes Road.

The intent of the Official Plan has been recognized through the zoning, which is already in place to permit the development of low- and mid-rise buildings in the area. The proposed building remains generously below the 25-metre height limit at 18.6 metres, and matches the current

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character by adding a taller structure and more compact form than current structures on the lot, while not superposing the building far above the neighboring buildings or negatively impacting local views.

For section 2.2.2, Managing Intensification Within the Urban Area, the proposed site is within the target Mainstreets which is subject to focus on intensification. The proposed development would assist the City to reach the density target of 120 people and jobs per square hectare. The definitions of intensification also match what is aimed to happen at the site. For residential intensification, the site aims to redevelop the current low-density housing with higher density residential among the mixed-use. For employment intensification, the development's medical and commercial space fills in the site, which is currently within the Urban Employment Area, adding jobs to the site where it didn't have any previously.

The addition of business and retail space also fits in with the policies of section 2.2.3, regarding general Employment Areas. The site will add jobs, keep its intended use as an Urban Employment Area, and follow intensification processes in the process.

Section 2.4 looks at environmental integrity. Design elements of the development align with the principles laid out: compact form, intensification, energy efficiency in design, and integrating greenspace. The development is also not interfering with major natural processes or features, letting it follow the Official Plan's policies for section 2.4.2 and 2.4.3.

The Official Plan's section 2.5.1, Designing Ottawa, places several Design Objectives for development among Design Priority Areas. These areas include Arterial Mainstreets, wherein the proposed site sits on the south side of Innes road between Pagé Road and Tenth Line Road. The Design Objectives and the site's compatibility are expanded on in Figure 6.

Design Objective	How the Proposed Development Meets the Objective
1. To enhance the sense of community by creating and maintaining places with their own distinct identity.	The propose development will add 20 residential units and ground floor commercial and retail space. The design is mindful of the busy throughfare yet still provides a pedestrian friendly street edge.
2. To define quality public and private spaces through development	The street edge will be landscaped and sidewalks have been incorporated into the design to provide connectivity between the street and building. The podium has been

Design Objective	How the Proposed Development Meets the Objective
	setback 3.0 m from the front lot line (pre road widening) to provide as much separation from the busy arterial road traffic.
3. To create places that are safe, accessible and are easy to get to, and move through.	Sidewalks connecting the street to the building have been incorporated. Accessible spaces have been located close to the building's main entry. Bicycle parking spaces have been placed in a location which will not interfere with vehicular or pedestrian traffic.
4. To ensure that new development respects the character of existing areas.	Innes Road is an Arterial Mainstreet comprised mostly of commercial (retail uses). Although the proposal will introduce a mixed-use form of development, the commercial uses within the podium are similar in style to recently completed medical facilities along Innes Road.
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.	The redevelopment of the site contributes to achieving a more compact urban form. A wide range of new rental apartments will broaden housing choices in the area.
6. To understand and respect natural processes and features in development design.	Where possible, existing trees will be retained along the periphery of the site and new trees and landscaping will be added as part of the site plan.
7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.	Energy efficient building materials and systems will help to minimize the energy impact of this development.

Figure 6 – City of Ottawa’s Design Objectives and how the Proposed Site meets them

The lot’s designation as Arterial Maintreet in the Official Plan Schedule B, thus applying section 3.6.3’s policies. The proposed development follows the general policies of intensification and infill,

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transportation infrastructure for walking and cycling, creation of animated public streets, as well as limits to building heights.

Section 3.6.5 focuses on Urban Employment Areas, which the site is also part of. While the designation is not too strict on the types of use or employment types required on sites, the proposed development is aiming to add jobs to the site where there previously were none. The proposed development also follows the principles of connected transportation types with the parking for vehicles and bicycles, as well as to diversify the use of the lot by mixing the retail/medical with residential, which is allowed and anticipated per the section.

Section 4.11 – Urban Design and Compatibility provides direction on how to assess development applications for compatibility with, existing or planned community character. The proposed development will meet the policies as follows:

Views

- Buildings will be sufficiently set back from the road with landscape buffers and tree plantings. CPTED concepts are integrated throughout.
- Views will be preserved, and shadowing will be mitigated on proposed internal public spaces (amenity areas)

Building Design

- Buildings will be oriented to the street, and the proposed layout animates the streetfront while not overmassing the site.
- Building is oriented towards the street at an angle to display both front façade and wider main entrance, and offers greenspace along with windows which face onto the street.
- Servicing, loading and parking will be internal, done through the outdoor parking lot and the below-grade parking lot. The outdoor parking lot will have landscaping done on external sides.

Massing and Scale

- The proposed development will be placed next to commercial buildings within the SmartCentres complex, which serve as incremental steps to height.
- Top level of the building is set back through its balconies, allowing the building to not appear as tall. The design of the building splits it into sections (narrower glass face on street level, widening at the 2-4 level with fibre cement and finishing with the wood top), which also assists in reducing perceived height.
- The parking lot on the site taking up approximately the width of the building also allows building to appear slightly narrower by comparison.

Outdoor Amenity Areas

- The proposed development will meet the required amenity space. The areas are adequately designed to accommodate a variety of leisure activities

Design Priority Areas

- Variation in the architectural treatments will be used to soften the building façade and complement the existing built environment.
- Landscape elements (trees, gazebos) will be used to provide shade and useable amenity spaces (all seasons).
- Massing and scale of development will define and enclose public and private spaces.

The City of Ottawa has approved its new Official Plan however has yet to be adopted. As per its Schedule A, the site sits in the Suburban Transect, along with most of Orléans.

The development still meets the goals of the new plan. As per section 5.4.1, the site aims for density which would not compromise suburban character, and offers mid-rise mixed-use form along Innes Road, a major transportation corridor and an Arterial Mainstreet.

The mid-rise form of the building also contributes to the aim of the plan to encourage the development of the 'missing middle', which is also applicable to suitable suburban areas, as pointed out in section 5.4.5 1) a).

3.3 Urban Design Guidelines for Development along Arterial Mainstreets

The site sits on the southern side of Innes Road within the section between Frank Bender Street and Tenth Line Road, placing it within Arterial Mainstreet designation by the Official Plan. The Urban Design Guidelines for Development along Arterial Mainstreets place set guidelines and general objectives for developments within the designation.

The proposed development meets the objectives of the Guidelines, with its focus on fitting into the existing character of the street while also adding use and density, all while reinforcing the streetscape. The proposed development being mixed use, with a higher density than the current use also works towards these objectives, along with connection to existing sidewalks and bike lanes for transportation.

The building will follow guidelines by having the proper setback, as well as landscaping and general connection to the streetfront on Innes Road. The mid-rise and mixed-use nature of the development respects height limitations and the existing character of this segment of the street. The building will sit between other existing development and is thus away from an unoccupied

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corner or empty adjacent lot, thus not applying guidelines such as 8 and part of 13. The street level is constructed of primarily glass, and aims to make the building's façade at the level open and accessible to the street.

The site will keep the existing sidewalk, adding greenery between it and the usable parts of the lot like the building and parking lot. As the properties to the west are divided, the stretch of landscaping on the property will be self-contained but will meet requirements for the Guidelines.

3.4 City of Ottawa Zoning By-Law 2008-250

The subject site is currently zoned AM – Arterial Mainstreet in the City of Ottawa Comprehensive Zoning By-law 2008-250, as shown on Figure 6.

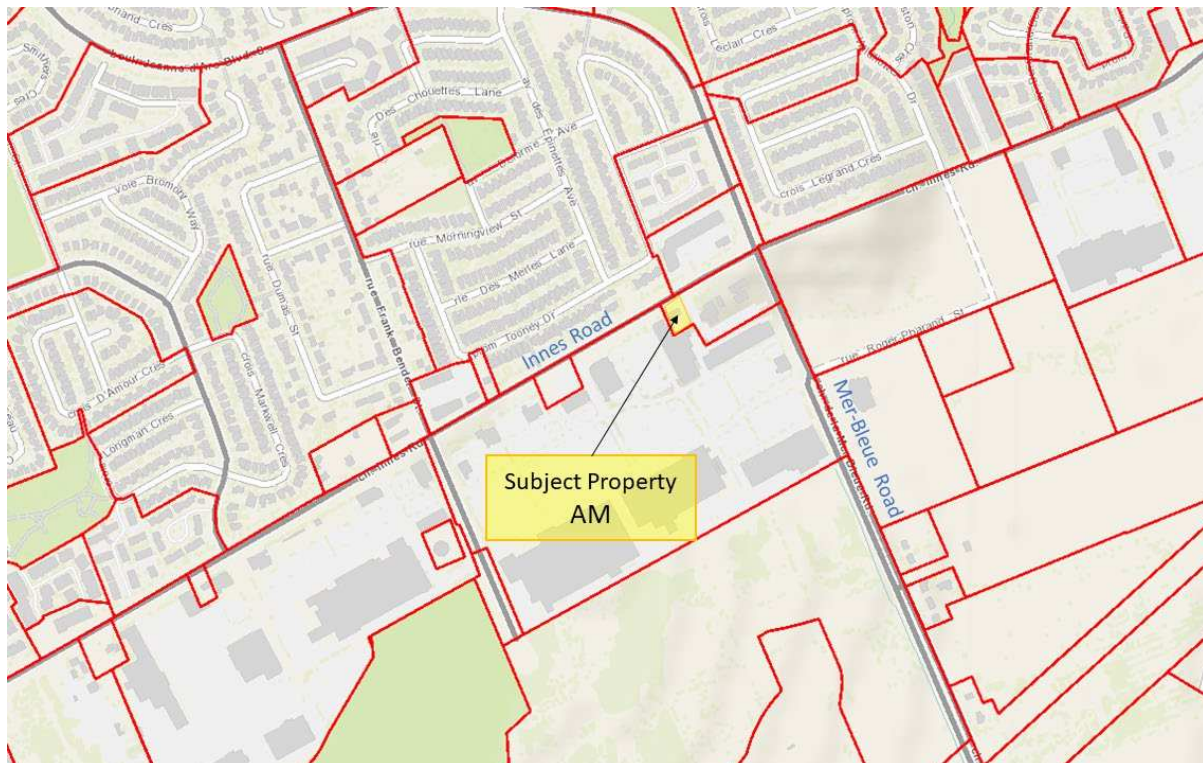


Figure 6 - City of Ottawa Zoning Schedule (Geoterra)

Permitted uses for the general AM zone includes a wide variety of both residential and non-residential uses. For residential this includes “*apartment dwelling, mid rise*” and “*dwelling unit*”. Non-residential uses are also varied and do include both “*retail store*” and “*medical facility*”. This covers the proposed non-residential uses and residential dwelling uses foreseen as uses of the proposed development.

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The proposed Site Plan has been designed to comply with the zoning standards of the AM zone as per sections 185 and 186, mainly the limit height of 25 metres. It also follows other standard zoning requirements, such as the parking and bicycle parking minimums and general provisions.

4.0 CONCLUSION

The development of a mid-rise mixed-use building at 3996 Innes Road is a strategic response to the city's goals to intensify the local Arterial Mainstreet area, as well as to focus on growth done through infill and redevelopment as opposed to development on new lots.

The proposed project offers a 5-storey building with the ground level offering space for a pharmacy and medical office. The 4 floors above will house 20 residential units varying between 1- and 2-bedroom units, including two penthouse units on the top floor. The site offers parking outside the commercial/retail area as well as under the building, as well as amenity areas and landscaping and infrastructure such as walk paths on-site.

The proposed development takes advantage of the current context and amenities, as well as transportation infrastructure to be well-served for new users, but also to serve current surrounding residents.

The focus of this new development of intensification and redevelopment which remains suitable to the local context is compatible with policies such as the Provincial Policy Statement, Ottawa's Official Plan, and the Urban Design Guidelines for Development along Arterial Mainstreets.

It is our professional planning opinion that the proposed Site Plan constitutes good planning and is appropriate.

J.L. RICHARDS & ASSOCIATES LIMITED

Prepared by:



Noé O'Brien
Planner

Reviewed by:



Marc Rivet, MCIP, RPP
Associate, Senior Planner



www.jlrichards.ca

Ottawa

864 Lady Ellen Place
Ottawa ON Canada
K1Z 5M2
Tel: 613 728-3571

ottawa@jlrichards.ca

Kingston

203-863 Princess Street
Kingston ON Canada
K7L 5N4
Tel: 613 544-1424

kingston@jlrichards.ca

Sudbury

314 Countryside Drive
Sudbury ON Canada
P3E 6G2
Tel: 705 522-8174

sudbury@jlrichards.ca

Timmins

201-150 Algonquin Blvd.
East
Timmins ON Canada
P4N 1A7
Tel: 705 360-1899

timmins@jlrichards.ca

North Bay

200-175 Progress Road
North Bay ON Canada
P1A 0B8
Tel: 705 495-7597

northbay@jlrichards.ca

Hawkesbury

326 Bertha Street
Hawkesbury ON Canada
K6A 2A8
Tel: 613 632-0287

hawkesbury@jlrichards.ca

Guelph

107-450 Speedvale Ave.
West Guelph ON Canada
N1H 7Y6
Tel: 519 763-0713

guelph@jlrichards.ca

