

Planning Rationale in Support of Application for Site Plan Control



1940 Carling Avenue | City of Ottawa

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December 24, 2021

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1.0 Introduction

1.1 Background

Holzman Consultants Inc. was retained by Preeminent Construction Management Inc. on behalf of 2704183 Ontario Limited (the “**Applicant**”) to prepare a Land Use Planning Rationale (the “**Planning Rationale**”) in support of the redevelopment of the property municipally known as 1940 Carling Avenue (the “**Subject Property**”) located on the south side of Carling Avenue between Maplecrest Avenue and Dunlevie Avenue, in Bay Ward (Ward 7) of the City of Ottawa (the “**City**”) as shown in **Exhibit A**.

The Subject Property is legally described as:

LT 27, PL 290559; PT LT 26, PL 290559, AS IN N574871; OTTAWA/NEPEAN (PIN 039840042)



Exhibit A: GeoOttawa Air Photo of the Subject Property (highlighted in orange)

The Applicant proposes to redevelop the Subject Property with a seven (7) storey mid-rise apartment building fronting on Carling Avenue (the “**Proposed Development**”).

We are given to understand from our pre-application consultation meeting held with City Staff on February 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. The Design Brief has been prepared by the Applicant’s architect as a separate document.

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 Glabar Park/Carlingwood neighbourhood that will leverage the Subject Property’s unique location which

enjoys frontage and significant exposure adjacent to an arterial corridor offering plentiful retail, dining and service-commercial uses. 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 along both sides of this high-traffic roadway.”

An informal meeting was held with Councillor Theresa Kavanagh in February 2020 in which we explained the general nature of the Proposed Development. In addition, there have been two community information sessions organized through the Ward Councillor’s office in which the Proposed Development was presented with an opportunity for dialogue with the public. All of the pre-application comments have been considered in the final design.

1.2 Description of Subject Property

The Subject Property has 33.48 metres of frontage on Carling Avenue and a depth of 45.72m. The configuration is basically rectangular although it does narrow very slightly from north to south as depicted in **Exhibit B**.

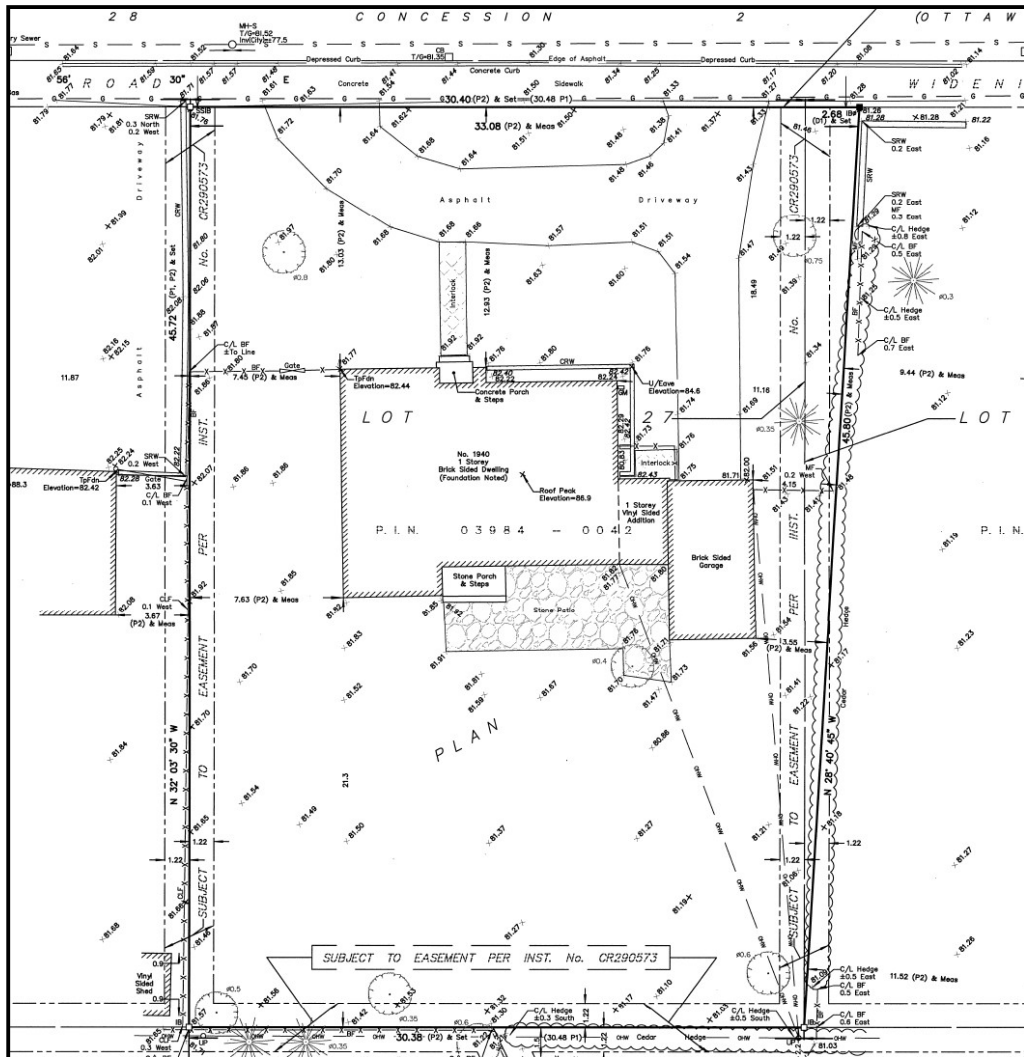


Exhibit B: Excerpt from Survey of the Subject Property

The Subject Property is relatively flat, surrounded along the 3 interior lot lines with chain link fencing and mature cedar hedging with a mix of trees/vegetation along the rear (south) property line. There are some interior deciduous trees in the 0.6m ABH range. A crescent shaped private approach leads in and out of the site from Carling Avenue in 2 locations.

The area of the Subject Property is 1,451 m² and it is currently improved with a single detached bungalow with an attached garage as shown in **Exhibit C** and **Exhibit D**, that was constructed in the mid-1950s.

An easement in favour of Hydro Ottawa surrounds the 3 interior lot lines. There is no physical plant along either side yard but an overhead hydro line along the rear lot line with service wires extends from that line to the dwelling from the extreme southeast corner of the property. A concrete sidewalk runs along the Carling Avenue frontage, immediately adjacent to the outside curb lane.



Exhibit C: Photograph of Subject Property (September 2021)



Exhibit D: Alternate view of Subject Property (September 2021)

The existing trees were noted by the Applicant's consultant to be as follows:

- Two (2) Norway Maple trees in poor-good condition;
- One (1) Honey Locust tree in good condition; and
- One (1) Austrian Pine tree in good condition.

1.3 Site Context

The Subject Property is situated approximately 280 metres to the west of Maitland Avenue, between single family, single-storey detached dwellings. An OC Transpo bus stop is located approximately 30 metres to the east of the Subject Property, at the intersection with Dunlevie Avenue.

A mature low-rise single-family neighbourhood, Glabar Park, is located immediately south of the Subject Property. Homes were first constructed in Glabar Park in the 1950s, typically located on well-vegetated lots with generous rear yards.

The neighbourhood to the north side of Carling Avenue, albeit not directly impacted by the Proposed Development is known as McKellar Park and consists mainly of low-rise single detached dwellings.

A number of multi-unit residential buildings are located along both sides of Carling Avenue in the block extending from Carlingwood Shopping Centre (“**Carlingwood**”) to Maitland Avenue. Within this 900-metre stretch, there exists the following buildings from west to east:

Address (Building Name)	Improvements
2045 Carling Avenue (Somerset Towers)	Two 11-storey apartment buildings
2020-2088 Carling Avenue	Five 3-storey townhouses
2064 Carling Avenue/801-807 Kingsmere Avenue	Five 3½-storey townhouses
2019 Carling Avenue (Carling Terrace)	7-storey apartment building
2001 Carling Avenue (Bromley Square)	25-storey apartment building
800 Melwood Avenue	Five 3½-storey townhouses
1951-1983 Carling Avenue (McKellar Suites)	Three 3-storey apartment buildings
1939 Carling Avenue	3-storey apartment building
1927 Carling Avenue	3-storey apartment building
800 McKellar Avenue	4-storey apartment building
1890 – 1896 Carling Avenue	5-storey apartment building
1893 Carling Avenue	3-storey apartment building
1889 Carling Avenue	3-storey apartment building
1885 Carling Avenue	3-storey apartment building
800 Riddell Avenue	5-storey apartment building

Many of these buildings were constructed in the early 1960s; 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 emerge along Carling Avenue in the vicinity of the Subject Property. These, in part, respond to the availability of the existing infrastructure and the broad spectrum of convenient commercial uses along the Carling Avenue corridor.

Exhibits E, F, G and H present various views of Carling Avenue in the vicinity of the Subject Property.



Exhibit E: Facing west on Carling Avenue in front of the Subject Property with the high-rise apartment building, Bromley Square, in the background on the north side of Carling Avenue



Exhibit F: Facing east on Carling Avenue in front of the Subject Property with low-rise apartment buildings (McKellar Suites) on the north side of Carling Avenue nestled behind mature vegetation



Exhibit G: View of 800 Riddell Avenue (left) and 890-896 Carling Avenue (right), located on the south side of Carling Avenue, east of the Subject Property (source: Google Maps)

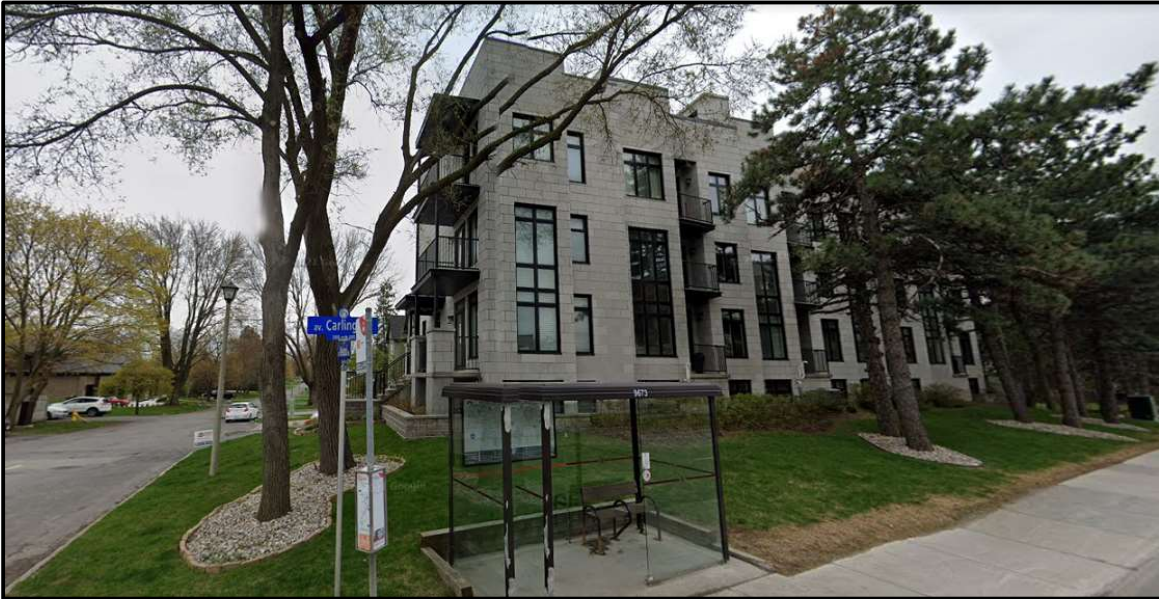


Exhibit H: View of 800 Melwood Avenue on the south side of Carling Avenue, west of the Subject Property (source: Google Maps)

As illustrated in **Exhibit I**, the significant amenities within a 1,000-metre radius of the Subject Property include:

- Carlingwood, a regional-scale indoor mall approximately 530 metres to the west of the Subject Property, contains a wide variety of retail, financial and food services including Loblaws and OC Transpo bus stops with shelters. Carlingwood is now undergoing a major transformation with the construction of a 270,000 square foot Canadian Tire store which will offer retail and automotive service over two floors.
- Directly across from Carlingwood is a local-scale retail development known as Fairlawn Centre which is anchored by Shoppers Drug Mart, Staples, LCBO, Beer Store along with a TD Bank, medical offices, restaurants and retail stores.
- Broadview Avenue Public School (535 Dovercourt Avenue) and Notre Dame High School (710 Broadview Avenue) are located on the north side of Carling Avenue in the McKellar Park neighbourhood.
- The Carlington Business Area, located on the south side of the Queensway (Hwy 417), east of Maitland Avenue is a mature business park consisting of light industrial and office uses.



Exhibit I: Significant Developments within 1000 metre radius of the Subject Property (shaded in orange)

The Carling Avenue corridor in the vicinity of the Subject Property is well-served by OC Transpo. According to OC Transpo's system map <https://www.octranspo.com/images/files/maps/systemmap.pdf>, the bus stops along Carling Avenue are serviced 7 days a week (in all time periods) with service occurring every 15 minutes or less on weekdays. Please refer to **Exhibit J**, below, which shows the bus stop locations relative to the Subject Property.

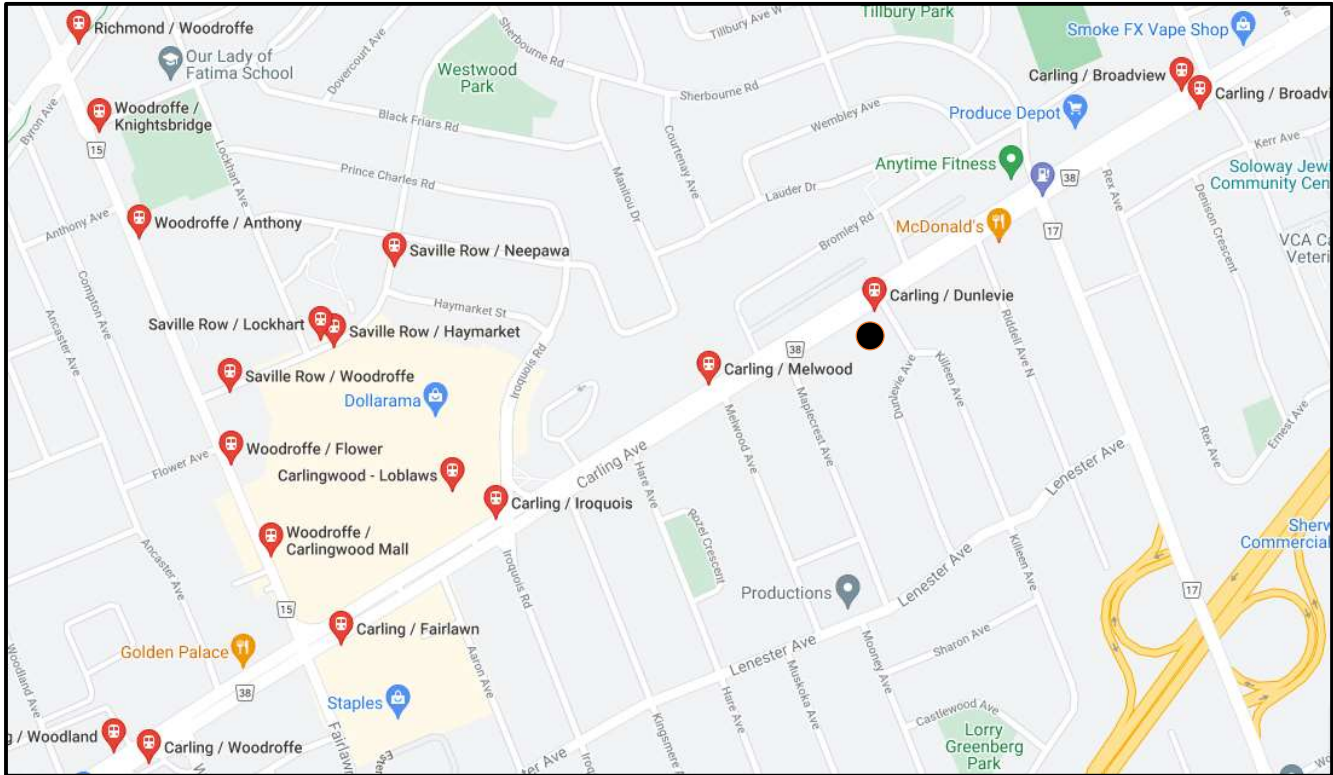


Exhibit J: OC Transpo bus stop locations (Subject Property marked by black dot)

2.0 Description of Proposed Development

The Proposed Development will consist of a multi-unit residential building with a single level of underground parking. The structure will present 7 storeys along the Carling Avenue frontage with a transition down to 4 storeys for the rear portion. The main pedestrian entrance will be conveniently located approximately in the mid-point of the building along Carling Avenue in close proximity to the public sidewalk that extends along the south side of Carling Avenue to connect to the OC Transpo bus stop located approximately 30 metres to the east at Dunlevie Avenue. The existing sidewalk will be widened to 2.0 metres, which is the City of Ottawa’s standard for such infrastructure, to assist in maintaining a safe and comfortable pedestrian environment.

A single 2-way vehicular access is located at the extreme easterly edge of the Proposed Development, leading to at-grade covered/weather protected internal drop off and short term/visitor parking spaces. A secondary entrance to the building is located within this protected area. A refuse area/room is located on the ground floor with convenient pickup services via the at-grade access route. In the underground level there is secure bicycle parking with access to a single elevator cab that services all floors.

The building, which has a gross floor area of 3,30.69 m² contains a mix of unit sizes and bedroom counts. Sixty-four (64) dwelling units are proposed: thirty-three (33) studios, twenty-five (25) 1-bedroom units and six (6) 2-bedroom units.

Floor	Unit Count			Total
	Studio	1-Bedroom	2-Bedroom	
Ground	2	3	0	5
Second	6	4	0	10
Third	8	6	0	14
Fourth	8	6	0	14
Fifth	3	2	2	7
Sixth	3	2	2	7
Seventh	3	2	2	7
	33	25	6	64

The building contains a communal amenity area on the fifth floor facing south to benefit from the southern exposure. A generous building setback from the rear lot line has been provided that contains an at-grade amenity area. The proposed structure respects the maximum permitted building height adjacent to R1 zoned lands.

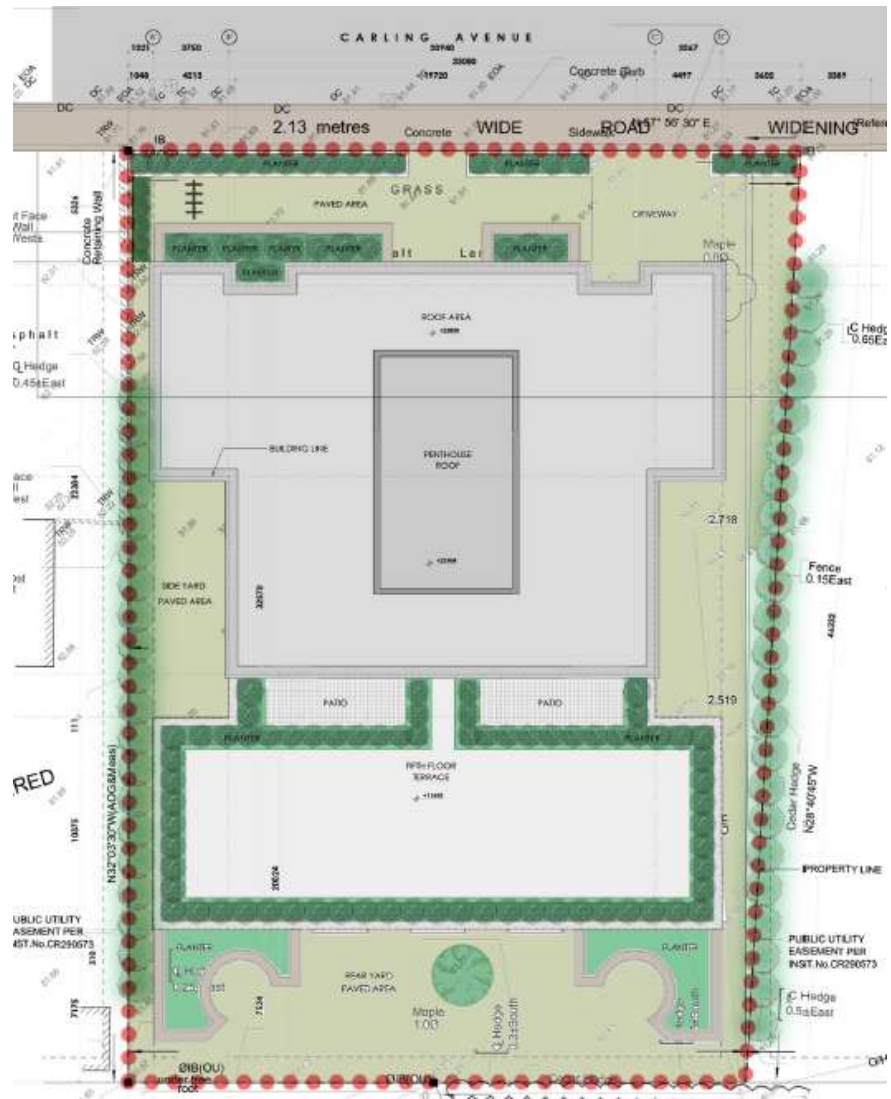


Exhibit K: Excerpt from Proposed Site Plan

As noted in **Exhibit L**, the existing cedar hedge along the eastern and southern lot lines will be maintained and privacy will be supplemented with the erection of a wooden fence, 1.5 metres in height. While four (4) trees need to be removed to accommodate the Proposed Development, a Japanese Lilac as well as a broad range of shrubs and grasses will be planted in the front and rear yards. Furthermore, the hard surfaces for vehicle and pedestrian traffic will be finished with precast concrete pavers which will enrich the appearance of the Proposed Development.

Trees	1	Japanese Tree Lilac	60 mm cal.
Shrubs	8	Annabelle Hydrangea	1 gal. pot
	10	Annabelle Waterer Spirea	600 mm ht.
	7	Burning Bush	600 mm ht.
	3	Bridal Wreath Spirea	800 mm ht.
	3	Little Devil Ninebark	600 mm ht.
	40	Sem False Spirea	600 mm ht.
	6	Tamarix Juniper	600 mm spr.
	6	Rugosa Rose	800 mm ht.
	22	Ural False Spirea	800 mm ht.
	Ornamental Grasses	123	Father Reed Grass
13		Shenandoah Switch Grass	250 mm pot

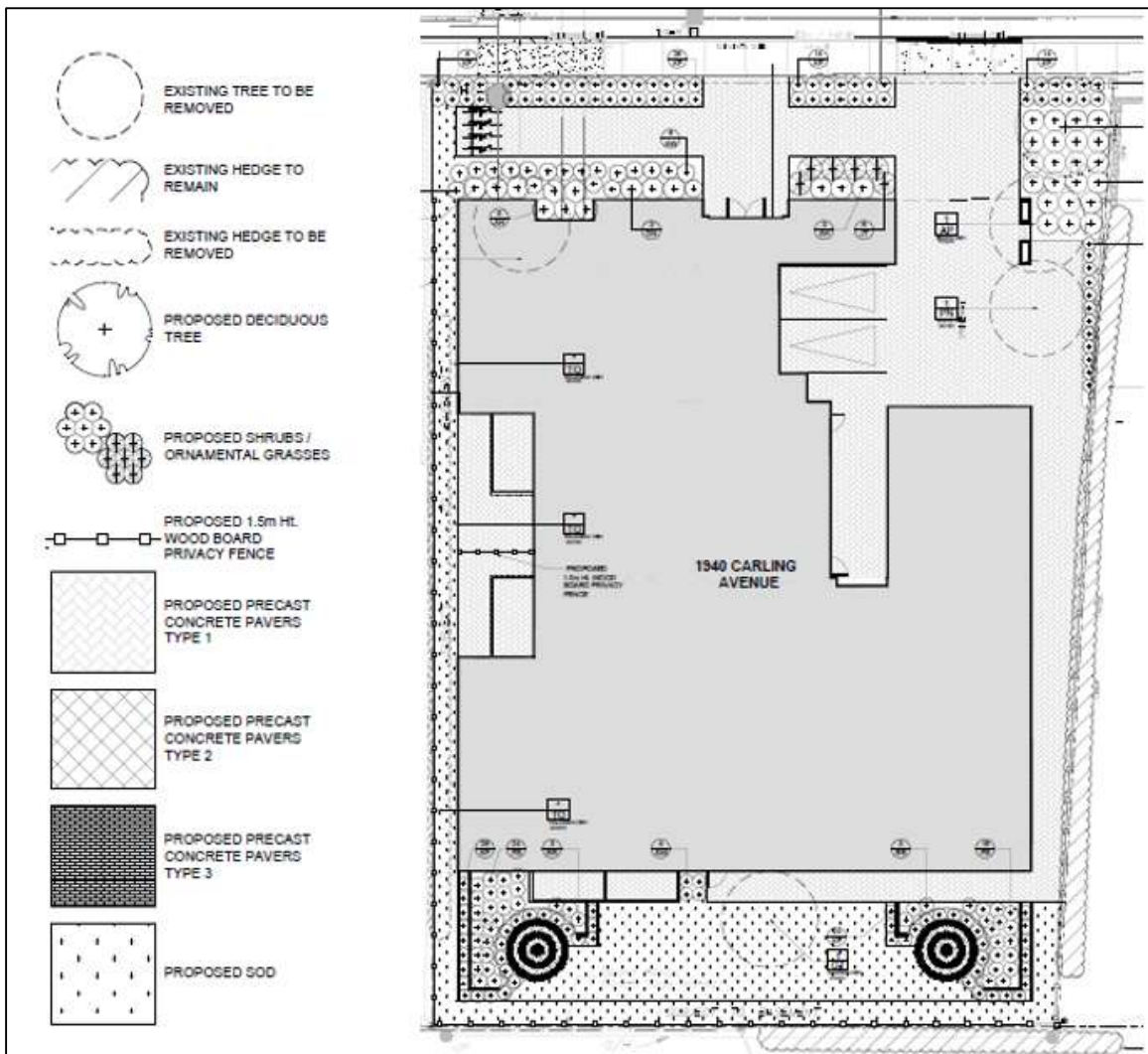


Exhibit L: Excerpt from Proposed Landscape Plan

Renderings of the Proposed Development are depicted in **Exhibits M** and **N**. The Design Brief describes the materiality and other architectural elements.



Exhibit M: Rendering of North Elevation (facing Carling Avenue)



Exhibit N: Rendering of Southeast Elevation

The transition in building height from south to north is illustrated in **Exhibits O** and **P**, below. The stepped-back design reduces the visual impact of the building mass on the abutting single family detached dwellings.



Exhibit O: East Elevation



Exhibit P: West Elevation

The proposed basement plan is shown in **Exhibits Q**. The underground structure contains 29 vehicle parking spaces, storage for 61 bicycles, a mechanical room and an electrical room.

The ground floor, as shown in **Exhibit R**, consists of the main pedestrian vestibule, mail room, administration office, maintenance room, garbage room as well as three (3) studio apartment units and two (2) 1-bedroom apartment units. There are 3 surface parking spaces.

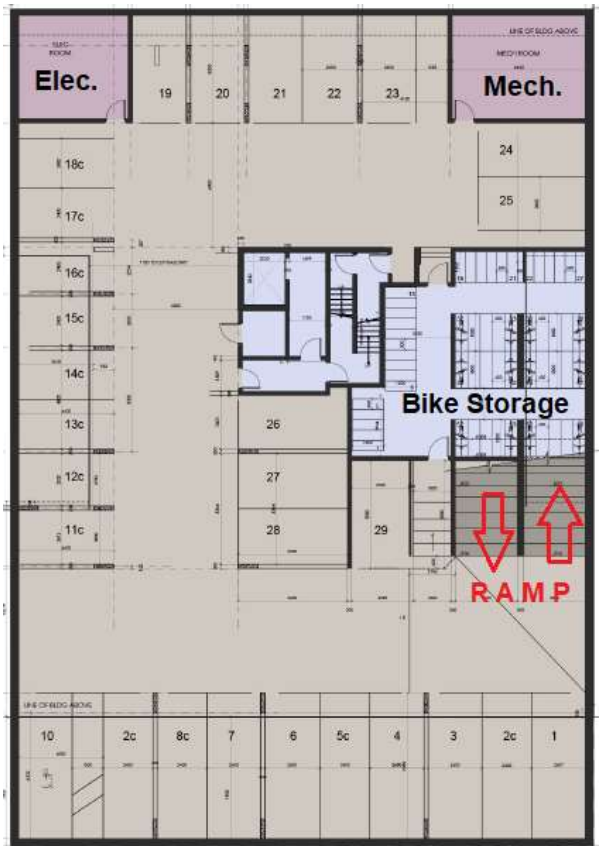


Exhibit Q: Proposed underground garage plan with red arrows marking the ramp

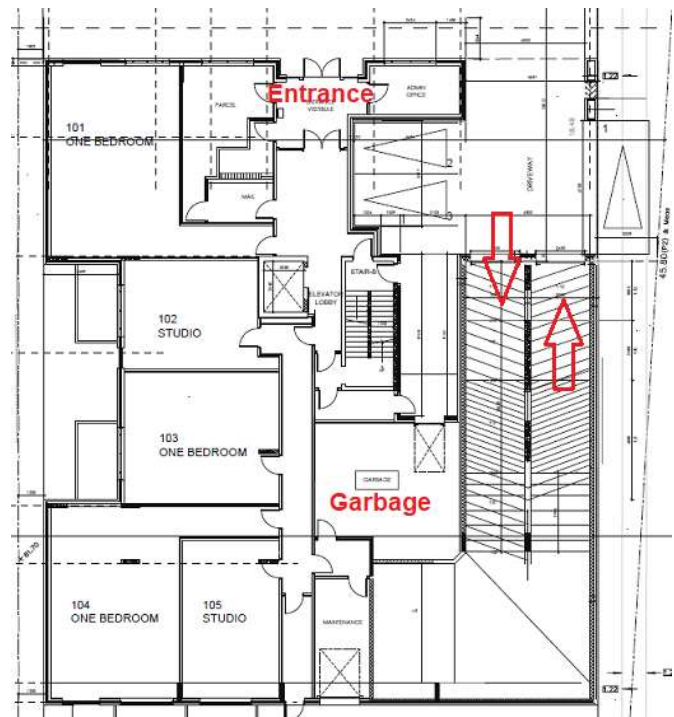


Exhibit R: Proposed ground floor plan with two (2) studios and three (3) 1-bedroom units: red arrows mark the garage ramp

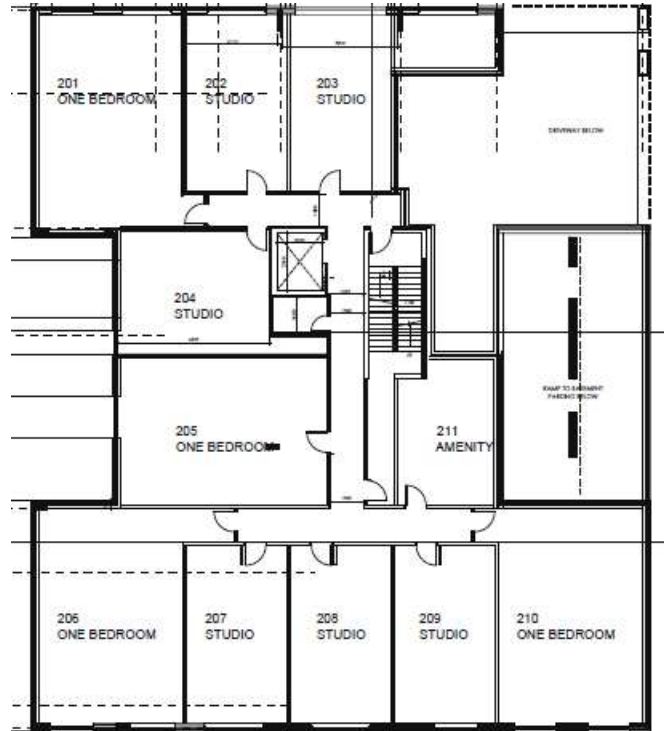


Exhibit S: Proposed second floor plan with six (6) studios and four (4) 1-bedroom units



Exhibit T: Proposed third floor plan (left) and fourth floor plan (right), each with eight (8) studios and six (6) 1-bedroom units

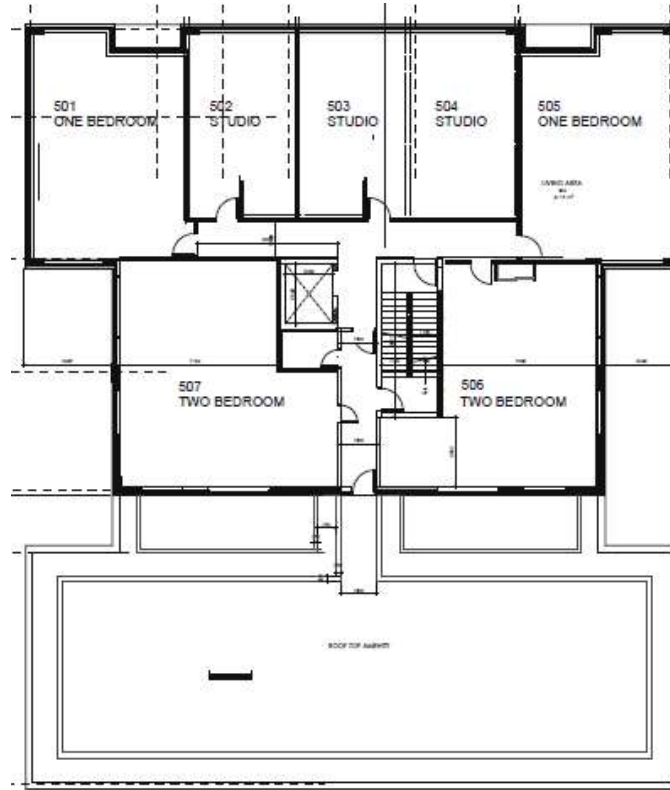


Exhibit U: Proposed fifth floor plan with three (3) studio, two (2) 1-bedroom units and two (2) 2-bedroom units and common access to rooftop terrace

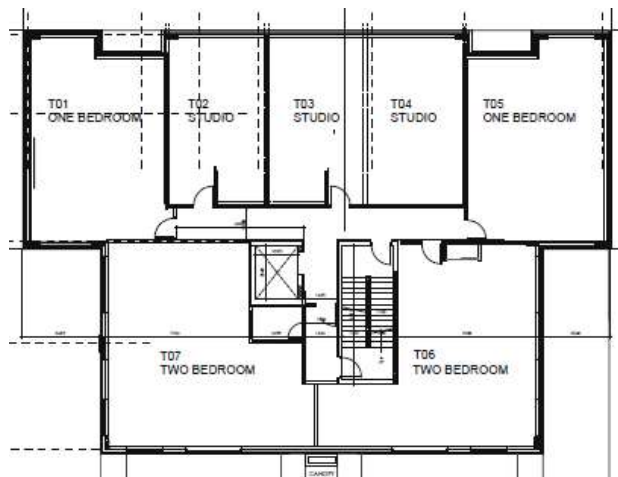


Exhibit V: Proposed sixth and seventh floor plans, each with three (3) studios, two (2) 1-bedroom units and two (2) 2-bedroom units

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 rental housing supply in the urban area 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 W**, 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.*”

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.



Arterial Mainstreet ●●●●●
General Urban Area ■■■■■

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

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 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 a 7-storey structure fronting on Carling Avenue; however, the south facing façade is scaled back such that only the first 4-storeys occupy the full building footprint with floors 5, 6 and 7 being set back by approximately 12.7 metres. The massing is appropriate for the Subject Property given its frontage along a busy arterial corridor, while respecting the low-density character of the mature neighbourhood to the south.
- The rear yard amenity space, as depicted in **Exhibit W** and the rooftop terrace (accessible from the 5th floor) as depicted in **Exhibit X**, provide quality private space for residents of the Proposed Development.

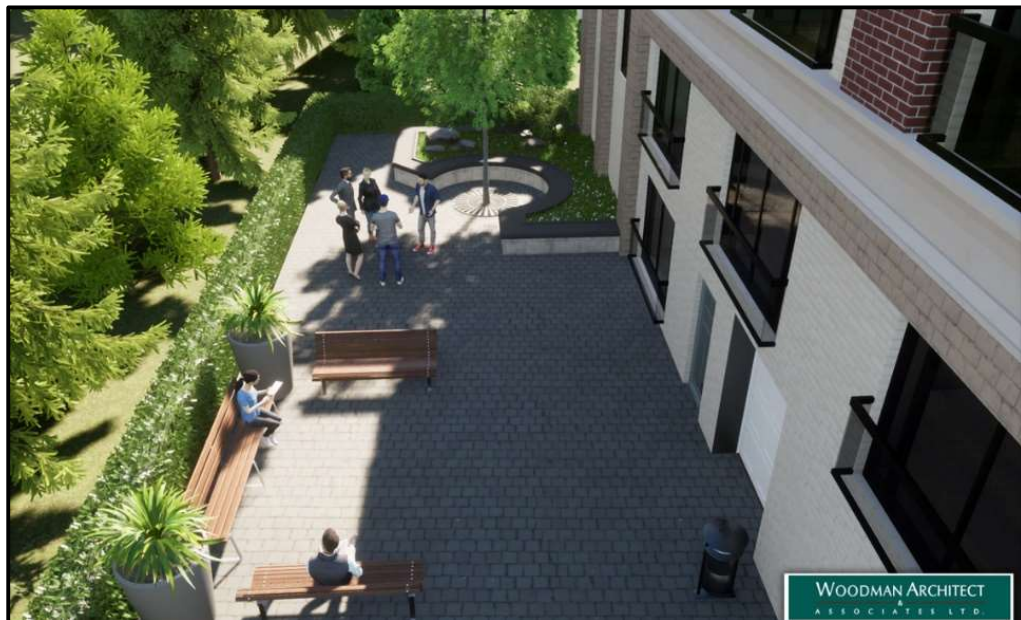


Exhibit X: Architect’s rendering of the rear yard amenity space



Exhibit Y: Architect's rendering of the rooftop terrace

- The design incorporates an inviting interface between the private space of the Proposed Development and the sidewalk that runs along Carling Avenue. **Exhibit Z** illustrates how landscaping defines the entrance. The abundant use of paving stones (instead of asphalt paving) enriches the appearance of the Proposed Development and is visually pleasing to the public realm.



Exhibit Z: Architect's rendering of the front entrance

- The south side of Carling Avenue between Riddell Ave and Kingsmere Avenue is populated by a range of housing types, consisting of aging bungalows, two-storey semi-detached dwellings, mid-rise apartment buildings and more recently constructed three-storey townhouses. It is our opinion that the Proposed Development is compatible with this broad range of built form and is entirely consistent with the mid-rise and high-rise structures that exist on the north side of Carling Avenue.

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 and is subject to examination by the Urban Design Review Panel (“UDRP”). The Applicant and its consultants attended an informal pre-consultation with the UDDRP in July 2020. The recommendations of the UDRP with respect to the Applicant’s initial development proposal were considered over the course of the last year and have resulted in significant modifications. As part of the Site Plan Control process the Proposed Development will be subject to a formal review by the UDRP. Furthermore, a Design Brief prepared by Woodman Architect & Associates Inc. (the “Architect”) supplements this Planning Rationale.

In our view, the Proposed Development presents a much-needed form of housing stock in the urban area in a format that is appropriate given its frontage on a busy arterial roadway and that incorporates a design that is sensitive to the mature neighbourhood to the south. The front yard setback and the landscaping respect the established green ribbon along this stretch of Carling Avenue.

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. Although this Planning Rationale addresses how the Proposed Development is designed to function within (and improve) the existing and planned context and support the overall goals of the OP and relevant design guidelines, the Architect’s Design Brief offers further in-depth commentary and analysis.

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 the existing character and planned function of the surrounding area with respect to:
 - a. Setbacks, heights and transition: The Subject Property is bounded on its southern, western and eastern sides by single family detached dwellings. The Proposed Development respects the setback and height provisions of the Zoning By-law. After accounting for the road widening that will be taken as part of the Site Plan, a front yard setback of 1.4 metres is proposed which exceeds the requirement of the Zoning By-law. The height of the building is stepped back from 7 storeys along the Carling Avenue frontage to 4 storeys such that the structure is less imposing to the inhabitants of the houses to the south.
 - b. Façade and roofline articulation: The façade of the Proposed Development features horizontal articulation of an appropriate scale which introduces an element of visual interest to the streetscape.

- c. Colours and materials: A combination of brick and stone are proposed for the façade finishing in tasteful earth tones. The suites with Juliet balconies will have pre-finished glass railings, adding an element of visual appeal. The proposed finishes are specified in greater detail within the Design Brief.
 - d. Architectural elements, including windows, doors and projections: The projection over the front entrance to the Proposed Development and the vertical band of glazing the extends the full height of the building provides a clean and modern aesthetic which contrasts with the brick and stone.
 - e. Pre- and post-construction grades: The majority of the Subject Property will be excavated in order to construct the underground parking garage. That being said, it the post-development site grading shall match existing property line grades in order to minimize disruption to the adjacent residential properties
2. The north elevation (adjacent to Carling Avenue and public spaces) has plentiful glazing, including Juliet balconies.
 3. Landscaping features such as a tree-lined pedestrian walkway along Carling Avenue will soften the appearance of the Proposed Development.
 4. Architectural elements, such as articulation and projections, as well as landscaping are used to accentuate the main entrance.
 5. Parking, loading, mechanical/electrical rooms and garbage enclosures are located within the building so as to maintain a high quality, obstacle-free pedestrian environment along the public roadway and front door.

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

1. The height, scale and massing of the Proposed Development are consistent with the directives of the Official Plan policies with respect to intensification. The building mass is directed to the Carling Avenue frontage with a stepped-back design that provides a transition the mature neighbourhood to the south which contains single-family detached dwellings.
2. A generous-sized outdoor amenity area with plentiful landscaping elements will be provided in the rear yard of the Proposed Development which will further mitigate the potential for conflict with the existing pattern of development to the south.
3. Shadow Analysis – An analysis has been prepared by the Architect, copied below as **Exhibit AA**. The impact of the Proposed Development with respect to shadowing on the adjacent single-family detached housing is essentially limited to the abutting residence to the east in the late afternoon (17:00).



Exhibit AA: Architect's Shadow Analysis

4. The Proposed Development incorporates private and communal amenity spaces such as Juliet balconies and passive recreational (amenity) areas in the rear yard and on the roof of the fourth floor. We believe these spaces are appropriate to the scale and location of the Proposed Development.

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 front building façade is parallel to Carling Avenue and contains transparent windows at grade;
2. The façade has sufficient variation in architectural treatments (such as projections and articulations) and colours to provide visual relief and to soften the interface with 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 as illustrated on **Exhibit AB** below.



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

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 AC** below.



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

The OP designates this section of Carling Avenue as a Rapid Transit and Transit Priority Network. At this point in time, a functional design exercise has been completed to show how the current outside travel lanes would be converted to a bus only lane with suitable bus stops and funding has been allocated to the implementation of the modifications.

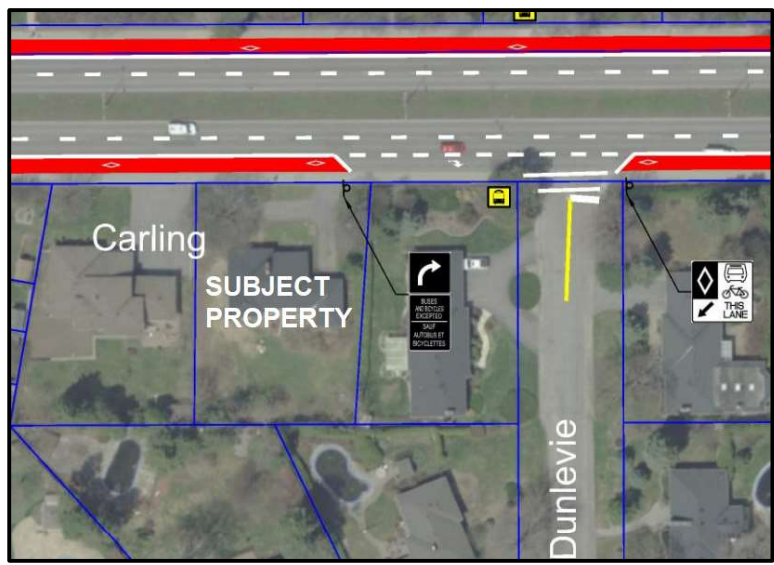


Exhibit AD: Carling Avenue Transit Priority Measures (as prepared by MMM Group, May 2017) showing dedicated bus lane in front of the Subject Property and the bus stop

Carling Avenue, as a Bus Rapid Transit (“**BRT**”) corridor, will see the conversion of the existing outside lane to bus only traffic, thereby reducing the private vehicular travel lanes from 3 to 2 in both directions. Accordingly, the Proposed Development will literally have front-door access to an excellent public transit service. The portion along the frontage of the Subject Property is illustrated in **Exhibit AD**, above.

The OP directs intensification and infill to urban areas and, more specifically, to corridors where public transit services have priority over other vehicles. Investment by the City in improved transit services, such as the BRT, have synergies with high-density development and encourage decreased reliance on private vehicles as the primary means of transportation.

The OP also designates Carling Avenue as a Primary Urban Cycling Network - Spine Route on Schedule E (as illustrated in **Exhibit AE** below). The Proposed Development has an abundance of weather protected (internal) bicycle storage such that residents can take advantage of demarcated cycling lanes as they become available. Overall, it is our opinion that the form of development proposed for the Subject Property is entirely appropriate as it will introduce intensification along a corridor that is envisioned to accommodate private vehicles and public transit alongside a bicycle and pedestrian-friendly environment.



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

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 oriented along the edge of the public sidewalk;
- b. The landscape plan proposes that trees be planted adjacent to the northern property line of the Subject Property in an effort to soften the transition between the 7-storey façade and the public realm;
- c. The building will be set back 1.4 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 transitional character of the Carling Avenue corridor (between Aaron Avenue and Maitland Avenue) which is predominantly improved with apartment buildings (low, medium and high-rise), interspersed with aging detached dwellings.
- b. The building occupies the majority of the lot frontage along Carling Avenue and it therefore defines and enhances the streetscape.
- c. The increased mass of the Proposed Development is warranted given the proximity to a bus stop along a major transit corridor.
- d. A transition in the scale and density of the built form from north to south is provided by the stepped-back design.
- e. The area in the front of the main entrance will be finished with paving stones with landscaping consisting of a variety of shrubs and trees in stone planter boxes. This will create an inviting approach on a human scale.
- f. The Proposed Development will contain glazing on all sides with the north and south facades accentuated by Juliet balconies, providing an element of visual interest. The entrance will face the public street with front doors visible, and directly accessible, from the public sidewalk, thus preserving and complementing existing pedestrian routes.

3. Pedestrians and Cyclists

- a. The Proposed Development offer direct access from the public sidewalk to the main building entrance.

4. Vehicles and Parking

- a. A single point of vehicular access to the underground parking area has been provided from Carling Avenue, 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 minimal surface parking and 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 building structure.
- 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 City of Ottawa Zoning By-law (the “Zoning By-law”)

The Subject Property is zoned AM10 [2181] H(20), as depicted in **Exhibit AF**. 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 including both residential and non-residential uses.

The permitted non-residential uses, include, but are not limited to:

- animal care establishment
- animal hospital
- automobile dealership
- automobile service station
- bank

- bar
- car wash
- convenience store
- drive-through facility
- gas bar
- hotel
- medical facility
- nightclub
- office
- place of worship
- restaurant
- retail store

As one can see from the foregoing list of permitted uses, some could be quite intrusive to the adjacent low-density residential uses to the south.

The permitted residential uses include, but are not limited to:

- apartment dwelling, low rise
- apartment dwelling, mid rise
- group home
- planned unit development
- retirement home
- rooming house
- stacked dwelling
- townhouse dwelling

According to the Zoning By-law, an “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 Proposed Development qualifies as an Apartment Dwelling, Mid-rise. We feel this use is compatible with the mature neighbourhood to the south while still satisfying the City’s goal of achieving intensification in urban areas along a busy Arterial Mainstreet and a Transit Priority Corridor.



Exhibit AF: GeoOttawa map identifying the AM10[2181]H(20) zoning for the Subject Property (outlined in blue)

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;

(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;

(i) 3.0 metres for any building wall within 20 metres of a lot line abutting a public street.

(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:

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

(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:

(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

(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:

(i) In any area up to and including 20 metres from a rear lot line abutting a R1, R2 or R3 zone: 11 m

(ii) In any area up to and including 20 metres from a rear lot line abutting an R4 zone: 15 m

(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

(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

Exception [2181] adds the following additional uses to the long list of permitted residential uses;

- detached dwelling
- duplex dwelling
- linked-detached dwelling
- semi-detached dwelling

- stacked dwelling
- three-unit dwelling
- townhouse dwelling

The relevant standard zoning provisions for a residential use in the AM zone, along with the above noted AM10 subzone provisions are embedded in the table below for ease of reference;

Mechanism	Required	Provided	Compliance
Minimum lot width	No minimum	N/A	Yes
Minimum lot area	No minimum	1,451.03 m ²	Yes
Front yard and corner side yard	0m, and at least 50% of the frontage must be occupied by building walls within 4.5m of the front lot line	0m and 85.6%	Yes
Minimum interior side yard	No minimum	1.22m	Yes
Minimum rear yard setback	7.5m	7.5m	Yes
Maximum building height	Within 20m of the rear lot line: 11m, between 20m to 30m: 20m, beyond 30m: 20m	20m and 11m	Yes
Maximum floor space index	None	N/A	N/A

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 are as follows:

Use	# units	Required Min. Parking Space Rate	Required Min. Visitor Parking Space Rate	Total parking required	Total parking provided
Apartment Dwelling, Mid-Rise	64	0 for first 12, then 0.5 per dwelling unit = 26 spaces	0 for first 12, then 0.2 per dwelling unit = 5 spaces	31	32

As shown on the Architect’s drawings, there is a bicycle storage area within the underground parking structure that accommodates 57 bicycles, whereas Section 111 of the Zoning By-law only requires 32 spaces (0.5 per dwelling unit).

Amenity area of 645 m² has been provided which is well in excess of the amount required under Section 137 (6 m² per dwelling unit). The communal amenity area constitutes more than 50% of the required total amenity area and is therefore in compliance with the Zoning By-law.

In summary, the Proposed Development conforms to the permitted uses within an AM zone and it complies with the various performance standards of the Zoning By-law.

4.0 Conclusion

The Applicant proposes to develop the Subject Property with a mid-rise apartment building in the form of a 7-storey building (stepped back to 4-storeys) with 64 dwelling units and an underground structure for vehicle parking and bicycle storage. This use conforms to the Arterial Mainstreet zoning designation and the Proposed Development has been designed in compliance with the performance standards of the Zoning By-law.

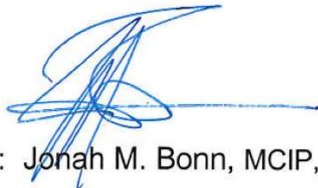
Based on our review of the PPS it is our opinion that that Proposed Development conforms, in all material respects, with the policies set out therein by promoting the efficient use of land in a settlement area and by introducing residential intensification through a desirable form of housing stock that 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, define, revitalize and animate the southern edge of Carling Avenue. The layout of the Proposed Development is inviting to pedestrian traffic and shelters parking and bicycle storage safely within the building structure. The impact on pedestrian traffic and cyclists is minimized as there is just one point of vehicular ingress/egress. The front and rear of the building incorporate attractive communal amenity space with plentiful landscaping. It is our opinion that the design and compatibility objectives as set out in the Official Plan are satisfied by the Proposed Development. The Architect's Design Brief offers further justification for the design choices.

It is our professional opinion that the Proposed Development constitutes sound land use planning. It will offer an incremental improvement to Carling Avenue by reinforcing the transition of the corridor to a more urban development fabric which is a critical objective of OP. Accordingly, the Proposed Development will result in a desirable outcome for the Subject Property.

Prepared by:

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