

FOTENN

440 & 444 BRONSON AVENUE



December 18, 2017

Planning Rationale
and Design Brief

Site Plan Control
and Minor Variance



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1.0 INTRODUCTION

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Fotenn Consultants Inc., acting as agents for TC United, is pleased to submit the enclosed Site Plan Control application for the lands municipally known as 440 and 444 Bronson Avenue ("the subject site"). Subsequent to receiving and incorporating initial staff feedback on the Site Plan Control application, an application for Minor Variance will be made to the Committee of Adjustment.

2.0 SURROUNDING AREA AND SITE CONTEXT

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2.1 The Site

The subject site consists of two parcels known municipally known as 440 and 444 Bronson Avenue.

440 Bronson is currently the location of a two-storey semidetached residence, and 444 Bronson currently has a service and repair shop located at the rear of the site in a one-storey garage-type building, with surface parking between the building and the street.

These parcels have a combined frontage of 27.4m along Bronson Avenue and a combined area of 828m².

2.2 Context

The subject site is located on Bronson Avenue north of the intersection with Gladstone Avenue (Figure 1). Bronson Avenue is a busy thoroughfare that serves as the boundary between the Centretown and West Centretown neighbourhoods. The distinction is visible in the image below – note how the dominant block pattern transitions from east-west (in Centretown) to north-south on the other side of Bronson Avenue.

While it is designated a Traditional Mainstreet in the Official Plan, Bronson currently has little in the way of the mixed use, mid-rise development with active ground floors typically encouraged on Traditional Mainstreets.



Figure 1: Context



Figure 2: Aerial view of the subject site

North of the site, Bronson Avenue is lined mostly with two- and two-and-a-half storey houses (Figure 4). Some have had their ground floors converted for commercial use. Townhouses and low-rise apartment buildings are also present. Farther north is a busy commercial area of Somerset Street.

South of the site is the busy intersection of Bronson and Gladstone Avenues. A cluster of commercial uses are located near the corner (Figure 5). Farther south the urban fabric is a mix of mid-rise apartments, low-rise commercial, and low-rise residential buildings, some of which have been converted to commercial use. The Highway 417 overpass at Bronson Avenue is 400 metres to the south.

East of the site is McNabb Park, which includes a skatepark, sports fields and recreational centre (Figure 6). A few buildings in the northwest corner of the block have frontage on Bronson; they are two-storey residential or commercial uses. Farther east is a low-rise residential area of Centretown.

West of the building are low-rise residential uses (mostly detached and semidetached) characterized by the small lot sizes and setbacks typical of West Centretown (Figure 7).

2.3 Community Amenities

The proposed development is near many community amenities, including commercial and retail uses along Bronson Avenue and nearby Gladstone and Somerset; the many assets of McNabb Park across the street, which includes a playground, a community garden, a dog park, and a skate park; and several schools including the nearby Richard Pfaff Secondary Alternate, Cambridge Street Community Public School, and St. Anthony elementary school.



Figure 3: 440 and 444 Bronson – existing conditions



Figure 4: North of the subject site – low-rise residential, some of which have been converted for commercial use



Figure 5: South of the subject site – a muffler shop and the intersection of Bronson Avenue and Gladstone Avenue



Figure 6: East of the subject site – McNabb Park, across Bronson Avenue



Figure 7: West of the site – typical fabric; these houses share a rear lot line with 440 & 444 Bronson Avenue

2.4 Transportation Network

2.4.1 Active Transportation

While Bronson Avenue is not noted as a designated cycling route, the surrounding areas of Centertown and West Centertown are in general highly accessible for cyclists and for pedestrians. Schedule C of the Official Plan identifies nearby Gladstone Avenue as having an on-road cycling route, which connects to the rest of the city's cycling network.

The subject site is less than 100m from bus stops served by Route 4, which connects to Carleton University and to the Central Area, and Route 14, which runs east-west on Gladstone Avenue.

2.4.2 Road Network

The subject site fronts on Bronson Avenue, which is identified as an arterial road in Schedule F of the Official Plan, and is close to the intersection with Gladstone Avenue, which is a major east-east collector street. Highway 417 is located 400 metres south of the subject site.

3.0 PROPOSED DEVELOPMENT

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TC United is proposing to construct a six (6) storey mixed-use building at 440 and 444 Bronson Avenue, which is presently occupied by a semi-detached dwelling and a garage. The proposed building is to have commercial units at grade and 44 residential units in the floors above.

The proposal was developed with regard for numerous design guidelines and policies, including:

- / City of Ottawa Official Plan
 - o Managing Growth policies (Section 2.2.2)
 - o Building Liveable Communities policies (Section 2.5.1)
 - o General Urban Area policies (Section 3.6.1)
 - o Compatibility policies (Section 4.11)
- / Official Plan Amendment 150
- / Urban Design Guidelines for Development along Traditional Mainstreets

Conformity with these policies is discussed in detail in Section 4.



Figure 8: Perspective of proposed building – as seen from Bronson Avenue

The proposed development was designed in view of Bronson's future evolution as a Traditional Mainstreet. As such, care was taken to animate the ground floor, to articulate the façade such that it introduces a distinctive character to the street, and to scale the building in a way that helps define the street edge along Bronson Avenue. The blank building outlines shown on the adjacent sites in the above render (Figure 8) depict the permitted massing and height on this street, and illustrate the scale of development that is anticipated on Traditional Mainstreets like Bronson Avenue.



Figure 9: Perspective of proposed building – rear view

A 3-metre-wide driveway from Bronson Avenue passes beneath the building's cantilevered upper volume and provides access to the eight (8) parking spots in the rear yard (Figure 9). A lay-by area is provided in front of the building to prevent congestion of the driveway and accommodate waiting vehicles (e.g. taxis or delivery vehicles). 27 bicycle parking spaces are provided indoors.

Per-unit amenity space requirements are met with balconies (including terraces for sixth-storey units) and the communal amenity space requirement is met with a 136m² rooftop patio.

POLICY & REGULATORY FRAMEWORK

4.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act in April 2014. It provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS emphasizes the intensification of built-up areas to promote the efficient use of land, existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion. Planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3].

The proposed development capitalizes on an opportunity for mixed-use development and intensification within the City’s built-up area. It minimizes the consumption of new land for development and makes efficient use of existing infrastructure and public services, brings residential intensification to an underutilized site and adds housing in an area where public transit is easily available, and promotes densities that contribute to more sustainable land use patterns.

4.2 City of Ottawa Official Plan 2003, as amended

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

Ottawa’s population is projected to grow by up to 30 percent by 2031. The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. In other words, the City is striving to create ‘complete’ communities in which residents do not need to drive for everyday activities and where jobs, shopping, recreation and social activities lie within walking or cycling distance.

More specifically, the Plan pursues strategic directions in four key areas, two of which are relevant to the proposal:

1. Managing Growth
 - / The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently, including development on previously underutilized lots;
 - / Growth in the urban area will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.
2. Creating Liveable Communities
 - / The City will provide opportunities to increase the supply of affordable housing throughout the rural and urban areas;
 - / Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people’s everyday needs, including schools, community facilities, parks, a variety of housing and places to work and shop;
 - / Attention to design will help create attractive communities where buildings, open space, and transportation work well together.

These strategic directions are developed further in the policies of Section 2.2 (Managing Growth) and 2.5 (Building Liveable Communities), and are discussed below.

4.2.1 Managing Growth

Section 2.2.2 of the Official Plan deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure.

The pattern of intensification described in the Official Plan as one of nodes and corridors. Mainstreets are the corridors in this scheme. They are intended to carry crosstown commuters and attract shoppers from all over the city, and act as corridors for services, meeting places, and residences for people occupying adjacent neighbourhoods.

Policies 1b and 1c of Section 2.2.2 cite redevelopment of underutilized lots in existing built-up areas and infill development as forms of residential intensification. Target areas for intensification, per Policy 4, includes Mainstreets. Policy 13 concerns the promotion of compact, mixed-use development – which is essentially what this proposal is putting forth.

The proposed development conforms to the intent of the Official Plan policies on managing growth within the City, where growth in Ottawa's designated urban area is to be directed to locations with significant development potential like Mainstreets. It brings residential intensification and new commercial uses to a Mainstreet site that is, in its current state, performing significantly below its planned function in terms of residential density.

4.2.2 Building Liveable Communities

Section 2.5 of the Official Plan describes the basics of liveable communities – good housing, employment, ample greenspace, and a sense of history and culture – and proposes to create more liveable communities by focusing on community design and collaborative community building. Community design engages with the details of how buildings and landscapes relate.

The proposed development relates to key design objectives and principles in Section 2.5.1 as follows:

- / Enhances the sense of community by creating and maintaining places with their own distinct identity;
 - o The proposed development has a distinctive architectural personality, and adds a new high-quality building to a stretch of Bronson Avenue that is otherwise underdeveloped relative to its potential.
- / Defines quality public and private spaces through development;
 - o The proposed development is an incremental step toward defining and enclosing the street edge of Bronson Avenue and, in doing so, establishing a better relationship between the building and the street. The front yard will include hardscaping and new street trees to enhance the quality and character of pedestrian space along Bronson.
- / Creates places that are safe, accessible and easy to get to, and move through;
 - o Having active ground-floor uses with street-facing windows and front entrances, the proposed development introduces “eyes on the street” and promotes a safe community through natural surveillance.
- / Considers adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.
 - o Residential intensification of 440 & 444 Bronson helps achieve a more compact urban form over time and contributes to the evolution of the Bronson Avenue Traditional Mainstreet. A mixed-use building provides flexibility in accommodating commercial uses at grade that can serve the community in a variety of ways.

4.2.3 Land Use Designation

440 and 444 Bronson are designated Traditional Mainstreet on Schedule B – Urban Policy Plan in the City of Ottawa Official Plan. Mainstreets are, according to Section 3.6.3 of the Official plan, streets with some of the most significant opportunities in the City for intensification. They are planned as compact, mixed-use, and pedestrian-oriented streets that can be accessed by foot, cycle, transit and automobile. A broad range of uses is

permitted on Mainstreets, including retail and service commercial, office, residential, and institutional uses, as well as uses mixed within individual buildings.

Policy 8 of Section 3.6.3 encourages infill development and other intensification along Traditional Mainstreets in a building format that “encloses and defines the street edge and provides direct pedestrian access to the sidewalk.” Heights up to six storeys are permitted.

4.2.4 Compatibility

Section 4.11 of the Official Plan sets out criteria which are used to evaluate the compatibility of proposed developments. These criteria include: traffic, vehicular access, parking requirements, outdoor amenity areas, loading areas, service areas and outdoor storage, lighting, noise and air quality, sunlight, microclimate, supporting neighbourhood services. Not all of these criteria apply to this particular proposal.

Policy 1 of this section states that when evaluating compatibility of development applications, the City will have regard for the site’s land use designation. The compatibility of the proposed development, therefore, should be evaluated with Bronson’s Traditional Mainstreet status in mind.

The most applicable compatibility criteria are discussed in the following table:

Table 1. Compliance with Section 4.11 of the Official Plan

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
VEHICULAR ACCESS:	Vehicular access is provided via a 3-metre-wide driveway from Bronson Avenue. A layby area is provided with the intent of preventing a stopped vehicle (e.g. a taxi or delivery) from blocking the driveway or stopping in a traveled lane on Bronson.
PARKING:	Parking is concentrated at the rear of the site, in keeping with Traditional Mainstreet policy against parking between the building and the street. The supply of parking spaces meets the requirements established in the Zoning By-law.
PARKING REQUIREMENTS:	Vehicle parking is located in the rear yard. Per Table 101 of the Zoning By-law, no resident parking is required for dwelling units in mixed-use buildings on Bronson Avenue. Four parking spaces are provided nonetheless, in addition to the four spaces provided for visitor parking.
SUNLIGHT:	The proposed development fits within the planned building height for a Traditional Mainstreet; impacts arising from mid-rise development on Bronson Avenue will have been contemplated in the Official Plan. No undue adverse impacts are anticipated.
SUPPORTING NEIGHBOURHOOD SERVICES:	The proposed development is located in close proximity to several neighbourhood amenities including schools and parks. The site is located on a Traditional Mainstreet, is within walking distance of two others (Gladstone and Somerset), and has access to the many commercial services available on such streets.

The proposed development conforms to the City of Ottawa Official Plan and the policies therein. It significantly advances the goals of the Traditional Mainstreet land use designation in this area, adds infill housing that contributes to a more compact, mixed-use development pattern, and contributes to a liveable community.

4.3 Official Plan Amendment 150

4.3.1 Sections 2.5.1 and 4.11

Section 2.5.1 remains largely unchanged in OPA 150 except to provide more flexibility in how its objectives are addressed. It clarifies that “compatible development” is not necessarily the same as or similar to existing buildings in its vicinity, and can enhance the established community through good design and innovation. Proponents are “free to respond in creative ways to the Design Objectives” and are not limited to approaches suggested in the Official Plan.

Section 4.11 has been significantly modified. As such, Table 2 assesses the proposed development with regards to the relevant policies of the revised Section 4.11.

Table 2. Compliance with Section 4.11 of OPA 150

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
VIEWS:	The building will not impact any protected views. [Policies 2, 3, 4]
BUILDING DESIGN:	<p>The proposed development, being a six-storey mixed-use building with minimal setback from the street, upper-storey setbacks, and a transparent ground floor with active entrances, fits with the existing desired character of a Traditional Mainstreet, and represents an important step in bringing built form on Bronson Avenue in line with its planned character and function [Policy 5];</p> <p>The principal façade and entrances are oriented to the street, and windows are visible from the public realm [Policy 6];</p>
MASSING AND SCALE:	The proposed building fits within the prescribed height for development on Traditional Mainstreets, and includes an upper-storey step-back on the front façade and a terraced rear façade that approximates the required angular plane [Policy 12];
OUTDOOR AMENITY AREAS:	The proposed development will have no undue impact on the amenity spaces of adjacent residential units. The building is oriented to the front lot line and as such will not overshadow rear yards to the north or west [Policy 15].

4.4 Urban Design Guidelines for Development along Traditional Mainstreets

The Urban Design Guidelines for Development along Traditional Mainstreets were approved by City Council in 2006 and were initiated to provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development along Traditional Mainstreets. Site specific context and conditions as well as Community Design Plans and other relevant planning studies were reviewed in conjunction with the following guidelines for all streets designated Traditional Mainstreet in the City of Ottawa’s Official Plan.

Key objectives of the Urban Design Guidelines for Development along Traditional Mainstreets are to:

- / To promote development that will enhance and reinforce the recognized or planned scale and character of the street;
- / To promote development that is compatible with, and complements its surroundings;
- / To achieve high-quality built form and strengthen building continuity along Traditional Mainstreets;
- / To foster compact, pedestrian-oriented development linked to street level amenities;
- / To accommodate a broad range of uses including retail, services, commercial uses, offices, residential and institutional uses where one can live, shop and access amenities.

Existing built form along the subject section of Bronson Avenue generally does not reflect its status as a Traditional Mainstreet, being that much of it is auto-oriented, varied in setback or street enclosure, and retrofitted from low-rise residential buildings that do not effectively engage the pedestrian environment.

The proposed development represents an improvement to conditions on Bronson Avenue in that it introduces a mid-rise mixed-use building to the street. This is a richly detailed building (Guideline 8) whose 18m height approaches a 1:1 ratio with the 20-metre width of Bronson Avenue (Guideline 10). A transparent ground floor with active uses will activate the street (Guideline 11) and upper-storey setbacks to emphasize its human scale and allow more light to reach Gladstone Avenue (Guidelines 12 & 15).

Surface parking is located in the rear yard (Guideline 23).

The proposed development generally meets the design direction provided in the Urban Design Guidelines for Development along Traditional Mainstreets.

4.5 City of Ottawa Comprehensive Zoning By-law (2008-250)

The subject site is zoned Traditional Mainstreet (TM) in the City of Ottawa Zoning By-law. The purpose of the TM zone is to accommodate a broad range of uses; promote compact, mixed-use, pedestrian-oriented development; recognize the function of Business Improvement Areas as primary business or shopping areas; and impose development standards to ensure that street continuity, scale and character is maintained, and that uses are compatible and complementary to surrounding land uses.

The TM zone permits mid-rise apartments, as well as a variety of commercial uses including bank, convenience store, medical facility, office, personal service business, restaurant, and retail uses.

Exception 2214 applies to 440 Bronson, but not to 444 Bronson. It lists detached, duplex, linked-detached, semi-detached, stacked, three-unit, and townhouse dwellings as additional permitted uses.

The following table summarizes the proposal's compliance with the current zoning:

Table 3: Zoning Compliance for TM Zone (s.197)

Provision	Required	Proposed	Compliance
Minimum Lot Area (m²)	No minimum	828m ²	✓
Minimum Lot Width (m)	No minimum	27.4m	✓
Building Height (m)	6.7m minimum, 20m maximum	18m	✓
Stepbacks	/ Additional 2 metre setback from front lot line required at & above 4 th storey/15m / No part of building may project above 45deg. angular plane measured from 15m above minimum rear yard setback	/ Setback provided at & above 5 th storey/16.25m / Elements of building project above 45deg. angular plan by 1.25m. <i>See Figure 11 for details.</i>	✗

Provision	Required	Proposed	Compliance
Maximum Front Yard (m)	2m	3.18m <i>(1.68m after ROW dedication; see comments below.)</i>	✓
Minimum Rear Yard (m)	7.5m (rear lot line abutting residential zone)	7.5m	✓
Interior Side Yard (m)	Minimum: 1.2m Maximum: 3m between mixed-use building and another non-residential or mixed-use building	1.2m	✓
Parking (s.101)	None required	4 spaces	✓
Visitor Parking (s.102)	3 spaces	4 spaces	✓
Aisles & Driveways (s.107)	Minimum 3m driveway Minimum 6.7m aisle	3m driveway 6.7m aisle	✓
Bicycle Parking (s.111)	0.5/unit + 1/250m ² retail: 23 spaces	27 spaces	✓
Amenity Area (s.137)	6m ² /unit: 264m ² Communal: 50% of total = 132m ²	371m ² Communal: 136m ² on rooftop	✓

While the total height of the building is less than the maximum permitted in a TM zone, a variance is required to accommodate the building in the following ways, which are illustrated in Figure 11:

- / Whereas the Zoning By-law requires an additional 2m of setback of the front of the building at & above 15m, the proposed development provides the additional setback at 16.25m;
- / Whereas the Zoning By-law requires that the building fit within a 45-degree angular plane measured from a point 7.5m inside and 15m above the rear lot line, the tops of the 5th and 6th storeys of the proposed development impede on that angular plane by 1.25m.

The building's front yard setback currently exceeds the maximum front yard setback by 1.18m. This additional setback is required to provide the necessary distance between the building face and the hydro line on Bronson Avenue. However, the Official Plan notes a 23-metre protected right-of-way on Bronson Avenue. The current width of the right-of-way appears to be approximately 20 metres. If, as part of this application, the right-of-way is to be widened with land from the front of the subject site, the resulting reduction in the depth of the front yard would be sufficient to bring it into compliance with the minimum setback established in the Zoning By-law.

Fotenn believes that the proposed deviations are minor, and that the proposed development maintains the general intent and purpose of the Zoning By-law. An application for Minor Variance will be submitted after the

proponent has received and incorporated City of Ottawa staff feedback during the Site Plan Control application process for this project.



Figure 11: Elevation drawing showing required upper-storey stepbacks

The proposed development is consistent with the objectives of the Provincial Policy Statement, such as the provision of a range of residential uses to meet current and projected needs, the efficient use of land, infrastructure and public service facilities that will meet the long-term needs of the community, and is proposed in a settlement area that is adjacent to existing built up areas and is accessible by existing active transportation and transit networks.

The proposed development conforms to the policies of the Official Plan with regards to achieving infill and intensification goals on Traditional Mainstreets. The proposed development also conforms to urban design and compatibility policies in the Official Plan. The proposed building is consistent with the height, massing and scale called for on Traditional Mainstreets, and represents an incremental step toward a more attractive, urbanized, and mixed-use Bronson Avenue.

The proposed development is in tune with the provisions and general intent of the Zoning By-law, and the variance(s) that will be required for compliance are minor.

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels, including optimizing the use of serviced lands within the existing urban boundary, promoting residential intensification within the urban boundary, and improving the streetscape in a manner consistent with the planned function and character of Traditional Mainstreets. Based on the above analysis, it is our professional opinion that the proposed development represents good planning and is therefore in the public interest.

Please feel free to contact the undersigned at 613.730.5709 x288 or x235 respectively should you have any additional questions or require any additional materials.

Sincerely,



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