

289 CARLING AVENUE SITE PLAN CONTROL





Prepared for:

La société
JohnHoward
SOCIETY OF OTTAWA

John Howard Society of Ottawa
550 Old St. Patrick Street
Ottawa, ON K1N 5L5
johnhoward.on.ca

Prepared by:

FOTENN Planning
+ Design

Fotenn Planning + Design
223 McLeod Street
Ottawa, ON K2P 0Z8
fotenn.com

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Fotenn Consultants Inc., acting as agents for the John Howard Society of Ottawa (JHS), is pleased to submit the enclosed Site Plan Control application for the property municipally known as 289 Carling Avenue in the Glebe Annex community of the City of Ottawa. The JHS, in partnership with PBC Group and the City of Ottawa, are seeking to develop a mixed-use building to accommodate its head office, as well as 40 affordable housing units.

1.1 Subject Site

The subject site is legally known as Lot 10 and Part of Lots 8, 9 and 11 on Registered Plan 31326 in the City of Ottawa. It is currently owned by the City of Ottawa and is occupied by a 30-space surface parking lot. As shown in Figure 1 and Figure 2, the site is characterized by significant grade changes, both internal to the site and along Bell Street South. Mature trees and hedgerow are found around the perimeter of the site.



Figure 1: Bell Street Frontage (Looking South)



Figure 2: Carling Street Frontage (Looking North)

1.2 Site Context

The primary frontage of the site is along Carling Avenue, a 6-lane arterial roadway, with secondary frontage on Bell Street South, a local street. The site is located in the mixed-use “Centretown West” neighbourhood. The portion of Centretown West which falls between the Queensway (Highway 417), Carling Avenue, Bronson Avenue and Rochester Street is also known as the Glebe Annex.

The Glebe Annex community contains a diversity of residential housing typologies. Apartment buildings predominate, with three twelve-storey apartment buildings, several mid-rise residential buildings and many low-rise apartments in the surrounding area. Ground-oriented multi-unit and single-detached dwellings are also represented in the residential stock within the Glebe Annex. Neighbourhood-serving commercial uses, such as convenience grocery stores and home-based businesses, are also present throughout the neighbourhood. A portion of the neighbourhood features vacant land and surface parking lots, particularly along Carling Avenue. The Glebe Annex is anchored to the west by the Booth Complex, a former Natural Resources Canada employment complex, which is planned for significant mixed-use redevelopment in the near future.

The following land uses are found in proximity to the subject site:

North: A small surface parking lot and driveway access to underground parking abuts the subject site to the immediate north. Farther north on the same block is a townhouse complex.

East: Abutting the site to the east is a parking structure and rooftop amenity space serving an eight-storey condominium building. One block east is an eight-storey office building, with associated surface parking. Further east is Bronson Avenue.

South: Across Carling Avenue is a low-rise residential neighbourhood developed in the 1950s. Southwest of the subject site is Dow’s Lake and access to a significant open space system associated with the Rideau Canal.

West: West of the subject site is an extensive surface parking lot. One block farther west is the Booth Complex. Little Italy and the Preston Traditional Mainstreet are approximately 500 metres west of the site.



Figure 3: Aerial Imagery of Subject Site, Shown Outlined in Blue, and Surrounding Context

1.3 Amenity and Transportation Context

The subject site is well-served by vehicular, transit and active transportation infrastructure. The site is also well-located with respect to nearby employment, greenspace and commercial amenities.

Carling Avenue and Bronson Avenue are designated Arterial roads. The Queensway (Highway 417) is a Provincial limited-access freeway, with two on-ramp accesses in each direction, located within 650 metres of the site.

The site is just outside a 600-metre radius of the Carling LRT station. Some transit-priority measures have been implemented along Carling Avenue, which is currently served by three transit routes. Bronson Avenue is similarly served by three bus routes.

The site is well-served by an expanding cycle and active-transportation network, as shown in Figure 4. Carling Avenue is designated as a future cycling Spine Route, connecting the site to multiple cycle connections to the east and west. The site is also within 400 metres of the multi-use pathway route that follows the Rideau Canal and the Trillium O-Train line.



Figure 4: Transit and Active Transportation Network

2.0 PROPOSED DEVELOPMENT

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The proposed development is a six-storey mixed-use building containing 40 affordable housing units, main offices for JHS - Ottawa, and client-support offices. The building consists of a two-storey podium containing primarily office uses, and a four-storey tower, containing the majority of the residential units. The affordable housing is provided in the form of independent studio and one-bedroom dwelling units, including accessible units. In recognition of the additional support that some residents will require, the third storey contains program space for JHS staff.

The subject site was selected for this use by the City of Ottawa. It was made available to the JHS through a bid process for affordable housing development on City-owned lands. One criterion set out in the proposal was that the proposed development would comply with the existing zoning on the site, without the need for a Zoning By-law Amendment or Minor Variance application. The proposed development, therefore, has been carefully designed to comply with all the provisions of the Zoning By-law.

One of the most significant challenges posed by the subject site is the significant grade change, from the site's low point at the Carling Avenue and Bell Street intersection, rising to the north and east. The design responds to these site conditions and the Arterial Mainstreet context and policies by creating an active entrance court at the Carling/Bell corner of the site, with the entrance to the residential lobby and the active entrance to the client-support offices both addressing the corner condition. Secondary accesses are located along both frontages.

In order to accommodate the required vehicular parking, given the site's slope and size, the building is proposed to have two internal parking levels, each with fewer than 20 parking spaces and accessed separately. The parking levels are pulled back from the front and corner side of the building, to ensure that active uses are located adjacent to the façade. The required bicycle parking is provided in the lower parking level, and waste management is provided on the upper parking level.

To respect the existing amenity space to the east of the subject site, which is located above a parking structure, the tower portion of the building is proposed to be set back approximately 8 metres from the side property lines. The north-south orientation of the tower minimizes shadowing impacts, while framing Carling Avenue with an appropriately massed built form that reflects existing buildings along the street.



Figure 5: Carling Elevation

POLICY AND REGULATORY FRAMEWORK

3.1 Provincial Policy Statement (2014)

In Ontario, the Provincial Policy Statement (PPS), enacted in April 2014, provides direction on land use planning and development issues of provincial interest. The Provincial legislation states that decisions impacting planning matters “shall be consistent with” the policy statements within the PPS.

The PPS encourages the formation of, “healthy, liveable, and safe communities” through efficient land use patterns, a diversity of housing options including affordable housing and an appropriate mix of uses. Specifically, Policy 1.1.3.3 states that intensification and redevelopment at appropriate locations shall be encouraged, and planning authorities shall implement minimum intensification targets.

Section 1.4 of the PPS addresses the provision of appropriate housing. Planning authorities are to:

- / Maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, designated undeveloped lands;
- / Establish minimum targets for housing affordable to low- and moderate-income households; and
- / Promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit.

Per Section 1.5.1, healthy, active communities should be promoted by planning public streets, spaces, and facilities to be safe, meet the needs of pedestrians, foster social interaction, and facilitate active transportation and community connectivity.

The proposed development is consistent with the policies of the Provincial Policy Statement. The site is currently underutilized and is in proximity to existing transportation infrastructure and public amenities. The proposed development generates new affordable housing in the City of Ottawa and the mix of uses is appropriate and will contribute to a healthy and liveable community.

3.2 City of Ottawa Official Plan (2003, as amended)

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and to land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013. OPA 150 was approved by the Ministry of Municipal Affairs and Housing (MMAH) in April 2014, with appeals.

In recent months, negotiated settlements have resulted in some policies from OPA 150 being incorporated into the Official Plan, and are now in full force and effect. Other policies remain under appeal. For the purposes of this Planning Rationale, the current policies of the City of Ottawa Official Plan have been reviewed and analyzed for the proposed development. In addition, any relevant policies of OPA 150 have been taken into consideration.

3.2.1 Managing Growth

Section 2 of the Official Plan, “Strategic Directions” predicts a population growth within the Greenbelt of 58,000 to 591,000 between 2006 and 2031, and an increase of 74,000 jobs over the same period. Section 2.2 of the Official Plan, “Managing Growth,” addresses how the City of Ottawa intends to manage this growth. As per Policy 4 of this section, Arterial Mainstreets are a target area for intensification. The intensification target for Carling Avenue is 200 people and jobs per hectare, up from a density of 133 people and jobs per hectare in 2012.

Redevelopment in established areas is to be guided by urban design and compatibility criteria set out in the designation-specific policies and in Sections 2.5.1 and 4.11 of the Official Plan.

The proposed development will add transit-supportive densities on a site currently used for surface parking, helping to achieve the city’s growth-management goals and intensification targets.

3.2.2 Land Use Designation – Arterial Mainstreet

The subject site is designated Arterial Mainstreet on Schedule B of the Official Plan (Urban Policy Plan), as shown in Figure 5. The Arterial Mainstreet designation is a stand-alone designation that applies to properties fronting on the Mainstreet. The Mainstreet designation identifies streets that offer significant opportunities for intensification through medium-density, mixed-use development along streets that are well-served by transit. Generally speaking, Arterial Mainstreets were developed post-1945 and are characterized by larger lots and buildings, varied setbacks and a high incidence of front-yard parking lots.



Figure 7: Land Use Designation for the Subject Site

A broad range of uses is permitted on Arterial Mainstreets, including offices, residential and institutional uses, which may be located in mixed-use buildings. Redevelopment and infill are encouraged on Arterial Mainstreets, especially where the proposed building format encloses and defines the street edge with active frontages.

The current height policies for Arterial Mainstreets generally permit mid-rise buildings (five to nine storeys), with additional height permitted under special circumstances.

The proposed uses are permitted by the Arterial Mainstreet designation. The proposed development will be six storeys in height, meeting the Official Plan height policies. The building form and proposed uses will frame and animate the Carling Avenue and Bell Street frontages.

3.2.3 Urban Design and Compatibility

The Official Plan provides guidance as to how to appropriately incorporate new development into already built-up areas. Compatible development is development that, while not necessarily the same as, or similar to, existing buildings around it, enhances and coexists with existing development without causing undue adverse impacts.

Section 2.5.1 lays out design objectives, which are broad statements intended to influence the way the built environment matures and evolves. Because the site is within a defined Design Priority Area, the implementation of these objectives is partially implemented through the non-binding recommendations of the Urban Design Review Panel.

The proposed development contributes to the applicable design objectives as follows:

To enhance the sense of community by creating and maintaining places with their own distinct identity

- / The proposed development responds to the Arterial Mainstreet context by providing a two-storey podium form at the front and corner side lot lines, with a mid-rise tower set above.
- / The proposal contains a mix of uses that are reflective of the land uses in the surrounding area.

To define quality public and private spaces through development

- / The design of the building contributes to the public realm and streetscape experience on the Carling Arterial Mainstreet by creating a continuity of street frontages and enlivening the public realm.
- / The proposed building provides an entrance court with active entrances at the corner of Carling Avenue and Bell Street South, creating a welcoming transition from the public right of way to the building's interior.

To create places that are safe, accessible and are easy to get to, and move through

- / The site is well-located with respect to existing and planned alternative travel modes, appropriate for all users of the development.
- / Considerable design effort has shaped the building's proposed parking layout and access to ensure that vehicle movements on/off and within the site are appropriate and safe.
- / The proposed development includes the required bicycle parking to support alternative travel modes.

To ensure that new development respects the character of existing areas

- / The built form of the proposed development respects the existing Arterial Mainstreet character of Carling Avenue, while contributing to an evolution of the built form and function of the street towards a transit-supportive, pedestrian-friendly Mainstreet.
- / The mid-rise building with a two-storey podium, delineated by a change in materiality at the Carling Avenue frontage, creates a human-scale streetscape experience.

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 proposed development increases the variety and choice of housing options, increasing the diversity of a well-connected and amenity-rich environment.
- / The double-height space of the proposed ground-floor service centre increases flexibility and future adaptability for different uses.

Section 4.11 of the Official Plan provides direction for urban design and compatibility in several areas. Relevant areas are discussed below:

Views	The project does not impact any identified or significant views.
Building Design	The proposed development responds to the identified principles of good building design in its relationship to the street, in the sensitivity of the proposed massing, internalization of servicing functions, and articulated façade treatments.
Massing and Scale	The massing and scale of the proposed building reflects the height and massing of existing buildings along Carling Avenue and responds to the Design Guidelines for Arterial Mainstreets.
Outdoor Amenity Areas	The massing of the proposed mid-rise tower is aligned north-south and is offset 8 metres from property line abutting the 2 nd -storey amenity area of the adjacent residential development, in order to minimize shadowing and other impacts. Ample

	internal and exterior terrace amenity area is proposed to be created to serve the residents of the building.
Design Priority Areas	Responding to its location in an identified Design Priority Area, the proposed development responds to the design priority policies, including facades parallel to the street; a taller first storey to create flexibility; ample at-grade glazing; architectural treatments to enrich the interface between the building and the public realm; and enhanced landscaping in the boulevard.

The proposed development meets the urban design and compatibility criteria set out in the Official Plan. Given the significant grade changes on the site, careful analysis and design were undertaken to meet parking requirements and ensure safe vehicular access. The resulting design creates a development that is functional and respects the site conditions while complying with the requirements of the zoning by-law and meeting a high standard of urban design.

3.3 Urban Design Guidelines for Development along Arterial Mainstreets

The Urban Design Guidelines for Development along Arterial Mainstreets were approved by Council in May 2006 and are intended to offer guidance to achieve high-quality urban design and compatibility along Arterial Mainstreets. The proposed development responds to relevant guidelines in the following ways:

- / Locates the new building along the street edge, with building walls at the property line, except where the building is set back at the corner to provide space for active entrances, pedestrian activities and landscaping (Guidelines 1, 6, 11);
- / The proposed development is mixed-use and intensifies a vacant site (Guideline 10);
- / Clear windows and doors make the pedestrian level façade highly transparent (Guideline 17);
- / Active office uses are located at grade to animate the street frontage (Guideline 17); and
- / Weather protection is provided at the main building entrances (Guideline 23).

The proposed building responds to many of the applicable urban design guidelines, by creating an appropriately massed building form at the street frontage with active uses to animate the pedestrian realm.

3.4 City of Ottawa Consolidated Zoning By-law (2008-250)

The subject site is zoned Arterial Mainstreet—Subzone 10 (AM10), which contains specific performance standards regulating building height setbacks, and façade animation. Offices and dwelling units are permitted uses in the AM10 zone.

The following performance standards apply to all developments in this zone:

Provision	Requirement	Proposed	
Lot Area	No minimum	1,270.53 m ²	✓
Lot Width	No minimum	32.95 m	✓
Front Yard	No minimum for mixed-use building	0 m (3.7 m ROW dedication)	✓
Corner Side Yard	No minimum for mixed-use building	0.05 m	✓

Provision	Requirement	Proposed	
Interior Side yard	No minimum	0.24-0.77 m	✓
Rear Yard	No minimum	0.14 m	✓
Frontage Requirement	Min. 50% of front and corner side lot lines occupied by building walls within 3 m of lot lines	94.25% (after ROW dedication)	✓
Active Frontages	Minimum 50% of ground floor façade facing public street must be composed of transparent glazing and active entrances	Carling Avenue: 52% Bell Street: 51%	✓
Active Entrances	For each façade facing street, min. 1 active entrance per occupancy	2 active entrances provided at corner	✓
Building Height*	Within 10 m of front and corner side lot lines: / Minimum 4.5 m ground floor height / Minimum 2 storey (7.5 m) height	Ground floor: 4.5 m Podium: 10.15 m Total: 22.53 m (6 storeys)	✓
	Maximum 30 metres (up to 9 storeys)	22.53 m (6 storeys)	✓
Maximum FSI	No maximum	N/A	-
Minimum Parking Spaces (Area Y)	Residential: (0.5/unit beyond 12 units): $(40-12)/2 = 14$ Visitor: (0.1/unit beyond 12 units): $(40-12)*0.1 = 2.8 = 3$ Office (1/100 m ² GFA): $999/100 = 10$ Shared provisions for visitor/office: -1	29	✓
Barrier-free parking	Type A: 1 space Type B: 1 space	Type A: 1 space Type B: 1 space	✓
Parking Location	Not in required front or corner side yard	Within building	✓
Aisle and Access	Minimum 3 m driveways (single traffic lane) Minimum 6 m access aisles	Drives (single): 3 m, 3.2 m Access Aisles: 6.8 m	✓
Loading space	1 per office use between 1,000-1,999 m ² GFA: 0	0	✓
Corner sight triangle	5x5 m at Bell and Carling	Provided	✓
Landscaping	Provided yards to be landscaped where not occupied by driveways and pathways	Yes	✓
Bicycle Parking	0.5 spaces per unit: $40*0.5 = 20$ 1/250 m ² office GFA: $999/250 = 4$ 0.6 m*1.8 m – horizontal space 0.5 m*1.5 m – vertical (max 50% of spaces)	24	✓
Amenity Area	6 m ² per unit: $6 \times 40 = 240 \text{ m}^2$ At least one area of min 54 m ²	359 m ² 359 m ² communal	✓

Provision	Requirement	Proposed	
Outdoor Storage	Located in interior side or rear yard, completely enclosed and screened from street and R zone	Storage enclosed	✓

*Building height measured as the vertical distance between the average grade at the base of a main wall of the building and the highest point of the roof surface, not including permitted projections.

The proposed development is compliant with all the provisions of the Zoning By-law.

4.0 SUPPORTING PLANS AND STUDIES

4.1 Environmental Site Assessment

A Phase One Environmental Site Assessment (March 2017) for the subject site conducted by DST Consulting Engineers Inc. on behalf of the City of Ottawa identified a number of potentially contaminating activities in the vicinity of the subject site, resulting in one area of potential environmental concern over the entire site. Based on these findings, a Phase Two Environmental Site Assessment (Phase 2 ESA) (May 2017) was conducted. The Phase 2 ESA included the collection and analysis of soil and groundwater samples from the site, which were found to have contaminants in excess of Ministry of Environment, Conservation and Parks (MOECP) standards.

The Phase 2 ESA recommended several monitoring and mitigation measures, including excavation and offsite disposal of impacted fill on the site, and a groundwater monitoring program. DST anticipates that subsequent to the successful completion of these, a Record of Site Condition would be able to be filed with the MOECP.

4.2 Site Servicing

Site servicing and stormwater management design for the subject site was prepared by McIntosh Perry. As confirmed in the Site Servicing and Stormwater Management Report (August 2019), adequate municipal water and sanitary infrastructure capacity exists to service the proposed development. Stormwater will be quantity-controlled through several measures, including rooftop ponding, to ensure that the post-development flow-rates are restricted to the 5-year pre-development flow rates. The Report recommends approval of the design from a servicing and stormwater management perspective.

4.3 Landscape Plan and Tree Conservation Report

As shown on the Tree Conservation Report and Landscape Plan (August 14, 2019) prepared for by James B. Lennox & Associates Inc., the site is vegetated around the perimeter by eight (8) trees. Due to the proposed design, retaining these trees is not feasible, although a cedar hedge on the property to the north is proposed to be retained. The landscape design proposes to plant four columnar Norway Maples in the boulevard.

4.4 Traffic Noise Assessment

Gradient Wind Engineering conducted a Traffic Noise Assessment (August 2019) for the proposed development. This analysis identified the need for building components with a higher Sound Transmission Class rating, central air conditioning to maintain appropriate indoor noise levels. To mitigate noise levels for proposed outdoor living areas to close to 55 dBA, perimeter noise barrier will be required. A Warning Clause will be required on all Lease, Purchase and Sale agreements

4.5 Transportation Impact Assessment

CGH Transportation (CGH) has undertaken the Transportation Impact Assessment (TIA) process for the proposed development. A TIA Step 2 Scoping Report (May 2019, revised August 2016) documented the existing conditions in the vicinity of the site and evaluated the development design and parking supply, and concluded that the proposed design and parking supply was appropriate and adequate. The Step 2 report did not recommend additional TIA modules, due to the low expected trip generation of the proposed development and sufficient capacity in the existing network.

To address further comments by the City of Ottawa, the site design was modified and CGH submitted three additional technical memoranda, dated July 10, 2019, August 9, 2019 and August 16, 2019, with additional information and analysis. As stated in the Step 2 Report and subsequent technical memoranda, CGH recommends the proposed project and design from a transportation perspective.

5.0 CONCLUSIONS

It is our professional opinion that the proposed Site Plan Control application constitutes good planning and is in the public interest. As outlined in the preceding sections:

- / The proposed development is consistent with the policies of the Provincial Policy Statement;
- / The development conforms to the policies of the Arterial Mainstreet designation of the Official Plan, as well as the design objectives and compatibility criteria set out in Section 2.5.1 and 4.11 of the Official Plan;
- / The development creates affordable housing and provides an important community service, helping to meet the City of Ottawa's strategic directions for the provision of affordable housing;
- / The proposed uses are permitted by the Official Plan and the Zoning By-law and integrate into the surrounding context of Carling Avenue and Bell Street South;
- / The proposal complies with all the provisions of the Zoning By-law; and
- / The proposed development is supported by technical studies submitted as part of this application.

Should you have any questions, please feel free to contact the undersigned.

Sincerely,



Jaime Posen, MCIP RPP
Senior Planner



Bria Aird, M.Pl.
Planner