



56 Capilano Drive

Planning Rationale + Design Brief
Site Plan Control
March 10, 2023



Prepared for Ottawa Salus Corporation

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March 2023

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1.0 Introduction	2
2.0 Site Context and Surrounding Area	3
3.0 Proposed Development	7
4.0 Policy and Regulatory Framework	12
5.0 Supporting Plans and Studies	24
6.0 Conclusions	26

1.0 Introduction

Fotenn Consultants Inc. (“Fotenn”) has been retained by Ottawa Salus Corporation (‘Salus’) to prepare this Planning Rationale and Design Brief in support of a Site Plan Control application for 56 Capilano Drive (“subject property”).

The application seeks to develop the subject property with a four-storey apartment building at the rear of the site, and four (4) two-storey townhouses fronting onto Capilano Drive. The proposed development will be owned and operated by Salus, who provide affordable housing and support services for adults living with mental illness.

1.1 Application History and Context

The subject property was created by a severance in 2016, which also created a new flag lot, municipally known as 50 Capilano Drive. The City View Curling Club was formerly located on the subject property and was relocated to 50 Capilano. Since relocation of the Curling Club, the subject property has remained vacant, but retained its original Community Leisure (L1) zone.

McDonald Bros. Consulting Inc. (‘McDonald Brothers’) retained Fotenn in early 2022 to submit a Zoning By-law Amendment application (D02-02-22-0055) to rezone the subject property from the L1 zone to a Residential Fourth Density (R4) Zone in order to facilitate a partnership with a non-profit housing provider to develop the subject property with affordable housing. On MBC’s behalf, Fotenn submitted the application in June 2022, which requested rezoning to the R4Z zone, as well as site-specific provisions to reduce the west interior side yard and rear yard to reflect the adjacent context and lot fabric, as well as a reduction in required parking.

Following application submission, Salus partnered with McDonald Brothers to develop the subject property with affordable housing. In response to City comments, as well as Salus’s program needs, it was requested to waive resident parking provisions for an affordable housing use. Council passed the Zoning By-law Amendment in November 2022.

Salus has continued to develop the program for the subject property. The proposed development, as reflected in the enclosed Site Plan Control application, now includes 54 total studio units in a low-rise apartment building and four (4) townhouse units. As a result of the changes to the proposed program and building typologies, two minor variances are required to permit the development as proposed. The first minor variance is to provide relief from the Planned Unit Development interior side yard setback requirements to allow the proposed apartment building to be set back a minimum of three metres from the east interior side lot line. The second minor variance is to permit one of the 12 required visitor parking spaces to be shortened, to allow an improved parking and amenity space layout.

1.2 Proposed Public Consultation Strategy

The following public engagement steps are proposed throughout the application review process:

- / A Pre-Application meeting with the City of Ottawa was held in January 2023, including Community Association representation;
- / Salus has spoken with Councillor Devine about the proposed project, and the applicant will notify Councillor Devine prior to submission of this application;
- / If requested by the Councillor, a virtual information meeting with the Fisher Heights & Area Community Association will be scheduled to occur to further discuss the Site Plan Control application;
- / Notification of neighbouring property owners and posting of public signage by the City of Ottawa; and
- / Statutory notification for the Minor Variance application, via posting of signs and mailed notifications will be undertaken as part of the Committee of Adjustment process.

Site Context and Surrounding Area

The subject property is municipally known as 56 Capilano Drive and is located in the Knoxdale-Merivale Ward of the City of Ottawa. The property is located at a transition between the mixed-use, Mainstreet Corridor context along Merivale Road and the to a low-rise residential context to the east. The property is legally described as Part 2 on plan 4R-27938 and is part of Lot 15 on Registered Plan 353 in the City of Ottawa.

The subject property has a total combined area of 2,774.84 square metres and a frontage of 44.86 metres along Capilano Drive.



Figure 1: Surrounding Context

To the **north** the subject property is bound by Capilano Drive. Further north across Capilano Drive is a low-rise residential neighbourhood consisting of several single detached homes built in a traditional suburban pattern of development (Figure 1, Image 1). Approximately 350 metres north of the site is the “Merivale Triangle”, bound by Merivale Road, Clyde Avenue and Baseline Road. The Merivale Triangle currently contains several large-format grocery stores, and is planned for high-rise, high-density mixed-use development. Baseline Road and Merivale Road are designated as Arterial Roads in the City’s Road Classification system.

The subject property is bounded to the **east** and **south** by City View Curling Club on 50 Capilano Drive. The Curling Club sits on a flag-lot, with a 14-meter wide strip connecting the main part of the Curling Club property to Capilano Drive. The strip is developed with a driveway and perpendicular parking spaces, as well as two landscape bulb-outs with tree plantings (Figure 1, Image 3).

Further east of the Curling Club driveway is the low-rise Skyline – Fisher Heights neighbourhood, developed with a traditional suburban pattern of development.



Figure 2: Surrounding Context

The area further south of the Curling Club consists of retail, commercial and office uses that front onto the Merivale Road Corridor. These commercial plazas include a range of large and small format retail, commercial, restaurant, office, personal service and grocery uses. There is also a public library located in this development.

To the **West** the subject property abuts the rear yard of a commercial plaza with frontage on Merivale Road (Figure 2, Images 4 and 5). Merivale Road is an Arterial Road in the City's road classification system, and is a prominent commercial corridor characterized by deep lots and a mix of commercial and institutional uses.

Although the urban environment of Merivale Road is auto-oriented and suburban in character, a wide range of services, businesses and amenities are located along the corridor in close proximity to the subject site. The subject property is well served by a mix of uses, including grocery stores, medical clinics, a public library, parks, schools, restaurants and places of worship.

2.1 Transportation Network

Capilano Drive is designated as an existing Collector Road in the City's Urban Road Network (Schedule C4). Collector roads carry traffic from higher-volume Arterial roads onto local roads and function as community spaces that accommodate variety of land uses along its frontage. Collector Roads are principal streets in urban neighbourhoods that are used by local residents, delivery and commercial vehicles, transit and school busses, cyclists and pedestrians, and often run at shorter lengths and carry lower volumes of traffic than arterials.

The transportation network serving the subject property is oriented towards vehicular traffic. Figure 3 illustrates the road network and classifications.

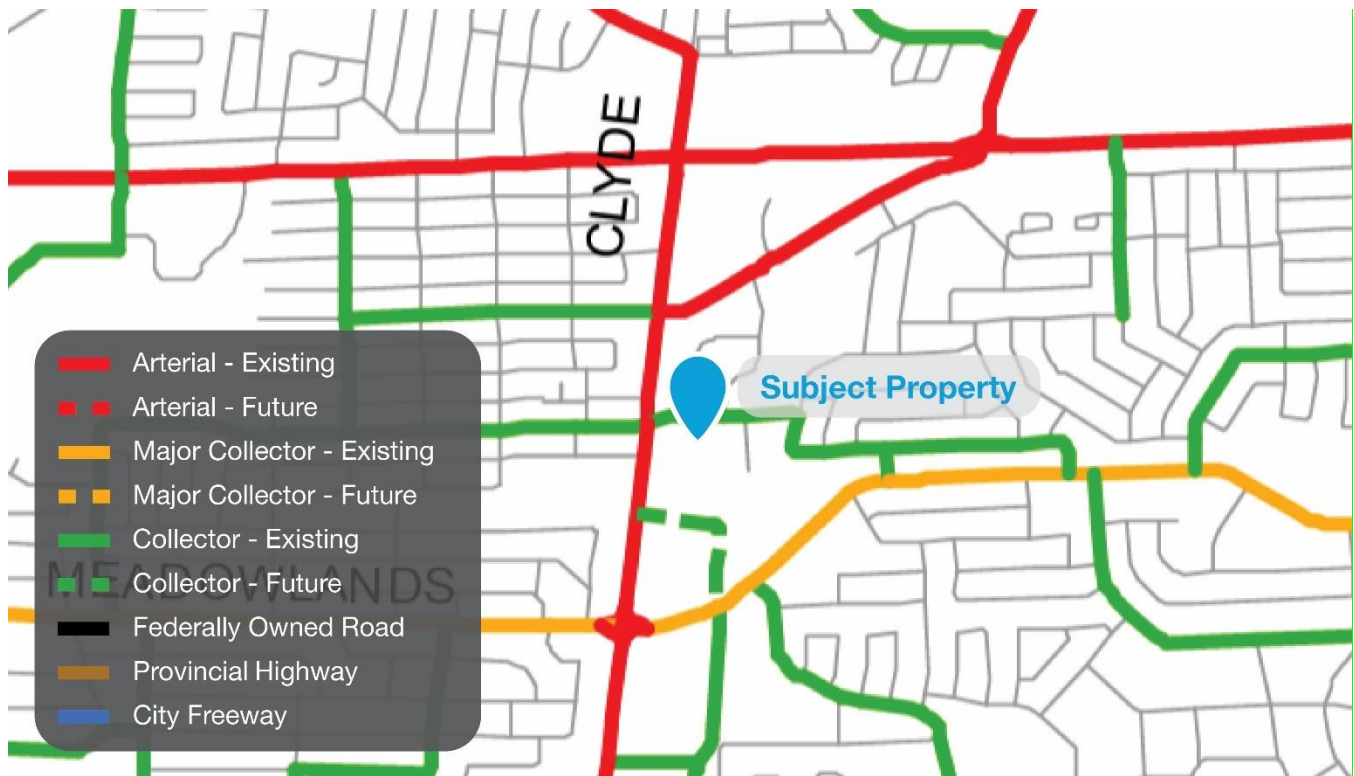


Figure 3: Schedule C4 – Urban Road Network – City of Ottawa Official Plan (2022, as amended)

As per the City of Ottawa's Active Transportation Network plan (Schedule C3), all Arterial and Collector roads in the Urban Area are designated as cycling routes that will be upgraded overtime to provide appropriate cycling facilities. However, the existing cycling infrastructure serving the subject property is limited,

The subject property is relatively well-served by existing frequent bus service, and the planned rapid transit network is very robust. The subject property is located within 150 metres walking distance to Merivale Road, which is designated as a Transit Priority Corridor on Schedule C2 – Transit Network plan of the City of Ottawa's Official Plan. Transit Priority Corridors are defined road segments where frequent street transit and a set of coordinated transit priority measures are provided that give transit vehicles preferential treatment over other vehicles.

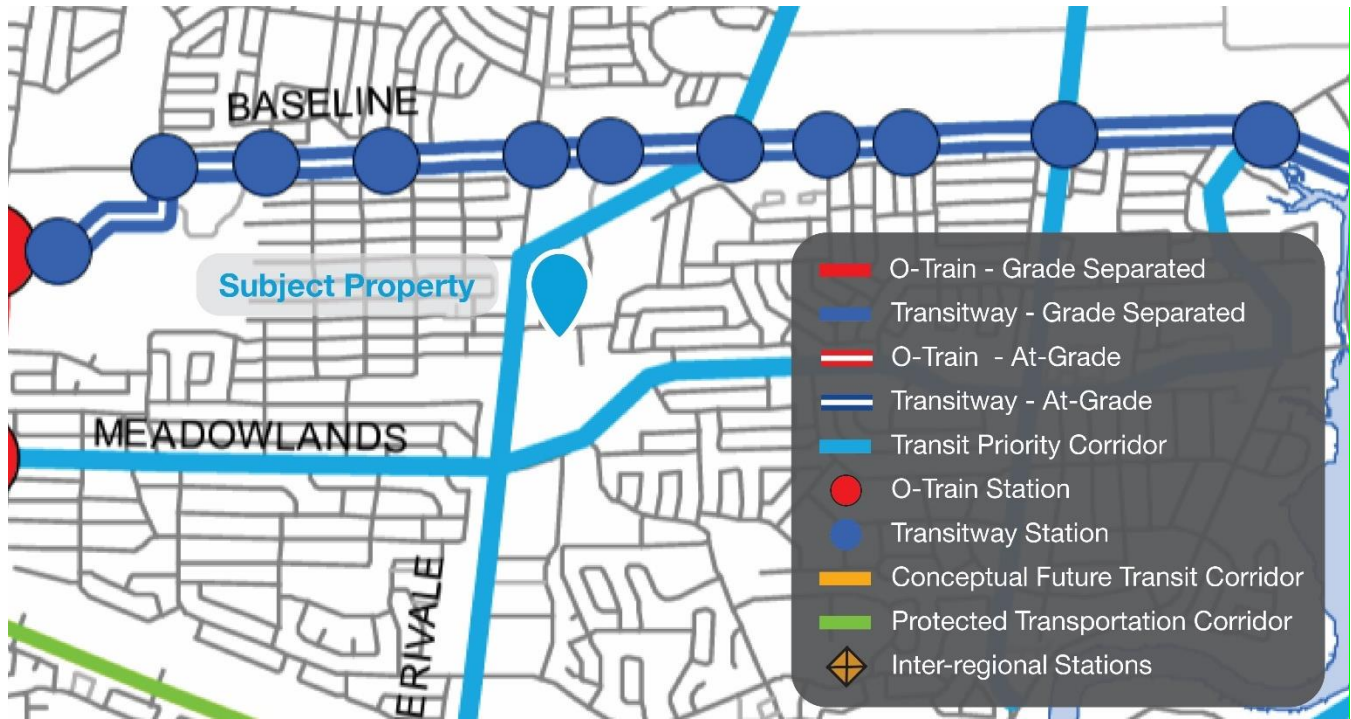


Figure 4: Schedule C2 – Transit Network Ultimate – City of Ottawa Official Plan (2022, as amended)

A bus Rapid Transit Corridor along Baseline Road, approximately 450 metres to the north of the subject property, has been planned and designed, but not funded. (Figure 4).

3.0 Proposed Development

3.1 Proposed Program

This proposed is a Planned Unit Development containing 58 total affordable residential dwelling units, provided as 54 studio apartments in a low-rise apartment building to the rear of the property, and four (4) four-bedroom townhouse units along the front of the subject property. A communal outdoor amenity space is provided between the two buildings.

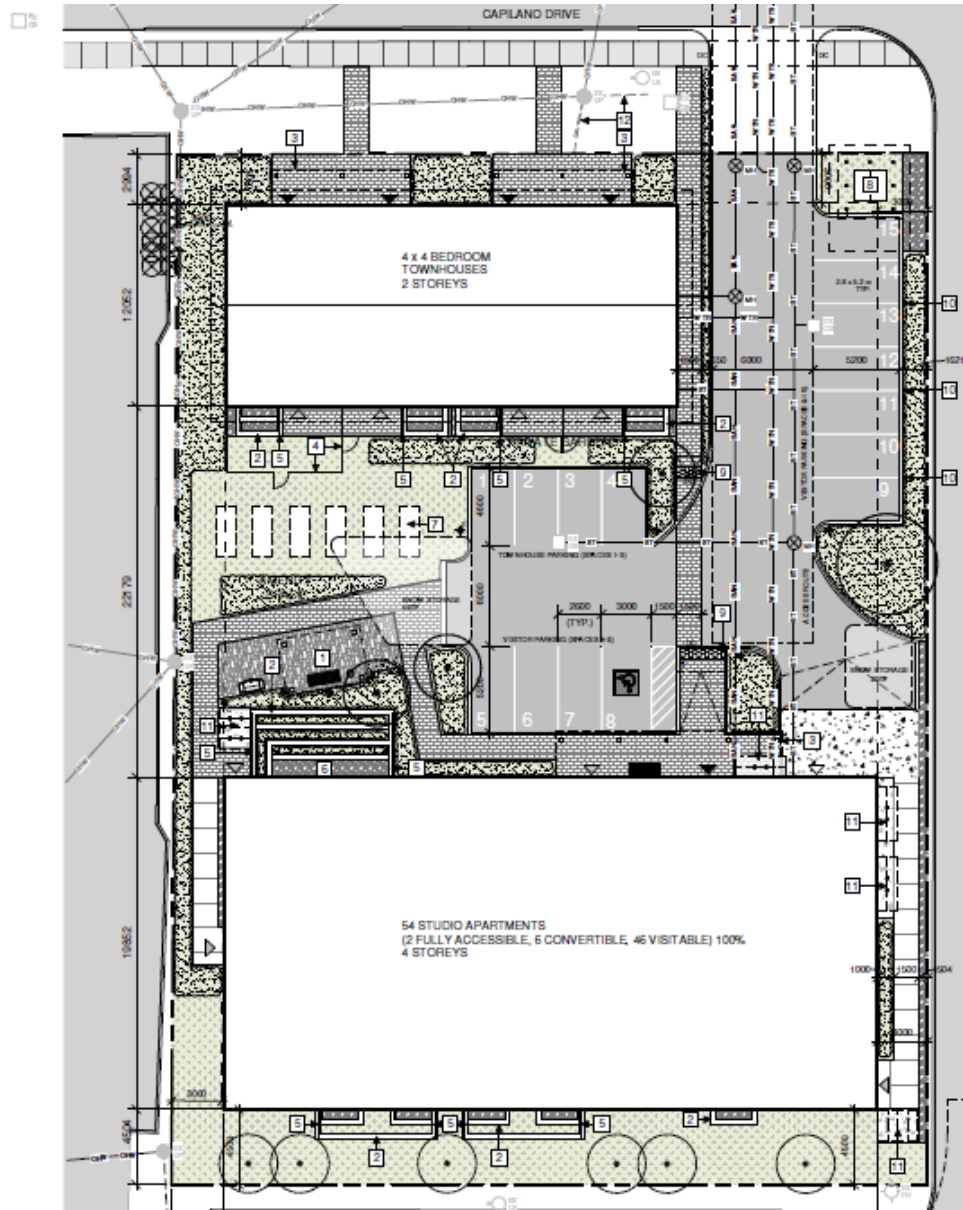


Figure 5: Extract from Proposed Site Plan

This project will help to achieve Salus’s vision of “Stable Housing for Everyone” and support the mission to create opportunities for adults living with mental health, substance use and other health issues to live independently, within a community that provides integrated support services.

The intent of the 54 studio units is to accommodate individuals who can live independently. The intent of the four (4) townhouse units is to accommodate either families with one (or more) Salus clients, or to allow several of Salus residents to live in a single housekeeping unit. The project will accommodate people of all ages, but is expected to serve primarily older adults, who will benefit from a purpose-built building and the mix of mental health and aging in place services and amenities available nearby.

3.2 Massing and Design

A two-building format is proposed. Along Capilano Drive, the townhouse block will provide a two-storey, finer-grained urban form, while the four-storey apartment building is located to the interior of the block. As shown in Figure 6, the townhouse block reflects and extends the smaller-scale neighbourhood context found to the north and east, while the apartment block reflects and transitions to the larger-scale, mixed-use context found to the south and west.

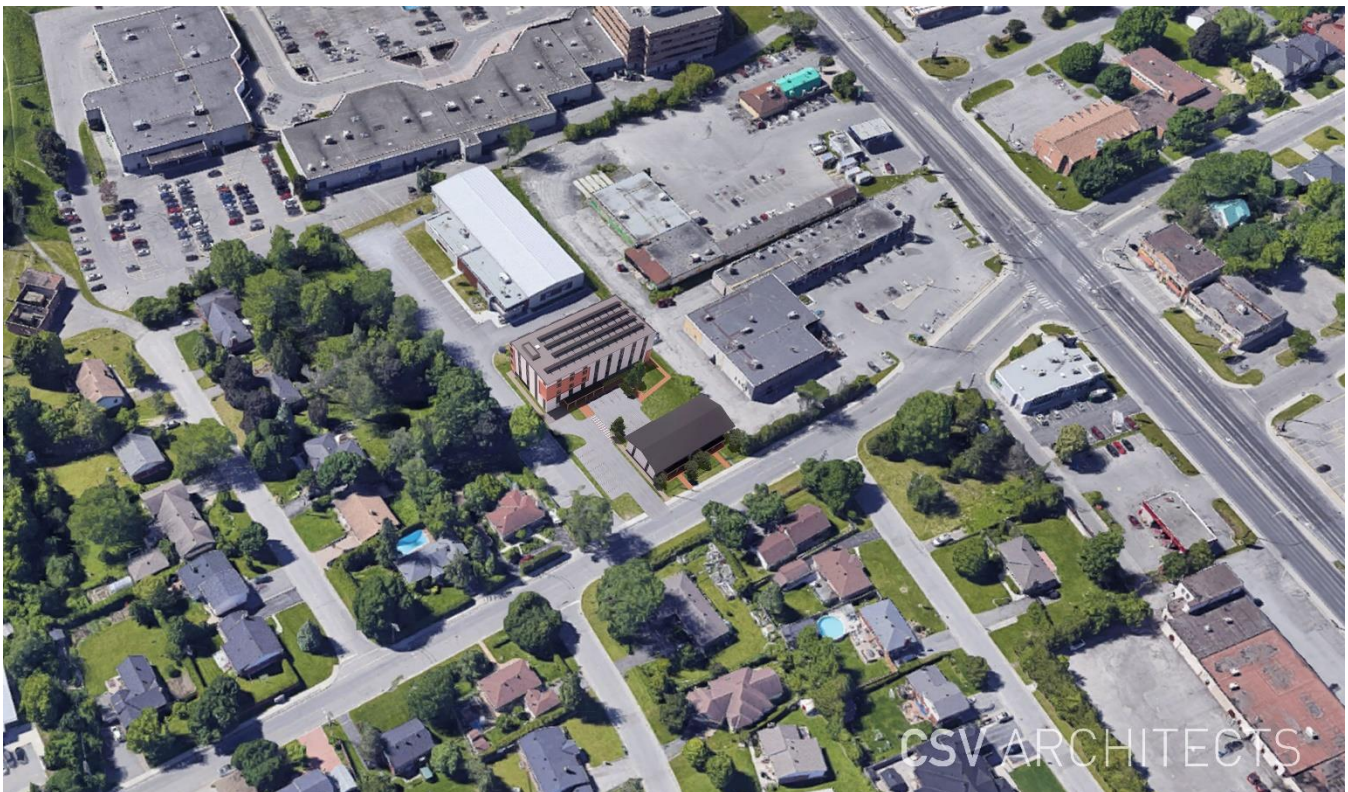


Figure 6: View of Subject Property and Proposed Development in its Block Context (North)

As shown in Figure 7, the apartment building is located to screen the internal courtyard amenity area from the large parking lot serving the City View Curling Club. Over time, it is anticipated that the property to the southwest of the subject property will redevelop into a higher-density form, likely with residential uses. Both the townhouse block and the apartment building have been oriented to have minimal windows facing the west interior side lot line, so that they will remain compatible and functional with future developments.



Figure 7: View of Subject Property and Proposed Development in its Block Context (South)

Each townhouse has a private entrance from Capilano Drive and a private rear yard that connects to the common outdoor amenity space. As shown in Figure 8, the residential entrances along Capilano Drive are emphasized through the use of a rich red-faced colour around the doors, and generous front awnings. Each pathway is shared between two units, to provide a fine-grained urban fabric while maximizing soft landscape.



Figure 8: View of Townhouses from Capilano Drive (looking southeast)

3.3 Landscape and Amenity

Residential amenity space is provided in the form of a private courtyard located centrally to the development between the two building and in interior amenity rooms. The amenity area is placed in an internal courtyard and screened by the low-rise apartment building to provide an enjoyable and private space for building residents that is protected from overlook by the neighbouring Curling Club. The internal amenity area is designed with shade structures, wayfinding pavement design, and a vegetation variety including opportunities for container vegetable gardens. Window wells are proposed along north and south façade of the proposed development in order to achieve greater illumination of basement areas. These wells are integrated into the landscaping of the amenity courtyard and rear yard area.

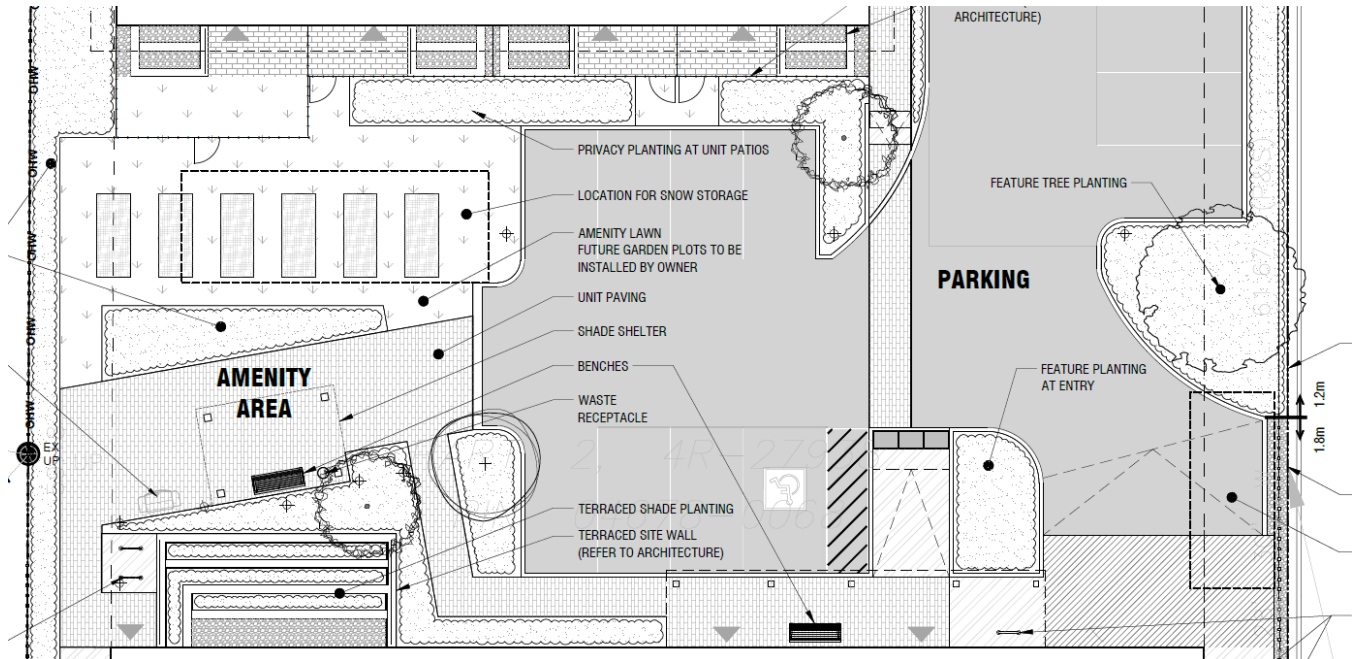


Figure 9: Extract from Landscape Plan Showing Central Courtyard Amenity Area\

The majority of trees on the subject property today are invasive and straddle the property line. These trees are to be removed to allow for construction and replanting with [native vegetation]. A cluster of elm and white cedar located at the northwest corner of the private property will be retained, and a common hackberry located on the 50 Capilano property will be protected and retained. Although overhead wires constrain tree planting in the public right of way, new locations for tree planting have been identified in the rear yard, in parking lot landscaping islands, and in the central amenity area.

3.4 Access

The subject property has been designed to prioritize pedestrians, while accommodating the reduced minimum number of parking spaces required by the zoning by-law. Walkways are provided between the public right of way and each resident entrance. The walkway between the sidewalk and the apartment building is direct and has continuous pavers crossing the vehicular driveway/aisle to emphasize the primacy of pedestrians.

Salus has forty-year history in providing supportive and affordable housing projects in the City of Ottawa and do not anticipate high residential vehicle parking use. In their 15 sites with a total of 219 units there are currently only eight (8) tenants that require parking. This is because Salus's clients are not likely to maintain private vehicle ownership and are more dependant on transit and active transportation. The majority of the provided parking is likely to be used temporarily

by Salus staff, deliveries, external care providers and residential visitors. On this basis, a reduction to zero resident parking required for affordable housing units was approved by the November 2022 Zoning By-law Amendment.

Visitor parking is still required and provided at the standard rate, and an additional three resident spaces are provided for the townhouse units, recognizing that these larger units may have a higher vehicle ownership rate than the rest of Salus's portfolio.

These three resident parking spaces and one visitor parking space (labelled 1-4 on the Site Plan) are proposed to be 4.6 metres in length to allow for better landscaped amenity and parking layout. The reduction presents an opportunity to achieve landscaped screening of the private rear-yard amenity areas of the townhouses to provide protection from headlights and other nuances. Zoning relief will be required for the shortened visitor space only. The remainder of the visitor parking for the low-rise apartment is provided along the east property line and directly in front of the apartment building. A single Type A barrier-free parking space is proposed in closest proximity to the building entrance. Vehicular access for ParaTranspo vehicles and for waste collection from the pick-up pad in front of the apartment building is shared with the parking.

The provided parking area and amenity courtyard were carefully designed to accommodate the required visitor parking and vehicular access ensuring an efficient parking design that is mindful of construction costs and minimizes the negative impacts of parking on the communal private amenity spaces. The parking area was consolidated to efficiently locate the required parking in a manner that it prioritizes the pedestrian realm and minimizes pedestrian conflict with vehicles. Landscaping treatment is provided to buffer private rear-yard amenity spaces from vehicle headlights and create safe spaces for townhouse residents.

The proposed development meets the minimum requirements for bicycle parking. Outdoor bicycle parking is provided near main entrances in well-used areas in all yards of the apartment building, in the amenity courtyard, and in the rear yard, while the remainder is provided indoors within the basement of the building. Salus permits their residents to take their bicycles to their units, including for the townhouse units, which is considered a best practice by bicycle advocates.

3.5 Sustainability and Accessibility

Sustainability and accessibility are core to Salus' program and have been integrated into every aspect of the proposed development. The proposed development is a high-performance building which is designed to minimize energy use and maximize occupant comfort. Sustainable design choices to minimize overall heat loss include a compact building envelope, high performance roof and wall assemblies, and strategic fenestration with high-performance windows. Both buildings will exceed the minimum requirements of the National Energy Code for Buildings by more than 20 percent. The proposed development also supports electrification and decarbonization through rough-ins for six Level 2 electric charging stations. While it cannot yet be confirmed, installation of a roof-mounted solar photovoltaic array is being investigated by the project team, in addition to solar thermal preheat for domestic water.

The parking and access layout has been designed to maximize the useable amenity space and soft landscaped space for planting. Soft landscaping, shaded amenity areas, and places designed for social interaction all contribute to a climate-resilient community.

Access to building entrances, pedestrian routes and vehicle drop off locations is barrier-free, with tactile warning surfaces at points of transition between pedestrian and vehicle routes and adequate site lighting. All internal communal areas are barrier-free. All units in the apartment are "visitible" with barrier-free design and meet the technical requirements for Universal Design set out by Canada Mortgage and Housing Corporation (CMHC). Of these units, eight (8) units have been designed with full accessibility (with the exception of counters installed at typical heights in six (6) units, which can be retrofitted to lower heights to accommodate wheelchair users if required). The townhouse units have been designed so that a ground-floor room can be readily converted into a barrier-free bedroom, depending on resident need.

4.0 Policy and Regulatory Framework

4.1 Provincial Policy Statement (2020)

In Ontario, the Provincial Policy Statement (PPS), enacted in 2020, provides direction on land use planning and development matters of provincial interest. Decisions impacting planning matters “shall be consistent with” the policy statements within the PPS.

The PPS encourages the formation of, “strong, liveable, healthy and resilient communities”, through efficient land use patterns and infrastructure development incorporating increased densities and a mix of uses. Development within designated “settlement areas” should be based on densities and a mix of land uses that efficiently use land and resources; are appropriate for the infrastructure and public service facilities which are planned or available; minimize negative impacts to air quality and climate change; support active transportation; and are transit-supportive.

Healthy, liveable and safe communities are also sustained by:

- / Improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society (1.1.1(f));
- / Preparing for the regional and local impacts of a changing climate (1.1.1 (i)); and
- / Accommodating an appropriate affordable mix of residential types, including affordable housing and housing for older persons (1.1.1 (b)).

Policies 1.1.3.2 to 1.1.3.5 of the PPS particularly recognize intensification as a development pattern that efficiently uses land and can be used to form healthy, safe and liveable communities.

Section 1.4 contains policies specific to housing, stating that planning authorities shall provide a suitable range of housing types and densities to meet projected requirements of current and future residents. This objective is to be accomplished 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 future projected needs;
- / Promoting densities for new housing that efficiently use land, resources, infrastructure, and public service facilities and that support the use of active transportation and transit in areas where it exists or is to be development; and,
- / Establishing development standards for residential intensification, redevelopment, and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Policy 1.6.7.4 states that land use patterns, densities, and a mix of uses should be promoted to minimize the length and number of vehicle trips and to support the development of viable choices for public transit and other alternative transportation modes.

The proposed development is consistent with the policies of the Provincial Policy Statement. The development exemplifies an efficient land use pattern as set out in the PPS. The development will create affordable housing that will serve older adults and persons with disabilities. The proposed buildings are designed to be high-performance standard, mitigating greenhouse gas emissions, and improving adaptability and resilience for future, hotter climate conditions.

4.2 City Of Ottawa Official Plan (2022, as amended)

The City of Ottawa Official Plan (the “Plan”) was approved by the Ministry of Municipal Affairs and Housing (MMAH) with amendments on November 4th 2022. The Plan sets out policies that are designed to guide growth within the City to the year 2046. The Plan is organized by five (5) Strategic Policy directions which form the foundation for making Ottawa the most livable mid-sized city in North America over the next century. Section 2.1 of the Official Plan outlines these broad policy directions as follows:

- 1) **Achieve, by the end of the planning period, more growth by intensification than by greenfield development.**
Ottawa is projected to grow by 402,000 people by 2046, requiring 194,800 new households, the majority of which are to be accommodated by intensification, to minimize the need for further urban boundary expansions.
- 2) **By 2046, the majority of trips in the city will be made by sustainable transportation.**
Currently, 40 per cent of Ottawa’s current greenhouse gas emissions are transportation related. Vibrant, 15-minute neighbourhoods rely on and support the use of sustainable transportation options.
- 3) **Improve our sophistication in urban and community design and put this knowledge to the service of good urbanism at all scales, from the largest to the very small.**
The Official Plan recognizes the different contexts across the City through use of transects. Land use designation policies are tailored to reflect each transects’ context, age and function in the city .
- 4) **Embed environmental, climate and health resiliency and energy into the framework of our planning policies.**
The Official Plan recognizes that the future liveability of Ottawa depends on a healthy environment, and contains policies to help the City achieve its target of 100 per cent greenhouse gas emissions reduction by 2050, encourage the evolution of healthy 15-minute neighbourhoods, increase urban canopy cover to 40 per cent and to increase the City’s resiliency to the effects of climate change.
- 5) **Embed economic development into the framework of our planning policies.**
The Official Plan takes an economic development lens to support long-term economic sustainability.

The proposed development will help to implement the objectives set out in the Big Policy Moves, particularly with respect to intensification, sustainable transportation, and climate mitigation and resiliency. The proposed development will intensify a site at residential densities exceeding the minimum targets, de-emphasize private automobile use in favour of transit and active modes, and use high-performance building design and construction techniques to reduce operational emissions and increase safety and comfort for occupants under future climate conditions.

4.2.1 Cross-Cutting Issues

Some of the City’s policy goals require implementation policies that span multiple themes and fall under a number of other City policies, plans, by-laws and practices. Six cross cutting issues have been identified that are essential to the achievement of a liveable city which are implemented through the policies in multiple sections of the Official Plan:

/ Intensification	/ Healthy and Inclusive Communities
/ Economic Development	/ Gender Equity
/ Energy and Climate Change	/ Culture

Many of these cross-cutting issues are addressed in other City policy documents and plans, and consequently, the Official Plan needs to be read in conjunction with those other policy documents.

4.2.2 Growth Management Framework

In order to achieve the City's growth management objectives of more growth through intensification than greenfield development over the planning horizon, intensification is anticipated to occur throughout the urban area in a variety of built forms and height categories. The proposed development will fit in the low-rise height category, defined as up to and including four (4) storeys.

Residential intensification is permitted in all designations where residential development is permitted and should occur in a variety of dwelling unit sizes to provide housing choice (S.3.2.8). The Official Plan defines two broad dwelling size categories:

- Small-household dwellings with up to two bedrooms, typically within apartment-built forms; and,
- Large-household dwellings with three or more bedrooms, typically within ground-oriented built forms.

Table 3b of the Official Plan sets out residential and large dwelling targets for Neighbourhoods. The Official Plan targets residential intensification at the rate of 40 to 60 dwellings per net hectare, with 50 per cent target of large-household dwellings within low-rise buildings on lots with frontage of 15 metres or wider.

The proposed development meets the definition of intensification. It proposes densities of 209 dwelling units per net hectare, of which four (4) total units are provided as large-household dwellings of four (4) bedrooms each which are intended to accommodate a range of family households.

4.2.3 Affordable Housing

Healthy and livable communities require a range of housing types that cater to the diverse needs of individuals across ages, incomes, backgrounds, and accessibility. The Official Plan aims to support the creation of diverse housing and prioritizes the creation of affordable and missing-middle housing.

Missing-middle housing is described as low-rise, ground-oriented multi-unit developments of three to sixteen units. The Official Plan benchmarks affordable housing based on the percent of gross household income spent on shelter costs. A small dwelling unit (two or fewer bedrooms) is affordable to a household if it spends 30 percent or less of its gross income on shelter costs, and a large unit (three or more bedrooms) is affordable at 40 percent of a household's gross annual income. The Official Plan defines housing as "market-affordable" if a unit is affordable to households at or below the 60th income percentile, and "core-affordable" if it is affordable to households at the 30th income percentile.

The City has set a target to achieve 20% of all residential development in the form of affordable housing (4.2.2.4). The City supports the creation of affordable housing through the implementation of a variety of planning incentives introduced through a planning toolkit. These incentives are offered directly to affordable housing providers to expedite development projects and make development more affordable.

More specifically, section 4.2.3 of the Official Plan recognizes the needs of individuals that do not constitute a household, and those that are within the lowest 40% income levels. The City recognizes the needs of these individuals and supports the creation of alternative permanent housing for these individuals and support of long-term housing forms that serve the needs of individuals not forming part of a household (S.4.2.3.1.a.vi.) and reduce restrictions that limit the opportunity to provide such housing forms.

The proposed development will create 54 affordable units serving the permanent and long-term housing needs of individuals, and will provide four (4) larger, affordable, missing-middle dwellings that contribute to housing diversity.

4.2.4 Transect and Land Use Designation

Schedule A divides the City into six (6) concentric policy areas called Transects. Each Transect represents a different gradation in the type and evolution of built environment and planned function of the lands within it from the most urban (Downtown Core) to the least urban (Rural).

The subject property is located within the **Outer Urban Transect** of the City of Ottawa (Figure 10), an area that is inside the Greenbelt and built in the last third of the twentieth century. The neighbourhoods within the Outer Urban Transect represent classic suburban model of development and are characterized by separation of land uses, stand-alone buildings, generous setbacks, low-rise building forms, and small footprints on large lots. The policies of the Official Plan seek to transition the Outer Urban Transect towards a 15-minute urban pattern of development. This development pattern includes higher-density ground-oriented development, and good integration between commercial, civic and institutional uses and residential areas (S. 5.3.1(1)). In Neighbourhoods close to frequent street transit and corridors, low-rise multi-unit development is strongly encouraged (S. 5.3.1(4)(b)).

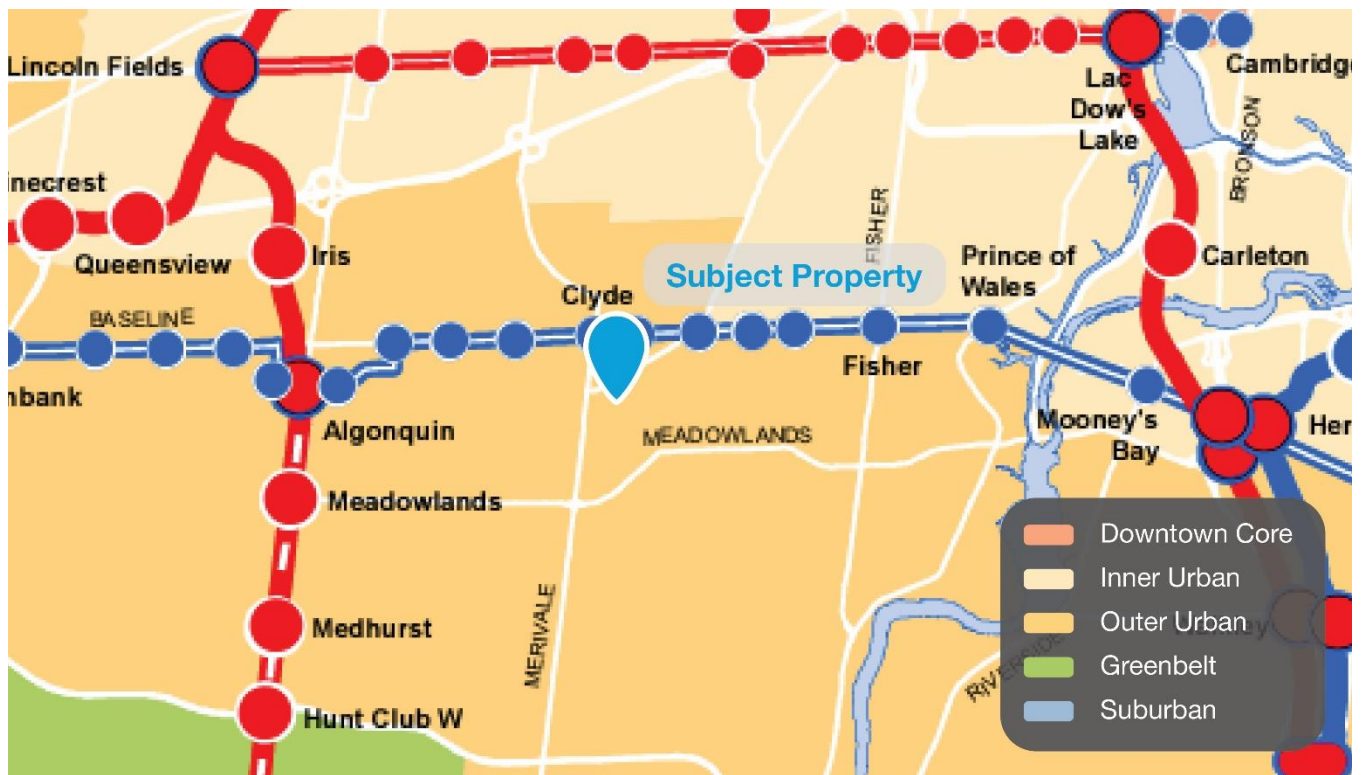


Figure 10: Schedule A - Transect Policy Areas, City of Ottawa Official Plan

The subject property is designated **Neighbourhood** with an **Evolving Neighbourhood Overlay** (Figure 11). Neighbourhoods are contiguous urban areas that constitute the heart of communities. Neighbourhoods within the Outer Urban Transect will accommodate residential growth to meet the Growth Management Strategy of the Official Plan (5.3.4(1)).

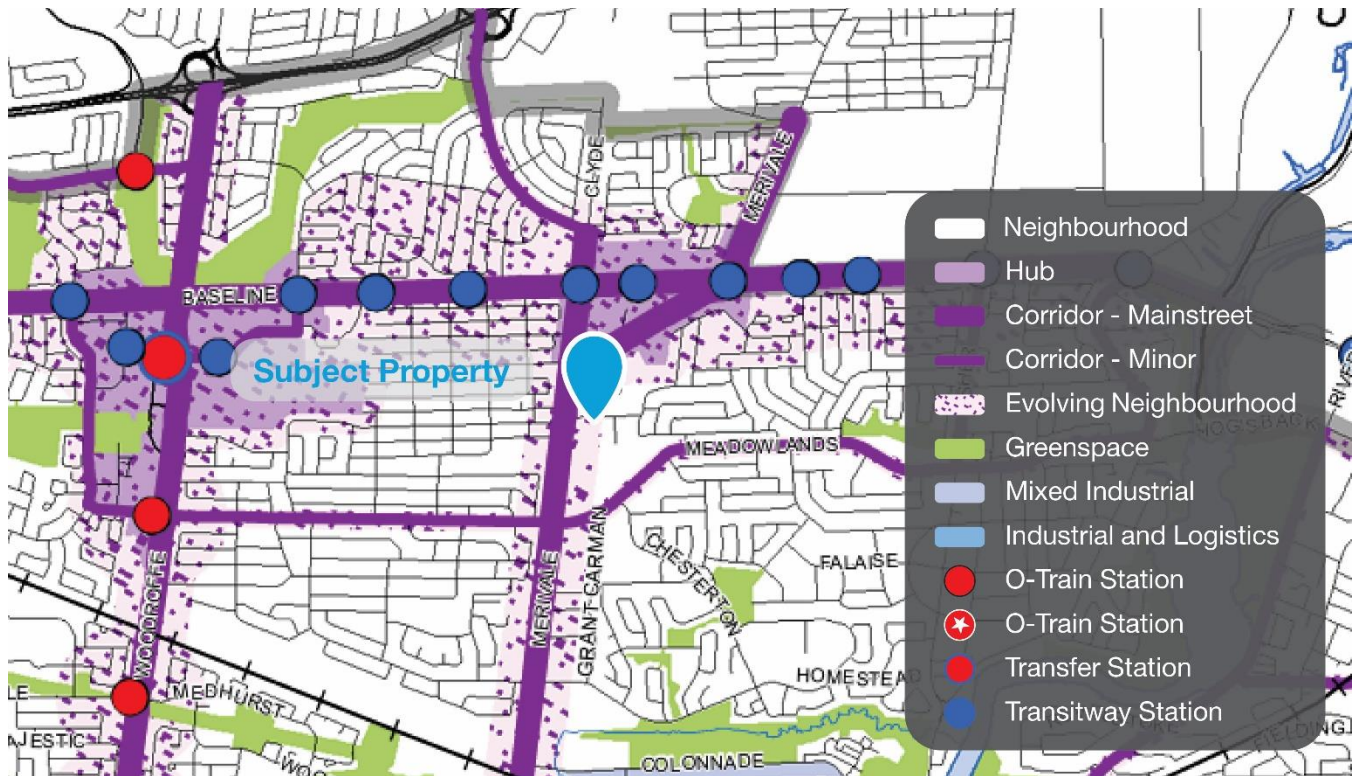


Figure 11: Schedule B3 - Outer Urban Transect, City of Ottawa Official Plan

Policy 2 of Section 6.3.2 of the Official Plan directs the City to provide form-based regulation with regard for local context, interface with the public realm, proximity to corridors, and the intended density to be accommodated within the permitted building envelope. Regard shall be had for the direction in Policy 1(d) of Section 4.2.1, which states that development standards will appropriately balance the value to the public interest of new policies and requirements against the impacts to housing affordability.

The Zoning By-law will permit a full range of low-rise housing options, including missing middle (6.3.1(4)). Higher densities and taller heights including apartments are generally permitted in areas closer to rapid-transit stations, Corridors and other major neighbourhood amenities (6.3.1 (5)).

The Evolving Overlay is applied to certain parts of Neighbourhoods, like the subject property, which are in close proximity to Hubs and Corridors. This overlay signals a gradual evolution over time that will see a change in character from suburban to urban.

Policy 3 of Section 5.6.1.1 stipulates that the City will support applications for low-rise intensification that seek to move beyond the development standards of the underlying zone where the proposal demonstrates that the development achieves objectives of the applicable transect with regards to density, built form and site design in keeping with other sections of the Official Plan (S. 5.6.1.1(3)(a)).

Policy 6 of Section 5.6.1.1 requires Zoning By-law to implement development standards to achieve an urban built form. Where suburban attributes are retained, these should not structurally impede the achievement of a fully urban site design over time.

The proposed development achieves the objectives of the Neighbourhood Designation and the Evolving Overlay as the proposed density represents a gradual shift towards a more urban pattern of development by intensifying through a low-rise built form.

The proposed development seeks to infill a vacant lot with much needed affordable and supportive housing. The proposed development contributes to the Official Plan's objectives of creating vibrant neighbourhoods that transition towards urban pattern of development and create 15-minute communities. By introducing townhouse and low-rise apartment uses, the proposed development accommodates higher density within the Outer Urban Transect in a built form that is compatible with its surroundings. Two minor variances will be requested, to allow a three-metre side yard setback along the Curling Club driveway, and to allow slightly shortened parking spaces for the townhouse units, to allow for better landscape screening. These requested changes are consistent with the direction towards form-based and context-sensitive regulation, and help implement the Official Plan direction for Evolving Neighbourhoods .

4.2.5 Urban Design and Compatibility

Section 4.6 of the Official Plan sets out a framework for built form and the public realm. Urban design plays an important role in supporting the City's objectives, including building healthy 15-minute neighbourhoods, growing the urban tree canopy and developing resilience to climate change. New development should be designed to make healthier, more environmentally sustainable living accessible for people of all ages, genders and social statuses.

Policy 4.6.4.1 states that innovative, sustainable and resilient design practices and technologies in site planning and building design will be supported by High-performance Development Standard, which will apply to Site Plan applications. The Standard addresses matters of exterior sustainable design and will align urban design with climate change mitigation and adaption goals and objectives.

While the HPDS is not yet in effect, the proposed development is a high-performance building which is designed to minimize energy use and maximize occupant comfort. Sustainable design choices to minimize overall heat loss include a compact building envelope, high performance roof and wall assemblies, and strategic fenestration with high-performance windows. Both buildings will exceed the minimum requirements of the National Energy Code for Buildings by more than 20 percent.

The proposed development also supports electrification and decarbonization through rough-ins for six Level 2 electric charging stations. While it cannot yet be confirmed, installation of a roof-mounted solar photovoltaic array is being investigated by the project team, in addition to solar thermal preheat for domestic water.

The parking and access layout has been designed to maximize the useable amenity space and soft landscaped space for planting. Soft landscaping, shaded amenity areas, and places designed for social interaction all contribute to a climate-resilient community. The parking reduction, approved through the 2022 Zoning By-law Amendment, together with the site's strategic in a walkable neighbourhood close to transit, encourages sustainable modes, helping to achieve the Official Plan's sustainable transportation objectives.

Policy 4.6.5.3 encourages designs to minimize the potential for conflict between vehicle and pedestrians and to improve the attractiveness of the public realm by internalizing all servicing, loading areas, mechanical equipment and utilities into the design of the building, and by accommodating space on the site for trees, where possible.

The proposed development provides loading and waste collection internally on the site where vehicle and pedestrian conflicts are minimized. Mechanical equipment and utilities are integrated into the design of the building, and trees and landscape features are proposed in a well-defined internal courtyard amenity area.

Policy 4.6.5.4 suggests that developments should be universally accessible in accordance with City's Accessibility Design Standards. Doing this addresses the needs of diverse users and provides a healthy, equitable and inclusive environment.

Accessibility and universal design are core to Salus’s program and have been integrated into the proposed development. Access to building entrances, pedestrian routes and vehicle drop off locations is barrier-free, with tactile warning surfaces at points of transition between pedestrian and vehicle routes and adequate site lighting. All internal communal areas are barrier-free. All units in the apartment are “visitable” with barrier-free design and meet the technical requirements for Universal Design set out by Canada Mortgage and Housing Corporation (CMHC). Of these units, eight units have been designed with full accessibility (with the exception of counters installed at typical heights in six units, which can be retrofitted to lower heights to accommodate wheelchair users if required).

Policy 4.6.6.4 requires that amenity areas be provided in residential development in accordance with the Zoning By-law and applicable design guidelines and should serve the needs of all age groups and consider four seasons taking into account future climate conditions.

The proposed amenity courtyard includes soft and hard landscaped surfaces that promote year-round use of the space. The amenity area also includes shaded structures, and planters that encourage use by all age groups. The outdoor amenity area has been designed to be accessible.

Policy 4.6.6.6 requires that low-rise buildings be designed to respond to context, and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, where appropriate and buildings shall integrate architecturally to complement the surrounding context.

The proposed development is designed with active at-grade entrances with covered porches that connect directly to the pedestrian sidewalks along Capilano Drive. The buildings are designed to architecturally integrate into their surrounding low-rise built form and includes areas for soft landscaping in all yards and along the Capilano Drive frontage.

Section 10.4 of the Official Plan encourages the use of principles of Crime Prevention Through Environmental Design to enhance personal security in the design of spaces that are accessible to the public. The City will consider measures to enhance safety and security through the use of outdoor lighting in outdoor public spaces, an overall pattern of design that avoids creation of enclosed or narrow areas between buildings, the creation of unobstructed sight lines including opportunities for overlook onto public spaces from adjacent buildings or other public spaces.

The proposed development enhances on site security through building design and the use of lighting to achieve safe and comfortable pedestrian realm along Capilano Drive and on site. The townhouse units provide active entrances with windows directly fronting on Capilano Drive and the apartment building is oriented towards the communal amenity area. This presents opportunities for passive surveillance of all public spaces and a comfortable pedestrian realm along Capilano Drive.

4.2.6 Direction to the Committee of Adjustment

The Committee of Adjustment is instructed by the Official Plan to have regard for certain criteria when considering minor variances to permit low-rise infill apartment dwellings. Variances to reduce the minimum required side yard may only be considered where alternate measures to ensure adequate access for waste management and bicycle parking are provided (S. 11.6.9.f)

The proposed development requests a Minor Variance from the Committee of Adjustment to reduce the minimum interior side yard setback along the eastern property line, and reduce the length of one visitor parking stall. The requested variances will not impact access for bicycle parking and waste management.

4.3 Urban Design Guidelines for Low-Rise Infill Housing

The Urban Design Guidelines for Low-Rise Infill Housing were created to fulfill design strategies of the City's Official Plan. They provide a basic framework to guide the physical layout, massing, functioning and relationship of low-rise infill buildings to their neighbours. These guidelines were reviewed and considered when designing the proposed development, however understanding that achieving them is site-specific. Below is a list of guidelines that are being met with this proposal:

- / The new infill townhouse units face and animate the public street, through at-grade principle entrances with generous canopies, and living rooms adjacent to the front façade. The proposed design contributes to the animation, safety and security of the street (3.11).
- / A rich red colour emphasizes the ground floor façade and principal entrances of the townhouse units, which open directly to the street (2.1; 4.1.1);
- / Accessible walkways are shared between the townhouse units and the street, to maximize front yard landscaping, while a direct pedestrian walkway is provided between the street and the apartment entrance. The walkway is proposed to be constructed of continuous unit pavers, through the parking lot drive aisle, to emphasize the primacy of pedestrians over vehicles (2.6);
- / The front yard and right of way are proposed to be fully landscaped. Tree plantings are not possible within the right of way due to overhead wires, but shrubs are proposed to be planted within the front yard (3.1);
- / The outdoor communal amenity area is located between the two buildings, to provide sound attenuation from the road and the curling club facility. A continuous shrub planting is proposed along the west property line to provide a further buffer (4.1.4); and
- / The site has been carefully designed to minimize the area occupied by parking and driveways, while still meeting the requirements of the zoning by-law (5.1) and to maximize the soft landscaping (5.3).

The proposed Site Plan Control application responds to the relevant Urban Design Guidelines for Low-rise Infill Housing.

4.4 City of Ottawa Zoning By-law

The subject property is now zoned Residential Fourth Density, Subzone "Z" with site specific exception 2840 and a holding zone (R4Z[2840]-h).

The purpose of the Residential Fourth Density (R4) Zone is to allow a broad mix of low-rise residential building forms ranging from detached dwellings to low-rise apartment of maximum four (4) storeys building height. The purpose of the Subzone Z is to permit different development standards which promote efficient land use and compact form while showcasing new design approaches.

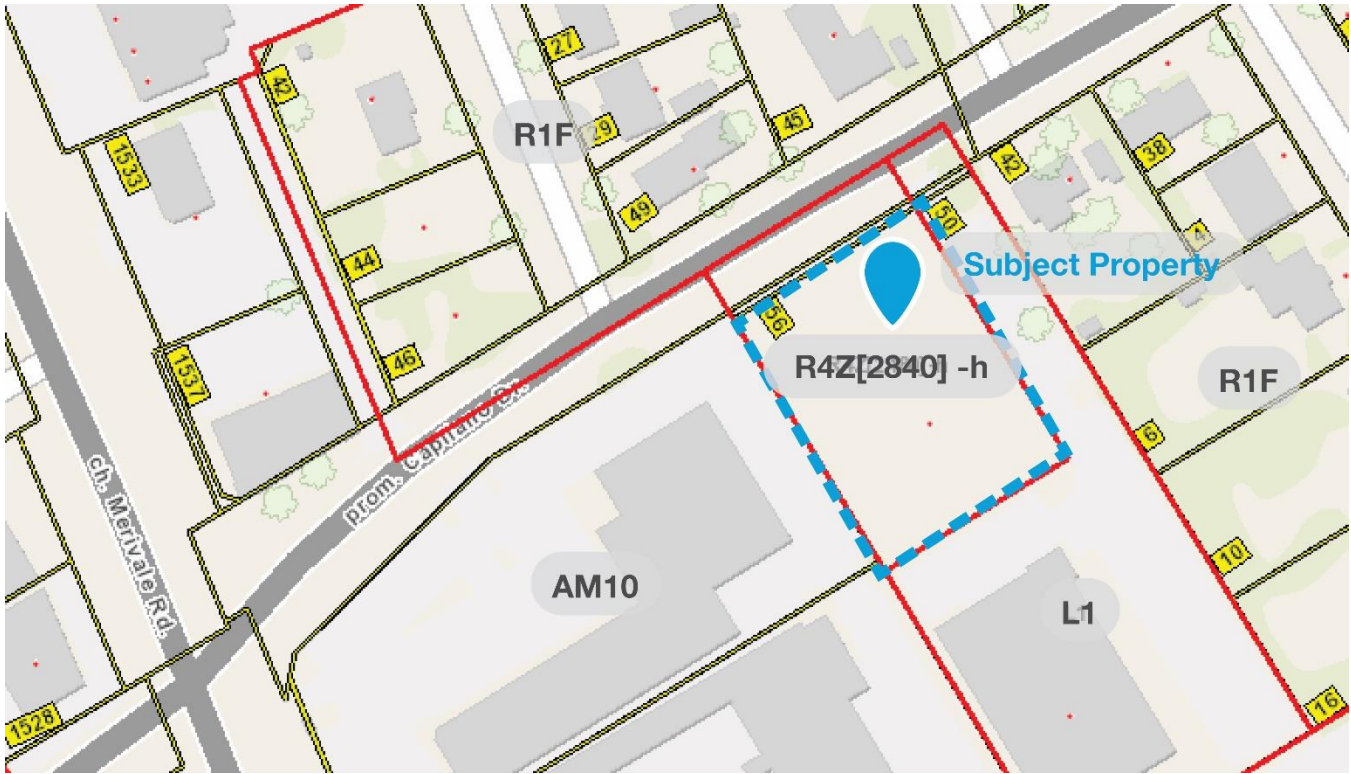


Figure 12: City of Ottawa Zoning By-law 2008-205

The following proposed uses are permitted within the R4 Zone:

- / Low-rise apartment dwelling;
- / Planned unit development;
- / Townhouse dwelling

The following tables summarize the provisions applicable to the proposed development.

Provision	Requirement	Proposed	Compliance
Number of bedrooms	Dwelling Unit: up to 4 bedrooms	Apartment: n/a Townhouse: 4	✓
Maximum attached units	Townhouse: 8 in a row, 16 total	4	✓
Minimum Lot Area	1,400 m ²	2,774.84 m ²	✓
Minimum Lot Width	18 m	44.86 m	✓
Minimum Front Yard Setback	Avg. of nearest lots to maximum of 3 m	3.0 m	✓
Minimum Interior Yard Setback	West: 3 m (Exception 2840)	3.0 m	✓
	East: 1.2 m for the first 18 m from front lot line, and 7.5 m thereafter *	Townhouse: 15 m Apartment: 3 m	✓ ✗
Minimum Rear Yard Setback (Exception 2840)	4.5 m	4.5 m	✓
Maximum Building Height	Low-rise apartment: 14.5 m	13.09 m	✓
	Townhouse: 11 m	6.79 m	✓

Permitted Projections	Residential canopies: 1.8 m into required yard, but not closer than 0.6 m to lot line	TBC	
Minimum Building Separation	PUD: 1.2 m	22.2 m	✓
Amenity Area	Low-rise apartment: 15m ² /unit for first 8 units + 6m ² /unit thereafter = 396 m ² Minimum 120 m ² communal, 80% soft landscaped May not be located in front yard	245m ² exterior 285m ² interior	✓
Landscaped Area	Min 30% lot area = 832.5 m ²	1146 m ² (41.32%)	✓
Front Yard Soft Landscaping	Minimum 40% of front yard Entirety of front yard, except for driveways, permitted projections and structures must be landscaped.	43.12%	✓
Walkway width	Townhouses: max 1.2 m	1.5 m	✓
	Apartment: max 1.8 m	1.5 m	✓
	Walkway must be separated from any driveway by 0.6 m of soft landscaping	0.6 m	✓
Waste Storage	Must provide pathway (1.2-2.2 m in width) between waste storage area and street, but may be on a driveway	Pathway provided. Waste storage interior to buildings	✓

*Omission in ZBL, but per staff direction, nearest applicable provision is 1(b) table 162B.

Parking Requirements

Provision	Requirement	Proposed	Compliance
Minimum Resident Vehicular Parking (Exception 2840)	No minimum parking spaces are required for affordable housing dwelling units.	0 provided	✓
Minimum Visitor Vehicular Parking (Area C)	0.2/unit = 12 spaces	15 provided	✓
Parking Space Requirements	Minimum 2.6 by 5.2 m	#5-15 (visitor): 2.6*5.2	✓
	Maximum 50% of spaces in parking lot may be reduced in length to 4.6 m, except visitor spaces.	#1-3 (resident): 2.6*4.6 m	✓
	Location: not in provided front yard	#4 (visitor): 2.6*4.6 m	✗
Planned Unit Development Private Way Requirements	Minimum width: 6 m	Width: 6 m	✓
	Minimum setback to residential building: 1.8 m	2.1 m	✓
Driveway and Aisle Width	Maximum Driveway Width: 6 m Minimum Aisle and Driveway Width: 6 m	6.0 m	✓
Driveway Separation	0.15m hard or soft landscaped strip (including pavers and planters)	0.6/1.6 m	✓
Parking Lot Landscaping	Min 15% of area must be landscaped	24.79%	✓
	Minimum 3 m buffer abutting a street	3.0 m	✓
	Minimum 1.5 m not abutting a street	1.6 m	✓

Bicycle parking	Apartment: 0.5/unit = 27 spaces Minimum length: 1.5 m (vertical) 1.8 m (horizontal) Minimum width: 0.37 m (stacked) 0.5 m (vertical) 0.6 m (horizontal). Minimum 50% must be horizontal, or bottom spaces in stacked system.	14 Exterior, 13 Interior (basement of apartment building)	✓
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The proposed development complies with all requirements of the Zoning By-law, with the following exceptions:

- / A minimum interior side yard setback of three (3) metres from the west interior side yard for the low-rise apartment building; and
- / One of the required 12 visitor parking spaces is proposed to be reduced in length to 4.6 metres, whereas visitor parking spaces are required to be 5.2 metres in length.

Relief from these provisions will be sought through a Minor Variance application.

4.4.1 Requested Zoning Relief

Interior Side Yard Setback

Table 162B, endnote 1 sets out the interior side yard setback requirements for buildings in a Planned Unit Development. It requires that buildings in a PUD are located so that they are set back:

- / (b) an amount equal to the minimum required interior side yard setback for the dwelling type proposed, from a lot line where it abuts a side yard on an abutting lot for the first 18 metres back from the street and 25 percent of the lot depth for the remainder, to a maximum 7.5 metres, and
- / (c) in the case of an abutting vacant lot, a minimum required interior side yard of 1.8 metres, and a minimum required rear yard setback based on the minimum rear yard setback applicable to the dwelling type proposed to be located within the PUD adjacent to the rear lot line.

Along the west interior side lot line the subject property abuts the driveway portion of the flag lot for 50 Capilano Drive. Per schedule 10 of the zoning by-law, therefore, the west interior side lot line abuts the *front yard* of the adjacent property, and thus (b) does not strictly apply in this case. Neither does the 1.2 metre setback in (c) apply, because although the portion of 50 Capilano abutting the side lot line of the subject property is not developed with a building, the lot is not vacant.

Per conversations with municipal staff, the closest applicable provision is (b), which would require a 7.5 metre interior side yard setback for the proposed apartment building.

The intent of this type of interior side yard setback provision is to protect the rear yard amenity space of adjacent residential lots. Through the approved Zoning By-law Amendment, the minimum setback requirements for the west interior side yard were updated to 3 metres, to reflect the actual context of the subject property, which does not abut any residential properties. However, at that time, a single building concept was being investigated, which complied with the east interior side yard requirements for low-rise apartments, and thus the requirement for the east interior side yard was not similarly updated. Since Salus's involvement, the site plan has been revised to align with Salus's programming for the site.

To permit this site layout, a Minor Variance from the Committee of Adjustment will be required to reduce the interior side yard setback to 3 metres along the eastern property line, for the apartment building. The requested relief is appropriate to seek through a minor variance for the following reasons:

- / It meets the intent of the Official Plan, by permitting additional affordable housing units to be created through a context-sensitive adjustment of zoning performance standards;
- / It meets the intent of the Zoning By-law, by removing a provision which is intended to protect adjacent backyard amenity space, and further, will clarify the appropriate provision to apply in the unique site context;
- / It is minor in nature and impact; and
- / It is desirable for the good development of the subject property.

Length of Visitor Parking Space

Parking spaces 1-4, which are located closest to the townhouses, are proposed to be reduced in length to [4.6 metres], rather than the typical 5.2 metre length. This reduction is proposed to significantly improve the interface between the parking lot and the private rear-yard amenity space of the townhouses and will allow for privacy plantings that screen headlights which may shine into the dwelling units. Alternate solutions to improve this interface were explored, but would either require greater zoning relief, or would reduce the pedestrian area and plantings in front of the apartment building.

The Zoning By-law contemplates parking space length (and width) reductions in Section 106 (3), which states that:

- / [U]p to 50% of the parking spaces in a parking lot or parking garage may be reduced to a minimum of 4.6m long [...], provided that any such space:
 - (a) Is visibly identified as being for a compact car
 - (b) Is not a visitor parking space required under Section 102.

The parking lot consists of 15 spaces, and therefore up to seven spaces could be considered for a reduction in length, except that 12 of the 15 spaces are visitor spaces and therefore cannot be reduced. It is proposed to reduce the three resident spaces that are provided in excess of the zoning minimum, compliant with zoning requirements. The fourth space is a dedicated visitor space, and therefore zoning relief is required to also reduce the length of this space to 4.6 metres. The requested relief is appropriate to seek through a minor variance for the following reasons:

- / It meets the intent of the Official Plan, by minimizing the impact of vehicular parking on soft landscaping;
- / It meets the intent of the Zoning By-law, which allows for parking space length reductions;
- / It is minor in nature, as 11 out of 12 visitor parking spaces will be provided at full length, giving ample options for visitors with larger vehicles to park; and
- / It is desirable for the good development of the subject property.

5.0 Supporting Plans and Studies

5.1 Phase One Environmental Site Assessment

A Phase One Environmental Site Assessment (ESA) was prepared by EXP Services inc. (exp.) in March 2022 for the subject property. The Phase One ESA was conducted to the CSA standard and the Ontario Regulation 153/04 standard.

The Phase One ESA identified several Potential Contaminating Activities (PCA) and Areas of Potential Environmental Concern (APEC) which include importation of unknown fill to the subject property, and nearby commercial autobody and dry cleaning activities to the west of the subject property. The off-site activities are not anticipated to have impacted the subject property, given that soil and groundwater samples taken in 2018 between the potential source of contamination and the subject property did not detect contamination.

A Phase Two ESA was recommended to assess potential contamination associated with the unknown fill on the subject property. A Phase Two ESA, dated April 27, 2022, was prepared by exp. to assess this area of potential concern. Six test pits were advanced and soil samples were collected and tested for potential contaminants. Only one sample had contaminants in excess of provincial standards. Test pit 22-06, towards the north-west corner of the subject property, exceeded provincial standards for benzo(a)anthracene, benzo(a)pyrene, and fluoranthene. This is associated with poor quality fill, which appears to impact only a small sector of the site. Based on the results of the soil sampling, groundwater sampling was not determined to be required at the Phase Two. Removal of contaminated soil on the affected portion of the site is recommended to address contamination.

5.2 Servicing and Stormwater Management Report

McIntosh Perry Consulting Engineers Ltd. prepared a Servicing and Stormwater Management Report dated March 3, 2023. The purpose of the report was to present water, sanitary and storm sewer servicing options for the development and to ensure that existing services were adequate to support the proposed development. The report provides detailed design for service connections from the site to existing services along Capilano Drive. The report notes that Storm water will be managed by surface and roof storage systems which will connect to the existing sewer located along Capilano Drive. Storage for 5- through 100-year storm events are recommended to be provided on the roof and in the parking area.

5.3 Geotechnical Investigation

A Geotechnical Investigation was prepared by Paterson Group on March 3, 2023. The objective of the investigation was to determine the subsoil and groundwater conditions at the site by means of testing holes and to provide geotechnical recommendations for the design and construction of the proposed development. The report concludes that the site is suitable for the proposed development and provides design details for the construction of the proposed building.

The reports notes that bedrock removal will be required to complete the basement levels which may require the use of blasting. In light of this, vibration attenuation measures should be considered. The report provides additional details that inform construction strategies for the site.

The report notes that groundwater infiltration into excavated pits are expected to be low and controllable using open sumps and that an MECP permit may be required to take water, which would require four (4) to five (5) months issuance.

5.4 Environmental Noise Control Study

An Environmental Noise Control Study was prepared by Paterson Group on March 3, 2023. The purpose of the report was to determine the primary noise sources and their impacts on the future development according to guidelines set out in the Ministry of Environment and Climate Change (MPECC) and the City of Ottawa.

The report notes that Capilano Drive will be the primary source of surface transportation noise to the proposed development. The north, east and west elevations of the townhouse and the northern elevation of the low-rise apartment are expected to experience higher than 55 dBA but lower than 65 dBA noise levels. Noise levels in the outdoor amenity areas including rear private enmity spaces of the townhomes and the amenity courtyard are expected to be normal.

Sound attenuation measures will be required only for the townhouse units and in the northern façade of the apartment building. This measures include central air conditioning and warning clauses for these units. Standard building materials will be sufficient to adequately soundproof the site.

5.5 Tree Conservation Report

A Tree Conservation Report (TCR) was prepared by IFS Associates Inc on March 7, 2023. The purpose of this report was to evaluate trees protected under the City's Tree Protection By-law. The report confirms there are no trees fully on the subject property, instead there are a number of trees shared with the adjacent private property. The report notes there are no trees requiring protection under provincial regulation on the site. A White Cedar Tree that is owned by the City and located on the north west corner of the property, and a Hackberry Tree located on the parking lot of the rear property (50 Capilano Drive) are identified as trees requiring protection. Additional measures are proposed to protect the tree's Critical Root Zone (CRZ) during excavation works, and to ensure protection of roots during prolonged exposure.

6.0 Conclusions

It is our professional planning opinion that the proposed development, as permitted by the enclosed Site Plan Control application, is appropriate and represents good development for the following reasons:

- / The proposed development is consistent with the Provincial Policy Statement by providing housing options for people of all ages;
- / The proposed residential uses, densities and built form typologies conform with the policies of the Official Plan and are appropriate in the Outer Urban Transect and Neighbourhood designation;
- / The site and building design of the proposed development conform with the urban design policies of the Official Plan, and the development will help achieve the Official Plan's housing affordability, climate resiliency and 15-minute community objectives;
- / The proposed development has regard for the Urban Design Guidelines for Low-rise Infill Housing;
- / The proposed development complies with requirements of the Comprehensive Zoning By-law (2008-250), with two minor areas of relief required, for the minimum east interior side yard setback for the apartment building and to permit a reduced length for one visitor parking space; and
- / The proposed development is supported by technical plans and studies submitted as part of this application.

Sincerely,



Bria Aird, RPP MCIP
Senior Planner



Haris Khan, MES
Planner