



MOMENTUM

PLANNING AND COMMUNICATIONS

RATIONALE FOR REZONING AND SITE PLAN APPROVAL

20 MARK AVENUE

July, 2018

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1. Introduction

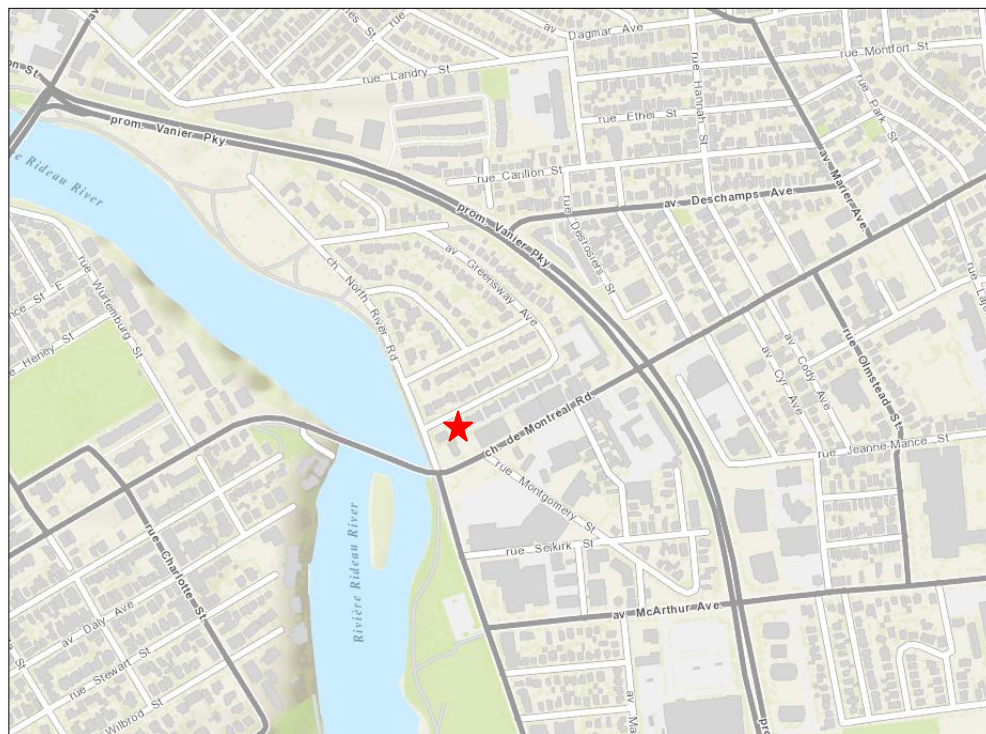
This Planning Rationale has been prepared to assess the land use planning merits of an application for rezoning and site plan control to permit a development consisting of a 3 storey low-rise apartment building containing 12 units located at 20 Mark Avenue. The report includes an Appendix which contains a collection of maps, plans, aerial photographs and graphic materials that provide visual support to the text.

The Rationale also draws upon the following supporting materials:

- Site Plan, Floor Plans, Elevations, Renderings by Project1 Studio Incorporated, Project Architect
- Landscape Plan prepared by Levstek Consultants, Landscape Architect
- Civil Servicing and Stormwater Management Reports and Plans prepared by McIntosh Perry, Consulting Engineers
- Geotechnical Report prepared by Paterson Group, Consulting Engineers
- Phase 1 and Phase 2 Environmental Site Assessment Reports prepared by Paterson Group, Consulting Engineers

2. Site and Area Context

The site is located within a small residential enclave located on the western edge of the former City of Vanier. This neighbourhood known as Kingsview Park, is roughly triangular in shape and is bounded on the south by Montreal Road; on the west by North River Road and the Rideau River and; on the east by the Vanier Parkway.



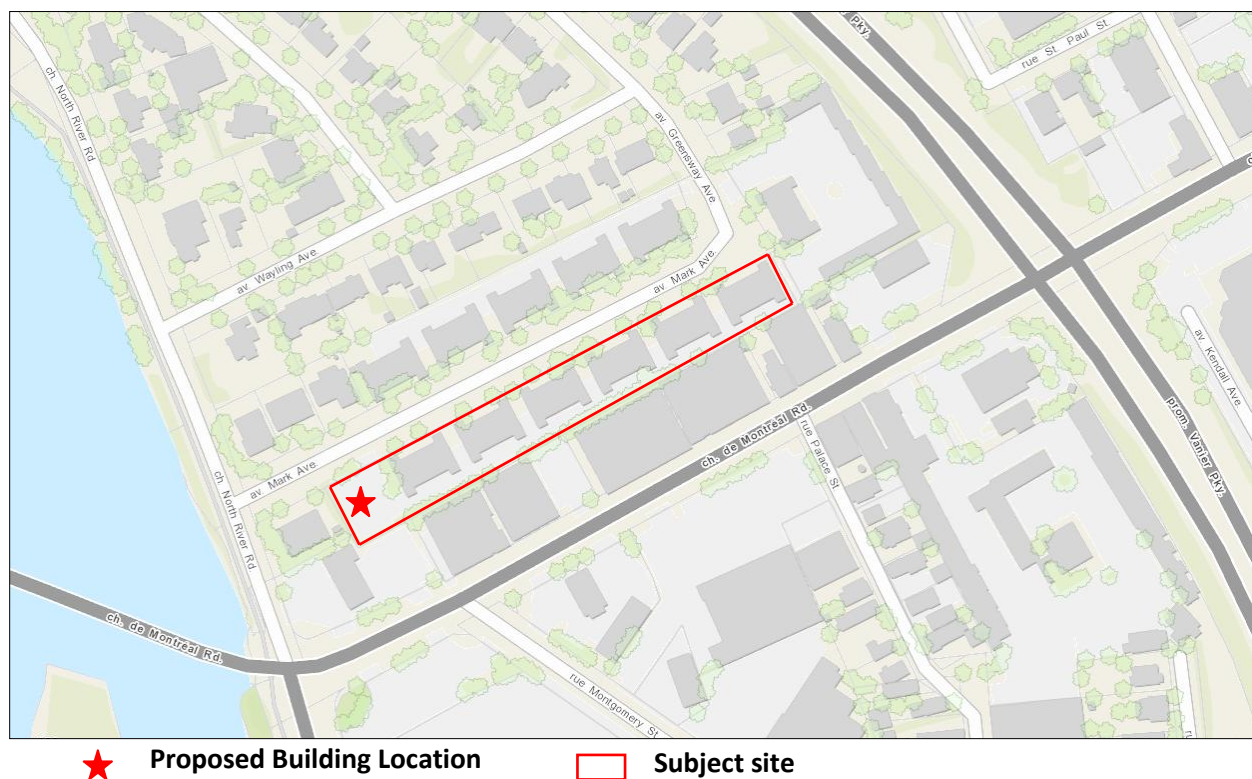
★ Subject Site

The development site is a property identified in the geoOttawa database as 20 Mark Avenue. The site is roughly rectangular in shape with approximately 215 metres of frontage on Mark Avenue. It is

approximately 5,660 square metres in area and has a parking lot at the western end for 22 vehicles. The site of the proposed new building is on the existing parking lot.

The overall parcel is currently occupied by a series of 6 two-storey apartment buildings municipally addressed from 30 to 80 Mark Avenue. Originally built containing 9 units in each, four of these have been renovated to add a 10th unit in the basement. The remaining two buildings have applications for building permits pending RVCA approval to complete similar renovations.

The site forms part of a low rise apartment development extending along both sides of Mark Avenue with one additional building located at 263 Greensway Avenue. This development dates from the late 1950's and early 1960's. It is comprised of twelve identical low rise apartment buildings, each containing 9 units. Eleven of these buildings are located on Mark Avenue as can be seen in the following map and aerial photograph.





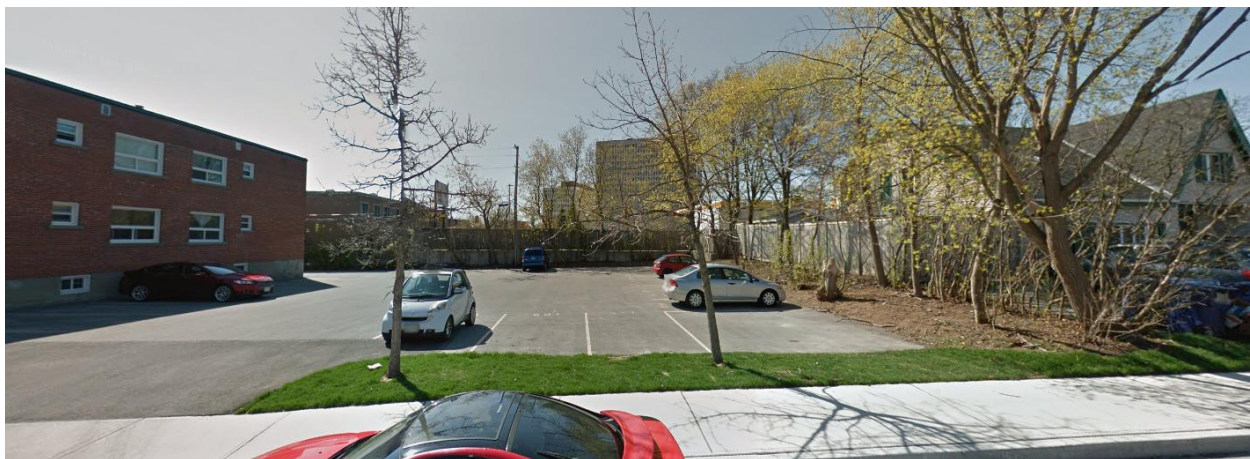
★ Proposed Building Location □ Subject site



The surrounding built form context can be characterized as predominately low rise building types. Immediately north and west of the site is primarily single detached houses with some attached multiple housing units located at the most northerly part of the neighbourhood on Lenore Place. Immediately south of the site along Montreal Road, there is a mixture of commercial uses in low rise buildings which form part of the downtown area of the former City of Vanier.

The subject site is served by Mark Avenue, a local road connected to North River Road which provides access to Montreal Road by way of a controlled intersection. Pedestrian access is available through the existing local road network with sidewalks on both sides. As well, there is a pedestrian link out to Montreal Road located between 80 Mark Avenue and 267 Greensway Avenue.

The following are images taken from Google Street View to provide additional visual context for the neighbourhood and subject property.



Looking south at subject site from Mark Avenue with Montreal Road in background.



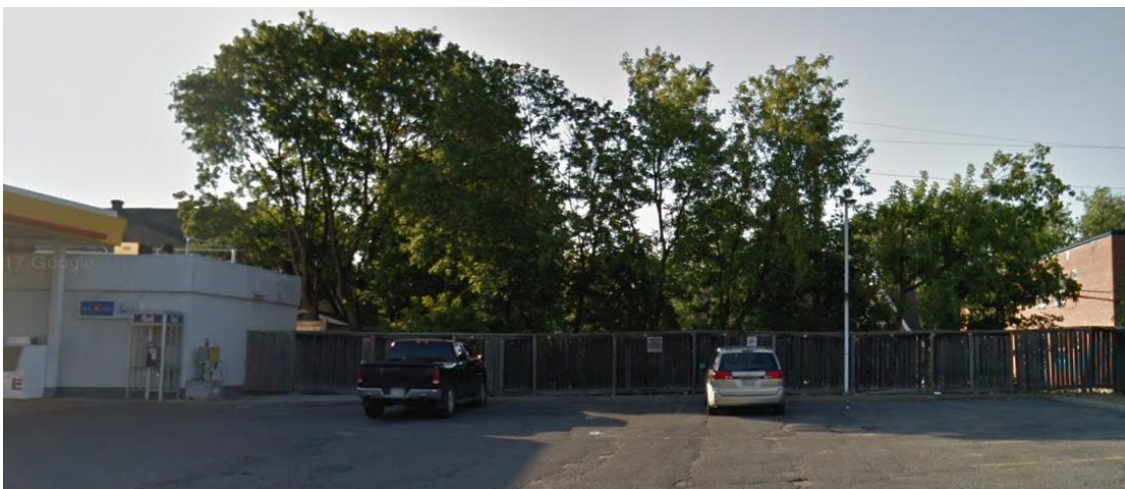
Immediately west of site – Residential building used as a group home. Subject site is to the east (left) of photo – North River Road is visible on far right of photo with Cummings Bridge over the Rideau River.



This is looking north from site showing three single detached houses across Mark Avenue.



Looking east along Mark Avenue, the low-rise apartment buildings line both sides of the street and terminate at 267 Greensway.



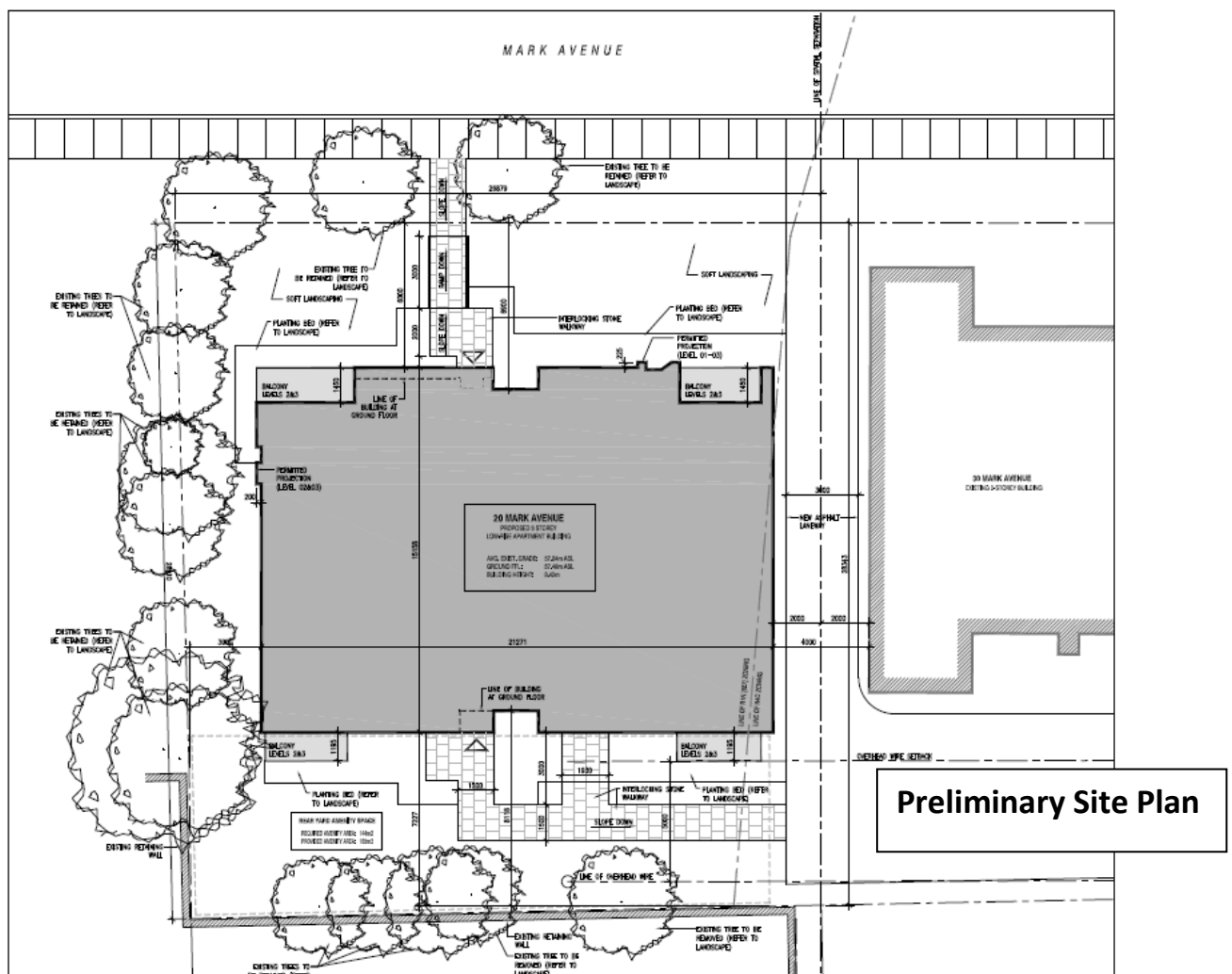
This is a view looking north towards the subject site from the Shell Gas Station on Montreal Road. The first of the existing two storey apartment buildings on the site is visible at the right side of the photo.

3. Development Proposal Overview

The proposed project will be a planned unit development adding a new low-rise (3 storey) apartment building immediately west of the existing building at 20 Mark Avenue. The new building will contain 12 rental apartment units and due to floodproofing requirements will have no basement. An interior waste management storage room has been provided with access from the rear of the building. As well, a ground floor bicycle storage room also accessed from the rear will allow for the secure storage of 6 bicycles.

The proposed height of the building is 9.42 metres. There will be a rear yard amenity area of approximately 165 square metres. As well, private amenity space is provided through external balconies on floors 2 and 3 and private terraces on the ground floor. The building will have a front yard setback of 6 metres from Mark Avenue and a 3 metre side yard setback from the adjacent property line.

The site will be served by a one way vehicular access shared with the other buildings on the lot. This drive aisle provides access to some existing parking behind the buildings that is shared. While no additional parking is required under the zoning by-law for the new building, provision for vehicle parking has been made in an adjacent underground parking garage to be constructed as part of the redevelopment of 263 Greensway Avenue which is under the same ownership.



4. Policy Framework

4.1 Provincial Policy Statement (2014)

The 2014 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning. The PPS is issued under the authority of Section 3 of the *Planning Act*, which requires that decisions affecting planning matters be “consistent with” the policy statements issued under the Act.

A relevant fundamental principle of the PPS is the intensification of built-up areas to efficiently use land with existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion of urban boundaries. As a result, planning authorities must identify and promote opportunities for intensification and redevelopment (Policy 1.1.3.3) wherever appropriate sites can be identified.

Intensification is defined in the PPS as:

“The development of a property, site or area at a higher density than current exists through:

- b) the development of vacant and/or underutilized lots within previously developed areas;*
- and*
- c) infill development”*

The proposed development also responds to the following policies outlined in the Provincial Policy Statement:

- *Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term (Policy 1.1.1(a));*
- *Accommodating an appropriate range and mix of residential, employment (including industrial and commercial), institutional, recreation, park and open space, and other uses to meet long-term needs (Policy 1.1.1(b));*
- *Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs (Policy 1.1.1(e));*
- *Ensuring that settlement areas are the focus of growth and development, and promoting their vitality and regeneration (Policy 1.1.3.1);*
- *Efficiently using the infrastructure and public service facilities which are planned or available (Policy 1.1.3.2(a));*
- *Promoting opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate project needs (Policy 1.1.3.3);*
- *Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed (Policy 1.4.3(d));*
- *Promoting a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support current and future use of transit and active transportation (Policy 1.6.7.4); and*

Opinion

The proposal is consistent with the PPS. The development meets the policy objectives through the provision of housing on a site that has additional capacity in an existing neighbourhood. It will further the land use planning objectives of the Provincial Policy Statement by taking advantage of an infill opportunity with significant development potential on an existing lot; minimizing the use of additional lands for development; and being strategically located to allow residents to take advantage of existing transportation infrastructure, services and amenities, and a variety of employment opportunities.

4.2 Official Plan 2003 (As found on the website July 2018)

The Official Plan (OP) provides the planning policy framework for evaluating the appropriateness of a proposed development at a City-wide level as well as in relation to the specific site.

Section 2 - Strategic Directions

Section 2.1 – The Challenge Ahead anticipates that much of the demand for new housing is expected to be for smaller units, such as apartments. For example, within the Greenbelt, where about one-third of the housing growth is expected to occur, most new housing development will be in the form of apartments.

Section 2.2 – Managing Growth sets out strategic directions to meet the challenge of managing growth and directing it to the urban area where existing services are in place or where they can be provided efficiently. In addition, concentrating growth within these areas also promotes a pattern and density of development that supports transit, cycling and walking.

“Policy 1 Definition of Intensification

Residential intensification means intensification of a property, building or area that results in a net increase in residential units or accommodation and includes:

- a. Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;*
- b. The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification.*
- c. Infill development;”*

“Policy 14 Intensification Outside of Target Areas

The City also supports intensification throughout the urban area, including areas designated General Urban Area. The City will promote opportunities for intensification in the following cases, provided that all other policies in the Plan are met:

- d. Lands currently or formerly used as parking lots or other extensive storage purposes”*

Section 2.3.2 Water and Wastewater Services provides direction on the provision and efficient use of piped services. Public Service Areas and the terms under which services are provided are generally defined in the Infrastructure Master Plan.

“Public Service Areas – Policy 2

In order to provide sufficient water and wastewater system capacity to assist in meeting the City’s intensification targets inside the Greenbelt, the City will:

- b. Promote intensification and infill where sufficient water and sewer capacity is available or can be provided to support the magnitude of the resulting growth;*
- d. Permit intensification and infill to proceed in a phases manner consistent with the policies in Section 6, Managing Capacity to Support Intensification and Infill, of the Infrastructure Master Plan (IMP) in conjunction with other policies of the IMP and the target and phasing of policies of the Official Plan.”*

Opinion

The proposed development will support the demand for smaller housing units as indicated in Section 2.1 of the OP, as it will provide 12 new, rental apartment units. The proposed development meets the definition of intensification in Section 2.2 and supports the strategic directions of the Official Plan related to water and wastewater services. It responds to the existing neighbourhood character while recognizing the planned function of the site and surrounding area.

The site is currently under developed and located in an established urban area with full municipal services. The site is used for surface parking. It is strategically situated to take advantage of surrounding transit facilities, employment opportunities, and amenities. The site provides direct pedestrian and vehicular access to Mark Avenue which is a local road linked to the arterial road network. It is also linked to the pedestrian and cycling networks that serve the area. Public transit is available on both Montreal Road and the Vanier Parkway.

Section 2.5.1 – Urban Design and Compatibility provides direction on patterns, locations of land uses, and issues related to urban design. The intention is for development to be sensitive to and compatible with existing communities that have developed over long periods of time. In keeping with OP Section 2.5.1, the following table offers a response to how the proposed development addresses the City’s design objectives.

Design Objective	How the Proposed Development Meets the Objective
1. To enhance the sense of community by creating and maintaining places with their own distinct identity.	The proposed 12 units provide additional rental accommodation in the area in a built form consistent with the neighbourhood character.
2. To define quality public and private spaces through development.	The proposed at-grade amenity in the rear yard will provide a green buffer from the adjacent commercial development on Montreal Road.
3. To create places that are safe, accessible and are easy to get to and move through.	The proposed at-grade amenity in the rear yard will provide a green play area away from the local road network.
4. To ensure that new development respects the character of existing areas.	A three storey low-rise built form is compatible with the adjacent low profile residential uses.
5. To consider adaptability and diversity by creating places that can adapt and	The redevelopment of the site contributes to achieving a more compact urban form. The addition of 12 rental



evolve easily over time and that are characterized by variety and choice.	apartment units will add to the supply of rental unit types in this area.
6. To understand and respect natural processes and features in development design.	Where possible existing trees have been retained on site and new trees and landscaping have been added to enhance the site.
7. To maximize energy efficiency and promote sustainable design to reduce the resource consumption, energy use and carbon footprint of the built environment.	Energy efficient building materials and systems along with the potential for green roofs will help to minimize the energy impact of this development.

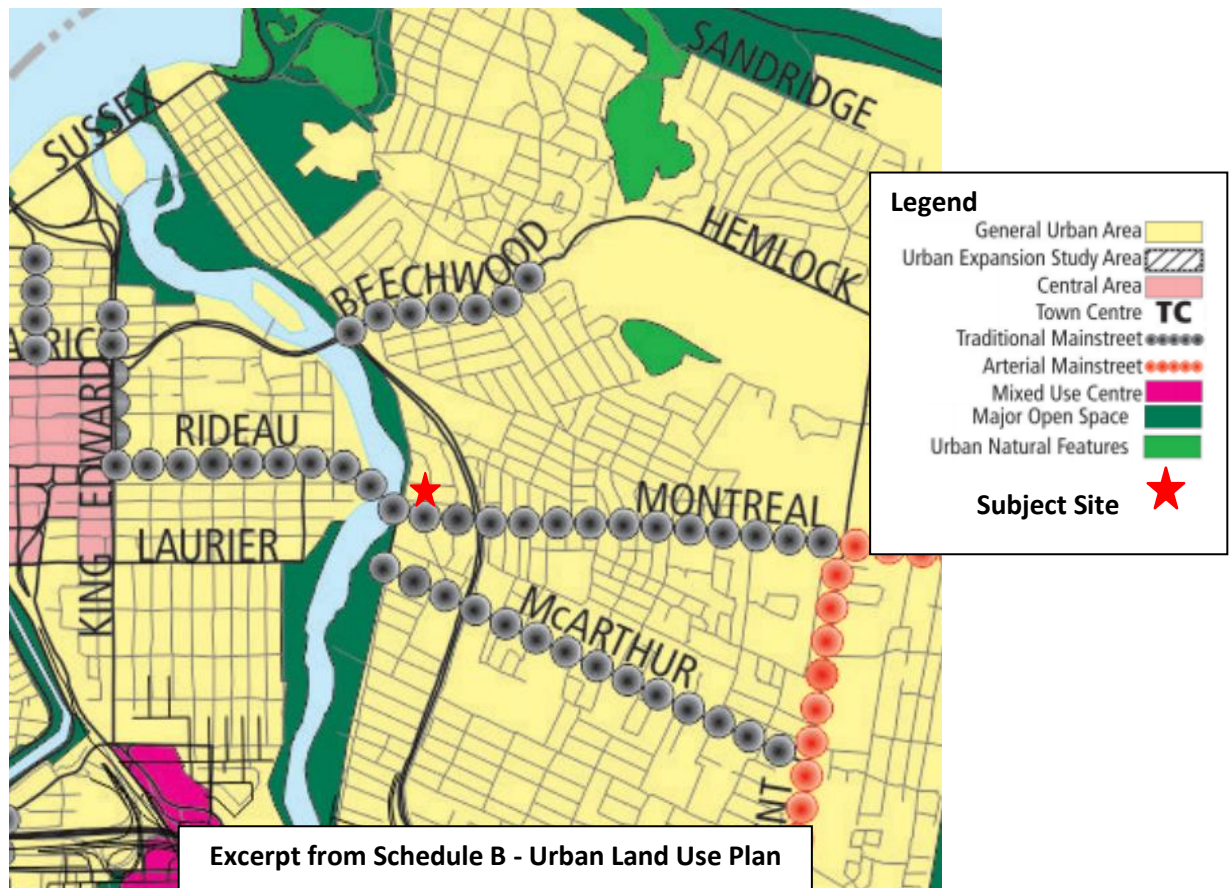
Opinion

The proposed development conforms to these policies by building onto and extending the existing neighbourhood fabric in a consistent built form.

Section 3 - Land Use Designations

Section 3.6.1 General Urban Area

The site is designated as General Urban Area on Schedule B (Urban Policy Plan) of the OP, as shown in following excerpt from Schedule B.



Section 3.6.1 – General Urban Area, permits the development of a full range of housing types, as well as conveniently located employment, retail, service, culture, leisure, entertainment and institutional uses in order to facilitate the development of complete and sustainable communities. The following policies are particularly relevant to this project:

Policy 1: *“General Urban Area areas are designated on Schedule B. The General Urban Area designation permits all types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses.”*

Policy 3: *“When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will:*

- a. Recognize the importance of new development relating to existing community character so that it enhances and builds upon desirable established patterns and built form;*
- b. Apply the policies of Section 2.5.1 and Section 4.11;*
- c. Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area;”*

Opinion

The proposed development maintains the intent of the General Urban Area designation. It will contribute to achieving a balance of housing types and tenures, while adding to the range of land uses. The proposal is in keeping with the character of the area as a variety of building types are present nearby and residential is one of the dominant surrounding land uses.

Section 4 - Review of Development Applications

Section 4.11 – Urban Design and Compatibility relates and provides direction on how to assess development applications to ensure integration with the existing or planned community character and in the overall context of the OP. The following table identifies the criteria and how the proposed development addresses it:

Criteria	Response
Traffic: Roads should adequately serve the development, with sufficient capacity to accommodate the anticipated traffic generated. Generally development that has the potential to generate significant amounts of vehicular traffic should be located on arterial or major collector roadways so as to minimize the potential for traffic infiltration on minor collector roadways and local streets.	The proposed development is located on Mark Avenue, a local road with access to Montreal Road, a designated Arterial Road, at a signalized intersection one block away. The small scale of this infill project will have no measurable impact on local vehicular traffic.
Vehicular Access: The location and orientation of vehicle access and egress should address matters such as the impact of noise, headlight glare and loss of privacy on development adjacent or immediately	The site will continue to be served by an existing access to Mark Avenue that serves the adjacent low-rise apartment buildings. To accommodate the new building, the existing



opposite. Vehicular access and egress for development that has the potential to generate a significant amount of vehicular traffic should be oriented on streets other than local streets, wherever the opportunity exists, considering traffic safety and other transportation objectives of this Plan.	driveway will become a one-way drive aisle with the exit at the east end of the site.
Parking Requirements: The development should have adequate on-site parking to minimize the potential for spillover parking on adjacent areas. A range of parking forms, including surface, decked, and underground, should be considered taking in account the area context and character. Opportunities to reduce parking requirements and promote increased usage of walking, cycling and transit will be pursued, where appropriate, particularly in the vicinity of transit stations or major transit stops in accordance with the provisions of Section 4.3.	The current proposal for 12 units does not require additional on-site parking to be provided. However a related redevelopment project at 263 Greensway Avenue located at the east end of the site includes an underground parking garage with sufficient capacity to provide parking for tenants should it be required.
Outdoor Amenity Areas: The development should respect the privacy of outdoor amenity areas of adjacent residential units and minimize any undesirable impacts through the siting and design of the buildings and the use of screening, lighting, landscaping or other mitigative design measures.	A new at-grade amenity area will be provided in the rear yard.
Loading Areas, Service Areas, and Outdoor Storage: The operational characteristics and visual appearance of loading facilities, service areas (including garbage), parking and areas for the outdoor storage of goods or materials should be mitigated using a variety of methods. These uses and activities should be located away from residences where possible	No outdoor storage is necessary for this development. An internal storage room has been provided for waste management services. Bicycle storage for 6 bicycles has also been included on the ground floor.
Lighting: The potential for light spill over or glare from any lighting source onto adjacent light sensitive areas should be avoided or mitigated.	The proposed development will not generate any light spillover or glare onto the adjacent properties.
Noise and Air Quality: The development should be located and designed to minimize the potential for significant adverse effects on adjacent sensitive uses related to noise, odours, and other emissions.	The proposed development will not generate significant noise, odours or other emissions.
Sunlight: The development should minimize shadowing on adjacent properties, to the extent practicable, particularly on outdoor amenity areas, through the siting of buildings or other design measures.	The low-rise profile ensures there will be no shadow impacts on adjacent amenity areas or buildings.
Microclimate: The development should be designed to minimize adverse effects related to wind, snow drifting, and temperature on adjacent properties.	The limited scale of the development will not impact local microclimate characteristics.
Supporting Neighbourhood Services: The development should contribute to or be adequately served by existing or proposed services and amenities such as	The site is located in close proximity to the Montreal Road commercial area which provides a full range of retail and commercial

health facilities, schools, parks and leisure areas. Where the proposed development itself is to contribute such services and amenities, they should be of a scale appropriate to the needs and character of the area.	office services. The proximity to the Rideau River and pathway network makes pedestrian and cycling access to nearby parks and leisure areas such as Riverain Park very easy.
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Opinion

The low-rise building form and site plan layout clearly addresses the policies of this section to ensure the development is well integrated and compatible with the adjacent neighbourhood.

Official Plan Amendment 150

Official Plan Amendment 150 has been approved by both Ottawa City Council and the Ministry of Municipal Affairs and Housing. The OPA is currently under appeal. Though not in full force and effect, all new applications must 'have regard' for the revised policies of OPA 150.

Opinion

Having reviewed the relevant sections of this amendment, it is my opinion that the proposed small scale development would be fully compliant with the policy directions that are pending final approval.

5. Zoning By-law

Comprehensive Zoning By-law (2008-250)

The subject site is currently zoned **Residential First Density Subzone N [629] (R1N[629])**. This zone permits primarily ‘*dwelling, single detached*’ with Exception 629 adding a ‘*group home*’ as an additional permitted use. This zone is part of the designation on the adjacent property to the west.



Excerpt – Schedule 1 - Zoning By-law 2008-250

Development Site ★

The proposed zone classification is **Residential Fourth Density Subzone O** which permits an ‘*apartment dwelling, low-rise*’ with a maximum height of four (4) storeys or 14.5 metres. This zone also applies to the balance of the apartments on Mark Avenue. The proposed three storey apartment building would be a permitted use and conforms to all of the performance standards of this zone with the exception of the interior side yard requirements for ‘*planned unit development*’.

This requirement found in **Table 162A – R4 Subzone Provisions Endnote 1 subsection (b)** which states the following:

“Despite the definitions of rear yard and interior side yard, buildings in a PUD must be 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,”

This subsection requires a minimum setback of 1 metre for the first 18 metres from the front lot line (based on the interior side yard in the R1N zone) and then increasing that to a minimum of 7.23 metres (25% of lot depth of 29.1 metres) for the balance of the building. In this submission a consistent side yard of 3 metres has been proposed as an alternative. It is requested that the alternative setback be incorporated as a site specific exemption when the site is rezoned to the **R4O**.

Opinion

The proposed rezoning will bring a portion of the original parcel identified as a whole as 20 Mark Avenue under the same zoning designation of **R4O** as the balance of the parcel. The proposed 3 storey low-rise apartment building is a permitted use and is compatible with the built form and land use on the balance of the site. The requested change to the interior side yard setback will in fact provide a greater separation from the adjacent property than the existing zone provision which has a minimum of 1 metre. As well, the primary building on the adjacent lot is located approximately 7.6 metres from the side lot line which means the two buildings will be greater than 10 metres apart. It is my opinion that this proposed site specific rezoning to accommodate a new low-rise apartment building on the subject property represents good planning.

6. Summary Opinion

It is my professional opinion that the requested Zoning Amendment and Site Plan Control Application represent good land use planning and are appropriate for the site for the following reasons:

- The proposed development is consistent with the Provincial Policy Statement policies with respect to promoting the efficient use of land, existing infrastructure and existing public facilities, as well as promoting cost-effective development patterns and standards to minimize land consumption and servicing costs, and to minimize the length and number of vehicle trips. The proposed development takes advantage of an infill opportunity using available development capacity on an existing lot. It will also encourage the addition of an appropriate range and mix of housing and land use.
- The proposed development conforms to the City's Official Plan goals, objectives and policies for General Urban Area, particularly in relation to promoting a full range and type of housing choices. The site location will take advantage of nearby transit, employment, retail, service and institutional uses, as part of a complete and sustainable community.
- The proposed development conforms to the City's compatibility criteria established in the Official Plan (Sections 2.5.1, 3.6.1, and 4.11).
- The proposed use meets the general purpose and intent of the Zoning By-law. All zoning and performance standards can be met through the proposed zoning designation.

In conclusion, the proposal to develop a low-rise residential apartment building on this site represents good planning and is in the public interest.

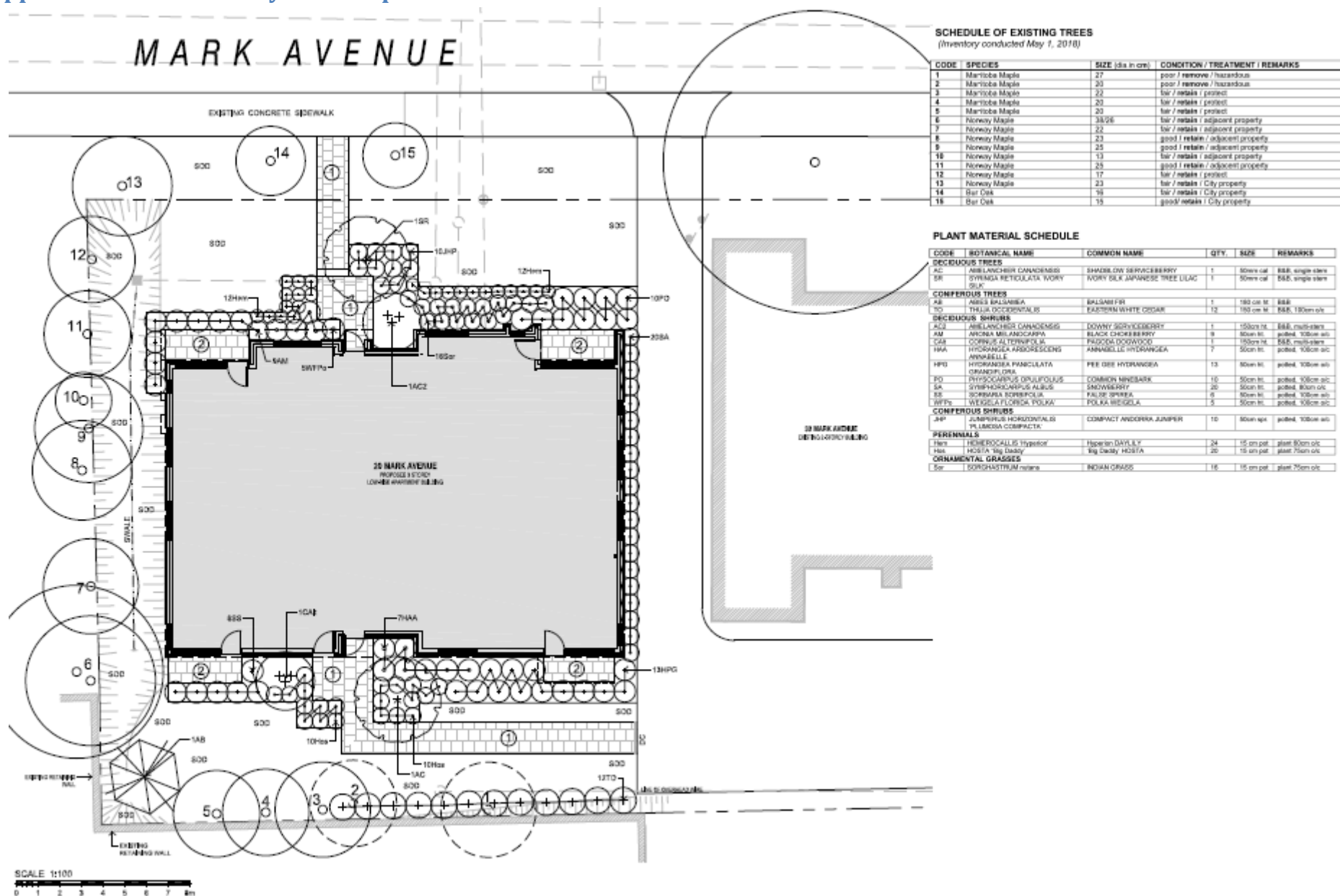
If there are any questions regarding this proposal or the Planning Rationale, please contact Dennis Jacobs at (613) 729-3773 or djacobs@momentumplancom.ca.

Prepared by:

Signed original on file

Dennis Jacobs MCIP, RPP
Principal Planner

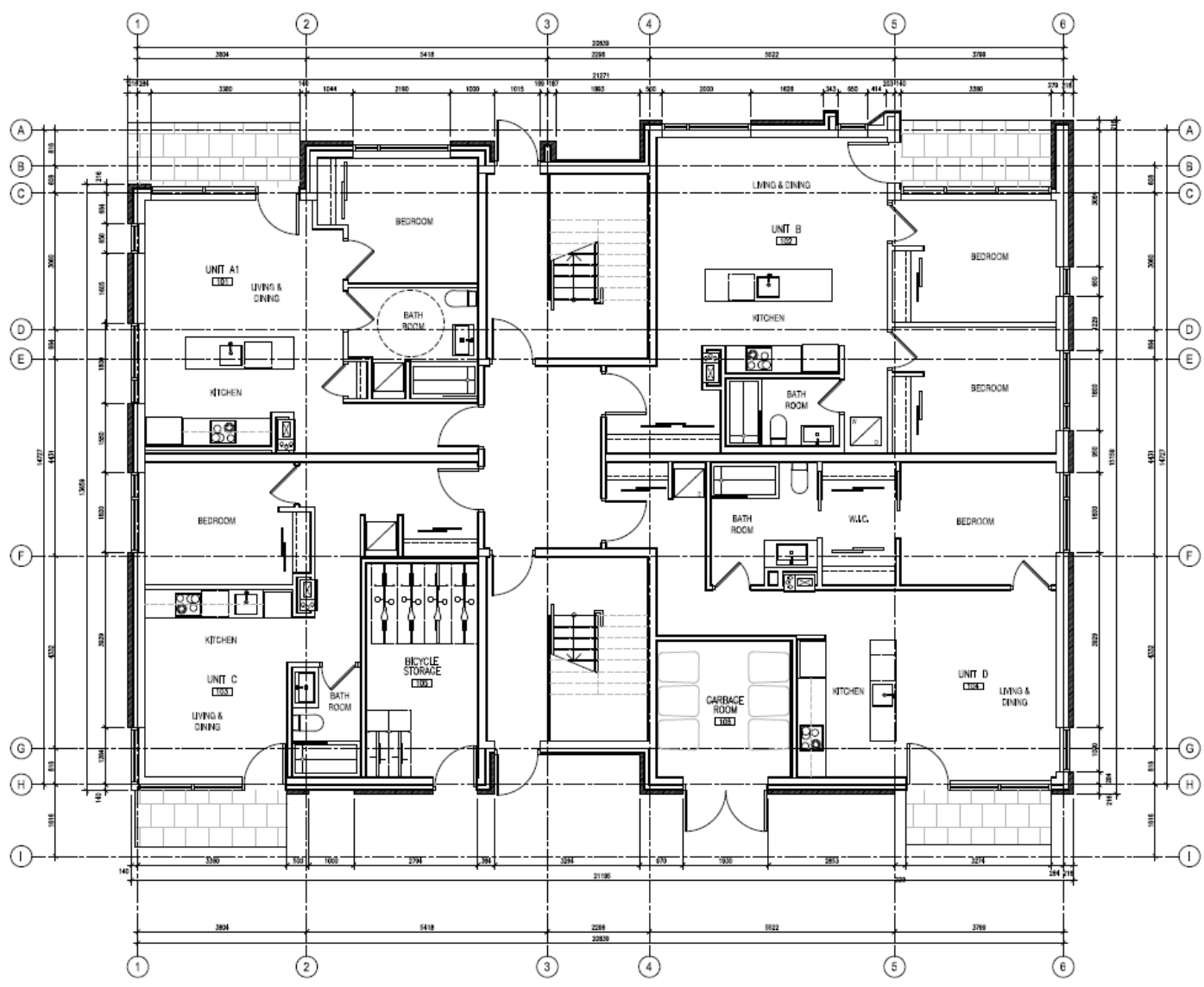
Appendix A – Preliminary Landscape Plan



Appendix B – Rendering of Proposed Building



Mark Avenue



Mark Avenue

