

# Planning Rationale

Proposed Rezoning at 970/974 Silver & 12771/1275 Shillington Ave.



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## 1.0 INTRODUCTION

This Planning Rationale has been prepared on behalf of Hive Capital in support of a Zoning By-law Amendment application for the properties at 970/974 Silver Street, and 1271/1275 Shillington Avenue. The purpose of this document is to assess the appropriateness of a proposed four-storey, low-rise residential development in the context of the surrounding community and the applicable policy and regulatory framework.

## 2.0 OVERVIEW

### 2.1 THE SUBJECT PROPERTIES

The subject properties (the “Site”) are legally described as Lots 91 and 92, plus part of Lots 147 and 148, Registered Plan 314, City of Ottawa. The site is located at the corner of Silver Street and Shillington Avenue.



*Exhibit 1: Site location, highlighted in blue*

The site has an area of approximately 2,787 m<sup>2</sup>, frontage of 30.48 m on Shillington, and frontage of 91.44 m on Silver. The site is currently occupied by four detached residential houses.



*Exhibit 2: Site, as viewed from the corner of Silver and Shillington*

## 2.2 LOCATION

The site is located adjacent to the Alexander Community Centre and Alexander Park. The surrounding area includes a mix of older single family homes, townhomes and interspersed low rise rental apartment buildings. Heights range from one to four storeys, and all buildings in the immediate context are under five storeys.

The proposed development is located within walking distance to the commercial shops along Merivale Road, WE Gowling Public School, and approximately 800m south of the Westgate Shopping Centre re-development.

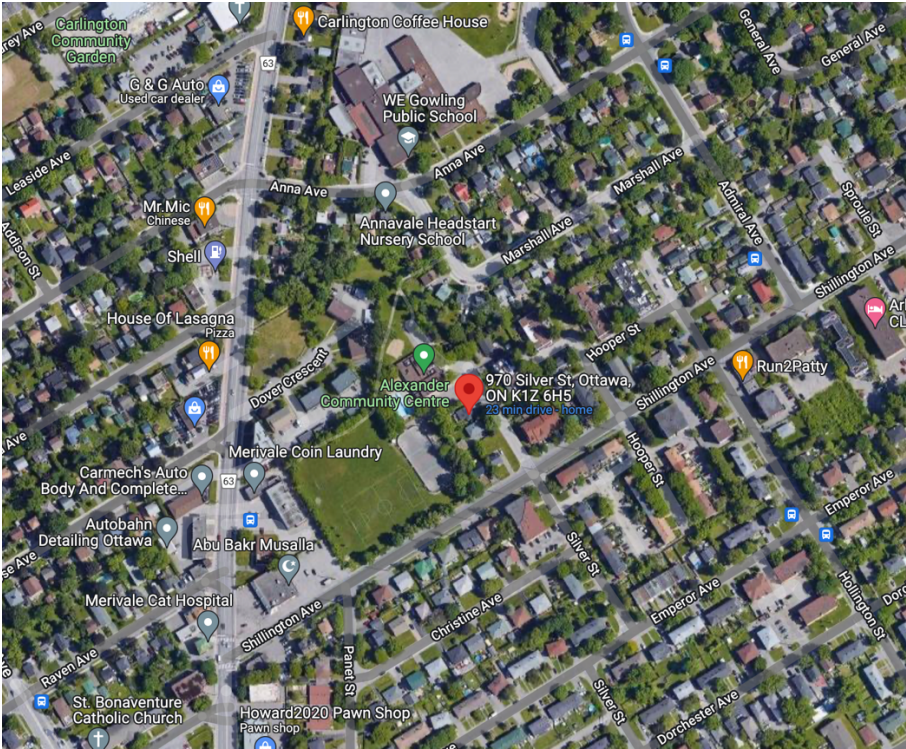


Exhibit 3: Satellite image of the site

## 2.3 COMMUNITY AMENITIES

The site has access to a number of community amenities, including:

- Alexander Community Centre,
- Alexander Park,
- Schools including WE Gowling Public School, St. Elizabeth Catholic School, St. Nicholas Adult High School, and Turnbull,
- Central Experimental Farm,
- Carlington Community Garden, and
- Several grocery and shopping options to the north and south.

## 2.4 TRANSPORTATION

### Roads:

The property is well-served by the existing road network. The site is located at the corner of Silver and Shillington and is less than 300m from Merivale Road. The site is also located in close proximity to the Queensway/Highway 417, providing convenient access to the west and east ends of the City.

### Transit:

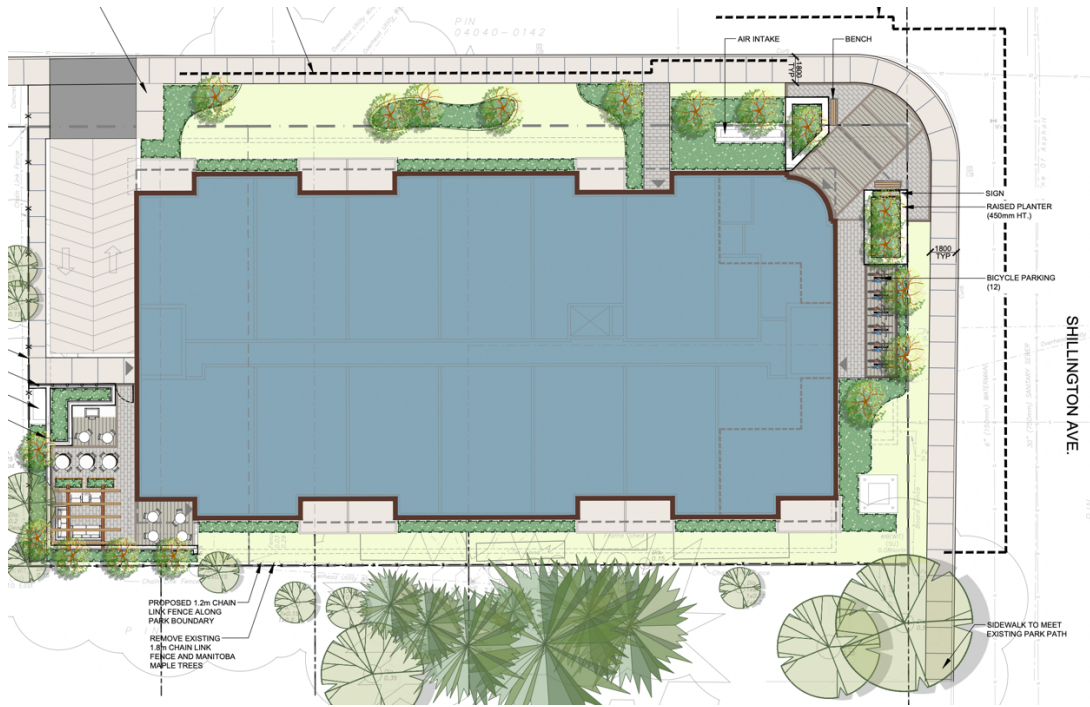
Existing OC Transpo bus routes 53, 80, 85, 86 and 89 are located within walking of the Proposed Development. The site is also less than 1 kilometre from two LRT Stations (site noted as a blue star).



Exhibit 4: OC Transpo bus service map, and proposed LRT Stations (in red)

## 3.0 DEVELOPMENT PROPOSAL

The Zoning By-law Amendment application seeks permission to construct a four-storey, low rise rental apartment building on this site. The proposed development will have 51 units, including one, one bedroom + den and two- bedroom suites. The main entrance to the building is proposed at the corner of Silver and Shillington Avenue. A sidewalk is proposed along both streets, to link building residents, and the larger neighbourhood, to the Alexander Community Centre and Alexander Park. A mix of hard and soft landscaping will line both streetscapes.



*Exhibit 5: Proposed Landscape plan*

The proposed development will have a variety of landscaped areas to soften the overall development while providing future residents with high-quality, usable amenity space. A total of 536.5 sq.m. of landscaped space is proposed, including 370.8 sq.m. of soft landscaping.

In response to the neighbourhood context, the massing of the building has been broken up by reducing the size of the fourth floor. Both façades include ample glazing and additional architectural details. The entrance to the parking garage is tucked away in the least prominent location to minimize visual and physical interruptions to the street. Significant landscaping is also provided along both façades in order to enhance the streetscape.



*Exhibit 6: Proposed Massing*

Parking will be accommodated in an underground parking garage, with access from Silver Street, and as far away from the street corner as possible. The parking garage will provide 45 parking spaces for residents, as well as 33 interior and 12 exterior bicycle parking spots. This provides secure bicycle parking for residents, and exterior spots for visitors.

The building is setback 5.0 m from the front lot line, a distance that respects the site triangle at the corner of Shillington and Silver. The main entrance adds visual interest to the corner, and provides resident access to a mailroom, elevator and a staircase.

Balconies and generous fenestration provide a connection to the street and further break up the visual mass of the building. Façade materials will be contemplated at the site plan control stage, and will take into account feedback from City design staff and the local community.

The front and side yards will be landscaped with a variety of perennial plantings. The existing trees will be removed in order to install the proposed sidewalk, which was identified as a community priority by City staff.

## 4.0 POLICY AND REGULATORY FRAMEWORK

### 4.1 PROVINCIAL POLICY STATEMENT (2014)

The Provincial Policy Statement (PPS) provides provincial policy direction on the efficient use and management of land and infrastructure. The PPS states that development should make efficient use of land, resources, infrastructure and public services and should support active transportation and transit [1.1.3.2]. It also indicates that Planning Authorities shall provide an appropriate range and mix of housing types and densities [1.4.3].

The proposed development intensifies an underutilized site in an area that is well served by infrastructure, transit and commercial and public services. It does so appropriately by building within the permitted envelope and designing the building in a manner that is generally compatible with surrounding uses.

A fundamental tenet 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. As a result, planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3].

### 4.2 CITY OF OTTAWA OFFICIAL PLAN 2003

The City of Ottawa Official Plan provides a vision and policy framework to guide future growth in the city. On Schedule B of the Official Plan, the site is designated 'General Urban Area'. This designation permits a broad range of uses and various housing types and densities with a built form that is predominantly low rise [3.6.1(1&3)].

The Plan indicates that intensification may occur in a variety of built forms, including low-rise, provided that compatibility objectives are met, and that denser development should be located in areas that support the rapid transit network [2.2.2(10)]. It also states that residential intensification will be assessed based on compatibility with the existing community and contribution to a full range of housing for a variety of demographic profiles [3.6.1(5)].

The City recognizes that there is a shortage of affordable housing and that even families with moderate incomes have difficulty finding affordable housing [2.5.2]. As part of their R4 Zone review, the City recognizes that the lack of affordability is being exacerbated by a deficiency of low-rise, multi-unit infill housing in established neighbourhoods. The proposed development will contribute to a wider range of household types, budgets and tenures in the Carlington area by providing one bedroom, one bedroom + den and two bedroom rental units.

The proposed development successfully achieves the following applicable objectives in Section 2.5.1 of the Official Plan:

- The design features a prominent corner treatment that recognizes its visibility.

- The proposed sidewalks will connect Alexander Park, and the Alexander Community Centre, to the rest of the neighbourhood.
- Plantings serve to enhance the streetscape, integrate the development to the surrounding neighbourhood, define the private realm, and enhance the pedestrian experience.
- Communal amenity space, located next to the park, is designed with the tenants in mind and will feature an outdoor gathering area, consisting of both hard and soft landscaping elements. The ground-oriented units will feature small patios accessible at grade to link residents with the rest of the neighbourhood.
- The subject property abuts only a park and the Community Centre. A 3.5 storey apartment dwelling, located across the street to the south, has no significant outdoor amenity areas or balconies. This reduces potential overlook concerns, and it is not expected that the proposed development will have adverse undue impacts on privacy.
- As a four storey building with modest density, the development will complement the surrounding buildings, which typically range from two (2) to four (4) stories and include townhouses and other apartment buildings.
- Underground parking serves to minimize the visual and environmental impacts of hard surface areas within the public realm.

As described above, the proposed development meets the policies of General Urban Area in the City’s Official Plan, including the Urban Design and Compatibility criteria in Sections 2.5.1 and 4.11.

### 4.3 CITY OF OTTAWA OFFICIAL PLAN 2021

The City of Ottawa’s new Official Plan, dated November 24, 2021 has been approved by Council, and forwarded to the Ministry of Municipal Affairs and Housing for a decision.

In the 2021 Official Plan, the site is located in the Inner Urban Transect, which is generally planned for mid to high density development, subject to proximity to transit and constraints in water, sewer and stormwater capacity [5.2.1]. Further, “Neighbourhoods within a short walking distance of Hubs and Corridors shall accommodate residential growth ... c) provides for a low-rise built form, by requiring zoning a minimum built height of 2 storeys, generally permitting 3 storeys, and where appropriate, allow built height up to 4 storeys” [5.2.4].

The site is also identified as an “evolving neighbourhood”, which applies to areas that are near Hubs and Corridors. This overlay, as stated in Section 5.6.1.1, specifies that the City will “generally be supportive of applications for low-rise intensification”.



*Exhibit 7: Proposed Evolving Neighbourhood Overlay (in purple)*



#### 4.4 CITY OF OTTAWA ZONING BY-LAW 2008-250

The site is currently zoned Residential Third Density, Subzone A (R3A) in the City of Ottawa’s Comprehensive Zoning By-law 2008-250. The application proposed to rezone the site to R4Y, to permit the construction of a low-rise apartment building.

The neighbourhood is currently a mix of R3A and R4UC zones, where the R4 zoning boundary is Shillington Avenue.



Exhibit 7: Existing Zoning

The R4 zone permits a wide range of residential uses including: apartment dwelling low- rise, detached dwelling, duplex and three dwelling units, semi-detached, stacked, multiple attached, and planned unit development.

The R4Y and R4UC zones are very similar in terms of permitted scale and setbacks, but the -UC sub-zone was deemed inappropriate because it does not permit lots larger than 1,070 sq.m., while this consolidated site has an area of 1,858 sq.m. The slight differences in the prescribed setbacks also make the R4Y zone a better fit for this site, and eliminate the need for variances.

It is worthwhile noting that the R4-UC subzone prescribes a minimum 25% of 2 bedroom units, while the R4Y has no such limitation. However, the proposed building contemplates 14 two-bedroom units, or 27% of total, so that the building can better address a wide variety of housing needs in the area.

SITE STATISTICS 970 Silver St. , 974 Silver St., 1271 Shillington Ave., 1275 Shillington Ave.		
ITEM	REQUIRED	PROVIDED
Zone	R3A Current	R4Y
Minimum Lot Area	1,400 sqm	1,858 sqm
Minimum Lot Width	n/a	30.48m
Maximum Building Height	16.0m	13.1m - 4 STOREYS
Front Yard	3.0m Min.	5.0m
Side Yard	Corner	3.3m
	Interior	3.3m
Rear Yard	3.0m Min.	7.5m
Building Footprint	Max. 1,800 sqm	1,102 sqm
Lot Coverage		59%
Number of Dwelling units		51 Units
Required Parking Spaces		45 Underground
Required Bike Racks	22.5 Required (0.5 Spaces/Dwelling)	33 Interior and 12 Exterior
Landscaping	Hard	165.7 sqm
	Soft	370.8 sqm

*Exhibit 8: Site Statistics*

## 5 SUMMARY OF SUPPORTING STUDIES

### 5.1 Geotechnical Investigation

A Geotechnical Investigation was prepared by Paterson Group, dated February 18, 2022. The report indicates that the Site is suitable for the proposed building, subject to instructions related to site grading and preparation, design and specified precautions.

### 5.2 Adequacy of Public Services

An Adequacy of Public Services Report was prepared by IBI Group, dated December, 2021. The report concludes that municipal water, wastewater and stormwater systems required to develop the proposed site plan are available. The conceptual servicing provided in the report demonstrates that the onsite servicing can be designed in accordance with MOE and the City of Ottawa's current level of service requirements.

### 5.3 Phase 1 ESA

A Phase 1 ESA was prepared by Pinchin, dated December, 2021. The report found that nothing was identified that is likely to have resulted in impacts to the soil and groundwater that would require the completion of a Phase Two ESA. As such, it is Pinchin's opinion that the Phase One ESA is suitable for filing for rezoning and site plan approval.

### 5.4 Tree Information Report

A Tree Information Report was prepared by CSW, dated February, 2022. The report proposes that 23 trees require removal to accommodate construction of the building and extension of services. Due to limitations identified in the geotechnical report, it is not possible to provide new tree planting on the site. Therefore, a number of large shrubs such as sumac and lilac have been proposed.

## 6.0 CONCLUSION

The proposed development achieves consistency with the intent of the Provincial Policy Statement and City of Ottawa Official Plan by proposing to intensify an underutilized site in an area that is well served by infrastructure, transit and commercial and public services and by contributing to a more diverse range of housing in the area.

Based on the conclusions identified above, approval of this zoning change is recommended as it meets the overarching policy direction, is appropriate within its context, represents 'good planning' and is in the public interest.

The information, opinions and recommendations presented in this report are in accordance with my present understanding of the project and the plans/reports available to me as of March 24, 2022.

Sincerely,

Jennifer Martens, BES, MBA

President, Farmhouse Investments Inc.