

Subject: Zoning By-law Amendment – 991 Carling Avenue

File Number: ACS2024-PRE-PSX-0002

Report to Planning and Housing Committee on 31 January 2024

and Council 7 February 2024

**Submitted on January 22, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Kitchissippi (15)

Objet: Modification du Règlement de zonage – 991, avenue Carling

Dossier : ACS2024-PRE-PSX-0002

Rapport au Comité de la planification et du logement

le 31 janvier 2024

et au Conseil le 7 février 2024

**Soumis le 22 janvier 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

**Personne-ressource: Jack Smith, Urbaniste I, Examen des demandes
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REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 991 Carling Avenue, to permit an extension of the existing on-site parking lot as a temporary use, for up to three years, as detailed in Document 2.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of February 7, 2024” subject to submissions received between the publication of this report and the time of Council’s decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d’approuver une modification du *Règlement de zonage* n° 2008-250 concernant la propriété située au 991, avenue Carling, en vue de permettre l’agrandissement du terrain de stationnement actuellement sur place comme utilisation temporaire, pour une période pouvant aller jusqu’à trois ans, comme l’explique en détail le document 2.
2. Que le Comité de la planification et du logement donne son approbation afin que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux “exigences d’explication” aux termes de la Loi sur l’aménagement du territoire, à la réunion du Conseil municipal prévue le 7 février 2024 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

991 Carling Avenue

Owner

Aga Khan Foundation Canada

Applicant

Q9 Planning + Design (attn: Christine McCuaig)

Description of site and surroundings

The subject property is situated on the north side of Carling Avenue, between Fairmont Avenue and Irving Place, approximately 200 metres east of the Ottawa Hospital Civic Campus. The subject property is bounded by a residential neighbourhood to the north, and a mix of commercial and residential uses to the east and to the west, along Carling Avenue. The Central Experimental Farm is located across the street, to the south of the subject property.

The site has a total land area of approximately 3,400 square metres, with 63 metres of frontage along Carling Avenue, 76 metres of frontage along Irving Place and 31 metres of frontage along Fairmont Avenue. There is an existing one-storey building and an existing surface parking lot containing 77 parking spaces exclusively used by Civic Hospital staff during daytime hours on weekdays. The existing building contains a community centre and place of worship, known as the Jamatkhana. The existing building and parking lot are proposed to remain.

Summary of requested Zoning By-law amendment

The existing Temporary Use By-law, which applies to the entire property, is identified in Exception number [2427] in the Zoning By-law. The purpose of this Zoning By-law amendment application is to permit another Temporary Use By-law to permit a temporary parking lot for an additional three years, with the same provisions and details as the Zoning By-Law Amendments approved in 2017 and 2020.

On November 8, 2017, City Council approved a Zoning By-law amendment to permit a Temporary Use By-law to permit a parking lot, for use by the Ottawa Hospital staff (Civic Campus) and for a period of three years. The rationale for the initial Zoning By-law amendment approval in 2017 was to provide parking for Ottawa Hospital (Civic Campus) employees, while the Civic Hospital Heart Institute was under construction.

Another Temporary Use By-Law, which extended the parking lot use for another three years, was approved by Council on March 10, 2020. At that time, the Ottawa Hospital had identified a continued need for the parking lot associated with the COVID-19 pandemic and other unforeseen demands on the hospital.

The current application seeks another Temporary Use By-Law to further extend the zoning permissions for an additional three years, until November 8, 2026, to allow Civic Hospital staff to use the existing temporary parking lot use while awaiting new parking facilities within the development of the new Civic Hospital Campus.

Staff understand that parking demands will be adequately addressed within the Campus' new facilities, as planned. Once the Campus is completed, staff further understand that there will be no additional need for this parking lot and, therefore, do not anticipate further applications for a Temporary Use By-Law at this location, unless construction of the Civic Hospital Campus parking facilities are delayed beyond November 8, 2026.

Finally, there are no physical changes proposed to the existing parking lot or building. However, staff understand from the applicant that the Owner intends to investigate the redevelopment potential of the subject property to better align with Mainstreet Corridor policies of the City's Official Plan, given the frontage along Carling Avenue and provided that there is no longer a need for the temporary parking lot use.

DISCUSSION

Public consultation

In accordance with the City's Public Notification and Consultation Policy, three signs were posted on the site and residents within 120 metres were notified of the proposal by mail. Local registered community groups were also notified.

Planning staff received 6 public comments, and comments from the Civic hospital Association regarding traffic, future development, site maintenance, support etc.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation(s)

The subject property is located within the Inner Urban Transect Policy Area, as per Schedule A of the Official Plan, which forms the neighbourhoods surrounding the downtown core representing both urban and suburban built form. Policy 5 of Section 5.2.1 states that this policy area is generally planned for mid- to high-density urban development forms, where no on-site parking is provided. Section 5.2.2 further prioritizes walking, cycling and transit instead of automobile use. Policy 1) d) of 5.2.2

prohibits surface parking as a main use of land, while Policy 3) of 5.2.2 places limitations on accessory surface parking.

The lands are designated Mainstreet Corridor as per Schedule B2 of the Official Plan. The Mainstreet Corridor designation has a planned function of supporting higher-density development along specified streets for which the designation applies to support the evolution of the area towards pedestrian and transit supportive uses. Mainstreet Corridor's permit a mix of residential, commercial, institutional and office uses, but at lower density than nearby hubs.

Furthermore, a permanent parking lot use that supports an off-site use is not supported by the long-term policies of the Official Plan. Section 4.1.4 provides policies which support the shift toward sustainable modes of transportation, through means such as minimizing and eliminating surface parking within areas, such as Mainstreet Corridors. However, Section 11.6 9) of the Official Plan does allow for the authorization of, by by-law, the temporary use of lands, buildings or structures for any purpose set out therein that would otherwise be prohibited by the City's Zoning By-law, so long as the use does not continue to the extent that it would contradict the policy objectives of this plan.

Planning rationale

Staff acknowledge that a parking lot supporting an off-site use (Hospital) is not the most desired use along a Mainstreet Corridor, despite the proximity between the uses. However, staff also acknowledge the short-term needs of the Ottawa Hospital and their employees and therefore support the request to continue the temporary parking lot use for an additional three years.

Although the timeframe associated with the previous Zoning By-Law Amendment request to permit a temporary parking lot use has expired, the Ottawa Hospital has identified a clear and continued need for the temporary parking lot use. Staff understand that this need is related to additional unforeseen demands placed upon the Hospital, while awaiting the completion of new parking facilities within the new Civic Hospital Campus. As the Campus is not yet complete and Ottawa Hospital employees require parking, staff can support the requested Temporary Use By-law.

The temporary parking lot use will continue to help alleviate on-street parking demands in the surrounding residential neighbourhood and there are no physical changes proposed to the existing parking lot or building.

Staff recommend that the extended Temporary Use By-law include similar provisions and details as the previously approved Zoning By-Law Amendments in 2017, and in

2020. The expectation is that the Ottawa Hospital's need for temporary off-site parking will cease when the hospital returns to normal operations and when the new parking facilities have been constructed.

In staff's opinion, continuing to permit a temporary parking lot use on the subject property for another three years will not preclude any gradual change in development which is expected to occur over time on properties along Carling Avenue (Mainstreet Corridor), or hinder the potential redevelopment of the subject property.

A Temporary Use By-Law is considered appropriate at this location. Staff do not anticipate that the parking lot use will continue to the extent that it would contradict the policy objectives of this plan and is, therefore, consistent with Section 11.6 9) of the Official Plan. As mentioned, staff fully expect this site to redevelop in consistency with applicable the Official Plan policies when the Ottawa Civic Hospital and their employees no longer require this temporary parking lot use.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

There are no rural implication associated with this report.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Jeff Leiper is aware of the application related to this report and provided the following comments:

Given the temporary nature of this request – and seeing as it is being sought to accommodate the needs of Civic Hospital employees until the completion of the new hospital – I do not have concerns about this extension. Having said that, in the longer term, I do think that is an appropriate site for redevelopment given its location along Carling Avenue, a designated Main Street Corridor in our Official Plan.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendation.

RISK MANAGEMENT IMPLICATIONS

Staff do not anticipate any risk implications associated with the recommendations in this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications for this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the recommendations of this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- “A city with a diversified and prosperous economy” – Given that this is a parking lot is meant to support Hospital employees, this amendment supports the economic vitality of the Ottawa Hospital and new Civic Campus economic district.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for making a decision on this application under the *Planning Act* will expire on February 22, 2024.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Site Plan

CONCLUSION

The Planning, Infrastructure and Economic Development Department can support the proposed Zoning By-Law Amendment to permit a temporary parking lot use for a period of three years ending November 8, 2026. The proposal is consistent with the Provincial Policy Statement (PPS), and Official Plan, given the temporary nature of the parking lot.

Staff acknowledge and understand the short-term needs of the Ottawa Civic Hospital and their employees and, therefore, support the Zoning By-Law Amendment request to continue the temporary parking lot use on the subject property for another three years.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.com)



The image shows the location of 991 Carling Avenue on the north side of Carling Avenue between Fairmont Avenue and Irving Place.

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 991 Carling Avenue is as follows:

1. Revise exception [2427] with provisions similar in intent to the following:
 - a. By amending Column V of Exception 2427 of Section 239 – Urban Exceptions, by replacing the text, “November 8, 2023.” with the text, “November 8, 2026.”

Document 3 – Consultation Details

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments.

Public Comments and Responses

Comment 1:

Request for more information related to site development which is being planned to take place once the requested 3-year zoning by-law amendment expires. Desire to be informed of any developments related to this file (subject property).

Response:

To staff's knowledge, there are currently no further development plans for the subject property. If any further development application is received, the community will be properly notified through the City's council-approved Public Notification process. The property owner could submit a *Planning Act* application to redevelop the lands, and this would be subject to public input, staff review and Council approval of the subsequent planning applications.

As noted in the staff Report, the subject property is designated Mainstreet Corridor within the Official Plan, which permits high-density development and a mix of uses in an urban form that would be considered allowable by policy.

Comment 2:

I support this proposal which will have low impact on the community, except for an increase in traffic on Old Irving Place and a lack of respect for the "no cut-through traffic" sign on Carling Avenue.

Response:

Staff do not anticipate any changes in traffic as there are no physical changes to the site being proposed. For example, there are no parking spaces being added or removed.

Comment 3:

What will be the length of this approval?

Response:

The maximum timeframe for a temporary zoning by-law is three years. This is consistent with the maximum allowed timeframe as per the *Planning Act*.

Comment 4:

What are the zoning restrictions that apply to this site? One day developers will be interested.

Response:

The subject lands are zoned R4UD[2427], and R1QQ[2427] within the City's Zoning By-law 2008-250, and generally permit low-rise residential uses. These zones also have site specific exception "2427" to permit use of the parking lot for use by the Civic Hospital staff, which the applicant is seeking to extend for an additional period of three years.

No further development proposals are currently being considered for the subject property. The owner could develop the lands in accordance with the Mainstreet Corridor Designation policies within the Official Plan, which permits high-density development and a mix of uses, but this would be subject to public input, staff review and Council's approval of subsequent planning applications.

Comment 5:

It should be noted that the AKFC Planning Rational mis-represented some relevant facts relating to the use of 991 Carling Avenue. Specifically:

1. The use of the parking lot as an ad hoc recreational space for local youth. Prior to weekday use for parking, the lot was regularly used for road hockey, skateboarding, learning to ride a bike, etc. It was not unused.
2. The lack of staff parking at the Carling Campus of the Ottawa Hospital is entirely of the hospital's own making. A recent addition at the eastern end of the hospital was erected at the cost of many parking spots. Similarly, the recent Heart Institute expansion appears to have been conceived and approved without consideration of its impact on the neighbourhood. While both additions may be of benefit to the broader Ottawa community, it is the immediate local community that bears the traffic and parking consequences.
3. Parking alternatives are available. There are many more spaces available in lots in the Agricultural Farm that are closer to the hospital. Now that work-from-home arrangements are more prevalent within the public service, could these spaces be considered as half of this lot is typically empty during the average workday? Additionally, the Ottawa Hospital runs a regular shuttle service which,

until recently, would shuttle hospital staff to parking lots elsewhere in the agricultural farm. While some lots may no longer be available, the concept and the infrastructure to use more remote parking is viable and has been used in the past.

4. To accommodate daily use, the parking lot is now cleared of snow at night, typically after midnight, during the snow season. This removal is now performed by construction scale equipment, generating substantial noise during normal sleep hours. Prior to use as a parking lot by the hospital, this snow clearing was performed during the workday, by pickup trucks and smaller scale equipment and with substantially less disruption to the immediate community.

With regards to the parking lot's impact on the immediate community there are three factors that I would ask to be considered and remediated before continuation of the by-law amendment be approved:

1. Since the parking lot's use by hospital staff, there has been a marked increase in the incidence of biohazard waste, specifically used facemasks, rubber gloves and other similar refuse.
2. Traffic access to and from Fairmont Avenue is a regular and routine occurrence despite commitment in the original proposal and as indicated in the Application Site Plan (dated 2023-11-01) that that was not to be the case. Pylons installed to stop such access have been repeatedly driven over and removed, sometimes by the contracted snow removal services. No attempt to replace the pylons has been undertaken in the past several years likely owing to their regular removal. Surface painting indicating the route is not a throughfare are ignored by the parking lot user community. This breach represents an ongoing traffic and pedestrian risk to the public using Fairmont Avenue, has been identified as such by city planning staff as indicated in the Plan but is not being effectively achieved. A more permanent solution or more diligent enforcement is likely necessary.

Should the continued use of 991 Carling Avenue as a parking lot for the benefit of Carling Campus hospital be approved, I ask that these clarifying facts be recognized and that the two hazards that this parking lot represent to the community be mitigated.

Response:

The applicant is applying to extend the permissions until such time that the Civic Hospital Campus is constructed, and parking considerations are addressed. Staff understand that this requirement for parking at this location will cease once the Campus is completed.

The subject lands are in close proximity to the Civic Hospital and contains an existing parking lot which can adequately accommodate Hospital staff with no further physical changes being proposed. The continued use of the existing parking lot will continue to alleviate on-street parking constraints within the nearby neighbourhoods.

Maintenance of the site, such as clearing of debris, and snow removal, is done at the discretion of the owner and is outside the scope of this Zoning By-Law Amendment application. The applicant has been made aware of these comments for their consideration.

Comment 6:

Maintain the area as a parking lot or low-rise building only, please.

Response:

No further development proposals are currently being considered for the subject property. The owner could develop the lands in accordance with the Mainstreet Corridor Designation policies within the Official Plan, which permits high-density development and a mix of uses, but this would be subject to public input, staff review and Council's approval of subsequent planning applications.

Positive Public Comments:

Comment 7:

We are in agreement with the proposed extension to the existing temporary zoning to support both the Ottawa Civic Hospital and the Aga Khan Foundation Canada.

Comment 8:

We are one of the 5 homes that directly abut this property. As such we're the only homes immediately impacted by this proposal. We would hope this has a greater effect/bearing on the proposal. We are 100 per cent in agreement with this extension and fully support the continued use of this space as a parking lot.

Civic Hospital Neighbourhood Association Comments:

The Civic Hospital Neighbourhood Association (CHNA) appreciates the opportunity to provide input to the request for an extension to the existing temporary zoning by-law amendment to permit a parking lot which is currently being used during day-time hours by Civic Hospital staff through a previously approved temporary zoning by-law amendment.

CHNA requests that the extended temporary use by-law includes the same provisions and details as the existing approved permissions granted in 2017 and again in 2021.

These provisions and details include:

- The parking lot will not be available to the hospital staff outside of the requested hours of 6 a.m. – 5 p.m., with limited movement in and out during the day.
- The rezoning will be directly tied to the parking lot being used exclusively for the Ottawa Hospital staff and not for the general public.
- The parking lot modification that currently blocks traffic from entering and exiting via Fairmont Avenue should remain in place.
- The current access onto Carling Avenue should be maintained for use as a right-in/rightout access.
- Signage at the entrance and exit from Irving Place currently directs traffic south towards Carling Avenue and indicates that there are no north-bound movements permitted. The signage should remain in use.
- Additional spaces are not to be constructed for this proposal as the request is to simply use the existing facility.

These provisions and details help to mitigate disruption to nearby residents and to reduce additional traffic burdens on the adjacent residential streets.

Response:

The applicant has indicated that parking by staff will only occur on weekdays in the daytime, and the zoning exception is explicit in identifying that the parking is for Civic Hospital staff. No changes in signage or permitted traffic movements are proposed as part of this Zoning Amendment, and no physical changes to the parking lot are proposed. For example, there are no parking spaces being added or removed.

Document 4 – Site Plan

