

Subject: Zoning By-law Amendment – 16 Anna Avenue and 1160 Carling Avenue

File Number: ACS2025-PDB-PSX-0014

**Report to Planning and Housing Committee on 5 February 2025
and Council 12 February 2025**

**Submitted on January 15, 2025 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

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Ward: River (16)

**Objet : Modification du Règlement de zonage – 16, avenue Anna et 1160,
avenue Carling**

Dossier : ACS2025-PDB-PSX-0014

Rapport au Comité de la planification et du logement

le 5 février 2025

et au Conseil le 12 février 2025

**Soumis le 15 janvier 2025 par Derrick Moodie, Directeur, Services de la
planification, Direction générale des services de la planification, de
l'aménagement et du bâtiment**

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Quartier : Rivière (16)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 16 Anna Avenue and 1160 Carling Avenue, as shown in Document 1, to permit a day care in the existing detached dwelling and to consider the properties one lot for zoning purposes, 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 12, 2025, 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 2008-250* visant le 16, avenue Anna et le 1160, avenue Carling, des biens-fonds illustrés dans le document 1, afin qu’une garderie puisse occuper une habitation isolée et que les propriétés soient réputées ne constituer qu’un seul lot aux fins de zonage, comme l’expose 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 greffe 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 12 février 2025 », 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

16 Anna Avenue and 1160 Carling Avenue

Owner

Kincar Community Children's Inc. ("The Children's Place")

Applicant

Fotenn Consultants

Description of site and surroundings

The site is located at the southwest corner of Anna Avenue and Carling Avenue. The site is comprised of two (2) properties: 16 Anna Avenue and 1160 Carling Avenue. In total, the site has an approximate area of 1,070 square metres with 42 metres of frontage along Anna Avenue and 25 metres of frontage along Carling Avenue. At 1160 Carling Avenue, there is a one and a half storey, 159 square metre day care that is operated by the Owner, The Children's Place. There is an associated parking area for the day care with six parking spaces used for staff parking and client pick-up/drop off. At 16 Anna Avenue is a one and a half storey, approximately 131 square metre detached dwelling that has been used for storage for approximately 20 years. Vehicle access for both properties is provided from Anna Avenue.

The surrounding properties consist of institutional, residential and commercial uses. North of the site across Carling Avenue is the Royal Ottawa Mental Health Centre and a long-term care home, Royal Ottawa Place. Immediately east of the site at 1150 Carling Avenue is a day care also operated by The Children's Place and a used car dealership. To the south is the Carlington neighbourhood which is characterized by detached and semi-detached dwellings with some low-rise apartment buildings. West of the site is a restaurant and detached dwellings fronting Carling Avenue.

The site is well serviced by public transit with a sheltered bus stop located directly in front on 1160 Carling Avenue. The site is connected to the city's transit system by three bus routes: the #55 Elmvale/Westgate, #80 Tunney's Pasture/Deakin and Auriga and #85 Gatineau/Bayshore.

Summary of proposed development

The proposed development is an infant day care with a Gross Floor Area of 62 square metre within the existing detached dwelling building at 16 Anna Avenue. The remainder of the building would be used ancillary areas such as storage, laundry and washrooms. The Owner, The Children's Place, is a 24-hour day care provider that cares for children

aged six weeks to 12 years old. Through the conversion of 16 Anna Avenue into a day care, The Children's Place will be able to expand its day care business at the Carling Avenue/Anna Avenue intersection. Vehicle parking would be shared by two properties. A total of two vehicle parking spaces are required for entire site under the Zoning By-law. However, there is additional space to accommodate up to nine parking spaces, including three compact spaces.

Summary of requested Zoning By-law amendment

The two (2) properties, 16 Anna Avenue and 1160 Carling Avenue, each have their own zoning. The property at 16 Anna Avenue is zoned Residential First Density Zone, Subzone O (R1O). The R1O Zone is intended to restrict development to detached dwellings. The R1O Zone permits home-based day cares, which need be operated within a principal residence. It does not list day care as a permitted use, referring to day cares that are not required to be located within a residence.

The property at 1160 Carling Avenue is zoned Arterial Mainstreet Zone, Subzone 10, Urban Exception 2196, Maximum Height 11 metres (AM10 [2196] H (11)). The AM Zone is intended to promote intensification and permit a range of commercial, residential and institutional uses. Day care is a permitted use in the AM Zone. The AM10 Subzone includes additional provisions related to urban design. Urban Exception 2196 applies to multiple properties along Carling Avenue and prohibits commercial uses including bar, theatre, nightclub and funeral home among others.

To create a uniform zoning between the two properties that are under the same ownership and could be redeveloped in the future as one, larger parcel it is proposed that the properties be considered one lot for zoning purposes and be rezoned to AM10 together.

The amendment also proposes to address the existing zoning non-compliance of the buildings through the creation a new site-specific exception. The existing buildings, accessory parking, driveways, yards, and landscaping do not comply with current zoning by-law. These conditions pre-date the current zoning by-law, including the AM10 Subzone requirements related to built form. The deficiencies specifically pertain to the minimum requirements for building frontage, rear yard setback, building height, transparent glazing of the façade, driveway aisle width, landscaping buffers around a parking lot and the location of active entrances. The site-specific exception is proposed to provide relief to the site as it exists today; any future development would be required to comply with current zoning by-law. Further, the exception would enable the properties to be considered as one lot for zoning purposes and carry forward the prohibited uses

listed by Exception 2196. The existing building height maximum of 11 metres is also proposed to remain.

The requested Zoning By-law amendment proposes to rezone the properties to Arterial Mainstreet Zone, Subzone 10 with a site-specific exception and height limit of 11 metres (AM10[XXXX] H(11)) with provisions as follows:

- Consider 16 Anna Avenue and 1160 Carling Avenue one lot for zoning purposes;
- Continue prohibiting the following uses: amusement centre, amusement park, bar, cinema, funeral home, museum, nightclub, recreational, athletic facility and sports arena and theatre.
- Despite anything to the contrary, deem the buildings, accessory parking, driveways, yards and landscaping existing as of 12 February 2025 to comply with Zoning By-law.

In November 2004, Council rejected a proposed Zoning By-law Amendment which sought to permit a day care at 16 Anna Avenue. The decision was based off concerns about traffic, land use compatibility, and the loss of a residential dwelling unit.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

Five residents commented to express concerns with the application. The concerns included the loss of an affordable residential unit, potential encroachment of future development into the existing residential neighbourhood and impacts on privacy and pedestrian safety.

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

Official Plan designation

The subject lands are designated as Mainstreet Corridor in the Inner Urban Transect (Schedule A).

It is intended that the Inner Urban Transect transition from a suburban to an urban pattern of built form. Corridors within the Inner Urban Transect are generally planned for mid- to high-density development. Corridors support the growth of 15-minute neighbourhoods by providing residents access to a full range of services within walking distance from home or which are accessible by frequent transit.

Along Mainstreet Corridors, a mix of residential and non-residential are permitted which can integrate as part of a dense, mixed-use urban environment. Further, development must provide an appropriate transition in height, land use, site design and development character through the site to where the Corridor designation meets abutting designations.

Other applicable policies and guidelines

The Official Plan directs for the creation of healthy, walkable 15-minute neighbourhoods. Such neighbourhoods are well-connected places with a mix of uses including licensed childcare facilities, services, employment, and a range of housing options. Development can contribute to 15-minute neighbourhoods while supporting Gender and Racial equity by providing local amenities that advance more -gender equitable environments that are accessible without requiring a personal vehicle. As part of advancing gender equity, the Official Plan identifies that providing adequate and accessible licensed childcare near where people live, and work supports women's ability to participate in the workforce and in public life.

The site is along the City's planned rapid transit network as it is adjacent to a future Light Rail Transit (LRT) station planned at the Anna Avenue and Carling Avenue intersection (Schedule B2).

The City of Ottawa's Urban Design Guidelines for Development Along Arterial Mainstreets are also applicable to this project. These guidelines have been created to foster compatible development that will contribute to the current and planned character of the street, promote comfortable pedestrian environment, create attractive streetscapes, achieve high quality-built form, accommodate a broad range of uses and establish a strong street edge along the mainstreet.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law Amendment application was not subject to the Urban Design Review Panel (UDRP) process because no new buildings are being proposed by the application.

Planning rationale

Mainstreets Corridors in the Inner Urban Transect shall provide residents with access to a full range of services within walking distance from home as part of promoting the creation of 15-minute neighbourhoods (Policy 5.2.1.4). During the creation of 15-minute neighbourhoods, the provision of accessible, licensed childcare facilities can advance the Official Plan's Gender and Racial equity goals. This can be done by locating childcare facilities near where women live and work, thereby enabling them to fully

participate in the work force and public life (Policy 2.2.5.4). The proposed zoning amendment contributes to the goals of 15-minute neighbourhoods by adding a new day care facility to the community that is accessible by foot and planned rapid transit. The Official Plan directs for Corridors to create a mixed-use, dense urban environment that includes non-residential and residential uses (Policy 6.2.1.3). Development along Corridors is required to consider transition in height, land use, site design and development character through the site to where the Corridor designation meets abutting designations (Policy 6.2.1.2). By considering the properties one lot for zoning purposes, the proposed amendment will result in uniform zoning for the two properties, allowing them to be redeveloped in the future together as a larger parcel. Inner Urban Corridors are planned mid- to high-rise development (Policy 5.2.1.3). Assembling a larger parcel where intensification is planned represents good planning because it could provide more space for transition to neighbouring properties. The site's location at the outer edge of the neighbourhood makes it suitable for future redevelopment to serve as a transition between the higher densities envisioned along Carling Avenue and the low-rise neighbourhood to the south.

Overall, the amendment will bring the current buildings, accessory parking, driveways and landscaping into zoning compliance to enable the properties to continue functioning as they exist today. No integration issues between the new day care and the existing neighbourhood are expected because it will operate within an existing detached dwelling in conjunction with The Children's Place's other day cares in other buildings at the corner. The amendment would provide relief only to the buildings and structures as they exist today. Any future development would be required to comply with the current zoning by-law.

The proposed development conforms to the Official Plan as it increases the availability of childcare services within the community, is complementary to The Children's Place's existing facilities and is compatible with surrounding uses.

In summary, the proposed Zoning By-law amendment meets the intent of the relevant policies and contains appropriate zone provisions to permit the proposed development. The proposed amendments are appropriate to support the new day care while providing zoning permissions for current and future development and represent good planning.

Provincial Planning Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2024 Provincial Planning Statement.

RURAL IMPLICATIONS

There are no rural implications for this report.

COMMENTS BY THE WARD COUNCILLORS

Councillor Riley Brockington:

“I am aware of the staff report and recommendations and am supportive of the application.

My office reached out to all households of Anna Avenue (Carling to Crerar), an abutting business on Carling Avenue, the Royal Ottawa Hospital and the Carlington Community Association.

A resident indicated that when this was pursued 20 years ago, local support was not forthcoming.

Another resident has expressed concerns with commercial creep into the residential community.

As this application does not involve a new development, rather, permission to use the existing (underutilized) building for childcare purposes, a critical need in our city, I will support this application.”

Adjacent Ward Councillor Jeff Leiper is aware of the application and has no concerns.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications to this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations in this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

The development is proposed to take place within the existing building at 16 Anna Avenue. If extensive renovations are proposed, then the works will be required to meet the accessibility criteria contained within the Ontario Building Code.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with the recommendations in this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Has a diversified and prosperous economy.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for making a decision on this application under the *Planning Act* will expire on February 25, 2025.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

CONCLUSION

The proposed development introduces a day care use in a manner which conforms with the Official Plan. The Zoning By-law Amendment is recommended for approval.

DISPOSITION

This section outlines which departments are responsible for completing the tasks required in order to implement Council's direction and communicate Council's decisions. It should include who needs to be advised of Council's action, who will advise (City Clerk or the originating department), if the decision needs to be communicated to the public (if so, if there is a communication plan) and if a by-law is required to implement Council's decision (if so, Legal Services should be contacted).

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.

The Planning, Development and Building Services Department will prepare an implementing by-law and forward it 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

The site is located at the southwest corner of Anna Avenue and Carling Avenue.



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-24-0070	25-0116-X	16 avenue Anna Avenue, 1160 avenue Carling Avenue	
I:\CO\2025\ZKP\Anna_16_Carling_1160			Area A to be rezoned from AM10[2196] H(11) to AM10[xxxx] H(11) Le zonage du secteur A sera modifié de AM10[2196] H(11) à AM10[xxxx] H(11)
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY</small>			Area B to be rezoned from R10 to AM10[xxxx] H(11) Le zonage du secteur B sera modifié de R10 à AM10[xxxx] H(11)
<small>©Les données de parcelles appartient à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE</small>			Mature Neighbourhoods Overlay (section 139) Zone sous-jacente de quartiers établis (article 139)
REVISION / RÉVISION - 2025 / 01 / 27			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 16 Anna Avenue and 1160 Carling Avenue:

- 1) Rezone the lands as shown in Document 1;
- 2) Add a new exception xxxx to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - a) In Column I, Exception Number, add the text “xxxx”
 - b) In Column II, Applicable Zones add the text “AM10[xxxx] H(11)”
 - c) In Column IV, Prohibited Uses, add the text:
 - Amusement centre
 - Amusement park
 - Bar
 - Cinema
 - Funeral home
 - Museum
 - Nightclub
 - Recreational and athletic facility
 - Sports arena
 - Theatre
 - d) In Column V, Provisions, add the text:
 - The lands zoned AM10 [xxxx] H(11) are considered one lot for By-law purposes.

- Despite anything to the contrary, buildings, accessory parking, driveways, yards and landscaping existing as of [DATE OF BY-LAW PASSING] are deemed to comply with the Zoning By-law.

Document 3 – Consultation Details

Notification and Consultation Process

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

Five residents commented against the application.

Public Comments and Responses

Comment:

Approval will result in the loss of an affordable dwelling unit.

Response

The loss of a single potential dwelling unit within a detached dwelling is anticipated to have a minimal impact on the city's overall affordable housing supply. Further, since 16 Anna Avenue has been used for storage by the Owner since it was purchased approximately 20 years ago, the proposed development will not result in the displacement of a residential tenant.

Comment:

There is the potential for negative impacts to be created when the site is redeveloped in the future, e.g., loss of privacy as a result of increased building height, increased vehicle traffic and stormwater management issues.

Response:

City staff will conduct a comprehensive review of any redevelopment proposals upon receipt of a Planning Act application, including a review on privacy, servicing, and transportation impacts. Until such an application is submitted, staff are unable to comment on the potential impact of a proposal.

Comment:

Concerned about the encroachment of a future commercial redevelopment on Anna Avenue.

Response:

Staff are unable to comment on a redevelopment application prior to its receipt. However, the Mainstreet Corridor designation in the City's Official Plan encourages intensification at the site and mandates that the built form provide a transition between the Corridor and the surrounding low-rise areas.

Comment:

The current parking layout negatively impacts pedestrian safety and further congests the activity associated with day care drop off/pick up.

Response:

Staff have reviewed the screening form and determined that a Transportation Impact Assessment was not required and have determined the development is acceptable from a transportation perspective.

Comment:

Approval of the application will set a precedent for redevelopment along Carling Avenue where corner lots are consolidated with interior lots on side streets and as a result encroach on existing neighbourhoods.

Response:

Carling Avenue is designated as a Mainstreet Corridor in the City's Official Plan. This designation can extend to adjacent lots based on their average depth. The Official Plan requires that a transition between the Corridors and the surrounding low-rise areas is provided by development.

Community Organization Comments and Responses

Not received to date.