

FOTENN

WESTGATE SHOPPING CENTRE PHASE I – SITE PLAN CONTROL





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1.0 INTRODUCTION

Fotenn Consultants Inc. has been retained by RioCan to prepare a Planning Rationale and Design Brief in support of a Site Plan Control application for the land municipally known as 1309 Carling Avenue (Westgate Shopping Centre) in Kitchissippi Ward of the City of Ottawa. Based on architectural plans prepared by Roderick Lahey Architect Inc. (RLA), the intent of this Planning Rationale and Design Brief is to assess the proposed development against the applicable policy and regulatory framework, provide a design analysis and determine whether the proposal is appropriate for the site and compatible with the existing and planned development and the surrounding community.

1.1 Application History

In 2015, an Official Plan Amendment and Zoning By-law Amendment application was submitted by Fotenn Consultants on behalf of RioCan Management for the lands at 1309 Carling Avenue ('the subject property' or 'the site'). The applications proposed the adoption of the Westgate Secondary Plan, with site-specific policies and zoning to enable the redevelopment of the lands based on a phased development that would enable greater building heights and densities. The intent of the applications was to facilitate the development of a mixed-use community in response to the development and intensification goals of the Transportation Master Plan and City of Ottawa Official Plan. The Westgate Secondary Plan and Zoning By-law Amendment were approved by Council (without any appeals) and have been in-effect since May 2017.

The current Site Plan Control application proposes minor changes to the site layout and building elevations from the original concept plan. While the Phase 1 Site Plan reflects a change in tower orientation, it maintains zoning compliance.



Figure 1: Subject Property (outlined in blue) with limits of Phase 1 (outlined in orange)

The subject property, known municipally as 1309 Carling Avenue, is located in the Carlington Neighbourhood of the City of Ottawa. More specifically, the site is located south of Highway 417 and north of Carling Avenue. The property is irregular in shape and has an area of 368 992m² with 220 metres of frontage along Carling Avenue and 213 metres of frontage along Merivale Road. The property has limited vegetation and is currently occupied by the Westgate Shopping Centre and surface parking.

The subject property is located in close proximity to several community amenities including parks, a community centre, the Civic Hospital, educational centres, the Central Experimental Farm and commercial uses. More specifically, the site is located in proximity to the future rapid transit, and is currently well-served by the City's transit and road network. Carling Avenue is identified as a 'Transit Priority Corridor' such that the intersection of Carling and Kirkwood Avenue and Carling Avenue and Merivale Road have been identified as the locations for future rapid transit stations, providing the platform for the redevelopment of the site, as noted in both the Official Plan as well as the Westgate Secondary Plan.

Currently, the subject property is developed with a one-storey shopping centre with a second storey office portion at the east end, a stand-alone restaurant (Monkey Joe's) located on the southeast corner of the lot fronting Carling Avenue. For the purposes of this application, Phase 1 aims to redevelop the restaurant pad at the corner of the site (Monkey Joe's).

2.1 Surrounding Area

/ North

Located within the site is the remainder of the Westgate Shopping Centre. Further north of the Westgate Shopping Centre is Highway 417, Hampton Park and NCC-managed open space and the community of Hampton Park, and Westboro.



Figure 2: View looking North at Westgate and beyond

/ East

Directly east of the site is a Hydro utility plant, further to this is the Ottawa Civic Hospital campus and the Experimental Farm, along with a low-rise residential subdivision.



Figure 3: View looking East along Carling Avenue

/ **West**

Directly west of the subject site is surface parking associated with the Westgate Shopping Centre (future POPS), and 1335 Carling Avenue, a 6-storey office building. Further west are several low- to mid-rise commercial or office use buildings beyond Kirkwood Avenue. South-west of the subject site are low- to mid-rise buildings, along with a low-profile residential neighbourhood.



Figure 4: View looking West along Carling Avenue and Highway 417

/ **South**

To the south of Carling Avenue are mid- to high- rise buildings with associated surface parking currently used for residential and hotel uses. Beyond these uses is the existing low-rise neighbourhood of Carlington and located further towards the south is the Experimental Farm. The City of Ottawa has received several development applications for lands to the south of Carling Avenue.



Figure 5: View looking South

2.2 Public Transit

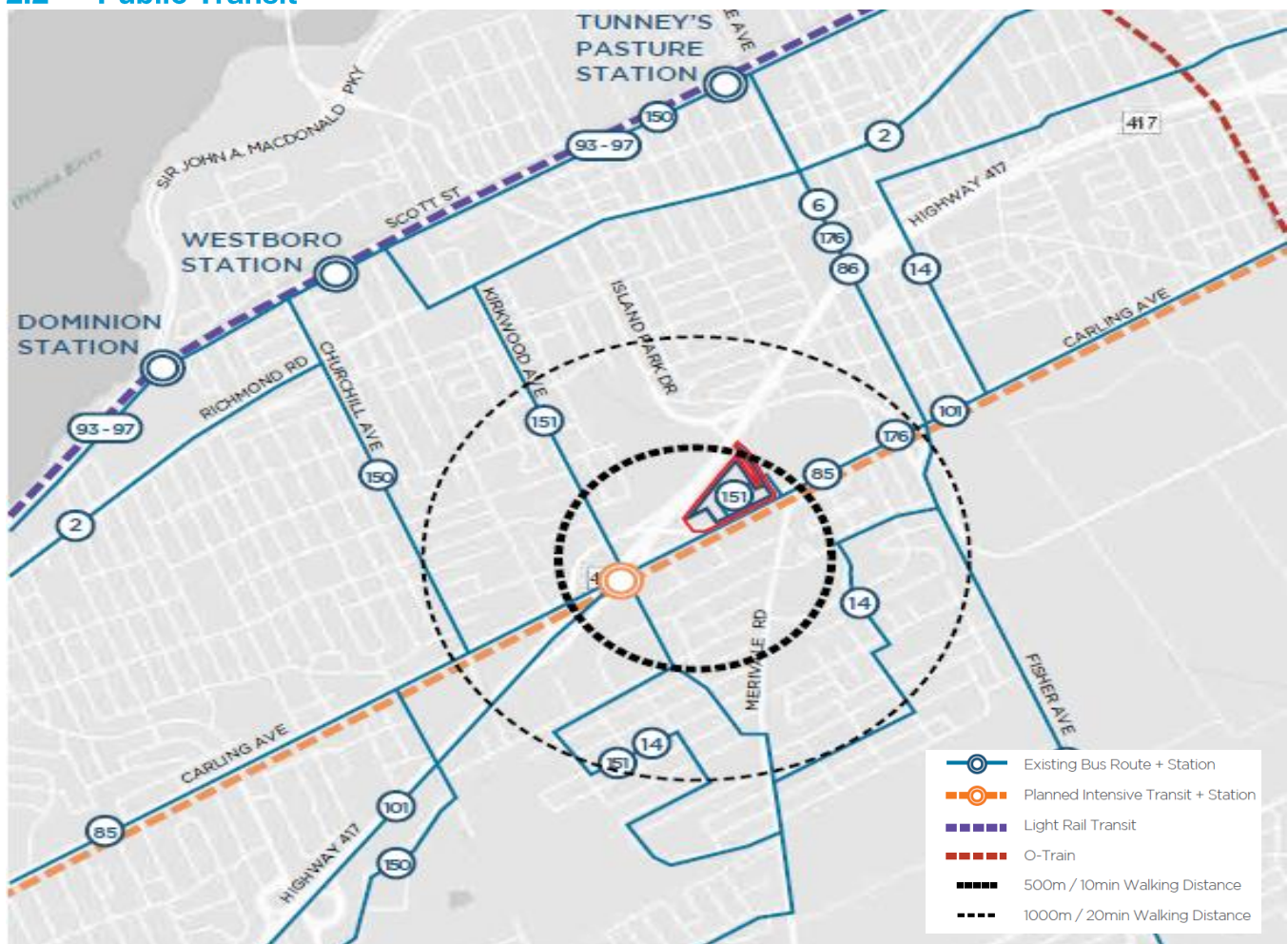


Figure 6: Snapshot of Public Transit in area

As shown in the figure above, the subject property is well-served by public transit being located in close proximity to a variety of transit stops. Within a 1000 metre radius of the subject properties are six (6) existing bus routes that extend across the urban area. Carling Avenue has been identified as a 'Transit Priority Corridor' with a planned transit station in proximity to the site.

2.3 Urban Road Network

The subject property is well served by the existing road network. As shown in Figure 7, the property is framed by two arterial roads (Merivale Road and Carling Avenue). The property is in close proximity to other arterials, including Fisher and Kirkwood Avenue. These roads are designed to carry large volumes of traffic over large distances. In addition, the subject property is in close proximity to an interchange for Highway 417, the major east-west Highway crossing the City.

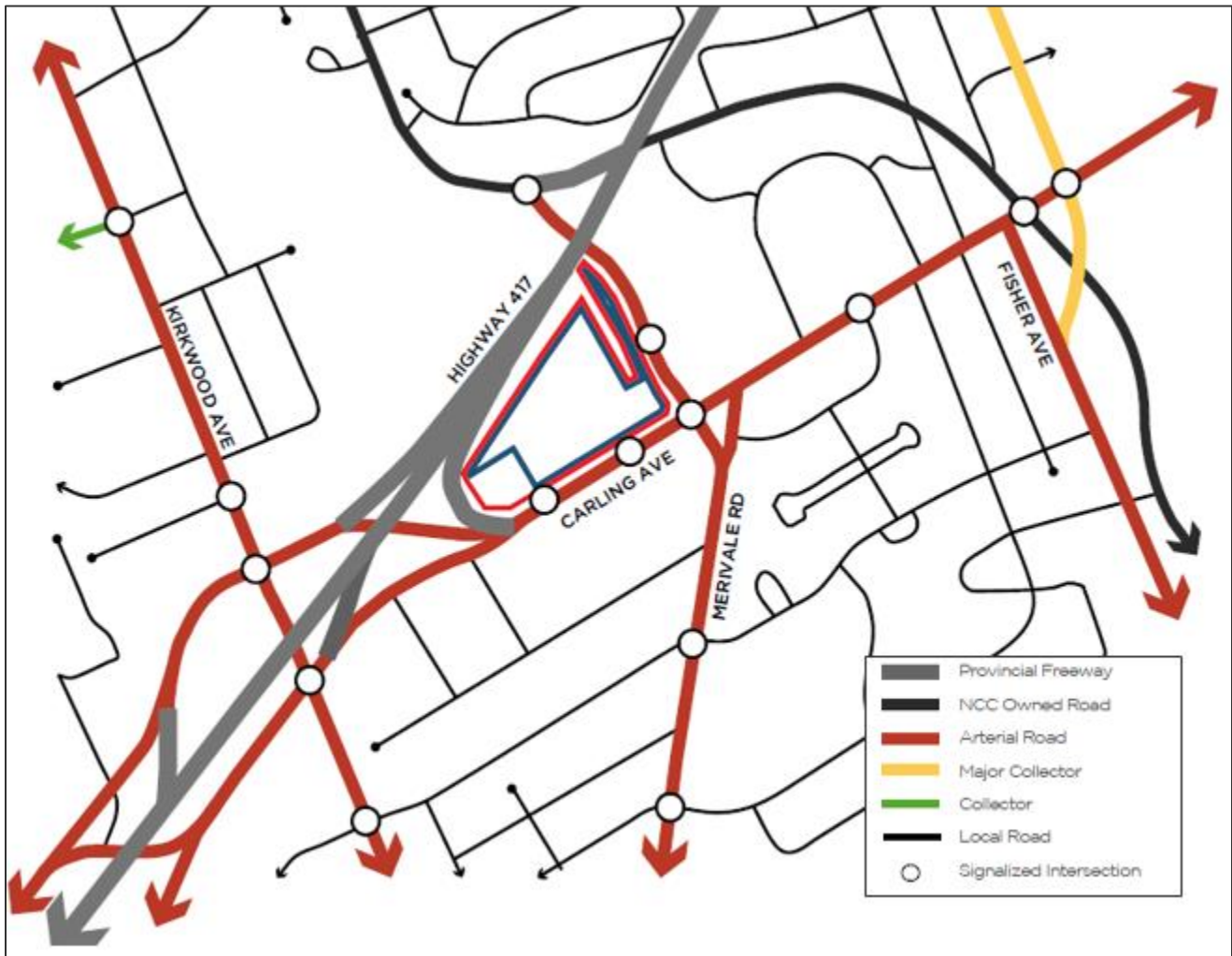


Figure 7: Road Network in proximity to the Subject Property and the Surrounding Area

3.0 PROPOSED DEVELOPMENT

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Figure 8: Ultimate Build-out for the Westgate Lands (certain elevations have been modified as noted below)

RioCan Management has submitted a Site Plan Control application to permit the development of a 24-storey mixed-use building on the subject property. The mixed-use building will be comprised of ground-floor commercial/retail and 216 residential dwelling units above. As envisioned in the Westgate Secondary Plan, the building will include a four-storey podium and a 20-storey tower. The tower orientation has been modified from the original concept design in the Secondary Plan by rotating the tower 90 degrees. Riocan has chosen this new orientation to minimize residential views to the Hydro installation to the east.

The proposed development consists of a 11,664 m², 24-storey building with commercial/retail units on the ground floor, a 4-storey podium with residential units, and the residential tower. The building will have four (4) levels of underground parking with access from Merivale Road. The residential uses will include a mix of studio, one (1) and two (2) bedroom apartments for a total of 216 units. In addition to private balconies, communal amenity space will be located at-grade and on the rooftop of the 5th floor. The mixed-use building supports and will contribute to an active frontage along Merivale Road and Carling Avenue, with glazing and articulation of the building façade. The building podium will be stepped back after the 2nd storey on the north, east and south elevations, while the tower will be subject to further stepbacks above the 4th storey.

The proposed mixed-use building features a separate recessed residential entry along Carling Ave, while also being accessible from Merivale Road through the parking garage. The commercial units will be accessible from various points along Carling Avenue as well as the interior of the site. The entrance to the residential parking garage, surface parking and bicycle storage will be accessed from the interior of the site, along Merivale Road,

using an existing access/egress. Access is also provided from Carling Avenue, using the existing signalized intersection. Overall, the proposed Phase 1 mixed-use building is consistent with and implements the vision set out in the Westgate Secondary Plan.

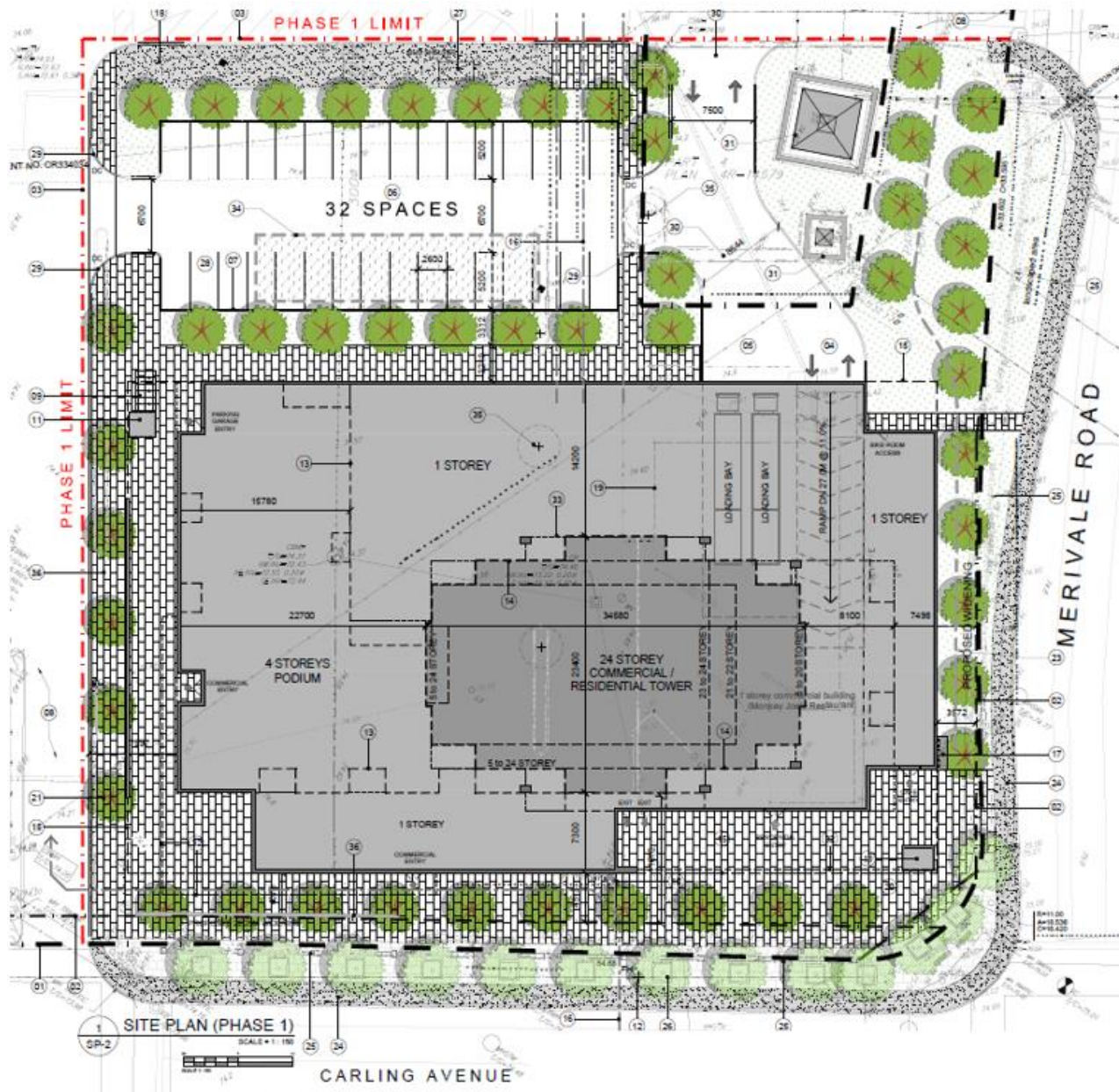


Figure 9: Site Plan

The proposed mixed-use building replaces a stand-alone restaurant and surface parking along the Arterial Mainstreet. As a result, the development will dramatically improve the public realm and streetscape along Carling Avenue and Merivale Road by creating an active street edge with a built form consistent with the City's policy directions. The proposal will support the neighbourhood by contributing to a wide mix of uses, while simultaneously creating a continuous street elevation along both Carling Avenue and Merivale Road.

4.1 Introduction

The Design Brief has been prepared in conjunction with the Planning Rationale to help illustrate how the development will work with its existing and planned context, improve its surroundings and also to demonstrate how the proposal supports the overall goals of the Official Plan and the relevant design guidelines. The following design analysis has a dual function: to assist the owners in substantiating the design justification in support of the proposal, and to assist staff and the public in the review of the proposal.

Section 2.5.1 of the City of Ottawa Official Plan, provides high-level policy direction on Urban Design and Compatibility. Generally speaking, urban design deals with details relating to how buildings, landscapes and adjacent public spaces look and function together. There are various design objectives to meet and to apply to all new designs and these considerations act as a stimulus for the development proponent to further the City's design objectives.

Built form was identified as a key design consideration by the City of Ottawa and, therefore, the proponent has responded by integrating the following design objective and principles of Section 2.5.1., including:

- / To create distinctive places and to appreciate local identity in patterns of development, landscape and culture;
- / To reflect a thorough and sensitive understanding of place, context and setting;
- / The recognition that every building is part of a greater whole that contributes to the overall coherency of the urban fabric;
- / To encourage a continuity of street frontage by infilling empty spaces between buildings and the building and the street edge;
- / To address the relationship between buildings and between buildings and the street;
- / The integration of the new development to complement and enliven the surroundings;
- / To complement the massing patterns, rhythm, character, and context;
- / To achieve a more compact urban form over time; and
- / To maximize opportunities for sustainable modes of transportation, including walking, cycling and transit;

As noted in the City's Official Plan, there are many ways to achieve the design policies, objectives and principles in the Plan. The following provides a design analysis and narrative on how the proposed high-rise infill building has been shaped in response to the local context and the existing site conditions.

4.2 Building Transition and Massing

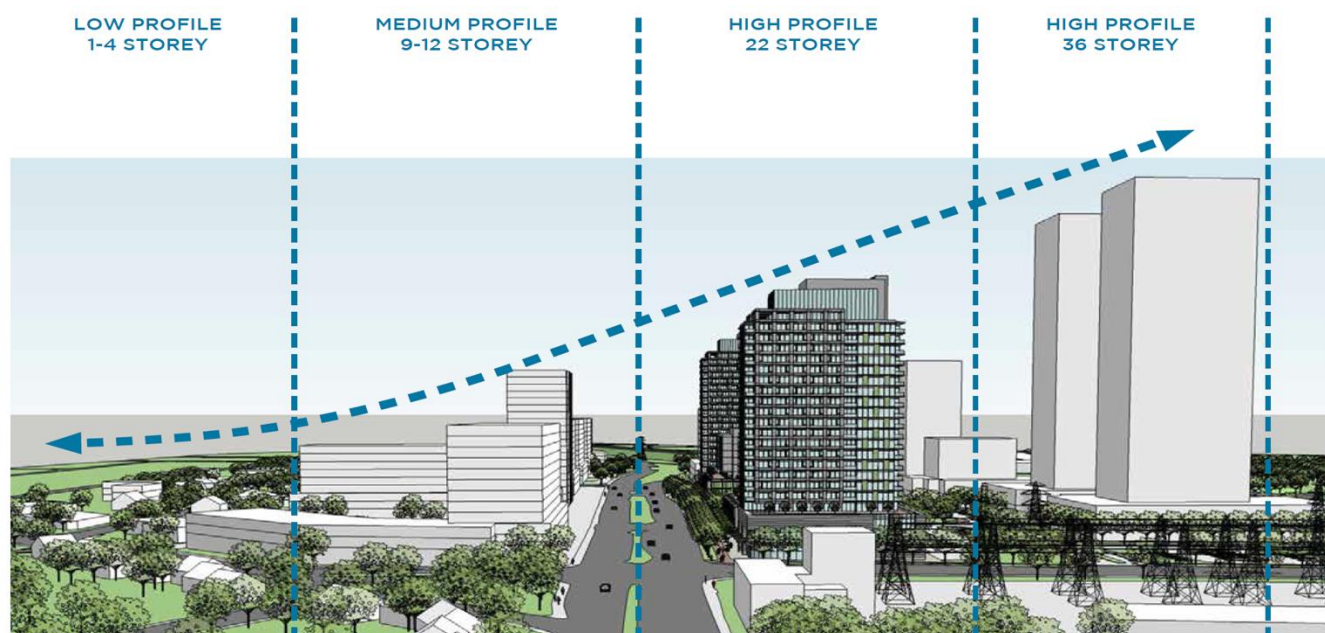


Figure 10: Transition in Built Form



Figure 11: Ultimate Build-out of Westgate Lands

The proposed building's massing has been shaped to respect and reflect the surrounding context and planned function of the area as an Arterial Mainstreet and a Transit Priority Corridor. The massing of the building was contemplated in conjunction with the Official Plan Amendment and Zoning By-law Amendment process and established through the vision and objectives of the Westgate Secondary Plan. The proposed 2 to 4 storey building podium will create a strong street edge, while defining the tower from the remainder of the building. The residential building includes balconies on all sides to create visual interest through building and architectural articulation, all the while providing private amenity space. Additional rooftop communal amenity space is located on the 5th storey and at-grade. The massing and overall design of the building is sensitive relative to the existing and planned residential buildings south of Carling Avenue, providing a transition between Phase I and the future 36-storey buildings to the north of the site identified in Phase III.



Figure 12: Proposed Phase 1 Mixed-Use Building

The front or south-facing façade of the building along Carling Avenue features entrances to both commercial units, and the residential building. Landscaping is being proposed along Carling Avenue to reconstitute the public realm and create a more pleasant environment for pedestrians at-grade. In addition to landscaping along Merivale Road, the east-facing façade includes a generous amount of glazing to create and support activity at the corner of the site.

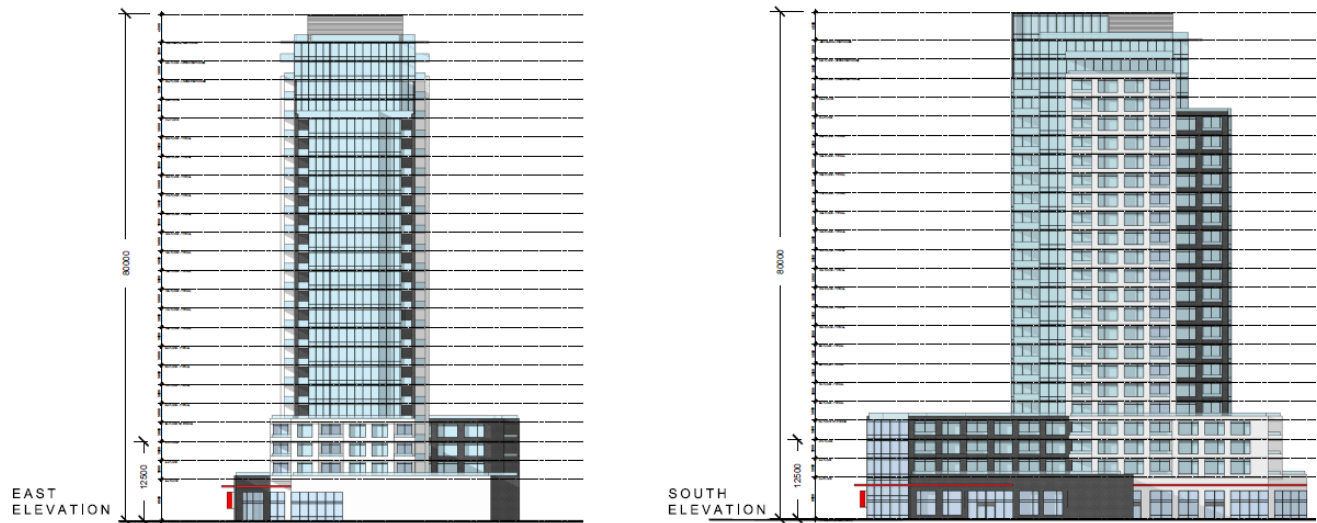


Figure 13: East and South Building Elevations

The north façade of the building features access/egress to the underground parking levels, as well as to the short-term surface parking and loading areas. The west façade of the building will include an entrance to a 1,969.5m² retail/commercial unit, along with landscaping to be used as amenity space at-grade.

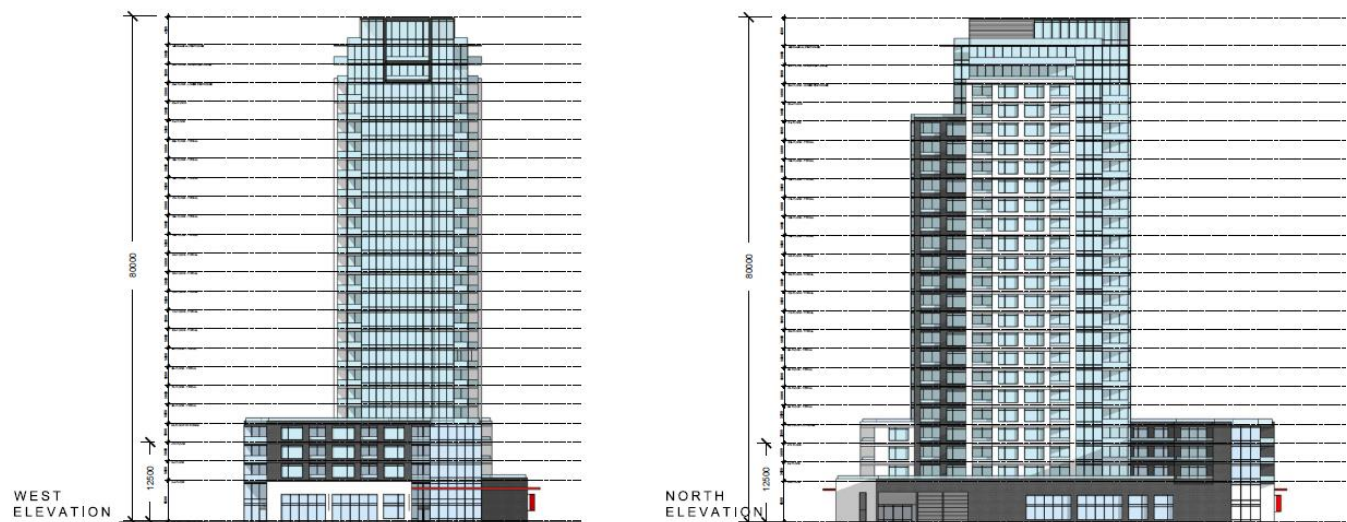


Figure 14: North and West Building Elevations

The overall massing of the building has been designed to be consistent with the City's Guidelines for High-Rise Housing. The high-rise building is composed of three distinct parts to break up the building height and mass, including a base, middle and a top. The clearly defined podium serves to break down the scale of the building at street level (base) with the employment of varying materials, including fenestration. The tower portion is also heavily glazed to maximize natural lighting to residential units and to provide visual interest through architectural expression and articulation. The use of balconies helps to create this effect, while the inseting and projecting of balconies contribute to the additional privacy of personal amenity spaces. The top of the tower integrates the roof-top mechanical equipment into the design and massing of the upper floors. This portion of the tower is

distinct from the middle and will contribute to the overall character of the city skyline by creating a new focal point.

4.3 Streetscape and Public Realm

4.3.1 Streetscape



Figure 15: View looking East on Carling Avenue

The proposed development includes improvements along the public right-of-way, including Carling Avenue and Merivale Road. The inclusion of new street trees and an active ground floor contribute to a more pleasant and walkable street along both frontages. The treatment of south-west and south-east corner of the podium provides more visual transparency, creating a safer feel for pedestrians in the area. The continuous street edge, including the wide sidewalks, will contribute to an animated streetscape. Further, the streetscape will be extended interior to the site along the west elevation and will be integrated with the future POPS. Lastly, the building's architectural articulation and expression also provides visual interest at both the street-level.

Further greening along the perimeter will contribute to an improved streetscape, enhancing the pedestrian realm along the right-of-way. The design of the access/egress to parking garage has been located away from the Mainstreet, avoiding any interruptions in the active frontage, creating a more appealing pedestrian environment with less opportunity for pedestrian/vehicular conflicts.

4.3.2 Relationship to the Public Realm

The podium features a 6.5m commercial storey, fostering an attractive public realm, providing both visual permeability and connection to interior uses visible from the street. The street trees provide natural shading and a buffer between pedestrians and traffic.

The first storey maintains a low-profile built form that responds directly to the pedestrian experience at-grade, reinforcing the policy direction and goals of the Arterial Mainstreet designation and Secondary Plan. The relationship with the public realm is further supported through the building stepback at the 5th storey, assuring the building height respects the scale of the area. The fenestration included throughout the building, but particularly at-grade, reinforces 'eyes on the street' and safety for pedestrians moving through the area. The building has been purposely designed to reinforce the street-edge along both street frontages, but to also contribute to the changing character of the area.



Figure 16: View looking North, illustrating an improved Public Realm

Overall, the building responds to the planned context as well as surrounding properties, reinforcing the goals of the Westgate Secondary Plan by animating Carling Avenue and Merivale Road. The design and location of the Phase 1 tower allows for a transition between Carlington south of Carling Avenue and the future phases of the shopping centre re-development.

4.3.3 Materiality

The proposed building is primarily composed of charcoal brick articulation, red siding accents and glazing on store-fronts and throughout the tower. The façade of the podium along all sides of the building, but more specifically Carling Avenue, is heavily fenestrated to create a positive relationship between the building and the streetscape. The tower is fenestrated to increase natural light for its residents, while the variety of material creates visual interest in the podium and tower.

4.3.4 Landscaping

As shown on the Landscape Plan, trees lining the existing sidewalk, along with decorative trees are proposed to act as a separation between the various modes of transportation and as a visual buffer. The addition of trees and shrubs along Merivale Road will act as a visual interest along a blank wall. Landscaping on the perimeter of the commercial and retail parking area will contribute to a more enjoyable public realm as the additional phases of the site continue to develop, creating a buffer between the development, parking and vehicular circulation area and pedestrian amenities.

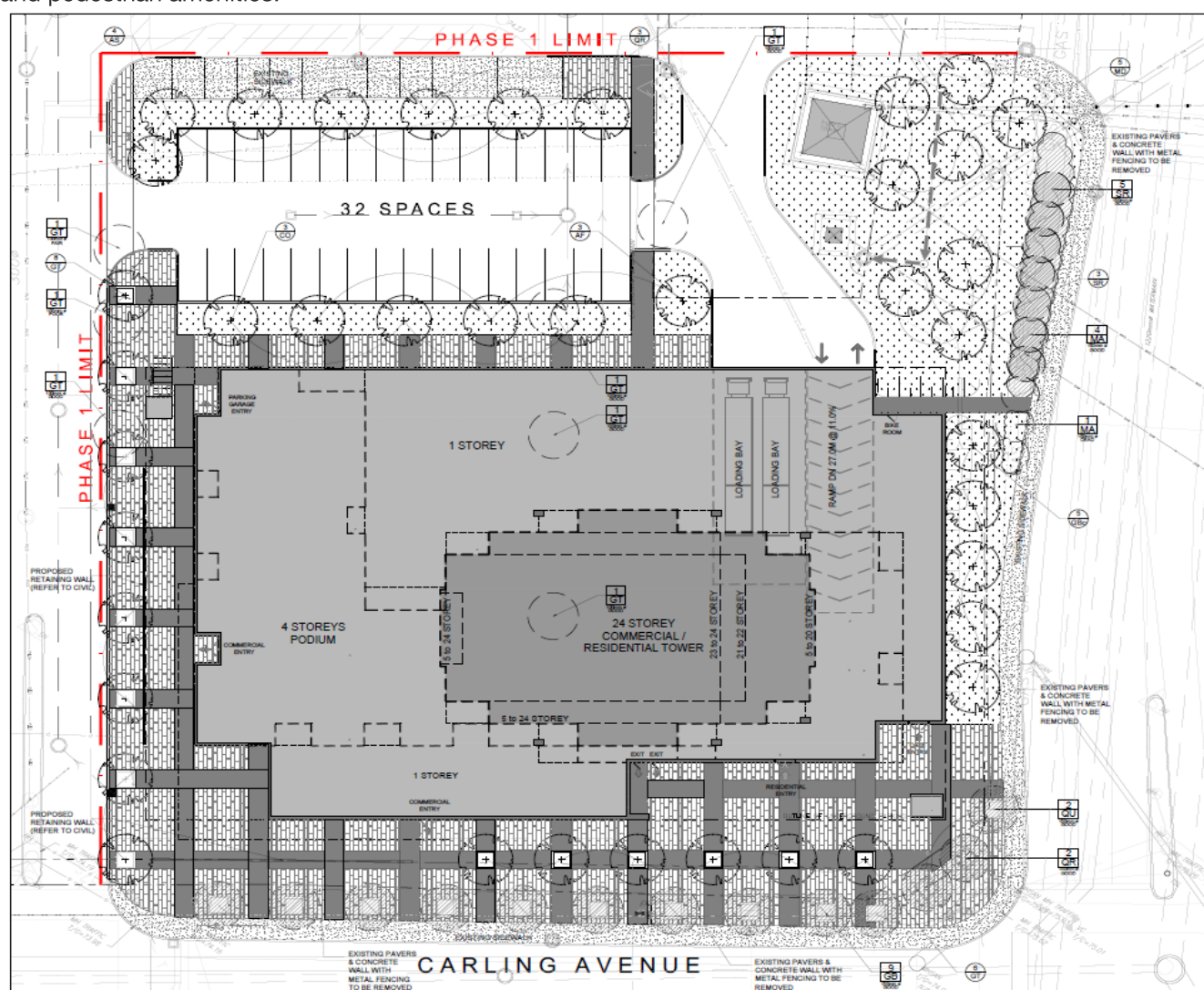
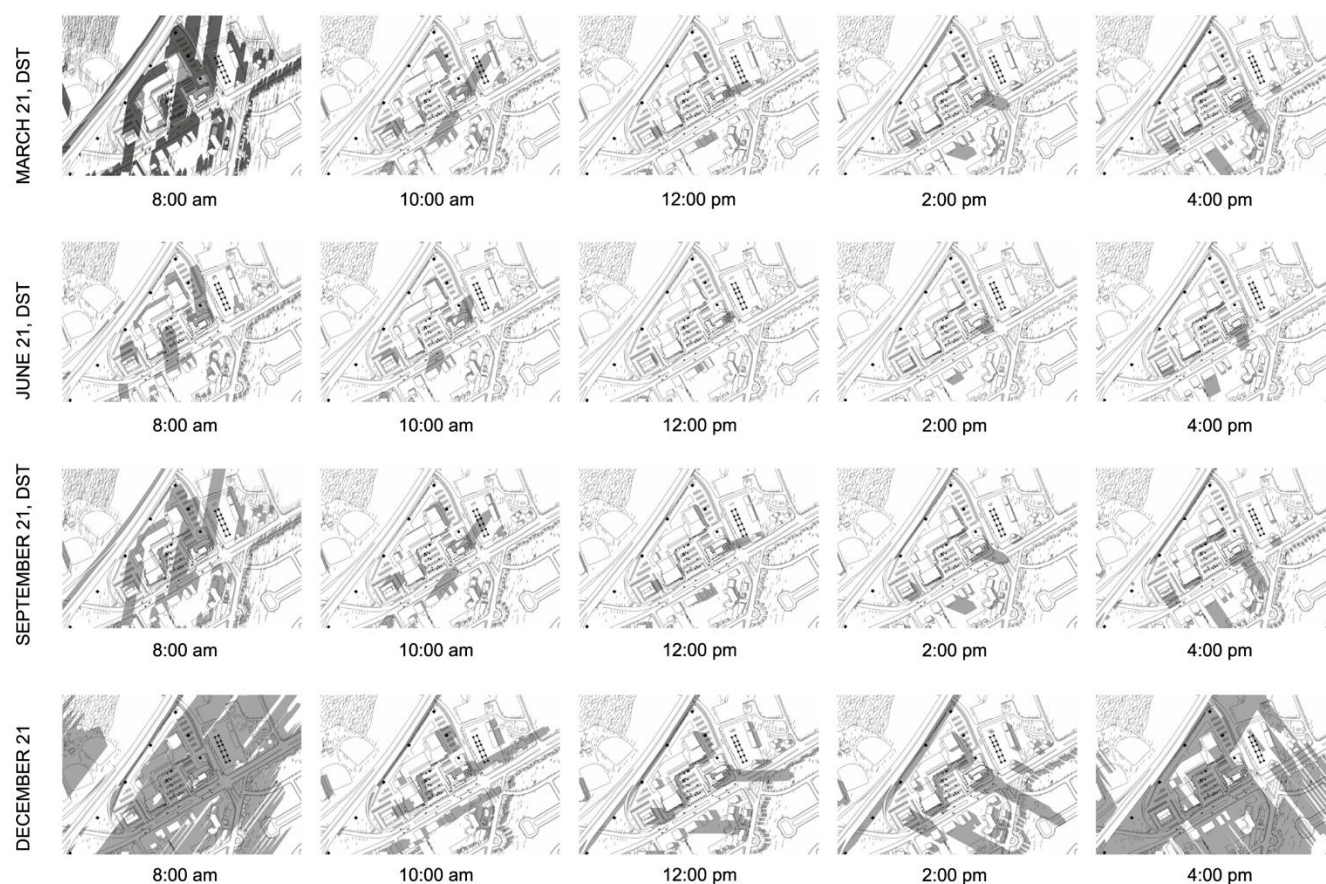


Figure 17: Landscape Plan

4.4 Shadow Analysis

The following shadow analysis illustrates the shadowing impact of the proposed building and design:



Given the site location and the slender nature of the tower, this development will create minimal shadowing impacts on surrounding properties. The majority of the shadowing impacts will affect the Hydro installation east of the site, where there are no residential uses planned.

POLICY AND REGULATORY FRAMEWORK

5.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act in April 2014. It provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS emphasizes the intensification of built-up areas in order to promote the efficient use of land and existing infrastructure and public service facilities to avoid the need for unjustified and uneconomical expansion. To achieve this goal, planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3]. In addition, the proposed development meets the following Provincial Policy interests:

- / Promotes efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term [1.1.1 (a)];
- / Accommodates an appropriate range and mix of residential, employment, recreational and open space uses to meet long-term need [1.1.1 (b)];
- / Promotes cost-effect development standards to minimize land consumption and servicing costs [1.1.1 (e)];
- / Improves accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society [1.1.1 (f)];
- / Proposes a land use pattern within a settlement area that has densities and a mix of uses which efficiently use land and resources and that is appropriate for, and efficiently uses, the infrastructure and public service facilities which are planned or available, that support active transportation and are transit-supportive [1.1.3.2 (a)]; and,
- / Identifies and promotes and opportunity for intensification and redevelopment [1.1.3.3].

Policy 1.1.3.4 states that appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding risks.

Policy 1.4.3 requires that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents to meet the social, health and well-being requirements of current and future residents, as well as all forms of residential intensification and redevelopment. Additionally, the policy requires directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs.

Section 1.6 of the PPS pertains to sewage, water and stormwater. Policy 1.6.6.2 states that municipal sewage services and municipal water services are the preferred form of servicing for settlement areas and that intensification and redevelopment within settlement areas on existing services are to be promoted.

Policy 1.6.7.2 of the PPS requires that efficient use of existing and planning infrastructure shall be made. Policy 1.6.7.4 further specifies that a land use pattern, density and mix of uses should be promoted to minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

Policy 1.7.1 states: long-term economic prosperity should be supported by optimizing the long-term availability and use of land, resources, infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities; Maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets; Promoting the redevelopment of brownfield sites and minimizing negative impacts from a changing climate.

Policy 1.8.1 states that planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which:

- / Promote compact form and a structure of nodes and corridors;
- / Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas; and,
- / Improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

The proposed Westgate Shopping Centre redevelopment is consistent with the policies of the Provincial Policy Statement. It proposes an efficient, cost-effective pattern of development, capitalizes on an intensification opportunity within the City, and anticipates future needs of the community in which it is located. This site possesses significant development potential in an area where infrastructure and public service facilities are available and have capacity. Due to its location, the development supports active modes of transportation and will also support the expansion of the Transit system. Given the existing and planned context, the redevelopment will be compatible with and support long-term transit in the area. Lastly, the redevelopment of an underutilized parking lot on a brownfield site is consistent with the policies of the Provincial Policy Statement.

5.2 City of Ottawa Official Plan (2003, as amended)

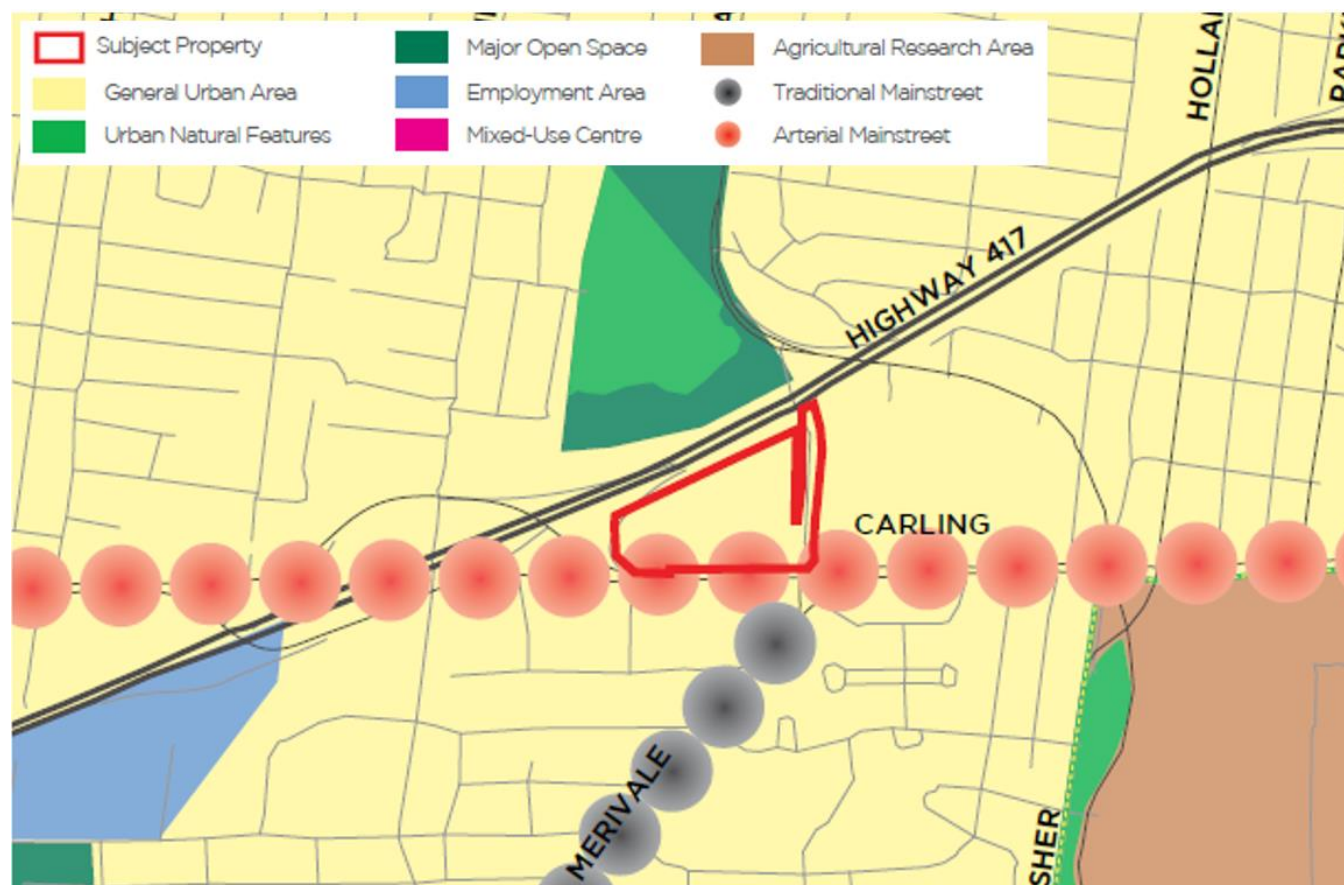


Figure 18: Schedule B of the City of Ottawa Official Plan (subject property outlined in red)

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

Ottawa's population is projected to grow by up to 30 percent by 2031. The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. In other words, the City is striving to create 'complete' communities in which residents do not need to drive for everyday activities and where jobs, shopping, recreation and social activities lie within walking or cycling distance.

More specifically, the Official Plan pursues strategic directions in four key areas, three of which are relevant to the proposal:

1. Managing Growth
 - a) The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently, including development on previously underutilized lots;
 - b) Growth in the urban area will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.
2. Transportation
 - a) The City will provide direction and policies to guide the day-to-day transportation program in the Transportation Master Plan;
 - b) Directions related to parking strategies have been outlined in the Official Plan to meet intensification requirements and the Transit Priority Network.
3. Creating Liveable Communities
 - a) The City will provide opportunities to increase the supply of affordable housing throughout the rural and urban areas;
 - b) Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing and places to work and shop;
 - c) Attention to design will help create attractive communities where buildings, open space, and transportation work well together.

These strategic directions are developed further in the policies of Section 2.2 (Managing Growth) and 2.5 (Building Liveable Communities), as discussed below.

5.2.1 Section 2.2.2 – Managing Growth within the Urban Areas

The City anticipates that approximately ninety (90) percent of the growth in population, jobs and housing will be accommodated within the General Urban Area. The City aims to direct growth to locations with significant development potential, specifically those defined and designated as Mainstreets and ensures that a high-quality built environment is compatible with the existing and planned urban context. Furthermore, this section of the Official Plan ensures that areas subject to intensification promotes environmentally focused developments that encourage a healthy lifestyle through walkability and accessibility.

The policies in Section 2.2.2 deal specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit and other infrastructure. Consequently, it is the intent of the Plan that intensification continues to focus on nodes and corridors including Mainstreets, which are to act as primary service corridors,

meeting places, and residences that support the public transit system, to create a community focus that allows for minimized travel times and minimized disruption to existing stable low-profile neighbourhoods.

The City of Ottawa Official Plan policies supports residential intensification of a property that results in a net increase in residential units, including:

- / Redevelopment of Brownfield sites;
- / The development of underutilized lots within previously developed areas;
- / Infill development; and
- / The conversion of existing industrial buildings for residential uses.

The Official Plan policies of Section 2.2.2 deal specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit and other infrastructure. Overall, the proposed development conforms to the policies set out in Section 2.2.2 of the Official Plan as site's location in proximity of a large number of amenities and transit supports this brownfield redevelopment opportunity.

The proposed uses conforms to the intent of the policies set out in Section 2.2.2 of the Official Plan by contributing to a mix of housing types and tenures to target areas of intensification. Furthermore, the proposed use is located on an underutilized lot on an Arterial Mainstreet and is intending to develop a compact building form that promotes and enhances the walkability of the Mainstreet and enhancing the community character.

5.2.2 Section 2.3.1 – Transportation

Section 2.3.1 of the Official Plan (OP), entitled Transportation, provides direction and policies related to guide the operation of the City's day-to-day transportation programs in the Transportation Master Plan (TMP). A clear objective of the TMP and OP is a substantial increase in the use of public transit among other modes of transportation. The City is to protect corridors and develop the rapid transit network of existing and proposed corridors on Schedule D of the Official Plan. This network operates on grade-separated, fully exclusive rights-of-ways such as light rail corridors, as well as segregated lanes within a road right-of-way.

The City maintains strategic objectives related to parking: produce short-term parking that support the needs of local businesses residents, institutions and tourism designations. Limit the supply of long-term parking in a matter that balances transit ridership objectives with the needs to automobile users, to support intensification and minimize the amount of land devoted to parking through measures such as parking structures and arrangements to share parking among land users, and to continue to regulate both the minimum and maximum parking requirements for development within 600 metres of existing and proposed rapid transit stations, recognising that the regulations may vary in response to the contextual influences of the geographic location and the stage of rapid transit development.

The redevelopment of the subject property meets the objectives set out in this section of the Official Plan. The proposal will include a parking strategy that support the needs of the businesses and residences while minimizing land area dedicated to surface parking. Given its proximity to planned transit along the Transit Priority Corridor, the proposal will support its residents' and increase transit ridership in the area.

5.2.3 Section 2.5.1 – Building Liveable Communities: Urban Design and Compatibility

Various design objectives are outlined in Section 2.5.1 to guide development. The following objectives and principles are the most relevant to the proposed development:

- / To enhance the sense of community by creating and maintaining places with their own distinct identity;

- / To define quality public and private spaces through development;
- / To create places that are safe, accessible and are easy to get to, and move through;
- / To ensure that new development respects the character of existing areas; and,
- / To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

This section was examined more thoroughly in the Design Brief, however, as the subject property is located within a Design Priority Area, it is noteworthy to identify that the development will be subject to the Urban Design Review Panel (UDRP). The proposal conforms to the urban design objectives, respects the existing character of the area, while simultaneously enhancing the street at the pedestrian level and defining the street edge.

5.2.4 Section 3.6.3 - Land Use Designation: Arterial Mainstreets

The subject property is designated as Arterial Mainstreet on Schedule B – Urban Policy Plan of the City’s Official Plan. The Official Plan identifies the Mainstreet designation as streets that offer some of the most significant opportunities in the City for compact and pedestrian oriented forms of intensification. Mainstreets are identified as performing a dual role of providing adjoining neighbourhoods with a range of daily goods and services, while also serving the needs of others living beyond the neighbourhood boundaries. On Arterial Mainstreets, development will occur in a way that facilitates the gradual transition to a more urban pattern of land use and to more intensive forms of development. Higher densities can be introduced where appropriate, uses may be mixed, parking lots between the building and the street could be redeveloped and built upon, and the pedestrian environment will be improved.

In light of the changing nature of the Official Plan due to settlements from OPA 150, as of November 6th, the following policies of the Mainstreet designation apply to the development:

Policy 1 provides a policy direction for the Mainstreet designation, outlining the goals, land uses and planned context of Mainstreets. This policy states that the Zoning By-law can define portions of the street to have specific setbacks to allow the street to evolve over time into more compact, pedestrian-oriented and transit friendly places.

Policy 4 provides a direction for a coordinated approach to site planning and development, including multi modal access, attractive and safe pedestrian environments, measures to relieve the visual impact of parking lots, provision of adequate landscaped areas, and over time, a development that is oriented towards the Mainstreet.

Policy 5 allows a broad range of uses permitted on Arterial Mainstreets including retail and service commercial, office and residential uses. The policy states that these uses can be mixed in individual buildings.

Policy 10 promotes and encourages redevelopment and infill on Arterial Mainstreets in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge and provides direct pedestrian access to the sidewalk.

Policy 11 of the Mainstreets designation permits greater building heights through a Secondary Planning Process.

The Site Plan Control application implements and conforms to the policies noted above. The development proposes a multi-modal redevelopment of a brownfield site to create a more pedestrian-friendly and transit-oriented development that would replace existing surface parking on an Arterial Mainstreet. Once developed, the subject site would accommodate a range of uses permitted in the Mainstreet designation of the Official Plan. The proposed development conforms to the objectives of this designation and the

vision for Arterial Mainstreets by infilling and intensifying the area adjacent to the street and introduce pedestrian-oriented commercial uses with an active entrance and a generous amount of glazing along facing the public street, further defining the streetscape.

5.2.5 Section 4.11 – Urban Design and Compatibility

Compatibility of scale and use are to be carefully understood to mitigate the design impacts of residential infill and intensification. Similar to Section 2.5.1 of the Official Plan, Section 4.11 outlines a set of criteria that can be used to objectively measure the compatibility of a development proposal. The development can be evaluated in the following ways:

Compatibility Criteria	Proposed Development
Traffic	A traffic study has been prepared by Parsons and has been submitted separately.
Vehicular Access	Direct vehicular access to the subject property area parking is located from existing access from both Merivale Road and Carling Avenue. The entrance to the parking garage is located at the rear of the building, away from view of the mainstreet. The surface parking for the retail will be accessible from the existing parking lot, as well as the access/egress described above.
Parking Requirements	While ample surface parking will remain for the existing Shopping Centre, the proposed development will provide 192 underground parking spaces, in addition to the 32 spaces visitor/commercial spaces located at-grade north of the building. The proposal is providing parking in excess of the by-law requirements.
Outdoor Amenity Areas	<p>Given the location of the proposed development, no impacts on adjacent outdoor amenity areas are expected. The balconies in the tower are set back from the property line to mitigate any noise impacts. As the site continues to develop, tower separation will be implemented and overlook will be mitigated, where appropriate.</p> <p>Noise will be mitigated through landscaping at the ground level, providing privacy and a buffer between the street and the pedestrian walkway.</p> <p>The outdoor amenity area on the 5th floor has been designed to avoid any overlook issues or noise issues.</p>
Loading Areas, Service Areas and Outdoor Storage	<p>The loading and service areas for the proposed development have been located internal to the parking structure and as a result will not impact surrounding properties. The building's service area is located at the basement level, and, a garbage/recycling area is located on the P1 level of the building and is accessible by the residents and tenants of the commercial unit.</p> <p>Outdoor storage is not proposed as part of this application.</p>
Lighting	Lighting will be designed and installed to provide a safe and secure environment while meeting the City's requirements and ensuring no undue adverse impacts on adjacent properties.
Noise and Air Quality	The proposed development will not have any significant impacts related to noise or air quality. A noise study was prepared by Gradient Wind Engineering. This study provides mitigation measures for outdoor living areas in proximity to Carling

	Avenue. In addition, the noise study recommends a warning clause and restrictive covenant on all Agreements of Lease, Purchase and Sale.
Sunlight	A sunshadow study has been prepared by RLA. The tall and slender building design will ensure that the shadows move quickly across the site and adjacent properties. Given there are no adjacent residential properties, there will not be any undue adverse impacts on the neighbouring residential properties.
Microclimate	No significant microclimate impacts are anticipated as a result of the proposed development.
Supporting Neighbourhood Services	<p>The proposed development is in close proximity to a range of existing parks and community amenities and services including schools, parks, a hospital, community centres, and commercial services.</p> <p>The central location of the subject property makes it ideal for infill development, serving to strengthen existing neighbourhood services and even may contribute to new ones.</p>

Policy 4 of Section 4.11 promotes the use of buildings and landscaping to clearly define public spaces, while also contributing to a continuous building frontage to help frame the street edge and support a more pedestrian-friendly environment. The proposed development will infill a gap in the streetscape caused by an underutilized lot. As a result, the proposal will appropriately define the street-edge with high quality design.

The proposed development conforms to the policies of the City of Ottawa Official Plan. It meets the goals of the Arterial Mainstreet land use designation and the urban design and compatibility criteria of Sections 2.5.1 and 4.11. It also proposes infill development that relates to existing community character, contributes to a liveable community, and is designed to be compatible with its surroundings.

5.3 City of Ottawa Official Plan Amendment 150

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and to land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013. The amendment was approved by the Ministry of Municipal Affairs and Housing (MMAH) in April 2014, with on-going appeals. While some appeals have been settled, some are still outstanding. For the purposes of this Planning Rationale, the policies of the City of Ottawa Official Plan 2003 (Consolidated May 2013) have been reviewed and analyzed for the proposed development, as discussed above. The above analysis includes the amended policies that are in full force and effect.

As of November 6th 2018, many of the policies of OPA 150 have been settled and integrated into the Official Plan. The following discusses the changes that have not been integrated into the current Official Plan and are still under appeal;

Policy changes to Section 3.6.3 states that Official Plan supports mid-rise building height up to nine (9) storeys on Arterial Mainstreets, unless a secondary plan states otherwise. The tallest buildings will be located within 400 metres of a Rapid Transit Station, directly abutting the intersection of the Mainstreet with another Mainstreet or Transit Priority Corridor.

These new objectives are listed and discussed in the following table:

Compatibility Criteria	Proposed Development
Views	The proposed development will not impact any protected views. By contrast, the proposal will create new views and create a new destination.
Building Design	<p>The proposed development is providing a consistent street wall along Carling Avenue, but the architectural articulation and stepbacks to the building façade helps to create visual interest and an appropriate building transition to the various building forms of the neighbourhood. The facade of the building has been designed to an appropriate height standard consistent with the character of the existing streetscape, creating a podium for the tall and slender residential tower. Further, the building design at street level will improve the pedestrian realm and promote an active frontage along the Arterial Mainstreet.</p> <p>Architectural treatments such as materiality, colours, projections have been carefully chosen to be compatible with its surroundings while contributing to high-quality design.</p>
Massing and Scale	<p>The proposed building is consistent with the height of the nearby buildings and the planned function of the Westgate Shopping Centre redevelopment along with the Carling Avenue corridor. As noted throughout the report, the proposal provides an enhanced streetscape to this section of the mainstreet, supported by the neighbouring developments.</p> <p>The proposed development is designed for appropriate transition from the future high-rise buildings as well as the planned and existing high-rise towers south of Carling Avenue to a stable low-rise community. The stepbacks, materials and other building design elements ensure the building respects the surrounding planned context.</p>
Outdoor Amenity Areas	The proposed development will enhance the streetscape condition on Carling Avenue with updated hard and soft landscaping. The balconies are sensitively located to mitigate issues of overlook and privacy. Amenity areas for residents are being provided in balconies and rooftop patio.
Design Priority Areas	The site is located along the Carling Avenue Arterial Mainstreet Design Priority Area. The proposal has been designed to meet high design standards while helping to define and improve this section of Carling Avenue. The proposal will be subject to the Urban Design Review Panel as part of the Site Plan Control Application.

While Section 2.5.1 remains largely unchanged in OPA 150 except to provide more flexibility in how its objectives are addressed, Section 4.11 has been significantly modified. As such, the above table assesses the proposed development with regards to the relevant policies of the revised Section 4.11. The development also meets the height requirements set out in the Westgate Secondary Plan, consistent with the policy direction of Section 3.6.3.

5.4 Westgate Secondary Plan

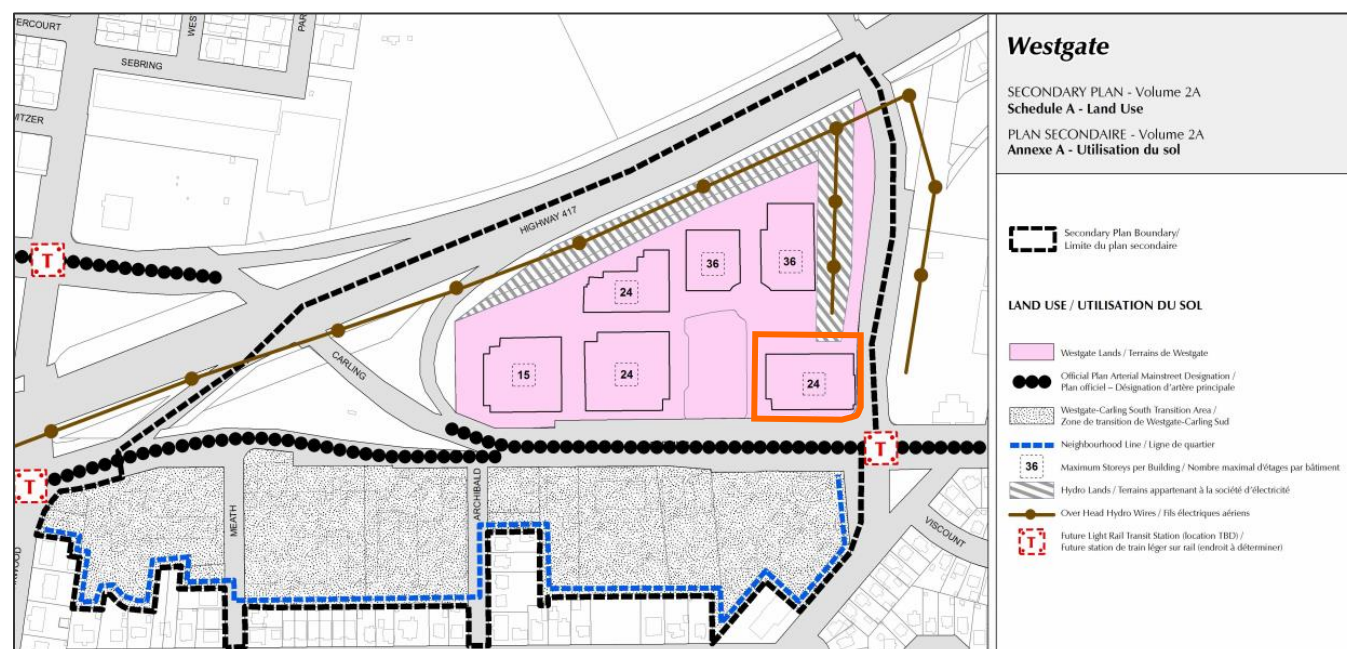


Figure 19: Westgate Secondary Plan Land Use Schedule (approximate site location outlined in orange)

The Westgate Secondary Plan aims to provide guiding principles will help inform the redevelopment of the Westgate Shopping Mall. The subject site is located within the Westgate Lands of the Secondary Plan Study area. The guiding principles (Section 2.1 and 2.2) of the Westgate Lands that are most applicable to the site include:

- / **The redevelopment of the Westgate Shopping Centre lands will require that the Carling Avenue frontage contains active uses fronting the entirety of the Carling Avenue Arterial Mainstreet corridor;**
The proposed development includes an active frontage along the entirety of its frontage along Carling Avenue. The frontage includes entrances to the retail and residential portion of the site in proximity to the street, an oversized first floor (6m) with glazing, lighting and landscaping to animate the public realm along Carling Avenue. The development will replace an existing parking lot and one-storey building along Carling Avenue.
- / **Redevelopment of this area will take on an enhanced urban form and site layout, include a range of land uses, with the tallest buildings located along Highway 417, with high-rise buildings (15-24 storeys) along Carling Avenue and in proximity to the future rapid transit station;**
The proposed development respects the height limit set out in the Secondary Plan by proposing a 24-storey building along Carling Avenue, in proximity to planned transit infrastructure. The development will include a mix of uses, with a 4-storey podium and an active frontage to enhance the urban form of the area.
- / **Ensure direct, convenient, safe, attractive walking and cycling connections within the Westgate Lands, to the surrounding community and future transit station.**
The proposed development has been designed to ensure direct, convenient and safe walking and cycling features throughout the site. Access to parking has been proposed at the rear of the building

(interior to the site) to avoid any issues between pedestrians and vehicles. The pedestrian realm has been designed to link with the future phases of the site along with the planned future transit station.

- / **Support the varying roles of Carling Avenue, which is a place of living, working, shopping, socializing, transportation and ultimately, is a street that is enjoyable for pedestrians and cyclists;**

The proposed development will support the evolving role of Carling Avenue by creating a development which facilitates residents' ability to live, work, shop and ultimately utilize the planned transit network effectively. The redevelopment of the site will contribute to the changing nature of Carling Avenue and make it an enjoyable place for pedestrians and cyclists through the replacement of surface parking and under-utilized space.

- / **Ensure a safe, identifiable network of sidewalks, and cycling lanes that connect to nearby greenspaces, parks, transit corridor and stations and other key destinations along the Carling Avenue corridor.**

The proposed development includes a network of sidewalks that connect the proposed greenspace to the site, along with the remainder of the neighborhood. The development of the site will support pedestrian access to the transit corridor, along with other designations along Carling Avenue through the addition of an active street frontage.

Section 3 of the Westgate Secondary Plan pertains to the Land Use Policies relating to the site. According to Schedule A of the Plan, the subject site is located within the Westgate Lands of the Study Area. Relevant policies include:

- / **Through the development application review process, the applicant shall demonstrate how their proposed development provides pedestrian and cycling facilities, POPS, streets, active frontage elements, service access and other considerations, consistent with the Public Realm Plan.**

The proposed development provides pedestrian facilities along Carling Avenue and the interior of the site. The 4-storey podium provides the site with a human-scale along Carling Avenue with entrances to the residential and retail portions of the site, ample glazing and building articulation to provide visual interest. The service access will be at the rear of the building and enclosed within the building to mitigate any conflicts between traffic, pedestrians and service vehicles. Phase 1 has been designed to be consistent with the Westgate Public Realm Plan.

- / **Building heights of 24 storeys may be permitted in the implementing Zoning By-law along Carling Avenue, providing a transition in building form to the medium profile Arterial Mainstreet context along the south part of Carling Avenue, known as the Westgate-Carling South Transition Area.**

The proposal meets the building heights set out in the Zoning By-law and the vision of the Secondary Plan.

- / **Residential and mixed-use buildings will take a podium and tower form. Podiums on all buildings will be a minimum of two storeys in height and vehicular parking can be provided above the ground level for commercial and residential uses. Where structured parking is provided, the visual impact of the structured parking should be minimized.**

The proposal includes a mixed-use building designed with the podium and tower form. The podium proposed will be 4 storeys in height, with underground parking. The visual impact of the parking is minimized and the entrance is located away from the Carling Avenue frontage.

- / **Tower portions of high-rise buildings should have a floor plate size that is limited. Proposals for residential floorplates larger than 750 square metres, or commercial floorplates larger than 1,500 square metres shall:**

- i. **Demonstrate that the relevant objectives of this plan are met through the use of such measures as building orientation, building shape, design and use of materials; and,**
- ii. **Provide greater setbacks and set-backs where necessary, to mitigate impacts of uses on adjacent buildings and properties**

The tower portion of the proposed development will be less than 750m² whereas the building envelope of the podium will be approximately 1,969 m². No impacts are anticipated on adjacent properties or buildings.

- / **The placement and form of buildings along Carling Avenue, in concert with a publically accessible private open space, must contribute to the creation of a complete street with active and animated frontage along the entire applicable length of both sides of Carling Avenue.**

The placement and form of the building complements the Carling Avenue frontage, contributing to the creation of an active and complete street. Future Phases of the development will facilitate the development of the central POPS and will further contribute to the complete street. Through the use of glazing, stepbacks, active entrances and landscaping, this phase of the development will positively contribute to the Carling Avenue frontage.

- / **The development of the Westgate Lands shall support the public transportation infrastructure planned for Carling Avenue, including the bus only lanes and future light rail planned to extend along Carling Avenue**

The proposed development has been designed in a manner that supports density in proximity to planned transit infrastructure. The development will facilitate pedestrian traffic along Carling to and from the transit station, by allowing people to live in proximity to a transit station. The bus lane along the rear of the site has been retained, and will form part of the transit network within the site.

- / **Development on the Westgate Lands shall support sustainable modes of transportation by providing safe, comfortable and convenient routes to walk or cycle that connect to transit along Carling Avenue.**

The proposed development has been designed to be consistent with the pedestrian realm plan. It will contribute to the comfortable and convenient routes connecting transit along Carling Avenue and throughout the site. By creating, wide and well-lit pedestrian walkways and connections to future transit, the development fosters and supports sustainable modes of transportation.

Overall, the proposed development has been designed according to the policies set out in the Westgate Secondary Plan. The proposal represents the Phase 1 redevelopment of the lands, along Carling Avenue.

The proposed development maintains the intent of the policies within the Westgate Secondary Plan. It accommodates a built form consistent with the land use designation maintaining 24-storeys with an active frontage along Carling Ave and follows the specific design guideline direction. Further, the base of the building has been designed as a podium with a mix of uses, as outlined in the Secondary Plan. The building also includes retail uses at the ground level along Carling Ave that will animate the pedestrian streetscape and provides opportunities for public realm improvements. As noted in the Secondary Plan, parking is being proposed to be located underground and will have minimal (if any) visual impacts to the surrounding area. Further, the egress/access has been strategically located away from the Carling Avenue frontage. Overall, the proposed development will help foster a complete street by directing residential densities to be located in proximity to sustainable modes of transportation, including bicycling lanes and planned transit facilities.

5.5 Urban Design Guidelines for Arterial Mainstreets

Approved by Council in May 2006, the Urban Design Guidelines for Development along Arterial Mainstreets provides urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development along Arterial Mainstreets. The proposed development achieves several of the guidelines, including:

- / Locating new buildings along the public street edge;
- / Providing an unobstructed 2.0 metre wide pedestrian sidewalk;
- / Using buildings and landscaping to create a continuous streetscape;
- / Basing new development on an internal circulation pattern that allows for logical movement through the site;
- / Ensuring buildings occupy most of the frontage;

-
- / Landscaping the area in front of a building wall and using projections, awning, colours and textures to reduce the visual impact of any unglazed walls;
 - / Connecting pedestrian walkways between properties to facilitate pedestrian circulation between sites;
 - / Providing direct, safe, continuous and clearly defined pedestrian access from public sidewalks to building entrances;
 - / Sharing vehicular access to parking area with the adjacent property to reduce the extent of interruption along the sidewalk and the streetscape;
 - / Locating surface parking areas at the side or rear of buildings;
 - / Orienting parking spaces to minimize the number of traffic aisles that pedestrians must cross;
 - / Providing a consistent width of landscape and pedestrian areas across the front of the site;
 - / Coordinating tree planting with below grade utilities;
 - / Providing a minimum 3 metre wide landscape area along the edge of the property where parking areas are adjacent to the public street and using trees and shrubs to screen cars from view while allowing eye level visibility into the site;
 - / Designing buildings to accommodate signs that respect building scale and architectural features;
 - / Screening utility equipment, loading areas, and garbage collection areas from view of the Arterial Mainstreet and the adjacent properties;
 - / Designing lighting so that there is no glare or light spilling onto surrounding uses; and,
 - / Providing lighting that is appropriate to the street character and mainstreet ground floor use with a focus on pedestrian areas.

The proposed development meets the intent and purpose of several of the Urban Design Guidelines for Development along Arterial Mainstreets.

5.6 Urban Design Guidelines for High-rise Buildings

Approved by Council in May 2018, the Urban Design Guidelines for High-rise Buildings provides urban design guidance at the planning application stage to promote and achieve appropriate high-rise development. The proposed development achieves several of the guidelines, including:

- / When a high-rise building or group of high-rise buildings are proposed within an identified growth area, design the buildings nearer the edge of the growth area to be progressively lower in height than those in the “centre”;
- / Include base buildings that relate directly to the height and typology of the existing or planned streetwall context;
- / The lot should abut the public realm, including streets, parks, plazas, and privately owned public spaces (POPS) on at least two sides;
- / Enhance and create the overall pedestrian experience in the immediate surrounding public spaces (including POPS) through the design of the lower portion, typically the base;
- / Enhance and create the image of a community and a city through the design of the upper portion of the building, which is often comprised of a middle and a top that: protects and/or creates views and landmarks; and respects and/or enriches urban fabric and skylines;
- / The high-rise building includes three distinctive parts – base, middle and top;
- / Place the base of a high-rise building to form continuous building edges along streets, parks, and public spaces or Privately Owned Public Space (POPS): where there is an existing context of street wall buildings, align the facades of the base with adjacent building facades; in the absence of an existing context of street wall buildings, create a new street wall condition to allow for phased development and evolution;
- / The minimum height of the base should be 2 storeys;
- / Respect the character and vertical rhythm of the adjacent properties and create a comfortable pedestrian scale by: breaking up a long façade vertically through massing and architectural articulation to fit into the existing finer grain built form context and introducing multiple entrances, where possible;

through creative store layout and organization where a large format retail use is located on the ground floor;

- / Use high-quality, durable, and environmentally sustainable materials, an appropriate variety in texture, and carefully crafted details to achieve visual interest and longevity for the façade;
- / The ground floor of the base should be animated and highly transparent;
- / Encourage small tower floor plates to minimize shadow and wind impacts, loss of skyviews, and allow for the passage of natural light into interior spaces;
- / Step back the tower, including the balconies, from the base to allow the base to be the primary defining element for the site and the adjacent public realm;
- / Orient and shape the tower to minimize shadow and wind impacts on the public and private spaces.
- / Articulate the tower with high-quality, sustainable materials and finishes to promote design excellence, innovation, and building longevity;
- / For a background building, create a fenestration pattern, and apply colour and texture on the facades that are consistent with and complement the surrounding context ;
- / The top should be integral to the overall architecture of a high-rise building, either as a distinct or lighter feature of the building or a termination of the continuous middle portion of the tower;
- / Integrate roof-top mechanical or telecommunications equipment, signage, and amenity spaces into the design and massing of the upper floors;
- / The public spaces should: complement and be integrated into the existing network of public streets, pathways, parks, and open space; provide direct visual and physical connections to the surrounding public streets, pathways, parks, and open spaces;
- / Locate the main pedestrian entrance at the street with a seamless connection to the sidewalk
- / Locate parking underground or at the rear of the building;
- / Internalize and integrate servicing, loading, and other required utilities into the design of the base of the building, where possible; and,
- / Coordinate, and where possible integrate, public transit stop elements such as benches and shelters within the site and building design;

The proposed development meets the intent and purpose of the recently approved Urban Design Guidelines for High-rise Buildings. The Phase 1 redevelopment implements the vision and objectives of the Westgate Secondary Plan and has therefore been thoroughly vetted to meet the highest quality of Urban Design.

- / Schedule 368 does not apply to accessory buildings or structures which continue to be regulated by Section 55, and temporary buildings or structures which continue to be regulated by Section 71.
- / For Area A abutting Merivale Road as shown on Schedule 368 the maximum corner side yard setback is 6 metres

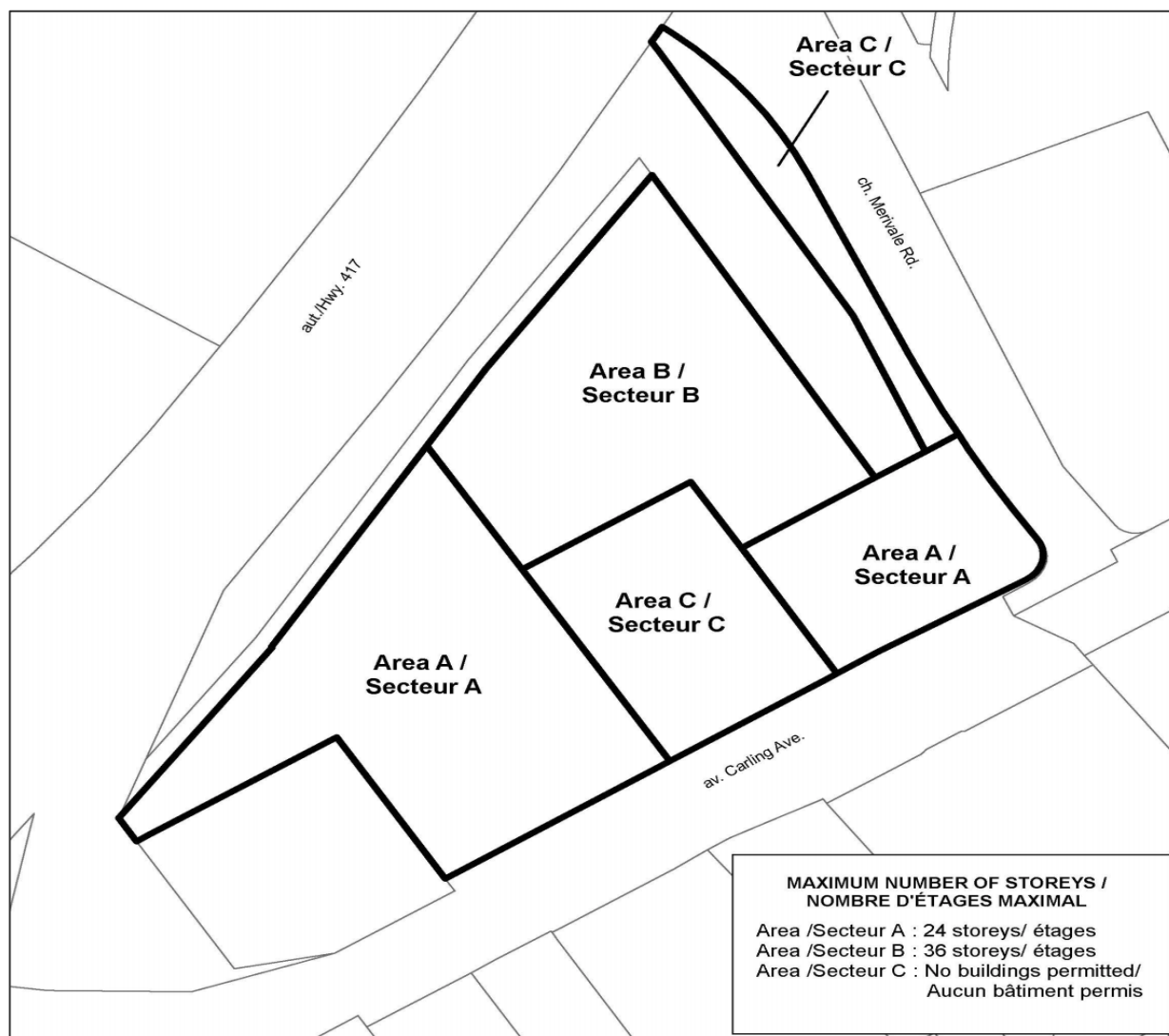


Figure 21: Schedule 368 of the City of Ottawa Zoning By-law – Subject Property is Section A

The following table outlines the site's compliance with the AM10[2393] S368 zone:

ZONING MECHANISM	TM7	PROVIDED	COMPLIANCE
Min. Lot Area	No minimum	368,992m ²	Yes
Min. Lot Width	No minimum	220.5m	Yes
Min. Front Yard Setback	0m; and at least 50% of the frontage along the	4.07m	Yes

ZONING MECHANISM	TM7	PROVIDED	COMPLIANCE
	lot line must be by building walls located within 7m of the property line		
Max. Corner Side Yard Setback	6m	3.57m	Yes
Min. Interior Side Yard Setback	0m	N/A	Yes
Min. Rear Yard Setback	0m	N/A	Yes
Max. Building Height	24 storeys (as per schedule 368)	24 storeys	Yes
Min. Width of Landscaped Area	No minimum 3m Abutting a Street	<3.5m abutting the street	Yes Yes
Glazing	A minimum of 50% of the frontage along the public street must be glazed.		Yes
Maximum FSI	No Maximum	1.8 FSI for Phase 1	Yes
Bicycle Parking	0.5 spaces / Unit: 108 Commercial: 10 Total: 118 Spaces	Interior Spaces: 195 Exterior: 12 Total: 195	Yes
Amenity Area	6m ² per unit: 1296m ² 50% of provided spaces must be communal: 648m ²	Provided: 3 637.3m ² Communal: 927m ²	Yes

As part of the Zoning By-law Amendment, a parking strategy was developed. The parking requirements have been identified below. The Westgate Shopping Mall will remain intact during the construction of Phase I, thereby leaving approximately 15,000 m² of commercial space. The following table demonstrates the proposed and existing parking per use:

Provision (Area Y Schedule 1A)	Required per by-law 2016-249	Provided
Proposed Residential (0 for the first 12 units, 0.5/unit) 216 units	102	179 (below grade)
Proposed Visitor (0 for the first 12, 0.1/unit)	20 (maximum 30 spaces per building)	20 (above grade)
Proposed Commercial (2,060 m²) (Commercial Rate 1.25/100m ²)	25	12 (at-grade) 13 (below grade)

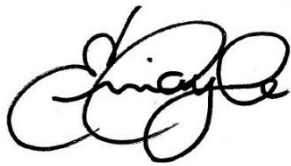
Total Phase 1 Parking	147 spaces	224 spaces
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The proposed development meets all the applicable zoning provisions for this site and therefore complies with the intent of the City of Ottawa Zoning By-law.

It is our professional opinion that the proposed Site Plan application represents good planning and is in the public interest, due to the following:

- / The development proposal is consistent with the policies of the Provincial Policy Statement. More specifically, the proposed development represents an intensification of under-utilized surface parking lot located where services and infrastructure are readily available;
- / The proposed development conforms to the Official Plan policies, including the policies for the Arterial Mainstreet designation;
- / The proposal complies with the City's urban design and compatibility criteria established in Sections 2.5.1 and 4.11 of the Official Plan;
- / The proposal conforms to the new policy direction set out in the Official Plan Amendment No. 150 with regards to land use, building design and compatibility;
- / The proposal conforms to the vision, guiding principles and policies of the of the Westgate Secondary Plan;
- / The proposed development meets the intent and purpose of the City of Ottawa's Urban Design Guidelines for Development along Arterial Mainstreet and High-rise Buildings; and
- / The proposed development meets the intent of the Zoning By-law the provisions for the site.

Sincerely,



Emilie Coyle, M. Pl.
Planner
Fotenn Consultants Inc.



Matthew McElligott, MCIP RPP
Manager, Planning and Development
Fotenn Consultants Inc.